



# INDEPENDENT COUNTRY PROGRAMME EVALUATION ETHIOPIA



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### INDEPENDENT COUNTRY PROGRAMME EVALUATION: ETHIOPIA

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# Foreword

It is my pleasure to present the Independent Country Programme Evaluation for UNDP in Ethiopia, the third country-level assessment conducted by the Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) since 2006. This evaluation covers the programme period from mid-2016 to mid-2019.

Ethiopia has registered significant economic growth in the past 15 years but is still classified as a least developed country and faces several challenges. Since 2015, the country experienced unprecedented social revolts in several regions, demanding more equitable distribution of social and economic gains and more political rights and freedom, which resulted in two rounds of state of emergency between 2016 and 2018. Following the change of government in April 2018, the country has embarked on reforms and reconciliation efforts to improve democratic governance, economic development and regional peace and integration. There are still, however, continued social unrest and rising interethnic conflicts in some regions, which, together with drought and flood events, have led to high levels of internal displacements in the country.

The evaluation found that UNDP programme has responded to the development priorities of the Ethiopian Government and has achieved tangible results, though to varying degrees, in most areas covered. UNDP has predominantly focused

on institutional capacity development at the federal level and there is a gap in strengthening the capacity of regional governments. UNDP interventions also spread thinly across many thematic areas and regions, undermining the quality and sustainability of interventions. Programmatic planning in some areas, however, has enabled UNDP to take a more strategic and cost-effective approach, which provides models for addressing fragmentation in other parts of UNDP's portfolio. There is also scope in UNDP partnership strategy to more fully engage with other development actors to establish linkages and synergies to enhance the overall collective contribution to the development process. An integrated approach in addressing underlying causes of conflicts and of instability would also be useful in moving forward.

I would like to thank the Government of Ethiopia, the various national stakeholders, and colleagues at the UNDP Ethiopia country office and the Regional Bureau for Africa for their support throughout the evaluation. I hope that the findings, conclusions and recommendations will strengthen the formulation of the next country programme strategy.



**Indran A. Naidoo**  
**Director, Independent Evaluation Office**





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# Acronyms and Abbreviations

<b>ADR</b>	Assessment of Development Results
<b>BDS</b>	Business development services
<b>CBO</b>	Community-based organization
<b>CCA</b>	Common Country Assessment
<b>CRGE</b>	Climate-Resilient Green Economy
<b>CPD</b>	Country programme document
<b>CSO</b>	Civil society organization
<b>DAG</b>	Development Assistance Group
<b>DRR</b>	Disaster risk reduction
<b>ECX</b>	Ethiopian Commodity Exchange
<b>EDC</b>	Entrepreneurship Development Centre
<b>EDP</b>	Entrepreneurship Development Programme
<b>GDPP</b>	Governance and Democratic Participation Programme
<b>GEF</b>	Global Environment Facility
<b>GES</b>	Gender Equality Strategy
<b>GHG</b>	Greenhouse gas
<b>GoE</b>	Government of Ethiopia
<b>GTP</b>	Growth and Transformation Plan
<b>HoPR</b>	House of People’s Representatives
<b>ICPE</b>	Independent Country Programme Evaluation
<b>IDP</b>	Internally displaced person
<b>IEO</b>	Independent Evaluation Office
<b>IGR</b>	Inter-governmental relations
<b>M&amp;E</b>	Monitoring and evaluation
<b>MoUDH</b>	Ministry of Urban Development and Housing
<b>NEBE</b>	National Election Board of Ethiopia
<b>NHDR</b>	National Human Development Report
<b>ODA</b>	Official development assistance
<b>SDG</b>	Sustainable Development Goal
<b>ToC</b>	Theory of change
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNDP</b>	United Nations Development Programme
<b>UNV</b>	United Nations Volunteers



# Evaluation Brief: ICPE Ethiopia

The Independent Evaluation Office of the United Nations Development Programme (UNDP) conducted an Independent Country Programme Evaluation in Ethiopia in 2019, covering the period from mid-2016 to mid-2019, namely three years of the current mid-2016-mid-2020 cycle.

Despite significant economic growth in the past 15 years, Ethiopia is still classified as a least developed country and faces several challenges, including poverty, climate vulnerabilities, conflict and governance-related issues. In order to address those challenges and realize the national vision of becoming a carbon-neutral middle-income country by 2025, the Government of Ethiopia is implementing a five-year Growth and Transformation Plan II (GTP II) (2016-2020). UNDP's country programme was informed by the national context and development priorities reflected in the GTP II and has three main interlinked components: (i) accelerating economic growth and poverty reduction; (ii) climate change and resilience building; and (iii) strengthening democratic governance and capacity development.

## Findings and conclusions

**UNDP's country programme is relevant to the development priorities of Ethiopia and has achieved tangible results, though to varying degrees in most areas covered.** Building on its long-term commitment and past successes, UNDP is considered a legitimate and credible partner in supporting Ethiopian institutions to address critical development challenges. UNDP has established a niche and positioned itself well to support governance reforms that were not in the political debate before the 2016-2018 political crisis, and has provided effective support to processes and measures aimed at political openness. The change in political context is opening new opportunities for UNDP to support the country. UNDP has been invited to facilitate dialogue and is using its governance programme to support and ensure the viability of the reform measures the new Government is undertaking.

**In line with the evolving context, UNDP is increasingly supporting the Government in the areas of conflict resolution and prevention, through the promotion of social cohesion and institutional capacity development.** The country programme built capacity and supported a wide range of stakeholders at both upstream and downstream levels in their efforts to improve trust and confidence between political and religious actors. UNDP interventions also indirectly supported conflict prevention at different levels through institutional capacity support to democratic institutions, interventions aimed at building resilience of natural resources management, support to private sector development for employment and others. However, the programme does not have a clearly defined strategy on how it can best support peace-building, conflict resolution and prevention, including where it should focus efforts, both in terms of geographic areas and communities, and national policy processes.

**UNDP has predominantly focused on institutional capacity development at the federal level across the different thematic areas it is involved in.** The downstream work of UNDP has essentially been in resilience building at the community level. Until recently, the prevailing policy context may have limited space for engagement with regional states. There are, however, tremendous institutional capacity gaps and inequalities of opportunities at regional levels. Changes in the political context may provide a window for UNDP to reconsider opportunities to engage with regional states.

**Although relevant, UNDP's interventions are spread too thinly across too many thematic areas and regions, undermining the quality and sustainability of interventions.** Overall, the programme lacks a conceptual approach to transformation. Although some upstream interventions supported institutional reforms aimed at boosting transformative changes, most projects have only supported incremental change. Programmatic planning in

some areas, such as the Governance and Democratic Participation Programme, has enabled UNDP to take a more strategic and cost-effective approach with potential for transformative results. These projects should be used as models for addressing fragmentation in other parts of UNDP's portfolio.

**While UNDP has developed strong relationships with government institutions as a partner of choice in the development process, communication and knowledge sharing with UN agencies and donors could be improved to enhance potential and opportunities for synergies, replication, and scaling up of successful results.** While recognizing the limitations for UNDP in engaging with civil society actors due to an unfavourable legal framework in the past, there is scope for partnerships with UN and non-UN actors and civil society to go beyond information sharing, resource mobilization and project implementation, and establish linkages and synergies to enhance their collective contribution to the development process.

**While the monitoring and evaluation (M&E) system provides basic information on the implementation of activities and delivery of outputs of the country programme, there is room for improvement in assessing the transformative impacts of interventions and project experiences to promote and manage the potential for scaling up.**

UNDP Ethiopia places a priority on gender mainstreaming in its interventions and has made encouraging progress recently. UNDP has played an important role in advocating for gender equality in high-level forums and policy processes, and there is evidence that some downstream interventions adopted differentiated approaches in targeting women in the area of livelihood diversification. However, this is limited to a few interventions. UNDP has focused mainly on the inclusion of women as participants but has not systematically sought to address the needs of different genders and specific groups, such as the female youth.

## Recommendations

**Recommendation 1.** For its next country programme in Ethiopia, UNDP should strengthen the linkages between upstream and downstream interventions in order to enhance the likelihood for transformational change. It should strengthen its strategic focus and ensure integration between thematic areas, to better build synergies and reduce fragmented initiatives. Clear theories of changes should be developed, and guidelines provided for the selection of programmes and projects, as well as for maintaining and strengthening the downstream-upstream linkages.

**Recommendation 2.** UNDP should take advantage of the opportunities that have been generated by the 2018 political changes to promote stronger engagement and partnerships with regional states, including the development of regional

capacities in areas where it has comparative advantages.

**Recommendation 3.** UNDP should develop and implement a comprehensive strategy for multi-stakeholder partnerships to mobilize expertise, knowledge and resources, and promote greater synergies with the operations of other actors in the development landscape of Ethiopia.

**Recommendation 4.** UNDP should continue and strengthen the application of right-based and inclusive approach in its programming. Particularly, UNDP should prioritize gender mainstreaming and ensure the effective implementation of its Gender Equality Strategy. It should make gender equality and women's empowerment a critical component of its interventions.

**Recommendation 5.** While continuing its upstream level support to the Government's efforts in implementing peace policies, and to the Ministry of Peace in its strategy and processes for peace and conflict resolution, UNDP should advocate and adopt a more deliberate and integrated approach in addressing underlying causes of conflicts and of instability.

**Recommendation 6.** UNDP should improve the M&E system of the country programme to ensure that it better captures UNDP's contributions to transformative changes for sustainable development and also supports knowledge management and communication for development, which in turn would strengthen the ability of UNDP to demonstrate the added value of its interventions and enhance the prospect for scaling up.



# CHAPTER 1

## BACKGROUND AND INTRODUCTION

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## 1.1 Purpose, Objectives and Scope of the Evaluation

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted an Independent Country Programme Evaluation (ICPE) in Ethiopia in 2019. The ICPE covered the period from mid-2016 to mid-2019, namely three years of the current mid-2016-mid-2020 cycle. Its objectives are as follows:

- Support the development of the new UNDP country programme;
- Strengthen the accountability of UNDP vis-à-vis national stakeholders;
- Strengthen the accountability of UNDP vis-à-vis the UNDP Executive Board.

This is the third ICPE for Ethiopia.<sup>1</sup> It covers all UNDP activities in the country and interventions financed by all sources of funding, including UNDP core resources, donor funds and government funds. The ICPE also covers non-project activities – such as coordination and advocacy – considered important for the country’s political and social agenda.

## 1.2 Country Context

The Federal Democratic Republic of Ethiopia (FDRE) has the second largest population in Africa with an estimated total of about 96 million in 2018.<sup>2</sup> Ethiopia is one of the most diverse nations in the world, with well over 80 ethnic groups and languages. In the last five decades, the country has experienced some major changes in economic and political governance, transitioning from a long-existing imperial system of government into a highly centralized and

socialist military dictatorship in 1974, and to a democratic and federal system of government since 1991.

The 1995 Constitution consolidated federalism with nine member regional states<sup>3</sup> and two federal city administrations, under a federal government<sup>4</sup>. The regional states and city administrations are further subdivided into zones, districts (woredas), and neighbourhoods (kebeles). The FDRE Constitution assigns extensive power to regional states to establish their own government with legislative, executive and judicial branches.<sup>5</sup> The federal city administrations are also given a level of autonomy under federal legislation.

However, Ethiopia’s transition to a functioning democracy has been challenging on the ground. Public democratic sphere has been dominated by the Ethiopian People’s Revolutionary Democratic Front (EPRDF), which has been ruling the country since 1991. Ethiopia has scored very low on most of the indicators in the Worldwide Governance Indicators (WGI) issued by the World Bank, with very low scores for the political stability (9 out of 100) and voice and accountability indicators (13 out of 100) in 2018. Opposition groups and human rights activists have been expressing concern about the increasing narrowing of the democratic and political space in the country, particularly since the contested 2005 national elections.<sup>6</sup> Democratic institutions like the Electoral Board, Parliament and Courts are largely regarded as partisan political institutions designed to serve the goal of legitimating the ruling party.<sup>7</sup> The engagement and role of key actors in a democracy such as opposition parties, media and civil society have been restricted and limited.

Ethiopia is classified as a least developed country but has registered significant economic growth in the

<sup>1</sup> Previously called ‘Assessment of Development Results’ (ADR).

<sup>2</sup> Medium variant population projection by the Central Statistical Agency of Ethiopia <<http://www.csa.gov.et/census-report/population-projections/category/368-population-projection-2007-2037#>>.

<sup>3</sup> The nine member states are the Regional States of Afar, Amhara, Benshangul-Gumuz, Gambella, Harari, Oromia, Somali, Southern Nations, Nationalities and Peoples, and Tigray.

<sup>4</sup> The two city administrations are Addis Ababa and Dire Dawa. However, the status of Dire Dawa as a federal city administration is not confirmed in the Constitution.

<sup>5</sup> Article 50 of the FDRE Constitution.

<sup>6</sup> African Development Bank, OECD, UNDP, ‘African Economic Outlook-Ethiopia’, 2017.

<sup>7</sup> BTI, ‘Country Report: Ethiopia’, 2018.



past 15 years. Growth has averaged about 10 percent a year from 2007/2008 to 2017/2018, compared to a regional average of 5.4 percent.<sup>8</sup> GDP per capita almost tripled between 2000 and 2017, from \$618.2 to \$1,729.9.<sup>9</sup> Agriculture, construction and services accounted for most of the growth, with a modest contribution from the manufacturing sector. Higher economic growth reduced poverty in both urban and rural areas, with a reduction of the headcount poverty rate of 93 percent since 2000.<sup>10</sup> The share of the population living below the national poverty line decreased from 30 percent in 2011 to 23.5 percent in 2016. Ethiopia has also achieved significant progress in terms of improving human development. Since 2000, the Human Development Index (HDI) recorded an increase of 63.5 percent.

Despite impressive achievements, Ethiopia is still one of the poorest countries (on a per capita basis) in the world and approximately 25 million Ethiopians still live in extreme poverty (less than \$1.90 per day) today. Ethiopia has a population growth rate of 2.6 percent annually<sup>11</sup>, which is greatly pressuring land resources, worsening environmental degradation and raising the risk of food shortages. The country has the 14th highest youth bulge in the world<sup>12</sup>, as more than 40 percent of the population is below the age of 15, and 71 percent is under 30<sup>13</sup>. In both rural and urban areas, many young people, particularly young women, are unemployed or working in the informal sector. Most young people live in rural areas, where livelihood opportunities are increasingly scarce.

Gender inequality is prevalent in Ethiopia as reflected in the country's Gender Development Index (GDI) value<sup>14</sup> and disaggregated data on economic, social and political participation of women. According to the 2017 Gender Inequality Index (GII), which measures gender inequality based on data on reproductive health, empowerment and political activity, Ethiopia is ranked 121st out of 160 countries.<sup>15</sup> Ethiopian women's overall participation in the labour market has grown and has now reached 77.8 percent.<sup>16</sup> However, women are over-represented in the informal sector and hence have fewer social and economic protections. There also exist significant gender gaps in wages and productivity as well as in ownership of businesses and property.<sup>17</sup>

Sustaining economic growth and accelerating poverty reduction are Ethiopia's main challenges, both of which require significant progress in job creation as well as improved governance. Agriculture plays a dominant role as it accounts for 40 percent of GDP by the end of 2013/2014 and 73 percent of the total labour force in 2013.<sup>18</sup> However, the sector's high dependency on traditional, rain-fed farming on small and fragmented landholdings needs to be addressed to enhance productivity. Agricultural productivity is hampered by land degradation, poor water management, low technology use and an underdeveloped marketing system, among other factors. In the early 2000s, the country was losing about 1 billion tons of fertile soils annually to land degradation, and the siltation of water

<sup>8</sup> World Bank, 'Ethiopia Country Overview', September 2019.

<sup>9</sup> PPP (constant 2011 international \$), World Bank Development Indicators.

<sup>10</sup> UNDP Ethiopia, 'Ethiopia's Progress Towards Eradicating Poverty', Paper to be presented to the Inter-Agency Group Meeting on the Implementation of the Third United Nations Decade for the Eradication of Poverty (2018 – 2027), April 18 – 20, 2018, Addis Ababa Ethiopia.

<sup>11</sup> Simane, B. et al, 'Review of Climate Change and Health in Ethiopia: Status and Gap Analysis', *Ethiop J Health Dev.* 2016; 30(1 Spec Iss): 28–41, <<https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5578710/pdf/nihms899377.pdf>>.

<sup>12</sup> USAID, Ethiopia Development Trends Assessment-Ethiopia Performance Monitoring and Evaluation Service (EPMES), 2017, <<https://issafrica.s3.amazonaws.com/site/uploads/ethiopia-assessment.pdf>>.

<sup>13</sup> Tegenu, T., Youth Bulge, Policy Choice, Ideological Trap and Domestic Political Unrest in Ethiopia, 2016. <<http://aigaforum.com/article2016/Youth-Bulge-Consequences-in-Ethiopia.pdf>>.

<sup>14</sup> In the 2017 HDR, with the GDI value of 0.846, Ethiopia was grouped under group 5 GDI countries (countries with the highest deviation from gender parity).

<sup>15</sup> UNDP, 'Human Development Report 2017 – Sustaining Human Progress: Reducing Vulnerabilities and Building Resilience', Explanatory note on the 2017 Human Development Report composite indices, 2018.

<sup>16</sup> FDRE and UNDP, 'A Study on Women in Manufacturing in Ethiopia', 2008.

<sup>17</sup> IMF, IMF Country Report No 18/355 – 'The Federal Democratic Republic of Ethiopia, Selected Issues', December 2018.

