



# Terminal Evaluation of UNDP Eritrea Country Programme Document (CPD) 2017-2021

## About

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# Acronyms

AfDB	African Development Bank	NUEYS	National Union of Eritrean Youth and Students
AWPs	Annual Work Plans	OAG	Office of the Auditor General
CCA	Common Country Assessment	OAI	Office of Audit and Investigation
CD	Capacity Development	OCHA	Office for the Coordination of Humanitarian Affairs
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women	PA	Protected Area
CFW	Cash For Work	PFDJ	People's Front for Democracy and Justice
CPD	Country Programme Document	PPE	Personal Protective Equipment
CRVS	Civil Registration and Vital Statistics	PWD	People with Disability
CSOs	Civil Society Organisations	RBM	Results Based Management
DaO	Delivering as One	RC	Resident Coordinator
DRM	Disaster Risk Management	ROAR	Results-Oriented Annual Reporting
EMAs	Environmental Multilateral Agreements	SDGs	Sustainable Development Goals
EPHS	Eritrean Population and Health Survey	SGP	Small Grant Programme
EU	European Union	SLM	Sustainable Land Management
FAO	Food and Agriculture Organisation	SP	Strategic Plan
FGDs	Focus Group Discussions	SPCF	Strategic Partnership Cooperation Framework
GEF	Global Environmental Facility	SRS	Southern Red Sea
GoSE	Government of the State of Eritrea	SSC	South-South Cooperation
HAC	Hamelmalo Agricultural College	SWC	Soil and Water Conservation
HACT	Harmonised Approach to Cash Transfer	TE	Terminal Evaluation
HDI	Human development Index	ToR	Terms of Reference
ICT	Information and Communication technology	TC	Triangular Cooperation
IFAD	International Fund for Agriculture and Development	UN	United Nations
ILO	International Labour Organisation	UNAIDS	United Nations Joint Programme on HIV and AIDS
IPs	Implementing Partners	UNCBD	United Nations Convention on Biodiversity
IWRM	Integrated Water Resource Management	UNCCD	United Nations Convention to Combat Desertification
JP	Joint Programme	UNCT	UN Country Team
KIIs	Key Informant Interviews	UNDP	United Nations Development Programme
M&E	Monitoring and Evaluation	UNDP CO	United Nations Development Programme Country Office
MND	Ministry of National Development	UNFCCC	United Nations Framework Convention on Climate Change
MoA	Ministry of Agriculture	UNFPA	United Nations Population Fund
MoF	Ministry of Finance	UNHCR	United Nations High Commissioner for Refugees
MoH	Ministry of Health	UNICEF	United Nations Children's Fund
Mol	Ministry of Information	UNSE	United Nations System in Eritrea
MoJ	Ministry of Justice	UPR	Universal Periodic Review
MoLG	Ministry of Local Government	USD	United States Dollar
MoLSW	Ministry of Labour and Social Welfare	WASH	Water, Sanitation and Hygiene
MoLWE	Ministry of Land Water and Environment	WHHs	Women-Headed Households
MoME	Ministry of Mines and Energy	WHO	World Health Organisation
MoU	Memorandum of Understanding		
MTR	Mid Term Review		
NCEW	National Confederation of Eritrean Workers		
NCHE	National Commission for Higher Education		
NGOs	Non-Governmental Organisations		
NIM	National Implementation Modality		
NRM	Natural Resource Management		
NRS	Northern Red Sea		
NIDP	National Indicative Development Plan		
NSO	National Statistics Office		
NUEW	National Union of Eritrean Women		

## Executive Summary

The Country Programme Document (CPD) 2017-2021 was designed and formulated based on the Strategic Partnership Cooperation Framework (SPCF) 2017-2021 to define the development cooperation between the United Nations Development Programme (UNDP) and the Government of the State of Eritrea (GoSE). The overall objective of the CPD is to support the country to achieve its national development objectives and meet its international obligations. The CPD has three pillars (three outcomes) namely:

1. Inclusive Growth and Livelihoods
2. Sustainable Natural Resource Management (NRM), Resilience to Climate Change and Disasters and
3. Capacity Development (CD). The terminal evaluation (TE) assessed the relevance, coherence, effectiveness, efficiency, and sustainability of the CPD. It has also evaluated cross-cutting issues such as gender equality and human rights.

## Relevance

Overall, the programme interventions are well aligned with the national development priorities as articulated in the National Charter of the PFDJ, National Indicative Development Plan (NIDP) 2014-2018<sup>1</sup> and derivative sectoral policies and strategies. The programme interventions addressed critical national gaps (E.g. food insecurity, unemployment, and environmental challenges). The CPD is well aligned with international development frameworks (E.g. sustainable development goals). The programme is also relevant to the needs of beneficiary communities, particularly vulnerable groups (E.g. women-headed households). Through the various interventions, the programme addressed pressing needs of the targeted communities including inadequate access to public services, unemployment, household food insecurity, land degradation, water shortages, and deforestation. Programme interventions were thus generally relevant and timely. However, UNDP's upstream support to the country seemed to have been gradually scaled down and skewed towards downstream interventions mainly due to the growing assertiveness of the Government with respect to public policy formulation.

1. As the NIDP is not updated (or is not in the public domain), alignment of the CPD interventions with national and sectoral priorities was ensured through the consultative planning process guided by the MND, which is mandated to coordinate all development activities in the country



## Coherence

The programme is compatible with the interventions of the Government and international development partners. This was ensured through the consultative approach followed in developing the SPCF. The GoSE, through the Ministry of National Development (MND), ensured programme coherence with the NIDP and national policies, strategies and action plans. Programme compatibility with the interventions of the international development partners was ensured through the various humanitarian coordination platforms.

UNDP used these platforms for information sharing, identifying potential areas for collaboration, coordinating development interventions, and resource mobilisation. The CPD strategy was based on the interlinkages of the three pillars/programme areas to ensure integration of and synergy between the components. For instance, UNDP supported vocational skills training to diversify rural livelihoods in order to reduce dependence of rural households on subsistence farming. In general, programme interventions were designed to complement each other and cumulatively generate results that contribute to the attainment of the CPD outcomes.

However, there seems to be fragmentation and spread of interventions, and that many opportunities for consolidation and synergy were not sufficiently exploited. Key factors which facilitated programme coherence include: i) country-driven planning process followed in the design and formulation of the SPCF and CPD; ii) existence and use of national, regional and international development frameworks (E.g. NIDP; UNDP SP and SDGs); iii) the coordination mechanisms of the UNSE (E.g. UNCT and Technical Working Groups); and iv) the adoption of national implementation modality (NIM). Nevertheless, the absence of a strong Eritrean Development Partners Forum (EDPF) with Government representation and low level of joint programming were some of the factors affecting programme coherence.

## Effectiveness

Overall, the CPD has produced a set of results under the three programme areas. This was achieved in partnership with Government at national and regional levels, IPs, communities, other UN agencies and international development partners. The programme contributed to sustainable natural resources management in the country by mitigating land degradation, enhancing soil and water conservation, increasing forest cover, and conservation of biodiversity in project areas.

The various programme interventions under the CD component strengthened the human and institutional capacities of selected Government institutions which contributed to enhanced efficiency and equity in public service delivery. However, programme performance with respect to Inclusive Growth and Livelihoods (IGL) Component was low. The key factors which constrained programme effectiveness were suspension of all UN programmes by the Government and the nation-wide lockdown imposed due to the COVID-19 pandemic.

In addition, factors such as delays in procurement, transport problems, difficult operational environment, delays in signing annual work plans (AWPs) and transfer of funds especially to the Zobas, low resource absorption capacity of national partners, challenges in getting travel permits, and low Government per diem affected programme effectiveness. The absence of appropriate information sharing mechanism constrained use of knowledge generated by programme interventions (E.g. SLM). The lack of a monitoring system to track the employment status of vocational school graduates and absence of standardisation and accreditation systems have affected youth employment.

Further, the lack of needs assessment study and robust project implementation arrangement also affected programme effectiveness. Delays in initiating implementation of three approved projects (2 GEF and 1 EU) and the slow implementation of Protected Area project constrained programme effectiveness.

## Efficiency

The CPD's indicative budget of USD 143 million is assessed as too ambitious. It was not well aligned with the national context including the low absorption capacity of national partners. Nevertheless, UNDP managed to mobilise ~USD 74 million<sup>2</sup> (52% of the indicative budget) from bilateral and multilateral donors and allocated USD 32 million of its core resources. The ISD Unit has relied heavily on a single donor (GEF) for its resource mobilization and this is risky. Out of the total resources mobilised (~USD 74million), UNDP has utilised ~USD 28.6 million (39%) from 2017 to 2020, which is low.

This is partly because implementation of two GEF projects with a total budget of ~USD 22.3 million has been stalled since 2017 due to delays by Government in developing a new project implementation arrangement. In addition, ~USD 5.2 million was raised in the second half of 2020. UNDP prepares actual programme budget based on the AWP's signed with GoSE. The actual CPD budget for 2017-2021 was ~USD 31.4 million of which ~USD 28.6 million was utilised leading to a 91.5% delivery rate.

Project resources were spent well and fully utilised for the intended purpose and helped in generating important results. Audit reports show that project funds were well-managed and there was no misappropriation or abuse of project resources. Monitoring and evaluation was largely satisfactory, and efforts were made to develop the appropriate instruments and templates to enhance follow up and reporting.

However, the quality of reporting is generally not up to the standard mainly due to capacity constraints and the low level of support provided to IPs by the M&E office of the MND. Lack of a national M&E framework sufficiently linked to SDGs indicators is a major gap. The CPD has a well-developed M&E system though not fully followed by the CO. For example, the CO did not undertake annual and mid-term reviews of the CPD and cancelled seven planned evaluations and this was one of the critical M&E gaps.

<sup>2</sup> UNDP has mobilised ~USD 74 million comprising ~USD 50.1 million mobilised during the current CPD (2017-2021) and the remaining ~USD 23.8 million is resource carried forward from the previous CPD (2013-2016).

Key factors which enhanced programme efficiency were the national implementation modality and involvement of beneficiary communities in project implementation. On the other hand, the suspension of programme implementation, Government delays in finalising project implementation arrangements, the COVID-19 pandemic, inadequate M&E activities by the MND and absence of Government from the EDPF and Technical Working Groups (TWGs) have constrained programme efficiency.

The level of joint programming (JP) was low mainly due to inadequate coordination, delays in allocating pledged resources, and competition for visibility. To enhance programme efficiency, there is a need to strengthen the M&E roles and functions of the MND, IPs, and UNDP CO.

## Sustainability

The programme strengthened the human and institutional capacities of selected public institutions to equip them with the technical and managerial skills, and the equipment and tools they need to operate, maintain, upgrade and sustain the newly introduced systems (E.g. performance audit, case flow management, and land tenure), practices (E.g. soil and water conservation, irrigation, private wood lots), and delivery of public services (E.g. automated legal services).

As the programme interventions are relevant to national priorities, they are likely to be supported by the Government when UNDP funding ends (E.g. strengthening community courts, digitalising TV and radio programmes production). Factors which enhance programme sustainability include active participation of the MND and other national partners in all programme/project phases including project design, implementation, and monitoring and reporting, adoption of NIM, involvement of beneficiary communities in project implementation, engagement of local experts in project implementation and capacity building support provided to Government partners and local communities.

The CSOs' plan to charge reasonable user fees for training services is an important step towards ensuring programme sustainability. However, almost all programme interventions lack exit strategy.

## Cross-cutting issues

The terminal evaluation assessed the performance of the programme with respect to gender equality and human rights. Women benefited from the various trainings (E.g. ACCA) which helped them to perform their jobs and compete with their male counterparts better. However, women are still underrepresented in leadership positions in both the public and private sectors.

Through their involvement in community-driven projects, women (including WHHs) earned new income from cash for work (CFW) activities. They were also supported to engage in new livelihood activities (e.g. poultry and beekeeping) through the provision of training and loans and this helped them earn additional income which enabled them to meet immediate household needs. In all livelihood development interventions, female-headed and resource-poor households were priority targets.

Programme interventions contributed to easing the household burden of women through the promotion of solar energy, improved stove, and micro dams. One of the critical gaps of the programme with respect to gender equality was limited progress made in gender mainstreaming, lack of a strategy to guide women advancement, inconsistent application of gender analysis in the preparation of projects and low level of JP on gender equality.

The participation of the Government in the Universal Periodic Review (UPR) process was an important human rights achievement of the programme. The process facilitated Eritrea's engagement with the Human Rights Commission and full/partial implementation of 92 UPR recommendations. However, UNDP has not been systematic in capturing human rights achievements in its reporting templates including ROAR.

## New Programme

Generally, programme implementation has not been smooth mainly due to the suspension of programme implementation and the pandemic. The evaluation indicated the needs and gaps that still exist within the focal programme areas (three pillars) in which UNDP has a comparative advantage. The Government has indicated its priorities (agriculture, health, water and sanitation, education and national capacity development) and expects the UNDP to align its new CPD with these priorities.

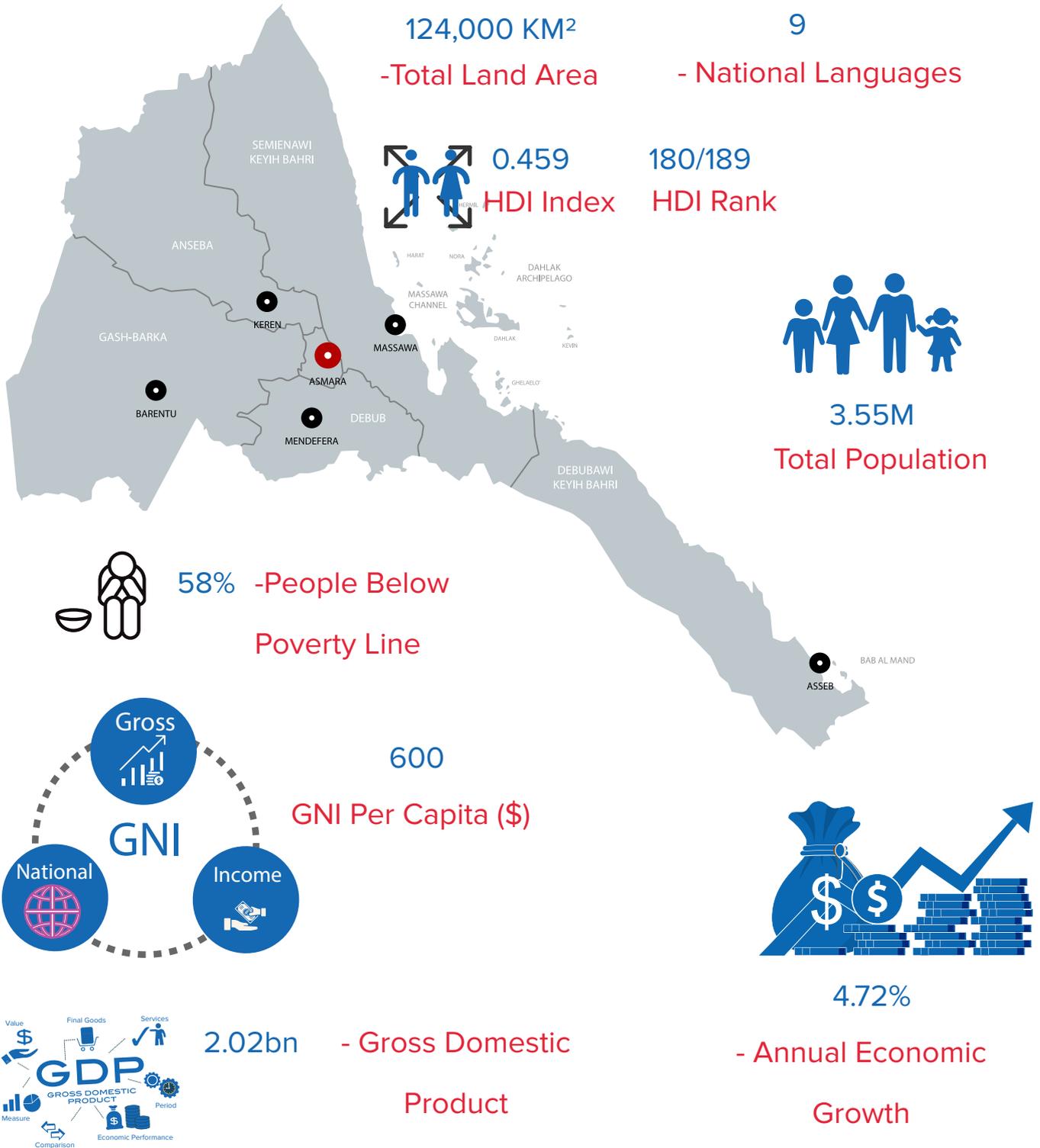
Other factors to be considered in developing the new CPD include comparative advantages of UNDP; potential impact of the proposed programme areas; and resource mobilisation potential. However, delays observed in project implementation and low resource absorption capacity during the current cycle are likely to impact UNDP's resource mobilisation potential.

## Recommendations

1. UNDP should address fragmentation and spread of interventions in the new programme cycle through the formulation of consolidated projects to ensure synergy and generate greater impact.
2. UNDP should have to strengthen programme coherence through enhanced engagement with Government, particularly MND. This is crucial for improving coordination with IPs and can be accomplished through the strengthening of the EDPF and TWGs by securing Government representation to guide/perform joint planning, implementation and monitoring.
3. UNDP should have to strengthen M&E capacity of the MND and IPs to improve programme planning, implementation, monitoring/reporting and evaluation. Support the MND to develop a national M&E framework sufficiently linked to Agenda 2030 indicators. Strengthen the project implementation capacity of IPs through training and development of a simplified project implementation manual to serve as a guide for project coordinators and accountants. To enhance provision of M&E support to national partners, UNDP needs to strengthen its the COM&E unit. The CO needs to undertake all planned evaluations.
4. UNDP should have to enhance programme effectiveness by securing Government approval for the implementation of stalled projects. Engage in dialogue with approving authorities to speed up approval and implementation of policies, legislations and guidelines generated by the programme.
5. In line with its integrator role, UNDP should have to take leadership to strengthen joint programming by enhancing coordination, ensuring timely delivery of pledged resources, and encouraging collaboration between the participating UN agencies.
6. UNDP should have to support the establishment of an appropriate mechanism to facilitate information sharing between line ministries, the private sector, colleges, CSOs and other stakeholders for maximum use of knowledge and information generated by programme.
7. UNDP should support the NUEYS to conduct a tracer study to assess the employment status of vocational skill graduates. It also needs to support the Ministry of Education (MoE) to develop a system for standardisation of vocational skills training courses and accreditation of certificates, which are critical for youth employment.
8. To enhance implementation of the Eritrean Volunteers Diaspora Project, UNDP should have to engage the MND to undertake a systematic needs assessment study through the involvement of prospective public institutions to identify capacity gaps and the Eritrean embassies abroad to populate the roster of experts in the Diaspora. Concurrently, the MND should be supported to revamp the project implementation arrangement in consultation with relevant national institutions.
9. UNDP should have to set a realistic budget for the new CPD. It should also aim to diversify its funding sources to minimise risks associated with resource mobilisation.
10. UNDP should continue its capacity building support to strengthen national partners at all levels to enhance programme sustainability. Although beneficiaries have acquired crucial livelihood skills as a result of their participation in the various project activities, they still need further trainings in improved NRM and agricultural practices (E.g. farming, animal husbandry, etc.) for enhancing the sustainability of systems, structures and services provided by the programme. UNDP should have to make exit strategy as a requirement for project approval and should be part of the standard project preparation template.
11. UNDP should engage Government for the continuation of gender mainstreaming in current/new sector ministries. Support women advancement through the provision of leadership training (E.g. policy/strategy formulation, planning/budgeting, communication, and mediation) to aspiring young women to groom them for leadership positions. UNDP should also mobilise resources to establish a leadership institute. Ensure consistent application of gender analysis across programme interventions to ensure equitable participation of men and women in project activities and benefits. With respect to human rights, UNDP needs to modify reporting templates (E.g. ROAR) to capture HR results.

# 1.0 Introduction

## Eritrea - General Overview



The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.

Creation date: 03 March, 2021 Sources: UN Agencies. Feed back: [registry.er@undp.org](mailto:registry.er@undp.org) <https://www.er.undp.org/>

Note: Data derived from the UNDP CCA Report

This report presents the findings of the terminal evaluation of the UNDP CPD 2017-2021. The terminal evaluation findings will also be important inputs towards the development of programme proposals for a new cycle of cooperation with the GoSE. The report is divided into six sections, with the key areas covered and their respective sections as follows: Evaluation Objectives and Methodology (Section 2); Findings (Section 3); Lessons Learnt (Section 4); Key Conclusions and Recommendations (Section 5); and New Programme Cycle (Section 6).

## 1.1. Background

UNDP has been operating in Eritrea since 1992 to promote and implement sustainable human development strategies and programmes based on national development priorities of the GoSE. During the period from 1994-1996, the support of UNDP was mainly targeted on capacity development programmes, a continuation of the post-war emergency programmes aimed at rehabilitating, resettling and reintegrating returnees and refugees as well as demobilizing and reintegrating ex-combatants.

After having implemented this programme, UNDP, in collaboration with the GoSE, successfully designed and implemented the following country programmes: (i) Country Cooperation Framework (CCF) 1997-2001; (ii) United Nations Development Assistance Framework (UNDAF) 2002-2006; (iii) UNDP Country Programme Document (CPD) 2007-2011; (iv) the UNDP Cooperation Agreement (CA) 2012-2013; (v) Strategic Partnership Cooperation Framework (SPCF) and the UNDP Country Programme Document (CPD) 2013-2016; and (vi) finally Strategic Partnership Cooperation Framework (SPCF) UNDP Country Programme Document (CPD) 2017-2021. The overall objective of the UNDP supported programmes has been geared toward strengthening national capacity in key national institutions to enhance development effectiveness and contribute towards the attainment of UNDP SPs, and international obligations such as MDGs, SDGs, etc.

## 1.2. National Development Context and UNDP Response

This section briefly reviews the national context and the main issues and challenges faced when the CPD was being formulated, and UNDP's response in terms of the programme priorities agreed with the Government. This brief overview underscores the conclusion that the UNDP CPD of 2017-2021 addressed issues of critical national importance and was thus highly relevant – this is so both at an overall level, as well as in terms of the specific programmatic interventions which were designed and implemented.

### 1.2.1. National Development Context

The UN Common Country Assessment (CCA) and the situational analysis of the UNDP CPD provide a detailed picture of the challenges and issues confronting Eritrea at the start of the 2017-2021 programme cycle, and which informed the SPCF and UNDP CPD. Brief highlights of these issues are presented as follows.

#### Significant Effort

Eritrea had exerted significant efforts to enhance the process of governance and to establish an efficient system of public administration. It was successful in establishing the different institutions but was unable to effectively deal with human capacity challenges resulting from the severe shortage of qualified staff to manage the day-to-day administration and formulation and implementation of policies and regulations. National capacity issues and constraints were identified as key concerns underpinning most development challenges across all sectors.

The situation still persists, especially with respect to delivering effective and efficient public services; statistics which should provide the foundation for evidence-based policy development; managing international relations and human rights; public financial management to ensure appropriate use of public resources; and justice to review laws, enhance awareness, and improve access. Eritrean law provides equal rights and opportunities for women, and the country ratified the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) in 1995.

A series of complementary measures geared to enhance women's rights; opportunities and participation have also been taken. As a result of these measures, Eritrea had, since its independence, made significant progress in all these areas. For instance, the ratio of girls to boys in tertiary education increased from 38 in 2010 to 67 in 2015<sup>3</sup>. The gains achieved needed to be sustained and deepened in order to attain more significant results.



Accordingly, a long-term effort was required to build capacity at the central, regional and local levels, as well as at a sector level. Economic performance in the early years of independence (1993-1997) was impressive with an average GDP growth of 7.4 percent, increases in per capita income and other marked improvements. Significant progress was made in rehabilitating infrastructure (roads, seaports, schools, health facilities, etc.).

However, the period after 1998 was adversely affected by the sudden eruption of the border war (1998-2000) with Ethiopia. Consequently, the economy did not perform as well due to the border war and the lingering demarcation stalemate compounded by recurrent droughts, severe resource constraints, and human capacity gaps. Moreover, unemployment, especially among youth, became a major and persistent concern of the GoSE. Given the paucity of data, it is difficult to state the country's youth unemployment rate. More recently, there have been signs of economic improvement, as investments in the mining sector continue to grow, offering a good opportunity for job creation.

Eritrea is ranked 180 out of 189 countries in the 2020 Human Development Index. Between 2005 and 2019, Eritrea's HDI value increased from 0.427 to 0.459, an increase of 7.5 percent. The Report also shows that Eritrea's GNI per capita increased by about 108.1 percent between 1990 and 2019.

[3. MDG 2016 Report](#)

As Eritrea is situated in an arid and semi-arid region of the Sahel in Africa, it is vulnerable to the adverse effects of increased variability in rainfall patterns, which causes floods and droughts, water stress, land degradation, and rising temperatures and deforestation (given the country's high dependence on fossil fuels and associated energy-intensive products and fragile ecosystem). These factors could potentially undermine the progress it has made toward attaining sustainable development, poverty reduction, food security, and improved livelihoods.

At the moment, about 70 per cent of the country's population, most of whom are women and children, reside in rural areas and predominantly rely on rain-fed crop production, cattle rearing, and artisanal fisheries for employment and income. While the contribution of agriculture to GDP is low (15-20%), about two thirds of the Eritrean population depends on subsistence agriculture for its livelihood.

The sector is highly exposed to the vagaries of nature and its production level is low that it hardly covers subsistence consumption even in good harvests. "On the average, in the last 25 years the country has produced approximately 80 per cent of its food requirements." Soil erosion is a serious problem and persistent droughts have caused soil to lose its vegetation cover and agricultural productivity has been adversely affected. Land degradation is a major threatening factor for severe food insecurity and poor agricultural production in Eritrea.

Therefore, ensuring food security, sustainable livelihoods and building resilience of the Eritrean population requires the right mix of community development and policy interventions, which are both important national priorities. Eritrea's accession to global environment and energy conventions, are among the country's attempts to reverse the worsening trends.

The key challenges in the Government's efforts to promote a sustainable socioeconomic development and to achieve the SDGs, *inter alia*, included: sustained economic growth; reducing poverty; ensuring food security; addressing environmental degradation; strengthening disaster risk management, conserving biodiversity, enhancing capacities for competent public service delivery; women empowerment; and mobilising the required resources.

## 1.2.2 UNDP Response

In the face of the issues and challenges briefly highlighted in the previous section, and in line with the SPCF priorities, the overall objective of the 2017-2021 UNDP support programme was geared towards creating national capacity in priority areas and promoting sustainable resource management.

The SPCF/UNDP CPD pillars and outcomes are:

### (a) Pillar 1: Inclusive Growth and Livelihoods

Outcome 1: By 2021, women, men, children and youth, including vulnerable groups and refugees, have improved gender equitable opportunities to participate in economic, political, cultural and social development

### (b) Pillar 2: Sustainable Natural Resource Management and Enhanced Resilience to Climate Change and Disasters.

Outcome 2: By 2021, environmental and natural resources management is gender responsive, and sustainable, negating the impacts of ecosystem degradation, climate change, and strengthening community resilience to disasters.

### (c) Pillar 3: National Capacity Development

Outcome 3: By 2021, the population, including vulnerable groups, benefit from evidenced based planning and policy; accountable public institutions and systems that ensure human rights and equitable public service delivery. Some of UNDP's interventions were jointly implemented with other UN agencies as identified during the SPCF process. The matrix below presents the three programme components (pillars) and associated intervention areas of the 2017-2021 UNDP CPD.

