
Disaster Risk Management and
Livelihood Recovery programme

2010-2016



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Resilient nations.*

2014
Mid-Term Evaluation Report

Independent Mid-Term Evaluation Report

Disaster Risk Management and Livelihood Recovery programme of UNDP Ethiopia (2010-2016)

ACKNOWLEDGEMENTS

We take this opportunity to express our sincere gratitude to all those who contributed to and facilitated the evaluation, and freely gave their time, ideas and inputs. We would in particular like to express our sincere thanks to the communities and local authorities in the districts visited, staff of the implementing partners in the field, as well as UN and other agency staff. Our appreciation also goes to staff of the Disaster Risk Management and Food Security (DRMFSS), particularly Early Warning and Response Directorate of the Ministry of Agriculture, for availing themselves to the mission, and for sharing their views and inputs. Finally, our thanks to the staff of UNDP CRGG Unit in Ethiopia, UNDP field staff in Oromia, Somali and Gambella Regions, as well UNDP Ethiopia senior management for being supportive and responsive to our needs throughout the evaluation. We hope that the findings and conclusions in this report reflect a balanced view of all the stakeholders and will contribute to strengthening UNDP's work on Disaster Risk Management in Ethiopia.

SUMMARY

Background

This document presents the mid-term evaluation (MTE) report of the “Disaster Risk Management and Livelihood Recovery program” (DRR/LR) in Ethiopia. *The overall goal of the program is to enhance institutional capacities for disaster risk reduction and ensure effective policy, program and planning from federal to community levels in the country. More specifically, the outcome is enhanced institutional capacity to lead cost-effective, systematic and sustainable actions towards the protection of lives, livelihoods and property of vulnerable population through a reduction in the risks and impacts of disasters.*

The DRR/LR is a multi-donor and multi-year program and it is being implemented since 2010 in the most hazard prone regions of the country. At Regional level, the program is working in Afar, Gambela, Oromia, and Somali regions. At Federal level, strategic policy support has been provided to the Disaster Risk Management and Food Security Sector (DRMFSS) with the support of multiple donors (including Switzerland, Japan, and African Union) and UNDP core resources. The program is being implemented in partnership with the Federal Democratic Republic of Ethiopia under a national Implementation modality (NIM). The Disaster Risk Management and Food Security Sector (DRMFSS) of Ministry of Agriculture and the Ministry of Finance and Economic Development (MOFED) are the responsible agencies for implementation, with technical and financial support from the United Nations Development Program (UNDP).

Purpose of the Mid-Term Evaluation (MTE)

The overall objective of the MTE is to provide an independent assessment of the project performance to date (2010-Mid 2014) and to provide relevant recommendations on the future orientation for the remainder of the implementation period, currently projected for December 2016. This report is based on first-hand information collected. The MTE team visited 10 woredas in 3 regions and held an extensive range of interviews with stakeholders at all levels. With UNDP working in 18 woredas in all regions, the 6 woredas visited represent a snapshot but a chance nevertheless to appreciate the scale of the challenge and the role played by the DRR/LR program.

The evaluation was conducted in July/August 2014. One international and one national consultant comprised the MTE team. This document is a report on the findings of the MTE. Specifically, the MTE looks at the six evaluation dimensions stated in the ToR: i) Strategic Orientation; ii) Program performance; iii) Cross-Cutting issues (with particular attention to gender dimensions), iv) Partnership strategy and program management; v) Impact and Sustainability; and vi) Lessons learnt and recommendations for future programming.

Synopsis of Key Findings

The main findings and conclusions of the MTE are highlighted as follows:-

- **Strategic Orientation: design and relevance -**

The DRR/LR can be assessed as a highly relevant intervention. The project and its different activities are in line with policies, strategies and priorities of the Government of Ethiopia, the UNDAF and UNDP. Informants from national government agencies and local government units consulted also confirmed the high degree of the DRR/LR relevance to the needs of local communities and the priorities and mandates of their institutions. While there are other on-going initiatives on livelihood recovery and CBDRM in these regions, the program is perceived to be distinct in terms of its efforts to work across different levels of decision-making, to fill in essential institutional gaps and to put communities in the driving seat of program implementation.

The DRR/LR program has also been able to respond effectively to new priorities that have been recognised since the development of the program – namely the requirement to respond to drought crisis in 2011. However, changes made along the way in the program design in response to the 2011 droughts resulted in a fragmented program where the strategic approach of mainstreaming and strengthening risk identification and CBDRM approaches at sub-regional level was missing. This is a serious gap as it is inconsistent with the strategic objectives of the program. As a result, it was difficult for the evaluators to determine whether the program is meeting its objectives. We believe the absence of a coherent and updated internal program logic resulted in poor and lack of focus guidance for program decisions over time as the context changed.

The MTE team also considers that the design of the project is too ambitious in the view of the time and resources available for its implementation. The question that is constantly raised is as to whether the program is spread too thinly over larger number of districts with too many components. The DRR/LR program needs to focus on areas that demonstrate the greatest UNDP added value and impact.

- **Program performance:**

Overall, the UNDP-DRMFSS project is largely on track to deliver the stated outputs *in terms of physical inputs and deliverables*. The project strengths include its identification and addressing priority needs of the target community; its participatory approach, and the fact that it accomplished the planned activities despite the challenges.

At Federal level, the program has been effective in advancing policy actions by contributing to the development of the DRM Strategic Programme and Investment Framework (DRM-SPIF). Stakeholders consulted across the board acknowledged the catalytic role UNDP played in supporting the DRMFSS in the policy DRM-SPIF development process. In addition, the program is providing critical (but limited) support for establishing the structures and foundations for the professionalization of DRM in the country. First and foremost, the program is strengthening the capacity and functioning of the national Emergency Coordination Centre (ECC), housed at the DRMFSS, to centralize weather and climate information systems, to develop dissemination of early warning information and to prepare a set-up for coordinated responses. Second, the program has established the African Centre for Disaster Risk Management (ACDRM) in Addis Ababa to provide regular training courses to different stakeholders in order to create a pool of DRM experts from various line ministries, UN Agencies and other institutions, including various development partners. Finally, in partnership with Bahir Dar University, the programme is sponsoring Master courses for Federal and regional government officials and standardised DRM manuals for different sectors are under development.

At the regional and sub-regional levels, the recovery component focused on two types of interventions: support livelihood recovery and community-led DRM interventions. The evaluation team found that the first component contributed to improved access to facilities for returnees and resident populations, kick-starting livelihoods and rebuilding

community structures. Community members were empowered and capacitated to implement a large number of projects in the areas of livelihoods, socio-economic infrastructure was rebuilt through labour-intensive natural resource management activities, which provided an opportunity for income generation. Women, and other disadvantaged groups benefitted to a large extent from the program.

The MTE team observed a mismatch between duration of the project and the time required for successful integration of the *community based disaster risk management* (CBDRM) approaches into livelihood recovery efforts at regional and sub-regional levels. Although, at the federal level, there are positive signs of contribution towards the overarching objective of the program, a number of factors hampered implementation of the CBDRM at regional, district and community levels. The consultants could not find any evidence of significant results in relation to the mainstreaming CBDRM approaches into livelihood recovery. As a result, the MTE team concludes that at sub-national level the objectives achieved so far are limited to infrastructure rehabilitation with limited attention for connecting the dots with livelihood restoration and improving disaster resilience. The MTE team concludes that the key issue affecting program performance at sub-regional levels is that the project remains more of a recovery intervention than of a disaster risk management and development project, in the sense that it concentrates on the immediate rather than on the medium and long-term issues. The inadequate and irregular consideration of CBDRM approach in recovery efforts and the inability to revise program design documents and results based frameworks in response to demanding circumstances are identified as future learning areas.

- **Integration of Gender:**

During program implementation gender balance was achieved in terms of target groups' involvement throughout the program. Nonetheless, the lack of gender analysis and the potential for gender mainstreaming could not be exhaustively integrated in the program implementation. As a result, activities did not take into account the different social roles and reproductive responsibilities and also it did not include specific gender indicators to measure the project impact on the different groups.

- **Partnership Strategy & Program management:**

The management and the national implementation modality seem to be too ambitious for a program of such characteristics. This complex program, which is working across levels of decision-making, demands a strong management and technical capacity from DRMFSS and regional implementing partners (as implementing agencies) and to a certain degree also from UNDP as contracting agency to supervise the program. One critical factor is that the program design did not adequately assess the capacity levels of the governmental institutions, which are found to be low and under resourced.

The program has established a strong partnership with government agencies across levels but limited collaborations have been established with UN and other agencies working on DRM in the country. External stakeholders perceive UNDP as working in *silo* and not collaborating enough with others. However, donor agencies and institutions interviewed during the MTE process stated that UNDP could play a critical convening role in the country. It is in the interest of DRMFSS and UNDP to strengthen its partnership strategy as part of an overall approach for DRM, but, to this end, efficient allocation of human resources is key.

The team also noted that implementing partners have not come together yet to share lessons and exchange experiences. *Outcome and impact* level monitoring and evaluation (M & E) reporting system is not in place yet. Such gaps, leads us to the conclusion that mutual learning and knowledge management is very weak or non-existent. It is vital that a continuing process of learning and correction be institutionalized when implementing such innovative and complex programs.

- **Strategic Impact and Sustainability:**

Impact and sustainability prospects at this point of time are mixed. The evaluation team could find few broader effects of the DRR/LR program. First, the community-led approach presents, even if there is still a need for improvement, a good example of how regional and sub-regional governments can work together with communities in the planning, implementation and monitoring of a wide range of activities. Second, the investments made addressing urgent livelihood and food security needs and rehabilitating social infrastructure have contributed to the efforts of communities, households and individuals to restore their livelihoods and regain their dignity. Respondents have also claimed the positive impact of the DRR/LR may have on non-

beneficiary communities, as there are signs of replication of, in particular, rangeland management activities in neighboring villages. However, the very limited no of kebeles covered in a woreda, (e.g. for instance 3 kebeles out of 14 kebeles in keberibeyah woreda) not only limits program impact to a small number of kebeles, but more importantly, the planning done at the kebele level could not be linked to broader community planning processes at woreda level.

At the federal level, the national policy and SPIF will be relevant documents for building on the foundations established by the program. Nonetheless, the lack of connectedness and the short span nature of many of the interventions minimize impact and sustainability. UNDP needs to build upon and continue to support the initiatives that are just beginning to bear fruit. To do so, it is critical that UNDP Ethiopia considers how to devote more core funding to DRR as a follow up of the DRR/LR program.

- **Moving forward:**

The evaluation team concludes that for the foreseeable future, there is merit in UNDP's DRM programmatic presence in Ethiopia, and in fact such presence should be strengthened. For UNDP, the project has provided a platform from which to build a stronger and coherent initiative. It has also provided a substantial learning of how to implement DRR at the grassroots level increasing expertise and analysis. This information has been captured for internal learning, but the future challenge is to use it as a foundation to influence policy. This MTE is an excellent step in reviewing the program design and start the process of drawing a new roadmap for modifying the project with the objective to achieve the stated goal to *enhance institutional capacities for a disaster risk reduction and ensure effective policy, program and planning from federal to community levels in the country*. The recommendations put forward by the MTE have also taken into consideration the revised DRM policy context in the country as well as the 2014/2015-program work plan (see section 6). Against this backdrop, the evaluation team proposes several recommendations on the way forward based on two inter-related questions:

1. What is UNDP's vision in relation to its contribution to DRM in Ethiopia?
2. The project has established the foundations from which to build a stronger program, but what needs to be prioritized?

Organization of the Evaluation Report

Specific recommendations can be found in section 6.2.3. Given the complexity of issues and the limited time the evaluation team had on the ground, only indicative directions are provided and the team recommends a UNDP in-house reflection on its future role in DRM in Ethiopia.

A brief presentation of the program background and its components is presented in Section 1, which is followed by a short introduction of the methodological approach undertaken for this MTE. In Section 3, we present the findings and analysis emerging from this exercise and in Section 4 we present what we consider to be the five key issues that have hampered the success of the program. Following from this, we identify key emerging lessons to date. Conclusions and recommendations are presented under Section 6. The findings of the evaluation provide the basis for the following recommendations that we consider should be taken into account in the remainder of the program period.

ACRONYMS

ACDRM	the African Centre for Disaster Risk Management
AWP	Annual Work Plans
BDU-DRMSD	Bahir Dar University, Department of Disaster Risk Management and Sustainable Development
BOFED	Bureau of Finance and Economic Development
CBDRM	Community Based Disaster Risk Management
CRGG Unit	Climate Resilient Green Economy
DRM	Disaster Risk Management
DRMFSS	Disaster Risk Management and Food Security Sector
DRM-SPIF	Disaster Risk Management Strategic Programme & Investment Framework
DRR	Disaster Risk Reduction
DRR/LR	Disaster Risk Reduction and Livelihood Recovery
DPPO	Disaster Prevention and Preparedness Office
ECC	Emergency Coordination Centre
FAO	Food and Agricultural Organization
FGD	Focus Group Discussions
GoE	Government of Ethiopia
IDPs	Internally Displaced Persons
IGG	Income Generating Group
M&E	Monitoring and Evaluation
MOFED	Ministry of Finance and Economic Development
MTE	Mid-Term Evaluation
NIM	National Implementation Modality
OPADC	Oromia Pastoral Area Development Commission
PMF	Program Monitoring Framework
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Program

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SECTION 1: INTRODUCTION AND BACKGROUND

1.1 Project Context

Ethiopia is exposed to a plethora of natural hazards- drought, flood, human and livestock epidemics, urban and forest fires along with conflicts etc. Recent trend shows an apparent marked increased in flood and drought disasters due to climate change and associated risks, which have a greater impact on the food security in large part of the country. While the southern and eastern parts of the country are often hit by severe droughts, there are severe floods in many parts of the country -- the major floods being those of 1988, 1993-96, and 2006. There are also recurrent conflicts near the borders of Eritrea and Somalia, which again affects the livelihoods of the affected communities.

The country's vulnerability to natural disasters is owing to a number of inter-linked factors. These include dependence on rain-fed agriculture, under-development of water resources, land degradation and related factors. Ethiopia has mainly dry sub-humid, semi-arid and arid regions all of which are prone to desertification and drought. Ethiopia's climate is highly variable and is projected to become more so due to climate change, with the potential of increased frequency of extreme weather events including floods and droughts. Recurrent natural disasters have resulted in persistent and high levels of food insecurity and recurrent emergency situations, weakening the social fabric. It is therefore critical to address these disaster risks, and focus efforts in building resilience among the most vulnerable populations through having proper DRM policy, institutional arrangement, programs and tools.

1.2 Project Objectives, Outputs and Activities

The "Disaster Risk Reduction and Livelihood Recovery" (DRR/LR) is a program that aims to provide disaster risk reduction and livelihoods support to the most vulnerable in drought or flood affected regions in Ethiopia. The program supports the Government of Ethiopia in building resilience of vulnerable communities through capacity building from federal to local levels in reducing the risks and the impacts of disasters and is effective in the following drought and flood prone regions: Gambella, Afar, Somali and Oromia (Borena and Guji).

Specifically, this program aims to achieve the following five outputs:

1. Capacity for risk identification and disaster risk management strengthened at federal, regional and Woreda levels.
2. Enhanced coordination at national, regional and woreda levels for improved emergency management, disaster risks management plans, food security and long term sustainable development.
3. Improved, diversified and adaptive livelihoods, for vulnerable crop and livestock farmers and pastoralist and enhancement of water security through water resource rehabilitation and or development in target regions
4. Integrated watershed and flood management systems and settlement programs developed for flood/prone communities in Gambela region.
5. Internally displaced persons *IDPs (return and integrated with enhanced livelihoods

Size and Coverage: The DRR/LR program is one of the largest program of the UNDP country office which is within the Climate Resilient Green Growth (CRGG) Unit. It is a multi-donor funded program which is being implemented in the four most severely drought and flood prone regions of the country. UNDP has allocated its own core resources for this program and was able to mobilize additional funds from various development partners (Japan, Greece, Switzerland, the African Union, the UN Central Emergency Response Fund, and UNDP's Crisis Prevention and Recovery Thematic Trust Fund). The program targets an overall portfolio of USD 18 million.

Implementation Arrangements: The program is being implemented through National Implementation Modalities (NIM), that is, the implementing partners for this program are federal and regional governments who are solely responsible for planning, implementation and overall monitoring of the program.

- Implementing partners include the Ministry of Agriculture, Regional Disaster prevention and Preparedness Bureaus (DPPB), and Regional Bureaus of Finance and Economic Development.
- UNDP field coordinators at the regional/zonal levels are in place for ensuring quality, timely and effective program implementations. Field coordinators are attached to the regional governments.
- UNDP staff members are also based at federal level for overall technical support, advisory services, and timely and upstream support at federal levels.

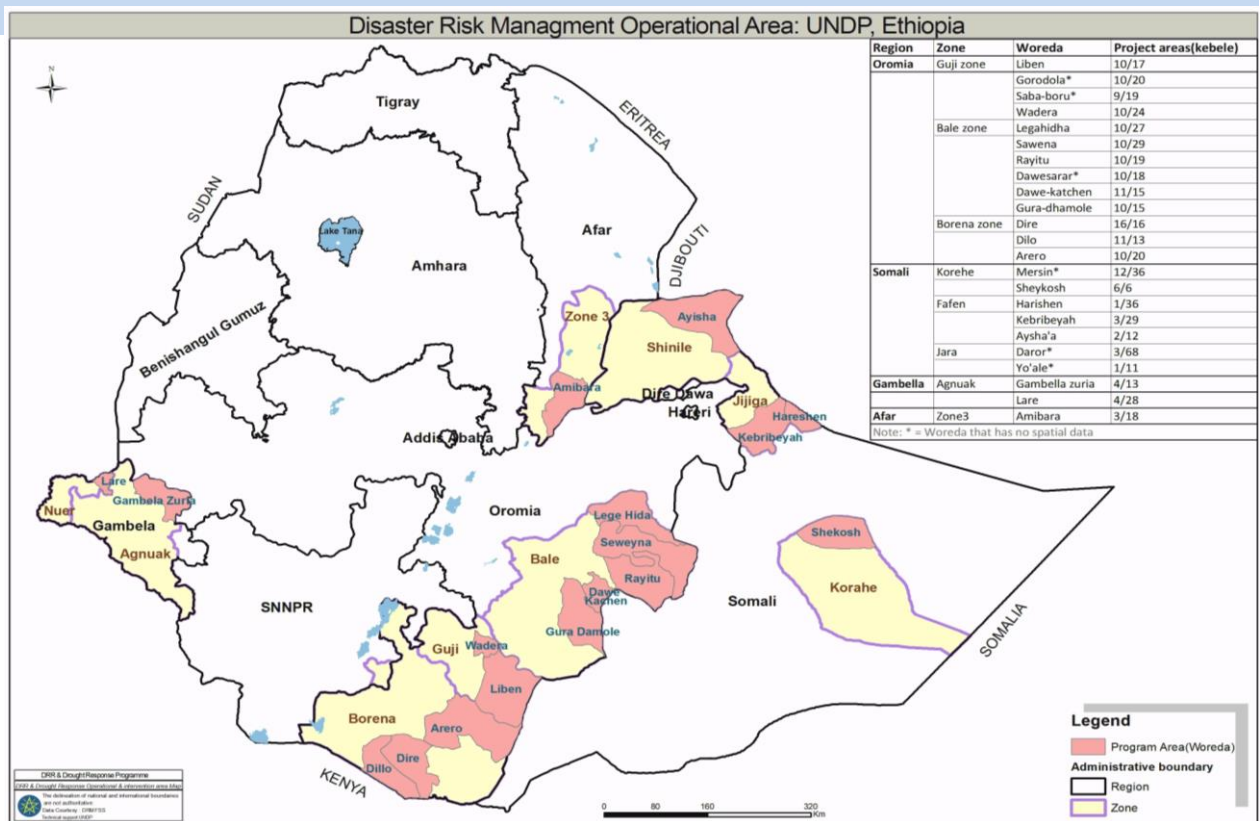
Table 1: Program Strategies and Actions

Level of Intervention	Strategy	Actions
<p>Upstream</p>	<p>UNDP supports the government in creating the building blocks for the national DRM architecture. Support to designing the DRM-SPIF, establishment of the national Emergency Coordination Centre (to centralise weather and climate information systems and to enhance dissemination of EW information) and the launch of the African Centre for DRM (to foster knowledge transfer and research on DRM) are a few examples of this work.</p>	<ul style="list-style-type: none"> • Support the creation of the national, evidence-based DRM strategy • Enhance the capacity of national, regional and district level institutions to mitigate hazards and prepare for disasters <ul style="list-style-type: none"> ○ Facilitate trainings of the DRM workforce. ○ Established the Emergency Coordination Centre to centralise weather and climate information systems, develop dissemination of early warning information, and prepare a set-up for coordinated responses. ○ Strengthening the early warning committees at district level and providing trainings on early warning data collection, analysis and utilization. Updating the decentralized early warning database system.
<p>Grassroots</p>	<p>UNDP provides support to communities to enhance resilience building by promoting the build-back-better approach and addressing the underlying causes of disasters. This is done through initiatives designed in the drought or flood prone areas. The experiences and learning from these community level engagements are regularly used to inform UNDP's upstream and policy level work.</p>	<ul style="list-style-type: none"> • Supporting the rehabilitation of water facilities in districts of Somali and Oromia affected by drought • Assisting to diversify livelihoods of affected communities through cash-for-work schemes and direct cash transfers which helped the community members to restock their livestock. • Introducing improved rangeland practices and increasing feed availability. • Promoting community based DRM and climate change adaptation planning and implementation.