<sup>18</sup> UNDP, 'Ethiopia: Key Economic and Social Indicators', 2015, <<https://www.et.undp.org/content/dam/ethiopia/docs/Ethiopia-Key%20Economic%20Indicators-%202015%20No-2.pdf>>; FAO, 'Ethiopia: National gender profile of agriculture and rural livelihoods', 2019, <<http://www.fao.org/3/ca3224en/ca3224en.pdf>>.

bodies is already a major threat to irrigation development.<sup>19</sup> Deforestation has been among the major environmental problems in Ethiopia, with coverage reducing at an estimated annual rate of 1.25 per cent per year for the forests and 1.8 percent per year for other woodlands since 2010.<sup>20</sup>

Climate change is also a major threat to the sustainability of growth and challenges the fragile development gains and productive assets, especially due to its negative impact on agricultural output as well as the additional cost of building the necessary climate-resilient infrastructure. The country is prone to climate change/variability, natural disasters and human insecurity, and falls in the very-high category (6.4) of the Index for Risk Management country profile.<sup>21</sup> Climate change worsened the impact of failed rains and massive drought that were induced by the 2015 El Niño. The effects of the drought were devastating. Production systems were destabilized and debilitated. The prolonged lack of rain caused food insecurity, huge economic losses and lasting environmental damage.<sup>22</sup>

The transformation of the Ethiopian economy will require an increased contribution and share of the manufacturing sector to GDP from its current very low rate. The country's economic performance is also challenged by limited sectoral and private sector competitiveness, large external imbalances, foreign exchange shortages, and rising external debt. The private sector remains restricted by various business environment challenges. Ethiopia ranks 159th in the World Bank's 2019 Doing Business Survey, indicating the existence of significant challenges for the development of the private sector.

Since 2015, the country experienced unprecedented social revolts in several regions, demanding more equitable distribution of social and economic gains, and more political rights and freedom. In response

to the social revolts, the Government instituted two rounds of state of emergency between 2016 and 2018. The political deadlock that resulted from the waves of social revolts was broken by a peaceful change of government, and the appointment of a new Prime Minister in April 2018.

Since then, the country has embarked on reforms and reconciliation efforts to improve democratic governance, economic development and regional peace and integration. This initiative saw the release of hundreds of political prisoners and exiles, and the signing of peace agreement with Eritrea in September 2018 ending their 20-year conflict. There have been renewed commitments to undertake reforms to address corruption and enhance public accountability, marginalization and social exclusion, and to broaden political participation and freedom of the press, in view of free election in 2020. Women's political participation has also been given greater consideration in the reform agenda of the current Government, with the achievement in gender parity in ministerial appointments and federal cabinet, the appointment of the first women presidents of the Republic and of the Federal Supreme Court.

Despite these improvements, the political transition has been marked by continued social unrest and rising interethnic conflict in some regions of the country. Reforms undertaken by the new Government have not yet translated into improved socio-economic conditions and addressed inequalities between regions, which was the main cause of unrests. Exacerbated by climate vulnerabilities, through drought and flood events, rising interethnic and interregional conflicts have led to high levels of internal displacements in some regions of the country. According to a report released in February 2019, there were 3.19 million internally displaced persons (IDPs) and IDP returnees in the country, mostly conflict induced.<sup>23</sup> About 857,000 people were displaced

<sup>19</sup> Gebreselassie, S., Oliver K. Kirui, O.K., and Mirzabaev, A., 'Economics of Land Degradation and Improvement in Ethiopia', 2015, <[https://link.springer.com/chapter/10.1007/978-3-319-19168-3\\_14](https://link.springer.com/chapter/10.1007/978-3-319-19168-3_14)>.

<sup>20</sup> FAO, 'Global Forest Resources Assessment 2015. Country Report: Ethiopia', 2014, <<http://www.fao.org/3/a-az209e.pdf>>.

<sup>21</sup> See <<http://www.inform-index.org/Results/Country-profiles?iso3=ETH>>.

<sup>22</sup> FAO, 'FAO in Ethiopia - El Niño Response Plan', 2016, <[http://www.fao.org/fileadmin/user\\_upload/emergencies/docs/FAO-Ethiopia-ElNino-Response-Plan-2016.pdf](http://www.fao.org/fileadmin/user_upload/emergencies/docs/FAO-Ethiopia-ElNino-Response-Plan-2016.pdf)>.

<sup>23</sup> National Disaster Risk Management Commission, '2019 Humanitarian Needs Overview', February 2019.

by the Somali-Oromia conflict. They are settled in IDPs sites in about 400 locations, either with host communities or in collective centres<sup>24</sup>, along the border areas and in major towns or villages across Oromia, Somali, and Harari regions, and Dire Dawa and Addis Ababa cities<sup>25</sup>. Drought and floods are also significant drivers of internal displacement, and of secondary displacements of internal and external refugees, who frequently settle in drought or flood-prone land due to a lack of alternative options.

In addition to IDPs, Ethiopia has a long tradition of hosting refugees, and has the second-largest refugee population in Africa, peaking close to 1 million refugees in August 2018<sup>26</sup>, mostly from neighbouring countries (Eritrea, Somalia, Sudan, and South Sudan), with about half coming from South Sudan.

## National Development Planning

In order to address the challenges faced and realize the national vision of becoming a carbon-neutral middle-income country by 2025, the GoE has developed and is implementing a five-year Growth and Transformation Plan II (GTP II) (2016-2020)<sup>27</sup>, which targets a growth rate of 11 percent per year and a shift in the economy's structure. In particular, the GTP II envisages a shift in agricultural value addition, industrial outputs and exports.

Among the signals of the GoE's determination to address the threats and challenges and transform the country's economy is the fact that Ethiopia is one of the first developing countries that have submitted to the United Nations Framework Convention on Climate Change (UNFCCC) their Intended

Nationally Determined Contributions to reducing greenhouse gas (GHG) emissions. It intends to reduce the emissions by 64 percent compared to the 2010 level, and to become a climate-resilient middle-income economy by 2025, with a zero-net increase in CO<sub>2</sub> emissions.

In November 2018, the national planning framework got a boost from the announcement made by the Office of the Prime Minister of a Government priority dashboard entitled, 'Ethiopia: A New Horizon of Hope'.<sup>28</sup> This one-page document identifies major issues<sup>29</sup> standing in the way of Ethiopia's progress and proposes solutions, including a re-emphasis on agriculture and the introduction of initiatives to push information communication technologies and tourism as pillars of a productive economy.

Ethiopia is a large recipient of official development assistance (ODA), enjoying a relatively stable inflow over the last decade. 2017, the last year for which data is available, recorded the highest level of ODA in the last ten years with approximately \$4.1 billion disbursed.<sup>30</sup> ODA disbursement has mainly come from Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) countries (52 percent), and multilateral agencies (47 percent) and has been concentrated on a few donors, with top ten contributors accounting for about 90 percent of total ODA disbursements. The United Nations system has accounted for 7 percent of ODA disbursed through multilateral agencies over the last ten years, and about 6 percent between 2016 and 2017, amounting to \$242 million.<sup>31</sup>

<sup>24</sup> Collective centres are defined as pre-existing buildings and structures used for the collective and communal settlement of a displaced population in the event of a conflict or natural disaster (see: <<https://emergency.unhcr.org/entry/248087/collective-centre-coordination-and-management>>).

<sup>25</sup> OCHA, 'Ethiopia: Conflict Displacement Situation Report', 23 January 2018, <<https://reliefweb.int/sites/reliefweb.int/files/resources/ethiopia-conflict-displacement-situation-report-0.pdf>>.

<sup>26</sup> UNHCR data: <<https://reliefweb.int/sites/reliefweb.int/files/resources/65729.pdf>>.

<sup>27</sup> Federal Democratic Republic of Ethiopia, 'Growth and Transformation Plan II (GTP II) (2015/16-2019/20) Volume I: Main Text', 2015, <<https://www.cabri-sbo.org/en/documents/growth-and-transformation-plan-ii-gtp-ii-2015-16-2019-20-volume-i-main-text>>.

<sup>28</sup> Ethiopia Prime Minister's Office, 'Ethiopia: A New Horizon of Hope', 2018, <<https://www.ethioweb.com/new-horizon-of-hope>>.

<sup>29</sup> The issues include weak democratization and justice system, poor public service delivery, risk of debt distress, domestic resource mobilization, poor export performance, high youth unemployment, slow structural transformation, low productivity in agriculture, quality and inclusivity of education, low access to energy, growing illegality, and weakening values of unity.

<sup>30</sup> Data extracted from OECD Query Wizard for international development statistics, April 2019.

<sup>31</sup> Figures are based on OECD data. Figures for expenditures by the United Nations are indicative and may not include all non-core contributions by international donors, including from OECD DAC members, to the United Nations system entities in Ethiopia.

### 1.3 UNDP Programme under Review

UNDP's current country programme in Ethiopia is informed by the UNDP Strategic Plan 2014-2017 and aligned with the United Nations Development Assistance Framework (UNDAF) 2016-2020. The UNDAF, in turn, was informed by the national context and development priorities as reflected in the GTP II 2016-2020. UNDP's country programme (mid-2016–mid-2020) also builds on the interventions and achievements of its predecessor country programme (2012-2015). The current country programme has three main interlinked components: (i) accelerating economic growth and poverty reduction; (ii) climate change and resilience building; and (iii) strengthening democratic governance and capacity development. The four outcomes as defined in the country programme document (CPD) are:

- Outcome 1: By 2020, Ethiopia has achieved robust and inclusive growth in agricultural production, productivity and commercialization of the agricultural sector;
- Outcome 2: By 2020, private sector-driven industrial and service sector growth is inclusive, sustainable, competitive and job-rich;
- Outcome 3: By 2020, key government institutions at federal level and in all regions and cities are able to plan, implement and monitor priority climate change mitigation and adaptation actions and sustainable natural resource management;
- Outcome 4: Key government institutions and other stakeholders utilize enhanced capacities to ensure equitable, efficient, accountable, participatory and gender-responsive development.

The first two outcomes relate to Pillar I of the CPD, i.e., **accelerating economic growth and poverty reduction**. With regard to this objective, the UNDP strategy is to support the acceleration of pro-poor economic growth by targeting strategic interventions in agriculture, industry, trade, tourism and private sector development. It emphasizes on supporting policy and institutional capacity develop-

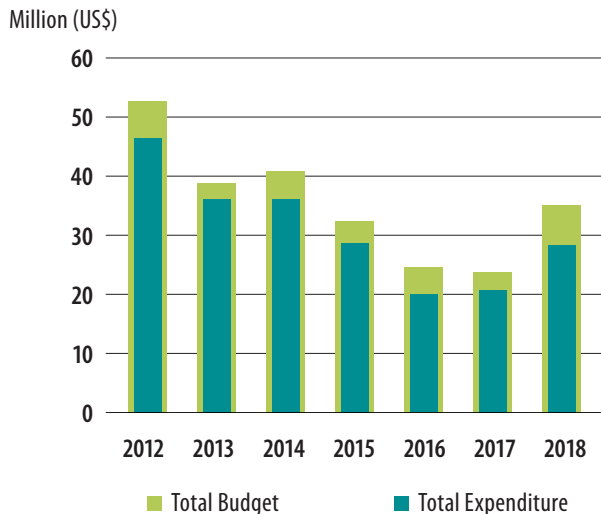
ment at both national and subnational levels to bring in innovation and tested practices and to build knowledge, skills and systems.

The major thrust of the **climate change and resilience building pillar** is to support Ethiopia's ambition to achieve rapid, inclusive and green growth. UNDP's support focuses on five areas: (i) strengthening agricultural systems using low-carbon, climate-resilient practices; (ii) protection and sustainable management of forests and other natural resources for their social, economic and ecosystem services; (iii) improving energy efficiency and generation from diversified, climate-resilient renewable sources; (iv) developing green cities, buildings, transportation and industrial systems and safeguarding them against climate risks; and (v) ensuring that climate-resilient and green economic growth is socially equitable and inclusive, addressing underlying drivers of vulnerability to climate risks.

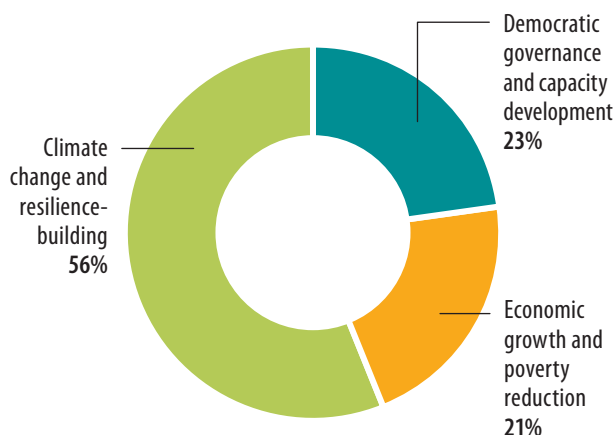
The overarching strategic thrust of the **strengthening democratic governance and capacity development pillar** is to strengthen the capacities of national and subnational institutions to enable them to ensure equitable, efficient, accountable, participatory and gender-responsive development. The projects/programmes under this pillar are organized around four major priorities: (i) advancing democratic governance and participation; (ii) promoting conflict resolution and peacebuilding; (iii) improving the justice system and human rights protection; and (iv) enhancing accountability, transparency and responsiveness in the public sector and local governance.

As per the CPD, planned resources for the period 2016-2020 was \$224.9 million, a 24 percent increase from indicative planned resources of the previous CPD 2012-2015. This represents about 7 percent of planned resources for the UNDAF 2016-2020, for which planned resources are dominated by humanitarian interventions. However, UNDP programme expenditure levels have shown an overall downward trend between the last CPD period and the current, from \$46 million in 2012 to \$20 million at the start of the current CPD period in 2016. Since

**FIGURE 1. Evolution of programme budget and expenditure, 2012-2018**



**FIGURE 2. Expenditure by thematic area, 2016-2018**



Based on Atlas data extracted in 2019, sampled projects listed in Annex 4

the start of the current CPD 2016-2020, the level of programmatic expenditures recorded an upward trend, particularly between 2017 and 2018, with a growth of 25 percent (\$7 million). At midpoint in the CPD’s implementation, the UNDP country office recorded a total programmatic expenditure of \$69.1 million between 2016 and 2018, about 30 percent of planned resources at the time of the design of

the country programme in 2015. Overall, the delivery rate of planned budgets during the current CPD period has followed a similar trend as during the previous CPD period.

The thematic area with the highest expenditure for the period 2016-2018 has been climate change and resilience building (outcome 3) accounting for more than half of expenditures (56 percent), followed by democratic governance and capacity development (outcome 4) and economic growth and poverty reduction (outcomes 1 and 2), which accounted, respectively, for 23 percent and 21 percent of total expenditures for the period under review. Based on expenditures, the current CPD has thus been more focused on the area of climate change and resilience building with an increase of about 20 percent of total expenditures, when compared with data recorded for the previous CPD by the ADR Ethiopia for the period 2012-2014. Support to democratic governance and capacity development has decreased in favour of the thematic area of climate change and resilience building, while support to economic growth and poverty reduction has remained similar between the two periods 2012-2014 and 2016-2018.

During the period under review (2016-2018), there were 50 active projects, including 31 projects<sup>32</sup> initiated in previous CPD periods and 19 initiated between 2016 and 2018. Among the 31 projects from previous CPD, 24 ended between 2016 and 2018, with 18 ending in 2018. The 19 new projects initiated between 2016 and 2018 recorded expenditures of approximately \$30 million, representing about 43 percent of total programmatic expenditures over the same period. Most new projects, 13, were initiated under the climate change and resilience building thematic area, representing 23 percent of total programme expenditures and half of expenditures from projects initiated during the current CPD, and amounting to \$16 million. About 65 percent of total programmatic expenditures were executed through the national implementation

<sup>32</sup> Four projects do not show start/end dates in atlas: Nagoya protocol-00095244; PVE in Ethiopia 00112522; Joint UNDP-DPA programme on conflict prevention 00033363; UNDP Global gender responsive climate change programme 00082091.

modality. At the time of the evaluation, the country office employed a total of 140 people.

## 1.4 Methodology

**Methodology.** The evaluation based its analysis on the results framework included in the CPD. It looked at each of the results and considered their links to the programme's objectives. The theory of change (ToC) approach was used to analyse the design of the country programme and examine how outputs and outcomes are intended to induce changes that are transformational. The evaluation aims to answer the following three main evaluation questions:

1. What did the UNDP country programme intend to achieve during the period under review?
2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?
3. What factors contributed to or hindered UNDP's performance and eventually, to the sustainability of results?

In addition, as gender equality is central to UNDP's support to countries to implement and achieve the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs), the evaluation also analysed the extent to which UNDP Ethiopia support was designed and contributed to gender equality. To answer these questions, the evaluation methodology included triangulation of the following elements:

- An analysis of the programme portfolio as well as a review of programme documents, documents and reports on projects implemented by UNDP and the Government, evaluations<sup>33</sup>, UNDP's institutional documents (strategic plan, results-based annual reports, etc.), data on programme outcome indicators (sex-disaggregated data where available), research, and other available country-related

publications. The main documents consulted by the evaluation team are listed in Annex 7 (available online).

- An in-country data collection mission enabled the conduct of more than 100 interviews with UNDP Ethiopia country office staff, representatives of the authorities and of various governmental institutions at the central and regional levels, officials and staff of other UN organizations, development partners, civil society organizations and beneficiary populations (men and women) of the country programme. Key stakeholders met were identified on the basis of the desk review of UNDP programme, and general country context documents, and included not only the main partners of the UNDP programme but also some main development actors in the country. These interviews were used to collect data and assess stakeholders' perceptions of the scope and impacts of UNDP programme interventions for men and women, including their performance and contributions, and to determine the constraints encountered in implementing the projects as well as the strengths and weaknesses of UNDP in Ethiopia.
- Field visits allowed the evaluation team to observe the progress and achievements of some key projects and conduct semi-structured interviews with recipients of UNDP-supported interventions. The team visited implementation sites in four regions (Amhara, Gambella, Southern Nations, Nationalities and Peoples, and Somali). Project sites were identified on the basis of programme documents and through discussions with UNDP programme managers and national partners. Efforts were made to ensure that the sites visited covered all major areas of UNDP interventions and were representative of UNDP's approaches and the diverse Ethiopian context. The sites were also chosen to allow

<sup>33</sup> Sixteen decentralized evaluations were undertaken since 2016: the UNDAF mid-term review, and 15 project evaluations. Twelve evaluation reports have gone through the IEO's quality assurance, out of which 6 were rated 5 (satisfactory) and 6 were rated 4 (moderately satisfactory).

the evaluators to be able to interview, to the extent possible, a diverse array of stakeholders in UNDP's intervention areas, including project beneficiaries, regional authorities and regional and local technical service staff.

