

Ethiopia: MDG-F Case Study Evaluation



Prologue

The [MDG Achievement Fund](#) was established in 2007 through a landmark agreement signed between the Government of Spain and the UN system. With a total contribution of approximately USD 900 million, the MDG-Fund has financed 130 joint programmes in eight Thematic Windows, in 50 countries around the world.

Nine countries were selected in 2009 to receive additional financial support for the implementation of Communication and Advocacy (C&A) and Monitoring and Evaluation (M&E) strategies at national level. The rationale behind allocating this support is to stimulate creative and innovative interventions related to both C&A and M&E that can be highlighted as exemplary cases of collective action on poverty and the MDGs. The nine countries initially selected are Bosnia & Herzegovina, Colombia, Ecuador, Ethiopia, Honduras, Mauritania, Morocco, Philippines, and Timor-Leste; El Salvador was added in 2012 as a tenth country.

The case study evaluations are knowledge-generating exercises and their main goals are to: a) assess the Fund's contribution, at national level, to the achievement of the MDGs, the principles of the Paris Declaration, and the UN reform initiative to "Deliver as One" through an in-depth explanatory analysis of cause and effect. b) To inform future joint programming for development through the identification of best practices and lessons learned from the experiences of the Fund. c) To connect local level programme interventions with national level policy-making processes by highlighting successful pilot initiatives with potential for replication and scale-up.

Each country study evaluation has been commissioned by the UN Resident Coordinator's Office (RCO) in the respective country. The MDG-F Secretariat has provided guidance and quality assurance to the country team in the evaluation process, including through the review of the TORs and the evaluation reports. All country study evaluations are expected to be conducted in line with the OECD Development Assistant Committee (DAC) Evaluation Network "Quality Standards for Development Evaluation", and the United Nations Evaluation Group (UNEG) "Standards for Evaluation in the UN System". The Evaluation Reference Group (ERG), depending on the country, include representatives of the National Steering Committee (NSC), Programme Management Committees (PMCs), government counterparts, and civil society organizations

We thank our national partners, the UN Resident Coordinator and their respective coordination office, as well as the joint programme team for their efforts in undertaking this evaluation.

MDG-F Secretariat



Country Wide Final Evaluation of the MDG-F in Ethiopia

MDG-F Evaluation Reference Group

25th June, 2013

JaRcoo^o
Consulting

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List of Acronyms and Abbreviations

AA	Administrative Agent
AIMP	Agro-Industry Master Plan
BoARD	Bureau of Agriculture and Rural Development
BoCT	Bureau of Culture and Tourism
BoFED	Bureau of Finance and Economic Development
BoLSA	Bureau of Labour and Social Affairs
BoWA	Bureau of Women's Affairs
CBN	Community-based Nutrition
CRGE	Climate Resilient Green Economy
CSA	Central Statistical Agency
DHS	Demographic Health Survey
EOS	Enhanced Outreach Strategy
EPA	Environment Protection Authority
EPACC	Ethiopia's Program of Adaptation to Climate Change
ERG	Evaluation Reference Group
FACE	Fund Authorization and Certification of Expenditure (format)
FAO	Food and Agriculture Organization
FE	Final Evaluation
FGD	Focus Group Discussion
FGM	Female Genital Mutilation
FMOH	Federal Ministry of Health
GoE	Government of Ethiopia
GTP	Growth and Transformation Plan
HEP	Health Extension Program
HEW(s)	Health Extension Worker(s)
HSDP	Health Sector Development Plan
HTM	Harmful Traditional Practices
IGA	Income Generating Activities
ILO	International Labour Organisation
INGO(s)	International non-Governmental Organization(s)
IP	Implementing Partner
JP	Joint Program
KI	Key Informant
LCRC	Living Cultural Resource Centres
LNWB	Leave No Woman Behind
M&E	Monitoring and Evaluation
MDG-F	Millennium Development Achievement Fund
MDGs	Millennium Development Goals
MDTF	Multi Donor Trust Fund
MIS	Management Information System
MoA	Ministry of Agriculture
MoCT	Ministry of Culture and Tourism
MoE	Ministry of Education
MoFED	Ministry of Finance and Economic Development
Mol	Ministry of Industry
MoLSA	Ministry of Labour and Social Affairs
MoU	Memorandum of Understanding
MoWA	Ministry of Women's Affairs
MoWCYA	Ministry of Women, Children and Youth Affairs

MTE	Mid-Term Evaluation
NGO(s)	Non-Governmental Organization(s)
NNP	National Nutrition Program
NPC	National program Coordinator
NSC	National Steering Committee
OECD	Organization for Economic Cooperation and Development
OTP	Out-Patient Treatment Program
PASDEP	Plan for Accelerated and Sustainable Development to End Poverty
PIM	Program Implementation Manual for UN Agencies Assisted Programs in Ethiopia
PIT	Program Implementation Team
PLC	Private Limited Company
PMC	Program Management Committee
PMT	Program Management Team
PPP	Public Private Partnership
PSC	Program Steering Committee
PSNP	Productive Safety Net Program
RC	Resident Coordinator (UN)
RCO	Resident Coordinator's Office
RHB	Regional Health Bureau
SAM	Severe Acute Malnutrition
SNNPR	Southern Nations, Nationalities and Peoples' Regional State
TOR	Terms of Reference
ToT	Training of Trainers
TSF	Targeted Supplementary Feeding
UN	United Nations
UNCT	UN Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Program
UNEP	United Nations Environment Program
UNESCO	United Nations Education, Science and Culture Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
VC	Value Chain
WASH	Water, Sanitation and Hygiene
WATSAN	Water and Sanitation
WoHo	Woreda Health Office
WHO	World Health Organization

Executive Summary

The MDG Fund was a global funding mechanism established in 2007 through a landmark agreement between the government of Spain and the UN. It is managed through the UN development system at country levels and finances integrated development actions by the UN organizations and host government. The MDG Fund aimed to accelerate the achievements of the MDG goals set by the international community and adopted by respective member states. The Spanish government pledged a total amount of 900 million USD to support the effort of 50 countries across the world to accelerate their progress toward achieving MDG goals by 2015.

Ethiopia is one of the recipient countries who significantly benefit from the MDG-F funding mechanism through five joint programs (JPs) - namely Environment, Gender, Private sector, Culture, Nutrition Joint Programs - implemented in different regions. The five JPs had been initiated in the second half of 2009 through the signing of separate partnership agreement between the UN Resident Coordinator, the Spanish Embassy, concerned UN organizations in Ethiopia, MoFED and pertinent line ministries. All the JPs had been implemented jointly by UN system organization and relevant government sector ministries and Bureaus. The five Joint Programs worth a total of 26.5 Million USD made Ethiopia the largest recipient of the MDG-F in the African continent (and the fifth worldwide) both in terms of number of Programs and volume of funds.

The activities incorporated under different JPs were meant to leverage the UN system's added value in the development initiatives of recipient countries, in this case promoting the effectiveness of aid transfer in particular and accelerating the development process within Ethiopia. This has been anticipated to be attained through effective implementation of the principles of the Paris Declaration on Aid Effectiveness and supporting the move of the UN country team towards the new service delivery mechanism designated as Delivering As One (DAO/ One UN).

The five joint Programs address a wide range of areas under their respective thematic focus area and they were planned and managed as an integral part of the One UN Program in Ethiopia under the context of the Delivering as One UN Reform. In line with this, Ethiopia was selected as a focus country in 2009 to receive additional financial support for the implementation of a Communication and Advocacy strategy and a Monitoring and Evaluation (M&E) action plan as well as the final evaluation of the five JPs for which this report is meant is part of this M&E action plan adopted by the UNCT in Ethiopia.

As part of the M&E plan, JaRco carried out a final country wide participatory **case study evaluation**. The evaluation has been aimed to analyse the performance of the Joint Programs in relation to two specific issues: i) the Joint Program modality of implementation including programmatic aspects such as approaches, strategies, innovations, and implementation processes; and ii) the approach used to improving livelihoods. Accordingly,

effort has been made to assess not only the performance of the JPs based on the four evaluation criteria set at the outset (i.e. relevance, effectiveness, efficiency and sustainability) but also of its implementation processes.

The country-level evaluation of the MDG-F interventions in Ethiopia has been started in April 2013 and involved different tasks including extensive document review, conducting key informant interviews with UNCT members and federal and regional counterparts. In addition, data was collected through focus group discussions with project target groups so as to get an in-depth insight of the JP design and implementation process and their effectiveness in attaining their underlining general and specific objectives towards accelerating the progress of the country's effort in meeting the MDG goals by the year 2015.

The draft version of the evaluation report has been submitted for the UNCT and UN MDG Secretariat in Ethiopia for their review and a great deal of input has been collected from them which has been thoroughly considered and taken into account in the preparation of this final version of the evaluation report. According to the findings of the evaluation process the five joint Programs have achieved mixed results for which the main findings are summarized bellow.

Relevance: *The extent to which the objectives of a development intervention are consistent with the needs and interests of the people, needs of the country and contribution of the attainment of the MDGs*

- The MDG-F Joint Programs are found to be *relevant* to the achievement of a number of MDGs in Ethiopia. [particularly MDG 1) Eradicate extreme poverty and hunger, MDG 3) Promote gender equality & empower women; MDG 7) Ensure environmental sustainability, MDG 4) Reduce child mortality, MDG 8) Global partnership for development.], through various processes and activities including capacity building, facilitating access to services and information, and promoting an enabling environment.
- The MDG-F Joint Programs are found to be *relevant* to the priorities and policies of the target groups, beneficiaries and implementing agencies and aligned with Ethiopia's national development strategies, including among others, the GTP, PASDEP, and UNDAF.
- *National ownership* of the Joint Programs was evident at both federal and regional levels, with active participation of line ministries, regional Bureaus, woreda sector offices and Community based organizations. Implementation of the JPs was mainstreamed into the national mechanisms and the regional decentralized systems.

Effectiveness: *The extent to which the objectives of the development intervention has been reached.*

- The five MDG-F Joint Programs have been *effective* overall in achieving their respective goals and short-term objectives including enhancing the capacity of target government institutions and in improving the livelihoods of the target communities.
- Although the level of involvement varies at each stage of the project cycle, the Joint Programs were found to be *effective* in enhancing the active participation of national,

regional and woreda level stakeholders, particularly in the implementation, management and monitoring and evaluation process.