1.3 Intervention Areas

The DRR/LR program is implementing Livelihood Recovery and Community based disaster risk management work in 18 woredas across Gambela, Afar, Somali and Oromia (Borena and Guji). The project woredas are characterized, among the others, by chronic food insecurity that is principally instigated by recurring drought, degraded natural resource bases, severe scarcity of water, etc. The project life had coincided with severe drought that claimed lives of 300 thousand livestock and necessitated relief intervention (food, water, etc.).

Figure 1: DRR/LR Operational Area



SECTION 2: DESCRIPTION OF THE MID TERM EVALUATION

2.1 Objective

The MTE aims to contribute to an understanding of what has worked and what has not up to date. It seeks to assess the impact of the project over a broad range of components covering restoration of livelihoods of the disaster prone communities, capacity building, institutional strengthening, partnership building, management effectiveness, support to policy formulation and implementation, inter-agency coordination and various other factors that constitute holistic and sustainable results towards disaster risk management. In this context, the consultants assessed the contribution of the project in terms of its processes, strategies and impacts along with expected outcomes within the following evaluation framework:

2.2 Methodology

2.2.1 Evaluation Framework

The program has been assessed on the basis of the six dimensions stated in the MTE ToR that is, i) Strategic Orientation; ii) Program performance; iii) Cross-Cutting issues (with particular attention to gender dimensions), iv) Partnership strategy and program management; v) Impact and Sustainability; and vi) Lessons learnt and recommendations for future programming.

In calling for an MTE, UNDP Ethiopia also requested that the evaluation should aim to contribute towards future programmatic recommendations of what practices are effective (or ineffective) within the national context and identified a broad range of areas of enquiry (described above). These areas of enquiry were tailored into specific questions for the evaluation, expanded upon where necessary and made specific to the DRR/LR intervention. The evaluation questions can be found in *Annex 1*

2.2.2 Data Collection Methods

- **Desk-based review**

To understand the overall goal of the project and its context, all project documents including: full-fledged project document, monitoring and final reports, UNDP strategic

documents, minutes of various meetings and other pertinent documents were thoroughly reviewed as an integral component of this consultancy assignment. Relevant government documents like the draft DRM SPIF were reviewed.

- **Key Informant Interviews** (see annex 2 and 3)
- **Interviews with project staff and implementing partners in Addis Ababa and field level:** The consultants organize meetings with project management staff at UNDP and its implementing partner in DRMFSS Addis to assess: □
 - Overall project framework-appropriateness, participation and relevance
 - Planned activities and level of its accomplishments
 - Targeting approaches, and outputs registered and monitoring mechanisms
 - Coordination systems as well as challenges during the implementation of this project.
 - Efficiency in relation to financial utilization, human resources, quality of the services delivered
- **Interviews with indirect stakeholders in Addis:** With the support of UNDP's staff,
 - Interviews with external agencies were organized so the team could also gathered insights from "outsiders" about the DRR/LR and UNDP DRM stream of work
 - Interviews with program funders were also carried out
- **Field visit to sample project sites** (see Annex 2)

In order to verify the information collected through desktop review and the interviews with project staffs, the consultants visited sample project sites and met with project beneficiaries, non-beneficiaries as a control group, implementing partners as well as government office in the respective districts. Specifically, the evaluation mission visited the different sites where the project was implemented and discussed with relevant stakeholders supported by the project.

In the course of the MTE, participatory methodologies were employed and views of project stakeholders including direct and indirect project beneficiaries and government partners were gathered. Informal interviews were conducted to understand local perceptions of benefits derived from the actions as compared the before interventions

situation. Moreover, effort has been made to assess the changes during the project-how the project benefited the target communities during the life of the project and thereof.

Table 2: Regions, Woredas and Kebeles visited during the MTE

Region	Zone	Woreda	Kebele
Oromia Region	Guji	Liben	Kalada
			Kobadi
			Miesa
	Borena	Dire	Dubluk
			Madahacho
Somali Region		Harshin	Baliabad
		Kebeibayaha	Haprir
			Guyo
Gambella Region		Gambella Zuria	Upanya
			Pinkew
		Lare	Riek
			Palbol

The sites visited were selected purposely based on the accessibility, distance from district centre, presence of different types of activities in the area and availability of beneficiaries.

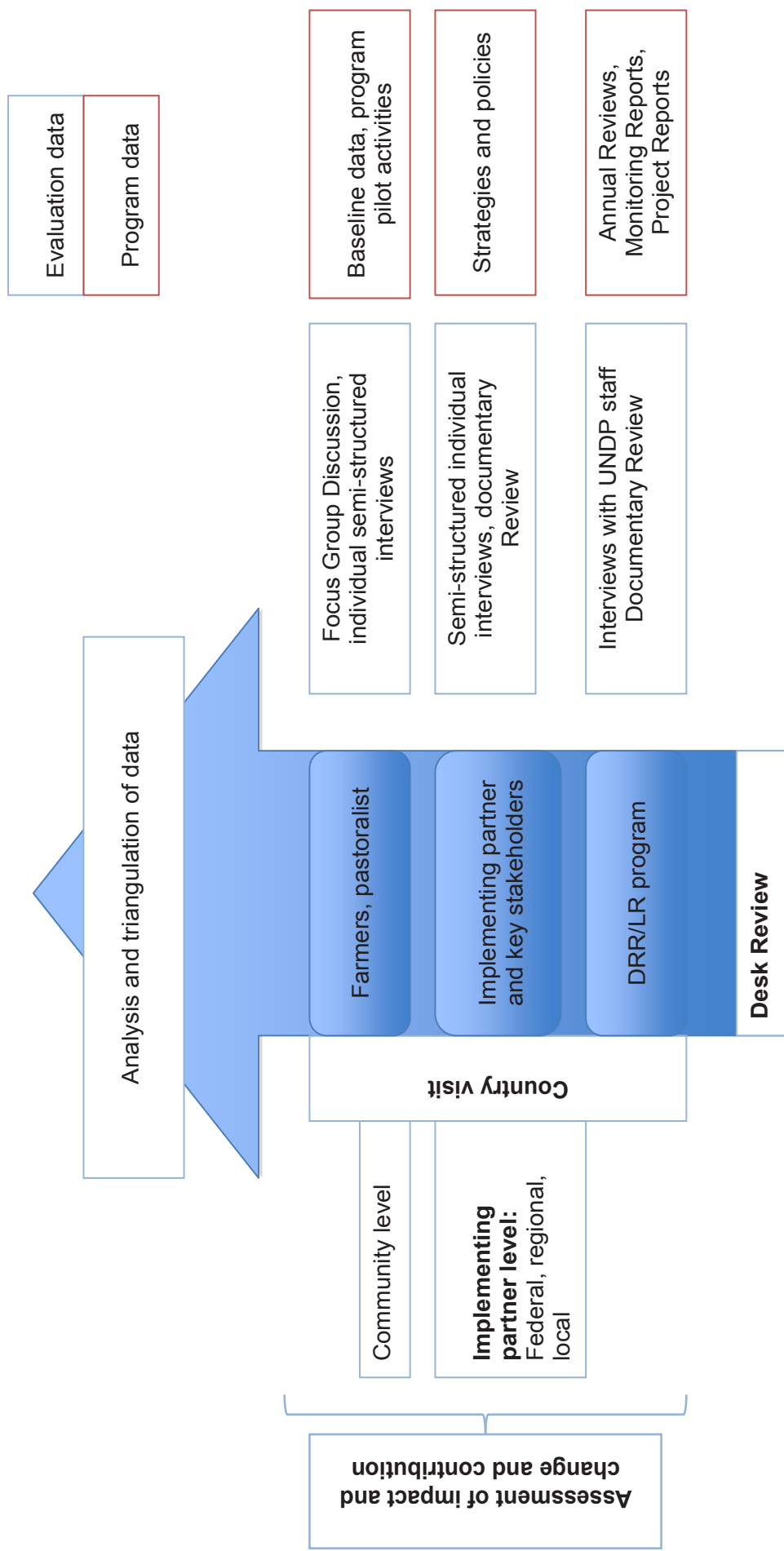
The MTE preliminary findings were shared and discussed with UNDP and DRMFSS staff and other stakeholder. The draft report of the MTE was also reviewed by UNDP.

2.3 Challenges and Limitations

The main constraints were those imposed by the time available for the fieldwork. UNDP projects at community level are dispersed in the 4 regions. This meant that logistics was a dominant consideration in planning the fieldwork. It also meant that a random sampling of projects was not feasible, because project selection had to be based on what was logistically sensible.

The project does not have an *updated* logical framework and results framework, thus making it very difficult to evaluate because there are no clear outcomes and indicators for measuring those outcomes. When a project does not have a proper PRF, its evaluation becomes difficult and tends to focus on project activities and processes instead of focusing on results. This has been a constant challenge for the MTE.

Figure 2: summary of evaluation methodology



SECTION 3: EVALUATION FINDINGS AND ANALYSIS

3.1 Strategic Orientation: Program Design and Relevance

3.1.1 Quality of Program Design.

The United Nations Development Assistance Framework (UNDAF) is the strategic planning framework designed jointly by the UN Country Team and the Government of Ethiopia. It outlines four main pillars of UN agency activity in Ethiopia for 2012-2015. The first pillar is on “sustainable economic growth and risk reduction”. It in turn contains five outcome areas. Outcome area four concerns disaster risk management, and aims that “By 2015, national and sub-national institutions and vulnerable communities have systematically reduced disaster risks and impacts and have improved food security”. According to the narrative supporting this outcome in the UNDAF, the UNDP through its DRR/LR program aligned its support to the existing DRM efforts in the country.

The 2010 program document: “Disaster Risk Reduction and Livelihood Recovery” signed between the MOFED, DRMFSS and the UNDP was the basis for this evaluation. Initially, the program target areas included Somali and Gambela Regions. During the MTE however, the evaluators found out that over the course of the program additions and modifications were made to the original program document. Such changes included new or different activities, funders and partnerships. Two additional targeted areas were also added to the original project document.

In 2011, DRR/LR portfolio included an emergency drought response component, which was geared to respond to the impact of the 2011 drought that severely affected parts of the country. As part of this component, UNDP developed a drought response and recovery project in Somali Region and the Guji and Borena Zone of Oromia Region to address vulnerable people’s basic needs, restore livelihoods and build community resilience in the targeted areas. For these specific response interventions, UNDP’s mobilized resources from the Government of Japan, the Government of Greece, the Swiss Development Cooperation, and the Central Emergency Response Fund (CERF), in addition to the initial allocation of UNDP Ethiopia Country Office’s core resources and resources from UNDP’s Bureau for Crisis Prevention and Recovery (BCPR).

In sum, 2 additional targeted areas and program activities were added in 2011 and in 2012. New partnerships were established to support the capacity building component. Moreover, annual implementation work plans were developed on annual basis with regional partners. Yet, the overall program log frame has not been updated since 2010 and, as a result, there is a lack of a coherent design and overarching logic: i.e. how are all the program components and activities contribute to the program-overarching objective? Related to this, the absence of coherent internal program logic, made it difficult for evaluators to determine whether programs were meeting their objectives. There are clear inconsistencies between the description of the project components given in the body of the original project document and subsequent annual work plans, monitoring reports and annual reports. We consider this provided poor guidance for program decisions over time as contexts changed. This situation was compounded by the initial lack of results framework and performance indicators.

In addition, the consultants believe that the design of the project is too ambitious in view of the available resources and time available for its implementation. The question that is constantly raised is as to whether the program is spread too thinly over larger number of districts with too many components. The DRR/LR program needs to focus on areas that demonstrate the greatest UNDP added value and impact. This is something that we will return to and discuss in more detail elsewhere in this report.

3.1.2 Relevance of the Project Design

Relevance to national efforts

The program document contains a clear analysis of the situation at the time regarding disaster and climate risk. The appropriate government institutions participated in identifying priority outcomes and all of them describe the DRR/LR as having a very good fit with their on-going plans. DRMFSS, a government agency which leads government on DRM, states that the DRR/LR program strengthens its ability in its four areas of responsibility; coordination, policy support, information management and monitoring and evaluation. The DRR/LR program is seen as a means to expand these already planned government interventions into new areas, bringing resources that are additional to the national budget.

Informants from Federal and Regional Agencies who were consulted for the evaluation confirmed the relevance of the program to their agencies' needs, priorities, and mandates. They cited that increased capacities by their institutions on disaster risk management would enable them to perform their respective functions well. Informants from the zone and woreda level consulted during the site visit also confirmed the relevance and usefulness of the program interventions to their current efforts on disaster risk reduction. It was explained that while disaster risk reduction is a new way of working and thinking for them, the technical inputs (i.e. training and software) from the program have been particularly useful in implementing their plans.

Since the formulation of the project proposal, the DRM context situation in Ethiopia has changed in ways that increase the relevance of the project's aims but demands different strategies. It is thus the opinion of the evaluators that the project was both highly relevant when it was written, and that the relevance has increased throughout the period of project execution (see section 6.2.1).

Relevance to target groups

DRR/LR proves to be highly relevant in relation to the needs of the targeted beneficiaries. The selected Districts in Afar Somali, Gambela and Oromia regions are all chronically food insecure. And they all have been experiencing recurrent drought disaster in the past decades. The recurrent droughts has significantly weakened coping capacities of the target district pastoralist communities as it severely affected pasture and water resources bases thereby negatively influencing their sole livelihood source, livestock, access to these resources. The situation is worsened by conflict over scarce resources and other factors in most of the target districts. Livestock production and productivity and hence also the livestock-dependent livelihood systems have deteriorated significantly. Thus, these pastoralists have increasingly become dependent on food assistance either in form of direct food aid. The shortage of veterinary services aggregates the high level of livestock disease and mortality. Poor early warning systems despite recurrent disaster in the targeted districts and limited livelihood diversification alternatives/practices were also among the factors contributing to people's vulnerability to drought risk in the areas. Hence, DRR/LR strived to address these problems to increase the coping capacities of the targeted pastoralists through improving their natural resources bases such as water and

pasture, and improve veterinary services, improve early warning systems, and look for /reinforcing alternative livelihood systems. It also strived to build local capacities of the target districts.

Most of the time, household (HH) level interventions in pastoralist areas are overshadowed by communal resources systems. However, the project was able to include HH based interventions such as alternative livelihoods diversifications for vulnerable HHs through organizing them to income generating groups (IGG), household based drought resistant herd diversification/restocking, vulnerable household support through voucher schemes during emergencies and small scale irrigation aimed at diversification of income/ livelihood system. Some of these activities have already proved to improve the coping capacities of the vulnerable households while other has the potential to do so.

Likewise, the project was able to focus on resources such as water, pasture (including soil and water conservation) and livestock health, local capacity building in general on DRR including early warning systems which are foundations to improve coping capacities of the community to build resilience of the target population. Generally, the project thoroughly identified communities' problems and was able to incorporate the findings in the program design and implementation. Hence, in terms of target districts and addressing the real needs of beneficiaries, the project is found to be highly relevant.

3.2 Program Performance

3.2.1 At Federal Level

At federal level, the following achievements can be highlighted:

UNDP has been a key contributor to policy development and dialogue.

The program has been in a position to advance actions on the policy front. The program provided policy advisory support services and facilitated consultations during the process of DRM SPIF preparation at the federal level. The final version of the DRM policy was endorsed by the parliament in 2013. Technical and operational support was provided in the drafting and presentation of the DRM-SPIF

as basis for the harmonization of government, donor, and stakeholder position and investments on DRM. The program has further played key role in the finalization of the DRM-SPIF. The finalized DRM-SPIF will guide all DRM program interventions in Ethiopia during the upcoming years. Stakeholders interviewed during the course of the evaluation stated that UNDP had played a catalytic role in supporting DRMFSS and finalizing the DRM SPIF.

From the consultations held with stakeholders within DRMFSS, it was clear that the policy process has been led and owned by the Government in partnership with the development partners, UNDP being one among these. Nonetheless, agencies consulted highlighted that even if many organizations have been involved in the process and finalization of SPIF, they (the organizations themselves) believed that UNDP had a big hand in the process of development of DRM SPIF; and also that it is better placed to push the process forward in terms of rolling out and implementation in the future.

The DRR/LR program is playing a limited but key role in professionalizing DRM in the Country

Even if limited (in terms of scale and resources), UNDP is providing critical support for establishing the structures and foundations for the professionalization of DRM in the country. The DRMFSS with the support of UNDP initiated a special capacity need assessment on the trained manpower of the country in conformity with 'Disaster Risk Management Policy'. The assessment pointed to the need to establish a centre dedicated to filling the capacity gap in trained and competent personnel working in the area of disaster risk management (DRM). This eventually led to the establishment of the African Centre for Disaster Risk Management (ACDRM) in 2013 with the financial support of the DRR/LR program. The ACDRM has been established within the Addis Ababa University to provide regular training courses to different stakeholders in regular intervals to create a pool of DRM Practitioners from various line ministries, UN Agencies and other institutions including various development partners. Since its establishment (18 months), the ACDRM conducted the following activities:

- International trainers training course on DRM in partnership with the Asian Disaster Preparedness Centre

- Training course on disaster risk reduction for the IGAD members states
- A pilot community based disaster resilience assessment (COBRA), which aimed to identify existing community resilience to various disasters, and the coping mechanisms. This is expected to inform policy decisions at the zonal and federal level in relation to mainstreaming community disaster preparedness and resilience into on-going development initiatives at various levels.

The ACDRM aspires to a prominent global centre with a mandate to deal with disaster risks in developing countries in Africa and in Ethiopia in particular. The centre has a clear and long-term vision, mission statement, under the overall goal to influence policy and practices related to DRM and climate change adaptation and meaningfully contribute to sustainable development. Yet, in spite the good amount of work done in such a short period of time, interviews with stakeholders revealed that there is limited awareness about its existence. Those stakeholders who have worked or knew about the ACDRM shared their concerns about the ACDRM existing technical capacity (at the moment they do not have full time dedicated manpower). It is clear that the ACDRM is at its infant's stage and needs to be supported with core funding from different sources until it can stand by its own. Once it is fully established the ACDRM could sustain itself by generating funds through providing training, advisory services and receiving research grants from different donors.

Partnering with Bahir- Dar University

Through the DRR/LR program UNDP is also supporting federal and regional level officials for Master's degree on Disaster Risk Management at Bahir Dar University. An MoU was signed between Bahir Dar University, Department of Disaster Risk Management and Sustainable Development (BDU-DDRMSD) and DRMFSS to jointly work and strengthen their cooperation in research, teaching and training as well as staff and students exchange in the field of disaster risk reduction, climate change and food security. Accordingly, a set of standardized technical guidelines (still under process) are being developed for different sectors such as food security, EWS, Urban risk management etc. which will then be submitted to DRMFSS and UNDP for comment and discussion. In addition, the DRR/LR program is also supporting BDU-DDRMSD to upgrade it's UH curriculum.

From our consultations with stakeholders at national level and from the university itself it can be said that the BDU already has the expertise and experiences required to support DRMFSS and DRM understanding and investments in the country. From our view, the main contribution of the DRR/LR program is that it has managed to strengthen collaboration and dialogue between the government and BDU and more importantly, to bring the expertise of national researchers to the forefront of capacity development.

The Emergency Coordination Centre (ECC)

The DRR/LR program is playing a key role in filling key institutional gaps. It was repeatedly emphasized to the MTE team, both at headquarters and in the field, that UNDP has adopted an approach that highlights gap filling and provides administrative functions for the rest of the international community. A key example is the ECC. In order to enhance the DRMFSS Information Management Capability the DRM system was analysed and hardware and software support, and technical assistance provided. The support covers the early warning and information system, information dissemination system, digital library, data mapping, 3Ws database, woreda disaster risk profiling, and general information management of DRMFSS. In particular, the program is strengthening the capacity and functioning of the national ECC, housed at the DRMFSS, to centralize weather and climate information systems, develop dissemination of early warning information, and prepare a set-up for coordinated responses. 40 DRM professionals have also been trained as trainers of trainees to revamp the early warning systems in 23 districts in 4 regional states.