**Process.** Following the development of the terms of reference for the ICPE (Annex 1, available online) in November 2018, the IEO recruited an international expert and a national expert. A pre-mission questionnaire was sent to the country office in December 2018 in order to facilitate and collect the country office's self-reflection on performance and results. The lead evaluator of the IEO, the associate evaluator and the two experts conducted the data collection mission from 18 February to 8 March 2019. During the data collection mission, the team divided itself into two, sometimes three groups in order to cover as much ground as possible. At the end of the field mission, preliminary results and reflections were shared with the country office. Subsequently, the team drafted separate reports on each outcome area, the findings of which were synthesized in the overall ICPE report.

The draft report was submitted to the IEO for internal review, as well as to an external expert (member of IEO Evaluation Advisory Panel), then to the country office and UNDP Regional Bureau for Africa, and finally to the Government and other national

partners. A videoconference workshop brought together key programme stakeholders and provided an additional opportunity to discuss results and recommendations, and to obtain feedback and clarification on the ICPE report before finalization.

**Limitations.** The evaluation faced some limitations stemming from time and budget constraints, which should be considered in appreciating its conclusions and recommendations. While field visits have enabled the team to engage with regional authorities, and to some extent with grassroots-level beneficiaries in the areas of interventions covered to observe the progress and achievements, most of the interviews have targeted institutional actors within the Government of Ethiopia to align with the focus of UNDP's interventions targeting Ethiopian institutions at the federal level. In addition, although some beneficiaries in rural areas were also consulted, given the size of the different regions in Ethiopia, the intervention sites covered during field visits have tended to be in or at the periphery of urban areas in the regions. Finally, despite reasonable attempts, a meeting was not granted by the Agricultural Transformation Agency, which is a key institutional actor supported by UNDP in the past CPD period and has an important mandate for one of the outcomes of the current country programme.







# CHAPTER 2

## FINDINGS

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP  
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness  
COORDINATION HUMAN effectiveness COORDINATION AND PARTNERSHIP sustainability  
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The CPD 2016-2020 provided a clear orientation for the country programme to support transformational change through strengthening national capacities at the policy and institutional levels, in order to boost productivity and stimulate private sector development for pro-poor and inclusive growth. This orientation is further strengthened by a clear alignment of the country programme to GTP II national priority goal of “structural transformation and inclusive growth”.

UNDP (2011)<sup>34</sup> defines transformational change as the process whereby positive development results are achieved and sustained over time by institutionalizing policies, programmes and projects within national strategies. UNDP (2013)<sup>35</sup> provides various examples of its achievement in supporting transformational changes in environment and sustainable development in a number of countries. From these two documents, it can be deduced that to be transformative, interventions should support processes that address developmental challenges as far as poverty reduction and equity are concerned, support change in system to foster decarbonization, promote scaling up of experiences, and cause large-scale and sustainable impact at the national level.

The country programme does not have an explicit theory of transformative change formulated to allow the implementation partners and the stakeholders to better understand what UNDP’s support to transformative changes involves in order to reach the objective. Based on the CPD, the country office elaborated a theory of change which shows the strategic fit of the programme including its alignment to UNDAF and GTP II, but which has important gaps in higher level outcomes to impact linkages, and the respective assumptions.

The evaluation team reconstructed the ToC for the country programme, based on the original ToC provided by the country office, as well as

additional information from interviews during the country visit. These interviews have allowed the evaluation team to add some elements missing from the original ToC, including the intermediate changes required to move from the planned outcomes to transformational impacts, as well as the assumptions which need to be fulfilled by the programme’s partners and target groups, or met in the external context, in order to transform the systems and shift into a new paradigm of green economic growth. These are necessary to capture the expectations of changes and the external conditions under which the country programme operates, and which can influence how transformational changes are reached.

The restructured ToC is included in the following page.

## 2.1 Economic Growth and Poverty Reduction

### → RELATED OUTCOMES

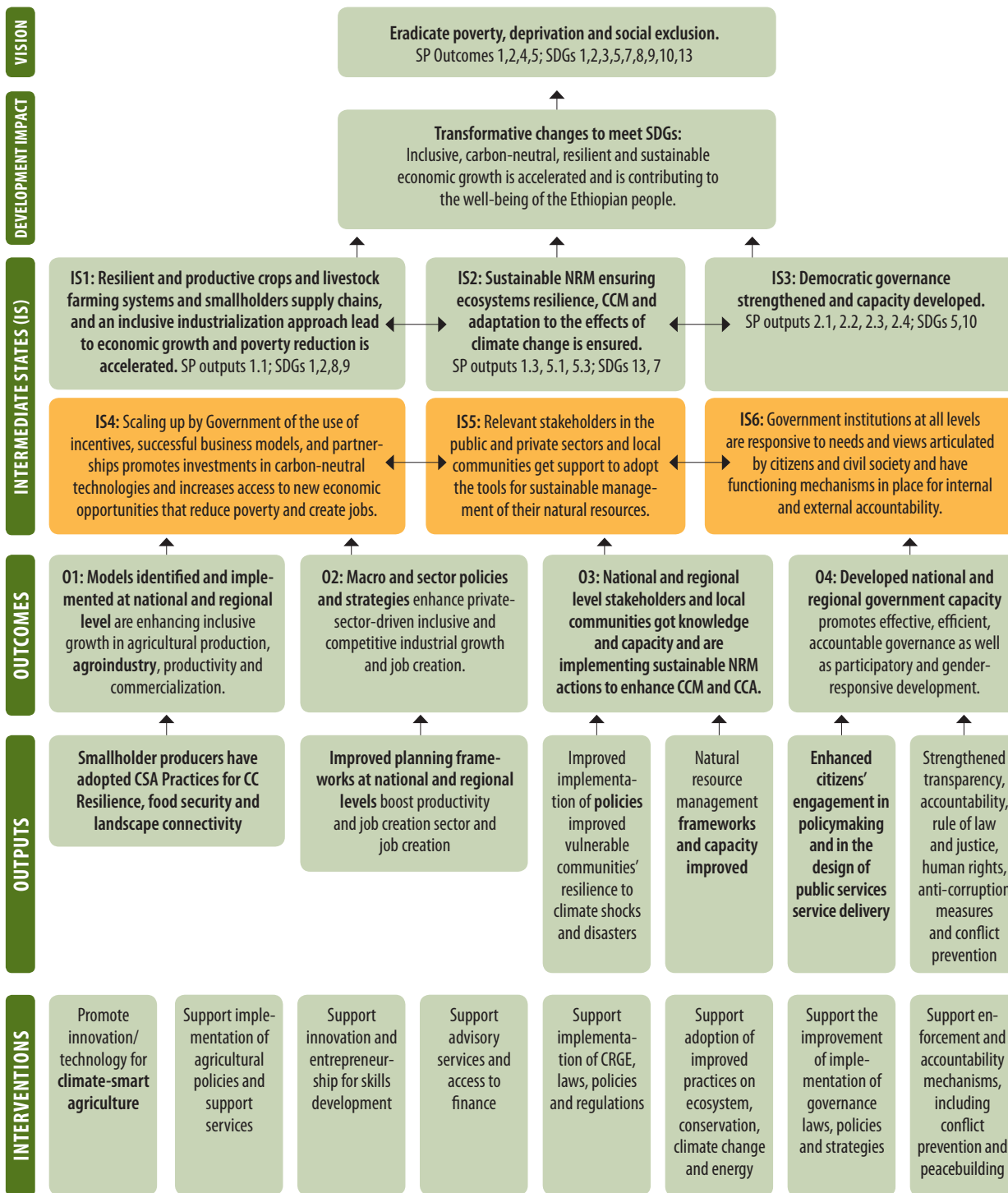
**Outcome 1:** By 2020, Ethiopia has achieved robust and inclusive growth in agricultural production, productivity and commercialization of the agricultural sector.

**Outcome 2:** By 2020, private sector-driven industrial and service sector growth is inclusive, sustainable, competitive and job-rich.

<sup>34</sup> UNDP, ‘Supporting Transformational Change’, 2011, <<https://www.undp.org/content/dam/undp/library/Cross-Practice%20generic%20theme/Supporting-Transformational-Change.pdf>>.

<sup>35</sup> UNDP, ‘Towards Transformational Change’, 2013, <[https://www.undp.org/content/dam/undp/library/Environment%20and%20Energy/Towards\\_Transformational\\_Change\\_ESD\\_2008-2012.pdf](https://www.undp.org/content/dam/undp/library/Environment%20and%20Energy/Towards_Transformational_Change_ESD_2008-2012.pdf)>.

**FIGURE 3. Reconstructed theory of change**



**ASSUMPTIONS FOR SUCCESSFULLY MOVING FROM OUTCOMES TO IMPACT**

- A1:** Coordination requirements across institutions in the community and among institutions across landscape are met.
- A2:** Government develops policies, strategies, regulations and incentives to guide the transition to sustainable development, while promoting resilience through an adaptive response to shocks and opportunities.
- A3:** Adequate coordination between national development plans and subnational and sector plans.
- A4:** Government policies foster integration of the management of different kinds of risks (conflict, natural disasters, climate change).
- A5:** Citizens acknowledge legitimacy of existing formal and informal structures and institutions.
- A6:** Political actors and decision makers take responsibility for effective and inclusive mechanisms for peacebuilding and prevention of conflict at different levels.
- A7:** Game changers' actions (civil society, media and elected representatives) enable citizens to express their views and hold duty bearers to account.
- A8:** Empowered communities have effective channels/structures to bargain with local and national bureaucracies;
- A9:** Information is publicly available to the extent to which it enables citizens to protect their vital interests.

**UNDP CONTRIBUTION**

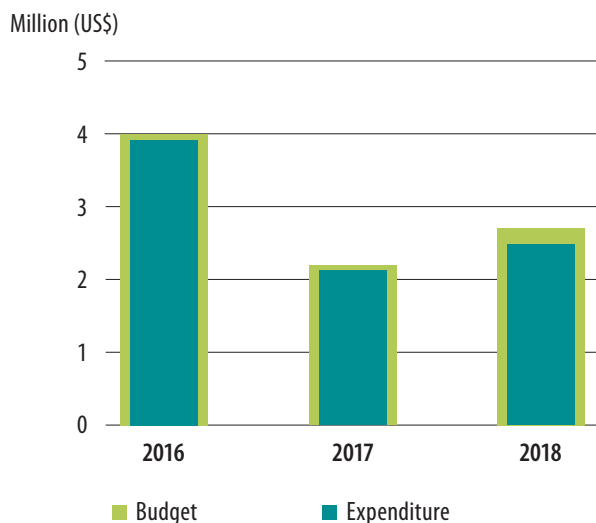
- Policy dialogue and advocacy on sustainable development issues
- Resource mobilization
- Project design and implementation
- Technical support
- Capacity development

**CONTEXT**

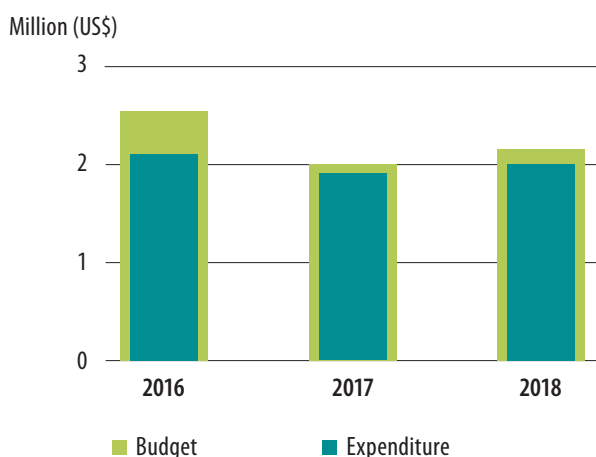
- Subregional instability
- Natural hazards and disasters
- Climate change
- Capacity constraints
- Limited participation of rights holders
- Political transition and opening of the democratic space
- Economic growth marked by macro-economic instabilities
- Reliance on ODA

- Elements in the CO's TOC & CPD
- Elements not in the CO's TOC & CPD

**FIGURE 4. Outcome 1: Inclusive growth in agricultural sector**



**FIGURE 5. Outcome 2: Sustainable and competitive employment and livelihoods**



UNDP support for economic growth and poverty reduction underpins two outcomes covering inclusive growth in (i) the agriculture sector, and (ii) the industrial and service sector. Programmatic expenditure on these outcomes was about \$15 million between 2016 and 2018, 21 percent of expenditure in this period. Spending on the agricultural sector outcome was \$8.5 million and was delivered

through three active projects. A project on agricultural growth<sup>36</sup> accounted for 55 percent of expenditures. Livestock sector development accounted for 14 percent of expenditure. A project supporting aid coordination through the hosting of the Development Assistance Group (DAG) secretariat accounted for 31 percent.<sup>37</sup> The second outcome covering support to the industrial and service sector recorded the lowest expenditure of the four CPD outcomes, amounting to \$6.5 million over the first three years of the CPD. The portfolio consists mostly of projects from the previous CPD period that have been phasing out. Of the four active projects during 2016-2018, three were scheduled to end in 2018. About 65 percent of outcome expenditure was on two projects supporting entrepreneurship development, 26 percent focused on industrial development, and 9 percent provided support to the Ethiopian Commodity Exchange.

**Finding 1.** Building on past successful support in the agricultural sector, UNDP interventions under the period reviewed have mostly consisted of small-scale follow-up support to structures. Overall, UNDP support has enabled the strengthening of institutional capacity to develop policies/strategies and to provide better services to farmers, as well as the improvement of the marketing systems and farming practices. These, in turn, are contributing to increased agricultural productivity and market access in beneficiary communities. However, the contribution of UNDP in increasing agricultural productivity should be seen as more of indirect and limited in scale.

UNDP support for agricultural growth under the CPD period built on a foundation of successful programmes in the past.<sup>38</sup>

UNDP, through technical and advisory support to the Ministry of Agriculture, has contributed to the development of several agricultural policies and strategies. These include the National Breeding Policy, the Poultry Development and Management Policy, the Camel Milk Value Chain Development

<sup>36</sup> Enhancing National Capacity for Agricultural Growth.

<sup>37</sup> Support to implementation of GTP II: Phase V.

<sup>38</sup> Terminal evaluation of UNDP project 'Enhancing National Capacity for Agricultural Growth and Transformation', 2016.

Strategy, and the Strategy on Enhancing Production and Productivity and Commercialization in the Agro-Commodities Procurement Zones.

UNDP's support strengthened the capacities of crop production and livestock-affiliated institutions to deliver services to farmers and pastoralists. Examples include:

- Support for the renovation and subsequent operationalization of the National Soil Testing Centre.
- Support for strengthening the capacity of the Holeta Nucleolus Herd Centre to produce quality semen that would improve milk production.<sup>39</sup>
- Support for federal and regional livestock authorities to provide hormone-based artificial insemination services to farmers. About 15,000 farmers were supplied with reproductive hormones and artificial insemination services to increase milk production from hybrid cows.<sup>40</sup> While it is too early to assess the results, farmers who received the hormone-based artificial insemination services are positive about increasing milk products and improving their livelihoods.
- Support for the Government's Poultry Multiplication Centre to enhance its production and distribution capacity more than six-fold.<sup>41</sup>
- Support for four Model Farmer Training Centres, which are expected to benefit 5,600 farmers.<sup>42</sup>

UNDP provided technical assistance to the Ministry of Agriculture and Livestock Resources. According to self-reporting data in the 2018 Results-Oriented

Annual Report, the interventions contributed to improving water supply for human, livestock population and ranch development through multi-village water provision networking systems, and also supporting the development of irrigation facilities. The intervention has benefited 362,000 people and two million livestock as at the end of 2018.<sup>43</sup> UNDP's technical assistance, through improving the management of the SDG project coordination office of the Ministry, has contributed to the achievement of these results.

Through the livestock and agricultural growth projects<sup>44</sup>, UNDP has supported the provision of knowledge transfer and skills development to different groups that include federal and regional government officials and experts, private sector actors, farmers, cooperative unions and development agents on diverse issues related to agricultural production and productivity.

UNDP supported the Ethiopian Commodity Exchange (ECX) to strengthen its warehousing services, which is expected to improve the marketing and value chain system for agricultural commodities traded at the ECX. Support has been also provided for implementing the Input Voucher System and Direct Seed Marketing approach, which has improved the agricultural inputs marketing system.

Overall, UNDP's support to agricultural and affiliated institutions has contributed to the development of several agricultural policies and strategies; the adoption of improved farming practices by farmers; and improvements in agricultural marketing systems. These results, in turn, have contributed to increasing agricultural production and productivity locally.

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<sup>39</sup> UNDP, Results-Oriented Annual Report, 2018.

<sup>40</sup> Ibid. Also confirmed through interviews.

<sup>41</sup> UNDP, Results-Oriented Annual Report 2018.

<sup>42</sup> Ibid.

<sup>43</sup> Ibid.

<sup>44</sup> The major projects are 'Enhancing National Capacity for Agricultural Growth and Transformation' and 'Enhancing National Capacity for Livestock Sector Development and Transformation'.

The CPD echoes the transformational language of the GTP II's agriculture strategy<sup>45</sup> stating that UNDP will conduct strategic interventions in agriculture, to foster innovation and tested practices and to build knowledge, skills and systems. One important question to ask is whether these positive results from UNDP support are just incremental or are transformative.

The CPD outcome, i.e. "robust and inclusive growth in agricultural production, productivity and commercialization in the agriculture sector", and two related outputs were defined broadly and are ambitious in light of the country office's limited resources. For example, output 1 was defined as "Farmers have strengthened technical capacities and skills to adopt inclusive value chain approaches in the commercialization of cereals, pulses and oilseeds", and one indicator was the "number of cooperatives and unions linked with buyers through contractual agreement and other remunerative markets". These have not been fully achieved.

It follows that UNDP's interventions to support improved agricultural productivity are not sufficient to induce a measurable transformation of farming systems to achieve this objective. To be considered as conducive to transformative change, interventions aimed at improving the productivity of farming systems should contribute to enabling a significant evolution in terms of scope (e.g. scaling-up, replication, mainstreaming), have a catalytic effect and include mechanisms to ensure the sustainability of the impacts. The interventions in this programme area have not supported the promotion of some approaches known as having transformative potential such as value chain development, or support to farmers' organizations to have a central role in the agricultural development process.