- Although there are few operational procedures that need to be harmonised among the UN agencies in relation to fund disbursement and reporting procedures, the MDG-F Joint Programs were *effective* in improving the coordination and harmonization of UN joint programming and in advancing the Delivering as One agenda.
- The MDG-F Joint Programs demonstrated the *effectiveness* of inter-sectoral interventions in addressing complex multi-sectoral development issues.
- The MDG-F Joint Programs were *effective* in that it has provided an opportunity for the Government of Ethiopia to experiment with the Joint Program modality including Delivering as One and to test the benefits of this approach.
- The MDG-F Joint Programs were *effective* in raising awareness of various issues affecting the vulnerable populations targeted by the five Joint Programs. This has been observed at different level including the donor and government as well as within the general population.
- The Joint Programs have been able to contribute in accelerating the progress towards some of the MDGs goals that are mentioned above, through catalysis, scale-up and diffusion of innovations, activities and processes, both within the GoE and the UN and other agencies.

Efficiency: *The extent to which resources/inputs (funds, time, human resources) have been turned into results.*

- The federal, regional and woreda level structures of the Joint Programs were found to be *efficient* in coordinating and managing the Joint Programs. However, there are issue related to the program coordination modalities at the regional level. For example in the Nutrition JP, the PMC was not established and instead focal persons from the GoE and UN agencies were appointed to coordinate at the regional level. Despite the positive benefits of not creating unsustainable parallel structure, on the other hand not having a facula person at the regional level has resulted in inadequate attention being paid to the JP.
- “Delivering as One” – it is clear that the *efficiency* of aid has been to some extent improved due to the added value that each UN agency could brining in terms of varies resources and expertise. In addition, the DaO approach contributed to minimize the duplication effort and at the same time reduce the service delivery costs of the programs through coordination of administrative costs, monitoring, reporting, etc. However, efficiency gains were reduced due to procedural constraining including implementation modalities which limited coordination and synergy and resulted in significant program delays.
- Joint Programming was the most *efficient* implementation modality for the five interventions. In the case of the Culture JP, however, the weak coordination and management between the two UN agencies involved (UNDP and UNESCO) did not support this finding.

- The joint monitoring and evaluation systems of the Programs were found to be *inefficient* and in most cases lacks systematic results-based monitoring system.

Sustainability: the likelihood of sustaining the program intervention benefits for *long term*.

- The national ownership through the active participation of local actors from Federal to Community level in the project cycle management is a strong indicator of *sustainability*.
- The strong alignment of the MDG-F Joint Programs with national priorities and structures increase the likelihood of *sustainability* through incorporation into policy, strategy and implementation. For example, integration of the Nutrition JP into the National Nutrition Program contributes to *sustainability*.
- The participatory mechanisms of the Joint Programs including the setting-up of councils and committees, which increase accountability and foster local leadership and responsibility, contribute to the likelihood of *sustainability* of the JP outputs/ benefits.
- The use of inter-sectoral approaches which fosters new and strong partnerships within the Joint Programs and the capacity building activities embedded into the Joint Programs is expected to contribute for sustainability of project outputs/ benefits. These are expected to foster the knowledge and skills of stakeholders and creates better collaboration among development actors in their future development endeavour.
- The exit strategies of all of the Joint Programs have not been thoroughly developed and implemented, suggesting that *sustainability* will be affected.
- Lack of finance to continue the Programs, may be a challenge to *sustainability* if the GoE cannot come up with financing through donors or otherwise.
- The closure of the two paid JP coordinators positions at federal and woreda levels may affect *sustainability* since these positions involved significant management and coordination responsibilities throughout the program period and the release of these key staff may adversely affect the institutional learning which is required for future support and backstopping of JP beneficiaries.
- In some Joint Programs (e.g. Private Sector), the pilot processes are not yet complete, and the closing of the program may imply a discontinuation of effective solutions to improve livelihood.

Overall, the joint Programs were considered successful in ensuring *national and local ownership* of the program by the host government at Federal, regional and woreda level. National stakeholders and counterparts actively participated in the leadership, coordination, implementation and follow-up of the JP activities at various levels. However, despite the engagement of government actors in JP implementation, some key areas for improvement with regard to *national ownership* have been identified. These include: the need to involve all stakeholders at different levels (regional and woreda) during project inception and design became evident during the evaluation. Involving the community in identifying the needs of target populations would significantly enhance the level of local ownership and participation throughout the whole project cycle and contribute to the effectiveness and sustainability of project outcomes.

The commitment of the UN organizations in operating through the existing government institutions and fund management systems instead of creating parallel structures for JP implementation should be considered in the design of future UN joint strategies and Programs as well. However, in order to further align joint programs with national priorities, in-depth stakeholder assessments and institutional audit should be carried out at the initial stage of the development programs in order to identify gaps and limitations within the existing institutional and policy environment and incorporate the required support to bridge existing gaps within the program.

Although the JPs were to some extent effective in harmonizing their implementation procedures, it is proposed that the UNCT carries out an assessment to reform existing financial and programmatic management procedures of the different UN organizations in order to create a more harmonized system which can effectively and efficiently deliver required services for similar large-scale JPs in the future.

The evaluation findings reveal that most of the JPs failed to conduct a baseline survey before initiation of the program activities and this undermined the effectiveness of JP M&E systems in setting objectively verifiable outcome and impact indicators and forced most of the M&E reports to focused on low level indicators (i.e. activities and input level indicators). Therefore, the need for in-depth baseline assessments at operational level and the development of a systematic and workable M&E system should be strongly emphasized in future programming.

It is observed that some of the JPs did not have well-designed exit strategies for their activities mainly due to the limited time period made available to implement all planned JP activities given the number and diverse nature of activities planned under each JP. Therefore, future actions shall consider the volume & nature of project activities and the additional time requirement to set up the necessary ground for the actual project implementation in order to have a reasonable time period for proper project closure and smooth withdrawal.

The joint program implementation modality has been effective in addressing the diverse needs and improving livelihoods of targeted communities. The approach used in conducting joint Programs should be replicated in future projects initiated through the UNCT. However, there is a need to devise a mechanism through which all lessons learned and best practices identified by different actors (including UN organizations and government partners) are thoroughly analyzed, documented and disseminated through appropriate channels. This will help to inform future program design and partnership arrangements and facilitate scale-up of best practices through the UN system organizations, government sector offices, NGOs and other donors.

Further recommendations that requires the attention of the UNCT, partner UN organizations and government stakeholders are:

- Systems should be put in place to ensure the accountability of JPs towards communities, local governments and other constituencies or stakeholders through the institutionalization of community level partnership arrangement.

- Advocacy and communication strategies should be clearly defined and incorporated into future Joint Programs.
- The Joint Programs should engage with other stakeholders like civil society organizations and local NGOs whenever their value adding is justifiable from the point of view of project effectiveness, efficiency and sustainability.

1. Introduction

1.1 Background

The MDG Achievement Fund (MDG-F) was a global funding mechanism established in 2007 through the agreement reached between UNDP and the government of Spain and operates through the UNCTs and finances integrated development actions by the UN organizations and host governments. The MDG Fund aimed to accelerate the achievements of the MDG goals set by the international community and adopted by respective member states. The Spanish government pledged a total amount of 900 million USD to support the effort of 50 countries across the world to accelerate their progress toward achieving MDG goals by 2015.

Ethiopia is one of the recipient countries who significantly benefited from the MDG-F funding facility through five joint programs (namely Environment, Gender, Private sector, Culture, Nutrition Joint Programs) implemented in different regions. The five JPs had been initiated in the second half of year 2009 through the signing of separate partnership agreement between the UN Resident Coordinator, the Spanish Embassy, concerned UN organizations in Ethiopia, MoFED and pertinent line ministries. All the JPs had been implemented jointly by UN system organization and relevant government sector ministries and Bureaus. The five Joint Programs worth a total of 26.5 Million USD made Ethiopia the largest recipient of the MDG-F in African (and the fifth worldwide) both in terms of number of Programs and volume of funds.

The Fund aims at accelerating progress towards the achievement of the MDGs in selected countries by:

- Supporting policies and programs that promise significant and measurable impact on the selected MDGs;
- Financing the testing and/or scaling up of successful modules;
- Catalyzing innovations in development practices; and
- Adapting mechanisms that improve the quality of aid as foreseen in the Paris Declaration on Aid effectiveness.

In addition, the guiding principles for the Funds activities include:

- The Paris Declaration: the Fund aims to support programs aligned with national priorities, strategies and policies;
- Sustainability of its investment through which participating countries' capacity will be built through the investment;
- Highest standards in quality program formulation, monitoring and evaluation;

- Consolidation of inter-agency planning and management systems at the country level; and
- Minimization of transaction costs and bureaucratic procedures associated with administering the Fund.

The Steering Committee which is made up of representatives from the UNDP and the Government of Spain sets the strategic directions of the Fund, decides on individual allocations, monitor strategic allocations and delivery, and track Fund-wide progress. In addition, where and when the Steering Committee decides to invest resources at a country level, a ‘thematic window’ will be opened. Each thematic window consists of Terms of References (TOR) that identifies the policy and programmatic goals of the Fund. Per se, the TOR and the operating principles (mentioned above) would provide a framework for evaluating progress and impact.

The MDG-F Joint Programs in Ethiopia

Government Development Agenda

The Ethiopian government development plans including, the Plan for Accelerated and Sustained Development to End Poverty (PASDEP 2005-2010) and its successor Growth and Transformation Plan (GTP 2010-2015) are all MDG-based development plans. Hence, the MDGs have been central in informing government policy. In addition, several national and sectoral policy documents are aligned with the MDGs. In 2005, the integration of the MDGs in the national development policy context reached its highest following the ‘MDGs Needs Assessment’ exercise conducted by the government, UNCT and other development partners.¹ MDGs are therefore well placed in the national development context of the country, along with the government’s main objective of poverty eradication and bringing about social development.