Different types of brand-new IT equipment of various quantities were also handed over to the DRMFSS. Currently there are 4 IT specialists assigned to work in DRMFSS as a secondment from UNDP, who provide technical support to the DRMFSS' information systems. These IT specialists are engaged:

- Development of risk profiling for the world bank assisted project
- Commodity allocation and tracking system financed by WFP
- Establishment of woreda net connectivity network financed by the world Bank
- Supporting the network among the users

- EWS development and maintenance
- Assist in EWS Data management (monthly data management, GIS and remote sensing data, supporting the DRM/LR program)
- Supporting the DRMFSS website
- Establishing Regional data coordination mechanism and supporting regional database.

Gap filling also has its downsides, however. It carries the risk that the program will be spread too thin and that its core capacity will suffer. We consider that the financial and technical support to Universities, Research Centers and EW centers are the foundations for building long term capacity in the country. Yet, while small-targeted projects can be very important in playing a catalytic role - too many small projects may easily dilute the ability to make a substantive contribution and weaken the coherence of the overall response, which seems to be the case for the DRR/LR at the moment.

The DRR/LR program is supporting 2 on-going initiatives to avoid duplication of similar efforts.

The program is also supporting 2 additional projects through financial and human resource support. These include, the World Bank “internet connectivity project in disaster prone areas” which is extremely linking to the WFP woreda risk profiling, where the DRR/LR resources are supporting data collection efforts. Both projects are contributing to improvement of data quality and supporting data transfers and exchanges between woredas, zones, regions and the federal level DRMFSS offices (in 35 pilot woredas). It also enables exchange of information among government and international organizations and facilitates coordination. This will ultimately result in a strengthened and effective early warning system.

Although small and limited, the MTE team found such strategic engagement highly effective, as these two projects are operating in the same regions for the same purpose. We would like to highlight here that this collaboration was guided by DRMFSS in order to maximize effective use of resources.

3.2.2 At Regional, Woreda and Community Level

At *community* level, the main engagement areas include:

- Restoration of livelihood and improved food security through cash for work, as well as a community based livelihood support for the most disaster affected communities in selected regions, woredas and kebeles.
- Improved access to food, water and basic veterinary services through enhancement of the physical, human and social assets aiming towards longer-term development;
- Development of community based disaster risk management (CBDRM) planning and implementation at community/woreda levels to ensure effective disaster preparedness.

Given the limited time available for the MTE, here we provide an analysis of the overarching evaluation findings from the community level work common across regions. We would like to highlight that the team did not visit Afar region and we did not see any documentation in relation to the work done in Afar. Therefore, the findings of the MTE apply to the targeted areas within Oromia, Gambella and Somali.

Overarching findings from community level work

Community Participation

- Planning stage

One of the key achievements of the program has been the high levels of community participation in the three regions. Communities identified the activities that they deemed appropriate to their particular needs and context and they also identified the neediest individuals to benefit from the project. Majority of community members interviewed confirmed that they had been consulted and felt they had decided about the decisions on the project types and beneficiaries. For example, for the livestock restocking and vaccination component, program officers, in collaboration with woreda government staff established and facilitated DRR committees in each of the targeted kebeles. These groups discussed publicly among themselves and agreed on the selection criteria of beneficiaries, the number and type of livestock to be delivered per beneficiary, and the purchasing modality. Communities determined the types of

livestock for restocking, drawing on their indigenous restocking practices and experience

The review also noted however that in *all* cases, the *final decisions (activities and resources)* were made at the regional level and therefore selection of activities was influenced by the levels of funding available, which either reduced quality or meant that low cost activities were prioritised instead. For example, in 5 out of the 10 kebeles visited communities' complaint that not enough activities were being conducted to ensure water availability and accessibility (which they consider key for their survival and livelihood). While reviewing regional work plans, the evaluators noticed that the number of rangeland management activities were higher than those related to rehabilitation or building of water storage infrastructure. When decision-makers were asked about such conundrum, government officials acknowledged that rangeland management activities were "cheaper" than those related to water infrastructure and therefore, with the resources available, they felt coverage had to be prioritized.

The review acknowledges that the project was mainly dealing with communities that had no economic assets of their own, and in some instances very limited literacy levels, and therefore it was not only prudent but also important that the project management provides some guidance on the selection of projects. Yet, there is a difference between *community managed* and *community planned* activities. For example, the procurement committees established in each of the kebeles, who were provided basic training on procurement standards and monitoring, lead the livestock purchasing activities. These committee groups also served as front line agents in their villages (kebeles) for vaccinating and distributing animals. However, communities did not have a say, for example, on the number of livestock that should be bought for their community. While, we consider that the DRR/LR program has been very effective in ensuring *community managed* activities, it did not manage to ensure bottom-up *decision-making processes*. Perhaps, final decisions and negotiations could have taken place at community level, rather than at the regional level.

- Implementation and monitoring phase

Training was provided to community project leaders on work norm, quality and standard, so that they lead their community in undertaking program activities. Targeted beneficiaries have implemented activities related to water facility

rehabilitation and rangeland development. For example, the water supply schemes visited in all woredas involved considerable community participation including contribution of local materials and labour. The institutions like Water Management Committees, which are essential to ensure the sustainability of the schemes, were organized and trained under the program so that they could take over responsibility for operation and maintenance.

Though, in general, the regions seem to be working without a problem with communities, there is a very serious capacity challenge especially as one goes down to the community level, where lack of quality and quantity staff is more pronounced. This gap was addressed through the establishment and training of the woreda task force committees in all the project target woredas ensured the effective implementation and coordination of actions under each sector of the activities. 23 woreda Task Force Committees were established/formed in 23 program woredas (Oromiya 14, Somali: 3, Afar: 3 and Gambella: 3). All the 23-woreda task force committees were trained and supported in leading smooth program coordination and implementation. The committees also served as focal points for addressing communities' needs and priorities and mobilizing community members for the different activities.

In spite of the impressive work done by the woreda task force, stakeholders at regional, zone and woreda level reported that the program resources for quality monitoring are not sensitive to the remoteness of project kebeles and that lack of resources translates into a very small number of monitoring visits to kebeles. As a result, stakeholders interviewed, acknowledged their concerns about the technical quality of the project activities, as communities mostly carried these out with very limited inputs from sectorial experts.

Livelihood Recovery

The cash-for-work schemes and direct cash transfers have helped the target beneficiaries to increase their household income, restock their livestock, and build assets. While the community members are engaged in activities to build public assets (such as communal water ponds and wells), they receive cash in return. This additional cash has helped them to restock and diversify their livelihoods and improve the nutritional status of children and the wellbeing of their mothers. Rangeland

management activities, rehabilitation of water facilities, and the improved availability and quality of veterinary services have helped to ensure the availability of fodder and improve the health of the livestock. As a large number of the beneficiaries are agro-pastoralists or pastoralists and their livelihoods depend on livestock, these activities have been critical in improving their livelihoods.

Cash for work (CFW) schemes were designed to provide the communities with immediate alternative livelihood options and where cash was extended for the protection of livelihoods and improvement in access to essential food and non-food items for the most vulnerable in the communities. The Direct Cash Transfer (DCT) scheme was primarily targeted towards improving the vulnerable communities' economic situations through the use of cash to rebuild their herd (for pastoralists) or procure agricultural inputs for production (for agro-pastoralists).

- **Rangeland Management:** Rangeland management is one of the program activities that was identified and prioritized under the *cash for work* community action planning. The activity entails area closure and selective clearing on bush & noxious invasive plant species. Beneficiaries participated in the range land improvement for 60 days and each participant received Birr 1,800 as a wage payment. FGDs revealed that the payment made for the CFW was not related to the minimum market wage in the area but that it was much lower as it was considered as part of development contribution to the kebele. As a result of the rangeland and pasture enhancement activities, the enclosure areas showed remarkable recovery and many community members particularly women have been able to harvest grass from the enclosures and used it to feed their animals, or sold it to earn additional income.

Despite huge achievements registered under rangeland management practices, synergies with other resources like water, which is equally and/or more crucial for the development of livestock resources, was observed to be weak. FGD discussants also forwarded their comments about the lack of integration and synergy amongst different activities. The project planning should have incorporated the development of water harvesting structures for livestock along with rangeland management practices.

- **Water Availability and Access:** 112 water facilities (21 in Bale, 19 in Borena, 11 in Guji, 29 in Somali region and 32 in Gambela) were rehabilitated / repaired and their water holding capacity has increased. These water facilities include ponds, water wells, birkas (ponds), water scheme pipelines, and Haffir dams. These works have been undertaken through cash for work and direct cash transfer benefiting 1,839 households. As part of a community level capacity building initiative, the program also established, trained and strengthened the capacity of 92 water management committees (20 in Bale, 30 in Gambela, 19 in Borena, 11 in Guji, and 12 in Somali region).

The MTE team was able to only visit 5 of the 112 water rehabilitated sites. Although this is a tiny representative sample of the work done, the sites visited were either empty or with limited water available. Interviews with community members and woreda officials revealed that, beyond the fact the *“the project has been unlucky because it has not rained in the last 8 months and that’s why the ponds are empty”*, there were and still are issues related to the management of the sites. For example, in three out of the 5 places visited, water was used for construction purposes (rather than it being kept for the drought season). In the other two places, tribal conflicts have forced local communities to move out of the kebele and other communities had used the water stored. While we acknowledge that these examples might be “anecdotal”, they raise the question about the quality of management practices and point to the importance of when, who and how limited natural resources, such as water, should be used in drought prone areas.

- **Livestock Restocking and Vaccination:** upon completion of the rangeland management activities and the water facilities rehabilitation activities, each of the household in the community received on average 10-15 reproductive goats. 64,395 animals (47,583 female goats, 15, 504 shoats, and 654 heifers) were distributed through a voucher scheme to 6,014 drought-affected pastoral households. Discussions with KIDs and FGDs highlighted that there was close supervision and follow-ups by the DRR Committees regarding the status of the livestock after the completion of restocking. Accordingly, the survival rate of the goats distributed is more than 90%, which is encouraging as compared to the past history of restocking in most of the kebeles by other interventions.

- **Expansion of Veterinary Clinics and Services:** Availability of veterinary services was improved by allowing community members, especially Community Animal health Workers (CAHWs), to be more involved in the delivery of services. The CAHWs were trained to supplement the existing veterinary workforce in the program target areas in conducting mass animal vaccination campaign against animal diseases (such as PPR and sheep and goat pox) that the region is vulnerable to. Accordingly, some 337 Community Animal Health Workers (CAHWs) (103 in Bale, 11 in Borena, 25 in Gambella, 78 in Guji, 120 in Somali region) were trained on animal health care, animal vaccination services. Veterinary service cooperatives for the trained CAHW's and veterinary drug pharmacies were also established at locations accessible to pastoralists. Drug revolving fund mechanisms have been established at woreda level. Veterinary drugs to be used under revolving funds mechanism and equipment were provided to animal health clinics.

The district government-assigned social mobilization officers and community leaders have also received awareness training on current challenges and opportunities in relation to animals' health. Though the project has made a substantial investment in training community animal health workers and in providing necessary veterinary equipment, the frequent turnover of CAHWs challenges the sustainability of these investments.

- **Livelihood recovery for Internally Displaced People:** there were approximately 6,000 people who were displaced by drought and conflict from different parts of Somali region and settled in Hartishek for more than nine years. These IDPs remained in camps, while more than 300,000 refugees from Somalia (who also were hosted by Hartishek) repatriated in 2005. The major causes of displacement from Gode, Korehe, and Fik. Jijiga Zones and Gursum and Babile woredas were conflict and drought. These IDPs who lost their livelihood and lived in camps were highly depended on external aid. The Somali Regional Administration was keen to reintegrate them and the IDPs were also willing to voluntarily return to their area of origin.

Accordingly, in a collaborative partnership, the Somali Regional Government – Office of the President and the Regional Disaster Prevention and Preparedness

Bureau (DPPB) - the United Nations Development Program (UNDP), and the implementing partner ZOA facilitated the return and reintegration of 700 households and 42 spontaneous returnee households to their places of origin in the Fik and Korahe Zones in Somali. A total of 740 families from Hartisheik were sustainably returned and reintegrated in their areas of origin in the Fik and Korahe Zones of the Somali Regional State from 2011 to 2013 in Somali Region. Of those returned, 690 beneficiaries were trained on animal production, crop production, animal health and business skills. Agriculture and small business trainings focused on bridging the gap between humanitarian assistance and viable long-term development were designed. For those wishing to return to a pastoral or agro-pastoral lifestyle, 690 IDPs (of which 368 were female) attended a two-day workshop on animal health and livestock production and improved agriculture techniques. Additionally, the partners provided the opportunity for small business development among interested youth. Accordingly 207 beneficiaries took part in a four-day training on marketing skill development, culminating in the creation of individual business plans involving a number of different types of small businesses, including a butchery, small restaurants and shops. After completion of the training, participants received 1,500 ETB as seed money to establish their businesses.

Community Based Disaster Risk Management Plans (CBDRM)

At the community level— much needs to be done in relation to CBDRM, livelihood diversification and climate change adaptation. The evaluators found that plans at village level were completed without adequate orientation and training of local communities. The paucity of time and ambitious quantitative targets forced the program to adopt checklist based approach. But CBDRM demands time and skilled staff there were very few instances where communities identified the planning process as a CBDRM or capacity and risk Assessment exercise. As a result, there is limited, if any, attention given to mitigation and prevention aspects in the Community or District Disaster Management Plans.

The District and below district CBDRM plans presently put in place are qualitatively below average. . At district level the team found that CBDRM plans are compiled in a project folder but district level plans have not been developed. At the community level, plans reflect a list of activities required for and by the community but with limited

risk, capacity and vulnerability assessments – the foundations for effective CBDRM. The paucity of time and ambitious quantitative targets forced the program to adopt checklist based approach. Most of the district plans do not include vulnerability analysis and risk assessment, training and capacity building, identification of prevention and mitigation measures, updated resource inventory and roles and responsibilities of different stakeholders. It does not cover adequately the strategy for multi-stakeholder approach or address the requirements of socially disadvantaged and children as well as gender empowerment issues. At district level the team also found that CBDRM plans are compiled in a project folder but district level plans have not been developed. The consultants couldn't find evidence of linkage between the community level DRM Plan and District level - *"Here [district level] we just compile and file all the plans"*.

CBDRM approach entails to give lion's share focus on local actors capacity – to capacitate them on participatory risk assessment and analysis (hazard assessment, vulnerability assessment, and profiling, and capacity assessment) through which communities can identify their hazards and profile them, can conduct vulnerability analysis, and can identify capacities thereof to address both factors of disaster risk namely hazard and vulnerability; and also capacity issues. These would in turn lead in to planning of both contingency and development (hazard prevention and mitigation; and vulnerability elimination or increased individual survivability as well as community readiness) interventions. However, the project only focused on short term development aspects of DRM plan disregarding medium, long-term and contingency planning at community level (there is contingency plan at district level) despite long recurrent history of drought in the target sites. Hence, absence of different layers of planning at community level was found as a major gap of the CMDRR process followed. Overall, the quality of the plans at community level is rated as less than satisfactory and these need massive improvement.

A CBDRM approach also entails close monitoring at community level to mobilize and build their capacities to act by themselves going through all the process of the project approach. Some of the activities like construction works also demand close follow-up from government staff. We found that the level of CBDRM understanding of focal points within woredas and UNDP staff have limited technical competence to support communities and lead CBDRM processes. Hence, in terms of quality of technical

assistance to help to provide appropriate solutions and develop local capacities to define and produce results, especially at community level, the effort made by the project is limited.

In addition, wide geographical spread of activities with limited strategic thinking is contributing to high supervisory costs, insufficient inter-project linkages, and inadequate application of lessons learnt into service delivery and consequently, missed opportunities for ‘deepening’ its impact. Technical shortcomings of some activities could have been reduced with application of standard designs, better supervision and support from the Addis Ababa office. The country program lacks a clear strategy for project phase-out or long-term backstopping support with most partners after withdrawal

Multi-Sectoral engagement, improved coordination and high levels of transparency and accountability.

Taking into account the importance of genuine partnerships for effective implementation, UNDP has managed to put in place effective partnerships at regional, zonal and woreda levels. By deploying its staff at regional and zonal levels, UNDP has played a key role in mentoring government officials, and facilitating coordination across sectors. From our interviews, it was very clear that UNDP (through its deployed staff) has played a catalytic role on enabling coordination across sectors “*like never before*”. The presence of UNDP staff in all the stages has led to an increased number of regular meetings across sectors through the establishment of task forces. The aforementioned establishment and training of the woreda task force committees in all project target woredas also enabled to ensure the effective implementation and coordination of actions across sectors (water, infrastructure, livestock, agriculture and Disaster prevention). At regional and sub-regional level different consultative meetings undertaken different DRR partners, contributed in reducing duplication of DRR interventions in the program targeted kebeles and also in strengthening coordination, built transparency, and collective bargaining through unified agenda and approaches.

Progress towards intended results: mix “results”

Data and feedback collected during the field mission as well as through the desk study review of program records (i.e. quarterly and annual reports, work plans, etc...) leave

no doubt that activities have all been completed on time or in a final stage of implementation at the time of the MTE. All signs lead to believe that the DRR/LR program will be “delivered” on time. This is a considerable achievement considering the number of obstacles that need to be overcome on an almost daily basis, including 2011 droughts, tribal conflicts, staff turnover, lengthy UN procedures, and lack of internal capacity.

Nonetheless, as highlighted in previous sections, the field visits and various interviews revealed many problems hindering the project’s implementation. Meetings with the partners indicated a lack of understanding of the project and its overarching objective (beyond recovery). Although the project concept was sound and aligned with GoE priorities, at regional level there were no specific activities being undertaken in pursuit of disaster risk management, beyond ad-hoc training on CBDRM for government officials and community members. The limited impact of such activities is highlighted by the fact that at woreda and community level, interviewees were not able to articulate the objectives of the program activities (beyond response and recovery) and they identified the planning processes as a list of activities to tackle immediate needs of targeted beneficiaries. In addition, most of woreda level officials and community members interviewed, still believe that natural disasters are the wrath of God, and therefore there is little to be done. Such statement underlines that up to date, the awareness raising and capacity building component of the program at lower levels of decision making has had limited impact in changing the attitudes, beliefs and behaviours of stakeholders.

In general, finishing program activities is a strong sign that expected outputs have been attained. However, for a large part, this does not count as well for the DRR/LR program. For a significant part it is *technically* unfeasible to argue in favor of full attainment of the objectives. This attainment is for a large part depending on the numerous trainings, undertaken by the program to support the development of capacity in a number of areas (governance, conflict mediation, media coverage). The program did not employ a systematic approach to measure the actual progress of the learning processes resulting from training, e.g. in the form of pre- and post-testing. The program could have undertaken these tests through simple surveys before and after training events and workshop, and obtain factual insights in change in opinions,

skills, knowledge, etc. It remains unclear then whether attainment of the objectives can be contributed to the intervention, and to what extent.

We would like to highlight here that the DRR/LR program ultimately *will not* achieve its goals unless it can be said that the target communities have become more resilient in the face of future hazards and their impacts. For example, there is no evidence that the support has promoted livelihood diversification, which was one of the program's expected results. Mobilizing a community towards greater resilience requires much more than providing material products, skills development and general education about natural hazards. Resilience involves a capacity to absorb the stresses produced by change processes (often negative, unexpected and undesired changes such as climate change) through either resistance or adaptation. It also involves building the capacity to manage key functions in hazardous situations and to recover from the physical, emotional, economic and cultural wounds that can scar an individual or community because of the impact of a hazardous event or process (ISDR, 2007).

3.2.3 Micro-Macro Linkages

One of the most critical areas of intervention of the program is strengthening the linkages and coordination from local to national government institutions. UNDP has been working with woredas and kebeles from the start. As intended early on, this enables it to contribute to the formulation and application of national policies, strategies and plans that have implications for woredas. However, the necessary linkages have not been systematically developed and used to good effect. Regional level officials across the visited regions reported that during the course of the program they have not received (or very limited) direct support/direction from national DRMFSS neither planning nor monitoring visits. The program is clearly being implemented at different levels of decision-making. However, coordination linkages, such as sharing evidence, increasing dialogue/meetings, and strengthening support have been achieved.