Transforming the existing traditional farming practices in the country and increasing agricultural production and productivity is a huge task, requiring huge resources, and the concerted and

sustained efforts of all concerned actors over many programming cycles. Accordingly, the contribution of UNDP to increasing agricultural production and productivity should be seen within its limited role and investment.

**Finding 2.** UNDP interventions in inclusive growth of the industrial sector have enhanced capacity to effectively implement and coordinate strategies for industrial transformation. Through the Entrepreneurship Development Programme, UNDP has contributed to the development of entrepreneurship culture and skills, private sector expansion and job creation. In the tourism sector, UNDP strengthened the institutional capacity of the Ethiopian Tourism Organization. However, the scale of UNDP's interventions and results in enhancing the inclusiveness, sustainability and competitiveness of the industrial and service sectors is limited.

UNDP interventions have strengthened capacities for the development, implementation and coordination of strategies that transform the industrial sector. UNDP supported policy advisory services and South-South cooperation that focused on drawing experiences and lessons on accelerated industrial transformation, including on industrial park management, industrial statistical database management, industrial employment generation schemes, value addition on production, capital stock expenditure, and capacity utilization. UNDP supported the training of 70 people from federal and regional institutions that are involved in industrial growth and transformation on Industrial Transformation Leadership Development. This recent intervention is expected to enhance industry leaders' knowledge and skills in industrial planning, management and monitoring. UNDP contributed to the development of improved financial management systems for Regional Industrial Development Park Corporations (RIDPCs), which are important for them to attract potential investors. UNDP support has also enabled the RIDPCs to provide systematic and modernized services supported by IT systems.

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<sup>45</sup> The GTP II stresses that agricultural development will remain the main source of economic growth during the period that it covers and identifies a number of systems that must be established to transform the agricultural sector. These include agricultural input supply, credit services, out-growers' schemes, contract agriculture, and product marketing.

UNDP has supported the production of critical knowledge products aimed at improving and influencing industrial-sector-related policies, particularly in relation to the operation and management of industrial parks. For instance, a UNDP-supported study on Input-Output Ratio has resulted in changes to the calculation of taxation, which addressed longstanding concerns of investors in the industrial parks. Similarly, a study on Improved Participation and Benefit of Women in Manufacturing Sector was released and widely disseminated towards influencing policies that will increase women's involvement in the industrial and manufacturing sector, and address women's labour issues in industrial parks.

UNDP has been unable to mobilize external resources for its support to the industrial sector in the current CPD period and has had to rely on its limited core funding. This has limited the scale of UNDP's interventions and results in the industrial sector. Overall, its engagement mainly focused on strategies, systems, policies and operational guidelines which helped define the concept of industrial park development.

UNDP has been supporting entrepreneurship through its Entrepreneurship Development Programme (EDP), which started in 2012 and entered its second phase in 2017. The EDP has supported the establishment and operation of a national Entrepreneurship Development Centre (EDC) in Addis and four regional EDCs. Following the EMPRETEC model designed by the United Nations Conference on Trade and Development (UNCTAD)<sup>46</sup>, the EDC has been providing training to existing and aspiring entrepreneurs. The centres deliver business development services (BDS) to entrepreneurs and micro and small enterprises. The EDP also established "Centres of Excellence for Entrepreneurship" in five

public universities in Addis Ababa, Mekelle, Bahir Dar, Adama and Hawassa.

Through the EDP, UNDP supported the establishment and operationalization of the entrepreneurship centres, under the leadership of Federal Urban Job Creation and Food Security Agency. This included training of more than 2,200 government, university, and technical and vocational education and training personnel.<sup>47</sup> While the evaluation team could not verify the scale of results reported, the EDP is reporting training of over 80,000 people and the provision of BDS to about 10,000 enterprises since the inception of EDCs. The EDCs have been effective in targeting women and youth. Out of 80,000 training recipients, 44 percent were women and 70 percent were youth. The programme estimates that it created 80,000 jobs directly and established over 5,500 new start-ups.<sup>48</sup> The evaluation cannot verify this high reported performance, which is likely to be inflated because reported results are based on extrapolations of a sample of a small number (400) beneficiaries surveyed<sup>49</sup> on which an average ratio of the number of job created was calculated. While a stratified sampling approach was used to reflect on the number of beneficiaries per region, the sample is not representative of the large number of beneficiaries reached and does not factor in regional differences in terms of opportunities for entrepreneurial activities.

In a focus group discussion with beneficiaries, participants appreciated the relevance and quality of the training and support they received from the EDCs. Many told stories of how the EDCs had inspired and helped them to be ethical and successful entrepreneurs. Notwithstanding these positives, participants also highlighted numerous challenges as having affected the success of the programme.

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<sup>46</sup> Initiated in 38 countries, EMPRETEC is an integrated capacity-building programme of UNCTAD in SMEs and entrepreneurial skills promotion. It is dedicated to helping promising entrepreneurs put their ideas into action and fledgling businesses to grow. The approach is focused on the concept of a behavioural approach to entrepreneurship. Research carried out from a psychological perspective demonstrated that there are 10 key entrepreneurial competencies (commonly called Personal Entrepreneurial Competencies or PECs) that influence the way entrepreneurs manage and run their businesses.

<sup>47</sup> Data reported in project decentralized evaluation of the EDP, first phase 31 December 2016.

<sup>48</sup> UNDP, Results-Oriented Annual Report, 2018.

<sup>49</sup> Results reported by the programme and extrapolated to the entire intervention are based on data surveys administered to a group of about 400 randomly selected beneficiaries in the context of a decentralized evaluation of the first phase; and then used to be extrapolated to the number of beneficiaries of the programme.

These included challenges such as the lack of access to finance, limited market linkages, lack of specialized skills and technological know-how, cumbersome bureaucratic procedures, and limited government and institutional support. Overall, UNDP's support through the EDP can be reasonably credited with contributing to the development of Ethiopia's entrepreneurship culture and expansion of entrepreneurial initiatives, but its contributions to private sector expansion and job creation cannot be verified.

Based on the feedback from beneficiaries and evidence from decentralized evaluation, the project has made good contribution to building the capacity of individual beneficiaries, and to some extent, institutional level capacities, but has had less influence on the enabling environment for entrepreneurship. For instance, while recognizing the importance and relevance of the programme for Ethiopia, the evaluation of the first phase emphasized the growing need for a national entrepreneurship policy and strategy<sup>50</sup> but this was not integrated in the implementation strategy of the second phase of the programme. Likewise, challenges relating to access to finance further emphasize the need to consider the different levels of capacity development, and the need for holistic approaches that also give due consideration to the institutional and policy level environment.<sup>51</sup> In its second phase, the programme has relied solely on UNDP core resources and there is currently uncertainty on its sustainability as no exit strategy was developed. The centres and the programme have been conducted as a UNDP project, and despite positive ownership in its implementation, the prospect of integrating its financing in government budgets is limited. At the time of the evaluation, the programme had commissioned a business survival study to provide options for the future of the EDCs.

In the tourism sector, UNDP has provided capacity-building support to the Ethiopian Tourism Organization. This support has contributed to the development of a national tourism development strategy and the production of an investment incentive package for the sector. As the terminal evaluation of the Strengthening Institutional Capacity for Sustainable Tourism Development Programme has established, it also contributed to increased engagement of small- and medium-sized enterprises (SMEs) in tourism business development services.<sup>52</sup> However, due to institutional challenges, planned activities in this area could not be fully achieved. UNDP together with UNESCO is planning a new project supporting the tourism sector.

**Finding 3.** UNDP has been supporting national development planning, implementation, and coordination through support for technical and institutional capacity development of the Planning and Development Commission and the hosting of an aid coordination forum, the Development Assistance Group. While this support is appreciated by partners and encourages ownership of the development agenda by the Ethiopian Government, there is room to enhance the value of aid coordination in promoting synergies in project implementation and to act beyond its role as a forum for information sharing among partners.

Building on the support provided in the previous CPD, UNDP has developed two projects<sup>53</sup> in the area of aid planning and coordination. The two projects are being implemented under two different outcomes of the CPD, but it is more appropriate to consider them as cross-cutting rather than specific to any individual CPD outcome.

Through these two projects, UNDP has been supporting the Ethiopian Government to plan,

<sup>50</sup> See <<https://erc.undp.org/evaluation/evaluations/detail/9068>>.

<sup>51</sup> The CPD included a separate output (Output 2.2) on strengthening access to innovative financial products and services by micro, small and medium enterprises (MSMEs) and a programme was designed aiming at providing innovative instruments for mobilizing significant financial resources for on-lending to SMEs on affordable terms. However, this programme has not kicked off, as it has not obtained the required approval from the National Bank of Ethiopia, so the output results were not achieved.

<sup>52</sup> UNDP, 'Terminal Evaluation of the Strengthening Institutional Capacity for Sustainable Tourism Development Programme', 2018.

<sup>53</sup> (i) Capacity for effective coordination; and (ii) Phase V - Development Partners' Support to the Implementation of the Second Growth and Transformation Plan and Sustainable Development Goals.



implement, and coordinate with key development partners for the implementation of the national development plan, the GTP II. UNDP has been hosting the DAG, established in 2001, which serves as a convening platform for the Ministry of Finance and Economic Cooperation, the National Planning Commission and 30 bilateral and multilateral development partners. The DAG is composed of thematic working groups, donors' groups, heads of agency groups, and convenes an annual high-level forum. UNDP supports this process through advisory services, logistical support, and capacity development to the National Planning Commission.

Consultations with stakeholders suggest that despite the existence of this aid architecture and platform, and support provided for its coordination, development cooperation in Ethiopia continues to be highly fragmented in its implementation, as is the case in many other countries. UNDP support in ensuring the convening of key development actors is valued by development partners, a sentiment representatives invariably expressed to the evaluation team. The same interviews, however, demonstrated in general that partners still had little clarity and visibility on the programmatic work of other development partners, including UNDP.

UNDP has also been an active partner to the Government's efforts to mainstream SDGs in its frameworks, including by supporting:

- the formulation of a 10-year Perspective Development Plan (2019/2020-2029/2030) that is fully aligned to Agenda 2030 and Agenda 2063 in partnership with the African Development Bank;
- the preparation of the GTP II which integrates the SDGs, including a joint workshop with the Government in 2016 for all regional government officials to raise awareness on integrating SDGs with GTP II;
- the establishment of a national SDGs implementation task force at the policy level for guidance and political will and at the technical level to follow up and monitor implementation of the SDGs; and

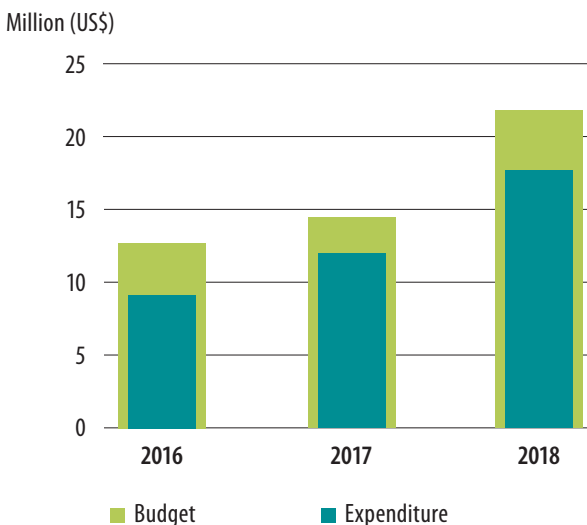
- national counterparts in preparation of periodic reports on the progress of implementation of the SDGs.

## 2.2 Climate Change and Resilience Building

### → RELATED OUTCOMES

**Outcome 3:** By 2020, key government institutions at federal level and in all regions and cities are able to plan, implement and monitor priority climate change mitigation and adaptation actions and sustainable natural resource management.

**FIGURE 6. Outcome 3: Climate change and resilience building**



Of the four CPD outcomes, this outcome has the highest number of projects and highest expenditure (\$40.3 million), representing 56 percent of total programme expenditure between 2016 and 2018. This outcome has been the most successful for resource mobilization, with non-core resources

representing three times the core resource invested. All non-core resources are from the Global Environment Facility (GEF). This outcome included 27 projects active during the first three years of the current CPD, with about half of the projects (13 projects) initiated from the previous CPD period, including four projects initiated before 2012. Over 50 percent of expenditures for 2016-2018 under this outcome have come from five projects (Forest sector development (14 percent); Urban Nationally Appropriate Mitigation Actions (NAMA) compost (13 percent); Strengthening capacity for disaster risk reduction (DRR) (10 percent); Implementation of Climate-Resilient Green Energy (CRGE) in the highlands (9 percent); and the CRGE programme (8 percent).

**Finding 4.** UNDP has contributed substantially to the implementation of various interventions in the areas of climate change and natural resource management in partnership with the Government. It has been successful in the mobilization of funds in these areas of work and the projects that it supported have been given a high priority by the Government partner agencies and show upstream and downstream results.

Under this outcome, UNDP has been able to mobilize funds to support the implementation of interventions in various areas, for example from the GEF to cover areas such as protected area management, biodiversity, ecosystem conservation, natural resource management and livelihood recovery; and from bilateral donors (the UK Department for International Development, Denmark, Norway, Sweden) to support the functioning of the CRGE Facility which will be described under the next finding.

UNDP's Ethiopian Government partners consulted by the evaluation were unanimous in the view that UNDP added value to their implementation of interventions addressing the outcome, through capacity-building and response to demands of expertise and advice.

UNDP supported the preparation and endorsement of policies, strategies and guidelines in the different areas of work. Some examples include: Payment for ecosystem services strategy and guidelines; Access to genetic resources and proclamation for community knowledge and rights; Genetic resources code of conduct; National guidelines for ecosystem valuation and biodiversity mainstreaming; Protected area management plan and urban climate resilient strategy; Ten-year National Forest Sector Development Programme; Establishment and operationalization of the Forest Sector Transformation Unit; Biodiversity mainstreaming guidelines; and Renewable energy technology standards for solar home system.

With regard to downstream interventions, UNDP's has successfully supported the implementation of a range of activities in the areas listed above in partnership with the Government. In natural resources and forestry, the main support was through the CRGE Facility, which addresses the country's priorities in the rehabilitation of degraded land and in emissions reductions. Through the CRGE and other interventions, UNDP has contributed to achieving 1,870,500 ha of land rehabilitation, 19,968 ha of protected biodiversity hotspot sites which enhance the GHG sequestration capacity. This represents a contribution to the national abatement target of 130 million tons of GHG by the year 2030. It is, however, too early for UNDP and its government partners to provide an estimate of the contribution of these interventions to that target.<sup>54</sup> Regarding climate change mitigation and adaptation, UNDP supported interventions at regional and city levels to strengthen capacity to plan, implement and monitor priority climate change mitigation and adaptation actions and sustainable natural resource management.

UNDP is contributing to improved conservation of biodiversity by promoting local people's understanding of the values of conservation and ensuring they benefit from it through integrated

<sup>54</sup> The rate of carbon sequestration depends on many variables including the growth characteristics of planted species, the site conditions where trees are planted, and age of trees. No tools have been developed yet to predict carbon storage and sequestration potential in the wide range of site conditions in planted areas.

development approaches. It was particularly effective in supporting the integration of sustainable livelihoods and promoting sustainable land management technologies. The activities aiming at enhancing sustainable livelihoods through income generation have been effective in contributing to natural resource protection and biodiversity conservation. In the Southern Nations, Nationalities, and Peoples' Region, for example, the Mainstreaming Incentives for Biodiversity Conservation project, which implemented activities to improve the livelihoods of target communities, could raise awareness and change attitudes on forest and biodiversity protection. As a result, stakeholders interviewed during the evaluation mission indicated, practices such as cutting trees for charcoal had been reduced and other positive changes observed, such as the regeneration of indigenous plant species, the return of some wildlife species, mitigation of flooding, and improved soil and water conservation.

In pursuit of green cities, UNDP was effective in supporting the Ministry of Urban Development and Housing (MoUDH) to implement the NAMA compost project (2017-2022) in six Ethiopian cities (Adama, Bahir Dar, Bishoftu, Dire Dawa, Hawassa and Mekele). This resulted in the strengthening of the capacity of city administrations to enforce the National Solid Waste Management and Urban Greenery Standard, as evidenced by the achievements of a couple of cities visited by the evaluation, regarding tree planting in urban and peri-urban areas, as well as initial engagement with micro-enterprises that collect compost to introduce the practice of segregating organic waste and changing it into compost.

Furthermore, the project helped develop the capacity to ensure financial sustainability of composting through market-based system with micro and small enterprises. The partnership between UNDP and MoUDH helped build the capacity of the technical services in the target cities to manage solid wastes. The construction of compost shades has reached 80 percent on average for compost production in six cities. This allows converting organic waste from landfill sites into

valuable organic compost. The cities also secured land for reforestation in peri-urban areas and provide incentive mechanisms for households to plant trees to cover the land set aside for greenery.

In the area of sustainable rural energy, UNDP successfully partnered with the Ministry of Water Irrigation and Electricity (MoWIE), to promote greater use of renewable energy technologies for household and productive uses in rural communities. The intervention was successful in implementing a private sector-driven and market-based approach for promoting renewable energy technologies in rural communities in the country. At the centre of this success are a number of upstream engagements including national standards development and enforcement, business incubation, awareness campaign, and sustainable financing mechanism. UNDP played a catalytic role in developing the renewable energy sector as an alternative to fossil fuels for climate change mitigation through developing and enforcing national standards, strengthening the supply side by providing technical and financial support to 233 renewable energy enterprises. The downstream private sector partners of the project comprise mainly local producers of improved cookstoves and solar energy technology importers. They have been involved in preparing national standards on the three technology products (solar home systems, Injera baking stoves and cooking stoves). They have also been key partners in conducting successful pilot technology roadshows. This allows the project to reach several households and productive sectors in the rural areas, and to enhance their use of renewable energy technologies, such as solar lighting solutions, improved cookstoves, domestic biogas plants, and improved fuels such as briquettes.