**Table 1: Matrix of UNDP CPD (2017-2021) Pillars and Intervention Areas**

CPD Pillar	SPCF Outcome Involving UNDP	Indicative CPD Outputs	Intervention Areas
Pillar 1 - Inclusive growth and livelihoods	Outcome 1: By 2021, women, men, children and youth, including vulnerable groups and refugees, have improved gender equitable opportunities to participate in economic, political, cultural & social development.	<ul style="list-style-type: none"> <li>Output 1.1. National and sub-national institutions are enabled to improve productive capacities that are sustainable and employment intensive</li> <li>Output 1.2. targeted institutions have enhanced capacities to develop and implement youth empowerment initiatives</li> </ul>	<ul style="list-style-type: none"> <li>Skills Development, Employment and Migration (NUEYS)</li> <li>Joint Project of Eritrean Associations for Vocational Training and Job Creation of Youth (NCEW, NUEYS and NUEW)</li> </ul>
Pillar 2 - Sustainable NRM, enhanced Resilience to Climate Change and DRM	Outcome 2: By 2021, environmental & NRM is gender responsive, & sustainable, negating the impacts of ecosystem degradation, climate change, & strengthening community resilience to disasters.	<ul style="list-style-type: none"> <li>Output 2.1. A comprehensive policy &amp; institutional framework for environmental &amp; NRM is in place, taking into account differentiated impacts, e.g. on women &amp; men.</li> <li>Output 2.4. women and men in rural communities are enabled to equitably and sustainably use natural resources to improve their livelihoods</li> <li>Output 2.3. rural communities are enabled to integrate climate risks in their development plans</li> <li>Output 2.4 national, sub-national institutions and communities have frameworks and enhanced capacities to respond to natural disasters</li> </ul>	<ul style="list-style-type: none"> <li>Sustainable Land Management in Zoba Maekel</li> <li>Climate Change Adaptation Programme In Water And Agriculture In Anseba Region, Eritrea</li> <li>Integrated Semenawi and Debubawi Bahri-Buri-Irrori- Hawakil Protected Area System for Conservation of Biodiversity and Mitigation of Land Degradation</li> <li>Restoring Degraded Landscapes &amp; Promoting Community-Based Sustainable and Integrated NRM in the Rora Habab Plateau</li> <li>GEF/SGP Community Based Landscape and Seascape Environmental and NRM</li> <li>Mainstreaming climate risk considerations in food security and IWRM in Tsilima Plain and upper catchment area.</li> <li>Support to national and local resilience building Initiatives</li> <li>Support to Promotion of sustainable livelihoods and enhanced community solidarity and resilience in Eritrea</li> </ul>

<p>Pillar 2 - Sustainable NRM, enhanced Resilience to Climate Change and DRM</p>			<ul style="list-style-type: none"> <li>• Dehub, Anseba, SRS, NRS and Gash Barka Regions Water Supply/Resource Development Project</li> <li>• Food Security and Sustainable Livelihoods/ Agriculture</li> <li>• Environmental Information Management System</li> <li>• Solar PV Mini Grids for the Rural Towns of Areza and Maidema and Surrounding Villages in Eritrea.</li> <li>• Emergency assistance in restoring food security and agricultural livelihoods in Northern Red Sea and Anseba drought-affected areas through cash transfer-based interventions</li> </ul>
<p>Pillar 3 - National Capacity Building</p>	<p>Outcome 3: By 2021, the population, including vulnerable groups, benefit from evidenced based planning and policy; accountable public institutions and systems that ensure human rights and equitable public service delivery</p>	<ul style="list-style-type: none"> <li>• Output 3.1. National institutions are able to collect, analyse and use data for planning and decision making, including SDG implementation.</li> <li>• Output 3.2. Selected Government institutions have enhanced managerial and technical capacity for public administration and public financial management</li> <li>• Output 3.3. Selected institutions are able to mainstream, promote and report on international human rights treaties and obligations.</li> <li>• Output 3.4. Selected Government institutions have enhanced capacity for efficient public procurement.</li> <li>• Output 3.5. Policies are in place and being implemented in support of women participation in decision-making</li> </ul>	<ul style="list-style-type: none"> <li>• Economic and Social Data Development programme</li> <li>• Support to undertake labour market survey</li> <li>• Engage Eritrean Professionals in the National CD programme</li> <li>• Support to Capacity Building of the MoF</li> <li>• Enhancing Human and Institutional Capacity in the Justice Sector</li> <li>• Capacity building support to MoI</li> <li>• Strengthening the capacity of higher education project</li> <li>• Strengthening capacity for training, agricultural/ food security research and outreach programme in Hamelmalo Agricultural College (HAC)</li> <li>• Eritrean Labour Survey and Productivity Study</li> <li>• Strengthening the NCEW' capacity to Promote Decent Work, Dialogue and Workers' Industrial Skills</li> <li>• Capacity Building for Public Audit in Eritrea</li> <li>• UN Programme in support to the GoSE on Implementing the UPR and Human Rights</li> <li>• Joint Programme on Gender Equality and Advancement of Women in Eritrea</li> <li>• Joint Programme of Eritrean Association for Vocational Training and Job Creation of Youth</li> </ul>

## 2. Evaluation, Objectives and Methodology

### 2.1. Evaluation Scope and Objectives

The purpose of the terminal evaluation of the CPD 2017-2021 was to capture evidence and knowledge of UNDP's contributions to development results at the country level as articulated in both the SPCF and the CPD. The evaluation was aimed to provide credible information on the relevance, coherence, effectiveness, efficiency and sustainability of the CPD results. It was aimed to assess the extent to which the CPD interventions have considered addressing cross-cutting issues (E.g. gender equality and human rights) in the design, implementation and outcome of the initiative(s).

It was also aimed to provide the Country Office with information on potential areas of interventions for the new programme cycle. The evaluation serves as an important accountability function, providing national stakeholders, partners and donors in Eritrea with an impartial assessment of the results of the CPD – see Terms of References in Annex 1.

### 2.2. Evaluation Approach and Methods

A participatory and consultative approach was pursued throughout the evaluation process, ensuring that all relevant stakeholders (Representative of IPs, project staff, and management and staff of UNDP and other UN Agencies) were consulted. Data were collected through extensive desk review and various forms of interviews (semi-structured interviews, in-depth interviews, key informants' interviews, and informal conversational interviews) and direct observation. The data, gathered largely through these separate lines of enquiry, were cross-checked and triangulated to strengthen their validity and reliability. A brief description of the data collection methods follows.

1. Desk Review: of all available documents related to the country programme, including SPCF, CPD, project documents, AWP, evaluation reports, progress reports, and national development plan, policy and strategy documents.
2. Consultations and Interviews: with various key stakeholders identified in consultation with UNDP. Representatives of IPs/National Project staff, UNDP Senior Management and staff and relevant international development partners were consulted and interviewed. The consultant conducted face-to-face interviews with key informants (Please see Annex 2 for list of contacted persons).
3. Direct Observation was also employed in central zone (where almost all CD projects were implemented) to assess the quality of services provided and whether facilities and benefits delivered by the programme in visited institutions have been put into proper use.
4. Debriefing Session: The consultant debriefed UNDP Senior Management and programme team and staff of the Country Office on the initial findings of the final evaluation, including key findings and recommendations.

### 2.3. Limitations of the Evaluation

The nation-wide lockdown imposed due to the COVID-19 pandemic was the main challenge faced by the consultant in data collection and conducting interviews at the national level. The planned field visits to few selected project sites outside central region and focus group discussions (FGDs) were not undertaken due to movement and gathering restrictions.

These data collection limitations were overcome through extensive desk review and conducting more key informants' interviews (KIIs). Data regarding projects outside central regions which the consultant was not able to visit was collected through face-to-face interviews with project coordinators based in Asmara. In addition, the consultant reviewed evaluation reports prepared by external consultants to gather pertinent secondary data.

## 3. Findings

This section presents findings of the evaluation based on the key evaluation criteria namely relevance, coherence, effectiveness, efficiency, and sustainability. It also describes the programme achievements with respect to cross-cutting issues mainly gender equality and human rights.

### 3.1. Relevance

The programme interventions are well aligned with the national development priorities and international obligations such as 2030 SDGs and 2063 African Union Agenda. This was ensured through the consultative and participatory process followed in the preparation of the Common Country Assessment (CCA) and SPCF. The participation of the GoSE in the preparation of the SPCF was spearheaded by the MND which guided and facilitated the involvement of relevant IPs. The SPCF outcomes and outputs were jointly developed by the UN, MND and relevant IPs. Within the framework of the SPCF, UNDP Eritrea developed the CPD. The development of the SPCF/CPD ensured that UN interventions are well synchronised with the national efforts.

#### 3.1.1 Relevance to National Development Goals

The programme interventions are assessed to be highly relevant and well aligned with the national development priorities as articulated in the National Charter of the PFDJ, National Indicative Development Plan (NIDP) 2014-2018 and derivative sectoral policies and strategies (E.g. food security, job creation, natural resource management, irrigation development, environmental protection, biodiversity conservation, disaster risk management, national capacity development, and gender equality).

The capacity development (CD) interventions contributed in bridging the technical and managerial capacity gaps in selected public institutions to help them: i) formulate policies and strategies; ii) expand service outreach; iii) improve quality of services; and iv) enhance operational effectiveness and efficiency. These were achieved through a range of interventions including short-term training, distance education, study tours and provision of ICT equipment and facilities

as well as renovation of buildings and skill training centers. For example, the programme contributed in reducing audit backlogs through professional trainings offered to staff of OAG and partner organisations as well as provision of ICT equipment and software.

The programme supported national endeavours to address critical environmental issues such as climate change, loss of genetic resources, and degradation of land resources. The environmental projects also promoted and enhanced improved livelihood and food security of farming communities. However, the focus of UNDP interventions in the country has gradually shifted from upstream to more downstream interventions mainly due to the growing assertiveness of the Government with respect to public policy formulation.

#### 3.2.2 Relevance to International Commitments

The programme is well aligned with international development frameworks such as the 2030 Sustainable Development Goals (SDGs) and UNDP strategic priorities. In particular, the programme is relevant to almost all SDGs: Outcome 1 is responsive to SDG1 (no poverty), 2 (zero hunger), 5 (gender equality), 8 (Decent Work and Economic Growth); Outcome 2 to SDG 12 (Responsible Consumption and Production), SDG 13 (Climate Change); SDG 14: (life below water); and SDG 15: (Life on Land); and Outcome 3 to SDG 10 (Reduce inequality); SDG 16 (Peace, Justice and Strong Institutions); and SDG 17 (Partnership for the Goals).

Specifically, the programme aligns with the three development settings of UNDP's Strategic Plan, 2018-2021 – Eradicate poverty in all its forms and dimensions (CPD Outcome 1); accelerating structural transformations for sustainable development (CPD Outcome 3) and build resilience to shocks and crises (CPD Outcome 2). Outcome 2 of the programme is also responsive to international conventions signed by Eritrea namely the United National Convention to Combat Desertification (UNCCD), United Nations Convention on Biodiversity (UNCBD), and United Nations Framework Convention on Climate Change (UNFCCC).

## Table 2: Programme Relevance to National Priorities and International Obligations Areas

CPD Pillars	Response to National priorities	Response to SDGs	Response to UNDP Goals	SPCF Pillars
Inclusive growth and livelihoods	<ul style="list-style-type: none"> <li>• Poverty</li> <li>• Low vocational Skills</li> <li>• Unemployment</li> <li>• Migration</li> </ul>	SDGs 1, 2, & 5	Eradicate poverty in all its forms and dimensions	Pillar 4 (Outcome 7)
Sustainable NRM resilience to climate change and disaster	<ul style="list-style-type: none"> <li>• Food &amp; nutrition insecurity</li> <li>• Environmental degradation</li> <li>• Climate change</li> <li>• DRM</li> <li>• NAPA, NAP</li> </ul>	SDGs 12, 13, 14 & 15	Build resilience to shocks and crises	Pillar 2 (Outcome 4)
National Capacity Development.	<ul style="list-style-type: none"> <li>• National data gaps</li> <li>• Human &amp; institutional capacity gaps</li> <li>• Accountability</li> <li>• Gender inequality</li> <li>• International compliance (HR)</li> </ul>	SDGs 5, 10, 16, & 17	Accelerating structural transformations for sustainable development	Pillar 3 & 4 (Outcome 5 & 7)

### Relevance to the Needs of Target Beneficiaries

The CPD has adequately addressed the needs of grass root beneficiaries including vulnerable groups such as women-headed households (WHHs), poor families, elderly, and PWD. These groups have directly benefited from programmes/projects implemented under Pillar 1 (Inclusive growth and livelihoods) and Pillar 2 (Sustainable NRM, Resilience to Climate Change and Disasters), and indirectly from Pillar 3 (Capacity Development). The capacity development (CD) component benefited right holders (direct beneficiaries) by building capacity of duty bearers (Government institutions).

On the other hand, pillar 2 (E.g. GEF projects) directly addressed the needs of direct beneficiaries through community-driven, participatory interventions such as food security, climate smart agriculture, solar energy, and SWC interventions.

For example, Anseba Adaptation Fund (AF) Project has directly met the needs of the beneficiaries who live in dry areas affected by recurrent drought. SLM project was also highly relevant to the needs of the beneficiary communities who live in highly degraded areas.

The SLM project addressed land degradation by piloting the 1994 Land Proclamation and granting farmers permanent land ownership, which encouraged them to improve land husbandry.

The cash for work schemes have addressed environmental concerns (E.g. land degradation, soil erosion, and deforestation) while at the same time provided small income to the rural poor<sup>4</sup>. Moreover, the programme has also contributed to the empowerment of women through the provision of direct and indirect support with special emphasis placed on the needs of WHHs. For example, Anseba Adaptation Fund Project has addressed the needs of women by improving their access to water, fuel-efficient stoves, dairy cows, and agricultural inputs (e.g. poultry, milk cans, seeds, and fertilisers)<sup>5</sup>.

4. KII with the Project Manager of SLM Project

5. KII with the Project Coordinator of AF Project

## Stakeholder Perceptions

The evaluation shows that UNDP's focus areas represent the most critical priorities of the country. This is buttressed by partners who said that the UNDP CO is playing crucial role in supporting national efforts towards addressing key development priorities of the country and also indicated that the three programme areas reflect their organisation's development priorities (2020 Partners Survey).

UNDP's most valued contributions to national development, in their order of importance, are:

1. Environment: Tackling climate change and environmental damage;
2. Resilience: Enhancing crisis prevention and recovery capacities to build resilient societies;
3. Governance: Strengthening effective, inclusive, and accountable governance;
4. Energy: Transitioning towards clean, renewable, and affordable energy; and
5. Gender: Strengthening gender equality and the empowerment of women and girls.

## South-South Cooperation/Triangular Cooperation (SSC/TC)

Through the adoption of NIM, UNDP aimed to encourage national partners to use their local knowledge and expertise to solve problems and challenges constraining national and local development. While this is a good strategy for building national capacity and testing home-grown solutions, it should be appropriately applied as there are programme areas/activities that require support from international experts.

For example, "The development of a comprehensive Protected Areas Framework can benefit from a review by international experts with significant experience in other parts of the world<sup>6</sup>." Through its global network and years of experience in SSC/TC, UNDP can avail the services of international experts in a wide range of

areas to help national partners undertake specialised programme activities that they could not perform on their own. There are a few good examples of SSC initiatives taken by UNDP during the current programme cycle. "Within the larger context of UN delivering as one (DaO), the RC led engagements on UN programming and with emphasis on regional cooperation and integration discussions have been held among the RCs of Ethiopia, Eritrea and Djibouti on how to foster regional integration and trans-border cooperation initiatives<sup>7</sup>."

UNDP, as part of its support to the MoJ initiated specialised master programme in law with the University of South Africa (UNISA). The programme is providing master level qualification course for 54 staff (14 women). In addition, the programme has organised a limited number of study tours to:

1. Rwanda and Uganda on E-Justice (5 Government staff) and Accelerator Lab (4 Government staff);
2. Tanzania on audit service (2 OAG staff); and
3. Bangladesh on DRM (5 MoA and MoLSW staff). The programme has also brought a few international experts from countries in the south (E.g. Bangladesh on DRM) but no triangular cooperation was organised<sup>8</sup>.

The low level of SSC/TC activities of the programme can be partly explained by: i) lack of national SSC/TC strategy to serve as a planning framework for development programmes/projects; and ii) lack of follow up to assess to what extent lessons learnt from the SSC/TC initiatives are actually implemented (E.g. lessons learned from the study tour organised on DRM were not implemented).

7 2019 ROAR

8 KIIs, National Project Staff, October 2020.

6 ISU Outcome Evaluation Report, 2017.

## Relevance of COVID-19 Support to Government

As part of the UN System in Eritrea, UNDP has supported the government's response to COVID-19 pandemic by supporting the following activities.

1. Strengthened the health system by re-purposing US \$2.2m from Engagement Facility and other stalled or slow moving projects like Engaging Diaspora professionals in the National Capacity Development, NUEW programme resources to procure essential Personal Protective Equipment (PPE) and other supplies (E.g. ventilators, ultrasound, mobile x-ray, pulse oximeter, IT equipment, and electronic goods);
2. Initiated a UN COVID-19 Recovery Working Group to develop a comprehensive recovery plan, resource mobilization strategy, and alignment of sustainable COVID-19 programmatic interventions with the SPCF;
3. Coordinated an in-depth Sectorial Assessments as build-on on the UN Rapid Socio-Economic Impacts Assessment (SEIA) of COVID-19 on the key social and economic sectors. A follow-up assessment was conducted to inform UN support to contain the spread of COVID-19 pandemic and the socio-economic response to build-back better and scale-up opportunities for livelihoods in communities<sup>9</sup>. The SEIA helped in drawing plausible policy recommendations to inform the UN's strategic thinking and programming in response to COVID-19 pandemic and guiding its engagement with the Government. The SEIA recommendations are expected to form the basis for policy formulation and preparation of responsive interventions by the MoH and other sector ministries, CSOs and the UN Agencies. The UN/UNDP will continue to provide technical advice and assistance with respect to the country's immediate response and recovery, help the country build back better, and attain the SDGs amidst the existing difficult situation .
4. Partnered with the National Confederation of Eritrean Workers (availed USD 320,000) to support the manufacturing of 500 pedal-operated washstands which were placed in public places (E.g. banks, schools, private businesses, and Government offices). The support created job opportunity for over 194 people who participated in the entire manufacturing process from design to delivery of stands.
5. In collaboration with the MoI, UNDP supported sensitization of the general public on COVID-19 preventive messages and promotion of the national preparedness and response plans via the traditional (TV and Radio) and social media.
6. Contributed to the social safety nets by providing cash grants and food aid (mobilised US \$548,000 worth of food items to support 2740 vulnerable groups including WHHs, elderly, and PWD in Northern Red Sea and Anseba Regions). The support helped the beneficiaries to meet their food requirements for about three months<sup>10</sup>.

UNDP played a significant role in strengthening Eritrea's health system resilience and service delivery to support the National Response to contain the impact of COVID-19. UNDP contributed to the national response through the provision of equipment and medical supplies to the Ministry of Health (MoH) to enhance its programmatic and operational capacities to mitigate and/or control the outbreak<sup>11</sup>.

As a result of the collaboration of various state and non-state actors including UNDP, Eritrea has effectively controlled the spread of the pandemic. As of the writing this report, Eritrea had reported close to 2326 cases (1719 recovered) with 7 recorded deaths (0.3%)<sup>12</sup>. As part of the UN family, UNDP contributed towards the strengthening of the national response plan which helped in reducing COVID-19 infection and death rates. Key lessons learnt from the efforts made so far by the Government to control the pandemic are:

9. Socio-Economic Impact of Covid-19 in Eritrea and ERITREA Socio-Economic Recovery Plan 2020-21: Living with COVID-19

10. Mini-ROAR; Kils, Project Coordinator, MoLSW.

11. Mini-ROAR, 2020

12. Mistry of Health, GoSE

1. The crucial importance of the high level coordination and collaboration observed between the Government and international development partners to control the spread of the pandemic; and
2. The severity of the impact of COVID-19 on the vulnerable groups which strongly points towards the need for developing a post-COVID-19 recovery programme to help them re-establish their livelihoods.
4. Enhancing environmental legal tools;
5. Strengthening land use planning for sustainable land management, land allocation procedures, and ensuring proper land utilization;
6. Promoting climate change adaptation in highly vulnerable areas;
7. Raising public environmental awareness; and
8. Strengthening national and local capacity.

## 3.2 Coherence

This part assesses compatibility of UNDP CPD projects with the interventions of other actors and the interlinkages between the programme components.

### 3.2.1. External Coherence

Overall, the programme is compatible with the interventions of other actors including Government and international development partners. The CPD was derived from the SPCF which was prepared through the joint efforts of the GoSE, UN and donors, and this ensures its compatibility with national development plans, policies and strategies as well as international development frameworks. UNDP, as a key partner of GoSE, successfully designed various interventions under the three programme areas to support the Government to achieve its national development objectives and meet its international obligations.

The GoSE through MND and IPs ensured programme coherence with the NIDP. Both the CPD and NIDP prioritise food security, poverty reduction, NRM, environment, biodiversity conservation, solar energy, capacity building, etc. For example, with respect to the environment, both the NIDP and CPD prioritise:

1. Soil and water conservation activities including irrigation development;
2. Conservation of national biodiversity through the establishment of protected areas;
3. Enhancing ex-situ conservation measures of critically endangered species;

The CPD is also compatible with the interventions supported by international development partners. For example, GEF's projects are supporting UNDP's initiatives aimed to promote sustainable natural resource management and enhanced agricultural production and productivity through the promotion of a range of actions such as environmental protection, land management, climate change adaptation including renewable energy initiatives, and biodiversity conservation<sup>13</sup>.

The support was also aimed to enhance national and local capacities to identify, design, implement and manage programmes/projects aimed to address national development issues and challenges. Other international development partners such as IFAD (e.g. National Agricultural Project) and AfDB (E.g. ENABLE Youth) have also supported projects that are compatible with the CPD<sup>14</sup>. The Government through the MND, MoF and concerned line ministries ensures that there is no duplication of interventions supported by international development partners by coordinating and harmonising preparation of programmes and projects. With respect to the CPD, the MND facilitates and coordinates preparation of project documents/AWPs by IPs in consultation with UNDP and other stakeholders.

The concerned line ministries (e.g. MoA or MoLSW) on their part ascertain that CPD interventions complement their own sectoral plans and strategies as well as projects supported by other development partners. The fact that both the Government and UNDP prioritise disadvantaged communities living in remote, highly vulnerable areas (E.g. NRS, SRS and Anseba Regions) has also contributed

<sup>13</sup>. ROAR

<sup>14</sup>. Klls, Staff of International Development Organizations

to programme coherence. For example, the programme provided food and non-food items (e.g. kitchen utensils, and clothing) to people displaced by natural disaster (E.g. flood and earthquake in NRS and SRS Regions).

## CPD Coordination Platforms

The coherence of the CPD projects with the interventions of other international actors was ensured through the various coordination mechanisms created at different levels. These include Eritrean Development Partners Forum (EDPF), UNCT, Thematic Working Groups (TWGs), and Thematic Monitoring Groups (TMGs) established to facilitate information sharing and joint planning, implementation, monitoring and evaluation.

Derived from SPCF 2017- 2021, the CPD was designed to be nationally executed under the overall coordination and guidance of the MND which, together with UNDP CO, approves all programme interventions by ensuring their compatibility with national development objectives and sectoral policies and strategies as well as the SDGs. The Eritrean Development Partners Forum was created to coordinate development interventions supported by the international community in Eritrea.

The donor base in Eritrea is small mainly comprising of the EU and a handful of European embassies (E.g. Norway, Germany and Sweden). Through its regular engagement with the donor community in Eritrea, UNDP ensured compatibility of the CPD with their development priorities. UNDP used the platform to share information, identify potential areas of collaboration, coordinate development interventions, and mobilise resources. For instance, in 2020 UNDP and EU agreed to work together to support the development of national statistics (Data for Development Project) and job creation focusing on youth and women.

The UNCT consisting of Heads of Agencies (HoAs) conducts its regular meetings to provide policy guidance. The preparation of the CCA and SPCF facilitated coordination within the UN system and ensured complementary of Country Programmes of UN Agencies. To coordinate implementation of the SPCF, the UNSE has established Technical Working Groups (TWGs) comprising programme staff of relevant

UN agencies. In addition, Thematic Monitoring Groups (TMGs) were formed to plan and implement periodic joint monitoring activities to assess SPCF progress towards achieving planned results, challenges encountered, and measures taken to address them.

However, effectiveness of the aforementioned coordination platforms was affected by the suspension of programme implementation and the outbreak of COVID-19. It is important to strengthen the humanitarian coordination architecture in Eritrea by:

1. Securing government's participation in the Eritrean Development Partners Forum and Technical Working Groups;
2. Updating the ToRs of these coordination platforms to reflect the current national context; and
3. Enhancing the commitment of UN Agencies to joint programming.

### 3.2.2. Internal Coherence

The programme strategy is based on the interlinkages of the three components/pillars, which together have the potential to deliver planned results and contribute to the achievement of programme outcomes. The three programme areas are well linked to each other and the projects under them were designed to reinforce each other and achieve synergy. For instance, the programme supported vocational skills training to diversify rural livelihoods and thereby reduce population pressure and dependence on subsistence farming.

*In dealing with emergency and recovery issues in the country, UNDP followed an intervention approach that combines immediate interventions to achieve stabilization, recovery and resilience-building in the drought impacted areas. The emergency responses were framed around the livelihoods approach, offering a combination of short-term emergency relief and long-term resilience strengthening. This approach worked well as emergency interventions alone are not encouraged in the country<sup>15</sup>*

<sup>15</sup> 2019 ROAR

In general, UNDP projects were well designed and are relevant. However, there seems to be fragmentation and spread of interventions, and that many opportunities for consolidation and synergy were not sufficiently exploited. For example, the national capacity development outcome could have been designed as one major programme with one outcome and several related projects and their outputs rather than the many individual projects.

### 3.2.3. Factors Contributing or Hindering Coherence

Factors which facilitated programme coherence include:

1. Availability of the NIDP 2014-2018 which defined national priorities and goals served as a planning framework for the UNSE;
2. Participation of the MND and relevant IPs in the preparation of SPCF which ensured coherence of SPCF with national priorities;
3. Availability of the SPCF, UNDP SP and SDGs which ensured coherence of CPD with the Country Programmes (CPs) of other UN agencies;
4. The coordination mechanisms created by the UNSE (E.g. UNCT and Technical Working Groups) which facilitated compatibility of CPD interventions with those of other UN Agencies;
5. The role played by the MND to select intervention areas and IPs which ensures compatibility of CPD interventions with national and sectoral priorities; and
6. The adoption of NIM which allowed national partners to play a lead role in programme planning and implementation and which gave them opportunity to harmonise and integrate all sectoral interventions of Government and development partners to achieve synergy and avoid duplication.

On the other hand, the absence of a strong Eritrean Development Partners Forum, where Government is represented, has deprived the programme from gaining regular access to Government views on emerging issues and priorities as well as getting

clarification on fundamental programme issues and agreeing on measures to be taken to address them.

## 3.3. Effectiveness

This part of the report assesses the programme achievement towards its intended objectives at the output level and the contribution it has made at the outcome level. It also discusses the factors contributing or hindering the programme's performance towards achieving planned results.

### 3.3.1. Programme Achievements at Outcome and Output Levels

The CPD has identified three major strategic focus areas namely: Inclusive Growth and Livelihoods; Sustainable Natural Resource Management, Resilience to Climate Change and Disasters; and Capacity Development (CD). The assessment focuses on whether the programme outputs are delivered as planned, and, if so, how they contributed to the achievement of programme outcomes. Progress is measured against targets as given in the CPD document. Below are the findings of the detailed review of the three programme pillars under the CPD.

#### Pillar I: Inclusive Growth and Livelihoods

Outcome 1: By 2021, women, men, children and youth, including vulnerable groups & refugees, have improved gender equitable opportunities to participate in economic, political, cultural and social development. This was planned to be achieved through the delivery of two outputs namely:

Output 1.1: National and sub-national institutions are enabled to improve productive capacities that are sustainable and employment intensive.

#### Assessment

UNDP aimed to provide upstream capacity building support on policy formulation and implementation to enhance productive capacities and create conducive environment for private sector investments. UNDP also aimed to support the Government to expand, diversify and make more sustainable the productive base

and engage the international community to provide technical and financial resources. The delivery of the output – national and sub-national institutions enabled to improve productive capacities that are sustainable and employment intensive – is expected to be partially achieved through the implementation of the recently initiated “Joint Project of Eritrean Associations<sup>16</sup> for Vocational Training and Job Creation of Youth”. Through the Joint Project, UNDP has already provided 604 poor farmers (58% women) with beehives to enable them engage in new source of livelihood (honey production)<sup>17</sup>.

The support will continue in 2021 to provide additional 1900 youth (men and women) with skills training, small loans, and business development services to enable them engage in new income generating activities. The output also focused on building capacity of national institutions by recruiting national experts through the Expatriate National Volunteer Programme (ENVP) and the establishment of a national migration policy and profiles. In 2017, UNDP CO successfully initiated a joint UNDP/Government technical dialogue visits to two countries (Norway and Sweden) to discuss modalities of ENVP implementation but progress was slow<sup>18</sup>.

Finally, the Government decided to defer the dialogue. Moreover, UNDP’s plan to initiate preparation of a project document to strengthen local economic development in Eritrea did not yield the expected result due to lack of legal frameworks for the establishment of associations/cooperatives, challenges in delays in cash transfer through banks, and suspension of project activities by the Government. The evaluation judged progress of the programme towards the delivery of this output as slow

### [Output 1.2: Targeted institutions have enhanced capacities to develop and implement youth empowerment initiatives.](#)

The output was aimed to increase livelihood opportunities for vulnerable groups through vocational training, micro-grants and job placement. This was planned to be delivered through the implementation of the “Youth Employment and Skills Development Project” together with the NUEYS targeting youth.