3.3 Gender Mainstreaming

Making women an active partner in the local implementation process is showing signs of gradual improvement; though not to the desired level. Women, as community members, are envisaged

Gender mainstreaming is making women's and men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs so that women and men benefit equally and gender inequality is eliminated.

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to be actively involved in planning and implementation processes. Gender concerns are addressed through mandatory representation of women. Gender disaggregated records were readily available from the communities that were visited, and there were indications that most of the community projects had more women than men.

However, the program implementation design itself provided little room for women led and women specific strategies. The project design and implementation should have addressed the needs of men and women, taking into account their different social roles and reproductive responsibilities; and also include specific gender indicators to measure the project impact on the different groups

3.4 Partnership Strategy

The program is executed under a National Implementation Modality (NIM) and the program implementation manual (PIM) adopted by both the government and UNDP, which guides the management arrangements. Accordingly, from inception, the government took the lead at every stage of design and implementation of the project. The overall vision of the project was grounded on the government priorities and the needs identification process. Implementation of activities was done keeping the government in the lead. As such, this modality ensured, above all, the full ownership of the project with the government.

Financial disbursement followed the government and UNDP procedures, which ensured greater transparency and accountability with regard to disbursement of project funds. The only concerns raised were with regard to delays in the disbursement of funds.

A strong partnership between UNDP and DRMFSS and DDPO and OPADC at Regional and Woreda level ensured that the program is efficiently introduced in the selected

states and monitored regularly. The strength and nature of partnership at State level has strongly positively affected the impact of the program. The NIM modality also induced collaboration across levels of decision-making within the government system towards a particular goal. Even though the NIM modality has its advantages (in terms of ownership, sustainability, and learning by doing) there are also challenges, in particular when, in the context of DRM, the GoE is faced with massive capacity gaps and lack of human resources. Such trade-off has had several negative impacts on the program performance, in particular, compromising the strategic thinking and technical quality of the program and the need for the program to rethink the number of UNDP staff needed to support DRMFSS.

Complementarities and coherence with related activities

As aforementioned, during evaluation process, it was discovered that the project design and its contents/activities were coherent with local government interventions/plans and other agencies in the same targets. Likewise, the project was able to strategically collaborate with ZOA for implementation of IDPs programme; WB for improving internet connectivity programme on pilot woredas and with WFP for strengthening early warning systems at woreda level. Hence, in terms of complementarities with related activities and avoiding duplication, the project is found limited but good. During the course of the evaluation, we observed that limited collaborations have been established with UN or other agencies working on DRM in the country. External stakeholders perceive UNDP as working in *silo* and not collaborating enough with others. Synergies with similar development actors and between activities were highly emphasized in the project proposal. Nonetheless, up to date, the project shows signs of weak integration and complementarity with other similar development actors in the areas. It is in the interest of UNDP to strengthen this partnership as one of the pillars of the overall strategy of DRM.

3.5 Program Management

As stated above, the project is being implemented under National Implementation Modality (NIM). But,

It is worth noting here that a key ingredient in DRR/LR program management was the quality and commitment of UNDP staff. The evaluators considered that such a strong

professional and effective cohort (although limited in number) is extremely rare. Such a cohort provides a very useful base for future development of the area and of UNDP's capacity. The evaluators were extremely impressed by all the DRR/LR staff we met and worked with. All the people we met, from very senior officials down to woreda staff and communities were very appreciative of the project and of UNDP's work and unequivocally had extremely good working relationships with the DRR/LR staff.

3.5.1 Technical Support

The UNDP country office deployed a technical advisor on DRM and livelihoods to the DRMFSS to support the national counterparties in implementing the program. UNDP has also deployed 4 program coordinators to support the regional counterparties. The program coordinators established on the ground by provided management, logistical and network support. The enabling of the functioning of the program coordinators, contributed significantly to the delivery of the program and establishing critical linkages between communities, woreda and regional level officials. The program was working closely with the Zone and Woreda government offices and local communities, by involving them in all stages of the program cycle. UNDP mainly plays a facilitation role as well as it provides technical assistance in planning, implementation, monitoring, evaluation and overall management of the program activities. The program implementation was coordinated by UNDP - Program Officers assigned at zonal (Oromia) and regional (Somali and Gambella) levels. Though the program's organizational capacity in terms of the quality of staff was found adequate, the number of staff required for effective coordination and provision of technical support need to be reconsidered. Thanks to the personal commitment of UNDP staff that effective management and coordination has been possible

At zonal level, the program was closely working with the offices of DPP and OPADC. Both of these offices assigned focal persons who were involved and played a major role in the dialogue sessions and facilitating the required working environment to the Program Officers. Likewise, at woreda level, there were two focal persons assigned by PDO and DPPO of each woredas. The woreda focal persons worked with the program officers. Focal persons at different levels contributed to improved coordination and collaboration among the implementing partners and helped in the integration of the program activities within their respective zone, woreda and kebele development plans.

3.5.2 Monitoring and Evaluation

Close and regular monitoring of the day-to-day activities of the project had been carried out across levels – from kebele level communities to technical staff from the district, regional and federal levels. Monitoring progress and achievements was the principal objective of the structures and processes put in place (the kebele level monthly meetings, the district level quarterly review and reflections, the biannual zonal steering committee meetings and the federal meetings).

Implementing partners across levels provide periodic reports on the progress and achievements of their projects, outlining the challenges faced in project implementation as well as resource utilization as articulated in the Annual Work Plans (AWP). Institutions and agencies involved in the implementation of the program use their own systems to monitor their operational activities. For example, the woreda sector offices report to their respective councils as well as to others in their zonal and regional reporting chains. At the district level, sector offices and district administrations visit and monitor the Program activities on a monthly basis. The district level task force also meets monthly to analyse progress, challenges and lessons learnt of each activity. The progress is communicated to the zonal level.

At the regional level, the implementing partners visit and monitor program activities on quarterly basis. The regional level monitoring and evaluation missions involve different districts level sector bureaus (such as the Disaster Prevention and Preparedness bureau, the Livestock, Crop and Rural Development bureau, Water Resources Development bureau, and Finance and Economic Development bureau). At the community level, established committees and local administration follow up daily and monitor the progress. The program also organizes regular community meetings to update the community on the progress and gives an overview of expenditures to promote transparency and information sharing.

However, in spite of all the highly impressive monitoring efforts and systems in place, the number of indicators and outputs within the Annual work plans are limited to few indicators which are purely quantitative. As a result, monitoring efforts are heavily focused on completing activities (number of activities, number of reports, number of trainings etc...). The consequence of such weakness is that although the DRR/LR program has carried out a lot of activities, there is no qualitative measure of their

usefulness or of the level of demand or of any expected change as a result of them. For example, the number of federal or regional level officials trained was monitored but not the effectiveness of the training, to assess subsequent needs or learning gaps. This is just an example, but it could be applied to all the program's activities. As a result, for much of the work, there is almost no information available on the effect of these activities. At the community level, there is no verification of feedback on whether the intervention is in reality working out.

In addition, and also quite concerning for this MTE, is that the budget allocated for monitoring and evaluation are not sensitive to the remoteness of project woredas and kebeles and poor resources. This is having a major impact on logistic arrangements, and therefore limited areas are being covered under the monitoring exercises.

3.6 Strategic Impact

The MTE has attempted to qualitatively identify the effects and emerging impacts of the different activities accomplished by the project based on suggestions of the beneficiaries, the stakeholder government offices, UNDP, and also own observations and understandings. These effects are provided below. However, it is important to notice that given the emergency context the program is dealing with, it is early for the project to demonstrate observable impacts.

- **At the community level**

Even if the program period of each isolated intervention was too short, some key discernible trends could be identified to indicate the potential benefits and impact trends that go beyond its life span. The DRR/LR project has shown practical changes in the lives of the target communities in many ways. For example, the attitude of the Income Generating Group (IGG) members changed, especially in terms of looking for livelihood diversification options. Through the project, the group members received business management trainings and seed money that helped them to diversify their livelihoods bases. The economic empowerment through restocking, income generation interventions and small-scale irrigation schemes led to reduced social marginalization. The targeted beneficiaries were considered as destitute who live on the support of better off clan or family members; they never had a say and never been considered as important section of the communities. After the project intervention,

targeted poor and vulnerable households are recognized as members of the communities that have animals and other resources.

One of the most obvious impacts of the program lies in enabling community members, of various backgrounds, to come together with woreda level officials to meet, discuss, and to jointly identify activities that take their needs into account. Respondents have also claimed the positive impact of the DRR/LR may have on non-beneficiary communities, as there are signs of replication of, in particular, rangeland management activities in neighboring villages. However, the very limited no of kebeles covered in a woreda, (e.g. 3 kebeles out of 14 kebeles in Keberibeyah woreda (Somali)) not only limits program impact to a small number of kebeles but more importantly, the planning done at the kebele level could not be linked to broader community planning processes at woreda level.

- **At the Regional and Woreda level**

At the regional level, the evaluation team could find out a few broader effects of the DRR/LR program. Firstly the community-led approach followed by the program presents, even if there is still a need for improvement, a good example of how regional and sub-regional government can work together with communities in the planning, implementation and monitoring of a wide range of activities. At the moment it is not granted that other programs and/or donors in the regions will multiply this approach, but it is most likely, as the regions and woredas were appreciating and implementing themselves this approach.

At the Regional and woreda level, a shift in mind-set and ways of working could also be appreciated. Stakeholders shared their concerns about the lack of DRR components in the project activities as well as the need for closer collaboration and coordination across sectors. The task forces established from the beginning of the project still meet on regular basis. It was also very clear that the DRR/LR programme has raised the quality standards in terms of monitoring and reporting.

- **At the Federal Level**

At the national level, the professionalization of the DRM workforce through the establishment of the ACDRM, the partnership with Bahir Dar University and the

support to the national ECC is contributing to set up structures to improve the country's readiness to prepare for a coordinated response to disasters.

From our interviews we found that the program seems to be contributing to shifting mindsets" in moving from reliance on food assistance to achieving long term sustainable development through effective recovery from disasters. At this level, the program has clearly underlined the need to ensure long-term disaster risk reduction through reduction of exposure and vulnerability to hazards. At the national level, the program was additionally credited for its support regarding capacity development and its effect on policy making.

In spite of the lack of evidence in terms of DRM thinking and implementation at lower levels of decision making, we can confidently state that there are no doubts that strong leadership at all levels has catalysed program performance. Likewise a strong and continuous leadership and ownership of the program from state level down to local community leaders has yielded qualitative results.

As stated several times in this report, the project focused on outputs rather than impacts. This is difficult for any DRR project where the aim is not to develop plans, arrangements or, in this case, support livelihood recovery. The ultimate aim is to support the development of safer and safe communities and nations. This is very ambitious and indeed is hard to determine whether any one project or even a suite of projects and programs has had any real effect as establishing the counterfactual (non-project related impact) is difficult, time consuming and expensive. It should be acknowledged though that such projects as this one are means to an end, not an end in themselves.

3.7 Sustainability of Project Impacts

This section looks at the overall sustainability of the DRR/LR program. Sustainability is intimately linked to the issue of ownership. There is plenty of evidence about the high level of ownership among the major stakeholders. Government partners lead in identifying priority issues to be included in the Annual work plans is a reflection of the high level of participation. Most of the activities of the program are additional inputs and resources for existing or planned government interventions. While there is a

visible ownership of the program at the national and regional levels, at woreda and kebele level it is generally perceived as a UNDP program.


Sustainability prospects for the DRR/LR at this point of time are mixed. This depends largely on factors such as technical and financial capacities of the local and national government partners. Local governments have limited capacities (both financial and technical) to continue following CBDRM approaches, policies and services. There is a need to continue investing in building capacities of local authorities, primarily through mentoring and on-job training to acquire and familiarize with new approaches as promoted by the program.

The administration at University of Bahir Dhar and the newly established African Centre for Disaster Risk Management are both enthusiastic about the new curricula on DRM to be offered by the institutions. Yet, ACDRM depends on donors and partners to carry out its activities. The ACDRM with the support of UNDP has developed an investment plan, which details the activities to be accomplished for the next 5 years. The draft was discussed involving experts from DRMFSS. The strategic objectives were formulated consistent with priorities set forth in the Hyogo Framework for Action. It is aligned with the DRM Strategic Program and Investment Framework (SPIF) of the Government; more specifically, it speaks to the 'mitigation and prevention' pillar as well as the foundational element of 'information management system' for M&E and institutional strengthening through capacity building.

The fact that the project duration was too short was a constant point made by all stakeholders. UNDP staff has explained that they are aware of this issue but they are limited by humanitarian pilot projects funding. Pilot projects and 'start-up' activities have their place in moving DRR forward and integrating it with national education policy and practice. However, short-term projects may usefully be complemented by longer term, more strategic projects that address issues of continuity of activities and sustainability of activities strategically. Hence, UNDP country office needs to consider how to devote more core funding to DRR as a follow up of DRR/LR program. Increased funding to link DRR with CCA and safe and sustainable development may be a value added investment for the remaining period of this program.

In spite of the short time frame of the program, at the community level, some interventions are already clearly sustainable. In general, activities that broadened

livelihoods or produced an income stream are more likely to be sustainable and to be replicated outside the project area. The evaluation findings generally indicate that, community members were empowered and capacitated to implement a large number of projects in the areas of livelihoods and socio-economic infrastructure. Provisions of inputs and/or seed money for livelihood diversification already show signs of sustainability as communities are building upon the resources provided through the establishment of women cooperatives, new businesses, new farming practices, etc. Yet, it is important to bear in mind that community contribution to some interventions was relatively small compared with the total expenditure, which may put sustainability in question if the community cannot meet the maintenance cost.



SECTION 4: EMERGING LESSONS - FIVE KEY ISSUES INFLUENCING PROGRAM PERFORMANCE

Before presenting the emerging lessons from the DRR/LR program, the MTE team found it necessary to highlight what we consider to be the five key issues hampering program performance and achievement of results.

i. **Design & strategy: lack of an updated and coherent DRM strategy/roadmap.**

As highlighted several times in the sections above, the program was disjointed and small scale in nature, with few complementary linkages within and between components. The analysis on program performance brought to light that the interventions may not have the effects it claims to have against the original program objectives. While at federal level, the Programme investments focus on medium to longer term changes in relation to strengthening DRM capacity, at the sub-regional level, the project remains more that of a recovery intervention than of a disaster risk management and development project, in the sense that it concentrates on the immediate rather than the long-term problems. Livelihood recovery through build back-better approach seems to be the key ingredient missing at lower levels of implementation (and therefore thinking) of the program.

ii. **Implementation modality: capacity or not capacity.**

There seems to be a mismatch between the project rationale, that is, the need for capacity building across levels and the national implementation modality (NIM) of the program. NIM is applied when there is an adequate capacity within the government to carry out functions and activities of the project or the program. The NIM has a number of positive attributes for the DRR/LR program. First it greatly contributes and expands the sense of ownership. It is also contributing to capacity building, especially to the development of human resources. It is also maintaining high levels of transparency, accountability and reporting across the different levels of government. Yet, it has not been able to address directly the overall problem of weak DRM capacity, in particular at lower levels of decision-making (even though the main underlining principle of the NIM is that there is adequate government capacity). Learning by doing is an effective but not a fast and easy process. Such trade-off has had several negative impacts on

program performance, in particular, compromising the strategic thinking and technical quality of the program and the need for the program to rethink the number of UNDP staff needed to support DRMFSS. National capacity assessments and the search for the optimal balance between national and international expertise need to be reviewed.

iii. Funding modality: humanitarian funds are not suitable for the DRR/LR program.

The DRR/LR was largely funded through humanitarian pots with clear emergency response mandates and therefore, in many instances donor-driven. As a result, in spite of the longer-term intended outcomes envisaged for the DRR/LR program, with the current funding modality, the program is missing out on the long-term development financing that is considered a prerequisite for DRR. DRR is a long-term process, and it needs long-term investment of time, money and capacity. For regions that are vulnerable to cyclical drought, such as the ones covered under this program, injecting short-term emergency funding every time there is a crisis is not the longer-term approach that is needed. We acknowledge that the transition between recovery and development contexts is often extremely difficult to fund, with development-funding mechanisms not kicking in sufficiently quickly. However, at the design and planning stage it is critical to acknowledge the massive implications for planning, impact and sustainability. While there is a window of opportunity for disaster risk reduction in an emergency context, disaster risk reduction should be increasingly integrated into development, and this should be reflected in funding allocations.

In addition, UNDP DRM support to Ethiopian government focuses on institutional strengthening and capacity building, which may not be well justified for humanitarian funding. This is the constant challenge for this program.

iv. Recovery as the entry point at woreda and community level

While the program was very effective in identifying communities' recovery needs, it missed the opportunity to jump start recovery and identifying when transition to proactive longer term CBDRM should take place. While the DRR&LR support to livelihood recovery in the targeted areas has played a critical role in the income, assets and livelihoods of local communities, the program has not been able to move beyond responding to immediate needs. Among others, we believe that one of the main reasons for such scenario (beyond funding and timeframe issues) was the confusion

and lack of understanding of program staff (working at regional level) and government officials at woreda and zonal levels in relation to the links between recovery and disaster risk reduction. DRR needs to be clearly and definitively conceptualized by the DRR/LR program and confusion with emergency management and emergency response activities needs to be avoided. DRR may encompass emergency response and preparedness but it is much broader than both and approaches risk reduction as the central element of policy and activity; and addresses long-term, structural determinants of risk generation.

In addition, CBDRM component was not explicitly designed to address issues relating to climate change adaptation. As a result medium and long-term scenarios were not thought through in community plans. There is certainly more scope for strengthening and expanding the scope of this work. If there is interest in doing this, it is recommended that this be carefully researched and thought through. This would inevitably involve ensuring that any livelihoods diversification and other relevant support take this into account.

It may appear simplistic or even naïve to suggest that a reconceptualization of the Programme takes place but it is necessary to ensure that focus is retained on central important issues of capacity development and vulnerability reduction rather than (often futile) hazard containment. There needs to be a strategy for moving from hazard management to disaster risk reduction in implementation at woreda and community level. Needless to say, there are limits to the DRR measures that can be effectively put in place in an emergency context; a longer timeframe and a participatory process involving multiple actors and a high level of capacity building is required to bring about effective risk reduction.

v. Program Management: insufficient human resources and limited shared learning

Project officers appointed by UNDP have played an important role in the accomplishment of program objectives by assisting the federal and district administration in executing the program activities. However, it became very clear during our field mission that the program is understaffed and unable to provide proper technical and management support. In particular, the program manager and technical advisor positions are under the same individual. Such work overload is having a negative impact on the visibility, advocacy and technical level support at higher levels

of decision-making, as the time theoretically available for technical support is mostly being dedicated to managing the program.

The team also noted the fact that UNDP, DRMFSS, the regions and implementing partners for the program were never brought together in a forum to share lessons and exchange experience on design, monitoring and implementation. This coupled with the fact that a *program outcome and impact* level M&E reporting system has not been developed, points to the conclusion that mutual learning and knowledge management aspect of the program is very weak or non-existent. It is vital that a continuing process of learning and correction be institutionalized when implementing such new and complex programs.

4.1 Key Lessons Learnt

So far, the emerging lessons that can be derived from the program experience are as follows:

At project level

- Acknowledge the scale of the challenge. Do less but ensure woreda coverage with incremental phased approaches. A wide geographical spread of activities with limited strategic thinking is contributing to high supervisory costs, insufficient inter-project linkages, and inadequate application of lessons learnt into service delivery and consequently, missed opportunities for 'deepening' its impact
- Implementing effective CBDRM areas in context of recurrent crisis requires more efforts in linking in with longer-term socio-economic development activities.
- Access and availability of water are key, but we cannot forget about management systems.
- Culture, beliefs and religion play a key role in household's incentives to sustain CBDRM efforts. Such dimension of human behaviour cannot be underestimated in the design of CBDRM programs
- Participatory peace building approaches needs to be considered as part of DRM for conflict situations where building trust and commitment of conflicting communities is a priority.

At managerial level

- Contributing to the achievement of the program's goal may require more effort than what are intended in the program document. Strategic issues that are already beyond the program will also have to be addressed because these are related to the program goal.
- Program Design, strategy and theory of change needs to be reviewed on semi-annual or annual basis. Clear and coherent program logic is required to ensure that program is well thought off and it is addressing the overall program objective.
- When closely working with the Government structures, the role, capacity and skills of staff cannot be underestimated. Having program staff engaging as "critical friends" with government staff can play a catalytic role in program performance and ownership.
- Monitoring program outcome and results is an integral part of monitoring progress towards program activities. One should not be done without the other.