Five joint programs have been implemented in Ethiopia in line with the Government of Ethiopia’s development priorities: the former Plan for Accelerated and Sustained Development to End Poverty (PASDEP) and the current Growth and Transformation Plan (2010-2015). Each of the five programs has focus on the priority development areas of the MDG agenda, and are also focused on sector priorities, thus contributing to the enforcement and strengthening of specific policies. The integration of MDGs within the national development policy was strongly encouraged and facilitated through the ‘MDGs Needs Assessment’ exercise conducted by the government, UNCT and other development partners in 2005.²

^{1,2} Ethiopia: 2010 MDGs Report: Trends and Prospects for meeting MDGs by 2015, Ministry of Finance and Economic Development (MoFED), Sept 2010.

National Ownership

At national level, the overall coordination role of the MDG-F programs are shared by the Ministry of Finance and Economic Development and the UN Resident Coordinator. The MDG-F governance structure established for each Program has worked across the different levels of government and communities; at the federal level represented by the line Ministries, while at the lowest administrative level represented by the community leaders. This has promoted a strong sense of ownership and direction to the different institutions involved in the programs.

The MDG-F operates through the UN development system at the country level and finances collaborative UN activities that leverage the UN's added value in the sector and country concerned. The design of the MDG-F Thematic Windows draws on key expertise at selected UN agencies to identify major, inter-sectoral policy outcomes that illustrate the added value of the UN system in supporting national development priorities. The call for proposals for each thematic window is part of a competitive process in which the most relevant and highest quality proposals that include an explicit commitment from national partners receive financing.³

Under the leadership of the Government and the UNCT, Ethiopia has voluntarily adopted the Delivering as One approach aiming at improving the efficiency and effectiveness of the UN system in Ethiopia since 2008. It is in this context of UN reform that the UNCT has favoured the formulation of the five Joint Programs financed by the MDG-F.

The Joint Programs

The context in which the five MDG-F JPs in Ethiopia have been implemented are: limited access to resources and opportunities, particularly in terms of access to credit and productive resources, inadequate infrastructures and/or limited access to services (health, food, education, knowledge and skills). The groups targeted in the programs are communities that have traditionally been marginalized either economically or socially due to the prevalence of social biases.⁴

The Joint Programs are worth a total of US\$26.5M, making Ethiopia the largest recipient of the MDG-F in the African continent (and the fifth worldwide) both in terms of number of Programs and volume of funds.

The programs address a wide range of areas including Environment, Gender, Culture, Children, Food Security and Nutrition, and Private sector development. The five MDG-F Joint Programs, at different stages of implementation, are an integral part of the One Program that the UN system in Ethiopia has developed in the context of the Delivering as One UN

³ MDG-F (2013) Form Global Agenda to National Action: Intersectorality, national ownership and ONE UN: the MDG Achievement Fund at work. New York.

⁴ Ibid.

Reform. Ten UN Agencies participate in the Joint Programs: Food and Agriculture Organization (FAO), International Labour Organization (ILO), United Nations Development Program (UNDP), United Nations Environment Program (UNEP), United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Population Fund (UNFPA), United Nations Children’s Fund (UNICEF), United Nations Industrial Development Organization (UNIDO), World Food Program (WFP) and World Health Organization (WHO)⁵.

In addition to the Joint Programs, Ethiopia was selected as a focus country in 2009 to receive additional financial support for the implementation of a Communication and Advocacy strategy and a Monitoring and Evaluation (M&E) action plan.

Country Wide Final Evaluation

As part of the M&E plan, JaRco carried out a final country wide participatory **case study evaluation**. Rather than examining the activities, outputs, and outcomes of each Joint program, the case study is expected to analyse the performance of the Joint Programs in relation to two specific issues: i) the Joint Program modality of implementation including programmatic aspects such as approaches, strategies, innovations, and implementation processes; and ii) the approach used to improving livelihoods. Through an *explanatory* analysis, the evaluation will assess not only the impacts of the Joint Program results, but also of its implementation processes.

1.2 Objectives of the Evaluation

The case study evaluation in Ethiopia focuses on two specific areas (*Figure 1*):

1. The performance of the Joint Program **implementation modality** in achieving the development results planned in the programs.

Under this area, the specific objectives of the evaluation are:

- To examine whether the Fund’s Joint Programs have been implemented in line with the principles of the Paris Declaration on Aid Effectiveness – *alignment, national ownership and harmonization, managing for results and mutual accountability*.
- To assess whether the inter-agency design and implementation mechanisms of the MDG-F Joint Programs have effectively contributed to the progress of the “Delivering as One” UN reform in Ethiopia.
- To assess whether JPs have facilitated inter-sectoral approaches and synergy and identified best practices from the MDG-F experience to inform future development programming, ensuring inter-sectoral alignment, national ownership, and effectively coordinating joint implementation.

⁵ Ibid.

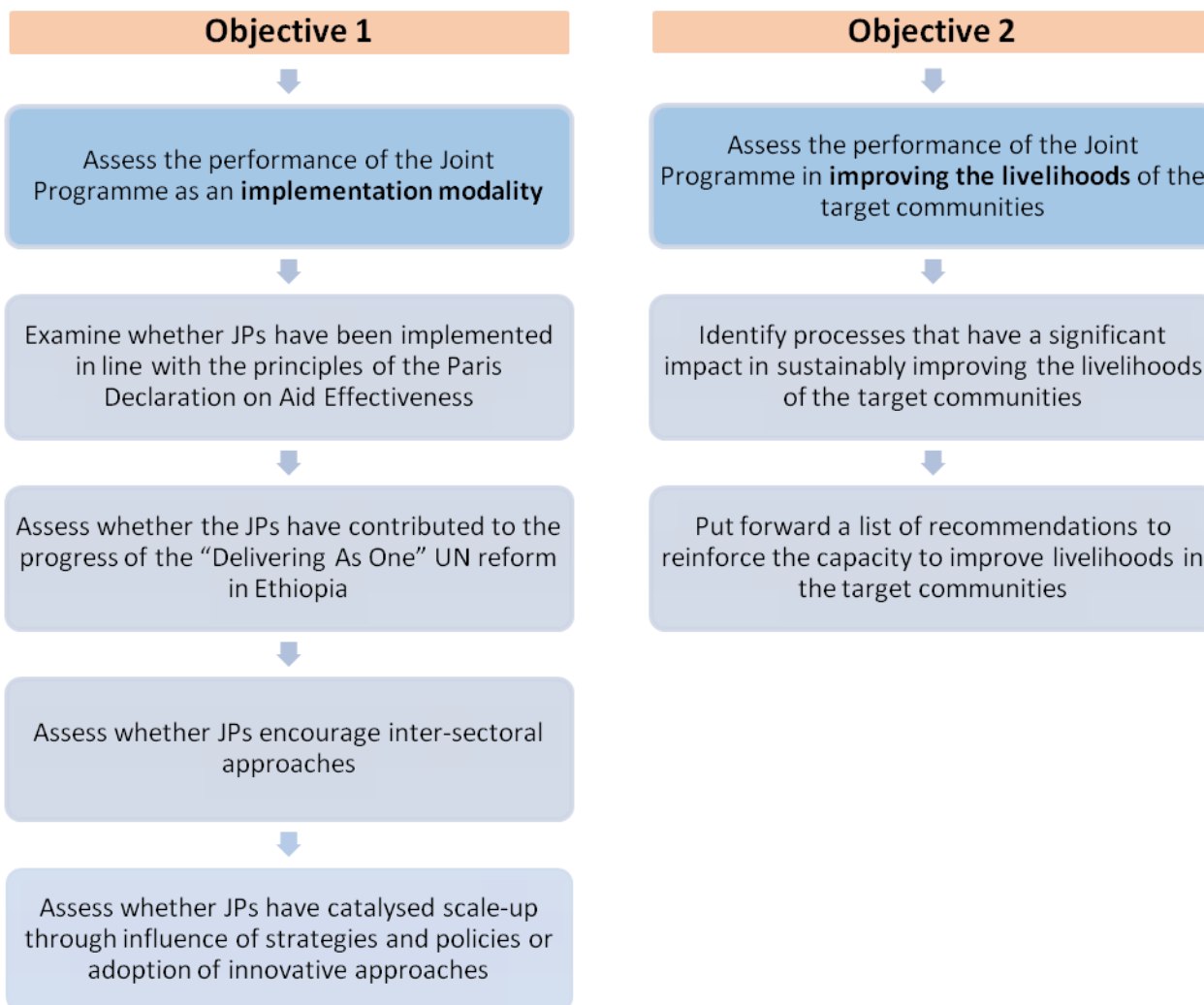
- To assess whether the JPs have catalysed accelerated progress or scale-up towards the MDGs through influence of wider program strategies or policies or through adoption of innovative approaches.

2. The performance of the Joint Programs in improving the livelihoods of the target communities.
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Under this area, the specific objectives of the evaluation are:

- To assess the performance of the Joint Programs in improving the livelihoods of the target communities.
- To put forward a list of recommendations to reinforce the capacity to improve livelihoods as determined by the JPs.

Figure 1: MDG-F Case Study Evaluation Objectives:



2. Joint Programs Overview

2.1 National Nutrition Program / MDG-F Joint Program

Overview: The Ethiopian Demographic and Health Survey conducted in 2011 revealed that Ethiopia has some of the highest rates of infant and under-five mortality in Africa. The most recent estimate of infant mortality rate is 59 deaths per 1,000 live births while the under-five mortality rate is 88 deaths per 1,000 live births. In addition, 29 percent, 10 percent and 44 percent of children under five years of age in Ethiopia were found to be under-weight, wasted and stunted respectively (as measured using 2006 WHO growth standards). These indicators are among the highest in the continent.

In Ethiopia, rural children are more stunted (48%) compared to urban children (30%), underweight (40% for rural children compared to 23% in urban areas) and wasted (11% versus 6% respectively). Regional variations are substantial, for example, stunting levels are above the national average in Amhara and Southern Nation Nationalities and Peoples Region (SNNPR). In the case of women, 27% are chronically malnourished and three-in-ten women aged 25-19 years are under-nourished. Most under-nutrition occurs during pregnancy and the first two years of life. Despite some progress in recent years, malnutrition is still one of the main public health concerns in Ethiopia and the rate of progress must increase in order to achieve MDG 1 - a reduction of underweight among children under age five.

In response to the magnitude, causes and consequences of malnutrition, the government and its development partners have developed the National Nutrition Strategy (NNS) and National Nutrition Program (NNP) (2008-2012/13) aiming to reduce the burden of malnutrition in Ethiopia and contribute to the attainment of MDG1 and 4.