16. Eritrean associations comprise National Confederation of Eritrean Workers (Lead Association-IP), National Union of Eritrean Youth and Students (NUEYS), and National Union of Eritrean Women (NUEW).

17. Kils, NCEW Project Coordinator.

18. Project Progress Report; ROAR.

The project equipped and renovated the existing four vocational training centers of the NUEYS located in Adi Guadad (Zoba Maekel), Mendefera (Zoba Debub), Keren (Zoba Anseba) and Barentu (Zoba Gash Barka) with the necessary training equipment and facilities (e.g. solar power, computers, furniture, media equipment, electrical tool kits, and pottery kits).

As a result of the support, the intake capacity of the four training centers increased from 50 to 200 trainees per year<sup>19</sup>. The project has trained 855 vulnerable youth (79% women) in the four training centres. This is however a small percentage (~11%) of the target (8,000). Skills training covered a wide range of areas including management and leadership, secretarial science, media production, advanced computer technology, Arabic language, music and drama/theater, electronics, tourism and customer service, advanced networking, accounting, Training of Trainers (ToTs) on vocational skills and entrepreneurship.

The trainings were delivered in collaboration with relevant line ministries including MoE (partner in providing standardised skills training), MoA (partner in providing agricultural skills training such as beekeeping and poultry production), and MoTI (partner on trade-related issues). The project has also provided small interest-free loans (~USD 1,333 on average) to 230 youth (77% women) extended in cash and/or kind to meet their start-up capital requirement but this is only 5% of the target (4,000). Nevertheless, many of those trained are already employed/self-employed<sup>20</sup>.

The project allowed hundreds of disadvantaged youth to get new sources of livelihood and made modest contribution towards employment creation and poverty reduction. As can be seen from the above figures, the participation of women in the trainings was high. Many of them have benefited from the skills training and microcredit service which allowed them to establish their own business (E.g. hairdressing) and earn new income which helped them to become self-reliant.

However, as the programme did not make provisions for a tracer study, the exact number of vocational skills trainees who continue to be employed/self-employed is not known.

The low performance of the project in terms of number of  
19. ROAR

20. Kils, National Project Staff, NUEYS

trainees was mainly due to the combined effects of the Government's decision to suspend implementation of all UN programmes/projects from May 2018 to July 2020 and the nationwide lockdown imposed to control COVID-19 infections. UNDP continued its skills development and employment creation support to the Eritrean CSOs through the NCEW. It has released a budget of ~ USD 1 million in July 2020 to support 2500 youth (men and women) to acquire vocational skills and entrepreneurship capability, start-up loan and business development services. The project will be implemented through a tripartite partnership of the three CSOs (NUEW, NUEYS and NCEW) and the NCEW will be the lead agency.

This integrated approach has the potential to enhance synergy and avoid fragmentation. The planned training will initially focus on the rural youth who will be trained in beekeeping and poultry production. Once trained, they will be provided with the requisite production kits (E.g. modern beehives and chicks) and start-up capital to enable them engage in agriculture-based income generating activities.

**Table 3: Inclusive Growth and Livelihoods**

SPCF outcome involving UNDP - Outcome 1: By 2021, women, men, children and youth, including vulnerable groups & refugees, have improved gender equitable opportunities to participate in economic, political, cultural & social development.	
Indicative CPD	Outputs Achievements
Output 1.1. National and sub-national institutions are enabled to improve productive capacities that are sustainable and employment intensive	Output is expected to be partially achieved
	604 youth provided with beehives (one beehive per person) to engage in honey production.
	The plan to build capacity of national institutions through national experts under the Expatriate National Volunteer Programme (ENVP); and the development of a national migration policy and profiles was not achieved.
Output 1.2. targeted institutions have enhanced capacities to develop and implement youth empowerment initiatives	230 youth (77% women) took interest-free loans (~5% of target)
	855 youth (79% female) trained on vocational skills (~10% of target)
	Four youth training centres renovated and equipped with training equipment and facilities and, as a result, their capacity increased from 50 to 200 trainees per year.

## Pillar II: Sustainable Natural Resource Management, Resilience to Climate Change and Disasters

Outcome 2: By 2021, environmental and natural resources management is gender responsive, and sustainable, negating the impacts of ecosystem degradation, climate change, and strengthening community resilience to disasters. This outcome was planned to be achieved through the delivery of the following outputs<sup>21</sup>:

Output 2.1: A comprehensive policy and institutional framework for environmental and natural resources management is in place, taking into account differentiated impacts, e.g. on women and men;

Output 2.2: Women and men in rural communities are enabled to equitably and sustainably use natural resources to improve their livelihoods;

Output 2.3: Rural communities are enabled to integrate climate risks in their development plans; and

Output 2.4: National, sub-national institutions and communities have frameworks and enhanced capacities to respond to natural disasters.

To achieve the SPCF/CPD outcome and outputs, UNDP designed the following interventions:

1. Integrated Protected Area System for Conservation of Biodiversity and Mitigation of Land Degradation Project
2. Climate Change Adaptation Programme in Water and Agriculture in Anseba

21. ROAR; Interview with Project Coordinators, NUEYS/Project Staff

3. Solar PV Mini-grids of the Rural Towns of Areza and Maidma and Surrounding Villages
4. Mainstreaming Climate Risk Consideration in Food Security and Integrated Water Resource Management in Tsilma Plain and Upper Catchment area
5. Restoring Degraded Forestland for Rora Habab;
6. Food security and Sustainable Livelihoods
7. Support to National and Local Disaster Risk Management and Resilience Building Initiatives; and
8. Small Grant Programme (SGP).

These interventions were designed and implemented in partnership with several national partners namely MoLWE (Departments of Environment and Water), MoME (Department of Energy), MoA and MoLSW. Local administrations in the respective sites of implementation, as well communities also participated in and were often the target beneficiaries of UNDP's interventions.

## Assessment

The programme interventions addressed critical national development challenges and priorities, international concerns and the needs of grassroots communities. Through the above interventions, the programme has generated long-term environmental benefits through enriched groundwater recharge, reduced land degradation, enhanced soil and water conservation, increased forest cover, equitable sharing of natural resources, and empowerment of women as a result of their participation in income generating activities and cash for work schemes.

It has also enhanced Government capacity to:

1. Address vulnerability to environmental challenges including droughts, moisture stress, soil erosion, land degradation and biodiversity degradation; and
2. Assess, design and manage programmes to address environmental challenges.

Key ministries (E.g. MoLWE, and MoEM) have been assisted in the development of projects and policies that aim at environmental sustainability, including adaptation to climate change. The programme has also supported rural farming communities to adopt and use sustainable landscape management practice which enabled them to undertake sustainable on-farm and off-farm land management.

Communities were enabled to conserve their farmlands and grazing lands from degradation (E.g. Food Security Project in Adi Quala sub-zone). The programme has contributed to sustainable natural resources management by mitigating land degradation (e.g. piloting the 1994 land proclamation in 28 villages in Sub-zoba Serejaka) and enhancing SWC through a range of interventions including construction of hillside and on-farm terraces, check-dams and planting tree species.

The SLM project in Sub-zoba Serejaka demonstrated the impact of private woodlots in conserving forests; improved land management through the classification/grading of land into fertile and marginal lands; land husbandry improved as the new system abolished the frequent redistribution of land (every seven years) and this has encouraged farmers to invest in their land, which in turn resulted in improved production and productivity; and enhanced biodiversity.

The programme generated short-term economic benefits through income generating activities and cash for work schemes. By participating in SWC activities (CFW) schemes, community members, mostly women, have earned new income (E.g. in Zoba Dehub each participant on average earned USD 500 over a period of 3 months)<sup>22</sup>. The income allowed them to meet basic household needs and served as a safety net. Their participation in SWC activities enhanced their awareness about environmental issues, and also acquired skills that they would in future use to sustain physical structures left behind by the project.

The programme also contributed to gender equality and women's empowerment as women were the main beneficiaries of improved stove and cash for work schemes. The programme has improved household

<sup>22</sup> KII, Project Coordinator, MoA.

food and nutritional security by enhancing crop and livestock production through the promotion of soil and water conservation activities, construction of micro dams, and provision of modern agricultural inputs (e.g. improved seeds, breeds, agro-chemicals), and agricultural training and advisory services.

The programme constructed micro dams in Zoba Anseba, Debub and Maekel to support farmers engage in small-scale downstream horticultural production for the purpose of meeting their own consumption and supplying local markets.

As a result of the support, farmers in the project area produced vegetables, animal feed (alfa-alfa), and maize through irrigation in downstream areas, which enhanced household food and nutrition security. Re-stocking support such as the provision of dairy cows, small stock, beehives and poultry contributed to food security and poverty reduction. Supported farmers have earned new income from the sale of small ruminants (sheep and goats), honey, poultry, and egg. Restocking has also improved nutritional status of beneficiary households (E.g. Anseba).

**Output 2.1: A comprehensive policy and institutional framework for environmental and natural resources management is in place, taking into account differentiated impacts, e.g. on women and men.**

## Assessment

This output mainly involved the development and implementation of environmental policy and the establishment of a functional National Environmental Information System (NEIS). According to 2019 ROAR, UNDP planned to support the GoSE to prepare the “State of Environment and Outlook Report for 2020 to enable UNDP and policy decision makers to anticipate how drivers and pressures related to economic, social and population pressure will affect future development and environment and to make decisions that balances the needs of human and natural systems and to achieve a sustainable future.

As part of this, UNDP also planned to support the Government in updating the national Environmental Management Plan for Eritrea (1995), and preparation a Green Economy Strategy that provides the overall

policy framework to a transition to a green economy. The programme produced a set of results in relation to strengthening the overall policy and institutional frameworks. Final protected area legislative and institutional framework has been completed and submitted to the MoLWE for review and approval. In addition, a final national biodiversity conservation strategy has been completed and is ready for use. The programme has also completed four national protected area conservation strategies namely:

1. The national policy and institutional framework necessary to operationalize Protected Area (PA) management system;
2. A national biodiversity conservation monitoring strategy/program;
3. A national strategy for protected area conservation and financing; and
4. A national biodiversity conservation training strategy/program.

The Semenawi and Debubawi Bahri area has been demarcated zone and protected by Forest and Wildlife Authority (FWA) rangers and village scouts. A final national strategy for protected area conservation and financing is completed and submitted to MoLWE. The establishment of the National Environmental Information System is planned for 2021.

However, without the approval of legislative and institutional instruments and guidelines, the sustainability of the benefits achieved so far and contributions to the SPCF/CPD outcome cannot be guaranteed. UNDP should continue engaging the government to get approval of the policies and legislations drafted by the programme.

Output 2.2. women and men in rural communities are enabled to equitably and sustainably use natural resources to improve their livelihoods.

## Assessment

The programme aimed to strengthen livelihoods of rural communities through solutions for management of natural resources, ecosystem services and chemical and waste. Targeted rural farming communities were able to adopt and practice sustainable landscape management contributing to sustainable off-farm and on-farm land management and improved crop and livestock productivity and food and nutrition security.

Through UNDP environment related support, **106,353 rural farmers (50% women)** were able to benefit from the implementation of sustainable ecosystem-based natural resources conservation and land restoration measures that included **construction of 1023 Km** of hillside and on-farm terraces, **101,018m<sup>3</sup> of check-dams**, protection of 40ha rangeland, and 45,824 hectares of native forest cover and planting **329,200 tree species**.

In addition, over **13,000 hectares of marine and terrestrial habitats** were put under strict biodiversity protection and natural restoration. At least 300 families (48% FHHs) living in villages located in the buffer zone of Semenawi and Debubawi Durfo switched to sustainable agriculture and beekeeping from firewood selling and livestock breeding due to the provision of sustainable water source and this helped them to generate new income. In addition, 350 HHs (1750 people) in Anseba were provided 700 beehives to diversify their income sources and enhance their household food security.

Through these interventions, the programme helped targeted rural farming communities including women to get additional income by engaging in new livelihood sources. Restoration of local natural resources were realised through cash-for-work scheme involving cash transfer to the conservation participants including women thereby helping them to supplement their small household cash income and livelihoods. Apart from the cash benefits, the ecosystem conservation has generated medium- and long-term benefits to the local communities including women through the enrichment of

groundwater recharge, moisture conservation, increased supply of bio-fuel and other biomass resources. Local farming communities (both men and women) were able to adopt and practice sustainable land management systems and improved farming activities (E.g. small scale irrigation system, conservation agriculture, improved cultural practice, household level dairy production) resulting in enhanced food and livelihood security.

The CPD has strengthened the participation of women in local decision-making processes with respect to natural resource management. About 49% of the cash for work scheme participants under this output were women. In addition to enhancing women's representation and participation in natural resources-based development solutions and decision-making processes, these interventions increased women's economic opportunities and enhanced their role in the society.

The terminal evaluation of the SLM project states that, *"... women were engaged at all levels of discussion within the villages through representativeness and support from NUEW and emphasizing the solidarity links that exist within villages regarding vulnerable groups"*.

Output 2.3: Rural communities are enabled to integrate climate risks in their development plans.

## Assessment

The solar energy project, which is jointly funded by EU, GoSE and UNDP, is aimed at providing the population (40,000 people or 8,000 HHs) of sub-towns of Maidima and Areza and 28 surrounding village access to clean energy and thereby reducing Eritrea's fossil fuel dependency and promoting a greener energy environment. Moreover, over 500 small enterprises, 15 schools, 2 kindergartens, 2 community hospitals, and 5 health stations will benefit from the solar power system.

While the construction and erection of solar power distribution system of a **2.4mW Solar PV** is in progress, **1000 households (~4,000 people)** in the sub-towns of Maidima and Areza have already accessed solar powered renewable energy. Out of the 1,000 beneficiary households, about 600 were women-

headed households<sup>23</sup>. With the completion of the power distribution of 28 villages which is planned to be completed by mid-2021, the project will benefit more than **40,000 people (8,000 HHs)** plus a number of local institutions. Women will constitute larger proportion of the beneficiaries. The solar power is expected to have beneficial impacts on the environment through reduced dependence of the local communities on traditional biomass fuels, and reduction in kerosene use for home lighting. The provision of clean and reliable home lightening is expected to increase study time for students (girls and boys), and reduce fossil fuel imports and CO<sub>2</sub> emission.

Other socio-economic benefits expected from the project include: improved community and individual household livelihood; reduction of respiratory and eye diseases caused by kerosene lamps in the villages, increased micro- and small enterprises in the area creating new income and employment opportunities for the target population and enhanced women's empowerment.

The distribution of the fuel-efficient stove (Adhanet) has led to healthier and better living environment. The smoke free, energy-efficient stove reduces indoor pollution, saves wood fuel consumption and time spent on wood fuel collection. By reducing household wood fuel consumption, the improved stove mitigated deforestation, and reduced time spent by women and children in wood fuel collection. Both energy interventions contribute to environmental sustainability at national and global levels through reduction in greenhouse gas emissions.

Through UNDP support, targeted rural communities have integrated climate risk management strategies that address disaster and/or climate risk management. The programme addressed climate data gap in the project area through the establishment of metrological station at Hamelmalo Agricultural College (HAC). To support rural communities to have operational and effective integrated water resources management system, UNDP supported the procurement of water supply items for 32 villages<sup>24</sup>. And actual implementation of the integrated water resource management systems is planned for 2021.

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23. ROAR

24. KII, Programme Staff

**Output 2.4 national, sub-national institutions and communities have frameworks and enhanced capacities to respond to natural disasters.**

## Assessment

The Government has thus far not established a dedicated DRR coordinating body and the DRR National Platform, which are critical for the achievement of this output. The above essential actions have been stalled as the Government prioritised direct investment and livelihood improvement of vulnerable rural communities. Nevertheless, under recovery programmes of this output, UNDP provided technical and financial support to vulnerable rural farming communities of the arid and semi- arid sub-regions of NRS and Anseba regions who were hit by severe drought that negatively impacted food and nutrition security of the most vulnerable communities, especially women, children and the elderly (1,500 people)<sup>25</sup>.

Resilience, which focuses on savings lives, can be enhanced through livelihood and income improvements, and job creation is the main instrument/vehicle to achieve this objective. The programme supported livelihood enhancing interventions focusing on vulnerable groups through CFW and IGAs. UNDP supported 190 rural vulnerable households to improve their livelihood and to protect them from drought-induced shocks. They were provided with income generating support (E.g. provided **2,300 horse-drawn carts to vulnerable HHs** in all the six Zobas) to enable them to build their resilience and become self-reliant. The programme also provided food and non-food items (e.g. shelter, kitchen utensils, and clothing) to people affected by natural disaster<sup>26</sup>.

UNDP supported 10 rural communities in the central highland to curb the negative impacts of recurrent drought by helping them to construct check-dams and adopt climate-smart agricultural practices such as efficient water use, improved cultural practices, planting drought tolerant improved seeds and training.

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25. KII, Project Coordinator AF

26. KII, Project Coordinator, MoLSW

In addition,

1. 2,000 small ruminants were distributed to 400 HHs (65% WHHs);
2. 750 FHHs were provided with 25 chickens each;
3. 150 beehives were distributed to 75 households (50% WHHs); and
4. 10,000Kg of improved seeds distributed to 500 farmers<sup>27</sup>.

This was carried out in line with the national environmental policy and guidelines, and National Action Plan on Climate Change. The above interventions were initiated, designed, implemented and monitored by the local government with full involvement and lead role of agricultural extension agents based at regional, sub-regional and local administrative levels. Local actors/institutions (E.g. village development committees, NUEYS and NUEW representatives) actively participated in all programme phases right from project design to implementation and monitoring.

27. ROAR

Technical and financial support was provided to 150 vulnerable rural farming communities of the arid and semi- arid sub-regions of Northern Red Sea and Anseba regions who were hit by severe drought that negatively impacted household food security. Through this support, the programme enhanced household food and nutrition security<sup>28</sup>, alleviated/reduced shock/effect resulting from disasters, created new income source to help them meet immediate household needs, and provided small stock which has short and long term benefits<sup>29</sup>.

It is true that the programme integrates humanitarian assistance with development to bridge the gap between emergency and development to help disaster-stricken people in NRS, SRS and Gash Barka. However, to ensure the sustainability of the benefits produced so far, a strategy that smoothly phases emergency/humanitarian support into development interventions must be prepared. The development of a functional national disaster risk management policy and strategy for the next five years is planned to be developed in the first quarter of 2021 and is expected to be operational by the end of 2021.

28. Kils, Project Coordinator, MoLSW

29. Kils, Project Coordinator, MoA and MoLSW

**Table 4: Pillar 2 – Sustainable NRM, Resilience to Climate Change and Disasters**

Outcome 2: By 2021, environmental & NRM is gender responsive, & sustainable, negating the impacts of ecosystem degradation, climate change, & strengthening community resilience to disasters. Disasters		
Outputs	Planned results	Achievements
Output 2.1. A comprehensive policy & institutional framework for environmental & NRM is in place, taking into account differentiated impacts, e.g. on women & men.	Outcome 1: Establishment of protected area policy and institutional frameworks to operationalize national protected areas system	<ul style="list-style-type: none"> <li>• The project has been stalled since 2018 (Overall progress is off-track)</li> <li>• The cumulative progress since project start is described below:</li> <li>• Final PA legislative and institutional framework has been completed and has been submitted to MoLWE for review and approval.</li> <li>• GoSE approved Proclamation # 179/2017 "The Eritrean Environmental Protection, Management, and Rehabilitation Framework".</li> <li>• A final national biodiversity conservation strategy has been completed and is ready to be released for use.</li> <li>• Four national protected area conservation strategies (Target was 2 strategies and 4 annual status reports) have been completed during the reporting period:               <ol style="list-style-type: none"> <li>i) The national policy and institutional framework necessary to operationalize PA management system,</li> <li>ii) A national biodiversity conservation monitoring strategy/program</li> <li>iii) A national strategy for protected area conservation and financing</li> <li>iv) A national biodiversity conservation training strategy/program.</li> </ol> </li> <li>• The MTR report has been completed</li> </ul>
	Outcome 2: Emplacement of management capacity and experience required operationalize national protected area system	<ul style="list-style-type: none"> <li>• The Semenawi and Debubawi Bahri area has been demarcated zoned and protected by FWA rangers and village scouts.</li> <li>• The METT score for the area increased from 29 to 44 (target for Semenawi and Debubawi Bahri: 80); However, no significant METT score was registered for other two proposed PAs.</li> </ul>

	<p>Outcome 2: Emplacement of management capacity and experience required operationalize national protected area system</p>	<ul style="list-style-type: none"> <li>A final national strategy for protected area conservation and financing is completed and submitted to MoLWE (target was to be operational).</li> <li>9 professionals employed, 3 for each PA (Target was 30)</li> </ul>
	<p>Outcome 3: Generation of SLM/ SFM capacity required to support national system of protected areas</p>	<ul style="list-style-type: none"> <li>At least 300 families (48% women) living villages located in the buffer zone of Semenawi and Debubawi Durfo switched to sustainable agriculture and beekeeping from firewood selling and livestock breeding after 2014 due to provided sustainable water source (check-dams and micro-dams), trainings and LE regime of the Pas -Target was 1500 (50% women).</li> <li>Circa 10,500 ha is currently under sustainable community based NRM and SLM practices in the project areas.</li> <li>150 ha of agricultural land were made available for SLM.</li> <li>150 ha of hill terraces were constructed and planted with 300,000 tree seedlings by local people in the mixed use and buffer zones of the Semenawi &amp; Debubawi Bahri area in 2014-2018 (GoE co-funding). However, no sustainable NRM activities were implemented in other project areas.</li> <li>150 farmers (Target was 1,000) are participants adopting ecosystem conservation practices as detailed in the community ecosystem services conservation plans.</li> <li>45,824 hectares (target was 55,000 ha) of native forest cover within the Green Belt.</li> <li>96 check dams with a capacity of 55,108m3 have been constructed in 96 sites selected for biophysical conservation measures.</li> <li>11,293 farmers comprising 4,517 men and 6,776 (60%) women participated in cash for work programmes.</li> </ul>
<p>Output 2.2. women and men in rural communities are enabled to equitably and sustainably use natural resources to improve their livelihoods</p>		<ul style="list-style-type: none"> <li>1023Km of hillside and on-farm terraces, 45,910m3 of check-dams constructed, 40ha rangeland protected, and 329,200 tree species planted.</li> <li>Over 13,000 hectares of marine and terrestrial habitats were put under strict biodiversity protection and natural restoration.</li> <li>106,353 men and women (50% women) benefited from improved livelihoods and related cash for work schemes</li> <li>Two-micro-dams constructed to irrigate more than 100ha of agricultural land, increasing agricultural productivity from 0.4 ton to 0.7ton per ha and benefiting 200 households</li> <li>700 beehives were distributed to 350 households enabling the beneficiaries to generate household income.</li> <li>750 Solar powered home lighting units for 750 households were installed</li> </ul>
<p>Output 2.3. rural communities are enabled to integrate climate risks in their development plans</p>		<ul style="list-style-type: none"> <li><b>Adaptation Fund implemented well</b></li> <li>Three rural communities have integrated climate risk management strategies in their development plans.</li> <li>Construction and erection of power distribution system for the neighbouring 28 villages is ongoing.</li> <li>The establishment of a 2.4MW solar PV in 2 pre-urban towns and 28 surrounding villages is in progress. 8,000 HHs and over 500 small enterprises, 15 schools, 2 kindergartens, 2 community hospitals, and 5 health stations will benefit from the project.</li> <li>Maidima and Areza have been able to access solar powered renewable energy from the installation of two photo-voltaic mini-grids of a combined 2.4 MW (Areza 1.25 MWp) and (Maidima 1 MWp).Out of the total 1,000 beneficiary households of sub-towns of Maidima and Areza, 600 are WHHs.</li> <li>Restoring Degraded Landscapes and Promoting Community-Based Sustainable and Integrated NRM in the Rora Habab Plateau Project was stalled</li> <li>Mainstreaming Climate Risk Considerations in Food Security and IWRM in Tsilima Plain and Upper Catchment Area Project was stalled</li> <li>Water supply equipment and materials sufficient for 30 villages procured</li> <li>Installation is planned for 2021</li> <li>ICT and vehicles procured</li> <li><b>Establishment of the system is planned for 2021</b></li> </ul>
<p>Output 2.4 national, sub-national institutions and communities have frameworks and enhanced capacities to respond to natural disasters</p>		<ul style="list-style-type: none"> <li>190 rural vulnerable households supported to enhance their livelihood and avoid drought-induced shocks.</li> <li>10 rural communities in the central highland supported to curb the negative impacts of recurrent drought through helping them build 36 check-dams and adopt climate-smart agricultural practices.</li> <li>40% of the project beneficiaries were female headed households and participated in decision-making process.</li> <li>A total of 58,960 people of which 24,763 were females, benefited from different natural resources conservation, sustainable agricultural activities and cash for work to improve their livelihoods.</li> <li>Technical and financial support provided to vulnerable rural farming communities of the arid and semi- arid sub-regions of NRS and Anseba regions who were hit by severe drought that negatively impacted food and nutrition security of the most vulnerable communities, especially women, children and the elderly (1,500 people). The support includes: i) 2,000 small ruminants distributed to 400 HHs (65% WHHs); ii) 750 FHHs were provided with 25 chickens each; iii) 150 beehives were distributed to 75 households (50% WHHs); iv) 2750 HHs (60% WHHs) provided with non-food items that included essential household items (E.g. mattresses, blankets, plastic sheets, water containers, cooking utensils and hygiene kits); and v) 10,000Kg of improved seeds distributed to 500 farmers.</li> <li>50 local community representatives were provided with Community-Based Rehabilitation (CBR) training which enabled them to prepare 10 community-based disaster risk management plans for 10 communities</li> </ul>

## Pillar 3: Capacity Development

The purpose of the support is to enhance institutional and human resource capacities of key public institutions. Even though the CD is generally viewed as a cross-cutting issue in many projects and programmes, it is treated here as a separate, stand-alone component dealing with the strengthening of the human and institutional capacities of key Government institutions.

### SPCF Outcome involving UNDP:

Outcome 3: By 2021, the population, including vulnerable groups, benefit from evidenced based planning and policy; accountable public institutions and systems that ensure human rights and equitable public service delivery. This outcome was planned to be achieved through the delivery of the following five outputs:

1. National institutions are able to collect, analyse and use data for planning and decision making, including SDG implementation;
2. Selected Government institutions have enhanced managerial and technical capacity for public administration and public financial management;
3. Selected institutions are able to mainstream, promote and report on international human rights treaties and obligations.;
4. Selected Government institutions have enhanced capacity for efficient public procurement, and
5. Policies are in place and being implemented in support of women participation in decision-making.

Supported institutions include Ministry of Finance (MoF), Ministry of Justice (MOJ), Ministry of Information (MoI), Ministry of Foreign Affairs (MoFA), Ministry of National Development (MND), Ministry of Health (MoH), Office of Auditor General (OAG), National Board for Higher Education (NBHE), National Union of Eritrea Youth and Students (NUEYS), National Union of Eritrean Women (NUEW), and National Confederation of Eritrean Workers (NCEW).

## Assessment

Overall progress towards achieving programme results is satisfactory. Programme support strengthened the human (E.g. auditing skills of OAG staff) and institutional capacity (E.g. training capacity of the MoJ and NCEW) of selected Government institutions to enhance operational efficiency and equity in public service delivery to ultimately benefit the population including vulnerable groups.

UNDP supported capacity building efforts of strategic national institutions to enable them perform their functions such as planning and policy formulation (OAG and MoJ developed strategic plans), establishment of national data base (MoLSW conducted labour market survey), improving access to justice (MoJ automated legal services, Trained community court magistrates), women empowerment (NUEW prepared and presented the 6th CEDAW report), improving accountability (OAG conducted performance auditing for the first time), and promotion of human rights (MoFA produced and presented the UPR report).

Human resource capacities were upgraded by improving knowledge, skills and attitudes of the management and staff of supported organizations through short-term training (E.g. community court judges comprising 30% women)<sup>30</sup>, distance education (MoJ staff), and study tours (E.g. OAG and MoJ staff). This was complemented by the provision of ICT equipment and furniture (E.g. laptops, desk top computers, and servers), renovation of training centers, conference halls and offices, and installation of electronic database systems.

As a result of trainings provided in a wide range of areas, skills of civil servants were upgraded which was evidenced by the positive changes made in the quality of public services provided (E.g. MoH, MoJ, OAG, and MoI)<sup>31</sup>.