From the engagement with GoE

- Peer-to-peer/critical friends/mentoring support seem to be more effective in building capacity than training workshops. The program's approach of dealing with the key persons in the government institutions is enhancing the sustainability of the intervention and the long-term success of the capacity- building process.
- Yet, learning by doing is an effective but not a fast and easy process. National capacity assessments need to be the starting point when working in partnership with the government and the search for the optimal balance between national and international expertise is a must.
- High turnover of staff, both within the government and UNDP requires on-going and refreshers training and capacity building.
- Securing multi-annual financing for DRM is challenging. A financing framework with agreed principles and priorities can ensure that sufficient financing is secured over time.

SECTION 5: CONCLUSIONS AND RECOMMENDATIONS ON THE WAY FORWARD

5.1 Conclusions

Since 2010, UNDP and the Government of Ethiopia designed and implemented an ambitious program to respond to the urgent needs of populations affected by disasters and climate change in the country. An array of interventions has been implemented over a wide geographic area covering Somali, Oromia, Afar and Gambella regions. In the context of the existing disasters and climatic risk in these regions, UNDP programmatic response has been judged to be highly relevant in terms of components of the program, as well as the areas selected for implementation. The program is highly relevant to the overall context in which it is situated as it is addressing the needs and plans of the GoE on Disaster Risk Management. It corresponds to the country's overall policy and directions on DRM, and it will contribute to the current needs on development planning. The activities under the program are also largely in line with the priorities of individuals, households, communities and the districts.

In general, stakeholders appreciate the program and many beneficial impacts have been realized from the interventions. The recovery activities focusing on addressing urgent livelihood and food security needs and rehabilitating social infrastructure have contributed to the efforts of communities, households and individuals to restore their lives and regain their dignity. The DRR/LR program is also contributing to the strengthening of institutional capacities in disaster risk reduction, particularly at federal level. Nonetheless, a limited number of DRM assessments and planning have been undertaken at regional, woreda and community level, and therefore the impact at the sub-regional level in DRM has been less than anticipated.

In summing up, the team concludes that a number of constraining factors have substantially undermined program effectiveness. A major program design weakness was that the program attempted to address too many components, targeted too many woredas and few communities, and in the end resources were spread too thinly for the critical mass needed for sustained impact. Furthermore, the program was piece-meal, disjointed and small scale in nature, with few complementary linkages within and

between components. Overall, program visibility was also in question. Although the program was extremely effective in meeting immediate needs, the character of emergency assistance dominated the implementation of program activities. The short-term interventions were not linked to longer-term thinking and processes, and the implementation of the activities was such that the program was area-based only in name and lacked all the ingredients that make up an area-based program to work, such as effective links with district, regional and national plans.

The implementation of the DRM policy and the full operationalization of the DRM-SPIF will lead to a greater recognition of the efforts that have been started by the program and there should also be a higher demand for the key program outputs. The DRR/LR have provided momentum, in particular at federal and regional levels, for a long-term dialogue with the GoE governments on DRR and an entry point to assess further actions. Under the new DRM-SPIF it is expected that the GoE will mainstream DRM approaches across sectors. Donor agencies and government parts interviewed during the MTE process highlighted the catalytic role UNDP has played so far at the policy front. Even more, given the new policy context in the country, with DRM emerging as a key priority for action, UNDP is expected to play a critical role in supporting the GoE on implementing the DRM-SPIF. Hence, the evaluation team concludes from the above overview and analysis that for the foreseeable future, there is merit in UNDP's DRM programmatic presence, and in fact such presence should be strengthened.

It would be presumptuous of this review team to be overly prescriptive in proposing courses of action to be pursued as follow-up to the DRR/LR: the issues surrounding chronic poverty, livelihoods and climatic risks and how to respond to them are complex and require careful consideration which is beyond the scope of the present exercise. But it is entirely appropriate that we point out some relevant issues and facts that need to be taken into consideration and suggest ways in which agreement might be reached on a way forward. Before doing so, we consider of critical importance to understand the current DRM context in Ethiopia as well as the planned 2014/2015 investments under the DRR/LR program so that our recommendations address the context within which UNDP will operate in the coming years.

5.2 Recommendations on the Way Forward

In the preceding sections of the report, the evaluation team has identified a number of issues addressing both short-term and longer-term challenges that arose from implementing the UNDP/GoE DRR/LR program, and which are relevant to UNDP's future work in Ethiopia. This section builds upon these, and takes into account as well, current trends and developments in Ethiopia and the new National Strategic Investment Framework for Disaster Risk Management.

5.2.1 In Brief: Current DRM Context in Ethiopia

It is beyond the scope of this MTE to provide a detailed analysis of the current policy environment in Ethiopia in regards to DRM. However, it became clear from the beginning of our consultations that the national DRM context in the country has changed dramatically since the DRR/LR program started. We therefore consider that, before jumping into conclusions and recommendations, it is important to have an understanding of the current context.

The Ethiopian Government, with the support of several stakeholders, has developed a **revised DRM policy** that provides the direction for the kind of DRM system envisaged for Ethiopia in the future, shifting from a disaster response approach to a more comprehensive Disaster Risk Management. It relies on organizational structures with appropriate and harmonized roles and responsibilities at federal, regional and Woreda levels. Horizontal and vertical coordination among decision-making bodies and effective DRM systems, processes and procedures is ensured. This revised policy was approved by the council of Ministers in July 2013. The main objective of the policy is to reduce disaster risks and potential damage caused by a disaster through establishing a comprehensive and coordinated disaster risk management system in the context of sustainable development.

To operationalize the DRM policy, the DRM Strategic Framework and Investment Framework (DRM-SPIF) has been designed to provide a strategic framework for the prioritization and planning of investments that will drive Ethiopia's Disaster Risk Management system. It is designed to operationalize the DRM policy by identifying priority investment areas with estimates of the financing needs to be provided by Government and its development partners.

The SPIF focuses on the creation of a comprehensive system for managing disaster risk that builds on past lessons and works to increase cross-sectoral multi-agency integration. The main components of the DRM system already exist and several of them have made important progress in effectiveness in recent years. However, the components do not function adequately as an integrated system and this limits overall effectiveness. This requires scaling up efforts in the disaster risk management sector, further developing capacity, and ensuring full synchronization and strategic complementary of the numerous initiatives and interventions.

The SPIF envisions a whole-of-Government initiative led by the DRMFSS that reflects the priorities of the Government and a wide range of stakeholders. The SPIF is fully aligned with the Growth and Transformation Plan (GTP) which is a successor to the Plan for Accelerated and Sustained Development to End Poverty (PASDEP) and which realized for the country an average annual growth rate of 11 percent for five years. The GTP sets the vision for the country as a middle income, democratic and developmental state and a carbon neutral climate resilient economy by 2025. Setting the enabling environment for sustained development is the shift in the government Disaster Risk Management (DRM) orientation from crisis management to a multi-sectoral and multi-hazard DRM approach.

It is recognized that further program development will be required to ensure the DRM-SPIF can be effectively implemented. This will involve joint work between the DRMFSS and Development Partners, which would take place after the launch of the SPIF. This will lead to the creation of investment programs, followed by the development of associated operational manuals.

The Government coordinates all technical DRM aspects with the development and humanitarian partners in the same platform, called the DRM Technical Working Group (DRM-TWG), where DRM and sectoral representatives meet on monthly basis. Under the DRM-TWG, the sectorial task-forces (TF), chaired by government bodies and co-chair by a development partners, coordinate the information and implementation of the specific DRM issues in the concern area such as Food and Non-food Items (NFIs), Nutrition, Health, WASH, Agriculture, Education and Gender. The established platform has been playing great role in harmonization efforts and sharing of DRM information as well as facilitating timely response and recovery when required. Further, the forum is

expected to play a catalytic role in achieving substantial progress in disaster risk reduction and sustainable recovery from disasters.

During our interviews it became clear that both, government stakeholders and international agencies see the implementation of the SPIF as a key priority for the coming years in the country. It is therefore, an opportune time for scaling up DRM practices but, more importantly, to support DRMFSS to cascade understanding, capacity and implementation of the SPIF across levels and sectors. Across the board, UNDP was identified as the agency to take a leadership role in supporting the GoE in its DRM coordination efforts and capacity.

This policy environment and political will coincides with the latest UN human Development report focusing on the critical role of reducing vulnerabilities and building resilience. The Report recognizes that no matter how effective policies are in reducing inherent vulnerabilities, crises will continue to occur with potentially destructive consequences. Building capacities for disaster preparedness and recovery, which enable communities to better withstand—and recover from—shocks, is vital. A key message emerging from this MTE is that without a clear strategic direction as to how best support the GoE in building its DRM capacity across levels and without a more thematic focus and large scale implementation (paying particular attention to the challenges of decentralization) DRM investments in the country may have a very limited impact in reducing vulnerabilities and building resilience. It is therefore an opportune time for UNDP to: i) reflect upon its on-going programs (beyond the DRM program), ii) build upon the findings of this report and to iii) reconsider its funding modality and partnership in the country to improve its DRM support. Each of these points are further developed in the recommendation sections.

5.2.2 DRR/LR 2014 – 2015 Work Plan

With the implementation of the DRR/LR program initially agreed in June 2010, the implementing partners (UNDP and DRMFSS) have been undertaking a substantive revision of the program to capitalize on their significant achievements in supporting the process of shifting from disaster response and food aid to the building of community resilience and reduction of vulnerabilities. The program title has been reframed as Strengthening National Capacities for Disaster Risk Reduction and Livelihoods Recovery (NCDRR/LR)

Although it is beyond the scope of the MTE to evaluate the new program work plan, we believe that it represents a considerable shift in direction from previous work plans and it already partially reflects some of the findings of this evaluation. The key changes in the new work plan can be seen in its massive shift from livelihood recovery to disaster risk management approach. Among others, it pays more attention to building DRM capacity at national and regional levels in order to support the implementation of the SPIF. The new work plan also includes the development of training manuals and guidelines with Bahir Dar University. The implementation of the new work plan has just started and we believe there is still room for improvement. In particular, more thinking and attention needs to be given to building capacity at regional and sub-regional levels. After all, the national DRM policy and SPIF are going to be implemented in a decentralized structure. The recommendations put forward in the following section have taken into account the new direction and activities reflected in the 2014/2015 work plan.

5.2.3 Recommendations

Against this backdrop, the evaluation team proposes several recommendations on the way forward based on two inter-related questions:

1. What is UNDP's vision in relation to its contribution to DRM in Ethiopia?
2. The project has established the foundations from which to build a stronger program but what needs to be prioritized?

Drawing from the findings of the MTE, the brief assessment of the current DRM context in Ethiopia, and the review of the new DRR/LR 2014-2015 work plan, the MTE team propose the following recommendations for:

- UNDP to better support the GoE in the implementation of the new DRM policy and framework;
- The remaining implementation period of the DRR/LR program;

For UNDP Ethiopia Country Office

With the government increasing the momentum to reduce risks and the impacts of disasters through the establishment of a comprehensive and integrated DRM system within the context of sustainable development, supporting DRM should continue to be

an essential priority for support by UNDP. UNDP should be committed to strongly support this approach through the different aspects:

Recommendation 1: Update your strategic DRM vision and theory of change, based on the concept of building resilience to disasters and climate variability and change. Delivering the DRR/LR program goal requires a more tightly managed, coherent and cohesive country program, which is soundly run and well documented. UNDP in Ethiopia will therefore need to be clearer about what added value it brings. UNDP can play a catalytic role using its comparative advantages in working with the GoE. Nonetheless, UNDP should have long-term direction towards comprehensive DRM program regardless of donor's interest. It should not rely on humanitarian donors. In order to strengthen its intellectual leadership, UNDP, (in consultation with other UN bodies and multilateral and bilateral agencies), needs to elaborate a strategic vision based on the concept of Resilience to Disaster and climate risk. The concept of resilience provides an umbrella under which the structural conditions leading to vulnerability to disasters and climate change can be addressed. To achieve this, UNDP could consider undertaking the following specific steps:

- i. Organize a broad-based consultative process with relevant stakeholders to plan and develop a comprehensive country strategy for Disaster Risk Management. This process will ensure a buy-in by all relevant stakeholders.
- ii. Based on the agreed strategy, UNDP should also lead the development of an appropriate road map and theory of change along with a comprehensive implementation and management strategy that clearly articulates the respective roles for UNDP, for the Government, both at central and regional levels, as well as for other partners; and that it is supported by an effective M&E plan.
- iii. Identify potential donors and mobilize the required resources to ensure effective delivery of results that can have an impact on the livelihood of people and contribute to disaster risk reduction in the country.

Recommendation 2: Integrate disaster and climate vulnerability concerns across UNDP's program portfolio. DRM is still seen as an add-on to recovery and development programs. Yet, in the Ethiopian context, risk reduction is critical for long-term sustainable development. Ethiopia's vulnerability to natural disasters and climatic risks should receive priority in across UNDP portfolio. To support the GoE in its

endeavour, UNDP should mainstream its whole program into a climate smart disaster risk management approach. All programs across sectors have to be assessed on their potential for reducing disaster and climate vulnerability. In doing so, UNDP has the potential to explore the relevance of DRM policy and implementation in the context of decentralization, and also demonstrate the relevance of climate change adaptation to specific sectors in agriculture, health, governance, and enterprise development.

Recommendation 3: Advocate for a common UN-approach and required interagency collaborations to work on DRR. UNDP needs to identify its niche. Some stakeholders held the view that UNDP's comparative advantage in coordination among UN Agencies for policy influence and support can be further strengthened particularly for this sector.

Recommendation 4: improve your advocacy and funding efforts. UNDP has not raised significant funding for the DRR/LR, beyond humanitarian pots. Whatever the reason, the mission recommends that the ability of UNDP to raise significant funds to support its DRM operations in Ethiopia must be factored into the design of any new program.

For the remaining period of the DRR/LR program

The DRR/LR program is scheduled to run until the end of 2016. It therefore has limited time to continue to build on the foundations it has established to ensure that its achievements are sustained into the future.

Recommendation 5: Review program logic and design. The overall recommendation for the project is that it requires major adjustment in order to achieve intended results. In its present structure, the project approach is too fragmented and it will not significantly contribute to the overall goal of *enhancing institutional capacities for a disaster risk reduction and ensure effective policy, program and planning from federal to community levels in the country*. In addition, policy influencing requires a more coherent program with clear change objectives and indicators. Under the DRR/LR program, UNDP should:

- **Deepen rather than widen;** that is, do less but do it better. There is a need to focus both geographically and thematically with core competencies in selected

areas. More effort should be made on influencing major sector players. Several aspects of the DRR/LR activities should be given priority. Among these, we consider a move to explicit CBDRM that combines livelihood strengthening with reduction of disaster and climatic risks.

- **Review and improve your results management framework.** In order to contribute to evidence-based DRM decision-making (one of the objectives of this program) it is necessary to review monitoring efforts. Currently M&E and reporting of project interventions is focused on progress of activities and output level information. It is found necessary to follow up on monitoring for outcome and impact based on key indicators.
 - i. The program should now commence the process of monitoring the results in accordance with a revised Program Monitoring Framework (PMF).
 - ii. Cultural and attitudinal change needs to be added as project indicators, as it is an essential precursor to policy change and program development.
- **Shift from project to program mode.** For long-term sustainability and achieving the program's objective it is important to make a shift from a project to a program mode. This means expanding the time horizon and making long-term resource commitments for achieving the goal of sustainable risk reduction for communities at risk. The MTE team stresses that If UNDP aims to play an effective role in promoting DRM in the targeted regions; it should adopt a more focused approach (themes and geographic areas), carefully target its resources where it has comparative advantages, and replace its current ad hoc and short-term interventions with more sustainable medium and longer term interventions.
- **Focus on training and capacity development.** There needs to be a clearly worked out training and capacity development strategy. This should be based on an assessment of existing capacity gaps and resultant learning, training and technical assistance needs at various levels.
- **Develop a clear project exit strategy.** At the woreda level, projects need an agreed and definitive process to extend project achievements beyond pilot in preparation for phasing out.

Recommendation 6: Enhance human resources and strengthen internal UNDP DRM capacity in order to improve the effectiveness of implementation. One of UNDP's perceived strengths is that some of its procedures are currently more flexible

than those of other actors. Thus it is better able to innovate in response to crises. This edge should be maintained. Yet, limited human resources allocated for the DRR/LR program is already having a negative impact on program performance as existing staff are overloaded with day-to-day management activities and have very limited time for providing technical support to government staff or to participate in coordination foras. Additional dedicated human resources are needed to manage the implementation of the intervention and to provide dedicated technical advisory support across levels. In particular, we believe that, at the federal level, the role of program manager and technical advisor should not be the sole responsibility of one individual.

Recommendation 7: Ensure that emerging results and lessons are well documented and disseminated. Greater emphasis should be placed on ensuring that emerging results lever changes in policy and practice. There is scope for making greater use of carefully structured ‘mutual learning programs’ and ‘peer learning activities’ that enable policy makers and practitioners to review in depth evidence on the achievements of specific strategies, policies and initiatives. Such mechanisms should help achieve leverage and wider influence of the framework program.

Recommendation 8: Enhance coordination and partnerships. Under the DRR/LR program, UNDP also needs to further develop certain key, strategic partnerships. In particular, UNDP needs to explore prospects for better coordination between DRR/LR program and other UN agencies projects. Partnerships should be explored with other agencies working in the sector for improving impact and avoiding duplication.

SECTION 6: ANNEXES

Annex 1: Evaluation framework and questions

Criteria	Evaluation Questions	Sources of information / Data collection method
I) Strategic orientation	<p>To what extent is UNDP support adequately focused on addressing the disaster risk management and livelihood needs of vulnerable groups in targeted areas?</p> <p>To what extent is UNDP support adequately focused on building Disaster Risk Management capacity of national and regional level? To what extent is the programme in line with national/regional government priorities?</p>	<p>Programme Documentation, Case Studies and annual reports</p> <p>Intervention strategies, results chains</p> <p>Programme reports, including progress reports</p> <p>Government reports, plans strategies</p> <p>Interviews with relevant programme staff</p> <p>Interviews with partners</p>
II) Programme Performance/ Impact:	<p>To what extent has the programme contributed towards strengthening DRM planning, coordination and implementation capacity at different levels?</p> <p>To what extent has the programme contributed towards mitigating the impacts of droughts and floods in the programme areas? How effective was the programme in decreasing vulnerability to shocks, trends and seasonality of women and men engaged?</p> <p>How effective were individual interventions in delivering the intended outcomes? If some interventions were more successful than others, why? Were these the right combination of interventions?</p> <p>How did the interventions interact with other factors in the</p>	<p>Quantitative data from GoE/UNDP on farmers and pastoralist, Qualitative data from GoE/UNDP M&E systems on farmers and pastoralist,</p> <p>Sample survey of farmers and pastoralist on impact and outcome indicators and contribution of the programme and other factors to impact and outcomes</p> <p>Focus Group discussions with farmers, pastoralist, agro pastoralist</p> <p>(Including on present situation, expectations, identifying risk and assumptions, to assess contribution to impact and outcomes)</p> <p>Data sources: Intervention strategies, results chains Programme reports, including progress reports Interviews with relevant programme staff</p>

	local and regional economy?	Interviews with partners
III) Sustainability:	<p>Were the outcomes and impacts delivered relevant to beneficiaries needs?</p> <p><i>To what extent are the programme results likely to be sustainable? – Did the intervention address partners’ incentives and constraints? Are similar activities/actions/investments included in future plans and budgets? do Partners express the intention to continue, do they have the capacity to do so?</i></p> <p><i>To what extent did the programme’s interventions stimulate the continuation of DRM efforts in a long term and sustainable way?</i></p> <p><i>To what extent has UNDP enhanced and taken advantage of synergies with other partners for vulnerability reduction in order to support disaster risk reduction and resilience building improvements?</i></p> <p><i>To what extent has UNDP been able to complement the DRM and livelihood programming and implementation at country level with related interventions, initiatives and resources to maximize its contribution to DRM?</i></p> <p><i>How effective was the programme integrating and achieving cross cutting themes (gender, disability and conflict sensitivity)?</i></p> <p><i>To what extent has the programme been a government driven process?</i></p>	<p>The evaluation will assess in detail the programmes’ exit strategies and relationship with implementing partners</p> <p>Data sources: In depth interviews with partners, and key actors In-depth interviews with programme staff</p>
IV) Partnership strategy:		<p>The evaluation will assess the extent to which the programme has work in partnership and built synergies with others.</p> <p>Data Sources: In depth interviews with programme stakeholders Review of DRM programmes and strategies in the Country Programme reports</p>
V) Cross-cutting issues:		<p>The evaluation will also study the extent to which the crosscutting issues identified in the project activities (i.e. inclusion ethnicity, gender, conflict and accountability) have been designed and implemented. The review will pay particular attention to the gender dimensions of the programme</p> <p>Data Sources: Differentiated data collection data basis; Programme Documents and External reviews. In depth interviews with implementing partners</p>
VI) Lessons learnt:	<i>What activities, strategies or actions have had positive outcomes and impact? Which ones did not work? Overall, what work and what did not work?</i>	<p>Data sources: Focus Group discussions with community beneficiaries In depth interviews with partners, and key actors</p>