The NNS and NNP are the policy and operational vehicles of the Fourth Health Sector Development Plan (HSDP IV) which is the health chapter of PASDEP. The HSDP IV (2011 – 2015) has six priority areas, including nutrition which was added to the list of five priorities previously in HSDP III (2005 – 2010). Most of the health service packages incorporated under the HSDP are planned to be delivered through the Health Extension Program (HEP), which is designed to deliver primarily preventive health care services and community health promotion activities. The core of the HEP are the establishment of health posts in all rural and urban Kebeles across the country for which two each Health Extension Workers (HEW) are assigned. In addition one Volunteer Community Health Workers (VCHW) is deployed per 50 households in each rural kebeles to support the community based preventive health service delivery at HH and community level. These community based health service structures are serving as the main vehicle for community action, including community-based nutrition (CBN) under the HEP.

The Nutrition JP, is a framework through which the Ministry of Health and the UN Agency partner organizations have worked together to realize the attainment of the goals set by the NNS and NNP. The JP provided invaluable inputs and capacity development support for the health service delivery system in its operational areas in four regional states (Amhara, Oromia, Tigray and SNNPR).

The Nutrition JP supported the government in meeting existing funding and implementation gaps in community management of acute malnutrition, prevention of malnutrition, local production of complementary foods, and strengthening the nutrition information system. By doing so it is meant to contribute towards the attainment of (a) the NNP target of reducing underweight from 38% to 30% by 2013, and the non-income Target 2 of MDG 1, i.e. halving malnutrition from 1990 levels (halving underweight in under-five children by 2015); (b) ensuring that boys and girls complete a full course of primary schooling (MDG 2) by improving the children's educational capacity; (c) reduce by two-thirds the mortality rate among children under-five (MDG 4) by reducing 57% of malnutrition-related deaths; and (d) reduce by three-quarters the maternal mortality ratio (MDG 5) by empowering women, improving maternal nutrition and reducing maternal deaths associated with malnutrition.

The JP has aimed to enhance and scale-up implementation of the NNP by filling the existing gaps and giving priority to community-based nutrition (CBN) interventions and contributing to four underlining outcome areas. These are i) Improved management of children with severe acute malnutrition (SAM) at the health post and community level. ii) Improved caring and feeding behaviors/practices of children and mothers. iii) Improved quality and utilization of locally available complementary foods and iv) Improved nutrition information and M&E system.

The MDG-F joint program has been implemented by four participating UN agencies (FAO, UNICEF, WFP and WHO). The Ministry of Finance and Economic Development signed the program contract as owner and the Federal Ministry of Health (FMOH) assumed the role of lead national counterpart for the Nutrition JP implementation. A total of 7 million USD has been allocated by the Government of Spain through the framework of the MDG Achievement Fund for 36 months of operational period under the Nutrition JP starting September 2009. The Nutrition JP has been implemented in 16 target woredas of four regions.

Objectives:

The joint program contributed primarily to MDG Goal 1 on 'Eradicating Extreme Poverty and Hunger' with the NNP target of reducing underweight from 38% to 30% by 2013, and the non-income Target 2 of MDG 1, i.e. halving malnutrition from 1990 levels (halving underweight in under-five children by 2015); The Program also addressed MDG Goal 2 by improving the children's educational capacity; and Goal 4 by reducing the mortality rate among children under-five and reducing 57% of malnutrition-related deaths; MDG Goal 5 was addressed through the aim to reduce maternal mortality ratio by empowering women, improving maternal nutrition and reducing maternal deaths associated with malnutrition.

The Joint Program has four objectives:

- 1) Creating sustainable out-patient services at the community level to treat children with severe acute malnutrition;
- 2) Improving caring and feeding practices of children and mothers through Community-Based Nutrition interventions;

- 3) Improving the production and use of locally-available complementary food; and
- 4) Strengthening the nutrition information system and M&E mechanisms.

Implementation: The joint program uses the existing decentralized service delivery structure and the multi-sectoral coordination mechanisms at the federal, regional, woreda (district) and kebele (neighborhood) levels established by the National Nutrition Program.

Program Achievements:

- The community-based management of acute malnutrition has improved dramatically since the beginning of the project. 31,981 severely malnourished children have benefited from Outpatient Therapeutic Feeding Programs, and have received effective treatment.
- UNICEF and WHO rolled out training on the treatment of SAM to 142 health workers and 512 health extension workers
- Health post capacity to provide quality outpatient treatment for SAM has improved. The proportion of functional TFP in health centers has been observed to increase from 31% to 98% since January 2011
- Community management of SAM has been rolled out to 376 health posts, representing 98% of the health posts in the 16 Woredas.
- In addition to regular screening, 14,440 children were provided with discharge rations and 6,654 pregnant and lactating women were identified through screening and received Targeted Supplementary Feeding (TSF) rations.
- The JP has also contributed to the improvement of caring and feeding behaviours of children and mothers through community based nutrition activities.
- Growth monitoring and promotion (GMP) and community conversation (CC) sessions were undertaken to promote good feeding and caring behaviours and prevent malnutrition.
- Local universities in the participating regions were engaged to develop recipes and launched the production of locally based complementary foods.
- The JP has encouraged HEWs to maintain detailed report cards with information on SAM children treated and their progress measured by weight and height, including their growth.

2.2 Leave No Woman Behind Joint Program

Overview: Women and girls in Ethiopia are highly disadvantaged in terms of access and entitlement to the use of productive assets, income at micro level and due to their comparatively low access to different economic and social services at community and societal level.

The factors constraining women's participation in socio-economic activities stem from traditional attitudes, beliefs and practices that reinforce gender roles within the society. Women empowerment programs designed and implemented throughout the country, have aimed to correct the long existing inequalities between women and men but have not been sufficient in bringing about the intended outcomes.

The government of Ethiopia has expressed commitment in addressing gender inequality and enhancing women's empowerment through its Program for Accelerated and Sustained Development to End Poverty - PASDEP. Despite political will and commitment to address the existing gender imbalances, capacity limitations are constraining government efforts to implement large scale community-based interventions specifically targeting vulnerable women.

In order to address the issue of women and girls in Ethiopia as articulated in PASDEP and to fulfill the goals set by the National Action Plan for Gender Equality (NAP-GE) the government has partnered with the UNCT to implement a Gender Joint Program known as "*Leave no Woman Behind (LNWB)*". The LNWB JP was planned in order to address the priority areas of the Government of Ethiopia and is supported by United Nations Country Team (UNCT).

The Ethiopia Gender Joint Program, is one of the United Nations Joint Programs (JP) in 49 Countries, funded by the Government of Spain under the partnership framework of the Millennium Development Goals Achievement Fund (MDGF) signed in year 2006 with UNDP. In Ethiopia, LNWB is one of the five JPs financed under the MDGF thematic Window, "Gender Equality and Women's Empowerment" and allotted with a financial resource amounted to US \$ 7.5 Million for its three years period between February 2009 and February 2012.

The Gender JP has been co-signed by two federal government ministries (Ministry of Finance and Economic Development (MoFED) and Ministry of Women, Children and Youth Affairs (MoWCY, formerly MoWA) and representatives of the UN organizations involved (UNDP, UNFPA and WFP). While MoWCY is the lead ministry for the direct implementation of the Gender JP, the MoFED assumed the responsibility for the JP fund administration and oversight of the JP within the government development strategic and program frameworks. UNFPA was the lead agency for the implementation of the Gender JP activities on the ground while WFP was responsible for technical support for JP activities.

The LNWB JP has been implemented through existing national structures including MoWA, BoWA and district women affairs offices with the technical support of the partner UN agencies. Program implementation at regional and district levels were coordinated by the

Bureaus of Women Affairs and local government bodies. For example, the Bureau of Agriculture (BoA) together with Cooperatives promotion offices were responsible for the livelihoods component of the JP, the Bureau of Finance and Economic Development (BoFED) for the fund administration, Health Bureaus for the Reproductive Health Component, and Education for Literacy and Life Skills, and Women Affairs for Community mobilization/conversations.

The Gender JP has been operational in five administrative woredas in Amhara (namely; North Achefer, Dembia, Sekea, Estie and Sekota) and five woredas of Tigray i.e. Gulo Maheda, Hintalo Wajerat, Samre Seharti, Tankua Abergale and Naider Adet. A total of 1,640,963 women and girl residing in these woredas i.e. 1,060,882 and 580,081 people in Amhara and Tigray, respectively were expected to benefit from different actions of the JP.

Objectives:

The Gender JP is a holistic program, aiming to contribute towards the attainment of MDGs, more specifically it contribute to the achievement of MD Goal 3: 'To promote Gender Equality and Women Empowerment', however the programmatic components of LNWB also contribute significantly to indicators for attainment of Goal 1 on 'Eradicating Extreme Poverty and Hunger', Goal 2 on 'Achieving Universal Primary Education', and Goals 4, 5, 6 and 7 - on child mortality, maternal health, HIV/AIDS and environmental sustainability.

The Joint Program includes components in Education and Literacy, Reproductive Health including HIV/AIDS and Livelihood interventions targeting adolescent girls and women. It uses a community-based approach to introduce low-cost literacy, livelihood and reproductive health services in order to increase literacy skills, education, and knowledge and skills on reproductive health and livelihood.

The intervention aimed to address the identified challenges, designed around four outcome areas:

- Increased enjoyment of human rights at grassroots level, through strengthened government efforts in promotion and protection of human rights and community empowerment, with special emphasis on adolescent girls and women.
- Regional efforts to strategically address gender disparities in literacy and educational attainment, sexual and reproductive health services and GBV are strengthened.
- Improved access to and demand for quality, gender sensitive and integrated reproductive health care, including HIV/AIDS prevention services at all levels.
- Target women and their families enjoy improved and sustainable livelihoods with increased income, improved food and nutrition security and enhanced resilience to shocks.

Implementation: Capacity building is a central strategy of the program, which is a Government-led initiative with sector Ministries at sub regional level implementing program components. The technical and management capacities of local sector offices are being strengthened, thereby enabling them to create quality projects, demonstrate their impact and ensure their sustainability.