Overall, the CD interventions contributed to improved public service delivery and operational efficiency of these institutions (MOI geographical coverage increased, MoH, E-justice), which in turn improved satisfaction of service users (E.g. power of attorney can now be obtained in less

30. ROAR

31. KIIs, Project Coordinators and staff of Legal Services, MoJ and OAG and Programme staff, Informal conversation with service users.

than 20 minutes, which represents significant reduction in time and cost for service clients)<sup>32</sup>.

## MoH

Patient record system, healthcare management, data warehousing, database administration and architecture have been improved significantly with the establishment of Electronic Medical Record System (EMRS). Provision of easy access to automated, accurate and comprehensive medical records of patients is playing a vital role in the provision of effective health care services<sup>33</sup>.

The EMRS has shown 95% progress in facilitating implementation of health care services. The automation of the court procedures through the promotion of e-justice enhanced the efficiency of the court and prosecutor office due to the reduction of paper work and increased use of computers.

## MoJ

UNDP support to MoJ has transformed court procedures and operations from time-taking paper-based, manual operation to a computer-based system. By centralising all legal service tasks within one office, the new system has already reduced the burden of the public. It also resulted in significant reduction of the time required to deliver the services such as issuing power of attorney and court rulings, and authentication of documents. This in turn resulted in greater satisfaction of service users, enhanced staff morale and improved working environment. When fully implemented, the automated case flow management system is expected to result in improved operational efficiency, better reporting, and reduced backlog.

## Mol

With UNDP support, the Mol replaced the time-consuming analogue system with a digital system and this brought significant changes in the way TV and Radio programmes are developed. Its impact in improving efficiency and productivity is visible as the new system has drastically reduced time required to develop TV

<sup>32</sup>. Key informant interviews with Project staff/conversational interview with Legal Service staff/service users, MoJ.

<sup>33</sup>. ROAR

programmes (roughly estimated at 30-40%)<sup>34</sup>, eliminated time that journalists used to take to send reports/news from the regions, and saved resources that the Ministry used to allocate for buying video cassettes. According to project report, data collection and management capacity of the Mol increased which enabled it to develop targeted SDG awareness and advocacy programmes.

## OAG

In the OAG, the support has contributed to enhanced operational efficiency, better working environment, and improved audit performance. As a result of the support, OAG attained level 3 of 5 International Audit Standards, from 2.5 in 2016. The number of audited Government institutions increased from 12 in 2016 to 34 in 2019 (183% growth), which represents significant improvement in audit service and organisational efficiency<sup>35</sup>. OAG has conducted performance audit for the first time which is quite an achievement

Capacity building support targeted national institutions at all levels. Even though the focus of the CD support was on central line ministries, the benefits have trickled down to local levels. For example, the strengthening of community courts contributed to Government efforts of improving access of the population (urban and rural) to justice and delivery of a speedy settlement of cases. However, the programme's effectiveness is affected by the lack of national capacity building strategy that indicates the magnitude of the capacity gap at national and subnational levels and how best it can be addressed.

<sup>34</sup>. Klls, Project Coordinator and Staff, Mol

<sup>35</sup>. Kll, Project Coordinator, OAG

CPD OUTPUT 3.1: National institutions are able to collect, analyse and use data for planning and decision making, including SDG implementation. (JP: UNFPA is the lead agency, and UNDP, UNICEF, WHO and ILO are participating agencies.)

## Assessment

The support was aimed at improving the extent to which updated and disaggregated data is used to monitor progress on national development goals aligned with 2030 Agenda. The planned Eritrea Population and Health Survey (EPHS) has not been conducted as yet. The last EPHS was produced in 2010 with the support provided by UNDP, UNFPA, UNICEF, WHO and UNAIDS, and is the only Government recognized reference available for development planning.

Consequently, the expected output - national institutions are able to collect, analyse and use data for planning and decision making, including SDG implementation - has not been delivered. Lack of quality, current and real time data continue to hamper the SDGs monitoring and reporting in Eritrea. The reasons for the suspension of this intervention remain unclear and as indicated earlier the absence of joint GoSE/Partner platforms for coordination and dialogue complicates the case further.

However, some of the preparatory works for conducting EPHS has been completed including development, translation, printing and testing of survey instruments. There was also Government delay in the implementation of the “Strengthening Eritrea’s National Statistics and Macroeconomic Statistics Systems (SENS) Project” which is supported by EU (UNDP mobilised Euro 4,750,000 from the EU in July 2020).

The Programme supported the MoLSW to undertake labour market survey. The survey was the first of its kind and addressed a major data gap with respect to labour force. Labour market information is crucial for planning (E.g. reliable labour data is an essential prerequisite for developing labour policy). The data generated by the labour market survey was used by many organisations including Government institutions, international development agencies, CSOs and the private sector.

Although the data is not current, it can still be used to do projections. For instance, the UN sponsored socio-economic impact study used the data generated by the labour market survey.

CPD OUTPUT 3.2: Selected Government institutions have enhanced managerial and technical capacity for public administration and public financial management (MND, MoF, OAG, Mol, and MoJ).

## Assessment

UNDP support contributed to improved technical and managerial capacities of these institutions to enhance organisational effectiveness, develop and update policies and strategies, and improve delivery of public services. In view of the potential impact of these offices to national development, strengthening their technical and managerial capacity was both necessary and timely.

## OAG

One of the main challenges of the OAG was an audit backlog due to capacity constraints including acute shortage of staff and audit tools (both hardware and software). UNDP effectively addressed the priorities of the OAG through training (E.g. ACCA, auditing, etc.), provision of ICT equipment and facilities (e.g. laptops, computers, and servers), furniture and solar energy system.

UNDP support played an instrumental role in the strengthening human and institutional capacity of the OAG and those of other partners (from public and private sectors), and in improving audit methodology through increased use of IT, and updating audit policy and guidelines. The provision of laptops has improved the performance and efficiency of auditors.

The programme supported training of 151 staff of various Government offices in Compliance Audit, IT Auditing and Internal Auditing; 55 staff (29% women) in Financial Audit and Compliance Audit; and 60 staff (40% women) in Auditing, Accounting and IT. With the training support of UNDP, the OAG was able to meet ~50% of its staff requirement (E.g. number of auditors increased from 40 in 2016 to 80 in 2020, and all current B.A. degree holders

staff are currently attending ACCA courses). This has improved the image of the OAG and has enhanced job satisfaction. According to the 2020 employees' survey of the OAG, 89.6% of the employees were satisfied with their job. Information obtained from the OAG shows a 74% decline in staff turn-over in 2019 compared to 2015. The OAG has also made good progress in gender equality as the percentage of women in the departments and sections increased from 20% in 2015 to 35% in 2020.

UNDP contributed to this achievement by supporting a gender-responsive project which, among others, increased training opportunities for women staff that facilitated their advancement to higher positions in the organisation<sup>36</sup>. As a result of UNDP support, the OAG's performance rating improved to an internationally accepted level. The OAG drafted an audit legislation and submitted it to the Government for approval. Other OAG developed documents include:

1. [Integrated Reporting Template that can be used by Supreme Audit institutions \(SAI\)](#);
2. [Standard Planning Guideline](#);
3. [System for Monitoring and Evaluating the Strategic and Operational Plans](#);
4. [Delegation Policy](#);
5. [New Organizational Structure and Job Descriptions developed](#);
6. [Code of Ethics which was revised to comply with the International Standard for Supreme Audit Institutions](#);
7. [Staff Training and Development Policy](#);
8. [Stakeholder Engagement Strategy](#);
9. [Strategic Plan for Office of the Auditor General for 2019-2023](#); and
10. [New Financial Audit Manual which was rolled out](#).

36. KII with the project coordinator of OAG, Project Progress Reports, and ROAR.

All these measures helped in strengthening transparency, accountability and risk management.

## MoJ

The UNDP provided assistance to the MoJ to strengthen its human and institutional capacity so as to improve access to justice as well as promote and protect human rights. The support is well aligned with the strategic plan of the Ministry which prioritises human resource development through distance education and on-the-job training, improving professional and research capacity of the sector, and enhancing participation of the society in improving access to justice.

Part of the support was utilised to renovate Mekerka Training Center and a HQ building which will be converted into a legal service outlet. The renovation of Mekerka training center was aimed for the provision of various trainings including induction training, refreshment training, as well as qualification training (E.g. training to upgrade certificate holders to diploma) to enhance the qualification of the MoJ staff.

The Ministry has made good progress towards meeting its human resource requirement and UNDP supported the capacity building efforts of the MoJ. As part of this, UNDP supported the enrolment of 54 MoJ staff (14 females) to attend an LLM course with the UNISA. The trainees were drawn from the Judiciary, Office of the Prosecutor, Legal Services, etc.

A second batch of 43 MoJ staff (18 females) will be shortly enrolled with UNISA to do the same course, and this will bring the total number of MoJ staff with LLM degree close to 97 by the end of 2023. In addition, 260 community court magistrates were trained at Mekerka Training Centre on various Eritrean laws<sup>37</sup>. The training activities enhanced their knowledge and skills, which enabled them to provide improved services to the public. The deployment of trained community court magistrates in particular brought court services closer to the rural population, resulting in significant savings in terms of time and money.

37. KII with MoJ staff and ROAR.

The Ministry is collaborating with UNDP to improve access to justice. Home-grown soft-ware have been developed and used to digitalise legal services. This is in line with the MoJ's objective of expanding e-justice. Progress made so far is encouraging. Networking is almost completed. Website development is currently underway. The final draft of the Communications Strategy was prepared with the support of UNDP. The UNDP also supported the MoJ's efforts to enhance public awareness about law and human rights through publications, presentations, drama and short plays disseminated via the mass media (radio, TV, newspaper).

UNDP has provided equipment for the production of video programmes to enhance public awareness. Once it becomes fully operational, the MoJ will be able to produce educational and sensitisation programmes to enhance public awareness about Eritrean laws, human rights, harmful traditional practices, gender-based violence, human trafficking, etc.

The case flow management system was piloted in Zoba Maekel and will be introduced in the high court. Once fully implemented, it will contribute to the effective supervision of cash flow from initiation to disposition. It is also expected to assist in reducing caseloads in courts. One of the key challenges is shortage of ICT equipment required to fully implement the planned transformation of court procedures towards e-justice.

The Ministry is also aiming to digitalise central archives and has already got support from the EU. The UNDP complimented EU's support by availing resources for software development, servers and equipment for the center and zobas. This enhances the paper based archive of the MoJ to a digital system and will improve the services provided to the public.

## Mol

UNDP support enabled the Mol to enhance its efficiency in the production of informational, educational and entertainment programmes on a wide range of issues (e.g. economy, social, legal, and cultural), thus enabling the Ministry to develop targeted SDG awareness and advocacy programmes.

*The MoJ in coordination with the Mol has expanded the awareness raising programs on TV, radio (in four local languages) and the daily newspaper (Hadas Eritrea) twice a week and has created significant impact. The NUEW has media campaign slots on TV, radio and print media<sup>38</sup>.*

The support allowed production of diversified programmes of improved quality and enabled the Ministry to enhance its programme production and expand area coverage as a result of a more efficient production system. The digital production system is simple and cost-effective, and has significantly reduced the workload of the production section of the Ministry (E.g. labour requirement of the digital system is estimated at one-third of analogue-based production system). It has also improved radio and TV programme production in terms of quantity and quality, enhanced data processing and storage and expanded news coverage.

Equipped with appropriate technology (E.g. digital camera), journalists in the regions are now able to directly transmit radio or TV programmes and this allowed the Ministry to broadcast real time information. It also resulted in cost savings due to the replacement of analogue by digital system (estimated at ~200,000 USD/annum)<sup>39</sup>.

## MND/MoH/MoFA/NUEW

Through the "Engaging Eritrean Diaspora Professionals in the Capacity Development Programme", UNDP supported training of 217 film makers and sound technicians (61 women) by four Eritrean professionals from the Diaspora who also finalised the design of studio for Audio Visual Institute of Eritrea. As a result of the training, the film producers attained significant knowledge, wider experience, and new movie production technology.

By deploying an additional five volunteer Eritrean Diaspora professionals, the UNDP contributed to enhancing capacities of targeted public institutions such as the MoFA, MoH and NUEYS. UNDP supported the MoFA to undertake international political analysis to prepare "Eritrea Country Report" to support the Ministry's engagement with international organizations including [UN/UNDP](#). The programme also supported the NUEYS to [38. Sixth CEDAW periodic report, 2019](#)  
[39. KII Project Coordinator, Project Progress Report, Mol](#)

finalise Standard Operating Procedures (SOP) for the ICT department and to prepare the final version of ICT policy. It also supported translation of three documents (Chi E Dell Eritrea, Martini's Book and Enrico Mania's book) on Eritrean history and anthropology. All these interventions enhanced the planning and operational capacities of supported institutions. However, project performance is low as it has so far managed to deploy 25 Eritreans from the Diaspora which is only 5 percent of the target (500).

The low performance of the project can be attributed to the lack of systematic and comprehensive needs assessment study and absence of robust project implementation arrangement. COVID-19 has also played a role in slowing project implementation. To address this challenge, UNDP should have to engage the MND to address project implementation challenges by conducting needs assessment study and improving project implementation arrangements, while easing the lockdown and travel restrictions will depend on the national and global situation of COVID-19.

**CPD OUTPUT 3.3: Selected institutions are able to mainstream, promote and report on international human rights treaties and obligations.**

## Assessment

The UNDP channelled CD support to key public institutions dealing with individual rights and social justice such as the MoJ, MoFA, MoLSW, NUEW, etc. With UNDP's support, the Government developed a national UPR implementation plan and established a State human rights coordination structure to mainstream, promote and report on international human rights obligations.

UNDP also supported the Government to prepare and present the 3rd Cycle UPR National Report that focused on the implementation of the 92 recommendations accepted in the 2nd UPR cycle. As per the UPR report, 80 recommendations (85.87%) were fully implemented while 12 recommendations (14.13%) were partially implemented<sup>40</sup>. The UNDP provided a sanitary pad making machine with raw materials and training to the NUEW and this will increase capacity of the factory from 15 to 300 pads per minute. The factory is expected to

<sup>40</sup>. 3<sup>rd</sup> Cycle UPR Report

begin production in the first quarter of 2021. Once fully operational, the factory will provide subsidised good quality sanitary pads to about 122,000 girls and women<sup>41</sup>. Improving access to sanitary pads will contribute to the realization of their health and educational rights and thus enabling more women to be in decision making roles in society in future.

**CPD OUTPUT 3.4: Selected Government institutions have enhanced capacity for efficient public procurement.**

## Assessment

Overall progress towards delivering the output is unsatisfactory. The programme so far managed to provide two rounds of four days training to 68 Government and UN staff on Introductory Certificate in Public Procurement CIPS Accredited Level 2. The training improved the participants' understanding of the principles and practices of public procurement. The training also enhanced capacity of the Government to plan, implement and evaluate sourcing process appropriate to the value/risk of the goods/service being procured.

**CPD OUTPUT 3.5: Policies are in place and being implemented in support of women participation in decision-making**

The main outcomes of the JP on gender equality are:

1. System strengthening – this includes establishing gender focal points in ministries nominated by their respective ministers;
2. Capacity building;
3. Generation of gender disaggregated data which links to the JP on data for development; and
4. Promoting women's advancement by supporting leadership programmes.

<sup>41</sup>. ROAR

## Assessment

The evaluation assessed overall achievement of the JP on gender equality as unsatisfactory. However, the programme has produced a set of results. The capacity of National Union of Eritrean Women (NUEW) was enhanced to implement, report and monitor international conventions, regional treaties and protocols as evidenced by preparing the 6<sup>th</sup> CEDAW report, National Gender Action Plan for Security Council Resolution 1325, joint UN gender strategy and UN joint programme on gender equality and guidelines on CEDAW<sup>42</sup>.

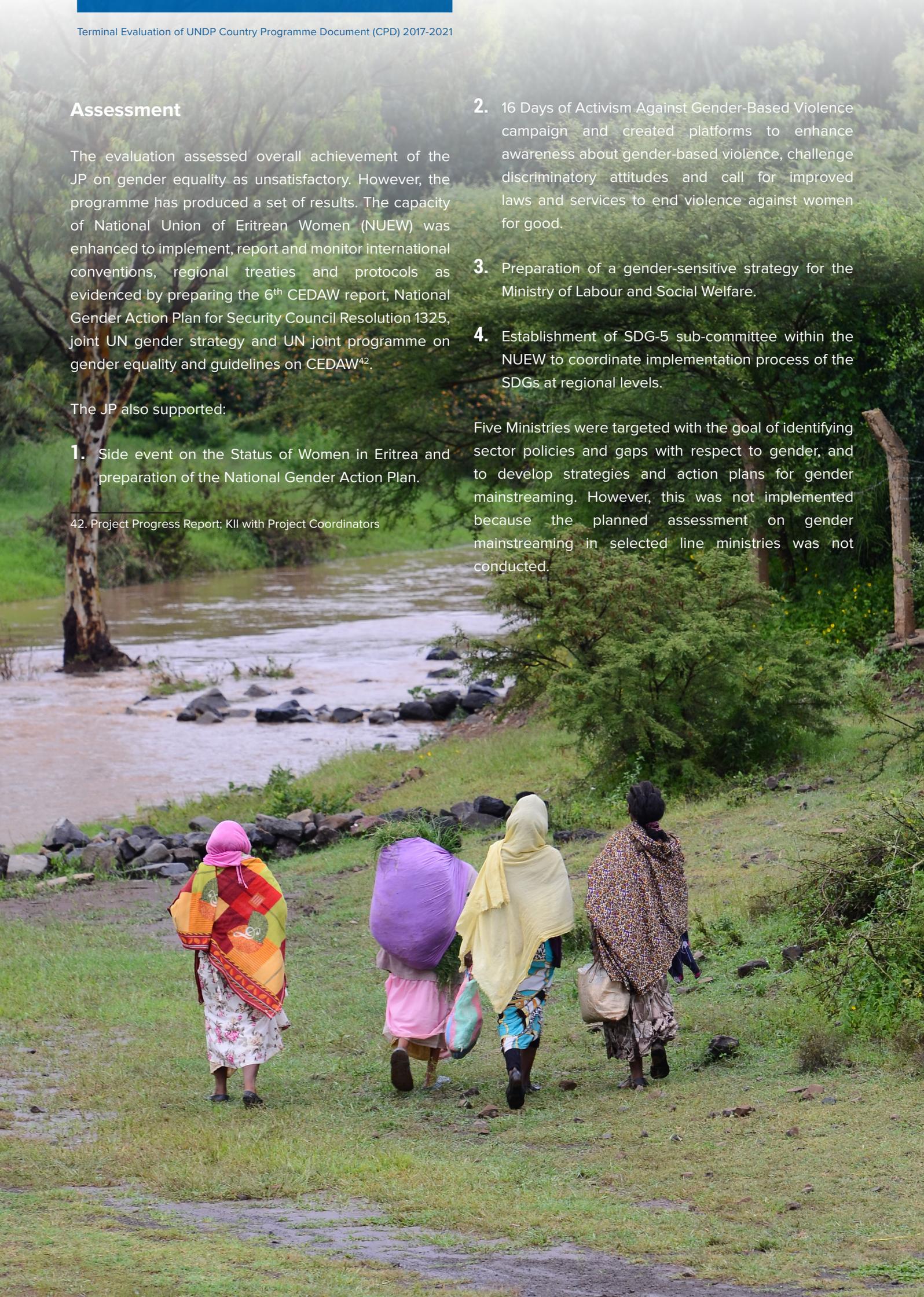
The JP also supported:

1. Side event on the Status of Women in Eritrea and preparation of the National Gender Action Plan.

42. Project Progress Report; KII with Project Coordinators

2. 16 Days of Activism Against Gender-Based Violence campaign and created platforms to enhance awareness about gender-based violence, challenge discriminatory attitudes and call for improved laws and services to end violence against women for good.
3. Preparation of a gender-sensitive strategy for the Ministry of Labour and Social Welfare.
4. Establishment of SDG-5 sub-committee within the NUEW to coordinate implementation process of the SDGs at regional levels.

Five Ministries were targeted with the goal of identifying sector policies and gaps with respect to gender, and to develop strategies and action plans for gender mainstreaming. However, this was not implemented because the planned assessment on gender mainstreaming in selected line ministries was not conducted.



## Table 5: Pillar 3 – National Capacity Building

**Outcome 3: By 2021, the population, including vulnerable groups, benefit from evidenced based planning and policy; accountable public institutions and systems that ensure human rights and equitable public service delivery**

Outputs	Planned results	Achievements
Output 3.1. National institutions are able to collect, analyse and use data for planning and decision making, including SDG implementation	<ul style="list-style-type: none"> <li>• JP on Data for Development</li> <li>• Labour Survey Project</li> </ul>	<ul style="list-style-type: none"> <li>• The target to enhance Government capacity to have updated and disaggregated data to monitor development progress was not achieved</li> <li>• National Labour Force Survey conducted and report disseminated</li> <li>• Euro 4,750,000 has been mobilized from the European Union to implement the project “Strengthening Eritrea’s National Statistics and Macroeconomic Statistics Systems (SENS)”. But the project has not been initiated due to Government delay. The CPD output may be partially achieved in 2021 if the project is initiated in the first quarter of 2021.</li> </ul>
Output 3.2. Selected government institutions have enhanced managerial and technical capacity for public administration and public financial management	<ul style="list-style-type: none"> <li>• OAG Capacity building</li> <li>• Engaging Eritrean Diaspora professionals in the National Capacity Development</li> <li>• NCEW</li> <li>• MoI</li> <li>• NCHE</li> </ul>	<ul style="list-style-type: none"> <li>• Auditor General attained level 3 of 5 International Audit Standards, from 2.5 in 2016 &amp; conducted audits for 10.4% of public audited institutions, thereby strengthening transparency, accountability &amp; risk management</li> <li>• Audit Legislation was drafted and submitted for approval.</li> <li>• Integrated Reporting template that can be used by Supreme Audit institutions (SAI) developed</li> <li>• Guideline on the process and stages of planning, standard planning guideline developed;</li> <li>• System for monitoring and evaluating the strategic and operational plans developed</li> <li>• Delegation policy, new organizational structure and job descriptions developed</li> <li>• Code of Ethics was revised to comply with the International Standard for Supreme Audit Institutions</li> <li>• Staff development and training policy was designed, and stakeholder engagement strategy drafted.</li> <li>• Strategic Plan for Office of the Auditor General for 2019-2023 and New Financial Audit Manual was developed and rolled out.</li> <li>• Two Performance Audit teams have been established and additional two teams are on their final stage.</li> <li>• 151 staff from various government offices acquired skills in Compliance audit, IT Auditing and Internal Auditing. In the Financial Audit and compliance audit training conducted, 16 out of the total 55 beneficiaries were female (29%).</li> <li>• 60 staff (40% women) attended workshops, seminars and training programs on Auditing, Accounting and IT organized to reinforce the capacity of the auditors</li> <li>• OAG has made progress in terms of its gender balance: 31.5% of staff in the Department and sections are female.</li> <li>• 217 film makers and sound technicians comprising 61 women attended training programmes conducted by four Eritrean Diaspora professionals. A design of studio construction for Audio Visual Institute of Eritrea was finalised.</li> <li>• The paper-based medical record system was transformed into a digital system</li> <li>• Database (DBA), Medical Data Warehouse and Electronic Medical Record System (EMRS) of the Ministry of Health was successfully completed.</li> <li>• Patient demographics completed and approved; receptionist, nurse and doctors’ portals established.</li> <li>• An integrated clinical, financial and operational analytic platform developed</li> <li>• MoFA was supported to undertake international political analysis and prepare “Eritrea Country Report”.</li> <li>• Standard Operating procedure (SOP) for the NUEYS’ ICT department and final version of the ICT policy completed.</li> <li>• Translation of three documents on Eritrean history, anthropology, and scientific and social data is on track.</li> <li>• Upgraded the skills of 2 selected Eritrean technicians working under the Research and Documentation Center of PFDJ on audio recording and sound arrangement to enable them work as audio arrangers for different projects and programs.</li> <li>• A short animation clip on COVID-19 was produced and broadcasted on national TV (Eri-TV) to enhance public awareness about COVID-19.</li> <li>• The Training Center of the NCEW was strengthened through the provision of furniture, IT equipment, electrical equipment and tools, welding machines, and training manuals. This enabled the NCEW to provide trainings in Carpentry, Electricity, Welding, etc.</li> <li>• In partnership with UNDP, the NCEW placed handwashing stands in key public institutions and private enterprises aimed to support re-opening of businesses by ensuring workplace safety.</li> <li>• Time-consuming analogue system was replaced with a digital system and this brought significant changes in the way TV and Radio programmes are developed.</li> <li>• Time required to develop TV programmes has drastically declined (Roughly estimated at 30-40%)</li> <li>• According to project progress report, data collection and management capacity of the MoI has increased which enables it to develop targeted SDG awareness and advocacy programmes.</li> <li>• 2 volumes of research papers covering 11 thematic areas were published.</li> </ul>
Output 3.3. Selected institutions are able to mainstream, promote and report on international human rights treaties and obligations.	Capacity building project of the MoFA, NUEW, MoJ, and MoLSW	<ul style="list-style-type: none"> <li>• Support enabled the government to develop UPR implementation plan and establish a coordination structure. The Government of the State of Eritrea (GoSE) prepared and presented the 3rd Cycle UPR National Report (2014–2018) that focuses on the implementation of the 92 accepted in the 2nd cycle UPR Recommendation.</li> <li>• In accordance to the 3rd Cycle UPR Report, 80 recommendations (85.87%) are fully and 12 recommendations (14.13%) are partially implemented.</li> <li>• 5 staff of law enforcement institutions trained to enhance administration of justice</li> <li>• A Strategic Plan of the MoJ drafted</li> <li>• 260 (30% women) newly elected community court judges were trained on Eritrean laws.</li> <li>• Mekerka Training center rehabilitated,</li> <li>• TV programs on issues that are most relevant to the lives of community members developed and broadcasted on Eritrean TV</li> <li>• 46 MoJ staff with Bachelor of Law degree are attending an online LLM course and business leadership.</li> <li>• Training on administration of justice was provided to 70 (30% women) judges, prosecutors, lawyers, police and prison officials to strengthen UPR implementation</li> <li>• Manual-based court procedures are replaced by a more-efficient computer-based system which resulted in significant reduction of time required to deliver court services (E.g. power of attorney can now be obtained in less than 20 minutes).</li> </ul>

Output 3.4. Selected government institutions have enhanced capacity for efficient public procurement.	Procurement Capacity building project	<ul style="list-style-type: none"> <li>68 people were trained (in two rounds) for four days on Introductory Certificate in Public Procurement - CIPS Accredited Level 2.</li> </ul>
Output 3.5. Policies are in place and being implemented in support of women participation in decision-making	JP on Gender Equality	<ul style="list-style-type: none"> <li>Capacity of National Union of Eritrean Women (NUEW) enhanced to implement, report and monitor of the international conventions, regional treaties and protocols as evidenced by preparing the sixth CEDAW report, National Gender Action Plan for Security Council Resolution 1325, joint UN gender strategy and UN joint programme on gender equality and guidelines on CEDAW. 6th CEDAW report was prepared and submitted.</li> <li>29 ministry officials, gender focal points and NUEW staff attended a workshop on gender equality to enhance knowledge on international frameworks linked to gender equality.</li> <li>16 Days of Activism Against Gender-Based Violence campaign was conducted under the theme, "Orange the World: Generation Equality Stands against Rape!" from 25 November to 10 December.</li> <li>A gender sensitive strategy for the Ministry of Labour and Social Welfare prepared.</li> <li>NUEW established SDG5 sub-committee established to coordinate implementation process of the SDGs at regional levels.</li> <li>The NUEW was provided with a sanitary pad making machine, raw materials and training to increase production capacity from 15 to 300pads/min.</li> </ul>

### 3.3.2. Factors enhancing or hindering programme effectiveness

This section discusses the main factors faced by UNDP and Government partners which contributed or hindered programme effectiveness.

#### A) Factors enhancing programme effectiveness

1. Good coordination and collaboration between the various programme partners (UNDP, donors, government, CSOs, local communities and beneficiaries) contributed to enhanced programme delivery. For example, good working relations between the MoJ and Law School of Adi Keih College of Social Sciences facilitated the preparation of the strategic plan for the MoJ. Similarly, good coordination with the MoI enabled the MoJ to broadcast TV and radio programmes to enhance public awareness about Eritrean law. The success of the SLM was mainly due to the strong support the project enjoyed from Zoba Maekel Administration, MoA, MoLWE and UNDP.
2. The engagement of local communities in project implementation has contributed to improved programme effectiveness. It also inculcated a sense of ownership, which is an essential prerequisite for project sustainability. In certain projects (E.g. SGP and Anseba Adaptation Fund), local communities contributed in cash and/or kind, which enhanced project implementation and effectiveness. For instance, the SGP allocates a maximum of USD 50,000 per project and communities augment this

amount through labour and material contribution. Community contribution is usually at par with the budget allocated by SGP and this was the reason why communities were able to achieve so much with so little in implementing environment-related community-driven projects.