The project popularized the national standards for solar and biomass technologies through the media and roadshows, which contributed positively to changing attitudes by user communities. This contributed to a reduction in the size of the illegal market for substandard products. As the project's activities are implemented in all the regions, the popularization effort has allowed to reach a high level of adoption. 4,300 households, out of which

942 were female-headed, benefited from energy-efficient cooking stoves and 500 from off-grid solar lights. Some 550 entrepreneurs focusing on rural energy technology were provided with business development support, 30 percent of whom were women.<sup>55</sup> Arguably these results contribute to mitigating greenhouse gas emissions. However, an estimate of the project's contribution to greenhouse gas emissions so far is lacking.

**Finding 5.** UNDP played an effective role in the establishment of the Climate-Resilient Green Economy (CRGE) Facility and in providing support to the Ethiopian Government to address various aspects relating to climate resilience and green economy, including resource mobilization, private sector engagement, sectoral strategies, and capacity-building at the national level. UNDP's support to the Facility allows the Government to deliver CRGE priorities and to strengthen cross-government partnership and coordination to this end. Thanks to the early achievements, the Facility has become the main portal for blending climate finance.

The CRGE<sup>56</sup> is a Government initiative which defines the vision, strategy, financing plan, and institutional arrangements that are necessary to reach the triple goals of economic growth, zero emissions, and resilience. To support the implementation of the priorities set out in the CRGE Strategy and Investment Plans, the Government set up a national financial mechanism called the Ethiopia CRGE Facility. The CRGE covers work in forestry, energy, protected area management, climate change adaptation, biodiversity and ecosystem conservation, sustainable cities and land management.

The establishment of the CRGE Facility benefited from the significant support of UNDP. Thanks to UNDP's strong commitment, the Facility has become an appealing initiative to many donors and has demonstrated consistent results in both intersectoral coordination and on the ground.

It was and remains the first modality of its kind in the country to fund the implementation of the CRGE priorities and is in several respects ground-breaking, providing six line ministries access to funding.

Stakeholders (UNDP's government partners, donors, beneficiaries) interviewed by the evaluation were largely positive about the CRGE Facility and the performance of the financed projects. The Government acknowledged UNDP's contribution to the genesis of the idea of the CRGE Facility, as well as in its design and implementation. It also recognizes the first financial contribution of UNDP which has raised the interest of other bilateral donors, who have provided funds. The mechanisms that have been put in place for inter-institutional coordination and field-level implementation have made it possible to achieve very strong ownership of the results by the Government and beneficiaries. An ongoing challenge is that although the high-level coordination of CRGE is robust, there is a lack of an approach to put the regional governments in the frontline, and to develop their capacity to visualize the implementation of national green growth policies in the context of their local realities and goals.

The CRGE Facility was designed to be transformative. It supports capacity-building for transformative change for partner line ministries and fosters multisectoral coordination at the Government level. By using positive field achievements, it attracted donors who provided additional finance. On the back of strong political commitment of the Government and good design, the CRGE Facility has thus allowed laying strong foundations for further work towards transformative changes in various areas, contributing to the national goal of reduced emissions.

An example has been the forest sector support project, financed by UNDP and the CRGE Facility with Norwegian Government funding. Its catalytic

<sup>55</sup> UNDP Ethiopia, 'Response to the ICPE permission questionnaire', January 2019.

<sup>56</sup> The initiative was launched in December 2011 in Durban (South Africa) by the late Prime Minister of Ethiopia during the 17th Session of the Conference of the Parties of the UNFCCC.

effect has allowed scaling up initial results in forest rehabilitation from one district (*woreda*) to five other districts in the Amhara region as UNDP and the Government mobilized more donor support. The Forestry Commission authority got directly involved in mobilizing subnational administrations at all levels in supporting the implementation of forest rehabilitation activities and organized peer-to-peer exchanges between *woredas*. The country's 10-year Forest Sector Development Strategy was developed, and the Forest Sector Transformation Unit was established under the commission to lead the sector transformation.

At the downstream level, significant support has been provided in tree planting for forest restoration and soil erosion reduction. The operations include nursery activities, land preparation and organization of local beneficiary population for tree planting. In the Amhara region, the evaluation observed considerable success in plantation establishment.<sup>57</sup> Discussions with local beneficiary farmers revealed satisfaction with the support the project provided. They are quite attracted by expected future wood yield. The rehabilitated lands are a source of ecosystem services and livelihoods to local communities, and their improvement is therefore of paramount importance for sustainable development. The young plantations are also having positive effects on the livelihoods of local people who cut and carry fodder for livestock fattening. The project has encouraged beneficiaries to adopt and enforce community-level by-laws that ensure the protection of planted areas.

Unfortunately, the contribution of the plantations to climate change mitigation cannot be adequately measured today because the fully equipped MRV laboratory installed in Bahirdar is not yet operational due to a lack of expertise and

capacity. It was also noted that the project lacks an approach for addressing the off-forest factors that are linked to past and ongoing deforestation. Also, the reforestation efforts did not address non-degraded land areas in the sites observed.

In these early stages, the evaluation team observed important positive changes in vegetation cover in addition to planted Eucalyptus. In the first years, this is certainly going to have positive effects as far as reduction of soil erosion is concerned.

However, the evaluation found that the species (mostly Eucalyptus globulus) and the spacing between plants (2mx2m) was not adapted to certain sites and environmental conditions, particularly in relation to watershed management. In certain conditions of degraded shallow rocky soils as those observed by the evaluation team in Meket (Amhara region), the extensive dense plantations are likely to have negative impacts on hydrologic systems as the trees grow and suppress understorey vegetation cover. This potential suppression of understorey vegetation may also put an end to positive impacts on the productivity of the forest ecosystems and on socio-economic conditions of the communities who would like perennial cut and carry of fodder. The restoration intervention approach taking duly into account multiple and sustainable use objectives may therefore be hindered by the dense planting. The expectation is that plantations will provide possibilities to generate substantial income for local people. But these incomes which may be assured at the first harvest may drop at later harvests because of further degraded soil conditions and may be offset by the negative impact on the hydrologic system as far as downstream farming activities are concerned.

The programme missed an important opportunity of diversifying tree-spacing regimes and combining dense planting and wide-spacing and even

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<sup>57</sup> A total of 6,163 ha of short rotation plantations were established in four *woredas* (Meket, Wadla, Delanta, Desse Zuria) and in Dessie town (target: 9200 ha). In addition to planting, 63,984 ha of degraded areas were put in an ecological rehabilitation process through area enclosure in the same *woredas* and town. Tree planting involves the communities who are the main owners of the plantation.

focusing more on area enclosure<sup>58</sup> to rehabilitate larger areas not only of improved forest crop yield but also water yield in watersheds, and yield of other ecosystem services.

**Finding 6.** UNDP has developed small-scale local responses to build the resilience of particularly vulnerable populations exposed to droughts and floods. While the approaches are relevant and demonstrate contribution to food security, building resilience is a complex task requiring much more to be done to effectively respond to its challenges.

While most of UNDP support in the country programme has been oriented towards upstream level support in policy design and institutional capacity-building, UNDP launched in 2018 three different interventions<sup>59</sup> aimed at providing localized response for different community groups in particularly vulnerable areas of the country. This approach differs from other support provided by UNDP which has been more focused on federal structure and to some extent their extensions in the regions. Through these interventions, UNDP is providing targeted support to populations vulnerable to natural disasters such as droughts and floods, and to some extent man-made disasters to mitigate the effect of vulnerabilities and increase adaptation of livelihood practices for enhanced food security. The evaluation was able to observe progress in some localities targeted in Gambella and Amhara region. Field visits could not cover project interventions in the Somali region due to security conditions.

The most comprehensive project was the GEF-funded project of integrated landscape manage-

ment to enhance food security and resilient ecosystems (2016-2021). Through this project UNDP is supporting livelihood diversification, sustainable natural resources and landscape management, and rehabilitation of degraded land in selected woredas and kebeles of the Amhara, Afar, Oromia, and Somali regions. Through the Ministry of Environment, Forestry and Climate change, the project is supporting kebele-level authorities to build the resilience of smallholder farmers to cope with environmental and climate vulnerabilities. Field observations in the woreda of Malmeda located on highlands above 3,000m in the Amhara region showed the project is successfully diversifying and enhancing the livelihood of smallholder farmers.<sup>60</sup> The area has been vulnerable to droughts and floods and has suffered from serious land degradation from deforestation and unsustainable grazing practices. While at an initial stage, the project gave specific consideration to women and youth populations in supporting the development of livelihood activities. However, at the time of the observation, improved irrigation and water harvesting systems, while envisaged during implementation, had been delayed, putting at risk tree-planting activities.

The second project observed was in Gambella, the region which hosts about half of the Ethiopia's refugee population, mostly from South Sudan. The influx of refugees has put pressure on service delivery and natural resources. Gambella is fast losing its forest coverage due to the increased demand for firewood and timber for building houses. It is also prone to chronic episodes of flooding of the Baro River which extend to Sudan. According to official figures, the refugee population in this region

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<sup>58</sup> In the ecological and environmental literature, area enclosure refers to the practice of land management whereby livestock and other production activities are excluded in order to facilitate regeneration of vegetation of severely degraded areas at a low cost and with more assured optimal ecological outcome as far as ecosystem services are concerned. More concretely, enclosure practices, which may be enhanced by very wide-spacing planting, allow native vegetation to regenerate as a less costly means of providing fodder and woody biomass in addition to ensuring soil and water conservation and increasing rainwater infiltration in the watersheds. For more on enclosure, see Aerts, R., Nyssen, J. and Haile, M., 'On the difference between "enclosures" and "enclosures" in ecology and the environment,' *Journal of Arid Environments*, 73: 762–763, 2009, <<https://www.researchgate.net/publication/256941305> On the difference between enclosures and enclosures in ecology and the environment>.

<sup>59</sup> Integrated landscape management to enhance food security and resilient ecosystem project, Support to Livelihoods of Drought Affected Households and Resilience Building of Vulnerable Groups in Somali Region, Resilience of Refugees – Gambella.

<sup>60</sup> About 1500 beneficiaries, including 690 women, of the Government's Productive Safety Nets Programme in various kebeles have been targeted at this stage, mostly through the introduction of improved and diversified livelihood and conservation practices, as well as some land rehabilitation activities.

exceeds that of communities that host them, raising obvious concerns in a region already marked by intercommunal conflicts.

To respond to this challenge and contribute to disaster risk reduction in the region, UNDP implements a small-scale project which aims to support peaceful coexistence of refugee communities, IDPs, and host populations in Gambella. The project strategy has consisted of supporting livelihoods through the provision of production seeds to local community associations for vegetables, goats to households, especially those headed by women, veterinary products and grinding mills. The project also supported the strengthening of conflict prevention and peace structures in the region through dialogue and training sessions for public sector officials, the police, religious leaders, the elders as well as the youth. Student peace clubs have been set up to ensure that the young generation grows up with the necessary peacebuilding and conflict-resolution skills. The project was able to deliver an immediate response to livelihood needs of the IDPs, and to immediate subsistence support, but not so much to addressing behavioural aspects fundamental to the stabilization of livelihoods, and sustainable land management.

Based on interviews and site observations during the evaluation field visit to Gambella, the project can be considered successful in terms of providing immediate support to communities and in supporting social cohesion activities. During visits to the beneficiary households and producer groups in the target communities, the evaluation team observed that the project-supported production practices are not adequately integrated in the local farming systems and cannot, therefore, contribute to improvements in the farming practices. There is no deliberate work done for the transformation of the farming systems as a pathway to enhanced resilience and sustainability. Given the small scale and duration of the intervention, results in terms of building sustainable resilience are logically limited when compared with initial intentions.

The Support to Livelihoods of Drought Affected Households and Resilience Building of Vulnerable

Groups in Somali Region project, which started in 2018, aims at improving livelihoods and food security of pastoral and agro-pastoral communities in two of the most severely affected districts in the southern part of Somali region. The project is being implemented jointly by UNDP, Food and Agriculture Organization (FAO) and United Nations Children's Fund (UNICEF) with funding from Austria. The project adopts a two-pronged approach: stabilization of livelihoods most threatened by drought, and enhancement of resilience for pastoralists and agro-pastoralists against disasters and climate variability. The approach is relevant, and the interventions planned seem to be interconnected and complementary. However, it is still too early to assess the concrete results achieved by this project on the ground.

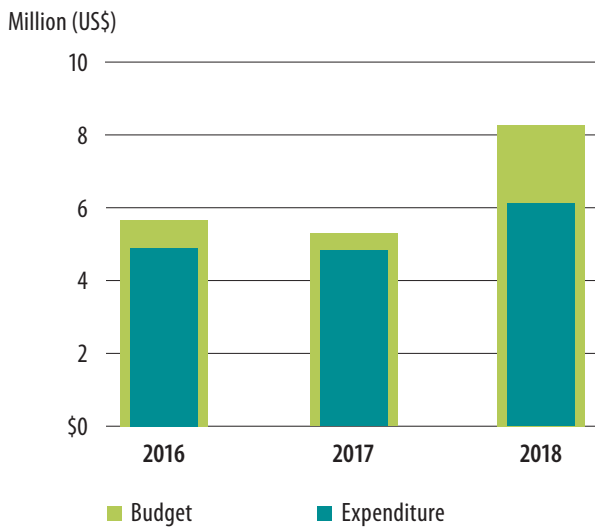
## 2.3 Democratic Governance and Capacity Development

### → RELATED OUTCOMES

**Outcome 4:** Key government institutions and other stakeholders utilize enhanced capacities to ensure equitable, efficient, accountable, participatory and gender-responsive development.

This is the second-largest area of work of the country programme, accounting for 23 percent of programmatic expenditures between 2016 and 2018, amounting to \$15.8 million. Expenditure under this outcome accounted for the largest share of core resources, which accounted for 63 percent of expenditures between 2016 and 2018. The outcome included 16 active projects during the CPD period under review, among which 11 were initiated during the previous CPD and scheduled to end between 2016 and 2018. Only three new projects were initiated during this

**FIGURE 7. Outcome 4: Democratic governance**



CPD period, the Governance and Democratic Participation Programme (GDPP), and two others supporting the international peacekeeping training centre. Three projects active during the period under review accounted for about three-quarters of expenditures recorded between 2016 and 2018 (GDPP (40 percent); Capacity for effective coordination (24 percent); Capacity development for service delivery (11 percent)). With the phasing out of most projects between 2016 and 2018, the GDPP programme constituted about 75 percent of programme expenditures in 2018 for this outcome. Among the projects under this outcome, three projects representing 7 percent of outcome expenditure for about \$1.1 million were related to supporting the international peacekeeping training centre.

**Finding 7.** UNDP is working to strengthen the capacities of democratic institutions to deliver on their mandates to realize democracy, governance and human rights. It also supported dialogue forums and structures. The ongoing governance reform and transition in the country that started in early 2018 has positively affected the achievement of UNDP governance-related results.

The bulk of UNDP’s intervention under the democratic governance and capacity development pillar has been implemented through the comprehensive GDPP, which started in June 2017, and builds on

progress made and lessons learned from the Democratic Institutions Programme and other previous UNDP interventions in the area.

Through various initiatives under the GDPP, UNDP has contributed to making the political and legislative processes more effective, inclusive and participatory. With UNDP support, the House of People’s Representatives (HoPR) launched the Speakers’ Forum, which has served as a platform to facilitate debates among the Federal and Regional Speakers on enhancing the role of parliaments in the promotion of democratization and the separation of powers. The Forum has facilitated experience sharing between the two levels of government and created opportunities for harmonization of laws issued at federal and regional levels. The GDPP also supported the establishment of other forums including the Women’s Caucus Forum (composed of women in the HoPR), Secretariat Forum (composed of the Secretariats of the two Houses, nine regional states and two city administration councils), Democratic Institutions Forum (composed of the two Houses, Ethiopian Institute of the Ombudsman, Federal Ethics and Anti-Corruption Commission, Ethiopian Human Rights Commission, Office of the Federal Auditor General, and National Election Board of Ethiopia (NEBE)). These forums have played a significant role in making the political and legislative processes in the country more effective and inclusive.

The GDPP support on knowledge management and toll-free call centre has enabled the HoPR to be effective and engage more with citizens, thereby enhancing citizen participation in the political and legislative processes. Through the Office of the Attorney General, UNDP helped the newly established Legal and Justice Affairs Advisory Council to revise restrictive laws. The GDPP supported the organization of consultative forums between the NEBE and political parties to strengthen the multiparty system. Moreover, the programme supported the NEBE to strengthen voter and civic education and develop improved communication strategy. With a view to promoting the active participation of civil society organizations (CSO) and the deepening of civic space, UNDP supported the establishment and operation of the Civil Society Dialogue Forum. This Forum allowed CSO



representatives to voice out their concerns on the CSO regulatory framework put in place under the 2009 Charities and Societies Proclamation. The outcomes of the Forum have contributed to the initiative to revisit the law and have informed the contents of the recently issued new CSO law. The political and governance reform process started by the new government has provided an enabling environment for the achievement of these results.

UNDP interventions have contributed to strengthening accountability, transparency and responsiveness of the systems of governance at both federal and regional levels. UNDP has supported institutions with oversight roles, particularly the HoPR, Ethiopian Institute of the Ombudsman, Federal Ethics and Anti-Corruption Commission and Office of the Federal Auditor General, to strengthen their system, procedures and manpower so as to undertake their functions more proactively and effectively. It was reported in UNDP's Results-oriented Annual Report (ROAR) 2018 and validated through the interviews conducted by the evaluation that UNDP's support has contributed to the increased implementation rate of Parliamentary Standing Committee's oversight recommendations by the Executive Organs. UNDP has supported various initiatives to strengthen the fight against corruption. With the support of UNDP, the Federal and Regional Anti-Corruption Agencies Platform was created, and the National Anti-Corruption Coalition in the Fight against Corruption was revitalized. Different corruption-prevention measures were established in 'high risk' sectors (tax, urban land administration, justice, construction) with UNDP support. The development of the Assessment of Mega Projects Tool is another corruption-prevention measure supported by UNDP. Intending to strengthen the role of the justice sector in the fight against corruption, the Office of the Attorney General has enhanced the skills and capacities of judges, police and prosecutors on criminal justice administration. With UNDP support the Ethiopian Institute of the Ombudsman has improved its case management system in order

to better address and report on grievances. Accordingly, it was reported that in 2018 the Ethiopian Institute of the Ombudsman investigated a total of 1,504 cases and complaints, and it has resolved 1,030 (68 percent) of the investigated cases and complaints.<sup>61</sup> The evaluation team, however, could not find past data for comparison purposes.