Program Achievements:

Though the final evaluation of the Gender JP has not been ready for review in the final process evaluation of the five JPs, the year 2012 second semester progress reports of the JP has been reviewed and the achievement of the program presented here in brief.

According to the report prepared for the second semester of year 2012 the following overall achievements were realized by the Gender JP.

- 27,566 Rural Women has been participated in Women Awareness Raising and Sensitization activity through Community Consultation Process.
- 13,894 Rural Women benefited from the Livelihood interventions, particularly from IGA, access to credit service and from other Food Security and Nutrition related interventions.
- 51,310 Community Members benefited from the awareness creation sessions on Gender, GBV, etc through awareness Raising Meetings, Media, and other community sensitization forums.
- 119,600 Adolescent girls and women participated in life skill and literacy trainings.
- 141,374 Adolescent girls and women benefited from health related interventions particularly in areas of Sexual/Reproductive Health and HIV related trainings and interventions.
- 846 Health extension workers and other health professionals targeted through different capacity building supports in the area of Gender-Responsive Planning, Budgeting and Service Provision

2.3 Edible Oil Value Chain Enhancement

Overview: The subsistence nature of agriculture in Ethiopia is characterized by poor economic performance, poor technological base, low level of productivity of labor and underdeveloped market infrastructure. In an effort to transform the national economy, the government has committed to develop the agricultural sector, encouraging private initiatives founded on small enterprise development and job creation and improving service delivery to the poor. The government has developed a number of policies, strategies and programs to improve the agricultural sector including the Agricultural Development Led Industrialization (ADLI), The Food Security Strategy (FDRE, 2002), Ethiopia Sustainable Development & Poverty Reduction Strategy (MoFED, 2002), Plan for Accelerated and Sustained Development to End Poverty (MoFED, 2006) and the current GTP.

Ethiopia has huge potential for scaling up its production of edible oil due to a number of factors including conducive agro-climatic conditions for growing variety of oil crop such as [rapeseed, niger/neug seed, and castor beans], the availability sufficient labor to meet the labor intensive nature of the sub sector, the prevailing conducive business environment and the substantial local demand for oil enable crushers to work at full capacity. Despite this potential, however, both oilseeds commodity production and edible oil processing industry in Ethiopia remain to a large extent underdeveloped. The main constraints are low production and quality of oilseeds, inadequate trading infrastructure and facilities (storage, transportation, post-harvest handling and packaging), poor edible oil processing facilities and weak business development services. Weak linkage along the line of the value chain actors (absence of an integrated value chain in which each stakeholder benefits fairly from the added value they actually contribute across the whole process of the value chain) and lack of finance has been identified as one of major obstacles in the sector.

In collaboration with the government of Ethiopia, the UN Ethiopia Country Team has initiated a Private Sector JP entitled “Edible Oil Value Chain Enhancement” for which the program document was signed in December 2009. The Private Sector JP aimed at achieving greater commercialization of oilseeds, enhanced private sector involvement and improved competitiveness of the entire edible oil value chain which is expected to contribute towards the achievements of the MDGs in Ethiopia, particularly MDG goal 1 and 3 (reducing poverty by half and promotion of gender equality and empowerment of women, respectively).

The Private Sector JP took into consideration a number of strategies and approaches during the design, development and implementation of the program, including the adoption of a value chain approach, the Private Public Partnership concept as well as several key recommendations of the government agro-industry national plan.

The main focuses of the JP was to build on existing UN and Government agreed priorities by targeting specific geographic operational areas that are close to the Economic Growth Corridors of the country, focusing on regions known for oilseeds crop cultivation, namely West Gojjam, East Gojjam and South Gondar zones within the Amhara region (Fogera, Dera, Merawi woredas); Arsi & East Shewa zones within the Oromia region (Limu Bilbilo, Digeluna Tijo, Hitosa & Tikur Inchini woredas).

The Private sector joint Program has been implemented by four participating UN agencies (UNIDO, ILO, FAO and UNDP) and Ministry of Finance & Economic Development and the Federal Ministry of Trade and Industry are the lead national counterpart as JP Coordinator/ Fund administrator and implementer, respectively. A total of 3 million USD has been allocated by the Government of Spain through the framework of the MDG Achievement Fund for 36 months, starting January 2010.

Objectives:

The joint Program aims to contribute to attainment of MDG Goal 1: ‘Eradicating Extreme Poverty and Hunger’, and is also related to indicators for attainment of Goal 3 on ‘Gender equity and economic empowerment of women.’ The Program also indirectly contributes to Goal 7 - on ‘Ensuring Environmental Sustainability.’

The goal of the Joint Program is to increase the productivity and competitiveness of oilseed producers, boost the capacity for processing edible oil seeds and improve access to local and international markets. The three specific Program objectives are:

- Enhance the productivity & competitiveness of private sector led agricultural production of oilseed.
- Enhance the capacity, utilization and quality of the end product in the targeted oil seed processing plants
- Improve the accessibility of both local and international markets to edible oil producers

Implementation: The private sector JP is aimed to promote the development of edible oil processing sub sector of the economy by adopting a value chain development approach that intervene at different level of the chain starting from oilseed production to, processing and marketing of edible oil products at local and international markets. In addition, it is designed to harness the private public partnership in the production, processing and marketing of edible oil by small holder farmers and small and medium scale oil processors and traders.

In line with this, key recommendations of the agro-industry master plan developed by the MoA in collaboration with international development partners served as a basis in the development of the project activities incorporated under the private sector JP of the UNCT in Ethiopia. Accordingly, issues related with the fragmented nature of the production, assembling, processing and marketing of oil seeds and edible oil and other factors those hinder the competitiveness of the oil seed producers and edible oil processors in Ethiopia like absence of well developed supportive legislative system, low level of production and marketing infrastructure, lack of appropriate technology to maintain international health and hygiene standards, low level of modern agricultural inputs, etc were identified as major area of intervention and addressed under the Edible Oil Value Chain Enhancement JP.

Program Achievements:

Based on the result of the final evaluation of the Private sector JP the following are the major achievements realized by the JP:

- 1121 farmers involved in improved seed production and distribution of certified seeds. As result a total of 519 ha of certified seed were planted.

- The capacity of primary cooperative and cooperative union members enhanced in the area of production and marketing of oil seeds. As a result 54 primary cooperatives reported as having business plans that give them clear developmental directions for the near future.
- Access to fertilizers facilitated by a government and private sector facilities.
- Four farmer cooperative unions and 31 primary cooperatives were organized. In order to improve agricultural input purchasing and aggregation power of the farmer cooperative union, a revolving fund has been established. To this end the necessary credit agreements were established between the cooperative unions and the primary cooperatives.
- Capacity building and institutional support were provided to cooperatives, small traders and other SMEs. In this regard, a total of 1467 farmers, 241 cooperatives members, 80 subject matter specialists and 111 oil producers and small traders took part on the training that aimed to improve their management capabilities and to enhance their competitiveness.
- Contract farming procedures established between cooperative unions/ primary cooperatives and agro-processor. This in turn enables oilseed farmers secure reliable market for their produce with predetermined price.
- Although the systems were not operationalized, efforts were made in introducing a warehouse receipts system, input vouchers and contract farming.
- To improve the quality of oils seed processing, cleaning and storage facilities, the JP has provided trainings to farmers and farmer cooperative. In addition, the JP has constructed storage facilities and provided seed cleaning and grading equipment for two cooperative unions in Amhara and Oromia, one in each region.
- Improvements in the quality of production and in the economic benefits of oil seed farming HHs realized from better supply chain management and processing technologies
- Selected processing plants have been upgraded to improve overall quality of edible oil production and ensure food safety.
- The JP's work with processors to improve their packaging, labeling and market promotion which gives processors better visibility in the market as a result of which their product start to be sold beyond the immediate local market.
- The two processing PLCs has been established and support were provided by the JP including financially, which enabled them to create a strong linkage with oil seed producers and farmer cooperatives
- Working group on edible oil has been established with in the Private Public Partnership structure and the capacity to dialogue strengthened.
- A range of training programs were delivered, to processors and service providers focusing on entrepreneurship and on enterprise development.
- Access to finance for the individual processors and processors cooperatives improved. Accordingly the Development Bank of Ethiopia (DBE) has approved three new lines of credit to the edible oil value chain. These include: Edible oil refining projects, integrated projects from farming to processing of oil crops and for Cotton seed processing projects.

2.4 Enabling pastoral communities to adapt to climate change and restoring rangeland environments

Overview: Pastoralists and agro-pastoralists constitute 12-15 percent of the total Ethiopian population, out of the estimated 73.9 million population in year 2007 (CSA, 2007). In Ethiopia, the pastoralist community inhabits about 625,000 km² or 60% of the total land mass of the country. Pastoralists obtained about 50-70% of their means of livelihood from livestock and livestock products. Although pastoralist communities are inhabiting a significant proportion of the country's land mass, the relative contribution of the pastoral sector for the national economy is significantly low (which is estimated to be 8.4% of the Gross Domestic Product (GDP)). This relatively low contribution of the pastoral community for the national economy is a reflection and outcome of the poor level of development of the sub-sector manifested in the form of low productivity of the livestock production.

The pastoral community in Ethiopia depends on sedentary agriculture or mixed farming and has the highest rates of poverty. Considerable proportions of pastoralists suffer from chronic food insecurity and consequently rely on food aid for survival during some parts of the year. More devastatingly, the livelihood of pastoralists in Ethiopia is becoming increasingly fragile and vulnerable due to unpredictable and extreme weather patterns induced by climate change.

Recurrent drought and livestock disease has eroded the livelihood base of pastoralists in Ethiopia and has weakened the traditional disaster risk reduction and mitigation mechanisms. Currently, due to the intensity and frequency of natural and manmade hazards and the lack of effective disaster risk assessment and management mechanisms, the livelihoods of the pastoral communities in most parts of the country remain at risk. Furthermore, pastoral communities have poor access to social and economic development infrastructures and basic services. This in turn further perpetuates their vulnerability, deteriorates livelihoods and increases poverty.