3. Active participation of the local administrations has enhanced programme/project implementation. For instances, the role of the Zoba Debub administration in the implementation of the Food Security Project particularly in facilitating the withdrawal of cash from bank and assigning experts to guide and supervise SWC activities was highly crucial.
4. UNDP's high level of flexibility which allows accommodation of emerging needs was cited as one of the factors enhancing programme effectiveness. Generally, UNDP enjoys strong support among senior management and project staff of IPs.

#### B) Factors hindering programme effectiveness

1. The decision of the Government to suspend implementation of all UN programmes from May 2018 to July 2019 (15 months) and for some specific projects up to July 2020 affected programme effectiveness. However, as the priorities of the Government generally remained the same, the suspension did not impact programme coherence and relevance. For the CSOs, the suspension continued until July 2020 (26 months) because the Government planned to harmonise the work of the CSOs to avoid duplication.

2. COVID-19 pandemic has affected programme implementation in two ways: (i) *Government offices were either closed or were operating with skeleton staff - as a result IPs were not able to implement UNDP programmes/projects according to signed AWP; and (ii) the strict lockdown imposed did not allow IPs to conduct field visits.*

Project activities which required involvement of international experts were highly affected by the pandemic (E.g. 10% of the trainings planned by the OAG for 2020 have not been conducted because the foreign trainers could not come to the country, and as a result, the budget was shifted to procurement of equipment<sup>43</sup>. Similarly, the Eritrean Diaspora Engagement Project has so far managed to bring only 25 Eritreans (6 are currently working), which is very low compared to the target (500). On the other hand, project activities such as automation of workflows, installation of improved IT systems and networks were less affected by the nationwide lockdown.

3. Lack of reliable data and information on indicators and baselines affected project planning, monitoring and review. Scarcity of reliable data disaggregated by gender and age has greatly affected monitoring and evaluation activities. The lack of baseline data for some of the outcomes and outputs (e.g. Ratio of public procurement expenditure using e-procurement compared to manual procurement) resulted in increased uncertainty for programme implementation, monitoring and evaluation. In addition, the link between outcome and outputs indicators is not always straight forward (E.g. output indicator 2.2. with the corresponding outcome indicators).
4. Time consuming Government procurement procedures, coupled with scarcity and high prices of goods in the local market made procurement challenging. The evaluation has come across multiple cases of programme/project implementation delays due to procurement challenges (E.g. procurement of goods required for establishing day care centre by OAG). Procurement of imported materials, which was necessary in view of unavailability of required

materials in the local market, required international bidding that was time consuming, and affected implementation (E.g. Solar power). The procurement process is generally assessed as slow, and is not flexible enough to accommodate the unique nature of certain projects.

5. Delays in decision making at all levels of Government in the preparation and approval of AWPs, money transfer, getting travel permits for field visits, etc. For example, Anseba Adaptation Fund, SLM, and SGP were some of the projects affected by delays in approving AWPs due to the lengthy decision-making processes. Transfer of money involves several intermediary institutions including MND, Bank of Eritrea, Commercial Bank of Eritrea HQ, and Commercial Bank Zoba Branch offices. This is one of the causes of delays in project implementation especially in the regions and calls for advance planning to ensure that project funds reach the Zoba account in good time to allow timely implementation of projects (E.g. delay in money transfer is one of the reasons that contributed to the extension of the duration of SLM project from 5 to 6 years).
6. Lack of clarity from GoSE on the rules of partner engagement, coupled with the absence of GoSE/ Partner coordination architecture and joint platforms for dialogue. This is further complicated by the Government's policy which requires all communication with IPs to be channelled through the MND.
7. Low level of interest in joint programming and lack of uniformity in the implementation of JP guidelines by participating UN Agencies affected programme management.

Other factors hindering Programme implementation include lack of transport, inadequate Government DSA/per diem, low quality of reporting, and delays in getting permit for field visits.

43. KII, Project Coordinator, OAG

### 3.4. Efficiency

This part of the report assesses programme efficiency in terms of economic use of resources, results-based management, partnerships, workflow, transfer of funds, and UNDP's project implementation support services.

#### Assessment

The total indicative budget of the current CPD is USD 143 million. UNDP earmarked ~USD 32 million of its core resources and planned to mobilize an additional USD 111 million from bilateral and multilateral funding agencies, including GEF and the EU. The indicative budget is assessed as too ambitious as it did not consider the low absorption capacity of the country. UNDP has so

far managed to mobilise ~USD 74 million<sup>44</sup> (52% of the indicative budget) from bilateral and multilateral donors for all its programme areas. The country office raised USD 2.31 for every USD 1.00 spent from its core resources, demonstrating a high leveraging capacity. Sustainable natural resource management, resilience to climate change and disasters programme component was the most successful (57.6% of the total resources mobilised) followed by Governance (38.0%) and Inclusive growth and livelihoods (4.4%). Clearly this reflects the fact that for UNDP's donors and government alike, the issues addressed by pillar 2 and 3 were the main priority. The inability of Pillar 1 to mobilise resources was partly due to the extended suspension of the programme interventions by the Government which was extended up to 2020 and low priority accorded by donors.

<sup>44</sup> UNDP has mobilised ~USD 74 million comprising ~USD 50.1 million mobilised during the current CPD (2017-2020) and the remaining ~USD 23.8 million is resource carried forward from the previous UNDP CPD (2013-2016).

Table 6: Indicative Budget and Resources Mobilised by Programme Area (USD)

Pillar	Indicative Budget		Resources Mobilized	
	Amount	Percentage	Amount	Percentage
Inclusive and Sustainable Development	32,983,000	23.1%	3,262,609	4.4%
Sustainable NRM, Resilience to Climate Change and Disasters	93,969,000	65.7%	45,565,271	57.6%
Governance	15,983,000	11.2%	28,087,566	38.0%
Total: Programme period	142,935,000	100%	73,915,446	100%

The programme has so far utilised USD 28.6 million (39%) of the total resources mobilised (USD 74 million). This is partly because two GEF projects with a total budget of ~USD 22.3 million have been stalled since 2017 due to the Government's decision to develop a new project implementation arrangement and additional ~USD 5.2 million was raised during the second half of 2020. Thus, UNDP and IPs need to redouble their efforts in the remaining period of the CPD to increase delivery and achieve improved results.

This will result in considerable disbursement in the final year of the programme which may impact programme efficiency and quality of outputs. UNDP prepares actual programme budget on annual basis based on the signed annual work plans. As shown in the table below, out of

the total actual budget of the programme allocated up to the end of 2020, the programme delivered ~USD 28.7 million leading to 91.5% delivery rate. Delivery rates range from 99% in 2017 to 85.7% in 2019. The project resources were spent well and fully utilised for the intended purpose and contributed in producing a set of key results under the three programme areas. Accountability of IPs is high and there is generally high trust in IPs. They follow standard accounting systems and procedures in implementing projects, and procurement is done by Red Sea Corporation (RSC). Projects were audited annually as per the OAI procedures and guidelines, and audit reports show that project funds were well managed and there was no misappropriation or abuse of project resources and no issues of leakages or poor administration of funds.

Table 7: CPD Actual Budget and Delivery by Programme Area for 2017-2020 (USD)

Programme Unit	Total Budget	Total Delivered	% Delivered
Inclusive and Sustainable Development	3,008,973	2,964,485	98.5%
Sustainable NRM, Resilience to Climate Change and Disasters	13,235,591	11,599,270	87.6%
Governance	15,107,111	14,131,095	93.5%
<b>Total: Programme period</b>	<b>31,351,675</b>	<b>28,694,850</b>	<b>91.5%</b>

In general, funds allocated for the projects were enough to implement all planned project activities and this is an indication of a sound project design system. The programmes/projects are mostly implemented using the national implementation modality (NIM), which means that the contribution of national partners in this achievement cannot be underestimated as the funds had to be channelled through existing partners' systems. The Government has been successful in fully integrating projects within Government structures. The establishment of an embedded project implementation unit (PIU) through staff secondment contributed to improved efficiency.

No national receives benefits from overseeing project activities, and no vehicles are bought. Programme resources are well utilised partly because IPs deploy their own in-house experts (e.g. MoJ, MOA, and NUEYS) to undertake project activities (e.g. training and developing guidelines and manuals). For example, projects have greatly benefited from the services of Government experts (Engineers) assigned to plan, guide and supervise soil and water conservation activities. Government's contribution to the programme was mainly in kind consisting of allocation of considerable staff hours and office facilities, equipment and materials. Quantifying these contributions may not be easy.

However, considering the magnitude and complexity of some of the projects/programmes implemented under the Programme, its contribution has not been insignificant. Government cash contribution (in local currency) to renewable energy stands at about 30% of the total project budget<sup>45</sup>. The process currently followed to prepare, approve and finance projects appears to be long, causing delays in implementation and affecting

45. KII, Project Coordinator, MoLWE

delivery of results. Consequently, signing of annual work plans generally delay, significantly affecting project implementation. All correspondences between UNDP and IPs go through the MND and this has contributed to delays in programme implementation.

### Results Based Management (RBM)

The Result-Based M&E system developed for the Programme was helpful in tracking progress towards achieving planned results. In general, UNDP has a good reporting standard which places emphasis on outcomes and outputs rather than activities. It has adequate financial monitoring system, which is normally conducted through quarterly progress reporting – Funding Authorization and Certificate of Expenditure (FACE) and narrative report. Project Implementation Report (PIR) and FACE are submitted by the IPs, through the MND, on quarterly basis.

However, most of these reports were activity-based and were weak in providing evidence on planned results. The RBM suffered from insufficient baseline data and targets. Some indicators lack baseline data (E.g. Per cent of women participating in local decision-making processes related to natural resources management), and others are not clearly defined (“number of new full-time equivalent jobs<sup>46</sup>”). It is difficult to measure progress of the output indicator: “Proportion of people living below the national poverty line, disaggregated rural/urban and gender” and this does not help much unless there is reliable data on the size of rural/urban poor.

This has affected programme monitoring and evaluation activities. At the CO level, UNDP carries out monitoring and evaluation activities through its PMSU/M&E Unit,

46. UNDP needs to define how “Full-time equivalent jobs” are calculated to ensure uniformity of interpretation among all stakeholders including national partners.

which is responsible for project progress reports, AWP, and delivery analysis. The Unit ascertains the timely transfer and proper utilization of resources. AWP have been instrumental in facilitating monitoring of project implementation by allowing yearly review of performance.

UNDP CO also prepares Result Oriented Annual Reports (ROARs) and Quarterly Progress Reports (QPRs) to give detailed information on the programme context, achievements, and factors affecting implementation. In addition, UNDP conducted mid-term reviews (MTRs) and terminal evaluations (TEs) of larger projects (e.g. GEF and SLM projects) to inform decision making, assess performance and report lessons.

But, this is low compared to the planned evaluations (seven evaluations were cancelled)<sup>47</sup>. Nevertheless, the consultant reviewed the MTR, TE and donor reports reviewed provided valuable information on programme progress, constraints and challenges, lessons learnt, etc. A number of instruments were developed for PMSU/M&E:

1. Micro-assessment and macro-assessment;
2. Project visits;
3. Spot checks;
4. Annual audit;
5. Evaluations' recommendations tracking template; and
6. On-line ATLAS quarterly update of risks and assumptions were rigorously followed.

UNDP has conducted consultation meetings with donors and periodical technical working group meetings. In addition to regular project visits by programme staff, UNDP officials visited project sites and conducted discussions with beneficiary communities. The field visits and meetings served as an important platform for assessing progress, identifying issues, addressing problems, sharing experience and reflecting on future courses of action. The major challenge for UNDP at the CO level is to fill the M&E gap in relation to the establishment and development of reliable and good quality baselines

47. 2017-2021 CPD Evaluation Plan

and harmonising indicators for SPCF/CPD outcomes and CPD outputs. UNDP has not conducted annual and mid-term reviews of the CPD as a programme which is a critical gap in the RBM. These reviews are useful for tracking progress, identifying challenges, proposing solutions, drawing lessons and taking corrective action.

UNDP needs to strengthen the M&E Unit at UNDP CO level by assigning a full-time staff responsible for, among others, establishing benchmarks on programme indicators, monitoring progress towards achieving programme outcomes and outputs, preparing annual reports, plan and implement annual and mid-term reviews and programme/project evaluations, compiling a consolidated programme report to prepare the ground for annual reviews, MTRs and TEs.

As per the SPCF, monitoring is the joint responsibility of executing agencies (MND) and the UNDP. It also states that, "The SPCF results are organized at the Outcome Group level, and co-chaired by UN Heads of Agencies and Director Generals of line Ministries. The Outcome Groups are aligned to nationally led systems and structures as appropriate for national ownership and to reduce transaction costs.<sup>48</sup> UNDP takes an active part in the SPCF M&E Working Group/Taskforce. The absence of the Government (the convenor) in this platform and in the SDGs coordination mechanism was a major challenge for programme implementation.

The establishment of inter-ministerial committee is crucial for effective implementation, monitoring and reporting on the SDGs. In addition, joint quarterly monitoring and progress review and joint annual reviews were not held regularly.

## Partnerships

UNDP partnerships were based on the following principles: alignment with Paris Declaration on Harmonization and Aid Effectiveness; Joint programming with other UN agencies; Building relationships with major donor partners – EU, Norway, Sweden, GEF; and most importantly partnership and working relationship with GoSE and its entities – national, regional, as well

48. The Strategic Partnership Cooperation Framework (SPCF) between the Government of the State of Eritrea and the United Nations 2017-2021, January 2017.

as CSOs. UNDP forged effective partnerships with all programme stakeholders namely central Government ministries, regional administrations, CSOs, beneficiaries and donors. At all these levels, UNDP is regarded as a credible and trusted partner, recognized for its flexibility and adaptability. Close cooperation was also established with sister UN agencies, but the joint programming approach envisaged under the SPCF was not fully realized due to the suspension of JPs and technical problems related to the difference in the implementation of JP guidelines between the UN Agencies. Other factors include competition for visibility and delays in delivering pledged resources (budget)<sup>49</sup>.

The UN Agencies participating in the CPD are UNDP, UNICEF, UNFPA, WHO, UN-OCHA, UNHCR, FAO, and ILO. The governments of Norway and Sweden, EU and GEF are also supporting the programme. The list of IPs includes MND/NSO, MoA, MoEM, MoLWE, MoJ, MoFA, Mol, NCHE, OAG, NUEW, NUEYS, and NCEW. An assessment of the existing partnerships is presented as follows.

### (i) Partnerships with Donors

As mentioned earlier, the donor base in Eritrea is small. In terms of the overall donor coordination and development dialogue in Eritrea, UNDP facilitated the creation of the Eritrean Development Partners Forum to improve the flow of information among development partners, Government agencies and civil society institutions. But by all accounts this forum did not work well largely due to non-participation of GoSE which constrained its effectiveness in terms of harmonising donor interventions, facilitating dialogue with Government on policy issues and how to improve development effectiveness.

UNDP-donor partnerships have been strong and effective as shown by the level of resources mobilised during the current period (USD 74 million). Apart from being a conduit for donor funds, UNDP is also seen as a very valuable and effective partner for information sharing and consultations. UNDP submits regular programme/project review and evaluation reports to donors (e.g. GEF and embassies) that also conduct their own missions, field visits, reviews and evaluations to monitor and assess programme/project progress. For example, GEF  
[49. Klls, Project Coordinators, UNDP Programme Staff; SLM TE and AF TE](#)

has conducted Country Portfolio Evaluation for Eritrea.

### (ii) Partnerships with other UN Agencies

The level of synergy and partnership among the UN Agencies is low though UNDP took initiatives to work closely with sister agencies through the creation of JPs on gender equality and data for development. Joint programming is meant to increase efficiency and effectiveness of programme/project implementation by harmonising interventions based on the principle of delivering as one (DaO). Almost all respondents within the UNSE concurred that Joint programming is an effective mechanism for facilitating coordination of programme implementation, information sharing, reducing transaction costs and avoiding duplication.

They also said that it relieves IPs from reporting to different UN Agencies. In practice, however, joint programming has proved quite a challenge. Only two projects - data for development and gender equity programmes- were implemented as joint programmes. AWP for these JPs were jointly prepared and there was initially reasonably good cooperation between the participating UN Agencies. However, joint meetings were not regular and joint monitoring was rare. The partnership and collaboration between agencies was mostly done on an ad hoc basis.

In line with its integrator role, UNDP coordinated UN agencies in conducting the two socio-economic impact assessments of COVID-19 and Eritrea Socio-economic Recovery Plan: Living with COVID-19. It has also taken other initiatives to develop joint programmes with other UN agencies.

### (iii) Partnerships with the Government, CSOs and Communities

UNDP has been most effective in its working relationship with GoSE line ministries. Without exception, all national partners have expressed very positive views regarding UNDP. The CSOs that UNDP cooperates with (NUEW, NUEYS and NCEW) were also all very positive. The central role of UNDP managers and staff in this relationship has been very important. The relationship is based on mutual respect, responding to priority needs, open dialogue/discussion, mentoring

and coaching, backed by an efficient delivery system. UNDP adopted the National Implementation Modality (NIM) for implementing projects under the CPD and this has greatly contributed to programme effectiveness, efficiency and sustainability. NIM has allowed IPs to take a central role in all phases of programme/project cycle from inception to evaluation, and this has enhanced programme responsiveness and implementation capacity of IPs. The focus of UNDP was mainly on programme/project planning, monitoring and evaluation, and quality assurance.

UNDP also provided the necessary technical support and guidance on project identification, implementation, monitoring and reporting. The technical support was highly crucial for most of these institutions. UNDP reaches local communities indirectly through the IPs. Reports show that communities were actively participating in project implementation activities by contributing labour and/or material.

Their participation is more apparent in soil and water conservation activities, construction of micro dams, distribution of agricultural inputs (e.g. small stock, poultry, seed, beehives, etc.), operations, maintenance, and management of infrastructure delivered by the programme. In addition to saving cost for the programme, community participation resulted in quick project delivery, improved sense of ownership, increased implementation capacity, and enhanced sustainability. Communities were capacitated through training in a number of areas including project planning and management, afforestation, crop production, animal husbandry, soil and water conservation, etc.

## Workflow

The CPD programme management process fitted well within the overall SPCF architecture for coordination. The Government counterpart is the MND. As per the CPD, the UNCT meets regularly to act as the overall policy coordination framework. Internally within UNDP, programme units met regularly to review progress. IPs do not contact UNDP directly though under exceptional circumstances they short circuit this process in dealing with urgent matters while keeping MND informed.

IPs appear to be conversant with the project preparation, implementation and reporting procedures of UNDP. As UNDP has been supporting IPs for a number of years (E.g. MoJ, MoA, MoEM, and MoLWE), most of them appear to have no major issues with these procedures. They are quite familiar with FACE, AWP, financial reporting, and other project implementation requirements of UNDP. However, project site visits require advance planning as getting travel permit takes time.

Hiring experts and consultants to support project implementation or evaluate projects was also challenging. In order to provide opportunity for interaction, build synergies between programmes and share lessons, UNDP needs to hold annual review/programming meetings with all partners and stakeholders including Government.

## Transfer of Funds to IPs

Generally, UNDP procedures are transparent and money transfer system is efficient. UNDP tried to enhance programme/project implementation through speedy transfer of cash to IPs. However, there have been some delays in the transfer of fund particularly to zobas mainly due to lengthy Government decision making process and slow banking process.

To avoid delays in project implementation, some of the IPs initiate projects using own resource and apply for reimbursement (E.g. Anseba Adaptation Fund borrowed USD 2 million from Anseba Regional Administration). Funds are transferred through the MND in accordance with the AWP which are prepared by the IPs and approved by UNDP. Upon signing AWP, IPs receive quarterly advance payments and are required to submit quarterly progress reports to get the second tranche. This procedure has its own challenges particularly with Zobas affected by delays in money transfer which affects project implementation. UNDP needs to address this by increasing the amount of advance payment to enable IPs undertake all or most of the activities planned for the first quarter of project period.

## Project Implementation Support Service (PISS)

The PISS together with the programme staff provide technical support and advice to IPs on project planning, monitoring and reporting. PISS provided good mentoring and coaching support to IPs to enhance programme/project implementation and reporting. In addition, UNDP provided training to project coordinators and accountants of IPs at SMAP Institute of Training and Education on project reporting. IPs have expressed satisfaction with UNDP's openness and readiness to support them to implement their projects.

PISS monitored project implementation and delivery of results through strong quality assurance system comprising programme/project visits, spot checks, and financial audits which are strictly followed. Macro-Assessment study was conducted for the first time in 2017 to look at the public financial management system of the country. UNDP conducted one programme visit and one spot check per IP during the current programme cycle. In addition, PISS has conducted one micro-assessment per IP (by an independent consultant) to assess the financial management system of prospective IPs.

The micro-assessment reports show that the risk levels of prospective IPs were generally low. The PISS provides FACE (on-the-job) training when the risk level increases. UNDP ensured that disbursement is done according to project budget.

### 3.5. Sustainability

The projects implemented under the three programme areas are relevant to national priorities. They were designed in consultation with the MND and relevant sector ministries and regional administrations and as such fit into the larger national plans and strategies (E.g. SLM is well aligned with the land use plan developed by the MoLWE). Community based projects (E.g. Food security) were selected by local administrations and communities with the technical support of the MoA (E.g. feasibility study, surveying and design).

As the programme interventions are responsive to national priorities (E.g. strengthening community courts, enhancing accountability, automation of court services), it is likely that they will be supported by the Government after UNDP funding ends. The PA MTR Report stated that, "Given the GoE's commitments to support proposed PAs even if they are not officially established yet, it is likely that the Government will continue to support them with at least minimal funding required to provide their protection."

Since the programme interventions (E.g. AF, SLM, SWC, afforestation, Food and Livelihood Security) were responsive to the needs of beneficiary communities, they have actively participated in the implementation of different project activities including labour and material contribution. Their active involvement in project activities including construction and maintenance of SWC structures, irrigation, livestock production (dairy, small ruminants, and poultry) contributed to improved efficiency in implementation and enhanced programme sustainability.

Labour and material contribution saved resources and enhanced communities' sense of ownership, which is an important prerequisite for project sustainability. Since the soil and water conservation structures and improved stoves were constructed with the involvement of the local communities with locally available materials, no major technical problem has so far been experienced by beneficiary communities in sustaining the interventions<sup>50</sup>. The strategy adopted by the programme (E.g. SLM and Anseba Adaptation Fund) to synchronise all partners and stakeholders (research, HAC, extension, MoLWE, MoLG, CSOs, communities, local administrators, etc.), and set up community structures (village committees comprising

1. Forest/closures;
2. Farm land; and
3. Water and irrigation) laid a good foundation for sustainability.

The development of community-based management systems for communal resources (farmland, water, forest) contributed to improved local governance systems, gender equity and greater social cohesion. The

<sup>50</sup>. KII, Project Coordinator, SLM, AF and MoA

development of an improved model for the management of forests/plantations (private woodlots) placed a strong emphasis on financial sustainability. Beneficiaries are generating income from the sale of wood products<sup>51</sup>.

The programme has enhanced capacity of local communities by supporting trainings in a range of areas including modern farming techniques, soil and water conservation, adaptation to and mitigation of environmental aberrations, etc. The organisation and capacity developed during the project implementation phase is expected to be used by beneficiary communities to operate, maintain and sustain systems and structures delivered by the programme.

The MoA on its part provides extension services to beneficiary communities to ensure sustainability of SWC structures and agricultural activities supported by the programme. At the national level, the programme strengthened the technical and institutional capacity of supported national institutions through the provision of training and ICT equipment to enable them to operate, upgrade, maintain, and sustain systems and services. Through this support, the programme created a critical minimum mass of institutional capacity to enhance sustainability of the programme benefits (new systems, equipment and soft wares, infrastructure) when external support ends.

The support provided to the training institutions of the NUEYS (4) and NCEW (1) will help in ensuring continuity of vocational skills training services. The national implementation modality adopted by the programme has been instrumental in building the capacity of IPs, which contributes to ensuring sustainability of benefits generated by the Programme. The participation of IPs in all phases of the project cycle contributed in gradually improving their capacity and sense of ownership, and this enhances sustainability.

IPs have greatly relied on local expertise and resources to implement programme interventions including development of computer programmes, provision of training, and renovation of training centres. This ensures continued cooperation with local service providers and suppliers, which is expected to

contribute to project sustainability. Some of the national partners have mobilised resources from donors to continue provision of services supported by UNDP. For instance, the NCEW has secured fund from Swiss Development Cooperation to continue provision of vocational skills training for the coming three years. The NUEYS and NCEW are considering introduction of cost recovery system by charging reasonable training fees to ensure sustainability of training activities.

The MoA has also secured funding from Africa Development Bank to upscale UNDP-supported SWC activities in surrounding areas. The solar energy project will be handed over to the Eritrean Electric Authority which has the human and institutional capacity to sustain the project. However, programme sustainability can be more enhanced by complementing UNDP's downstream activities by promoting a more enabling environment through approval of the draft policies and legislations produced through the UNDP supported projects (E.g. Protected Area).

### 3.6. Cross-cutting issues

#### Introduction

This section discusses the effectiveness of the programme in mainstreaming cross-cutting issues such as gender equality and human rights.

#### Assessment

The Eritrean Demographic and Health Survey of 2010 reported that women constituted 55% of Eritrea's population. Reproductive ill-health, early pregnancy and the effects of harmful traditional practices such as early marriages and gender-based violence are some of the challenges faced, especially by young girls. Women continue to suffer from economic disempowerment, and many find themselves in a livelihood hardship as a consequence.

Majority of women remain poor and marginalized and the few gains made need to be consolidated and sustained. There is a need for appropriate measures to be taken to improve the socio-economic situation of women in Eritrea. At a policy level (at macro-level), many legislative measures

<sup>51</sup> KII, Project Coordinator, SLM; ROAR

were taken (Land proclamation, FGM proclamation, CEDAW ratified, CRC) to promote gender equality. Eritrean law provides equal rights and opportunities for women and Eritrea has ratified CEDAW in 1995.

Many measures geared to enhance women's rights; opportunities and participation have been taken despite cultural barriers. Overall trend is positive but need for continuity. As indicated in the 6th CEDAW Report, women are underrepresented in high level decision making positions. In the executive body, women comprise 23.5% of Ministers, 26.1% of Director Generals, 10.6% of Directors and 35.4% of Unit heads.

Thus in line with the National Gender Action plan and SPCF outcome 7, UNDP sought to support the achievement of equal opportunities, rights, benefits and obligations for women through the promotion of gender equality, equity and empowerment. In particular, UNDP sought to assist in establishing the NUEW to mainstream gender into policies and strategies, raise awareness and advocacy, and empower women.

The focus of the CPD was to ensure that gender responsive issues are mainstreamed in all UNDP programme interventions, development plans and programmes, while at the same ensuring the achievement of equal opportunities, rights, benefits, and obligations for all women and girls in Eritrea. Gender mainstreaming is still a challenge partly because the planned activities were not implemented due to the decision made by the national partners to first assess the outcome of past activities before moving into new ministries.

The NUEW should engage the MND to conduct the planned assessment to evaluate the achievements of gender mainstreaming activities in selected line ministries. Women benefited from the different programme interventions including training. As a result of the various trainings provided by the programme, women have acquired new technical and managerial skills which improved their performance at national and local levels. However compared to men, women benefited less from capacity building interventions mainly due to:

1. Their low representation in leadership/high level decision making positions in the civil service; and
2. Lack of coherent and effective gender mainstreaming strategy. This calls for affirmative actions to ensure that women get fair representation in programme interventions.

For example, the MoJ has encouraged the participation of women in the ongoing master programme by relaxing the selection criteria namely the requirement on the number of service years. As a result, women comprised 26% of the trainees which is better than what was reported in the 6th CEDAW Report<sup>52</sup>.

The programme supported the MoJ to train 260 community court magistrates of which 30% are women who are equally participating in expanding coverage of court services and promoting equitable access to justice. This opens opportunities for them to assume greater role in the overall community development affairs including the management of common resources such as land, water, grazing areas and forest.

Further, the programme supported Arabic language training to ensure equal access to justice through the provision of translation services so that people are not excluded from court services due to language barriers and ensuring that they are served in their own language. Women played a more active role in the implementation of community-based projects. Through their involvement in community-driven projects in Zoba Maekel, Anseba and Debub, women have earned new income from CFW activities which helped them to meet immediate household needs such as food stuff, paying school fees, covering basic medical expense, and buying children's clothing<sup>53</sup>.