UNDP has also contributed to improved access to justice and protection of human rights. Through the support under the GDPP, Ethiopia's second generation of the National Human Rights Action Plan (NHRAP) was developed and launched. The NHRAP provides a comprehensive framework to guide and coordinate human rights promotion and protection efforts, including frameworks to implement international human rights obligations and standards. UNDP also provided capacity-building and technical assistance support to the Office of the Attorney General and the Ethiopian Human Rights Commission to implement and monitor the NHRAP. This support has contributed to improved implementation of the Universal Periodic Review (UPR) recommendations as well as to the effective investigation and resolution of human rights complaints. UNDP's 2018 ROAR reports that 1,558 human rights cases/complaints were investigated and 911 were resolved.<sup>62</sup> UNDP in partnership with the Ethiopian Human Rights Commission provided support for establishing and strengthening 19 legal aid centres in four Universities (Adigrat, Semera, Jijiga and Welega Universities). In 2018 the 19 legal aid centres provided free legal aid services to about 5000 vulnerable people, out of which 60 percent were women.<sup>63</sup>

Overall, the human rights situation in Ethiopia improved after years of protests against government policies, and brutal security force repression.<sup>64</sup> The new Government lifted the state of emergency in June 2018 and released political prisoners and journalists. It rapidly opened the way for improved respect for human rights, through ending restrictions on Internet access, admitting that the security

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<sup>61</sup> UNDP, Results-Oriented Annual Report 2018.

<sup>62</sup> Ibid.

<sup>63</sup> Ibid.

<sup>64</sup> Human Rights Watch Report 2019: Ethiopia: Events of 2018, <<https://www.hrw.org/world-report/2019/country-chapters/ethiopia>>.

forces used torture and demonstrating a clear commitment to reforming repressive laws.

**Finding 8.** UNDP is increasingly supporting interventions aimed at enhancing the capacity of institutional authorities to promote peacebuilding and social cohesion which are relevant.

UNDP has extensively engaged in peacebuilding initiatives and has contributed to increased capacity and systems to monitor and prevent conflicts and promote peace and social cohesion. UNDP supported the Government and the Inter-Religious Council of Ethiopia to organize a series of inter-religious and inter-community dialogues to improve intergovernmental relations, social cohesion and national unity. Apart from enabling constructive engagement of communities to address differing interests, these platforms have helped to develop recommendations for the establishment of a peace architecture, providing the basis for a peacebuilding strategy/policy.

UNDP supported the House of Federation to conduct a nation-wide conflict mapping and to engage in an analysis of the Federal System, which resulted in the development of white paper on Inter-Governmental Relations (IGR). The IGR mechanism is expected to contribute to conflict prevention by facilitating Inter-State and State and Federal government interactions by establishing clear principles and predictability for engagement. UNDP interventions have contributed to improving conflict-monitoring capacities of local communities through supporting the development of structures and capacities for early warning and rapid response mechanisms at federal, regional and local levels.

Although these interventions are relevant, they are scattered and ad hoc. UNDP's peacebuilding strategy does not articulate clearly a set of upstream and downstream interventions, targeted geographic areas and communities, or national policy. Also lacking is an attempt to mainstream

conflict-sensitive approaches across all programme areas in order to ensure their contribution to conflict prevention through addressing not only the conflict factors but the drivers of peace. Despite positive developments resulting from the recent change in the political and governance landscape, political reforms have been accompanied by the resurgence of old conflicts and the emergence of new conflicts mainly driven by ethnic tensions. This trend has undermined the achievements of UNDP results in conflict prevention and peacebuilding. In this regard, UNDP has indicated its intention to assist the Ministry of Peace in establishing a peacebuilding roadmap and peacebuilding architecture through technical support and the design of a standalone programme of peacebuilding and conflict transformation.

## 2.4 Other Findings (Factors Affecting Performance)

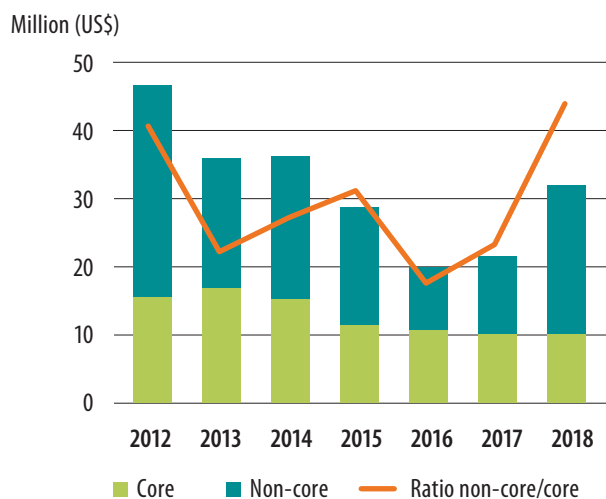
**Finding 9.** Despite relatively stable ODA to Ethiopia, UNDP has found it challenging to attract donor funding in the area of economic growth and poverty reduction. Vertical trust funding for the environment programme has increased steadily in this cycle, and the area of democratic governance presents important prospects for resource mobilization, notably with the change in context and the upcoming elections support programme.

There was a downward trend in expenditure between 2012 and 2016 (mainly due to a reduction in third-party cost sharing<sup>65</sup> and other sources of funding<sup>66</sup> as well as core resources, partly offset by an increase in funding from the vertical funds). Since the start of the current CPD (2016-2020), programmatic expenditure has increased, particularly between 2017 and 2018. Non-core resources have more than doubled, mainly fuelled by an increase in GEF programming (almost tripled between 2017 and 2018) and democratic governance expenditure (from the GDPP programme). The ratio of non-core/

<sup>65</sup> During this period, the donor base of UNDP in Ethiopia eroded. UNDP gradually lost financial support from key donors (Canada, DFID, Norway, Bill and Melinda Gates Foundation) which constituted 60 percent of bilateral donor funding in 2012.

<sup>66</sup> Other sources of funding include other UNDP corporate funding source classifications: EC Cost Sharing, EC Trust Funds, Other Resources, Other Trust Funds, Thematic Trust Funds.

**FIGURE 8. Core vs non-core resources (funding utilization)**

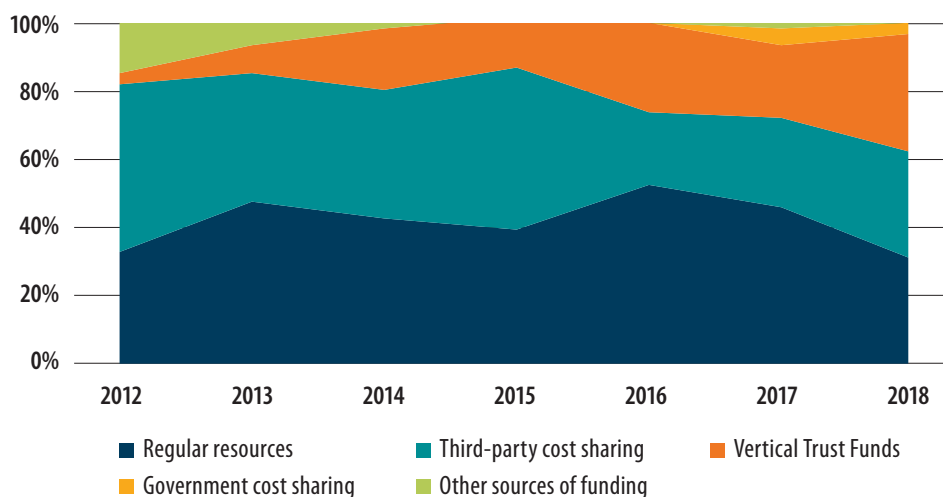


Source: UNDP Executive Snapshot (July 2019)

core resources was less than one in 2016 but has increased to more than two in 2018. Core resources represented 41 percent of programmatic expenditures during 2016-2018, with \$37 million spread almost evenly across the three key thematic areas of the CPD (democratic governance–37 percent; climate change and natural resource management–32 percent; and inclusive growth–31 percent).

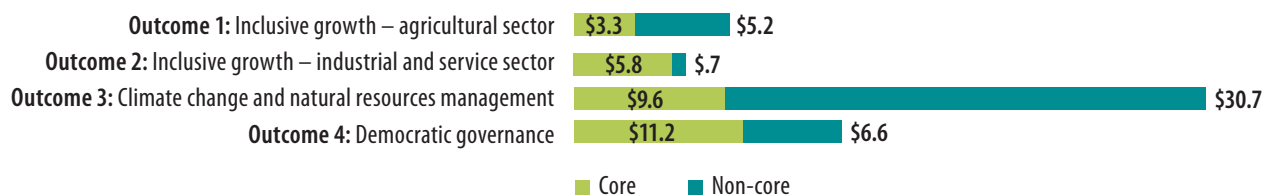
UNDP has had limited success in mobilizing support for the industrial and service sectors, and to a lesser extent for the agricultural sector, during the current CPD period. Core resources for outcome 2 (\$5.8 million) represent eight times the value of non-core expenditure (\$0.7 million) between 2016 and 2018, with pockets of non-core funding in support of entrepreneurship and the Ethiopian

**FIGURE 9. Evolution of shares of funding sources utilization**



Source: UNDP Executive Snapshot (July 2019)

**FIGURE 10. Programme expenditure by source, 2016-2018\* (million US\$)**



\* Based on Atlas data extracted in 2019. Figures show a slight difference with previous data presented in the report based on sampled project list.

Commodity Exchange. Outcome 4 on democratic governance is also heavily reliant on core funding, with non-core resources (\$6.6 million) representing about 60 percent of core resources invested (\$11.2 million).<sup>67</sup> While the picture of UNDP support in the agriculture sector (outcome 1) suggests positive resources mobilization, a third of total expenditures and half of the non-core resources mobilized have been in the area of aid coordination.<sup>68</sup> The other half of non-core resources for the period was for the Agricultural Growth Project which closed in 2017. In contrast, resource mobilization for work on climate change and resilience building has been strong, with three-quarters of non-core expenditure coming from GEF funding and a quarter from bilateral/multilateral funding. Non-core resources mobilized represent three times the core resources invested.

Trends in UNDP's capacity to mobilize funding observed between 2016 and 2018 would suggest that UNDP has been a more attractive partner for bilateral donors in democratic governance than in other thematic areas in which it is currently engaged. For democratic governance, UNDP mobilized twice the level of resources mobilized for inclusive and sustainable growth (\$3.2 million, discounting the non-core funding for aid coordination activities mentioned above). While support under the democratic governance outcome still shows reliance on core funding, expenditures have been hindered by recent ministerial reshuffles, and will likely increase due to the needs resulting from both the consolidation of institutions and the preparations for the upcoming elections. The country office reported that its resource mobilization effort around elections has reached around \$40 million.

**Finding 10.** The country programme portfolio is fragmented and there is insufficient synergy among interventions, which has compromised UNDP's efficiency and effectiveness. There are, however, some

encouraging and good practices in applying an integrated and clustered approach to programming which can be built on and expanded by the country office.

UNDP's portfolio is dominated by small and fragmented projects, particularly in the inclusive growth and sustainable development area, and there is limited synergy among interventions in the portfolio. The lack of focus and synergy among interventions has compromised the achievement of results. This has generated dispersion in the execution of the programme, and a disparity in the relationship between upstream investments at the national level, and downstream interventions for policy implementation and for feedback into policy processes. The limited micro-macro linkages between downstream and upstream programmes were also found by the previous ADR Ethiopia 2015.

However, there are also encouraging and good practices in applying an integrated and clustered approach to programming. For instance, the Governance Unit is applying a programme-level planning approach by clustering its interventions/projects around four pillars.<sup>69</sup> The GDPP programme is also a good practice in applying a comprehensive and integrated programming approach. In the area of climate change and natural resource management, programming has been thematically focused.

Vacancy of the position of Deputy Country Director for Programmes creates a challenge in ensuring adequate quality in programme design and implementation. In particular, this position would have been very important to ensure synergy and complementarity across the different programme components.

**Finding 11.** The sustainability of the results achieved in the country programme varies. Strong ownership by implementing partners; the focus of most interventions on capacity development; and the integration of structures and initiatives in targeted

<sup>67</sup> However, about a third of expenditures from non-core resources under this outcome pertain to support in areas not directly aligned with the outcome results statement (support to the international peacekeeping centre and others).

<sup>68</sup> Project support to GTP II implementation.

<sup>69</sup> These four pillars are i) Advancing democratic governance and participation, ii) Conflict resolution and peacebuilding, iii) Justice reform, and iv) Public sector and local governance.

institutions are some of the factors contributing to sustainability. On the other hand, factors such as lack of adequate exit strategies and strategies for scaling up; lack of holistic approach and scattered nature of projects; and high staff turnover have compromised the sustainability of some interventions and their achievements.

The sustainability of UNDP's work depends mostly on (i) the effective transfer of knowledge and expertise; (ii) the capacity of the Government to absorb the implementation of policies and its funding in national budgets; and (iii) the capacity of the government institutions to mobilize and implement their own programmes. The latter has been demonstrated with UNDP's work in the establishment of government agencies such as the Agricultural Transformation Agency, ECX, and the CRGE Facility.

Most UNDP-supported interventions focused on capacity-building of government institutions to effectively deliver on their core mandates and responsibilities. Accordingly, UNDP interventions exhibited strong ownership by implementing partners. In combination, these factors mean the risk to sustainability are relatively low in many cases, although the high staff turnover may compromise sustainability. In the economic growth and poverty reduction area, the major achieved results relate to the development of several policies and strategies in the agriculture, industry and tourism sectors as well as strengthened capacities of institutions affiliated to these sectors. Most of the strategies are already adopted and their continued existence is assured, although further actions would be needed to fully operationalize them. Similarly, institutions such as the Holeta Nucleolus Herd Centre, Poultry Multiplication Centre, Integrated Agro-Industrial Parks and ECX are already operational and the capacities acquired would be sustainable as there is strong ownership by respective institutions.

Most projects in the democratic governance area have focused on capacity-building and putting in place relevant systems and structures with implicit sustainability benefits. Policy and legislative changes supported by UNDP such as the National Human Rights Action Plan and CSO Proclamation

are already adopted. This has been well received by the national CSOs, as evidenced in the interviews the evaluation team conducted. Moreover, some structures established under the governance-related programmes have been integrated and institutionalized within existing institutions. For instance, the Speakers and other forums established in the legislative sector were given a legal basis to formally institutionalize them. Thus, their sustainability is ensured. Legal aid centres established within universities are also institutionalized. However, some structures such as the Anti-Corruption Agencies Platform and Democratic Institutions Forum are established more on ad hoc basis, without formal legal and institutional framework.

Although strong government ownership and focus of interventions on capacity-building reduce risks to sustainability, there would be value in greater attention to sustainability risks. Most project documents reveal that exit strategies are not adequately incorporated in project design. As the national implementation modality (NIM) predominates, exit strategies are critical to sustainability. This issue was also highlighted in the previous ADR Ethiopia 2015. The lack of adequate exit strategies is particularly problematic for initiatives that depend on project funding to operate. For instance, the support to the development of the Entrepreneurship Development Centre, while initiated in the past CPD since 2013, did not consider a concrete exit strategy. It has been fully operating as a UNDP project without formal legal recognition. The project is currently investing resources to identify options for its formalization and funding.

In addition, despite some attempts to deliver targeted but holistic responses at the downstream level, notably in the area of resilience, the small scale and fragmented nature of UNDP's downstream interventions do not favour sustainability as it limits, to some extent, the comprehensiveness of responses in tackling the multidimensional challenges faced. The scaling out and scaling up of interventions depends on the capacity of the Government to integrate pilot approaches promoted by UNDP into its national budget, or the replication of interventions through continued project

funding. Scaling up cannot be taken as a given process, as it depends not only on the success of interventions, but also depends on the capacity to demonstrate this in a valid and reliable manner. This requires significant investment in formative and dynamic monitoring, evaluation and learning function that is focused on generating and communicating knowledge about conditions for success. This is particularly important from a corporate memory perspective, given the challenges that have frequently posed by high government staff turn-over in the case of many interventions.

Finally, there is a need to assess the sustainability implication of the prevailing practice of placing UNDP-seconded project officers or technical advisers in institutions given its reliance on project resources. The arguments in favour of this practice include project management and timeliness. However, they raise questions as to its concrete effect in terms of knowledge and capacity transfer and whether it promotes a form of substitution of capacity which may sometimes undermine ownership and capacity development.

**Finding 12.** The monitoring and evaluation (M&E) function of the country office is not adequate, given the size and complexity of programmatic activities and the complexity of the environment in which UNDP operates in Ethiopia. Complementarities between the knowledge management and evaluation function of the country office are weak and not oriented to enhancing understanding of and managing conditions and trajectories for the success of UNDP's interventions.

UNDP in Ethiopia is engaged in areas of work that require long-term and continuous approaches, and at the same time, are subject to evolving contexts, influenced by many actors. In such contexts, both expected results and unexpected results tend to be emergent and happen in nonlinear fashion. Typically, dealing with this level of complexity requires strong application of adaptive management in response to feedback from dynamic formative monitoring and evaluation methods that are integrated into management decision making. This form of management is likely to require clarity in the programme's

theory of change, the underlying conditions of success that underpin this theory, and a dynamic monitoring system for ensuring their validity.