		In-depth interviews with programme staff
VII) Strategic impact:	<p><i>To what extent has the programme directly contributed to the observed impacts in the livelihoods and disaster vulnerability? To what extent has the programme directly contributed to the initiation of local development plans and policies?</i></p> <p><i>Has the programme introduced innovative approaches to support policy capacity that can be up-scaled to other zones or regions?</i></p>	<p>Data sources: Focus Group discussions with community beneficiaries In depth interviews with partners, and key actors In-depth interviews with programme staff</p>
VIII) Management effectiveness:	<p><i>To what extent have the programme management mechanisms and internal coordination processes contributed to the overall performance of the programme in fulfilling its objectives?</i></p>	<p>In depth interviews with partners, and key actors In-depth interviews with programme staff</p>
X) Future programmatic opportunities for development cooperation:	<ul style="list-style-type: none"> - Identification and recommendations on the mid-course to realign the programme in line with the federal level policy changes; - Recommendations on addressing the gaps in achieving the outcomes, impacts and strengthening of partnerships; - Development of a multi-year programme on the basis of the lessons and impact of the current programme; 	<p>Interviews with stakeholders Roundtable discussion with UNDP staff and implementing partners Review of future work plans and policies in the country</p>

Annex 2: Mid-Term Evaluation Field visit

Date	Place to be visited	Estimated distance	Participants/travelers
Travel plan at federal level			
11/08/2014 Morning session 10:00-11:00	Federal level -Meeting with Bettina Woll DCD(P)UNDP CO Disaster risk management & food security sector(DRMFSS)/MOA	Addis Ababa city	International and local consultants accompanied by Dillip Kumar(technical advisor)
After noon 3:00-4:00			
12/08/2014 Morning session 10:00- 11:30	-Oromia Pastoral Area Development Commission (OPADC) African Center for Disaster Risk Management (ACDRM)	Addis Ababa city	International and local consultants accompanied by Dillip Kumar(technical advisor)
Afternoon 3:00-5:00			
Travel plan to Oromia region			
13/08/2014 A day travel Overnight	Travel and arrival to Yabello town/Borena Oromia region Yabello town	Addis to Yabello 565 KM	International and local consultants accompanied by Melaku Geleta drought response coordinator /UNDP
14/08/2014 Morning After noon	Discussion with Dire woreda -Madhacho kebele community -Dubluk kebele community	Yabello to Dire 100KM Dire to madhacho 10KM Dire to Dubluk 17KM	International and local consultants accompanied by Melaku Geleta drought response coordinator/ UNDP
15/08/2014 morning session At 10 AM Overnight	Discussion with Woreda and zonal OPADC Travel to Hawassa Hawassa	Yabello to Hawassa 290KM	International and local consultants accompanied by Melaku Geleta drought response coordinator/ UNDP
16/08/2014 Morning Afternoon Overnight	Travel and arrival to Negele town /Guji zone Oromia region Discussion with zonal And district OPADC Negele town	Hawassa to Negele 318KM	International and local consultants accompanied by Abdeta Debella drought response coordinator/ UNDP

Date	Place to be visited	Estimated distance	Participants/travelers
17/08/2014 Morning Afternoon Overnight	-Discussion with Liben district Kobadi, kalada kebele communities Measa kebele communities Negele town	Negele to Kobadi 42KM Negele to Kalada 30KM Negele to Measa 30KM	International and local consultants accompanied by Abdeta Debella drought response coordinator/ UNDP
18/08/2014 Overnight	Travel and arrival to Hawassa Hawassa	Negele to Addis 593KM	International and local consultants accompanied by Abdeta Debella drought response coordinator/ UNDP
19/08/2014 Morning session Afternoon session	Travel and arrival to Addis Ababa	Addis Ababa city	International and local consultants accompanied by UNDP
20/08/2014 Morning session Afternoon session	WFP (Ato Ezgi Meles AMprogramme officer) 9:00- 11:00 ECHO (Mr. Johan Heffinck MD, MPH country Director) 11:00 to 12:00 ZOA (ms. Ingeborg Ponne country director) 1:30 to 2:30 World Bank (Mr. muderis Abdulahi DRM Programme coordinator) 3:00-4:00 PM	Addis Ababa city	International and local consultants accompanied by UNDP
21/08/2014	-Embassy of japan(Mr. Takihiro Okubo, minister counselor) 10:00 to 12:00 AM -UNOCHA (Mr. Mike McDonagh, head of office) 2:00 to 3:00 PM -UNICEF (Mr. Sharack Omol, chief field operation & Emergency) 3:30 to 4:30		International and local consultants
22/08/2014	-Embassy of Switzerland(Ms. Barbara Profeta , second secretary, counselor for Humanitarian affairs) 9:30 to 10:30 -FAO (Gijs van't klooster assistant FAO-R planning and resources mobilization) 11:00 to 12:30		International and local consultants

Date	Place to be visited	Estimated distance	Participants/travelers
Travel plan to Somali region			
23/08/2014 Morning & Afternoon Overnight	Travel and arrival to Jijiga town/Somali region Discussion with kebribeyah communities Jijiga	Jijiga town	International and local consultants accompanied by Feyesel Abdulahi drought response coordinator UNDP
24/08/2014 Morning Overnight	Travel to Harshin woreda Discussion with Bali abad& Habrer kebele communities and Harshin district DPPB Jijiga town	Jijiga to Harshin 150KM Close to 90 Km drive in two kebeles	International and local consultants accompanied by Feyesel Abdulahi drought response coordinator UNDP
25/08/2014 Overnight	Travel and arrival to Addis Ababa Addis Ababa		International and local consultants accompanied
Travel plan to Gambella region			
26/08/2014 Morning Afternoon Overnight	Travel and arrival to Gambella town/Gambella region Discussion with Gambella zuria woreda communities Gambella	Gambella town	International and local consultants accompanied by Mack Omod drought response coordinator
27/08/2014 Morning & Afternoon Overnight	Travel to Lare kebele Riek and Palbol communities discussion Discussion with BOFED and DPPFSA Gambella town	Gambella to lare 90km	International and local consultants accompanied by Mack Omod drought response coordinator
28/08/2014	Arrival to Addis Ababa . Consolidation/ compilation of field assessment report		International and local consultants
29/08/2014	Presentation of the finding at the UNDP CR		

Annex 3: List of stakeholders interviewed during the Mid Term Evaluation

Name	Organization	Responsibility
1 Tadesse Bekele	DRMFSS	Advisor to the Minister
2 Negussef Kefeni	DRMFSS	Coordinator of the EW Case Team and program focal Person
3 Mulneh W/ Mariam	DRMFSS	A/Director of the EWRD/DRMFSS
4 Dr. Zewdu Eshetu	ACDRM	Manager
5 Mr. Kassahun Bedada	ACDRM	
6 Dr Abiye Zegeye	AAU	
7 Dillip Kumar	UNDP	Technical Advisor, Disaster Management and Livelihood
8 Bettina Woll	UNDP	Deputy Country Director-programmes
9 Sinkinesh Beyene	UNDP	Team Leader CRGG Unit
9 Johan Haffink	ECHO	Directorate General for Humanitarian Aid and Civil Protection
10 Wouter Coussement	UNDP	Donor Relations and Monitoring Specialist, Partnership and Management Support Unit (PMSU)
11 Borja Santos Porras	WFP	Program Advisor, DRMFSS, MOA
12 Muktar Reshid	WFP	Program Officer, DRMFSS, MOA
13 Samuel Chortez	UN-Ethiopia	Policy Advisor to Resident Coordinator/Humanitarian Coordinator
14 James Wakiaga	UNDP	Economic Advisor
15 Shadrack Omol	UNICEF	Chief, Field Operations and Emergency
16 Inga	ZoA	ZOA Director
17 Yonas Daniel	UNDP	Database Developer - DRMFSS
18 Tedros Genananaw	UNDP	Database Developer - DRMFSS
19 Zelealem Addisu	UNDP	Network Administrator /IT Trainer /Web Support - DRMFSS
20 Lemlem Abreha	UNDP	GIS Specialist - DRMFSS
21 Misganaw Teshager	Bahir Dar University	Program Focal Person
22 Abdeta Debela	UNDP	Guji zone, Drought Response Coordinator
23 Melaku Geleta	UNDP	Borena zone, Drought Response Coordinator
24 Mark Omod	UNDP	Gambela , Drought Response Coordinator
25 Loang Pel	Gambela	Lare Woreda , Head Ag. Development Office
26 Ochongi Omed	Gambela	Gambella Woreda , Head Ag. Development Office
27 Feysel Abdulahi	UNDP	Somali , Drought Response Coordinator

Name	Organization	Responsibility
	Borena Zonal ZPDO	
28 Tadesse Debele	ZPDO	R/Magt. FP for UNDP
29 Dalu Ibrahim	ZPDO	Crop Production Team Leader
30 Dula Maliko	DPPO	Early Warning
31 Dr. Bula Mengesha	ZPDO	Livestock Health Expert
32 Ayele Tegene	ZOFED	Planning & Budget
33 Birhanu Tesfaye	ZWC and	Deputy Head Office
34 Solomon Tekle	ZPDO	LS Dev't & Vet . Process Owner
35 Mebratu Melkagaba	ZPDO	Acting Head
	Dire Woreda Administration	
39 Tadesse Debele	ZPDO	R/Magt. FP for UNDP
40 Gelama Liben	WPDO	Woreda Social Mobilization Officer
41 Haleke Gayo	WPDO	Woreda Administrator
42 Dida Gerbole	WPDO	Woreda project Officer, Project Focal Person
43 Deyo Borte	WPDO	WOFED
44 Tefera Adem	WPDO	Education sector
45 Yubo Daro	WPDO	Women Affair
46 Wordofa Wabera	WPDO	Water Office
47 Jilo Boru	WPDO	Health Office
	Yabello Woreda	
48 Kejela Deru	Wereda PO	Food Security Officer
49 Habtamu Seboka	“	NRM – Deputy Head
50 Abreham Mamo	“	Dry Farm Head
51 Mekia Mohammed	“	Pastoralist Office Head
	Guji Zonal ZPDO	
52 Amakari Tegengne	ZPDO	
53 Girma Anbesu	ZPDO	
54 Wakuma Merga	DPPO	
55 Getachew Nigusse	ZPDO	ZPDO

Name	Organization	Responsibility
Liben Woreda Taskforce		
56	Abdureshid Abduletif	PDO Head of PDO
57	Mulugeta Bekele	PDO Regional Land Dev't Process Owner
58	Zewdie Tafesse	DPPO Office Head
59	Tura Dhenge	Wereda Office Office Administration
60	Gosaye Alemu	PDA Vice Head Vise Head of PDO
61	Wubumo Mergo	ZPDO Previous Woreda Focal Person
62	Oborso Hullufo	Education Office Head Office
63	Desta Adeba	Finance Office Head Office
Somali Region		
65	Mubaghir Dibad	BOFED Deputy Head
66	Mohammed Ebew	Water Bureau Compet Administration
67	Abdifatah Mohammed	DPPB RDD Case Team
68	Mohamed Fatah Mohammed	DPPB Bureau Head
69	Muktar Mohamed	LCROB Deputy/Head/Acting
70	Hassen Adan	DPPB Deputy Head
Kebribeyah Woreda		
71	Abdifarah Mohammed	DRR Case Team Regional DPPB
72	Abdiwali Sheik Allahi	Acting Agriculture Office L.C.R.D.O. of K/B District
73	Abdi Yousuf	Head Water Office
74	Mawlid Osman	Acting DPPO DPPO Office
75	Aydarus Ahmed	HES Woreda Health Office
76	Hoadi Cabfi Maxied	Acting Education Education Office
Gambella Region		
77	Mack Omod	UNDP Program Coordinator
78	James Dlug	DPFSA Core Process Owner
79	Seifu Wolde	DPFSA Early Warning Case (focal person)
80	Getachew Dagne	DPFSA Disaster Response Officer
81	Dr. Oman Amulu	Finance & Economy Head Development Bureau

Annex 4: Summary of desk-based review of key documents

As part of the DRR/LR programme Mid-Term Evaluation (MTE), the evaluation team has conducted a desk review of key policies and strategies relevant to the context of this programme. This document presents a brief summary of existing GoE policies and strategies identified in close collaboration with UNDP as well as a snap-shot of the findings from existing UNDP programme assessment reports (including project documents, progress reports, monitoring and evaluation reports). The main objective of this review is to: a) ensure that the MTE takes into consideration the Ethiopian policy environment and b) scan all programme related documentation to inform the development of stakeholders' interviews. To this end the consultants have conducted an in-depth review of the following documents:

Policy and strategic documents

The following key policy and strategic documents (beyond programme documents) are reviewed.

- Ministry of Finance and Economic Development MoFED, Growth and Transformation Plan (GTP)- (2010-2015), November 2010
- Federal Democratic Republic of Ethiopia, National policy and strategy on disaster risk management, July 2013
- Ministry of Agriculture and Rural Development (MoRAD), Disaster Risk Management Strategic Programme and Investment Framework (DRM SPIF)
- Human Development Report 2014, Sustaining Human Progress, Reducing Vulnerabilities and Building Resilience
- Federal Democratic Republic of Ethiopia, Ethiopia's Climate Resilient Green Economy Strategy, November 2011

Program documents of the Disaster Risk Reduction and Livelihoods Recovery Programme

The following key documents are identified as part of the program document for review.

1. Project Document 2009 UNDP report of the in-depth assessment for DRR and early recovery program formulation in Somali region

2. Project Document. Strengthening Capacities for Ethiopia's Disaster Risk Management System UNDP Ethiopia 2010, under UNDF Pillar 1- Sustainable Economic Growth and Risk Reduction
3. Project Document 2010 UNDP-DRMFSS. Annual Workplan. Somali and Gambella Region.
4. Project Document. Programme Update for the Period October-November 2010
5. UNDP 2013 Annual Report, Disaster Risk Management and Livelihood Recovery Program (DRR/LR)
6. Fast Facts: Disaster Risk Reduction and Livelihoods Recovery Programme
7. Drought Recovery for Pastoralists and Agro-Pastoralist Communities in Oromia Region Guji and Bale Zone, Oromia Region, December 2012
8. Poverty Reduction Project/Support for Communities Affected by Drought in the Borena Zone of Oromia Region, Proposal to the Government of Japan for Supplementary Budget Support, February 2013
9. Best Practices on Assisted Voluntary Return and Reintegration of Internally Displaced Persons, Somali Regional State –Ethiopia
10. Return and Reintegration in the Somali Regional State –Ethiopia, A Durable Solutions for Internally Displaced Persons
11. Third Party Cost Sharing Agreement between the African Union Commission and the UNDP on the Implementation of the Drought Recovery for Pastoral Communities in Somali Region Project
12. UNDP, Terminal Report on Restoring Livelihoods and Building Community Resilience in Drought-Affected Regions of Somali and Oromia (Borena Zone), June 2013
13. Concept Note for the UNCT: Disaster Risk Management (DRM) In Ethiopia

The literature review has been divided into three themes. In section 1, we present a summary of current status of the Ethiopian DRM context. Section 2 provides a summary of key relevant government policies, identifying, in particular, government priorities and strategic goals that present direct or indirect linkages with Disaster Risk Management in the country. Finally, section 3 provides a snap-shot of the main features of the DRR/LR programme and the progress it has made so far as stated in UNDP reports.

Interviews with stakeholders have pointed out to other sources of information that should be reviewed for the purpose of the evaluation. The team will continue to scan primary and secondary sources of information as necessary.

1. Review of the Ethiopian DRM Context

Ethiopia is exposed to a plethora of natural hazards- drought, flood, human and livestock epidemics, urban and forest fires along with conflicts etc. Recent trend shows an apparent marked increased in flood and drought disasters due to climate change and associated risks which have a greater impact on the food security in large part of the country. While the southern and eastern parts of the country are often hit by severe droughts, there are severe floods in many parts of the country -- the major floods being those of 1988, 1993-96, and 2006. There are also recurrent conflicts near the borders of Eritrea and Somalia which again affects the livelihoods of the affected communities.

The country's vulnerability to natural disasters is owing to a number of inter-linked factors. These include dependence on rain-fed agriculture, under-development of water resources, land degradation and related factors. Ethiopia has mainly dry sub-humid, semi-arid and arid regions all of which are prone to desertification and drought. Ethiopia's climate is highly variable and is projected to become more so due to climate change, with the potential of increased frequency of extreme weather events including floods and droughts. Recurrent natural disasters have resulted in persistent and high levels of food insecurity and recurrent emergency situations, weakening the social fabric. It is therefore critical to address these disaster risks, and focus efforts in building resilience among the most vulnerable populations through having proper DRM policy, institutional arrangement, programs and tools.

1.1 Existing Government DRM Institutional Arrangement

In 2007, Disaster Risk Management and Food Security Sector (DRMFSS) was established and transferred to the Ministry of Agriculture and Rural Development (MoARD). This new sector is led by the State Minister and comprises of the Early Warning and Response Directorate (EWRD) and the Food Security Coordination Directorate (FSCD). This new arrangement brought a paradigm shift in the approach to disaster management in terms of moving from a drought and relief focused approach to a more proactive multi-sectoral and multi-hazard Disaster Risk Management (DRM) approach.

In **2014, the likely future DRM structure**, once the revised policy will be endorsed and implemented, will distribute DRM responsibilities over **three core structures**:

The **Disaster Risk Management Council (DRMC)** will be the highest policy and oversight body for DRM. It oversees the implementation of the National Policy and Strategy on Disaster Risk Management. And Provide general direction regarding DRM. The Council will consist of the member of all ministries.

The **Disaster Risk Management Coordination Office (FDRMCO)** will be a coordinating and regulatory body at federal level for DRM-related matters that will be accountable to the Office of the Prime Minister. Act as the secretariat for the FDRMC and ensure proper and effective implementation of the policy activities among all sector offices at the federal level. It will be organized in three core units: *Federal Risk Assessment and Watch Center; Federal Risk Management Unit; Federal Plan, Program and Research Unit*; and establish other support units as necessary.

The Relevant federal sector offices will establish, maintain and manage sectorial **Disaster Risk Management Units (DRMUs)** and will play the lead role and coordinate all stakeholders to work together on all stages of DRM in their sector and others that will not establish the unit will assign focal body responsible for the management of all DRM activities within their sector. Officials that lead the units and focal points will represent their office in the Federal DRMCO. The following institutions at the Federal level will establish DRMUs and play the lead role in their sectors: Agriculture, National Defence, Federal Affairs, Mines, Health, Transport, Communication and Information Technology, Water and Energy, Urban Development and Construction and Environmental.

The federal structures duties and responsibilities of these three structures will be replicated/adapted at regional, zonal and Woreda level, with the inclusion of the participation of municipalities and fire brigades as appropriate.

1.2 Existing Government DRM Policy & Strategy : National policy and strategy on disaster risk management, July 2013

Under new approach, the Ethiopian Government has developed a **revised DRM policy** that provides the direction for the kind of DRM system envisaged for Ethiopia in the future, shifting from a disaster response approach to a more comprehensive Disaster Risk Management. It relies on organizational structures with appropriate and harmonized roles and responsibilities at federal, regional and Woreda levels. Horizontal and vertical coordination among decision-making bodies and effective DRM systems, processes and

procedures is ensured. This revised policy has been approved in the council of Ministers in July 2013.

General Objective

The main objective of the policy is to reduce disaster risks and potential damage caused by a disaster through establishing a comprehensive and coordinated disaster risk management system in the context of sustainable development.

Specific objectives

To reduce and eventually prevent disaster risk and vulnerability that pose challenges to development through enhancing the culture of integrating disaster risk reduction into development plans and programmes as well as by focusing on and implementing activities to be carried out before, during, and after the disaster period to address underlying factors of recurrent disasters.

1. In times of disasters, to save lives, protect livelihoods, and ensure all disaster affected population are provided with recovery and rehabilitation assistances.
2. To reduce dependency on and expectations for relief aid by bringing attitudinal change and building resilience of vulnerable people.
3. To ensure that disaster risk management is mainstreamed into development plans and programs across all sectoral institutions and implemented at all levels.