Women benefited from environmental interventions which addressed reduction of fuel wood consumption through the provision of fuel-saving stoves in households and provision of community solar-based household energy. The introduction of improved stove has a major impact on

52. During the reporting period, a total of 257 scholarships were granted to graduate assistants and other faculty members of the higher learning institutions for Masters studies with a low female representation of about 8.5%. Furthermore, there were only 3 PHD candidates out of a total of 45

53. KII, Project Coordinator, NUEW and MoA; SGP Programme Staff; Progress Report.

women's lives. Wood consumption is minimal compared to the traditional stove (mogogo), giving women multiple benefits. First, it is confirmed that the stove saves 50 to 80% wood consumption and this has significant effect on environmental protection and restoration.

Second, women, after acquiring the skill on how to build the improved stove, can use their newly acquired skill to earn new income. More important is the energy and time they save that they would otherwise spend to fetch wood, impacting on their health status. In all livelihood security interventions, female-headed and resource-poor households were priority targets.

The UNDP Gender Marker tool rates the gender responsiveness of projects at activity level on a scale from zero to three. Almost all programme projects were rated "Two" meaning project activities contribute in some way to gender equality, but not significantly. However, UNDP has not consistently applied gender analysis in the preparation of project documents. GEF's Small Grant Programme developed a template to ensure that all supported projects are designed and implemented in a gender-responsive manner. But most importantly, the NUEW is the intermediary organisation. As a result, the participation of women in project activities was high (~90%).

## 4. Lessons Learnt

The evaluation offers the following lessons based on the preceding analysis and findings.

1. Adoption of appropriate, community-driven, and home-grown solutions was key to project success. This was achieved through a consultative and participatory process involving all key stakeholders including local communities. Local communities should be at the center of the whole exercise with experts providing technical guidance and support including training and advice to enhance the success of community-driven projects.
2. Appropriate project management structure enhances project implementation and promotes improved communication. This can be achieved by forming lean project management committees/project technical committees comprising staff of ministries and regions with strong mandate.
3. The programme has demonstrated that multifaceted challenges and problems require adaptation of a holistic and integrated approach to programme/project implementation. For example, the SLM project was developed to address various problems (e.g. land degradation, deforestation, low rainfall, and poor farming practices) through the implementation of a range of integrated interventions including providing long-term land ownership, promotion of improved agricultural practices, provision of agricultural inputs, and introduction of private woodlots.
4. Community participation throughout the programme cycle is key prerequisite for sustainability. Community participation creates sense of responsibility and ownership, ensures equity, creates checks and balances, and enhances preparedness to share costs.
5. Creating linkages with academic and research institutions is critical for project efficiency, effectiveness and sustainability. For example, Anseba Adaptation Fund Project has greatly benefited from Hamelmalo Agricultural College support. This has allowed the project to access the training and advisory services of the teaching staff at a minimum cost. The college has also assigned a dedicated staff to manage the metrological station which enhances sustainability of the intervention.
6. Participatory approaches ensure buying in the commitment of partners and stakeholders, and create a strong sense of ownership. The participation of Zoba administrations and community representatives in identifying and prioritising project beneficiaries ensures that the most disadvantaged households like women-headed households, poor women, orphans, PWD, and People living with HIV/AIDS get assistance first.
7. Transitioning from humanitarian situation to developmental state is a complicated process and requires a combination of emergency/recovery and development interventions which fits well with the humanitarian-development nexus.

## 5. Conclusion and Recommendations

### 5.1. Conclusion

UNDP support has addressed the most critical national priorities in all the three pillars namely:

1. Inclusive growth and livelihoods through employment promotion and vocational skills development;
2. Sustainable natural resource management, and resilience to climate change and disasters; and
3. Capacity building focused on human and institutional capacity development of key public institutions dealing with national data, planning and policy, regulations, laws, accountability, human rights, and women empowerment.

These programme components are well aligned with the national development objectives and international development frameworks. They are also responsive to the needs of the beneficiary communities. However, the focus of the CPD has gradually shifted more towards downstream interventions and many of the policies and legislations developed by the programme are yet to be approved by the Government.

The programme achievement with respect to SSC/TC was limited and its main focus was on a study tours to a few countries in the south. The absence of a national SST/TC policy and strategy and a follow up mechanism within the national partners to assess its relevance to the national and sectoral context were assessed as the main challenges affecting SSC/TC initiatives of the programme.

The programme interventions are compatible with the interventions of the Government and other development actors including UN Agencies and donors (GEF, EU). The interventions under three programme areas complement each other well, but they should be consolidated for greater synergy. Programme coherence is affected by the absence of the Government from coordination platforms such as Eritrean Development partners' Forum and Technical Working Groups.

Overall, the CPD has produced a set of results in all programme areas. It achieved more under Environment and Capacity Development components (programme areas) compared to Inclusive Growth and Livelihoods component. Under environment, UNDP support contributed to reduced land degradation, soil erosion, moisture stress, loss of biodiversity, deforestation, and greenhouse gas emissions in targeted areas.

Through the implementation of soil and water conservation, underground water was enriched in project areas, encouraging supported farmers to engage in small-scale irrigation activities to produce horticultural crops in downstream areas both for household consumption and sell the small amount of surplus produced to the local market. As a result, household food availability and income increased.

The capacity of the institutions supported for environmental protection and sustainable development has been strengthened through various outputs. The programme combined humanitarian assistance with development and many of its interventions like soil and water conservation (CFW), micro dams, agricultural support, skills training, income generation/diversification, etc. contributed to bridging the gap between emergency and development.

The programme succeeded in strengthening the technical and managerial capacities of selected public institutions for improved public service delivery to meet the needs of the population in general and vulnerable groups in particular and for the attainment of the international commitments. Programme effectiveness is affected mainly by the Government's suspension of programme implementation, the national lockdown imposed due to the COVID-19 pandemic, delays in initiating implementation of stalled projects (GEF), absence of appropriate information sharing mechanism/platform to facilitate dissemination of knowledge generated by the programme, the lack of needs assessment and project implementation arrangements, and delays in procurement, approval of AWP's and transfer of funds particularly to Zobas.

Lack of a tracer study to determine the employment status of vocational skills graduates and the absence of a standardisation and accreditation system have also affected programme effectiveness. The evaluation concluded that the indicative budget (USD 143 million) of the CPD was too ambitious and as it did not fully reflect the national context including the low absorption capacity of national partners. UNDP has utilised 39% of the mobilised resources (~USD 74 million) and 91.5% of allocated budget (2017-2020).

Programme delivery was affected mainly due to the suspension of the implementation all UN projects, COVID-19, the procrastination of the implementation of three approved projects, and the slow implementation of the PA and Eritrean Diaspora Projects. Project resources were spent well and fully utilised for the intended purpose, and helped in generating a set of results under the three programme areas. Monitoring and evaluation was largely satisfactory although there were issues related to the quality of reporting by most IPs, absence of a well-established M&E unit within the MND, low level of support from the M&E unit of the MND to IPs, absence of national M&E system sufficiently linked to SDG indicators, and gaps in undertaking planned evaluations by the CO. Level of JP was generally low.

The adoption of the national implementation modality has enhanced project/programme effectiveness and efficiency. UNDP established sound partnership with all partners (central ministries, regional administrations, associations and donors). All national IPs are satisfied with UNDP partnership. The collaboration between UNDP and other UN Agencies has generally been good, though there is still a need for improving joint programming. The involvement and commitment of communities and partners at all levels was critical for success and ownership.

Flexible adjustments and timely responses, based on emerging situation and issues, were applied and this greatly improved implementation. The programme interventions are at different stages of implementation. Some are completed, some are under implementation while others are stalled. Overall, the programme has adopted nationally-driven project implementation approaches which enhance sustainability of interventions. Factors which contributed to programme sustainability

include the design and implementation of projects that are well aligned with national priorities and international frameworks, and responsive to the needs of beneficiary communities; adoption of national implementation modality; consultative approach followed to promote new systems and practices aligned with national and local context; active participation of various stakeholders contributing technical experts, resources, labour and materials; building capacity of local communities; active participation of local communities, and engagement of local experts in project implementation.

The lack of exit strategy in almost all project documents is assessed as a critical gap in relation to sustainability. The programme has contributed to enhanced gender equity through the implementation of various interventions which enabled women beneficiaries to:

1. Improve their skills to perform and compete better;
2. Engage in diversified livelihood activities;
3. Earn new income from their participation in CFW activities;
4. Assume increased roles in community courts and village development committees; and
5. Secure equal right to land; and
6. Benefit from solar power and improved stove which eased their household burden.

However, delays in implementing gender mainstreaming and the lack of consistent application of gender analysis during project preparation constrained programme achievement. With respect to human rights, the programme contributed to continued engagement of the Government in the UPR process, improved capacity of law enforcement agencies human rights, improved access of the population to services of supported public institutions, and brought court services closer to the rural population by strengthening community courts.

However, UNDP has not been systematic in capturing human rights achievements in its reporting templates including ROAR. Overall, programme implementation has not been smooth mainly due to the suspension of projects and the COVID-19 pandemic. The evaluation indicated the needs and gaps that still exist within the focal programme areas (three pillars) in which UNDP has a comparative advantage.

UNDP needs to align the new CPD with the priorities of the Government. Other factors to be considered in developing the new CPD include comparative advantages of UNDP; potential impact of the proposed programme areas; and resource mobilisation potential. However, delays observed in project implementation and low resource absorption capacity during the current cycle are likely to impact UNDP's resource mobilisation potential. GEF has been the major source of funding for environmental projects and this needs to be diversified to mitigate risks associated with resource mobilisation.

## 5.2. Recommendations

Despite the progress made in delivering programme results during the current cycle, there are still gaps that need to be addressed in the new programme cycle. Programme implementation has not been smooth mainly due to the suspension of all UN programmes by the Government and the pandemic (COVID-19) effectively reducing programme period by almost two years.

The evaluation has indicated the needs and gaps that still exist within the focal programme areas in which UNDP has a comparative advantage (three pillars), which are well aligned with the national needs and priorities as articulated in national development policies and strategies. The new CPD should have to be developed based on the following considerations:

1. Relevance to national priorities: agriculture, health, education, WASH, and capacity building;
2. Relevance to international commitments such as SDGs, UNDP SP, and other obligations;
3. Coherence: compatibility with programmes of other international development actors including UN

Agencies and donors. Donors in Eritrea prioritise agriculture, youth and women empowerment, environment (e.g. NRM, renewable energy, and climate change), governance/economic governance, capacity development, and human rights.

4. Comparative advantage of UNDP such as poverty reduction/job creation, environment, renewable energy, and governance.
5. Potential impact of the programme area to generate significant results at national and household levels in particular on vulnerable groups such as WHHs, poor women, orphans, PWD, People living with HIV/AIDS, etc; and
6. Resource mobilisation potential from traditional donors (GEF, EU, Norway, and Sweden) and emerging donors (E.g. Gulf countries).

To better align itself with the new trajectory, UNDP CO indicated its intentions for the new programme cycle as follows:

“

*The CO will prioritise capacity support to Government as it rolls out its new development trajectory, and this will include support to strategic thinking, analytic work, development planning and leveraging of support from across a range of partners. The CO also wanted to use this opportunity to pilot signature solutions while also consolidating its new integrator role. Other priorities will include the strengthening of partner M&E, programme implementation and coordination capacities. The CO will strengthen internal capacities to mobilize resources, including communications and knowledge management skills and enhance support to UN DaO initiatives. A key requirement in this regard is improved internet connectivity for business processes*

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Based on the analysis and findings of the terminal evaluation, the following recommendations are forwarded.

1. UNDP should address fragmentation and spread of interventions in the new programme cycle through the formulation of consolidated projects to ensure synergy and generate greater impact. For example, the national capacity development outcome could have been designed as one major programme with one outcome and several related projects and their outputs rather than the many individual projects.
2. UNDP should advocate and support development of national SSC/TC policy and strategy to serve as a basis for planning programme/project level SSC/TC initiatives. It should also support the development of a follow up system to ensure implementation of lessons learned or utilisation of knowhow and skill acquired through SSC/TC initiatives.
3. UNDP should strengthen the M&E capacity of the MND and IPs to improve programme planning, implementation, monitoring/reporting and evaluation. Support the MND to develop a national M&E framework sufficiently linked to Agenda 2030 indicators. To facilitate this, UNDP needs to propose a functional review of the M&E Unit to the MND and, if requested, of the whole Ministry. This may be followed by capacity needs assessment aimed to prepare capacity development plan. Strengthen the project implementation capacity of IPs through training and development of a simplified project implementation manual to serve as a guide for project coordinators and accountants. To enhance provision of M&E support to national partners, UNDP needs to strengthen its M&E unit by assigning a full-time staff responsible for all M&E activities. The CO needs to undertake all planned evaluations.
4. UNDP should strengthen programme coherence through enhanced engagement with Government. This is crucial for improving coordination with IPs and can be accomplished through the strengthening of the EDPF and TWGs by securing Government representation to guide and coordinate joint planning, implementation, monitoring and evaluation.
5. In line with its integrator role, UNDP should have to take leadership in joint programming. It should strengthen joint programming by enhancing coordination in programme planning and implementation, ensuring timely delivery of pledged resources (budget), and encouraging collaboration between the participating UN agencies.
6. UNDP should have to support the establishment of an appropriate mechanism/platform to facilitate information sharing between line ministries, the private sector, institutes of higher education, civil societies and other stakeholders for maximum use of knowledge and information generated by the programme/projects.
7. UNDP should have to enhance programme effectiveness by securing Government approval for the implementation of stalled projects. Engage in dialogue with approving authorities to speed up approval and implementation of policies legislations and guidelines generated by programme/projects.
8. UNDP should support the NUEYS to conduct a tracer study to determine the employment status of vocational skills training graduates. It also needs to support the Ministry of Education (MoE) to develop a system for standardisation of vocational skills training courses and accreditation of certificates, which are critical for youth employment.
9. To enhance implementation of the Eritrean Volunteers Diaspora Project, UNDP should have to engage the MND to undertake a systematic and comprehensive needs assessment study through the involvement of prospective public institutions to identify their capacity gaps and Eritrean embassies abroad to populate the roster of Eritrean experts in the Diaspora. Concurrently, the MND should be supported to revamp the project implementation arrangement in consultation with relevant national institutions. This will involve the deployment of dedicated staff and preparation of project implementation manual.

10. UNDP should have to be realistic in setting the indicative budget for the next programme cycle. UNDP should have to diversify its funding sources to minimise risks associated with resource mobilisation.
11. To enhance effectiveness of NIM, UNDP needs to strengthen the partnership with IPs through greater capacity building support and enhanced engagement with government, particularly MND. UNDP should continue its capacity building support to strengthen national partners at all levels to enhance programme sustainability. Although beneficiaries have acquired crucial livelihood skills as a result of their participation in the various project activities, they still need further trainings in improved NRM and agricultural practices (E.g. farming, animal husbandry, afforestation, etc.) for enhancing the sustainability of systems, structures and services provided by the programme. UNDP should have to make exit strategy as a requirement for project approval and should be part of the standard project preparation template.
12. UNDP should engage Government for the continuation/expansion of gender mainstreaming in current/new sector ministries to enable them introduce appropriate mechanisms such as gender-sensitive planning and developing gender mainstreaming guidelines. Support women advancement through the provision of leadership training support (E.g. policy and strategy formulation, planning and budgeting, communication, mediation) to aspiring/talented young women to groom them for leadership/decision making positions. To benefit as many women as possible, UNDP should mobilise resources to establish a leadership institute. Ensure consistent application of gender across all programme interventions to ensure equitable participation of men and women in project activities and benefits. With respect to human rights, UNDP needs to modify reporting templates (E.g. ROAR) to capture HR results.

## Annex I: Potential Areas of Interventions for the New Programme Cycle

From the evaluation findings and lessons learnt as well as emerging needs and priorities, the following needs are identified for possible UNDP engagement with the GoSE in the new programme cycle. These are:

Potential Areas of Collaboration	Possible Interventions	Objective/Rationale
National capacity development	Capacity Building support to the MND	To support national planning and policy development (e.g. National Development Plan, national and sectoral policies and strategies)
	Support to build research capacity of the country	To strengthen national planning and policy development functions through development-oriented research activities covering a wide range of socio-economic issues such as governance, natural resources (marine, water, land, forestry and wildlife), energy, climate change and environment, etc. Assist Eritrea's transition by identifying strategic economic sectors, conducting policy mapping and supporting the review of its commercial law, investment code, tax law, labour law, etc. to promote investment. Support research activities on cross border initiatives within the countries of the Horn of Africa.
	Capacity Development support to NSO	<ul style="list-style-type: none"> <li>To address the national data gap (e.g. EPHS, CRVS, Labour Survey) but needs to be re-organized to address the needs of other partners to cover areas such as nutrition and food security. This needs to be implemented in partnership with relevant UN Agencies (E.g. UNFPA, UNICEF, UNAIDS, and WHO).</li> <li>Support national efforts to establish a robust national statistics system (NSS) that collects, analyses and produces timely, accurate, reliable disaggregated data for evidence-based planning, decision making, implementation and monitoring. In the short term, the project intends to support the GoSE's efforts in gathering, producing and disseminating disaggregated data on key economic indicators related to national accounts, and other key macroeconomic statistics.</li> </ul>
	Capacity Development support to MoJ	To address backlogs and enhance capacity to improve access to justice and strengthen capacity of law enforcement agencies
	Capacity Development support to Mol	It is one of the strategic ministries for raising awareness of the society on a wide range of issues including SDGs.
	Capacity Development support to MoFA	To implement UPR recommendations & engage with HR Commission.
	Capacity Development support to NUEW	To promote women empowerment
	Capacity Development support to OAG	<ul style="list-style-type: none"> <li>OAG is a strategic institution for improving accountability and combating corruption.</li> <li>Support to undertake environmental audit, IT audit, investigative audit and gender audit.</li> </ul>
Inclusive growth and livelihoods	Post-COVID -19 Recovery programme	To support vulnerable groups impacted by COVID-19 to help them re-establish their livelihoods in alignment with humanitarian-development nexus
	Youth employment	To provide youth vocational skills and microcredit services to help create employment/self-employment opportunities.
	Innovation	To bring innovative ideas and translate them into marketable products (Mobile money, new banking system)
Sustainable NRM, and enhancing resilience to climate change and DRM	Food security	<ul style="list-style-type: none"> <li>To update policy frame on poverty reduction and food security</li> <li>To secure livelihoods of disaster-affected people through the promotion of investments in interventions that provide opportunities for the diversification of HH income and sustainable management of resources and access to micro-finance.</li> <li>Develop strategy that smoothly phases recovery supports into development interventions</li> <li>To improve livelihoods through distribution of small ruminants, poultry, beehives and seeds</li> <li>The various interventions should provide training to build capacity at community level.</li> </ul>
	Environment and Climate Change	<p>Given the limited national capacity on environmental issues, technical assistance will be required in the following areas:</p> <ul style="list-style-type: none"> <li>Formulation/design of environment and climate change projects including preparation of replication/exit strategies, suitability and standardisation of equipment, resource assessments and even in the organization, consolidation, management, analysis and utilization of collected data (e.g. coastal, marine, and island biodiversity data);</li> <li>Development of environmental policy, institutional and legal frameworks;</li> <li>Establish environmental information management system aimed to develop the scientific and technical capacity required to provide a more complete assessment of the dynamic state of the Eritrean environment and to monitor key environmental parameters by the establishment of an EIS network in Eritrea with regional and global linkages;</li> <li>Support replication of SLM project.</li> </ul>
	Climate change- Adaptation and mitigation programmes/projects	<p>Support climate change adaptation and mitigation programmes/projects to address the growing concerns resulting from recurrent drought, flood, rainfall variability both in amount and distribution, sea level rise, etc. So far, Eritrea has been implementing environmental adaptation projects focusing on climate smart agriculture, afforestation, SWC, etc. Focus on the five priority areas identified by the National Adaptation Plan:</p> <ul style="list-style-type: none"> <li>Breeding of drought and disease tolerant crops</li> <li>Introducing community-based pilot rangeland improvement and management in selected agro-ecological areas in the eastern and north-western lowlands rangelands</li> <li>Introducing community-based pilot projects to intensify existing production models, area and species in eastern and north-western lowlands selecting suitable sheep and goa breeds;</li> </ul>

		<ul style="list-style-type: none"> <li>• Encourage afforestation and agro-forestry through community forestry initiative;</li> <li>• Ground water recharge for irrigation wells</li> </ul> <p>In addition, support national efforts to promote and expand environmental mitigation interventions (E.g. introduction of energy-efficient technologies, fuel-efficient stove, solar driven generators, wind energy, and sustainable biomass production).</p>
	Biodiversity conservation	<p>To support national efforts aimed to reduce and eventually halt biodiversity losses and improve the current state of ecosystems and ensure sustainable use. This involves :</p> <ul style="list-style-type: none"> <li>• Addressing the underlying causes of biodiversity loss by mainstreaming biodiversity across government and society;</li> <li>• Reducing the direct pressures on biodiversity and promote sustainable use</li> <li>• Improving the status of biodiversity by safeguarding ecosystems, species and genetic diversity</li> <li>• Enhancing the benefits to all from biodiversity and ecosystem services.</li> <li>• Enhancing implementation through participatory planning, knowledge management and capacity building</li> </ul> <p>UNDP needs to select areas of interventions from among the above national goals depending on availability of resources.</p>
	Combat desertification	<p>Support national efforts to combat desertification focusing on the five pillars of the National Action Plan namely:</p> <ul style="list-style-type: none"> <li>• Improving knowledge;</li> <li>• Empowering people and institutions;</li> <li>• Addressing the concerns of vulnerable groups (women and pastoralists);</li> <li>• Reducing poverty through income-generation; and</li> <li>• Arresting land degradation and controlling desertification</li> </ul>
	Transboundary water resources	<p>Support research activities on transboundary waters for:</p> <ul style="list-style-type: none"> <li>• The development and enforcement of national policy, legislative and institutional reforms as well as demonstrating innovative measures/approaches to water quantity and quality concerns;</li> <li>• Creating an enabling environment for adopting Integrated Water Resources Management (IWRM) plans and policies per sustainable development targets;</li> <li>• Foundational capacity building and target research needs for joint, ecosystem-based management of transboundary water systems.</li> </ul>
	Food and nutrition security project	To enhance resilience of vulnerable communities combat drought and locust.
	DRM	DRM focusing on drought and locust including early warning, forecasting, tracing, sharing information about regional locust movement, control, mitigate impact of drought and locust, and capacity development.

## Annex II: Terms of Reference

### Terms of Reference (TOR) for the terminal evaluation of the 2017-2021 Country Programme Document (CPD) of UNDP Eritrea

1. Assignment Information	
Title	Terminal evaluation of the UNDP Country Programme for Eritrea (2017-2021)
Purpose	This Term of Reference (TOR) is designed to guide the evaluation of the 2017-2021 Country Programme Document (CPD) of UNDP Eritrea
Location/Country	Asmara, Eritrea (Given the ongoing COVID 19 pandemic and travel restrictions that are in place, the consultant may be required to conduct many of the evaluation activities remotely using electronic conferencing means. However, travel costs can tentatively be included into the financial proposal so that travel to Debub, Anseba, Gash Barka and Northern Red Sea can be done if/when restrictions are lifted)
Region	Africa
Application categories	An individual national consultant to undertake the evaluation of the CPD
Duration	Start date: October 1, 2020 Complete date: No later than January 15, 2021

## 2. Introduction - Eritrea



Eritrea was liberated in 1991 after 30 years of war and got its full independence through an internationally sponsored referendum in 1993. Eritrea is a developing country with an estimated population of 3.75 million people<sup>54</sup>. Eritrea is prone to natural disaster such as drought, earthquakes, volcanic eruptions, etc. Drought is the most common hazard affecting large areas particularly the Arid and Semi-Arid Lands that cover an important part of the country's landscape and hosts approximately 30% of the population and more than 60% of livestock population.

54. Strategic Partnership Cooperation Framework (SPCF) 2017-21

Over the years, drought has continued to damage key livelihood activities including agriculture, livestock, water and natural resources, biodiversity among others often triggering acute food insecurity, conflict over resources and placing a heavy strain on both the local and national economy. Further, most households affected by fragile livelihoods are female-headed households and social cohesion engagement would foster women's capacity and community dispute resolution mechanisms.

Capacities in disaster risk management, early warning systems, and integration of climate risk in development and agricultural planning all need strengthening. Most Eritreans, especially rural poor, rely on natural resources for livelihoods and basic needs. It has inherited a backward and war-torn economy. To jump-start the economy, the new Government of the State of Eritrea (GoSE) concentrated on rebuilding its war-ravaged economy and establishing the legal, social and economic institutions required for achieving rapid socio-economic development.

It pursued policies and strategies and investments to promote rapid, widely shared economic growth by creating an enabling environment and investment in infrastructure and the social sectors. The country enjoyed seven years of stabilization, reconstruction and development, before the onset of a border war with Ethiopia in 1998. The hostilities ended in 2000 and a UN Eritrea-Ethiopia Boundary Commission (EEBC) ruled in favour of Eritrea in 2002, but the border zone remained

militarized. UN Security Council sanctions were imposed in 2009 and reinforced in 2011. Eritrea remained in a state of mobilization for almost two decades under transitional political arrangements focused on national security with a suspension of traditional checks and balances.

Furthermore, the border war with the neighbouring country has adversely affected the socio-economic infrastructures and gains attained during the first few years of independence (1991-1998). The economic growth and development of the country is also constrained by external factors, such as the United Nations sanctions, which the GoSE believes are unjustified. Young Eritreans are particularly affected by the lack of economic/employment opportunities. The lack of meaningful human resource development opportunities is critically affecting the youth and the general population to live a decent life and to contribute to the socioeconomic development of the country.

In 2015, UNDP supported preparations for the Universal Periodic Review, the development of an implementation plan and the establishment of a coordination structure. These are important anchors to advance human rights. UNDP will advocate for continued participation of the Government in the Universal Periodic Review and assist in implementing the 92 accepted recommendations. UNDP will continue supporting the Government to mainstream human rights and enhance engagement with the international community, such as with OHCHR.

In 2016, the GoSE and the United Nations embraced the sustainable development goals (SDGs). The transition from eight millennium development goals (MDGs) to 17 SDGs came as an ambitious challenge that Eritrea embarked upon from 2016 while concluding the Strategic Partnership Cooperation Framework (SPCF) 2013 – 2016. The Government is committed to build on the achievements made in the health-related Millennium Development Goals (MDGs 4, 5, and 6) on child and maternal health and HIV/AIDS and malaria while acknowledging the further effort required to sustain these gains and to cover other targets of the SDGs, including education and eradicating poverty. Recurrent drought remains the main hazard facing Eritrea, while slower economic growth and the residual effects of war are additional underlying factors that

perpetuate the vulnerability of approximately two thirds of the population. The limited foreign and private sector investment (especially in the non-mining sector), the low aid inflows, and now the COVID19 pandemic have been critical constraints to Eritrea's economic performance.

The Government and the UN launched another four-year Strategic Partnership Cooperation Framework (SPCF) on 1 December 2016. It forms the basis of UN work in the country covering a period of four years (2017 – 2021) and requests indicative budget of about USD 327 million. The current CPD 2017-2021 is aligned with the SPCF and 2030 Agenda for Sustainable Development and the African Union Agenda 2063. Both CPD and SPCF will come to the end in 2021.

This evaluation of the CPD is commissioned to generate evidence and knowledge about the ongoing programme and help to guide UNDP's programming in the future. The evaluation will assist UNDP and national partners to learn from past experience and better understand what types of development support work well, not work well, and in what context. The evaluation results will be used to inform the decision-making, course correction and development of the new CPD in 2021.

The primary audiences of this evaluation are national and subnational government institutions, UNDP Executive Board, UNDP, the UN Country Team, donors and development stakeholders. Secondary audiences are, but not limited to, academia, researchers, civil-society organizations and communities. In mid-2018, Ethiopia accepted the EEBC decision and signed a peace treaty with Eritrea. After the historic peace accord with Ethiopia, Eritrea started to normalize relations with neighbouring countries.

In November 2018, the UN Security Council lifted its sanctions on Eritrea. Some progress in socio-economic development was starting to take place. However, the COVID-19 pandemic is slowing down some of these gains and initiatives in pipeline.