The commitment of the Government of Ethiopia to improve the lives of pastoralists is evident in the development strategies specially outlined for pastoralist in the PASDEP and the current GTP. The government has taken a number of measures including designing new pastoral friendly policies and strategies including institutional reforms and program initiatives focused on improving pastoral livelihoods, and to encourage livelihood diversification and managing rangelands. The partnership with the Spanish government and the UN Ethiopia Country Team to implement the Environment JP under the framework of the MDGs Achievement Fund is one the manifestation of the commitment of the government and its development partners to improve the livelihoods of pastoralists in Ethiopia in a sustainable manner.

The JP provided a unique opportunity to pilot innovative and comprehensive approaches linking policy and strategy level activities with community-based livelihood interventions. The JP was designed to improve the capacity of pastoralists to adapt to climate change and advance progress towards the MDGs set by the international community and adopted by the Ethiopian government.

The Environment JP involved the participation of pastoral communities, federal, regional and local government as well as three UN agencies (FAO, UNEP, UNDP) and was coordinated under the framework of UNDAF and the “Delivering as One” agenda of the UN system. The Ministry of Finance and Economic Development signed the program contract as owner and fund administration and the Ministry of Agriculture and Environmental Protection Authority of Ethiopia signed as the lead agency for implementation.

Activities implemented under the Environment JP have primarily focused in achieving the objectives of the environmental policy of Ethiopia and have provided a unique opportunity to pilot different policy, capacity building and variety of livelihood approaches that can be replicated among various pastoral communities. The JP activities were focused on enabling their target communities to generate additional income through livelihood diversification thus contributing to the country’s growth and poverty alleviation targets.

The JP was implemented in 4 operational districts of Afar, SNNPR, Somali and Oromia regional states. It was expected to build the capacity of the community in the target areas and promote the integration of climate change interventions into policy and programs. The program was designed to learn lesson from the program implication and document best practices in order to replicate and scale-up interventions in other areas with similar environmental and socio-economic challenges.

Objectives:

The JP was designed to address the Millennium Development Goal 7, ensuring environmental sustainability but was also expected to contribute to MDG1 – poverty eradication, MDG2 – education, MDG3 – gender equality, and MDG 4 - health. The strategy was to utilize a comprehensive program approach to provide alternative income generation opportunities, improve rangeland management, raise awareness of stakeholders on adaptation options, empower pastoral communities to better participate in decision making related to livelihoods and integrate these options into relevant plans and priorities. The following were the specific objectives of the JP:

- Climate change mitigation and adaptation options for pastoralists mainstreamed into national, sub-national and district development frameworks.
- Enhanced capacity of government agencies and respective pastoralist community institutions to effectively respond to the climate change risks and challenges at all levels.

Implementation: the JP is designed to address the most vulnerable pastoralist community through different rangeland rehabilitation and management interventions, diversification of the pastoral and agro-pastoral community livelihoods and enhancing the resilience of the pastoral/ agro-pastoral society for external shocks induced by climate change and other natural and manmade calamities.

Program Achievements:

- 32 School teachers, 69 Woreda experts and Development Agents and 46 alternative school teachers and extension agents received training on climate change adaptation /mitigation and disaster risk management, which is expected to enable them to provide better support to pastoral communities to develop climate-resilient

livelihoods.

- Effort was made to establish a Climate Change Clearing House Mechanism with the aim of providing centralized information exchange forum on climate change adaptation.
- In order to raise awareness among the community on climate change adaptation issues, the program has supported mass-media (local radio & television) broadcast in the different JP implementing local languages.
- Local climate change pastoral coordination mechanisms (body and secretariat) were established or strengthened. In addition, awareness creation workshops were held on better utilization of rangeland resources management.
- Information on climate change mitigation and adaptation was packaged and disseminated. These packages are designed to bring access to the communities on issues related to climate change. (the packages are translated into local languages)
- Use friendly early warning and response mechanism (indicators, manuals, working procedures) were produced and operationalized.
- Different adaptation technologies were tested in different parts of the country and selected technologies were documented and disseminated to community members.
- At the community level, access to drinking water has been increased due to the construction of wells, water harvesting facilities and a reservoir.
- A total of 19 cooperatives were established to promote livestock marketing and small business ventures involving 614 pastoralists.
- The JP supported development of systems and technologies that enhance the availability of feed resources in selected sites.
- The JP has trained 325 women and men members of the communities on viable schemes (as identified by the JP study) to help them acquire income diversification skills and reduce their total reliance on livestock.

2.5 Harnessing Diversity for Sustainable Development and Social Change

Overview: Recognizing the rich and diverse cultural and natural heritage of Ethiopia and its potential contribution to the socio-economic development of the country, the government in collaboration with its UN development partners (UNESCO and UNDP) has initiated a culture joint program entitled “Harnessing Diversity for Sustainable Development and Social Change”. The overall aim of the Culture JP was to harness the rich heritage and cultural creativity of Ethiopia for its economic development and social progress particularly in the JP target regions and to promote the development of the Tourism industry as a source of income and sustainable development. The Culture JP was expected to contribute towards the attainment of some specific MDGs, particularly to MDG 1- alleviating poverty and hunger, improving gender equality and women empowerment (MDG3) and ensuring sustainable natural resource management (MDG7) through harnessing the potential of the cultural as well as the natural diversity of Ethiopia for economic and social development.

The Culture JP entitled “Harnessing Diversity for Sustainable Development and Social Change” initially committed a total budget of 5 million USD for the three years program period. However, the budget was cut to USD 3,623,131.85 following the monitoring mission undertaken in April 7, 2012. According to the midterm evaluation report of the Culture JP, this budget amendment was made mainly due to slow financial implementation / absorption capacity. The JP was operational for three and half years between July 2009 and December 2012 including the six months additional time with no-cost extension approval.

The Culture JP was signed by the Ministry of Finance and Economic Development (MoFED) and the Ministry of Culture and Tourism (MoCT) as an implementing partner. The government and UN agencies were actively involved in managing the JP at different levels (i.e. from Federal to District level). UNESCO was a lead agency for the implementation of culture-related JP interventions while UNDP was responsible supporting the implementing partners by providing technical input in their respective fields of competence, and strengthening the capacity of different MoCT and BoCT structures.

The program was implemented in six regions, namely Addis Ababa, Amhara, Tigray, Harar, Oromia and Southern Nations, Nationalities and Peoples’ Region (SNNPR) and the Federal Government (McCT). It was expected to positively and sustainably influence the knowledge, attitude and practices of target beneficiaries as well as the livelihood of 15,085 individuals directly (i.e. 8008 women and 7,077 men) and 485,000 women and 366,000 men indirectly. In addition, a total of 71 institutions were anticipated to benefit from different capacity building initiatives undertaken under the Culture JP. The major target groups of this joint program were community members involved in different handicrafts and traditional artifacts production, community leaders, cultural and religious institutions, faith-based organizations, relevant government structures at different level, cultural enterprises, cultural associations, entrepreneurs, relevant private and community-based organizations, etc. In addition, relevant program documents stressed that special consideration had been given to women, children and the youth.

Objectives:

The JP was targeted at three Millennium Development Goals; eradicating extreme poverty and hunger (MDG 1), promoting gender equality and women empowerment (MDG 3), and ensuring sustainable natural resource management (MDG 7). The strategy was to mobilize the culture sector and utilize its contributions towards the alleviation of poverty, social progress and sustainable development.

The following were the specific objectives of the JP:

- Strengthening intercultural/religious dialogue to foster mutual understanding of heritage and the sharing of common values with a view of contributing towards social process and social cohesion.
- Development and implementation of policies as well as legal frameworks for the protection and safeguarding of Ethiopia's natural, and tangible, intangible, mobile, cultural heritage.
- Harnessing the potential of the cultural and creative industries, particularly heritage based activities such as handicrafts, and cultural tourism for income generation, economic development, and poverty alleviation.
- Enhancement of indigenous knowledge and practices of natural heritage management as well as strengthening the link between nature and culture based sustainable development.

Implementation: Given that the cultural aspects of this program it is important to have broad based stakeholders, as such the program has taken an inclusive approach by involving large number of stakeholder's throughout the implementation of the program and promoted inter-faith and community based dialogue, with a focus on the needs of minority, marginalized or disadvantaged groups.

Program Achievements:

- Members of different cultural and religious groups have participated in dialogue forums to better understand each other's practices, identify commonly shared cultural/religious values and avoid tensions and conflicts. In Oromia, Muslims and Christians have worked together to rebuild a church.
- There have been advances towards ensuring environmental sustainability, by involving local communities and using their indigenous knowledge and practices to manage natural heritage sites.
- The legal framework of the cultural sector and the national capacities to protect and manage cultural heritage have been reinforced. The program supported on crafting Key legal documents that have been submitted to the Government to be presented to the Parliament. ("Idioma policy of Ethiopia," "Cultural Industry investment Code," "Cultural Industry Development Strategy.")
- The government counterparts of MoCT/BoCT have gained increased capacity in project management, planning and evaluation and monitoring including the ability to initiate other similar projects.
- Many artisans and artists have improved the quality of their production and

increased market sales and income, contributing to poverty alleviation (MDG 1) and gender balance (MDG 3). Based on the result of the Culture Final Evaluation (CFE)⁶ women who participated in the program has increased their household income by 35% (for those involved in basketry in Tigray), by 65% (for those engaged in embroidery in Tigray), and by greater than 100% (for those making wood sculptures in Amhara). Young artists performing drama and music also increased their income in Oromiya and Tigray.

- Market linkages have been created between textile and leather industries and good producers.
- The training provided by the program on income-generating activities have been very beneficial in increasing the ability of the artisans to produce higher quality products.
- The CFE report indicates that the most vulnerable groups of women, youth, landless and unemployed, have benefited directly from direct effects on their livelihood through the JP. In addition, the JP has contributed in the reduction of stigma associated with artisans due to the change in attitudes among the community members.
- Four Living Cultural Resource Centers were built, providing artisans with a platform to receive training (technical skills, marketing, sales, accounting and management) and use equipment to design and produce handicrafts. These Centers are also used to display the products and sell to tourists and customers.
- Artisans and artists cooperatives have been established, and expected to contribute towards institutional sustainability.

3. Evaluation Approach and Methodology

This section provides the overall strategy of the study process, from planning to data analysis. This section outlines the Theory of Change, and describes the evaluation methodology and how it responds to the specific objectives of the study, the sources and type of data, including the details of how data was collected and analysed.