A review of the country office's M&E framework, based on its "Programme Implementation Manual for United Nations Agencies Assisted Programmes in Ethiopia", suggests it is more oriented towards the delivery of workplan activities, and financial delivery, than achievement of results. The indicators, derived from the UNDAF and GTP II, are mostly very general and do not support monitoring and evaluating the achievements or contributions of UNDP. In particular, the output level indicators of which UNDP should take full accountability do not have an adequate balance between quantity and quality indicators (being heavily skewed towards former). The M&E system does not match the ToC which the country office developed for the CPD. Furthermore, the ToC itself does not clearly indicate intermediate results, assumptions and conditions for success. While transformation is a key dimension, the ToC does not adequately reflect on transformational processes and changes that will be supported and how. The fragmented nature of projects further limits the value of evaluation for learning. Reflecting this, information sharing on results and lessons between field, M&E, programme and communication teams is not strong.

As such, the M&E framework of the country office does not provide a framework for internal strategic engagement about the performance of the country office. Knowledge from project-level implementation about what works, and in what context is not fully leveraged across the portfolio.

**Finding 13.** UNDP has been active in producing, compiling and disseminating knowledge for various uses. However, UNDP lacks a clearly defined communication strategy that balances the promotion of UNDP with the task of contributing to and stimulating policy debates and influencing policy development.

UNDP has been active in commissioning research and policy analysis in areas such as the situation of women in industrial parks and the national human development report on inclusive industrialization.

The evaluation team found evidence of formal and informal efforts to disseminate these knowledge products. In addition, UNDP produces analyses and diagnostics, including evaluations, that have uses that go beyond programme implementation and accountability. The evaluation team found some evidence of sharing of analysis, notably through the DAG, which was referred to as a useful and positive experience by many donor representatives interviewed by the evaluation. UNDP also partners with universities for producing and disseminating knowledge. With Addis Ababa University, for example, it supports the Department of Management in organizing the 'Quarterly Executive Idea Exchange Forum' which focuses on the Ethiopian economy and other issues. The outputs of the Forum's events are the publications that capture the issues raised, discussions held, and lessons learned, and can be used to inform policy processes. However, the evaluation found little link between UNDP country programme and the Forum's events, and the collaboration has not undergone an evaluation to explore how this can be done more strategically.

Currently, UNDP's approach falls short of a comprehensive research and communication strategy designed to maximize the impact of its work on policymaking and public debates. Engagement around the two key knowledge products produced during this CPD cited above was not evident beyond the production of the reports, launching events, and their dissemination. While partners engaged in industrialization and gender knew about and could refer to these products, there is no evidence that such products are linked to specific policy and programmatic reflection. For example, six months after the publication of the national human development report, the evaluation team found no evidence of an ongoing communication strategy aimed at keeping its key policy messages alive in the debate nor a clear link between the knowledge produced and policy-level decision-making. The communication strategy of UNDP appears to be limited to disseminating and communicating about ongoing activities. The evaluation team acknowledges there might be some sensitivities around UNDP increasing its communication in

public and policy debate. At the same time, however, it is perceived that UNDP is missing opportunities to make greater use of communication to stimulate behavioural changes within the scope of the results it seeks to achieve as part of the country programme. A lot of UNDP interventions implicitly entail some level of behavioural changes which could be further promoted to achieve transformational results.

**Finding 14.** The country office has developed a Gender Equality Strategy and put in place internal mechanisms to facilitate its implementation. Most UNDP projects and programmes incorporate some gender issues and promote the participation of women. However, there is a long way to go to systematically and adequately mainstream gender and achieve more gender-responsive and gender-transformative results.

UNDP Ethiopia has made some efforts to create an enabling environment in the office for gender equality and women's empowerment, in line with the recommendation of the ADR Ethiopia 2015. After the first Gender Equality Strategy (GES) 2014-2016 expired, the country office developed its GES 2018-2021 to guide it on mainstreaming gender equality and women empowerment within the framework of the CPD. The strategy identifies priority areas and entry points for gender mainstreaming in each of the three programme pillars in the CPD. The GES 2018-2021 signals an intention to adopt a dual approach to gender mainstreaming: (1) designing and implementing gender-specific targeted interventions, and (2) mainstreaming gender concerns developing, planning, implementing and evaluating all policies and programmes. The country office has established a gender team to lead the implementation of the GES and the action plan. However, it is too early to assess the impact of the GES strategy.

Some UNDP interventions have consciously worked to promote gender equality by targeting women structures or women beneficiaries. In the agriculture-related interventions, efforts were made to target women-headed households in providing agricultural inputs and services. Out of some

**FIGURE 11. Total programme expenditure by gender marker**



Source: Based on Atlas data extracted in February 2019

1.3 million households benefiting from the Holeta Nucleolus Herd Centre and the 15,000 farmers supplied with hormone-based artificial insemination, about 30 percent were female-headed or female farmers. About 46 percent of the 32,000 targeted beneficiaries of the eight model milk collection centres were women. The EDC project aimed to maintain gender balance of beneficiaries and about 44 percent of the total 80,000 reported beneficiaries who received training were women.

Field visits conducted in the Amhara region demonstrated differentiated approaches targeting women in diversifying their livelihoods and improving their financial independence. Under the legal aid interventions, about 60 percent of the beneficiaries were vulnerable women. In the industrial sector, UNDP contributed to the development of knowledge products on the role of women in manufacturing. The GDPP tried to enhance women's participation in the legislative process by supporting the establishment and operation of the Women Caucus and Women Speakers Forums. UNDP has also recently launched a Women in Peace project to promote the participation of women in conflict prevention and peacebuilding.

While there are positive examples, the country programme has struggled to develop interventions addressing men's and women's specific needs for gender-responsive results, which have the capacity

to bring substantial changes in the norms and structures of power for gender-transformative results.<sup>70</sup> As shown in Figure 11, a high amount of the programme expenditure was expected to contribute to gender equality in a limited way only (GEN1). Programme expenditure expected to have gender equality as the main objective (GEN3) accounted for less than 1 percent of total programme expenditure, significantly lower than the corporate target of 15 percent.<sup>71</sup> The picture is similar for expenditures from core resources.

**Finding 15.** UNDP is a trusted partner in Ethiopia, particularly by the Government. It has developed strong partnerships with several national government institutions but has limited partnerships with regional governments. UNDP has mostly good partnerships with donors and UN agencies, but communication and knowledge sharing could be improved. There have been efforts to develop partnerships with CSOs, the private sector and the academia, which need to be strengthened. However, engagement is almost non-existent with small-holder producers' organizations and other actors in rural-based value chains.

UNDP has over the years developed reputation and goodwill as a trusted development partner in Ethiopia, particularly by the Government. This has allowed it to support national dialogue, peacebuilding and other sensitive democratic governance issues. How-

<sup>70</sup> The IEO uses a Gender Results Effectiveness Scale (GRES) to assess the gender related results of the country programme. The GRES includes five results categories: Gender Negative (result had a negative outcome that aggravated or reinforced existing gender inequalities and norms); Gender Blind (result had no attention to gender); Gender Targeted (result focused on the number of equity of women, men or marginalized populations that were targeted); Gender Responsive (result addressed differentiated needs of men or women and addressed equitable distribution of benefits, resources, status, rights); and Gender Transformative (result contributed to changes in norms, cultural values, power structures and the roots of gender inequalities and discrimination).

<sup>71</sup> UNDP Gender Equality Strategy 2018-2021, p.19.



ever, UNDP's engagement and partnership with subnational level government institutions has been limited and indirect, mediated through national institutions.<sup>72</sup> The federal Government has tended to restrict or discourage direct engagement by UNDP at the subnational level, particularly prior to the recent change of government. After the change in government, there appears to be more opening to engage and partner with subnational institutions.

UNDP generally has good partnerships with donors and UN agencies, but communication and knowledge sharing could be improved. UN agencies consulted by the evaluation considered that the convening power of UNDP is still strong. Among UN and donor partners, UNDP is expected to play a leading role on governance, climate change, mainstreaming of SDGs and the nexus between humanitarian and development interventions. However, with the delinking of the Resident Coordinator function, UNDP needs to clearly assess and define its strategic positioning, particularly its role as integrator.

UNDP's partnership with other UN agencies was strengthened by joint programmes. In the current CPD period, UNDP was part of the UN Joint Programme on Gender Equality and Women Empowerment. UNDP is also the lead agency for the recently started UN Joint Programme on 'Cross-border cooperation between Ethiopia and Kenya for conflict prevention and peacebuilding in the Marsabit-Moyale Cluster'. UNDP is implementing a joint project with the FAO and UNICEF titled 'Support to Livelihoods of Drought Affected Households and Resilience Building of Vulnerable Groups in Somali Region'. With UNESCO, UNDP will implement a programme aiming to transform Ethiopia's tourism sector. The United Nations Capital Development Fund (UNCDF) and UNDP partnered to promote alternative energy solutions in rural areas in the frame-

work of the project 'Promoting Sustainable Rural Energy Technologies'. Thanks to this partnership, energy lending was enhanced as UNCDF established a credit risk guarantee fund mechanism and mobilized \$2.4 million private investment to this end. However, the evaluation noted weak partnership with the World Food Programme despite the potential of close collaboration for the implementation of certain DRR activities in regions where both agencies are present, such as Gambella.

Through its arrangements with UNDP, United Nations Volunteers (UNV) has had a long historical partnership with Ethiopian Government. Between 2003 and 2012, there were on average 300 UNVs annually<sup>73</sup>, which were part of an overall strategy to support capacity development and programme implementation in the different regions of Ethiopia and were deployed in regional institutions. This approach was discontinued in 2012 and replaced by the strategy to recruit project staff and locate them in ministries, mostly at the national level, as observed by the evaluation team in many UNDP projects.<sup>74</sup> At the time of the evaluation, there were 54 UNV in Ethiopia.<sup>75</sup> UNDP had 16 UN volunteers in its staffing, of which about two-thirds are international volunteers. UNV were assigned to different functions, mostly in programmatic support functions but also to administrative and operational functions such as in finance, procurement, and Human resources. UNV is now seeking to revive the partnership, through several initiatives to develop a national volunteerism policy, a private-sector-funded national youth volunteerism programme for graduates and students; community-level volunteerism; and exploring refugee volunteerism in partnership with UNHCR targeting graduates in host and refugee communities.

There has been some effort by UNDP to engage and develop partnerships with CSOs, particularly

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<sup>72</sup> Even where partnership with regional states could have been considered, like the implementation of the NAMA Compost project in six cities, UNDP's partner was the national ministry.

<sup>73</sup> Source: Data from UNV corporate database.

<sup>74</sup> While further evidence was not collected on this matter, the driver for this are reported to be related to revisions which increased the voluntary living allowance in UNV terms and condition of services, which reduced the perceived value for money of the strategy by the Ethiopian Government.

<sup>75</sup> As of April 2019, source: UNV.

under the governance programme. Notably, UNDP supported the establishment of the CSO Dialogue Forum, which has promoted dialogue between the Government and CSOs. UNDP has also supported government partners to involve CSOs as partners in some governance interventions (especially those addressing peace and access to justice). However, UNDP's ability to involve CSOs has been constrained partly because of the restrictive CSO law that was in place until recently.<sup>76</sup>

UNDP has made various efforts to develop partnership with research institutions/academia, for

example, with the Addis Ababa University, but these partnerships lack clear objectives linked to country programme priorities. While there have been examples of partnerships with the private sector (such as work with the Ethiopian Economic Association), there is scope for strengthening them, including with farmers' organizations. The private sector plays a key role in linking smallholders to market by establishing collection points, postharvest storage, processing facilities, etc. With reinforced capacity of farmers organizations to develop inclusive rural value chains, the farmers not only could improve access to market but also be paid better prices.

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<sup>76</sup> The Charities and Societies Proclamation that was issued in 2009 prohibited most types of CSOs from engaging in governance and rights issues and restricted the ability of those CSOs allowed to engage on rights issues to access funds from international partners. This has limited the ability of UNDP to support CSOs, particularly in the area of promoting democratic governance.



# CHAPTER 3

## CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP  
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT resp  
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## 3.1 Conclusions

- **Conclusion 1. UNDP's 2016-2020 country programme responds to the development priorities of the Ethiopian Government and has achieved tangible results (though to varying degrees) in most areas covered. Some projects have the potential to be transformative, although most projects have only achieved incremental results.**

UNDP's interventions are relevant to the development challenges and priorities of Ethiopia. UNDP made many tangible contributions in the different areas covered by the programme. It has established a niche and positioned itself well to support governance reforms that were not in the political debate before the 2016-2018 political crisis, and has provided effective support to processes and measures aimed at political openness.

Most interventions of the country programme are standalone projects which are not conducive to transformational change as they do not contribute to enabling a significant evolution in terms of scope (e.g. scaling-up or replication). Although some of the upstream interventions supported institutional reforms aimed at boosting transformative changes, overall the programme lacks a conceptual approach for transformation, and most projects have only supported incremental change.

- **Conclusion 2. Building on its long-term engagement and past successes, UNDP is considered a legitimate and credible partner in supporting Ethiopian institutions to address critical development challenges. The change in the political context is opening new opportunities for UNDP to support the country in democratic governance, climate change and natural resource management.**

In past country programmes, UNDP has been an important partner in supporting the Ethiopian Government to establish new national agencies and governmental structures. This is illustrated in past support for the establishment of the Ethiopian Commodity Exchange, the Agricultural Transformation Agency, and more recently the

CRGE Facility. Institutions are fulfilling their functions independently from UNDP support, which attests to the sustainability of these initiatives.

The attributes of UNDP that explain most of its perceived strength in this area is its impartiality; its responsiveness; the consistency and robustness of its analysis, which makes the information generated to be perceived as valid, reliable and widely accepted; the skills of the specialized technical staff of the office; and the transparency and efficiency of its fund management procedures. Through the trust built over time and within its limited resources, UNDP is perceived as a reliable partner for accompanying long processes entailed by institutional capacity development and development in general.

Building on its past programme in the new political context, UNDP has been invited to facilitate dialogue and is using its governance programme to support and ensure the viability of the reform measures that the new Government is undertaking following the 2018 political changes in Ethiopia. However, in this new context, UNDP faces the challenge of developing new forms of support aligned with the new approaches and priorities in public management, characterized in particular by a desire to be more inclusive of actors at all levels (national, regional and local), and of all sectors (public, private and civil society).

- **Conclusion 3. In line with the evolving context, UNDP is increasingly supporting the Government of Ethiopia in the areas of conflict resolution and prevention, through the promotion of social cohesion and institutional capacity development. There is scope and opportunities for UNDP to advocate and engage in a more deliberate strategy to further integrate a conflict lens in its programming that balances support to conflict resolution and prevention.**

Since the opening of political spaces, there has been increased regional tensions and interethnic conflicts in Ethiopia. These conflicts are multidimensional and are taking place at multiple levels; they include access to resources and livelihoods,

historical ethnic and regional tensions, inequalities, exacerbated by climate vulnerabilities and regional instability.

Through different channels, UNDP is directly supporting the Ethiopian Government in promoting initiatives for social cohesion, conflict resolution and mediation. The country programme built capacity and supported a wide range of stakeholders at both upstream and downstream levels in their efforts to improve trust and confidence between political and religious actors. Its interventions in the area of peacebuilding and conflict preventions are considered by its national partners to be relevant in the context of the country. In addition, the broad range of interventions that constitute the UNDP portfolio are indirectly supporting conflict prevention at different levels through the institutional capacity support to democratic institutions, interventions aimed at building resilience of natural resources management, support to private sector development for employment and others.

However, currently, the programme does not have, but would benefit from a more clearly defined strategy addressing how it can best support peacebuilding, conflict resolution and prevention, including where it should focus its efforts, both in terms of geographic areas and communities, and national policy processes.

- **Conclusion 4. UNDP has predominantly focused on institutional capacity development at the federal level across the different thematic areas in which it is involved. The downstream work of UNDP has essentially been in the area of resilience building at community level. There is, however, an important gap in strengthening the capacity of regional governments.**

UNDP's programme has responded appropriately to demands to support the priorities of the federal Government. There have also been some good downstream results, particularly in the area of climate change and resilience building, albeit these efforts are limited in scale and have limited connections to or influence over national policy.

Until recently, the prevailing political context may have limited space for engagement with regional states. However, progress achieved in terms of national development have trickled unevenly across the different parts of the country, further exacerbating historically rooted differences, which have been the causes of expressed grievances, and a renewed source of regional and interethnic conflict. Before 2012, support and presence at the regional level were extended through the deployment of UNVs but this strategy was discontinued. There are, however, tremendous institutional capacity gaps and inequalities of opportunities at the regional level, which may challenge the ability of UNDP, and other development partners, to contribute to sustainable development at this level. Changes in the political context may provide an opportunity window for UNDP to reconsider opportunities to engage with regional states, in bridging the gap between national policy and institutional development and the work UNDP is doing at the community level.

This should be approached cautiously, as the regional landscape of Ethiopia is diverse, with development challenges that are deeply embedded in distinct local socio-economic and political contexts. This presents particular risks and challenges in ensuring that interventions developed do not spread too thinly to be effective in building subnational capacity and in ensuring that approaches are responsive to the diversity of context.

- **Conclusion 5. Although UNDP's interventions are relevant to Ethiopia's priorities, they are spread too thinly across too many thematic areas and regions, undermining the quality and sustainability of interventions. Programmatic planning in some areas has enabled UNDP to take a more strategic and cost-effective approach, which provides models for addressing fragmentation in other parts of UNDP's portfolio.**

UNDP supports too many projects in too many geographic contexts and thematic areas, stretching UNDP's scarce resources and expertise thinly, and reducing the quality and impact of its work.

This is particularly evident in work addressing agricultural productivity and industrialization, where the programme overstretched interventions and lacked geographic targeting that would be more effective in leveraging synergies and catalytic effects in a diverse country. Current efforts, while important, disperse the focus of the support making it difficult to generate momentum in an area, make results incremental, and subsequently result in reducing the potential for transformation. The integration and synergies of interventions are weak, not only across the different projects and programme areas, but also between upstream and downstream initiatives. The consequence of weak integration of interventions is that downstream interventions, while implementing national policies and strategies, may not adequately inform national policy development. It also implies increased transaction costs related to the numerous project structures and their programmatic and administrative requirements.