### 3. UNDP's Current Programme

The Country Programme Document (CPD)<sup>55</sup> for Eritrea (2017-2021) was formally adopted by the Executive Board in September 2016, signalling the formal start of a new programme cycle. The CPD is anchored on three major programme pillars and outcomes, namely:

#### i) "Inclusive Growth and Livelihoods"

CPD Outcome 1/SPCF Outcome 7: By 2021, women, men, children and youth, including vulnerable groups and refugees, have improved gender equitable opportunities to participate in economic, political, cultural and social development,

#### ii) "Sustainable Natural Resource Management, Resilience to Climate Change and Disasters"

CPD Outcome 2/SPCF Outcome 4: By 2021, environmental and natural resources management is gender responsive, and sustainable, negating the impacts of ecosystem degradation, climate change, and strengthening community resilience to disasters

#### iii) "Accountable Institutions, Public Administration and Service Delivery"

CPD Outcome 3/SPCF Outcome 5: By 2021, the population, including vulnerable groups, benefit from evidenced based planning and policy; accountable public institutions and systems that ensure human rights and equitable public service delivery

### Objective of the CPD

The overarching objective of this country programme is to promote a more inclusive economy and society benefiting from shared and sustainable economic growth, thereby breaking the cycle of persistent poverty and vulnerabilities to shocks. The developmental pathways that lead to this objective include one of inclusive growth policies (mid- to long-term), combined with simultaneous investments in livelihoods for at-risk populations, especially in the Red Sea coastal areas (immediate term).

<sup>55</sup> Country Programme Document (CPD) for Eritrea (2017-2021)

Due to the high reliance of the population on natural resources, this growth path has to be accompanied by investments in sustainable natural resource management and disaster risk management to build resilience. Furthermore, it will be underpinned by a development pathway focused on public sector strengthening that will promote international engagement, strengthening community participation in policy formulation and project implementation and improving service delivery.

The programmatic strategy is dependent on interlinkages between the three pillars of the programme. For example, dependence on subsistence farming will be mitigated through diversification of the economy and vocational training, leading to more differentiated livelihoods, especially for youth who lack opportunities outside the agriculture sector. At the same time, since agriculture will remain one of the main sources of livelihoods for the foreseeable future, especially for about 70 per cent of women and children who reside in rural areas, it is critical to invest in sustainable natural resource management to ensure resiliency and to safeguard these assets.

As per the lessons from the independent GEF evaluation, such efforts will be underpinned by public sector capacity development and increased community participation in natural resource management. The strategy is expected to prioritize enablers for successful implementation of programmatic interventions, which are mainly augmenting the capacity of the National Statistics Office (data), Auditor General's Office (accountability) and the National Procurement Office of the Red Sea Corporation (implementation). Increasing engagement with the international community would be important to raise additional resources for development and reintegrating of Eritrea in regional fora.

The focus areas are in line with the priorities of the National Indicative Development Plan (NIDP, 2014-2018) and anchored in the United Nations-Government SPCF II for 2017-2021. As per the results and resources framework, development partner priorities have informed the programmatic approach and positioning. The programme is expected to support Eritrea in the implementation of Agenda 2030, the African Union Agenda 2063 and the roadmap for the Istanbul Plan of Action for Least Developed Countries. Policy interventions will be applied

for the entire country but be built on experience and realities facing vulnerable populations, particularly in rural coastal areas (Northern and Southern Red Sea) affected by harsh climatic conditions. Furthermore, downstream interventions will be targeted to support those same communities faced by the hardest vulnerabilities.

#### 4. Evaluation Purpose

UNDP commissions country programme evaluations to capture evaluative evidence of its contributions to development results at the country level as articulated in both the SPCF and the CPD. This evaluation will assess the UNDP's contribution and performance in supporting the national development and priorities under the approved CPD. The evaluation will capture evidence of the relevance, coherence, effectiveness, efficiency and sustainability of the current programme, which would be used to strengthen existing programmes and to set the stage for the preparation of new CPD.

The evaluation serves an important accountability function, providing national stakeholders and partners in Eritrea with an impartial assessment of the results of UNDP. Coming close on the Final- term of the SPCF and the UNDP CPD, it will also provide the Country Office with insights for strategic re-alignments and prioritization of its future programme cycle.

The evaluation will be carried out within the overall provisions contained in the UNDP Evaluation Policy and in line with the Evaluation Plan of UNDP Eritrea. Due to the outbreak of the global COVID-19 pandemic, the evaluation will be managed by the UNDP Eritrea Country Office, with technical support from the UNDP Independent Evaluation Office.

#### 5. Evaluation scope and objectives

The evaluation will focus on all the projects and initiatives implemented since 2017 and evaluate their contribution to the results set in the CPD. The scope of the CPD evaluation includes the entirety of UNDP's activities at the outcome and output levels from 2017 to date. The evaluation covers interventions funded by all sources, including core UNDP resources, donor funds and other funds. Initiatives from regional and global programmes

will be included in the CPD evaluation. The evaluation will also examine the UNDP's contribution toward cross-cutting issues, e.g. human rights, gender, leaving no one behind, and capacity development. The evaluation should be forward-looking by drawing lessons from the current CPD and propose recommendations for the next CPD.

#### 6. Evaluation criteria and key guiding questions

The evaluation is expected to produce answers surrounding the evaluation criteria of relevance, coherence, effectiveness, efficiency and sustainability.

##### Relevance

1. To what extent is the design of the current UNDP programme aligned with the GoSE's national development goals, including emerging priorities and the 2030 Agenda for sustainable development?
2. To what extent has the UNDP programme been designed to respond to the priorities and the needs of target beneficiaries as defined in the programme document?
3. To what extent is UNDP perceived by stakeholders as a strong advocate/player in the areas of; (i) Inclusive growth and livelihoods, (ii) Sustainable natural resource management, resilience to climate change and disasters and accountable institutions; and (iii) Public administration and service delivery in Eritrea?
4. To what extent has the UNDP programme promoted SSC/Triangular cooperation?
5. Has UNDP been able to effectively adapt the program in supporting the government in its response to the pandemic?

## Coherence

1. To what extent is the UNDP programme compatible with other actors' interventions in Eritrea? Did the UNDP programme support or undermine other actors' interventions?
2. To what extent is the UNDP programme harmonised and coordinated with interventions of other actors so as to achieve synergy and avoid duplication of efforts?
3. To what extent are the different UNDP programme interventions mutually reinforcing in generating the planned results?
4. What were the particular factors that hindered or facilitated coherence?

## Effectiveness

1. To what extent has the programme achieved (or is likely to achieve) its intended objectives at the output level, and what contribution has it made at the outcome level and towards the UN Strategic Partnership and Cooperation Framework?
2. What factors contributed to or hindered UNDP's performance and eventually, the sustainability of results?
3. By examining the small-size initiatives funded by UNDP regular sources, how have these projects fulfilled their objectives? What are the factors (positive and negative) that contribute to their success or shortcomings? Are there recommendations or lessons that can be drawn from this approach?
4. To what extent has UNDP programme contributed towards an improvement in national government capacity, including institutional strengthening? How could UNDP enhance this element in the next UNDP programme?

## Efficiency

1. To what extent has there been an economical use of resources (funds, human resources, time, expertise, etc.)? What are the main administrative constraints/strengths?
2. Is the results-based management system operating effectively to inform management decision making?
3. To what extent has UNDP been efficient in building synergies and leveraging with other programmes and stakeholders in Eritrea?
4. How well does the workflow between UNDP and national implementing partners perform?
5. To what extent have programme funds have been delivered in a timely manner?
6. How well has UNDP performed in providing implementation support services as per MOU with an implementing partner?

## Sustainability

1. What outcomes and outputs have the most likelihood of sustainability and being adopted by partners, and why?
2. To what extent do national partners have the institutional capacities, including sustainability strategies, in place to sustain the outcome-level results?
3. To what extent are policy and regulatory frameworks in place that will support the continuation of benefits?
4. To what extent have national partners committed to providing continuing support (financial, staff, aspirational, etc.)?
5. To what extent do partnerships exist with other national institutions, NGOs, United Nations agencies, the private sector and development partners to sustain the attained results?

## Gender Equality and Human Rights

1. To what extent has UNDP mainstreamed a focus on human rights and gender equality across its areas of work?
2. To what extent has UNDP programme move beyond gender-targeting to include gender responsive and/ or transformative interventions?
3. What key results has UNDP achieved in the area of human rights and gender equality?
4. What barriers have been seen to the inclusion of vulnerable groups in UNDP's work and what can be done to improve inclusion of these groups?
5. In what way could UNDP enhance human rights and gender equality in the next country programme?

An important note: Based on the above analysis, the evaluator is expected to provide overarching conclusions on achievement of the 2017-2021 CPD, as well as recommend key development priorities which shall inform the focus the new CPD. The evaluation is additionally expected to offer wider lessons for UNDP support in Eritrea.

## 7. Methodology and approaches

The CPD evaluation methodology will adhere to the United Nations Evaluation Group (UNEG) [Norms and Standards](#). The evaluation will be carried out by an independent evaluation consultant, under the direction of the UNDP Country Office and with the technical support of the Independent Evaluation Office. The evaluation consultant should adopt an integrated approach involving a combination of data collection and analysis tools to generate concrete evidence to substantiate all findings.

Evidence obtained and used to assess the results of UNDP support should be triangulated from a variety of sources, including verifiable data on indicator achievement, existing reports, evaluations and technical papers, stakeholder interviews, focus groups, surveys and site visits where/ when possible. It is expected that the evaluation methodology will comprise of the following elements:

1. Review documents (Desk Review);
2. Interviews with key stakeholders including UNDP staff, government line ministries, development partners, civil society and other relevant partners through a participatory and transparent process;
3. Consultations with beneficiaries through interviews and/ or focus group discussions done outside Asmara providing details on sampling;
4. Survey and/ or questionnaires where appropriate;

An evaluation matrix or other methods can be used to map the data and triangulate the available evidence. In line with the UNDP's gender mainstreaming strategy, gender disaggregation of data is a key element of all UNDP's interventions and data collected for the evaluation need to be disaggregated by gender, to the extent possible, and assessed against the programme outputs/outcomes.

### Special note:

*The ongoing COVID 19 pandemic and the resultant restrictions may require many of the in-person missions/ consultations and data gathering/activities to be carried out remotely using electronic conferencing means. Some or all the in-person interviews may be undertaken by the consultant in consultation with the UNDP. Field visits may also be conducted subject to lifting the lockdown and restrictions of movement.*

## 8. Evaluation products (deliverables)

These products could include:

1. Evaluation inception report (up to 10 pages). The inception report, containing the proposed theory of change, and evaluation methodology should be carried out following and based on preliminary discussions with UNDP. The inception report should include an evaluation matrix presenting the evaluation questions, data sources, data collection, analysis tools and methods to be used. The inception report should detail the specific timing for evaluation activities and deliverables and propose specific site visits and stakeholders to be interviewed (this

element can be shared with UNDP well in advance). The inception report should be endorsed by UNDP in consultation with the relevant government partners before the evaluation starts (before any formal evaluation interviews, survey distribution or field visits). (see the inception report template in Annex H).

2. Kick-off meeting. Evaluator will give an overall presentation about the evaluation, including the evaluator approach, work plans and other necessary elements during the kick-off meeting. Evaluator can seek further clarification and expectations of UNDP and the Government partner in the kick-off meeting.
3. Evaluation debriefings. Immediately following the evaluation, the evaluation consultant is required to present a preliminary debriefing of findings to UNDP, key Government partners and other development partners.
4. Draft evaluation report (max 60 pages including executive summary). UNDP and other designated government representative and key stakeholders in the evaluation, including the Independent Evaluation Office and the UNDP Africa Regional Hub, will review the draft evaluation report and provide an amalgamated set of comments to the evaluator within an agreed period of time, addressing the content required (as agreed in the TOR and inception report) and quality criteria as outlined in these guidelines.
5. Evaluation report audit trail. Comments and changes by the evaluator in response to the comments received to the draft report should be retained to show how they have been addressed.
6. Final evaluation report (see final evaluation template in the Annex I). The assigned consultant should integrate the important aspects of findings, recommendations and lessons learned into the final evaluation report.
7. Evaluation brief (2 pages maximum) and other knowledge products or participation in knowledge-sharing events, if relevant.
8. Presentations to stakeholders (this maybe done remotely)

## 9. Evaluation consultant and required competencies National Evaluation Consultant, 30 working days

S/he has the overall responsibility for conducting the CPD evaluation. S/he will be responsible for developing a methodology for the assignment that reflects best practices and encourages the use of a participatory and consultative approach, as well as delivering the required outputs to meet the objective of the assignment. S/he will lead the preparation and revision of the draft and final reports, ensuring the assignments have been completed in the agreed timeframe.

S/he has responsibilities as follows:

1. Design of the methodology, including field verification tools, ensuring the respect of best practices;
2. Finalize the evaluation planning, execution and reporting;
3. Coordination with UNDP, government partners, stakeholders and other parties;
4. Drafting of inception report, finalization/ quality control of the evaluation report including timely submission and adjustment;
5. Kick-off meeting and debriefing meeting with UNDP and stakeholders.

Translate the evaluation brief in Tigrinya when required;

### Required Qualifications:

1. Master's degree or equivalent in Development, Economics, Public Policy, Communications, English, Social Sciences, Humanities or any other relevant field;
2. 6 to 8 years-experience in undertaking evaluation in the development sector;
3. Experience with evaluation methodologies; programmed development and project implementation;

4. Have a strong understanding of the development context in Eritrea and preferably understanding of the strategic/main causes of poverty, and inclusive growth, environment and governance issues within the Eritrea context.
5. Experience in oral and written translations;
6. Fluent in English (written and spoken) and local languages (written and spoken).

## 10. Evaluation Ethics

This evaluation will be conducted in accordance with the principles outlined in the UNEG ‘Ethical Guidelines for Evaluation’ which are available [here](#). The consultant must safeguard the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the

evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses without the express authorization of UNDP and partners.

## 11. Evaluation arrangements

The table below outlines key roles and responsibilities for the evaluation process. UNDP and evaluation stakeholders will appoint an Evaluation Manager, who will assume the day-to-day responsibility for managing the evaluation and serve as a central person connecting other key parties. The evaluator will report to the Resident Representative (RR) who will be technically supported by the Deputy Resident Representative (DRR) and Regional M&E Advisor. The final approval of the report will be made by the RR. The final payment will be made upon the satisfactory completion and approval of the report.

Role	Responsibilities
Commissioner of the Evaluation: UNDP Resident Representative	<ul style="list-style-type: none"> <li>• Lead and ensure the development of comprehensive, representative, strategic and costed evaluation</li> <li>• Determine scope of evaluation in consultation with key partners</li> <li>• Provide clear advice to the Evaluation Manager on how the findings will be used</li> <li>• Respond to the evaluation by preparing a management response and use the findings as appropriate</li> <li>• Safeguard the independence of the exercise</li> <li>• Approve TOR, inception report and final report</li> <li>• Allocate adequate funding and human resources</li> <li>• Ensure dissemination of the evaluation report to all the stakeholders.</li> </ul>
Evaluation Manager: M&E Specialist/Focal Point	<ul style="list-style-type: none"> <li>• Lead the development of the evaluation TOR in consultation with stakeholders;</li> <li>• Manage the selection and recruitment of the Evaluation consultant;</li> <li>• Manage the contractual arrangements, the budget and the personnel involved in the evaluation;</li> <li>• Provide executive and coordination support;</li> <li>• Provide the Evaluation consultant with administrative support and required data;</li> <li>• Liaise with, and respond to, the commissioners;</li> <li>• Connect the Evaluation consultant with the wider programme unit, senior management and key evaluation stakeholders and ensure a fully inclusive and transparent approach to the evaluation;</li> <li>• Review the inception report and final report</li> </ul>
Programme Manager (SGU & ISDU)	<ul style="list-style-type: none"> <li>• Provide inputs/advice to the evaluation on the detail and scope of the terms of reference for the evaluation and how the findings will be used</li> <li>• Ensure and safeguard the independence of evaluations</li> <li>• Provide the evaluation manager with all required data and documentation and contacts/stakeholders list, etc</li> <li>• Support the arrangement of interview, meetings and field missions</li> <li>• Provide comments and clarification on the terms of reference, inception report and draft evaluation reports</li> <li>• In consultation with Government, respond to evaluation recommendations by providing management responses and key actions to all recommendations addressed to UNDP</li> <li>• Ensure dissemination of the evaluation report to all the stakeholders including the project boards</li> <li>• Responsible for the implementation of key actions on evaluation recommendations in partnership with Implementing partners</li> </ul>
Regional Evaluation Focal Points and UNDP Independent Evaluation Office	<ul style="list-style-type: none"> <li>• Support the evaluation process and ensure compliance with corporate standards;</li> <li>• Provide technical support to country office including advice on the development of terms of reference; recruitment of evaluator and maintaining evaluators rosters; implementation of evaluations; and finalization of evaluations, management responses and key actions</li> <li>• Ensure management response tracking and support M&amp;E capacity development and knowledge-sharing;</li> <li>• Dispute resolution when issues arise in implementation of evaluations.</li> <li>• Contributes to the quality assurance process of the evaluation.</li> </ul>

Key Evaluation Partner- MND	<ul style="list-style-type: none"> <li>Review of key evaluation deliverables, including terms of reference, the inception report and successive versions of the draft evaluation report</li> <li>Provide inputs/advice how the findings will be used</li> <li>Assist in collecting required data</li> <li>Review draft evaluation report for accuracy and factual errors (if any)</li> <li>Responsible for the implementation of key actions on evaluation recommendations and integrate the evaluation lessons learned in the future Country Programme Document and projects where appropriate.</li> </ul>
Evaluation consultant (led by Consultant leader)	<ul style="list-style-type: none"> <li>Fulfil the contractual arrangements under the terms of reference as appropriate</li> <li>Ensure the quality (including editorial) of the report and its findings and recommendations</li> </ul>

Time frame for the evaluation process. The timeframe and responsibilities for the evaluation process are tentatively as follows:

### Timeframe for the CDP evaluation process

Activity	Responsible party	Tentative Timeframe
Selection of the evaluation consultant	UNDP	End of September 2020
Meet/discuss with UNDP	UNDP	October 6, 2020
Provide necessary information to Evaluation consultant	UNDP	October 7, 2020
Conduct desk review for the inception report, including definition of the evaluation methodology and identification of data sources	Evaluation Consultant	October 14, 2020
Submit the inception report to UNDP	Evaluation Consultant	October 19, 2020
Submit comments on the inception report	UNDP	October 21, 2020
Revise the inception report	Evaluation Consultant	October 23, 2020
Submit the final report	Evaluation Consultant	October 23, 2020
Approve the inception report	UNDP	October 26, 2020
Update on the detailed work plan including field mission and agree upon with UNDP	Evaluation Consultant	October 27, 2020
Hold a kick-off meeting with UNDP, Government and development partners	Evaluation Consultant	October 28, 2020
Collect data/conduct field missions	Evaluation Consultant	November 9, 2020
Analyse data and prepare a report	Evaluation Consultant	November 14, 2020
Organize a stakeholder workshop to brief on the preliminary observations (Participants include UNDP, UN agencies, Government and development partners)	Evaluation Consultant & UNDP	November 16, 2020
Submit the first draft	Evaluation Consultant	November 23, 2020
Submit comments to the draft	UNDP	November 30, 2020
Update report taking into account UNDP comments	Evaluation Consultant	December 2, 2020
Submit the updated draft to UNDP for sharing to other stakeholders	Evaluation Consultant	December 3, 2020
Review and submit comments to the second draft	UNDP, RBA & MND	December 8, 2020
Consolidate comments and Submit the final draft	Evaluation Consultant	December 15, 2020
Accept the final report and submit the management response	UNDP	December 19, 2020
Edit, format, issue and submit the final report	Evaluation Consultant	December 23, 2020

### Suggested working day allocation and schedule for evaluation

Activity	Estimated # of Days	Date of Completion	Place	Responsible Party
<b>Phase One: Desk review and inception report</b>				
Meet/discuss with UNDP	0.5 day	6/10/2020	UNDP or remote	Evaluation consultant & UNDP
Sharing of the relevant documentation with the evaluation consultant	-	7/10/2020	Via email	Evaluation Manager
Desk review, Evaluation design, methodology, the specific timing for evaluation activities and deliverables and propose specific site visits and stakeholders to be interviewed and prepare the inception report	5 days	8-14/10/2020	Home- based	Evaluation Consultant
Submission of the inception report, 15 pages maximum (see the template in the annex section)	-	19/10/2020	Via email	Evaluation Consultant
Comments and on approval of inception report	5 days	21/10/2020	Via email	UNDP
Revise the inception report	2 days	23/10/2020	Home- based	Evaluation Consultant
Submit the final inception report	-	23/10/2020	Via email	Evaluation Consultant

Approve the inception report	4 days	26/10/2020	Via email	UNDP
<b>Phase Two: Data-Collection Mission</b>				
Update on the detailed work plan including field mission and agree upon with UNDP	0.5 days	27/10/2020	Via email	Evaluation Consultant
Kick-off meeting with UNDP, Government and development partners.	0.5 day	28/10/2020	In country (subject to COVID pandemic restrictions)	Evaluation Consultant
Conduct data collection including field visits, in-depth interviews, focus group.	8 days	29/10-9/11/2020	In country (subject to COVID pandemic restrictions)	Evaluation Consultant
Data analysis and preparation of debriefing report	5 days	10-14/11/20	In country (subject to COVID pandemic restrictions)	Evaluation Consultant
Debriefing workshop to UNDP and key stakeholders	0.5 day	16/11/2020		Evaluation Consultant
<b>Phase Three: Evaluation Report Writing</b>				
Preparation of draft evaluation report (see the template in the annex section)	6 days	17-23/11/2020	Home-based	Evaluation Consultant
Draft report submission	-	24/11/2020	Via email	Evaluation Consultant
UNDP comments to the draft report	5 days	25-30/11/2020	UNDP	Evaluation Manager
Update report taking into account UNDP comments	2 days	1-2/12/2020	Via email	Evaluation Consultant
Submit the updated draft to UNDP for sharing to other stakeholders	-	3/12/2020	Via email	Evaluation Consultant
UNDP to consolidate stakeholder comments	10 days	4-8/12/2020	Via e-mail	UNDP
Consolidated stakeholder comments to the draft report	5 days	9-15/12/2020	Via email	Evaluation Manager
Submit the final report to UNDP	-	[16/12/2020]	Via email	Evaluation Consultant
Accept the final report	-	17-20/12/2020	Via email	UNDP
Edit, format, issue and submit the final report	-	21-23/12/2020	Via email	Evaluation consultant
Estimated total days for the evaluation	-			Evaluation Consultant
Total working day of evaluation consultant	35			Evaluation Consultant

## Application submission process and criteria for selection

Evaluation consultant will be evaluated based on the merit of the proposed approach, including following:

1. 50%. Qualification and experience, technical approach as illustrated in the description of the proposed methodology, Timeline reflecting proposed activities, which emphasis the ability to meet the proposed deadlines
2. 20%. Evidence of experience of the consultant in conducting evaluations as detailed in the CV and reference from Past performance. To enable this reference check is carried out, applicants are required to provide a list of all related consultancies/ evaluations conducted during the past three years with associated contact details of references.
3. 30% Financial proposal
4. Payment terms: The consultant will be paid:
  5. 10% of the total payment upon finalization and approval of the inception report
  6. 10% of the total payment upon submission of first draft evaluation report
  7. 20% upon submission of second draft evaluation report
  8. 10% upon review and acceptance of the second draft report
  9. 50% upon final completion, edit, format and approval of the final report

## Eritrea Country Context

### Development

Relatively Eritrea is a young developing country. Immediately after independence, Eritrea formulated and implemented socio-economic policies and strategies between 1993-97, which led to a notable rise in economic growth (an average of 7%), increases in per capita income and other marked improvements (GDP, schools, health facilities, etc). These strategies/policies contributed strongly towards improving the living conditions of the population.

However, the costly border war of 1998-2000, about 20 years' stalemate over the demarcation of the border, the drought and the shrinking of development assistance to Eritrea has constrained implementation of long-term development programs. However, the economic outlook is potentially favourable in the medium term, reflecting the new mining operations coming on stream, but are also dependent on measures to strengthening participation of the private sector and to reopen access to concessional development finance.

The country has seen consistent improvements in life expectancy (rising from 50 years in 1990 to 65 years in 2015) and expected years of schooling (from 3.8 years in 1995 to 5.4 years in 2010) and strong social outcomes in the face of limited resources. in 2015) and expected years of schooling (from 3.8 years in 1995 to 5.4 years in 2010) and strong social outcomes in the face of limited resources.

### Governance

Eritrea has six Administrative Zobas (Zones). Eritrea elects its Zoba (Zone) Assemblies to promote governance and development at the local level. . Although the judiciary appears to function independently of the executive branch, the major challenge is lack of resources and training. Administration of justice was organized to reinforce the capacity of judges, prosecutors, lawyers, police and prison officials, improve their knowledge of international and regional human rights norms and standards, and strengthen their implementation of justice at national and local levels. Eritrea went through

the UPR review process, and the result of the Eritrea participation was adopted in its second cycle of reviews (2012-2016). Subsequently, the UPR and the Working Group at its 17th meetings on 6 February 2014 adopted Eritrea's National UPR report penning over two hundred (200) recommendations for the GoSE to implement in order to improve human rights in the country.

The GoSE "broadly accepted" ninety-two (92) recommendations as a way forward for further promoting and engaging in a broader cooperation on matters of human rights and fundamental freedoms. However, there remain a number of challenges in the area of a system-wide human rights education, interaction with human rights mechanisms; strengthening the justice sector and its accountability role; human rights budgeting and funding; and other challenges.

### National Socio-Economic Development Plan

The National Indicative Development Plan (NIDP) maps, in a broad and indicative manner, Eritrea's projected five-year developmental and economic growth trajectories for the period 2014-2018. The document has two parts. Part one describes, in a very condensed format, the external environmental context, policy precepts and priorities of the GOE, the country's comparative and competitive advantages, as well as resource mobilization prospects and challenges.

Part Two dwells on the five-year sectoral plans of key line Ministries within the coherent framework of the GOE's policy objectives and developmental priorities. Naturally, Eritrea's developmental challenges and prospects cannot be appraised in isolation from its recent history as well as contemporary global and regional realities that leave, invariably, their indelible imprint in a globalized world.

### Economy

Due to long years foreign occupation and war of liberation, the country inherited a war-torn economy. However, as indicated above, the country showed a remarkable economic progress during the first years of independence (1991-97 but was badly reversed due to the border with neighbouring country. At present, the

country's economic outlook is potentially favourable in the medium term with the new mining operations coming on stream. Eritrea's recent growth performance has been marked by significant volatility in part due to its dependence on a predominantly rain-fed agriculture sector, accounting for about one-third of the economy (and which has a significant impact on distribution services which account for around 20% of gross domestic product (GDP), and on a narrow mining sector which also accounts for 20% of the economy. Real GDP growth is estimated to have recovered to around 12% in 2018, while averaging -2.7% during 2015-18 on account of frequent droughts and a decline in mining production.

## Climate Change

Eritrea is in the Horn of Africa region and within the Great East African Rift Valley. These regions are prone to natural disaster such as drought, earthquakes, volcanic eruptions, etc. Drought is the most common hazard affecting large areas particularly the Arid and Semi-Arid Lands that cover an important part of the country's landscape and hosts approximately 30% of the population and more than 60% of livestock population. Over the years, drought has continued to damage key livelihood activities including agriculture, livestock, water and natural resources, biodiversity among others often triggering acute food insecurity, conflict over resources and placing a heavy strain on both the local and national economy.

Further, the majority of households affected by fragile livelihoods are female-headed households and social cohesion engagement would foster women's capacity and community dispute resolution mechanisms. Capacities in disaster risk management, early warning systems, and integration of climate risk in development and agricultural planning all need strengthening. Most Eritreans, especially rural poor, rely on natural resources for livelihoods and basic needs.

## Gender and women's Empowerment

Women in Eritrea are the most affected by poverty, and they have demonstrated extraordinary resilience. The National Union of Eritrean Women (NUEW) is a direct response to the feminist movement born out of the liberation war. As an organization, the NUEW works with communities of women, including demobilized women fighters. The organization lifts women out of poverty through a combination of literacy programs, vocational training, income-generating activities and micro-credit schemes.

In addition, another big part of the NUEW's mission is promoting women's participation in local and national Government. In working closely with the Government of the State of Eritrea (GoSE), the NUEW secured a hold on 30% of elected positions for women. After additional advocacy, the NUEW is working with the GoSE to increase that number. Women are predominant in the informal sector, henceforth they are not visible.

NUEW provided more than just relief programs to women in the economic sector; it created a space where women were able to have their voices heard. While Eritrean women have had to overcome numerous stumbling blocks in post-independence Eritrea, they were not alone. NUEW provides an invaluable service to Eritrean women through advocacy, education, encouragement and relief programs. Today, NUEW is working towards the empowerment of women and continuing their contribution to the country's overall development.