3.1 Theory of Change

By design the Joint Programs included a number of elements that are interrelated and have been sequenced which led to an improvement in the livelihoods of the program beneficiaries (Figure1). These elements include the JP context, goals, strategies, activities and outputs, implementation modalities, changes that are triggered by the JP (in terms of capacity, access to resources, institutions) and finally, results (progress towards the intended program outcomes). The JPs have worked to improve the livelihoods, resources and social and institutional acceptance of vulnerable communities targeted through Program interventions.

The Joint Programs have specifically targeted either socially or economically vulnerable communities in Ethiopia. Members of the target population have typically had inadequate access to resources and opportunities including poor access to credit and productive

⁶ MDG-F Harnessing Diversity for Sustainable Development and Social Change in Ethiopia, FE

resources, infrastructures and/or service (health, food, education). In addition, many among the target populations have been caught in a vicious cycle of dependency and poverty related to the unavailability of food and discrimination due to social norms and biases.

The Joint Programs have targeted disadvantaged and underdeveloped communities that have devised approaches that worked to improve their material, social and intellectual resources. Children under five are a vulnerable group with high rates of mortality and morbidity, especially resulting from malnutrition⁷. Women and girls in particular, suffer from inequality and lack of access to information, resources and opportunities⁸. Edible oil producers are part of the informal sector and do not have the same access to business development services as others⁹. Pastoralists are often seen as survivors rather than economic agents¹⁰. Handicraft makers are considered to be on the lowest rung of the social ladder¹¹.

In line with the Millennium Development Goals pertaining to poverty eradication (article 3) and protecting the vulnerable (article 6), the overall goal of the Joint Programs was to build more secure livelihoods for these traditionally marginalized communities/social groups in Ethiopia. Each one of the Joint Programs had its own sub-goal and presented as follow:

- The Joint Program on Nutrition aimed to provide complementary food to infants and toddlers and avoid the relapse of malnourished children;
- The Joint Program on Gender aimed to enable those disadvantaged women to build healthy, autonomous and productive lives;
- The Joint Program on Private sector development aimed to insert edible oil producers in a formal chain of productivity and income generation;
- The Joint Program on Environment aimed to help pastoralists adapt to adverse climatic conditions and engage in sustainable income generating activities in their areas; and
- The Joint Program on Culture aimed to enable poor artisans to make a living out of their manual and creative skills.

In order to achieve their goals, each of the Joint Programs adopted a mix of three *strategies*, each of which contained a number of specific *activities*:

- Building capacities: All of the programs have conducted different kinds of trainings and skills development sessions in a wide range of areas: life skills, hygiene and basic mother-child care in the Gender and Nutrition Joint Programs, technical trainings for handicrafts producers and edible oil processors in the Culture and Private Sector Programs, literacy and basic bookkeeping in all Programs.

⁷ EDHS, 2011.

⁸ Ibid.

⁹ Ethiopia MDG-F Development and the Private Sector MTE

¹⁰ Ethiopia MDG-F Enabling Pastoral Communities to Adapt to Climate Change and Restoring Rangeland FE

¹¹ Ethiopia MDG-F Harnessing Diversity for Sustainable Development and Social Change JP

- Facilitating access to credit and financial services: This has been conducted mostly through the form of revolving funds by all programs, except Nutrition. Infrastructures and assets building activities are implemented by all programs, to improve services such as health and food security.
- Promoting an enabling environment: The development of policies and institutional buy-in (Private sector, Culture, Environment), strengthening collective economic groups such as cooperatives and/or savings associations (Gender, Private Sector, Environment, Culture) or self-help associations to build confidence, trust and better opportunities for involvement through community participation and spanning the social norms (all Programs).

It is also important to consider a number of *Assumptions* and *Risks* at this point of the Theory of Change. *Assumptions* are the events and conditions understood as necessary for the link in the Theory of Change to occur. They are developed from a mix of stakeholders analysis and social science theories. This assumption are critical aspects of the Theory of Changes that creates causal linkages along the line of the Theory of Change. Another critical aspects of the Theory of changes is risks that are associated in each level of the theory of change. *Risks* are external events and conditions that could put the link at risk.

- Assumption 1: There is active participation of target individuals and training is adapted to the needs of the participants; Risk 1: There is discontinued participation in the trainings;
- Assumption 2: Productive and financial resources and business services are available on time and adapted to the existing needs; Risk 2: Insufficient resources are made available;
- Assumption 3: Policies are endorsed and enforced; Risk 3: The institutions involved have a slow adaptation and implementation process.

The JP Theory of Change provides a road map to achieve the desired *Changes in Capacity and Service Delivery* in the following for area, along with the associated risk and assumption as outline below:

- Policy and institutional capacity developed;
- Increased confidence, power to be self-reliant, and mutual trust;
- Enhanced individual knowledge and skills; and
- Enhanced access to financial and productive services;

Once again, a few *Assumptions* and *Risks* are important to consider for progression within the Theory of Change.

- Assumption 4: There exists favourable policy and legal provisions, political commitment, and government ownership; Risk 4: The institutions involved have a slow adaptation and implementation process;
- Assumption 5: Active community supportive role; Risk 5: There is prevalence of informal norms and biases;

- Assumption 6: Trained individuals apply the knowledge acquired, adequate services and qualitative support provided; Risk 6: Insufficient resources are available.

If the assumption above holds true and the associated risks are mitigated or controlled, then there will be *Changes in Capacity and Service Delivery*, which will result in *Practice and Institutional Changes* to:

- Enhanced inter-sectoral collaboration;
- Enhanced use of health services;
- Better selection of diet;
- increase mutual collaboration among the Edible oil processors;
- increase social recognition and acceptability of Handicraft makers;
- improve Women health-seeking and care-giving behaviours;
- improve the production and use of CF by mothers;
- encourage pastoralists to diversify their means of living beyond livestock;
- Establish cooperatives and create better access to markets.

Furthermore, in order to operationalize the goals and strategies, the Joint Programs applied resources in such a way it ensures the most rapid and maximize coverage. The Joint program constituted a framework where several UN and government institutions pulled together their expertise and resources in order to address the different face of development challenges as of one development issue in a complementary and holistic manner. This *implementation modality* is central to the ability of the Joint Programs to deliver and be effective in the relatively short life span of 3 years and able to produce changes among the target communities which include:

- Enhanced human capital (knowledge, productive skills, better reproductive and nutritional lifestyles);
- Enhanced economic capital (access to financial and business services and assets);
- Enhanced social capital (active involvement and acceptance of traditionally marginalized groups as productive and economically active agents); and
- Enhanced institutional capital (improved institutional and policy setup on access to resources and opportunities and resilience to shocks).

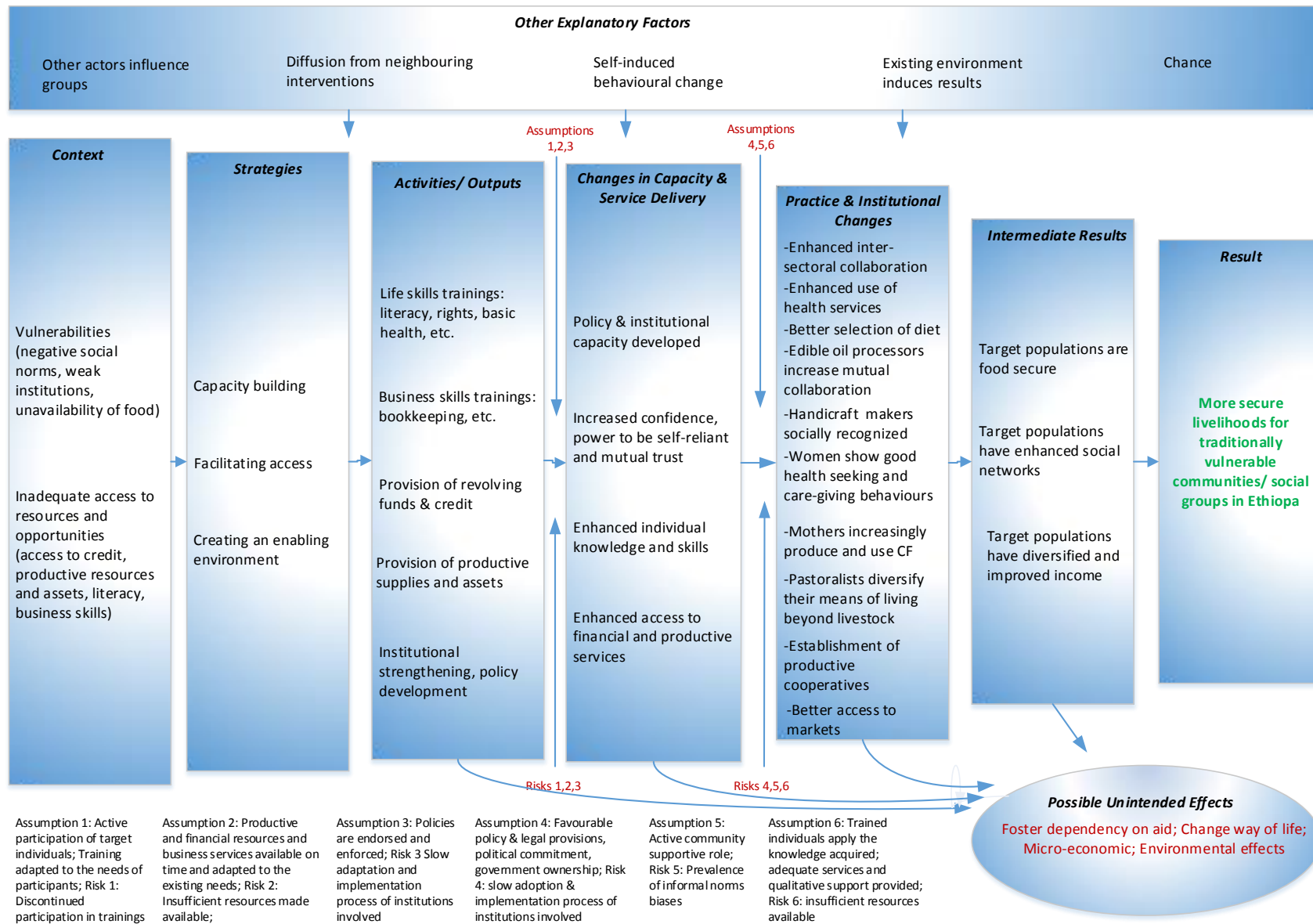
As a result of improvement in economic/productive, social/ human, and institutional/policy capital, the context of the vulnerable population with inadequate access to resources and opportunities that at the start of the Joint Programs has been changed into one of the more secure livelihoods. However, it must be noted that there may be unanticipated and *Unintended Effects* that occur directly as a result of the Joint Programs. These may include:

- Creating dependence or reliance of the population on aid;
- Micro-economic domino effects
- Changes in the way of life of the population; and
- Environmental effects

And lastly, the Theory of Change considers *Other Explanatory Factors or Conditions* that might explain the occurrence of the results instead of the influence of the above-described intervention causal package, such as:

- Other actors who influence the target groups;
- Diffusion from neighbouring interventions effecting change;
- Self-induced behavioural change;
- Existing environment induces results; and
- Chance – the fact that the change or the result might have occurred due to chance.