Policy Directions and Strategies

Based on the above outlined policy objectives, the following policy directions and strategies that give due attention to the participation of organized people are formulated with the view to reducing and eventually preventing disaster risk and vulnerability, building resilience to withstand impacts of hazards and related disasters, and, through provision of appropriate and timely response, minimizing potential losses from disasters by establishing a comprehensive and coordinated disaster risk management system that is in line with the Construction of the Federal Democratic Republic of Ethiopia and its development policies and strategies, especially with that of Rural Development Policies and Strategies.

Policy implementation Principles

The policy implementation shall be based on those principles that enable to set up on effective disaster risk management system and ensure its implementation.

1. **Government Leaderships:** Government shall lead activities geared towards the establishment and implementation of the disaster risk management system.
2. **Self-reliant response system:** Responses' provided before, during and after the disaster period shall mainly use preparedness capacity built using domestic resource.
3. **Mainstreaming in to development programs:** Disaster risk management activities shall be implemented as integral to development plan frameworks. To that end, it shall be insured that disaster risk management is mainstreamed in to development programs across all sectors.
4. **Decentralized and community-centered:** Disaster risk management shall be decentralized and community centered
5. **Participatory, accountability and responsibility:** Disaster risk management system shall ensure the participation of all concerned actors at all levels and allow them to know clearly what their accountability and reasonability are.
6. **Forecast the hazard, analyse and take early action:** Capacity for forecasting hazards, analysing and taking preventive and other measures in a timely manner shall be strengthened.
7. **Protection of human life:** No human life shall be lost due to lack or shortage of provision of relief assistance
8. **Special attention to natural resources and environmental development and protection:** Disaster risk management activities shall give attention to natural resource conservation and development and environmental protection

Disaster Risk Management Strategic Programme and Investment Framework (DRM SPIF)

To operationalize the DRM policy, the DRM Strategic Programme and Investment Framework (DRM-SPIF) has been designed to provide a strategic framework for the prioritization and planning of investments that will drive Ethiopia's Disaster Risk Management system. The SPIF provides a strategic framework for the prioritization and planning of investments that will drive Ethiopia's Disaster Risk Management system. It is designed to operationalize the DRM policy by identifying priority investment areas with

estimates of the financing needs to be provided by Government and its development partners.

The SPIF focuses on the creation of a comprehensive system for managing disaster risk that builds on past lessons and works to increase cross-sectoral multi-agency integration. The main components of the DRM system already exist and several of them have made important progress in effectiveness in recent years. However, the components do not function adequately as an integrated system and this limits overall effectiveness. This requires scaling up efforts in the disaster risk management sector, further developing capacity, and ensuring full synchronization and strategic complementarity of the numerous initiatives and interventions.

The SPIF envisions a whole-of-Government initiative led by the DRMFSS that reflects the priorities of the Government and a wide range of stakeholders. The SPIF is fully aligned with the Growth and Transformation Plan (GTP) which is a successor to the Plan for Accelerated and Sustained Development to End Poverty (PASDEP) and which realized for the country an average annual growth rate of 11 percent for the past five years. The GTP sets the vision for the country as a middle income, democratic and developmental state and a carbon neutral climate resilient economy by 2025. Setting the enabling environment for sustained development is the shift in the government Disaster Risk Management (DRM) orientation from crisis management to a multi-sectoral and multi-hazard DRM approach.

It is recognized that further programme development will be required to ensure the DRM-SPIF can be effectively implemented. This will involve joint work between the DRMFSS and Development Partners which would take place after the launch of the SPIF. This will lead to the creation of investment programmes, followed by the development of associated operational manuals.

1.3 Coordination between government and partners in the DRM system

The Government coordinates all technical DRM aspects with the development and humanitarian partners in the same platform, called the DRM Technical Working Group (DRM-TWG), where DRM and sectoral representatives meet on monthly basis.

Under the DRM-TWG, the sectoral task-forces (TF), chaired by a government body and co-chair by a development partner, coordinate the information and implementation of the specific DRM issues in the concern area such as Food, Nutrition, Health, WASH,

Agriculture or Gender. The established platform has been playing great role in harmonization efforts and sharing of DRM information as well as facilitating timely response and recovery when required. Further, the forum is expected to play a catalytic role in achieving substantial progress in disaster risk reduction and sustainable recovery from disasters.

2. Summary of relevant policies and strategic documents in Ethiopia relevant to this assignment

The Growth and Transformation Plan (GTP), Ministry of Finance and Economic Development MoFED- (2010-2015), November 2010

The Growth and Transformation Plan (GTP) is a national five-year plan created by the Ethiopian Government to improve the country's economy by achieving a projected gross domestic product (GDP) growth of 11-15% per year from 2010 to 2015. The GTP forms the framework of the Government's long-term vision 'to become a country where democratic rule, good governance and social justice reigns, upon the involvement and free will of its peoples; and once extricating itself from poverty, becomes a middle-income economy.' The plan was developed in consultation with development partners and, though it is yet to be shared formally, was adopted by the Parliament in December. The plan includes details of the cost (estimated at US\$75–79 billion over the five years) and specific targets the government expects to hit by pursuing the following objectives.

The salient points of the plan are:

- Encouraging large-scale foreign investment opportunities, primarily in the agricultural and industrial sectors.
- Completing Ethiopia's membership in the World Trade Organization and improving the country's commercial regulatory framework.
- Providing basic infrastructure in four industrial cluster zones.
- Renewing focus on natural resource and raw material industries such as gold, oil, gas, potash, and gemstones.
- Increasing road networks by 10,000 miles throughout the country.
- Building a 1,500 mile-long standard gauge rail network and creating manufacturing plants for locomotive engines and railway signalling systems.

- Quadrupling power generation from 2,000 to 8,000 megawatts, building 82,500 miles of new power distribution lines, and rehabilitating 4,800 miles of existing power transmission lines.
- Seeking investment in renewable energy projects involving hydro, wind, geothermal, and bio fuels to take advantage of the global focus on renewable energy.
- Increasing mobile telephone subscribers from 7 to 40 million and Internet service subscribers from less than 200,000 to 3.7 million.

Framework

The Growth and Transformation Plan was established by the government as a strategic framework for the agricultural sector from 2011 to 2015. The GTP aims to:

- Enhance productivity and production of smallholder farmers and pastoralists
- Strengthen marketing systems
- Improve participation and engagement of the private sector
- Expand the amount of land under irrigation
- Reduce the number of chronically food-insecure households^[1]

Target Results

The overall target is at least 8.1% annual agricultural growth over the five-year period. Sub-sectoral targets include tripling the number of farmers receiving relevant extension services, reducing the number of safety net beneficiaries from 7.8 to 1.8 million households, and more than doubling the production of key crops from 18.1 million metric tonnes to 39.5 million metric tonnes. Specific targets are aligned with and in support of the targets contained in the CAADP Compact and other Ministry of Agriculture-led initiatives.

Agricultural Transformation Agency

The Agricultural Transformation Agency's programs are designed to help all partners meet the targets. The Agency will measure its contribution to the effort through the metrics established in the GTP as well as in other national strategies such as the CAADP Compact and the corresponding Policy and Investment Framework (PIF). The Agency's work to support the GTP is organized under the AGP's four strategic objectives that together will contribute to Ethiopia's goal of achieving middle income status by 2025:

- Achieve a sustainable increase in agricultural productivity and production
- Accelerate agriculture commercialization and agro-industrial development
- Reduce degradation and improve productivity of natural resources
- Achieve universal food security and protect vulnerable households from natural disasters

Ethiopia's Climate Resilient Green Economy Strategy, November 2011

Ethiopia is experiencing the effects of climate change. Besides the direct effects such as an increase in average temperature or a change in rainfall patterns, climate change also presents the necessity and opportunity to switch to a new, sustainable development model. The Government of the Federal Democratic Republic of Ethiopia has therefore initiated the Climate-Resilient Green Economy (CRGE) initiative to protect the country from the adverse effects of climate change and to build a green economy that will help realise its ambition of reaching middle-income status before 2025.

The country aims to achieve middle-income status by 2025 while developing a green economy. Following the conventional development path would, among other adverse effects, result in a sharp increase in GHG emissions and unsustainable use of natural resources. To avoid such negative effects, the government has developed a strategy to build a green economy. It is now starting to transform the strategy into action and welcomes collaboration with domestic and international partners.

Both the government and the International Monetary Fund expect Ethiopia's economy to continue as one of the world's fastest growing over the coming years. Building on its positive recent development record, Ethiopia intends to reach middle-income status before 2025. As set forth in the Growth and Transformation Plan (GTP), reaching this goal will require boosting agricultural productivity, strengthening the industrial base, and fostering export growth.

The plan: To follow a green growth path that fosters development and sustainability

The Climate-Resilient Green Economy (CRGE) initiative follows a sectoral approach and has so far identified and prioritized more than 60 initiatives, which could help the country achieve its development goals while limiting 2030 GHG emissions to around today's 150 Mt CO₂e – around 250 Mt CO₂e less than estimated under a conventional development path. The green economy plan is based on four pillars:

1. Improving crop and livestock production practices for higher food security and farmer income while reducing emissions
2. Protecting and re-establishing forests for their economic and ecosystem services, including as carbon stocks
3. Expanding electricity generation from renewable sources of energy for domestic and regional markets
4. Leapfrogging to modern and energy-efficient technologies in transport, industrial sectors, and buildings.

As part of the strategy, the government has selected four initiatives for fast-track implementation: exploiting the vast hydropower potential; large-scale promotion of advanced rural cooking technologies; efficiency improvements to the livestock value chain; and Reducing Emissions from Deforestation and Forest Degradation (REDD). These initiatives have the best chances of promoting growth immediately, capturing large abatement potentials, and attracting climate finance for their implementation. To ensure a comprehensive programme, initiatives from all other sectors will also be developed into concrete proposals.

The CRGE initiative also outlines the structure of a permanent institutional setup to drive implementation, and to promote the participation of a broad set of stakeholders. The initiative is led by the Prime Minister's Office, the Environmental Protection Authority (EPA), the Ethiopian Development Research Institute (EDRI), and six ministries. The Environmental Protection Agency was given the task of coordinating Ethiopia's climate change activity. EPA has three main areas of priority: international negotiations, climate change mitigation/low carbon growth and climate change adaptation. The major overlap for the DRM Strategic Framework is on Climate Change Adaptation, where building resilience to a changing climate is inextricably linked with efforts to reduce vulnerability to current climate hazards and variability. While there is currently limited sharing of data and expertise between DRMFSS and EPA, the SPIF acknowledges this as an area to strengthen.

Human Development Report 2014, Sustaining Human Progress, Reducing Vulnerabilities and Building Resilience

The 2014 Human Development Report— *Sustaining Progress: Reducing Vulnerabilities and Building Resilience*—looks at two concepts which are both interconnected and immensely important to securing human development progress.

While every society is vulnerable to risk, some suffer far less harm and recover more quickly than others when adversity strikes. The Report asks why that is and, for the first time in a global *HDR*, considers vulnerability and resilience through a human development lens. Much of the existing research on vulnerability has considered people's exposure to particular risks and is often sector-specific. The Report takes a different and more holistic approach. It considers the factors which contribute to risks to human development and then discusses the ways in which resilience to a broad group of evolving risks could be strengthened. Preparing citizens for a less vulnerable future means strengthening the intrinsic resilience of communities and countries. The Report lays the groundwork for doing that.

In line with the human development paradigm, the Report takes a people-centred approach. It pays particular attention to disparities between and within countries. It identifies the 'structurally vulnerable' groups of people who are more vulnerable than others by virtue of their history or of their unequal treatment by the rest of society. These vulnerabilities have often evolved and persisted over long periods of time and may be associated with gender, ethnicity, indigeneity or geographic location—to name just a few factors. Many of the most vulnerable people and groups face numerous and overlapping constraints on their ability to cope with setbacks. For example, those who are poor and also from a minority group, or are female and have disabilities, face multiple barriers which can negatively reinforce each other.

According to income-based measures of poverty, 1.2 billion people live with \$1.25 or less a day. However, according to the UNDP Multidimensional Poverty Index, almost 1.5 billion people in 91 developing countries are living in poverty with overlapping deprivations in health, education and living standards. And although poverty is declining overall, almost 800 million people are at risk of falling back into poverty if setbacks occur. Many people face either structural or life-cycle vulnerabilities. According to the report Ethiopia was ranked at

173 out of 187 countries in the world measured in terms of the main HD dimensions (income, access to social services etc.)

Based on analysis of the available evidence, the Report makes a number of important recommendations for achieving a world which addresses vulnerabilities and builds resilience to future shocks. It calls for universal access to basic social services, especially health and education; stronger social protection, including unemployment insurance and pensions; and a commitment to full employment, recognizing that the value of employment extends far beyond the income it generates. It examines the importance of responsive and fair institutions and increased social cohesion for building community-level resilience and for reducing the potential for conflict to break out.

The Report recognizes that no matter how effective policies are in reducing inherent vulnerabilities, crises will continue to occur with potentially destructive consequences. Building capacities for disaster preparedness and recovery, which enable communities to better weather—and recover from—shocks, is vital. Eradicating poverty, for example, will be a central objective of the new agenda. But, as the Report argues, if people remain at risk of slipping back into poverty because of structural factors and persistent vulnerabilities, development progress will remain precarious. The eradication of poverty is not just about ‘getting to zero’—it is also about staying there.

Building resilience: At its core, resilience is about ensuring that state, community and global institutions work to empower and protect people. Human development involves removing the barriers that hold people back in their freedom to act. The Report highlights some of the key policies, principles and measures that are needed to build resilience—to reinforce choices, expand human agency and promote social competences (box 1). It also indicates that achieving and sustaining human development progress can depend on the effectiveness of preparedness and response when shocks occur.

Early warning is a major element of disaster risk reduction. It saves life and reduces economic and material losses from disasters. No matter how well a country is prepared and how good its policy framework is, shocks occur, often with inevitable and highly destructive consequences. The key objective is then to rebuild while increasing social, material and institutional resilience. Responses to extreme weather events have been complicated by weak institutions and conflict. The resilience of a country includes its capacity to recover quickly and well from disasters. This entails managing the immediate effects of the disasters

as well as implementing specific measures to avoid further socioeconomic consequences. Societies unprepared to handle shocks often incur damages and losses that are much more extensive and prolonged.

Investing in jobs and livelihoods can help communities and individuals recover from crises in the short term and increase resilience to the challenges of future crises.

3. Review of Programme Documents

This section summarises factual information collected about the programme.

Programme Title: Strengthening National Capacities for Disaster Risk Reduction and Livelihoods Recovery Programme Programmatic Area: Climate Change and Vulnerabilities

Brief Description: This 6-year programme is primarily focusing on building the institutional capacity for Disaster Risk Reduction and resilience and recovery capacity of communities prone to disaster. It aims to:

- Strengthen capacity for risk identification, integrating DRR into development planning, disaster preparedness and response system management and overall disaster risk management strengthened at federal and regional and woreda levels;
- Enhance coordination at national, regional and woreda levels for improved emergency management, disaster risk reduction, food security and long term sustainable development;
- Improve, diversify and adapt livelihoods of vulnerable crop and livestock farmers and pastoralists and enhancement of water security through water resource rehabilitation and/or development in target regions;
- Integrate watershed and flood management systems and settlement programmes developed for flood-prone communities in Gambella region; and
- Return and reintegrate internally displaced persons (IDPs) with enhanced livelihoods.

Programme Budget: 17,735,932 USD

Start and End Date: July 2010 – June 2016

Programme Areas: Federal, Somali, Gambella, and Oromia Regions

Partners: DRMFSS/EWRD, Somali and Gambella DPPB, Oromia OPADC, UN agencies, NGOs, and CBOs

Total resources required: USD 65,235,985

1. Total allocated resources:	USD	17,735,932
2. Regular:	USD	12,093,044
3. Japan:	USD	2,000,000
4. Switzerland:	USD	542,888
5. Greece:	USD	300,000
6. BCPR:	USD	1,000,000
7. CERF:	USD	800,000
8. AU Fund:	USD	1,000,000

Donors: United Nations Development Programme (UNDP) UNDP-Bureau for Crisis Prevention and Recovery (BCPR), Swiss Development Cooperation (SDC), Government of Greece, Government of Japan, and the Central Emergency Response Fund

Table: Achievements/Progress under DRM Capacity Development

OUTPUT 1: Planned Results	Achievement
<p>OUTPUT 1: Capacity for risk identification, integrating DRR in to development Planning, disaster preparedness and response system management and overall disaster risk management strengthened at Federal and Regional and Woreda levels.</p> <p>Enhancement and Roll-out of the Early Warning System (EWS)</p>	<p>Ethiopia's EWS was reviewed and the data sets, forms, and guidelines enhanced and finalized. The enhanced EWS has been rolled out and cascaded down to woreda (district) level in all regions except Afar. A total of 1340 woreda experts were trained on the revamped EWS with reports being submitted through the new formats. In addition, all regional EWS experts were trained on data entry, compilation and transfer to DRMFSS.</p>
<p>Production of Early Warning Information Products</p>	<p>Technical advice was extended to develop the process timeline, the bulletin template, and in the editing of the GoE's early warning bulletins contents. Technical advice was extended to develop the process timeline, the bulletin template, and in the editing of the GoE's early warning bulletins contents.</p>
<p>Enhancement of the DRMFSS Information Management Capability</p>	<p>The information management requirements of the country's DRM system were analyzed and hardware and software support, and technical assistance provided. The support covers the early warning and information system, information dissemination system, digital library, data mapping, 3Ws database, woreda disaster risk profiling, and general information management of DRMFSS. A total of 48 types/varieties of brand-new IT equipment of various quantities were handed over to the DRMFSS. 5 IT specialists continue supporting the DRMFSS' information systems.</p>
<p>Development of DRM Website, Databases, and Software Systems</p>	<p>The DRMFSS website was continuously updated and the IT infrastructure, network, and user support maintained. The Transport Bidding System was upgraded and construction of the Transport Requisition Planner module completed. The EWS database was also configured to be consistent with the new EWS.</p>
<p>Training of DRM and EWS</p>	<p>A total of 235 community members in Gambella and Somali regions were trained on community DRM and EWS to make them aware of disasters and possible local coping mechanisms. The trainings led to the establishment of local DRR committees and development of community DRR action plans. Good practice notes have been established on Climate Change Adaptation (CCA) and DRR. Simultaneously, in the Somali region, 60 district experts and 40 senior experts for agriculture, water, education, health, women affairs, cooperative, and rural road bureaus were trained on DRM.</p>
<p>Mobilization of Additional DRM Personnel</p>	<p>The deployment plan and TORs for 20 graduates from Bahir Dar University was finalized. The new DRM professionals are deployed in the following strategic areas: Early Warning, DRM-SPIF Regional Coordination, Early Recovery, DRM Volunteer Scheme, and Woreda Disaster risk Profiling.</p>
<p>Creation of a Woreda Information Office</p>	<p>UNDP DRM/ER activities were documented and broadcasted in the radio in local languages to raise awareness of disaster risk management in target localities.</p>
<p>Professionalization of DRM</p>	<p>6 federal and regional level officials were sponsored to attend their MSC in Disaster Risk Science and Sustainable Development distance education programme with Bahir Dar University. 3 senior level officials from DRMFSS have begun their offshore study for PHD Degree programme on DRM in the Philippines University. 45 DRM professionals trained at the federal level</p>
<p>Study on the Economic of Disasters in Ethiopia</p>	<p>The initial draft of the research entitled, <i>Investing on Risk Reduction in Ethiopia: Is it wise? Was completed.</i> The study analyses the viability of DRR by estimating the direct and indirect costs of droughts and floods.</p>
<p>Formulation of a National Programme on DRM</p>	<p>A National Programme Document expanding the DRR and LR programme and UNDP's DRM engagement was finalized and operationalizes the DRM-SPIF by covering 15 of the 20 programmes where UNDP has comparative advantage.</p>