# Annex III: Country Programme Outcomes and Indicative Resources (2017 - 2021)

NATIONAL PRIORITY OR GOAL: Economic diversification and growth, food security and improved livelihoods				
SPCF OUTCOME INVOLVING UNDP: Outcome D2: By 2021, women, men, children and youth, including vulnerable groups and refugees, have improved gender equitable opportunities to participate in economic, political, cultural and social development				
RELATED STRATEGIC PLAN OUTCOME: Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded				
SPCF Outcome, Indicators, Baselines and Targets	Data Sources and Frequency of Data Collection and Responsibilities	Indicative Country Programme Outputs	Major Partners and Partnership Frameworks	Indicative by Outcome (\$)
<p>Indicator 1.1: Employment rate (formal and informal), disaggregated by sex and urban/rural (IRRF Indicator 1.1)</p> <p>Baseline (2010 Eritrea Population and Household Survey): Male: 63%; Female: 23%; Rural: 30.5% (61% Male; 10% Female); Urban: 43% (55% Male; 30% Female)</p> <p>Target (2021): Male: 85%; Female: 60%; Rural: 70%; Urban: 90%</p> <p>Indicator 1.2: Proportion of people living below the national poverty line, disaggregated rural/urban and gender</p> <p>Baseline (2015): TBD</p> <p>Target (2021): TBD</p>	<p>Source: Labour-force survey, African Development Bank (ADB) / World Bank reports</p> <p>Frequency - Biennial</p> <p>Responsible: Ministry of Labour and Human Welfare (MLHW), Ministry of Trade and Industry, National Statistics Office, UNDP</p> <p>Source: unmet basic needs; SDG progress reports; ADB /World Bank reports</p> <p>Frequency: annual</p> <p>Responsible: MND, MLHW, National Statistics Office, UNDP</p>	<p>Output 1.1. National and sub-national institutions are enabled to improve productive capacities that are sustainable and employment intensive.</p> <p>Indicator 1.1.1. number of additional schemes which expand and diversify the productive base, based on the use of sustainable production technologies (IRRF Indicator 1.1.3)</p> <p>Baseline (2015): 2; Target (2021): 6</p> <p>Data source: regional administration reports; Frequency: annual</p> <p>Indicator 1.1.2. number of new full-time equivalent jobs (M/F) (IRRF Indicator 1.1.1.A)</p> <p>Baseline (2015): 0; Target (2021): Male:50,000, Female:50,000</p> <p>Data source: UNDP project reports; Frequency: annual</p> <p>Output 1.2. targeted institutions have enhanced capacities to develop and implement youth empowerment initiatives</p> <p>Indicator 1.2.1. extent to which selected institutions have capacity to provide youth economic empowerment services</p> <p>Baseline (2015): 1 – weak Target (2021): 3 - strong'</p> <p>Data source: NUEYS; Frequency: annual</p> <p>Indicator 1.2.2. number youth with access to vocational skills training and micro-finance credits (M/F)</p> <p>Baseline (2015): 0; Target (2021): skills training: Male:4,000, Female:4,000 and microcredit: Male:2,000, Female:2,000</p> <p>Data source: NUEYS; Frequency: annual</p>	<p>Ministry of Agriculture (MoA), Ministry of Land, Water, and Environment (MLWE), MND, Ministry of Marine Resources (MMR).</p> <p>OCHA, FAO, UNICEF, UNHCR, Human Security Trust Fund, National Confederation of Eritrean Workers, NUEW, NUEYS, Norway, European Union, ADB</p>	<p>Regular 7,983,000</p> <p>Other 25,000,000</p>
NATIONAL PRIORITY OR GOAL: Sustainable environmental management				
SPCF OUTCOME INVOLVING UNDP: Outcome B1: By 2021, environmental and natural resources management is gender responsive, and sustainable, negating the impacts of ecosystem degradation, climate change, and strengthening community resilience to disasters				
RELATED STRATEGIC PLAN OUTCOME: 5. Countries are able to reduce the likelihood of conflict and lower the risk of natural disasters, including from climate change				

1. 0 no – no initiatives; 1 weak – initiatives present; 2 average as 2 but targeted; 3 strong – as 3 with trainers and equipment; 4 very strong – as 3 including business development services.

<p>Indicator 2.1. Hectares of land managed sustainably under in-situ conservation, sustainable use and/or an access and benefits sharing regime (IRRF Indicator 1.5)</p> <p>Baseline (2015): 411,600 ha Target (2021): 588,000 ha</p> <p>Indicator 2.2: Economic loss from natural hazards as a proportion of Gross Domestic Product (IRRF Indicator 5.2)</p> <p>Baseline (2015): 5% Target (2021): 2%</p>	<p>Source: MLWE, MoA, local governments</p> <p>Responsible: MLWE, MoA, local governments</p> <p>Source: MLWE, MoA, Ministry of Energy and Mines (MOEM) and MND reports</p> <p>Frequency: annual</p> <p>Responsible: MND, UNDP, MLWE, MoA, Ministry of Local Government (MoLG)</p>	<p><b>Output 2.1.</b> A comprehensive policy and institutional framework for environmental and natural resources management is in place, taking into account differentiated impacts, e.g. on women and men.</p> <p><b>Baseline (2015):</b> 0 - not established; Target (2021): 4 - fully functional<sup>2</sup></p> <p><b>Data source:</b> MLWE, MND, UNDP, MoA, MMR, Forestry Wildlife Authority, MoLG. Frequency: annual</p> <p><b>Indicator 2.1.2.</b> extent to which National Environmental Information System is functional</p> <p><b>Baseline (2015):</b> 0 – not Established; Target (2021): 4 - fully functional<sup>3</sup></p> <p><b>Data source:</b> MLWE, MND, UNDP, MoA, MMR, Forestry Wildlife Authority, MoLG Frequency: annual</p> <p><b>Output 2.2.</b> women and men in rural communities are enabled to equitably and sustainably use natural resources to improve their livelihoods</p> <p><b>Indicator 2.2.1.</b> total number of additional people benefitting from strengthened livelihoods through solutions for management of natural resources, ecosystem services, chemicals and waste (IRRF 1.3.2.A.3.1)</p> <p><b>Baseline (2015):</b> 81,600 (38% female-headed households); Target (2021): 273,600 (50% female-headed households)</p> <p><b>Data source:</b> MLWE, MoA, local governments; Frequency: annual</p> <p><b>Indicator 2.2.2.</b> % of women participating in local decision-making processes related to natural resources management</p> <p><b>Baseline (2015):</b> TBD; Target (2021): minimum of 30% women</p> <p><b>Data source:</b> MLWE, MoA, local governments; <b>Frequency:</b> annual</p>	<p>MLWE, MND, MoA, NUEYS, MOEM, Ministry of Justice, NUEYS, NUEW</p> <p>FAO, UNICEF, GEF, Adaptation Fund, NUEW, GCF, NUEYS</p>	<p>Regular 15,969,000</p>
		<p><b>Output 2.3.</b> rural communities are enabled to integrate climate risks in their development plans</p> <p><b>Indicator 2.3.1.</b> 5.3.1. number of community development plans being implemented that explicitly address disaster and/or climate risk management, disaggregated by those that are gender responsive (IRRF 5.3.1)</p> <p><b>Baseline (2015)</b> nine communities in Anseba Region</p> <p><b>Target (2021):</b> 200 communities in four regions (Debut and Northern Red Sea, Southern Red Sea, Gash Barka and Anseba)</p> <p><b>Data source:</b> region/sub-regional reports; Frequency: annual</p>	<p>MND, UNDP, MLWE, MoA, MoLG (Northern Red Sea, Southern Red Sea)</p>	

2. 0 not established; 1 initiated; 2 low functional; 3 high functional; 4 fully functional.

3. Ibid

4. Average household size is 4.8, according to the 2010 Eritrea Population and Health Survey

		<p><b>Indicator 2.3.2.</b> number of targeted communities that have operational and effective integrated water resources management system in place.</p> <p><b>Baseline (2015):</b> 20 communities in Lamza, Foro, Shieb, Habero and Hamelmalo localities</p> <p><b>Target (2021):</b> 175 communities in sub-zobas Dubarwa/Tsilima plain, Nakfa, Hamelmalo, Habero, Semenawi and Debubawi Barhri</p> <p><b>Data source:</b> region/sub-regional reports, MLWE, MoA, MMR, UNDP; <b>Frequency:</b> annual</p>		
		<p><b>Output 2.4</b> national, sub-national institutions and communities have frameworks and enhanced capacities to respond to natural disasters</p> <p><b>Indicator 2.4.1</b> existence and effectiveness of legislative/or regulatory provisions at national and sub-national levels for managing disaster and climate risks (IRRF 5.2.2)</p> <p><b>Baseline (2015):</b> 1 – not adequate; Target (2021): 4 – largely/fully <b>Data source:</b> MLHW, MoA, MND; <b>Frequency:</b> annual</p> <p><b>Indicator 2.4.2</b> number of (regions with) end-to-end early warning systems for man-made crisis and all major natural hazards (e.g. geo-physical and climate-induced hazards) (IRRF 5.4.1)</p> <p><b>Baseline (2015):</b> 0; Target (2021): 2 (Northern Red Sea, Southern Red Sea) and eight sub-regions</p> <p><b>Data source:</b> MLHW, MoA, MND; <b>Frequency:</b> annual</p>	MLWE, MND, MoA, MOEM, MMR	FAO, UNICEF, UNIDO, GEF, Adaptation Fund, NUEW, Green Climate Fund, NUEYS

NATIONAL PRIORITY OR GOAL: Governance and accountability

SPCF OUTCOME INVOLVING UNDP:

Outcome C1: By 2021, the population, including vulnerable groups, benefit from evidenced based planning and policy; accountable public institutions and systems that ensure human rights and equitable public service delivery

RELATED STRATEGIC PLAN OUTCOME: 3. Countries have strengthened institutions to progressively deliver universal access to basic services

<p><b>Indicator 3.1:</b> Level of public confidence in the delivery of basic services, disaggregated by sex, urban/rural and income groups (IRRF 3.1)</p> <p><b>Baseline (2015):</b> TBD</p> <p><b>Target (2021):</b> 50% increase</p> <p><b>Indicator 3.2:</b> proportion of decision-making positions (executive, legislative and judicial) occupied by women at national level (IRRF 4.4)</p> <p><b>Baseline (2015):</b> 26.7% (2012);</p> <p><b>Target (2021):</b> 50%</p>	<p><b>Source:</b> MND</p> <p><b>Frequency:</b> annual</p> <p><b>Responsible:</b> UNDP</p> <p><b>Source:</b> NUEW</p> <p><b>Frequency:</b> annual</p> <p><b>Responsible:</b> NUEW</p>	<p><b>Output 3.1.</b> National institutions are able to collect, analyse and use data for planning and decision making, including SDG implementation.</p> <p><b>Indicator 3.1.1.</b> extent to which updated and disaggregated data is being used to monitor progress on national development goals aligned with post-2015 agenda (IRRF 7.2.2)</p> <p><b>Baseline (2015):</b> 1 – not adequately, Target (2021): 3 - partially</p> <p><b>Data source:</b> MND reports, <b>Frequency:</b> annual</p> <p><b>Indicator 3.1.2.</b> Number of sub-national governments/administrations which have functioning planning, budgeting and monitoring systems (IRRF 3.2.2).</p> <p><b>Baseline (2015):</b> 0, Target: 4</p> <p><b>Data source:</b> MND reports; <b>Frequency:</b> annual</p>	<p>MND, Ministry of Finance</p> <p>UNDP, UNFPA, ILO, UNECA, European Union</p>	<p><b>Regular</b> 7,983,000</p> <p><b>Other</b> 8,000,000</p>
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		<p>Output 3.2. Selected government institutions have enhanced managerial and technical capacity for public administration and public financial management</p> <p>Indicator 3.2.1. Number of functional modules for the integrated public finance management systems Baseline (2015): six functional modules; Target (2021): 12 functional modules</p> <p>Data source: Ministry of Finance; Frequency: annual</p> <p>Indicator 3.2.2. extent to which audits comply with international standards<sup>5</sup></p> <p>Baseline (2015): 2 - satisfactory; Target (2021): 3 – very satisfactory<sup>6</sup></p> <p>Data source: Ministry of Finance; Frequency: annual</p> <p>Indicator 3.2.3. % of ministry audits with environmental and performance-based assessment</p> <p>Baseline (2015): 0%; Target (2021): 60%</p> <p>Data source: Ministry of Finance; Frequency: annual</p>	<p>MND, Ministry of Finance, Auditor General Office, ADB</p> <p>UNDP</p> <p>Ministry of Foreign Affairs (MOFA), MND, MLHW</p> <p>UNDP, OHCHR, AUC, UNHCR, UN Women, ILO, UNICEF, UNFPA, WHO, FAO</p>	
		<p>Output 3.3. Selected institutions are able to mainstream, promote and report on international human rights treaties and obligations.</p> <p>Indicator 3.3.1. extent to which operational institutions have the capacity to support fulfillment of nationally and internationally ratified human rights obligations (IRRF 2.3.1)</p> <p>Baseline (2015): 1 – not adequately; Target (2021): 4 – largely</p> <p>Data source: MOFA; Frequency: annual</p> <p>Indicator 3.3.2. % of accepted Universal Periodic Review recommendations implemented</p> <p>Baseline (2015): 46%; Target (2021): 80%</p> <p>Data source: Universal Periodic Review report; Frequency: Biennial</p>	<p>MOFA, MND, MLHW, NUEW, European Union, Norway, Sweden, Germany</p>	

5. International Standards of Supreme Audit Institutions (ISSAI) benchmark for auditing public entities.  
6. 0 no compliance; 1 unsatisfactory; 2 satisfactory; 3 very satisfactory; 4 excellent.

		<p>Output 3.4. Selected government institutions have enhanced capacity for efficient public procurement.</p> <p>Indicator 3.4.1. extent of adherence and compliance of public procurement with international standards for public procurement</p> <p>Baseline (2015): TBD; Target (2021): 3 – very satisfactory<sup>18</sup></p> <p>Data source: Ministry of Finance, MND; Frequency: annual</p> <p>Indicator 3.4.2. ratio of public procurement expenditure using e-procurement compared to manual procurement</p> <p>Baseline (2015): TBD; Target (2021): 60%</p> <p>Data source: MND; Frequency: annual</p>	<p>MND, Ministry of Finance, Red Sea Corporation</p>	
		<p>Output 3.5. Policies are in place and being implemented in support of women participation in decision-making.</p> <p>Indicator 3.5.1. number of additional women benefitting from private and/or public measures to support women's preparedness for leadership and decision-making roles (IRRF 4.4.2)</p> <p>Baseline (2015): 0; Target (2021): 3,000</p> <p>Data source: NUEW; Frequency: annual</p>	<p>UNDP, NUEW, local government, UNFPA</p>	

## Annex IV: Key Stakeholders and Partners

Engagement of stakeholders is vital to a successful evaluation. Stakeholder involvement should include interviews with stakeholders who have project responsibilities, including but not limited to:

1. Implementing Partners – Ministry of National Development, Ministry of Land, water and Environment, Ministry of information, Ministry of Finance, Ministry of Agriculture, Ministry of Labour and Human Welfare, Auditor General, Ministry of Mines and Energy, Ministry of Justice, Ministry of Local Government, Ministry of Foreign Affairs, NCEW, NUEW, NUEY&S, Eritrea School of Law, etc.
2. Responsible Parties – Line ministries, departments, institutions, academia, zobas.
3. Project beneficiaries including government at national, and provincial (there may be a field mission at provincial level)
4. Donors and non-donor partners (approx. 3-4)
5. Civil Society Organization, NGOs, Academic Institutions and Private Sector (approx. 3-4)
6. Programme Managers (2)
7. Project Staff (3)
8. National Consultant (1)
9. UNDP staff (3)
10. UN agencies (approx. 3-4)

### Documents to be reviewed and consulted

Evaluation consultant are required to review various documents related to Eritrea and UNDP programme including but not limited to following documents:

1. [UNDP Strategic Plan \(2018-2021\)](#)
2. Eritrea-Strategic Partnership Cooperation Framework (SPCF 2017-2021) (To be attached)
3. UNDP Country Programme Document (2017-2021) (To be attached)
4. Project Documents and Project Brief (To be attached)

5. [UNDP Evaluation guidelines](#)
6. [UNEG norms and standard](#)
7. [Human Development Reports](#)
8. [Other UNDP Evaluation Reports](#)
9. [Gender Inequality Index](#)
10. Donor Agreements and reports
11. Results Oriented Annual Reports 2017-2019
12. Technical Reports and/or other relevant documents and resources.

**Evaluation Matrix** (suggested as a deliverable to be included in the inception report).

The evaluation matrix is a tool that evaluator creates as map and reference in planning and conducting an evaluation. It also serves as a useful tool for summarizing and visually presenting the evaluation design and methodology for discussions with stakeholders. It details evaluation questions that the evaluation will answer, data sources, data collection, analysis tools or methods appropriate for each data source, and the standard or measure by which each question will be evaluated.

## Annex V: Schedule of Tasks, Milestones and Deliverables

Based on the time frame specified in the TOR, the evaluator present the detailed schedule.

### Inception report template

Follow the link: [Inception Report Content Outline](#)

### Required format for the evaluation report.

The final report must include, but not necessarily be limited to, the elements outlined in the quality criteria for evaluation reports. Follow the link: [Evaluation report template and quality standards](#)

### Evaluation Recommendations.

Follow the link: Evaluation [Management Response Template](#)

### Evaluation Quality Assessment

Evaluations commissioned by UNDP country offices are subject to a quality assessment, including this evaluation. Final evaluation reports will be

uploaded to the Evaluation Resource Centre (ERC site) after the evaluations complete. IEO will later undertake the quality assessment and assign a rating.

IEO will notify the assessment results to country offices and makes the results publicized in the ERC site. UNDP Eritrea aims to ensure evaluation quality. To do so, the consultant should put in place the quality control of deliverables. Also, consultant should familiarize themselves with rating criteria and assessment questions outlined in the Section six of [UNDP Evaluation Guidelines](#)

### Code of conduct.

UNDP requests each member of the evaluation consultant to read carefully, understand and sign the 'Code of Conduct for Evaluator in the United Nations system', which may be made available as an attachment to the evaluation report. Follow this [link](#):

## Annex VI: List of Person Contacted

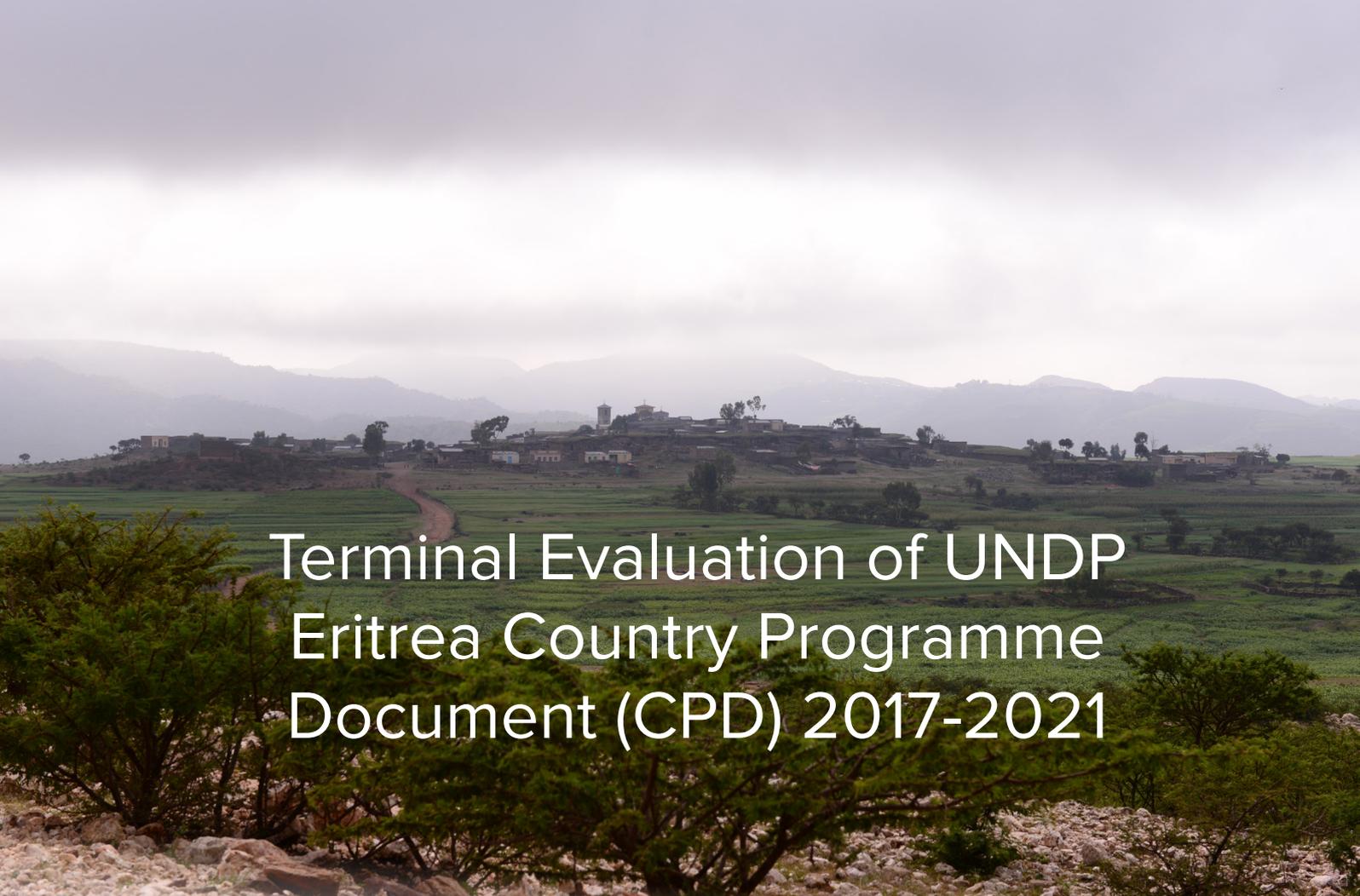
UN		
1.	Ms. Susan Namondo Ngongi	UN Resident Coordinator/UN Humanitarian Coordinator
UNDP		
2.	Mr. James Wakiaga	Resident Representative
3.	Mr. Louis Kuukpen	Deputy Resident Representative
4.	Mr. Habtemichael G/egziabher	Programme Specialist, Governance Unit
5.	Mr. Adam Habteab	Programme Specialist, Inclusive and Sustainable Development Unit
6.	Mr. Michael T/medhin	Programme Analyst/ME FP
7.	Mr. Kibreanb G/michael	Programme Analyst
8.	Mr. Alemseged Moges	National Coordinator, GEF SGP, UNDP
9.	Ms. Freweini Negash	Programme Assistant, GEF SGP, UNDP
WHO		
10	Dr. Francis Magombo	HSS
11	Dr. Asefash Zehaie	ATM/RMNCAH
UN OCHA		
12	Dr. Vedaste Kalima	Head of Office
UNICEF		
12	Ms. Shaya Asindwa	Deputy Country Representative, Programme
13	Ms. Awet Araia	Communication Specialist
UNFPA		
14	Ms. Yordanos Mehari	Assistant Representative
UNHCR		
15	Mr. Soufiane Adjali	Country Representative
FAO		
16	Mr. Asgedom Teklemariam	Programme Manager
UNAIDS		
17	Ms. Therese U. Poirier	Country Director, UCO Eritrea
International Organisation for Migration		
18	Mr. Salah Osman	Programme Manager
International Food and Agriculture Development		
19	Ms. Meala Tesfamichael	Programme Liaison Officer and Knowledge Management & M&E
African Development Bank		
20	Mr. Habtom Ghebrehiwet	National Economist & Portfolio Management Consultant
21	Mr. Mengis Fetwi	Commercial Manager, TOTAL Eritrea
Ministry of Justice		
22	Mr. Seyoum Tekle	Legal Services Department staff
23	Mr. Sultan Seid	Consultant
24	Mr. Robel Woldemichael	IT Department staff
25	Mr. Natnael Fitsum	Legal Services Department Staff
Ministry of Energy and Mines		
25	Mr. Tesfay Ghebrehiwet	Director, Renewable Energy Center
Ministry of Agriculture		
26	Mr. Kahsay Negash	Project Coordinator
Ministry of Land, Water and Environment		
27	Mr. Aman Saleh	Project Coordinator
28	Mr. Ghebremeskel Tewelde	Project Coordinator, Anseba Adaptation Fund
Ministry of Labour and Human Welfare		
29	Mr. Mehreteab Fesehaye	Director General, Department of Human Affairs

30	Mr. Woldeyesus Elisa	Director General, Department of Labour
Ministry of Information		
31	Mr. Abraham Ghebremichael	Project Coordinator
Zoba Maekele Administration		
32	Eng. Abraham Daniel	Project Coordinator
Office of Auditor General		
33	Mr. Amanuel Isaac	Director, ICT & Audit Division
National Confederation of Eritrean Workers		
34	Mr. T/Michael Woldegiorgis	Project Manager
National Union of Eritrean Youth and Students		
35	Mr. Saad Romodam	Project Manager
National Union of Eritrean Women		
36	Ms. Senait Mehari	Head, Socio-economic Department

## References

1. As the NIDP is not updated (or is not in the public domain), alignment of the CPD interventions with national and sectoral priorities was ensured through the consultative planning process guided by the MND, which is mandated to coordinate all development activities in the country.
2. UNDP has mobilised ~USD 74 million comprising ~USD 50.1 million mobilised during the current CPD (2017-2021) and the remaining ~USD 23.8 million is resource carried forward from the previous CPD (2013-2016).
3. MDG 2016 Report
4. KII with the Project Manager of SLM Project
5. KII with the Project Coordinator of AF Project
6. ISU Outcome Evaluation Report, 2017.
7. 2019 ROAR
8. KIIs, National Project Staff, October 2020.
9. Socio-Economic Impact of Covid-19 in Eritrea and ERITREA Socio-Economic Recovery Plan 2020-21: Living with COVID-19
10. Mini-ROAR; KIIs, Project Coordinator, MoLSW.
11. Mini-ROAR, 2020
12. Mistry of Health, GoSE
13. ROAR
14. KIIs, Staff of International Development Organizations
15. Eritrean associations comprise National Confederation of Eritrean Workers (Lead Association-IP), National Union of Eritrean Youth and Students (NUEYS), and National Union of Eritrean Women (NUEW).
16. KIIs, NCEW Project Coordinator.
17. Project Progress Report; ROAR.
18. KIIs, National Project Staff, NUEYS
19. ROAR; Interview with Project Coordinators, NUEYS/Project Staff
20. KII, Project Coordinator, MoA.
21. KII, Programme Staff
22. KII, Project Coordinator AF
23. KII, Project Coordinator, MoLSW
24. KIIs, Project Coordinator, MoLSW
25. KIIs, Project Coordinator, MoA and MoLSW
26. ROAR; KII with Project Coordinators, MoLWE, MoA, Programme Staff; TES SLM & AF.
27. KIIs, Project Coordinators and staff of Legal Services, MoJ and OAG and Programme staff; Informal conversation with service users.
28. Key informant interviews with Project staff/conversational interview with Legal Service staff/service users, MoJ.
29. KIIs, Project Coordinator and Staff, Mol
30. KII, Project Coordinator, OAG
31. KII with the project coordinator of OAG, Project Progress Reports, and ROAR.
32. KII with MoJ staff and ROAR.
33. Sixth CEDAW periodic report, 2019
34. KII Project Coordinator, Project Progress Report, Mol
35. 3rd Cycle UPR Report
36. Project Progress Report; KII with Project Coordinators
37. KII, Project Coordinator, OAG
38. UNDP has mobilised ~USD 74 million comprising ~USD 50.1 million mobilised during the current CPD (2017-2020) and the remaining ~USD 23.8 million is resource carried forward from the previous UNDP CPD (2013-2016).
39. KII, Project Coordinator, MoLWE
40. UNDP needs to define how "Full-time equivalent jobs" are calculated to ensure uniformity of interpretation among all stakeholders including national partners.
41. 2017-2021 CPD Evaluation Plan
42. The Strategic Partnership Cooperation Framework (SPCF) between the Government of the State of Eritrea and the United Nations 2017-2021, January 2017.
43. KIIs, Project Coordinators, UNDP Programme Staff; SLM TE and AF TE
44. KII, Project Coordinator, SLM, AF and MoA
45. KII, Project Coordinator, SLM; ROAR
46. During the reporting period, a total of 257 scholarships were granted to graduate assistants and other faculty members of the higher learning institutions for Masters studies with a low female representation of about 8.5%. Furthermore, there were only 3 PHD candidates out of a total of 45.
47. KII, Project Coordinator, NUEW and MoA; SGP Programme Staff; Progress Report.
48. National Biodiversity Action Plan for Eritrea
49. Strategic Partnership Cooperation Framework (SPCF) 2017-21
50. Country Programme Document (CPD) for Eritrea (2017-2021), according to the 2010 Eritrea Population and Health Survey.
51. International Standards of Supreme Audit Institutions (ISSAI) benchmark for auditing public entities.





# Terminal Evaluation of UNDP Eritrea Country Programme Document (CPD) 2017-2021