Programmatic planning in some areas has enabled UNDP to take a more strategic and cost-effective approach with potential for transformative results. Through the CRGE Facility, for example, UNDP supported the Government to put in place a mechanism to facilitate financing of interventions to rehabilitate degraded land and reduce emissions. With GDPP, UNDP is helping key institutions make political and legislative processes more effective and inclusive. These projects should be used as models for addressing fragmentation in other parts of UNDP's portfolio.

- **Conclusion 6. There is scope in the UNDP partnership strategy to more fully engage with other development actors and parts of societies at different levels to establish linkages and synergies to enhance the overall collective contribution to the development process.**

UNDP is seen by most of its government partners, development actors and donors as a carrier of values related to the concerns of vulnerable groups and democratic governance. It has developed good partnerships with government institutions, UN agencies, and donors. While UNDP

has developed strong partnerships with government institutions as a partner of choice to support their development process, communication and knowledge sharing with UN agencies and donors could be improved for better synergy and opportunity of replication and scaling up of successful results. The scale and scope of challenges to the pursuit of Ethiopia's development trajectory are important and complex, and cannot be expected to be sustainably addressed by UNDP alone given its resource and mandate limitations.

Drawing from the partnerships established by the country office, the evaluation notes that the approach to partnerships that has been adopted has been more focused on the delivery of project activities and outputs and less on establishing linkages and synergies that would enhance the catalytic potential of UNDP's interventions. While recognizing the limitations for UNDP to engage with civil society actors due to unfavourable legal framework in the past, it is found that there is scope to engage with UN and non-UN actors and different parts of civil society in Ethiopia, to go beyond information sharing, resource mobilization, and project implementation, and establish strategic partnerships with actors that seek to contribute to the same outcomes and interrelated outcomes, where relevant.

Such an approach to partnerships would be consistent with the stated objective of UNDP to promote a whole-of-government and whole-of-society approach that is highlighted as "vital for transformational change" in the UNDP Strategic Plan, 2018-2021.

- **Conclusion 7. While the M&E system provides basic information on the implementation of activities and delivery of outputs of the country programme, there is some room for improving it to adequately monitor and evaluate the transformative impacts of interventions and inform on project experiences to promote and manage their potential for scaling up.**

The current M&E system was designed for the monitoring of activities in the planning framework of the CPD and is mainly focused on the

monitoring of activities and delivery of products. The tools for monitoring and evaluating outcomes, impacts and value for money are not well-developed. Reflecting this, the knowledge management and communication functions are also weak. These shortcomings prevent adaptive management and the capture of feedback from implementation as evidence that can be used to inform and influence national policy. It may also limit the ability of UNDP to demonstrate the value and validity of its interventions for their scaling up.

- **Conclusion 8. UNDP Ethiopia places a priority on gender mainstreaming in its interventions and has made encouraging progress recently. However, the country programme does not focus sufficiently on women's empowerment interventions.**

UNDP Ethiopia's Gender Equality Strategy 2018-2021 provides a good framework for mainstream-

ing gender in the country office and its programmes and the office has assigned gender focal points in different units to support its implementation. UNDP has played an important role in advocating for gender equality in high-level forums and policy processes, and there is evidence that some downstream interventions adopted differentiated approaches in targeting women in the area of livelihood diversification.

However, UNDP's contribution to the development of gender-sensitive policies and strategies is limited to few interventions. The country programme has not sufficiently mainstreamed gender, particularly in downstream interventions. UNDP has focused mainly on the inclusion of women as participants but has not systematically sought to address the needs of different genders and specific groups, such as the female youth.

## 3.2 Recommendations and Management Response

### Recommendation 1.



**For its next country programme in Ethiopia, UNDP should strengthen the linkages between upstream and downstream interventions in order to enhance the likelihood for transformational change. It should strengthen its strategic focus and ensure integration between thematic areas, to better build synergies and reduce fragmented initiatives. Clear theories of change should be developed, and guidelines provided for the selection of programmes and projects, as well as for maintaining and strengthening the downstream-upstream linkages.**

The existence of a large number of small and fragmented projects in the country programme is a serious challenge that needs to be addressed, as it affects the efficiency as well as effective achievement of results. Building on existing good practices such as the GDPP programme, UNDP should adopt an approach of developing larger and comprehensive programmes in major sectors or thematic areas and should minimize the creation of smaller and isolated projects. Small-scale livelihood support initiatives should be avoided unless they are appropriately integrated with policy and institutional partners that can learn from and replicate results.

UNDP's main value addition should consist in its ability to provide high-level evidence-based policy advice, technical support for policy formulation, capacity development, and innovations from downstream work for scaling up. UNDP needs to adopt clear criteria for deciding to engage in downstream and community development interventions, such as to test innovative or pilot approaches; produce evidence from the ground to inform policy

interventions; address geographic-specific and serious development and humanitarian issues; etc.

The strategic focus should adequately combine thematic focus and geographic targeting. With regard to themes like climate change, natural resources management, forestry, DRR, peacebuilding, biodiversity, the geographic targeting for interventions to be supported should be determined by the identification of 'hotspots', focusing on poorer regions based on regional human development index. Partnership should be built with 'champion regions' committed to fulfilling what the achievement of the partnership aim requires.

**Management Response:**  
**Agreed**



The CO has independently come to the same conclusion. The upcoming portfolio review is expected to generate the evidence base needed to address this issue going into the next CPD. Furthermore, the additional analytic work being done by the CO through the Common Country Assessment (CCA), using a simple but potentially insightful systems mapping approach, will highlight core issues for an integrated response to the SDGs in Ethiopia. This will feed, in turn, into in-depth CO-wide brainstorming and consultation processes that will connect with outreach to Government, UN agencies and entities, development partners, civil society and the private sector. A robust theory of change (ToC) will be developed with clear and plausible change pathways backed by credible evidence to define programme priorities. Furthermore, risks and assumptions will be clearly articulated in the CPD M&E plan and the ToC linked with the CO's partnership strategy.

Expected outcomes include a more focused programme, based on a clear and convincing strategic logic; adoption of portfolio management approaches across traditional thematic clusters; and greater emphasis on upstream-downstream linkages not least through deeper, broader and more systematic engagement with Regional Governments that can connect with strategy and policy work at Federal level.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
1.1. Utilize the CCA to build the analytic case for strategic repositioning.	September-October 2019	Senior Management (SM), Team Leaders (TLs) of Progs.	In progress.	Initial exercises on ToCs and systems mapping have begun already.
1.2. Undertake a comprehensive Portfolio Review.	September 2019	SM, Programme Management Support Unit (PMSU) and Inclusive growth and sustainable development (IGSD)	In progress.	Portfolio review has been started. International and national consultant team hired.



Recommendation 1 (cont'd)

<p><b>1.3.</b> Develop a robust ToC with plausible change pathways backed by credible evidence, clearly stated risks and assumptions for the new CPD.</p>	<p>January 2020</p>	<p>SM and TLs in Progs. and Ops.</p>	<p>Planned.</p>	<p>CPD formulation process commenced.</p>
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**Recommendation 2.**



**UNDP should take advantage of the opportunities that have been generated by the 2018 political changes to promote stronger engagement and partnerships with regional states, including the development of regional capacities in areas where it has comparative advantages.**

Ethiopia is a vast, geographically and culturally diverse country, with numerous development challenges that need to be addressed at multiple levels. Regional states can be appropriate partners, where relevant, for implementing downstream development interventions.

The importance of such partnerships resides in the fact that national growth policies, plans and strategies are not uniformly implemented across the country because each region may be facing specific constraints. Despite the country's overall economic progress of recent years, interregional inequities persist, and there are stagnations and even reversals in regions that are subject to natural disasters or conflicts. A particular targeting package of these regions should be given priority in order to address, in addition to the needs of the population groups, the capacity constraints of the regional states' administrations. One illustrative example: DRR must not only be incorporated in national sectoral policies, plans and strategies but also be implemented through regional state plans and strategies where there are recurrent disasters (such as flooding and droughts) which impact the lives and well-being of the populations. In such cases, UNDP should have a particular focus on providing regional states support to build their capacity so that they can exercise increased responsibility and responsiveness in that domain.

**Management Response:**  
**Agreed**



In line with the response to Recommendation 1, the CO is seriously considering a redesigned structure for the next CPD that involves programmatic components at both Federal and Regional levels. This should yield: first, stronger, more consistent and timely linkages between Federal and Regional action which should, in turn, unlock greater and faster progress on a wide range of issues; second, a much more strategic, formal and sustainable partnership between UNDP and Regional States that begins to mirror the close and trusted relationships that have been built up over time with the Federal Government. UNDP's existing – albeit somewhat ad hoc – work at regional level can provide a useful springboard for moving in this direction.

Recommendation 2 (cont'd)

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
2.1. Conduct rapid capacity assessments at regional level.	November-December 2019	PMSU, Governance, IGSD	In progress.	Capacity assessment for Somali Region has been conducted and gaps identified.
2.2. Develop a regional approach within the next CPD.	January 2020	SM, Tls on Progs. and Ops.	To be initiated in Q4 2019.	Internal agreement reached. Government to be consulted.
2.3. Conduct micro-assessments, NIM/ Harmonized Approach to Cash Transfers audits and spot checks for selected regional/ local partners to enable rapid movement to deeper and broader programme implementation.	February 2020	PMSU	Planned.	

**Recommendation 3.**



**UNDP should develop and implement a comprehensive strategy for multistakeholder partnerships to mobilize expertise, knowledge and resources, and promote greater synergies with the operations of other actors in the development landscape of Ethiopia.**

Supporting Ethiopia to achieve the SDGs is a huge challenge. The country's development context is very complex and UNDP's resources are limited. Effective partnerships in the country in line with SDG 17 are a critical factor for UNDP success. The approach should consider the development and shaping of a whole-of-government-and-society approach which would include continued traditional and non-traditional partnerships with government actors, UN agencies and other development partners, and that would be outward looking to CSOs, academia, research institutions, and private sector organizations. This should be envisaged to enhance synergies, harmonization, and coherence in implementing interventions in poverty reduction, governance, human rights and peacebuilding. UNDP's partnership and collaboration with different stakeholders and actors would be best served and streamlined if it is guided by a clear strategy and action plan. This in turn would require better mapping of interventions and outcomes to which certain actors intend to contribute to and in what ways.

**Management Response:**  
**Agreed**



This recommendation is in line with the new guidelines governing the design of new CPDs. The CO will develop a comprehensive Partnerships and Communication Action Plan (PCAP) to provide a framework for partnerships management, communications/outreach and resource mobilization as part of the new CPD. While the CO has recently redoubled its efforts to increase and diversify its donor and partnership base to include Government Cost Sharing and the Ethiopia Humanitarian Fund, further efforts will be made to promote greater collaboration with the private sector, foundations, academia, civil society and international financial institutions. The CO intends to proactively build partnerships around concrete and substantive programmatic ideas – for instance, the Accelerator Lab, a sector-wide approach to micro, small and medium enterprise development, peacebuilding and innovative financing – so that funding and other forms of partnerships cohere with rather than distract from strategic goals.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
3.1. Prepare a comprehensive Partnerships and Communication Action Plan (PCAP) as part of the new CPD.	June 2020	SM, PMSU and Comms	Planned.	Initial stages of CPD formulation have started.
3.2. Revisit partnership management approaches and arrangements within the CO – potentially, with assistance from the Bureau of External Relations and Advocacy – to substantially raise the quality, reach and effectiveness of partnership development and management, building on lessons learned from the experience of the existing CO Partnership Task Force (PTF).	June 2020	SM, PMSU	Planned.	The PTF is already in place.

#### Recommendation 4.



**UNDP should continue and strengthen the application of a rights-based and inclusive approach in its programming. Particularly, UNDP should prioritize gender mainstreaming and ensure the effective implementation of its Gender Equality Strategy. It should make gender equality and women’s empowerment a critical component of its interventions.**

Although there is encouraging recent progress in mainstreaming gender in the country office, there is still a long way to ensure the full implementation of the Gender Equality Strategy 2018-2021 and the effective mainstreaming of gender in the country programme. The country office should give adequate attention and allocate sufficient resources to ensure the full implementation of its Gender Equality Strategy 2018-2021.

UNDP projects should have a stronger focus on women’s empowerment and inclusion of young people. UNDP’s strategy and implementation approaches should fully integrate a gender-equality perspective and actively promote the social and economic empowerment of women; as well as create sustainable and attractive rural opportunities for youth of both sexes by promoting their access to opportunities for capacity development, financial resources and sustainable livelihoods.

**Management Response:**  
**Agreed**



The CO is already implementing a Gender Equality Seal Action Plan, rolling out training for staff. A gender focal team is also active. The new CPD offers an opportunity for deeper gender analysis to ensure that gender-equality concerns are fully and consistently reflected in the programme rationale, priority areas and corresponding results and resource framework. As per the Gender Seal standard, the aim is to ensure that 15 percent of the programme budget will be allocated for gender transformative projects/outcomes/outputs (GEN3 projects); and at least 50 percent of the CO programme expenditure will contribute directly to gender equality results (GEN2 and GEN3 projects together).

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
4.1. Clearly articulate a gender equality and women’s empowerment approach within the strategy for the next CPD, consistent with corporate and CO level Gender Equality Strategies.	June 2020	SM, all Units	Planned.	Initial stages of CPD formulation have started.

Recommendation 4 (cont'd)

<p><b>4.2.</b> Institutionalize gender analysis in programme and project design/ formulation.</p>	<p>September 2019</p>	<p>Policy Analysis Unit (PAU), PMSU, TIs in Progs.</p>	<p>Ongoing.</p>	<p>Comprehensive gender analysis on governance, manufacturing and integrated land management have been completed already. This will continue for other projects as well.</p>
<p><b>4.3.</b> Institutionalize assessment of gender-differentiated impacts through monitoring and evaluation.</p>	<p>December 2019</p>	<p>PAU, PMSU, TIs in Progs.</p>	<p>Started.</p>	<p>Comprehensive gender action plan developed in 2018 and needs to be updated.</p>
<p><b>4.4.</b> Develop staff capacity on gender mainstreaming through structured inductions, training and learning events.</p>	<p>September 2019</p>	<p>PAU</p>	<p>Started.</p>	<p>Gender mainstreaming training and learning events conducted twice already in 2019.</p>

**Recommendation 5.**



**While continuing its upstream level support to the Government’s efforts in implementing peace policies, and to the Ministry of Peace in its strategy and processes for peace and conflict resolution, UNDP should advocate and adopt a more deliberate and integrated approach in addressing underlying causes of conflicts and of instability.**

The next country programme interventions must address the causes of conflict, seek to strengthen community resilience and respect for human rights. An integrated approach is needed to fully strengthen human security and promote peace in areas where socio-political tensions exist, and to mitigate conflict factors. A more comprehensive approach towards addressing human security and promoting peace in conflict areas is necessary. It should emphasize interventions that seek to mitigate conflict factors and to enhance peace drivers. This requires that UNDP mainstreams conflict prevention and peacebuilding in all its programme priorities. To be sustainable, peacebuilding and conflict-prevention actions need to be based on the support to governance reforms that also take into account aspects such as resource-based issues, basic service delivery, capacity-building for peace, confidence-building opportunities, cultural events between and among groups or sectors, etc.

**Management Response:**  
**Agreed**



The recommendation is well aligned with the CO's current thinking on what should constitute priorities in the run-up to the development of the new CPD. The CO believes that there is a compelling case for a peacebuilding and reconciliation programme that will include support to the Government and other partners on conflict analysis and a roadmap that elaborates short, medium and long-term options for ensuring sustainable peace. This is meant to be a major undertaking by the CO in the near term. Establishment of the new Ministry of Peace provides UNDP with an opportunity to consolidate existing initiatives to engage strategically on this issue.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
5.1. Conduct a national conflict mapping study and develop proposals for a peace-building architecture.	December 2020	Governance	Discussions have begun.	Work in progress.
5.2. Develop and launch a standalone conflict prevention/peace-building portfolio.	June 2020	Governance	Planned.	Work in progress.

**Recommendation 6.**



**UNDP should improve the M&E system of the country programme to ensure that it better captures UNDP's contributions to transformative changes for sustainable development and also supports knowledge management and communication for development, which in turn would strengthen the ability of UNDP to demonstrate the added value of its interventions and enhance the prospect for scaling up.**

The M&E and the communication teams should coordinate their work to strengthen knowledge management and to develop access to that knowledge not only for internal needs but also for the national partners' needs. Partner institutions should be facilitated to participate in publishing and disseminating knowledge. In addition to knowledge management, UNDP should also improve communication of the results obtained, thus reinforcing the exchange of knowledge and use of UNDP's specialized networks to generate and promote learning that can strategically contribute in a timely manner to better-informed decision-making. Given UNDP's rich and recognized contribution to Ethiopia's national development, there is an opportunity in using communication for development as a tool to further position

itself more strategically, including enhancing the prospect for scaling up of its successful interventions. Together with M&E and other specialized units, the Communication Unit can help increase the visibility of the UNDP's contributions to the SDGs and to transformative changes.

**Management Response:**  
**Agreed**



The CO will review and strengthen its M&E function aligning it with programme size and complexity as well as the requirements of a dynamic country context. In addition, as part of the CPD process, efforts will be made to ensure that programme results are defined at an appropriate level and are drawn from a clearly articulated theory of change.

Key Actions	Time-frame	Responsible Unit(s)	Tracking*	
			Status	Comments
6.1. Develop a robust M&E framework for the new CPD to ensure it better captures higher level results and supports knowledge management as well as communications.	June 2020	PMSU, TLs of Progs.	Planned.	
6.2. Formulate and implement a multi-year development research programme that, among other things, draws systematically from UNDP's implementation experience to highlight lessons learned and implications for programme/project design but also, crucially, policy design.	September 2020	SM, PAU, TLs of Progs.	Planned.	

\* Implementation status is tracked in the Evaluation Resource Centre.





# Annexes



Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at: <https://erc.undp.org/evaluation/evaluations/detail/9914>

- Annex 1.** Terms of Reference
- Annex 2.** Country at a Glance
- Annex 3.** Country Office at a Glance
- Annex 4.** Project List
- Annex 5.** Summary of CPD Indicators and Status as Reported by Country Office
- Annex 6.** People Consulted
- Annex 7.** Documents Consulted









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