OUTPUT 2: Planned Results	Achievements
<p>OUTPUT 2: Enhanced Coordination at national, regional and woreda levels for improved emergency management, disaster risk reduction, food security and long term sustainable development.</p>	
<p>2.1 Development of the DRM Strategic Programme and Investment Framework (DRM-SPIF)</p>	<p>Technical and operational support was provided in the drafting and presentation of the DRM-SPIF as basis for the harmonization of government, donor, and stakeholder position and investments on DRM. Supporting the country's Growth and Transformational Plan (GTP), the DRM-SPIF presents the different components and programmes along the phases of DRM and costs the various components/programmes to serve as an investment framework.</p>
<p>2.2 Development of an Integrated DRM and Climate Resilient Green Economy Multi-Donor Financing Facility.</p>	<p>The Terms of Reference (TOR) of a multi-donor trust fund combining the Climate Resilient Green Economy (CRGE) agenda and DRM-SPIF was developed together with MoFED and DRMFSS for the purpose of harmonizing donor and development partner support on climate change and DRM.</p>
<p>2.3 Supporting Ethiopia's High Level International Engagement on DRM</p>	<p>A delegation of senior officials from the Government of Ethiopia, led by the State Minister for Agriculture (DRMFSS), participated in the 3rd Session of the Global Platform on DRR in Geneva, Switzerland. The delegation presented an official statement on the country's progress on the implementation of the Hyogo Framework for Action (HFA), acted as resource speaker to the High-Level Policy Panel and the Roundtable Discussion on Safety Nets for the Vulnerable, and held meetings with multilateral organizations like UNDP-BCPR, WFP, and the World Bank.</p>
<p>2.4 Establishment of South-South Cooperation on DRM</p>	<p>Based on the south-south cooperation (SSC) with Asia, the DRM Strategic Programme and Investment Framework were further developed. The cooperation extended to the Asian Disaster Preparedness Center (ADPC) with a team of experts looking at the establishment of a DRM Resource Center. An MOU between the GoE/DRMFSS, Bahir Dar University (BDU), Dhaka University, PATLEPAM (consortium of Philippine Universities) was signed and formalized the cooperation on research, teaching, and training, as well as, staff and student exchange in the fields of disaster risk reduction, climate change, and food security. It also resulted to a technical assistance mission from the said institutions providing clear guidance to BDU in the improvement of the DRM training and degree curriculum.</p>
<p>2.5 Establishment of the national Emergency Coordination Centre:</p>	<p>The Programme helped to initiate and establish the national Emergency Coordination Centre, housed at the DRMFSS, to centralize weather and climate information systems, develop dissemination of early warning information, and prepare a set-up for coordinated responses. 40 DRM professionals have also trained as trainers of trainees to revamp the early warning systems in 23 districts and 4 regions.</p>
<p>2.6 Strengthening Early Warning Systems:</p>	<p>At district level, early warning committees have been strengthened and trainings on early warning data collection, analysis and utilization have been provided. The decentralized early warning database system has also been updated. This has enhanced the capacity to respond to and cope with disasters at district level.</p>
<p>2.7 Enhancing DRR and Early Recovery Coordination and Programming</p>	<p>Engagement with the DRMTWG, FED-FS DRM sub-group, and CSOs involved in DRR/M was conducted to promote greater coordination and integration of DRR efforts. Engagement with the HRF Review Board, Flood Task Force, and Cluster Leads was maintained to facilitate the integration of early recovery in humanitarian programming and initiatives.</p>

<p>2.8 Improvement of Woreda Level Inter-Coordination Mechanism</p>	<p>23 woreda Task Force Committees were established/formed in 23 program woredas (Bale:5, Guji: 4, Borena: 5, Somali: 3, Afar: 3 and Gambella: 3). All the 23 woreda Task Force Committees were trained and supported in leading to the smooth implementation of DRR initiatives. The inter-agency meetings strengthened coordination, built transparency, and created good relations between sector offices. Moreover, district government development offices and NGOs were brought together to coordinate the planning, implementation and knowledge sharing in DRR programmes.</p>
<p>2.9 Nationwide Awareness-Raising on DRR</p>	<p>The International Day for Disaster Reduction was conducted in two subsequent years to launch a nationwide campaign to raise awareness on DRR. Activities included nationwide radio broadcasts, site visits to community managed DRR projects, placement of information posters and banners, and paper presentations on DRR. Orientations were also conducted for various government partners on DRR and Climate Change Adaptation (CCA). Moreover, in 2011 a national conference on Building Disaster and Climate Resilient Communities was organized by different stakeholders to discuss a broad spectrum of DRM topics ranging from climate change to scalable water initiatives to gender dimensions of DRM.</p>
<p>2.10 Environmental protection advocacy by school clubs</p>	<p>In Harshin, Kebribayah, and Aysha'a and Jigjiga, environmental school clubs with good environmental protection proposals on community mobilization and awareness rising on conserving and planting trees were granted funding.</p>

<p>OUTPUT 3: Improved, diversified, and adaptive livelihoods for vulnerable crop and livestock farmers and pastoralists and enhancement of water security through water resource rehabilitation and/or development in target regions.</p>	
<p>Output 3- Planned Results</p>	<p>Achievements</p>
<p>3.1 Livestock Restocking and Vaccination</p>	<p>Upon completion of the rangeland management activities and the water facilities rehabilitation activities, each of the household in the community received on average 10-15 reproductive goats. In total 64,236 animals (48, 078 female goats, 15, 504 shoats, and 654 heifers) were distributed through a voucher scheme to 6,014 drought-affected pastoral households. Of this, 23,627 were in Bale, 15,504 in Borena, 10,028 in Guji, 15,077 in Somali region. These animals were procured from local village markets by goat procurement committees established by the beneficiary communities themselves. Moreover, 2,440, 369 animals (971,000 in Bale; 299,942 in Borena; 12315 in Gambella; 750,000 in Guji; 419,427 in Somali region) were vaccinated.</p>
<p>3.2 Expansion of Veterinary Clinics and Services</p>	<p>The Programme has also strengthened the district level capacities through providing training to 320 Community Animal Health Workers(CAHW) (88 in Bale, 11 in Borena , 23 in Gambella, 78 in Guji, 120 in Somali region) on animal health care, animal vaccination services. Veterinary service cooperatives for the trained CAHW's and veterinary drug pharmacies were established at locations accessible to pastoralists. Veterinary drugs to be used under revolving funds mechanism and equipment were provided to animal health clinics for use in combating animal disease that killed many cattle and affected the livelihood of communities. Government assigned Social Mobilization Officers and community leaders have also received awareness training on current challenges and opportunities of the animals' health.</p>
<p>3.3 Assisting Households with Cash Transfers</p>	<p>In Borena, 1,079 drought affected households benefited from cash transfer schemes that grant each household 6,755 ET Birr to help them recover from the drought.</p>
<p>3.4 Strengthening of Agricultural Research-Extension Linkage</p>	<p>103 model farmers were trained on improved agricultural practices, surface water harvesting methods, small scale irrigation method for backyard vegetable production, different agricultural practiced suitable for moisture stress maize and sorghum varieties, and forage crop production. DAs frequented communities to provide technical assistance to farmers. In Gambella region and some kebeles in the Somali region, extension demonstration sites for vegetables have been established to allow farmers to learn from model farmers on improved farming methodologies.</p>

3.5 Promotion of Improved Farming Techniques	81 farmer households benefited from distributed treadle pumps which introduced small scale irrigation to improve agricultural production and diversify livelihoods. 176 farmer household were trained on the use of animal traction and provided with oxen and ploughing implements.
3.6 Production and Distribution of Improved Seeds	The establishment of maize seed multiplication sites in each woreda have improved the yield and crop conditions and created 100 new jobs. More than 30 tons of improved maize seeds have been produced and distributed to farmers. This has been expanded to vegetable production and specific root and tubers with demonstration and multiplication sites were established in 3 woredas to illustrate best farming practices.
3.7 Crop Improvement and Diversification	350 farmer households in Gambella region received resistant and better yielding vegetable seeds. Improved farm tools were introduced and expertise on production and risk minimization shared to 50 model farmers in Somali region for improved agricultural productivity.
3.8 Upgrading and Enhancement of Agricultural and Livelihood Market Center	Financial support was provided to the Cooperative Agency to assess market opportunities in Gambella. Three livestock market centers were constructed to help boost livestock trade.
3.9 Organization and Training of Women on Income Generation	72 women were trained on how to identify business places, target customers, and select the appropriate type of business. 54 of those women households were organized into income generating groups and provided with seed capital. Another 80 vulnerable women in Gambella were provided with seed capital and advice on attractive business areas to invest. Furthermore, 4 shops were constructed to provide women with a place for selling petty goods.
3.10 Improving Livelihood Opportunities	Fishing nets and net threads were distributed to various kebeles in Gambella. 11 weighing scales for grinding mills in 2 woredas were distributed to support the voluntary resettlement process and reduce the risk of flooding. 70 farmers benefited from training on livestock marketing systems while 60 farmers were able to attend five-day training on how to make juice from different fruits and fruit processing for marketing purpose.
3.11 Promotion of Community Risk Reduction and Climate Adaptation Initiatives:	A total of 46 community projects (34 in Somali region and 12 in Borena Zone, Oromia Region) intended to reduce disaster risks and adapt to climate changes were completed through the effort of the communities. These projects include the rehabilitation and/or establishment of 5 cattle troughs, 3 ponds, 14 gully and run-off controls, and recovery of 16 hectares of rangeland. Other projects include road and water facilities rehabilitation, natural resource management, feed production, environmental protection, etc.
3.12 Rangeland development through cash for work and animal restocking	12,936 hectares of rangeland developed land to enable the regeneration of indigenous pasture. 10,080 people (6,162 women and 3,918 men) participated in the rangeland management activities (such as clearing invasive and unwanted bush).
3.13 Formation of 169 CBDRM Committees	169 CBDRM Committees (45 in Bale, 35 in Guji, 61 in Borena, 12 in Somali, and 16 in Gambella) are formed. The establishment and training of the Community Based Disaster Risk Management (CBDRM) committees in all the villages (kebeles) enabled to ensure the effective implementation of the activities. The committees also served as focal points for addressing communities' needs and priorities and mobilizing community members for the different activities.
3.14 Preparation of 169 Community Based Disaster Risk Management Plans	169 CBDRM plans prepared: (45 in Bale, 35 in Guji, 61 in Borena, 12 in Somali, and 16 in Gambella) are formed.

OUTPUT 4: Integrated watershed and flood management systems and settlement programs developed for flood prone communities in Gambella Region.	
Output 4- Planned Results	Achievements
4.1 Support to Voluntary Resettlement to Reduce Risk to Floods:	Community meetings were held in 8 villages in Gambella region to look into sustainable solutions in addressing the risks faced by communities and households living in flood prone areas and the requirement to improve the food security situation in the area. The mobilization meetings resulted to 4,839 households agreeing to construct their homes in safer grounds.
4.2 Support to Early Recovery Needs of Affected Population	1,500 farmers were provided with agricultural tools to recover their livelihoods following flooding in Gambella. About 860 community members benefited from the cash for work schemes employed in the construction of “birkas” or water harvesting facilities and in the establishment of seed multiplication center. 16 youths organized through a micro-enterprise organization were engaged in the construction of livestock/agricultural markets.
4.3 Establishment of Community-Based Disaster Risk Reduction Initiatives:	New flood embankments were established in 4 kebeles in Gambella benefitting 130 persons through the employment opportunities generated in the construction of the said facilities. A primary school was also rehabilitated and disaster-proofed after being affected by flooding.
4.4 Increasing Water Availability and Access for Farming and Food Security:	85 water facilities (20 in Bale, 25 in Borena, 11 in Guji, 29 in Somali region) were rehabilitated / repaired and the holding capacity increased to improve water access and availability in these drought-prone areas. Work was undertaken through cash for work and direct cash transfer benefitting 1,839 households. Further, in Gambella, 31 hand dug wells were made functional reducing the distance travelled by community members in fetching water. 11 water pumps were also provided for small-scale irrigation. 62 water management and maintenance committees (20 in Bale, 19 in Borena, 11 in Guji, and 12 in Somali region) established to undertake maintenance and supervision of Water bodies. As a result of these water facilities more than 195,927 beneficiaries provided access to clean water.

OUTPUT 5: Internally displaced persons (IDPs) returned and integrated with enhanced livelihoods	
Output 5- Planned Results	Achievements
5.1 Development of Approach for Sustainable IDP Return:	A new approach towards the sustainable return of IDPs was developed and agreed into by the Somali Regional Government as the standard approach for future IDP returns. The return process has been fully documented with a process, documentation, best practices note, and video documentary produced and shared to all partners and stakeholders.
5.2 Voluntary and Sustainable Return and Reintegration of IDPs:	A total of 740 families from Hartisheik were sustainably returned and reintegrated in their areas of origin in the Fik and Koraha Zones of the Somali Regional State from 2011 to 2013 in Somali Region. Of those returned, 690 beneficiaries were trained on animal production, crop production, animal health, and business skills.

Annex 5: MTE ToR

GENERAL INFORMATION

Services/Work Description:	Mid-Term Evaluation of Disaster Risk Management and Livelihood Recovery Programme
Practice Area:	Disaster Risk Management, DRM
Post Title:	International Consultant
Consultant Level:	Level B (Specialist)
Duty Station:	Ethiopia with Home-Based Assignments
Duration:	45 working days
Expected Start Date:	Immediately after concluding Contract Agreement
Supervisor:	Senior Technical Advisor, DRM and Livelihood Programme, UNDP
Scope of Advertisement:	Locally or globally (including undp.job.org)

I. BACKGROUND / RATIONALE

Ethiopia is vulnerable to various natural hazards- drought, flood, human and livestock epidemics, urban and forest fires along with conflicts etc. While the southern and eastern parts of the country are often hit by severe and recurrent droughts, there are flooding's in some parts of the country which adversely affect the lives and livelihoods of vulnerable communities due to recurrent natural disasters. The country's vulnerability to natural disasters is due to a number of inter-linked factors. These include dependence on rain-fed agriculture, under-development of water resources, land degradation and related factors. Ethiopia has mainly dry sub-humid, semi-arid and arid regions, all of which are prone to desertification and drought. Ethiopia's climate is highly variable and is projected to become more erratic due to climate change, with the potential of increased frequency of extreme weather events including floods and droughts. Thus these recurring natural disasters have resulted in persistent, high level of food insecurity, chronic emergency situations and a weakening of the social fabric.

UNDP, Ethiopia has been implementing a multi-donor and multi-year Disaster Risk Management and Livelihood Recovery Programme (DRR/LR) since 2010 in the most

hazard prone regions of the country. This programme is being implemented in partnership with the Federal Democratic Republic of Ethiopia. It is being implemented by the Disaster Risk Management and Food Security Sector (DRMFSS) of the Ministry of Agriculture and the Ministry of Economic Development (MOFED) with technical and financial support from the United Nations Development Programme (UNDP).

The overall goal of this programme is to enhance institutional capacities for disaster risk reduction and to ensure effective policy, program and planning from federal to community levels in the country. The programme aims at enhancing institutional capacity to lead cost-effective, systematic and sustainable actions towards the protection of lives, livelihoods and property of vulnerable population through risk reduction measures against various natural disasters affecting the country.

The current DRM and livelihood recovery programme focuses on the following areas and level of interventions:

- Restoration of livelihood and improved food security through cash for work, community based livelihood support for the most disaster affected communities of the selected regions of the country;
- Access to food, water, basic veterinary services through enhancement of the physical, human and social assets aiming towards longer-term development;
- Development of Community Based Disaster Risk Management (CBDRM) planning at community/district levels to ensure effective and future disaster preparedness;
- Support institutional strengthening, policy initiatives, capacity development, awareness generation at federal level;
- Ensure effective programming, planning and policy for sustainable human development;

In view of this, UNDP Ethiopia seeks an International consultant to undertake the process of the evaluation of its DRM and Livelihood Recovery Programme. The International consultant will be supported by a national consultant during the evaluation process during the desktop review, meetings and consultations with various stakeholders, and field missions hired for this purpose to support in a timely, qualitative mid-term programme evaluation

II. OBJECTIVES OF THE CONSULTANCY

The proposed evaluation seeks assessing the impact of the project over a broad range of components covering restoration of livelihoods of the disaster prone communities, capacity building, institutional strengthening, partnership building, management effectiveness, support to policy formulation and implementation, inter-agency coordination and various other factors that constitute holistic and sustainable results towards disaster risk management. In this context, the international consultant would assess the contribution of the project in terms of its processes, strategies and impacts along with expected outcomes within the following proposed frameworks:

I. Strategic orientation:

- Assessment of the appropriateness and effectiveness of the programme strategy in achieving the desired objectives;
- Evaluation of the relevance of the DRM programme to the current national/regional priorities

II. Programme Performance/Impact:

- Assessment of physical progress in line with the planned programme work plan;
- Appraisal of the contribution of the programme in mitigating the impacts of droughts and floods in the programme areas;
- Identification of direct and indirect beneficiaries and assessment of their perception on the benefits derived from the programme;
- Analysis of the important factors that influenced the programme performance;
- Assessment of the monitoring strategy particularly by implementing partners and beneficiary communities;
- Assessment of the degree of ownership at federal, regional, zonal and Woreda levels;
- Analysis of the local level risk management initiatives supported under the programme and review the effectiveness of the methodology;

III. Sustainability:

- Assessment of sustainability of the programme results in light of the current policy and programmatic thrust of both UNDP and the Government of Ethiopia
- Review the activities and their adequacy to sustain the achievements so far:

IV. Partnership strategy:

- Assessment of the effectiveness of building and strengthening partnership in achieving the results and achieving the gains;
- Assessment of resource mobilization strategy;
- Assessment of partnership for vulnerability reduction among UN agencies, line ministries, academic/technical institutions, private sectors and other development partners;

V. Cross-cutting issues:

- Ownership of the programme by federal level partners and mainstreaming of initiatives in the governmental systems and its impact so far as to policy formulation and establishment of legal/techno-legal frameworks;
- Ensure gender involvement in the whole programme implementations;
- The effectiveness of UNDP's strategy Disaster Risk Management and Livelihood restoration;
- Inclusion of various cross cutting themes including: disability, do no harm (or do least harm), Conflict Sensitivity Programme Management (CSPM), social protection, volunteerism and other related local leaders in the programme;

VI. Lessons learnt:

- Identification of innovating approaches/methodologies that could be documented, shared and replicated to upscale the same and mainstreaming it into overall programme implementations;
- Identification of approaches that failed in reaching their goals and documentation of the same for improvement of DRM impact in all programme areas;

VII. Strategic impact:

- Review of the project strategy in terms of its contribution towards resilience building and making recommendations on potential future effective strategic programme development;
- Assessment of effectiveness on contribution of the programme in the initiation of local development plans and policies;
- Recommendations on strategies to enhance community resilience;

- Identification and recommendations on the innovative approaches and up scaling of successes of the programme to contribute to the policy level institutional support;
- Evaluation of capacity development of various stakeholders at all levels for sustainability of the programme initiatives;

VIII. Management effectiveness:

- Identification of implementation and/or management issues during the programme implementations phase;
- Effectiveness of arrangements for monitoring, evaluation, research;
- Assessment of value for money for each programmatic components;

IX. Future programmatic opportunities for development cooperation:

- Identification and recommendations on the mid-course to realign the programme in line with the federal level policy changes;
- Recommendations on addressing the gaps in achieving the outcomes, impacts and strengthening of partnerships;
- Development of a multi-year programme on the basis of the lessons and impact of the current programme;

III. METHODOLOGY

The International Consultant is expected to undertake the following methodologies during the evaluation process:

- i. Desk review of relevant documents (country programme document, project documents, donor proposals, progress reports, programme work plans and other relevant reports);
- ii. Meeting/interview/discussions with relevant stakeholders at all levels (UNDP, federal level implementing partners, line ministries, institutions, programme staffs, etc...);
- iii. Field visits and focus group discussions with relevant beneficiaries in the programme areas, implementing partners at the regional/zonal levels, development partners, programme staffs;

IV. DELIVERABLES

1. Inception report including detailed evaluation methodology with work plan within 05 days of signing the contract (home based);
2. Desk top review of all relevant documents and submission of draft report within 05 days of signing of the contract (home based);
3. Field visit and meeting with various stakeholders at federal to community level along with sharing the outcomes through power point presentation followed by submission of a final draft evaluation report within 20 days of signing of the contract (field mission);
4. Submission of final evaluation report within 10 days of the signing of the contract (home based);
5. Submission of end of assignment report within 05 days of signing of the contract (home based);

Each expected output will be guided and approved by Senior Technical Advisor, DRM Programme of UNDP.

V. DURATION OF THE ASSIGNMENT AND TIMEFRAME FOR DELIVERABLES

No.	Deliverables or Tasks	Duration (approximate)
1	Inception report including detailed evaluation methodology with work plan.	5 Working days
2	Desk top view of all relevant documents and submission of draft report.	5 Working days
3	Field visit and meeting with various stakeholders at federal to community level along with sharing the outcomes through power point presentation followed by submission of a final draft evaluation report.	20 Working days
4	Submission of final evaluation report.	10 Working days
5	Submission of end assignment report.	5 Working days

VI. INSTITUTIONAL ARRANGEMENT / REPORTING RELATIONSHIPS

The International Consultant will work under the direct supervision and guidance of the Senior Technical Advisor, DRM and Livelihood Programme of UNDP. He will be supported by a local consultant to assist in providing necessary information, documents and other relevant documents and assist in field mission during the assignment period while the International consultant is in country during the assessment period.



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Resilient nations.*

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