Figure 1: Theory of Change



Findings of the Final Evaluation

4. Review of the Joint Program Implementation Modality

4.1 The Paris Declaration on Aid Effectiveness

Here effort is made to present the findings of the evaluation based on the five principles of the Paris Declaration of aid effectiveness, namely: *Ownership* in which partner countries exercise effective leadership and coordination of development policies, strategies and actions; *Alignment* of donors to national development strategies, institutions and procedures; *Harmonization* where the actions of donors are harmonized, transparent and collectively effective; *Managing for results* where aid is focused on the desired results and decisions are made based on results; and *Mutual accountability* where both donors and partners are accountable for results.

4.1.1 National Ownership of the Joint Programs

The principles of the MDG-F regarding national ownership include countrywide commitment, and local and civil society engagement. The Joint Programs within the MDG-F are intended to promote the formulation of plans, laws and policies based on broad consultative processes that respond to national priorities. In addition, the MDG-F Joint Programs expected to focus on ensuring national ownership, respecting country leadership and supporting capacity building.

The extent of national ownership of Joint Programs will be considered in the following section in relation to the different stages of the project cycle, focussing on both the design and implementation phase.

i. Project Design Phase

The role of the Government of Ethiopia through the Ministry of Finance and Economic Development (MoFED) in identifying and setting priorities where Ethiopia required support was reported to be instrumental during the Joint Program design phase. According to both the MoFED and the United Nations Resident Coordinator (RC), their common brainstorming exercises led to convergence of ideas in terms of specifying the key areas in which to direct resources.

At the national level the MoFED played a key role in bringing the other national stakeholders on board with the JP design exercises and led policy discussions with in each of the national stakeholders. The MoFED decided how and by whom the JPs were to be implemented, and

insisted that only two UN agencies were to implement the JPs to avoid exposing the executing partners to different sets of procedures and bureaucratic processes.

Throughout the planning process, relevant federal government counterparts were engaged, some more actively than others. Although the development of the JP-related proposals was led by the UN agencies, negotiations did take place between these agencies and the planning units of the respective Ministries such that overall the JPs were found to have been co-developed and owned by the government.

“Ethiopia is a particular country where the foundation of all policies is ownership.”
(KI, UN)

Despite evidence of national ownership, during design of the JPs, not all relevant stakeholders participated during the inception phase of some of the Joint Programs. For example, in the Environment JP, the active participation of regional bodies did not begin until the funding was secured. Similarly, for the Culture JP, the regional bodies including the Harari CHT Bureau and the BoFED were became actively involved once the donors had approved the JP.

“There is a federal-regional dilemma: Ministries were involved in the design at the federal level but regions were less involved. The lesson here is that, if the bulk of implementation is to happen at the regional level, it is the regions that have to be involved from the start.” (KI, UN)

Evidence that federal but not regional government counterparts were engaged during the design of Joint Programs may have had implications regarding JP effectiveness.

ii. Project Implementation Phase

Following the design phase, the MoFED was actively involved in further planning and implementation of the JPs at the regional and woreda level.

The intervention woredas for the Nutrition JP were chosen from among the National Nutrition Program (NNP) selected woredas to avoid attachment to one specific project and to promote government ownership.¹² The woreda level government offices actively participated in the implementation of the Gender JP through the identification of beneficiaries for the income generating activities (IGA) service. In the Private Sector JP, farmers were specifically selected from two farmers’ cooperatives by the Amhara and Oromiya regional authorities. The government’s Pastoral Development Commission was the lead actor coordinating the implementation of the Environment JP, working in consultation with communities to select vulnerable groups in remote areas of Ethiopia ‘that had been forgotten for a long time’ (KI, GOE). For the Culture JP, regional, women, youth and children

¹² Ethiopia MDG-F Children, Food Security and Nutrition MTE

bureaus were actively involved in the selection of target individual beneficiaries for the revolving seed fund delivery. Local ownership was further indicated in the Culture JP where the government project partners were given the mandate to adjust project activities or resources to the specific conditions of the regions.¹³

The Final Evaluation finds that there was significant government ownership and involvement across all five Joint Programs, and in the design stage more visibly at the federal than regional levels. Furthermore, there is evidence in each of the JPs of the actual participation of local stakeholders in strategic decision making and operational planning.

4.1.2 Alignment of the Joint Programs

The MDG-F principles recommend alignment of interventions with countries' national development strategies, institutions and procedures. Aid effectiveness is increased by using a country's own institutions and systems¹⁴, and strengthening its capacity to develop, implement and account for its policies. In line with this, the Joint Programs should base their overall support on partners' strategies, draw conditions, whenever possible from these strategies and link Programs to a framework aimed at achieving lasting results⁵.

The Nutrition JP was designed to resolve some of the core nutrition-related problems in Ethiopia, such as child mortality, linked to a lack of appropriate complementary food. The JP complements the government strategies and plans included in the National Nutrition Program (NNP), the HSDP IV (2011-2015), and two of the United Nations Development Assistance Framework (UNDAF) outcomes, "Humanitarian Response, Recovery and food Security" and "Basic Social Services and Human Resources".¹⁵ The JP also addresses MDG1 (poverty reduction), MDG2 (education) and MDG4 (reduction of child mortality).

With respect to the implementation modality followed for the Nutrition Joint Program, UNICEF negotiated with the planning unit of the Ministry of Health and the JP was developed as part and parcel of the government's own nutrition program. Similarly, the Joint Program for Gender, *Leave no Woman Behind* was designed based on the already existing Early Marriage Program of the United Nations Population Fund (UNFPA) and was further modified and expanded in conjunction with the Ministry of Women, Children and Youth Affairs (MWCYA) and embedded in the Ministry's activities. There was also significant involvement from the Ministries of Industry (MoI) and Ministries of Agriculture (MoA) in the inception of the Private Sector JP, with participation of the MoI during a fact-finding mission conducted after the Program document was signed. The initial planning of the Environment JP was carried out by UNDP, FAO and UNEP in consultation with the federal Environmental Protection Agency and Ministry of Agriculture. Finally, in the conceptualization of the

¹³ Ethiopia MDG-F Children, Harnessing Diversity for Sustainable Development and Social Change in Ethiopia FE

¹⁴ Accra Agenda for Action (2008).

¹⁵ Ethiopia MDG-F Children, Food Security and Nutrition JP

Culture JP, UNESCO in consultation with the Ministry of Culture and Tourism (MoCT) and the Ministry of Finance and Economic Development (MoFED) were responsible for the inception

The Joint Program on Gender was designed to respond to the national priorities addressing gender inequalities and the vulnerability of women and girls. It is in line with the Plan for Accelerated Sustainable Development to End Poverty (PASDEP), the national development plan, PASDEV, and the National Plan of Action on Gender Equality (NPA-GE). Furthermore the JP aligned with the gender sector in addressing education, economic empowerment, health improvement, vulnerability reduction and eradication of Harmful Traditional Practices (HTP).¹⁶ It is in line with three of the UNDAF outcomes on “Basic Social Services and Human Resources”, “HIV/AIDS” and “Enhanced Economic Growth”. The JP also directly contributes to MDG1 (poverty reduction) to MDG6 (HIV/AIDS) and partially to MDG7 (environmental sustainability), with particular emphasis on MDG 5 (maternal health).

“When women are empowered and are aware of the reproductive health rights among others, when they are aware that they are active partners, agents of development participating in a country’s development activities, and have a say on the number of children, then MDG5 will definitely be achieved.” (KI, UN)

The Private Sector Joint Program was designed in line with PASDEP and with the government’s Agro-Industry Master Plan to address major development challenges. The oil seed sector is a priority for the GoE and the development of micro- and small-scale enterprises are encouraged to assist in the transformation of the agrarian economy into a modern one. The JP is also aligned with the UNDAF outcome on “Enhanced Economic Growth”. The JP contributes to achieving MDG1 (poverty reduction) through increasing the income of farmers and processors and is also indirectly contributing to MDG3 (gender equality and women empowerment) by supporting women smallholders.

The Environment JP was implemented in line with the government’s development strategy for pastoral areas of the country focussing on reducing the impact of climate change on the livelihood conditions of the pastoral community through reinforcing resilience capacity. The pastoralist and agro-pastoralist populations constitute approximately 40% of the total population in Ethiopia and account for a significant proportion of its poor. The Environment JP was successful therefore in targeting one of the most vulnerable communities. The JP was aligned to the GoE’s Growth and Transformation Plan (GTP), the Agricultural Sector Policy and Investment Framework, Program of Adaptation to Climate Change, Vision for a Climate Resilient Green Economy, and Nationally Appropriate Mitigation Actions.¹⁷ It also contributed to the UNDAF outcome “Humanitarian Response, Recovery and Food Security” which specifically includes a focus on pastoralists and environmental issues in pastoral areas. The JP contributes to MDG1 (poverty reduction), MDG7 (environmental sustainability) and

¹⁶ Ethiopia MDG-F Gender Equality and Women Empowerment MTE

¹⁷ Ethiopia MDG-F Enabling Pastoral Communities to Adapt to Climate Change and Restoring Rangeland FE

indirectly towards MDG2 (education), MDG4 (reduced child mortality), MDG5 (improved maternal health) and MDG3 (gender).

Inclusive development which promotes the socio-cultural diversity of Ethiopia is one of the objectives of the Growth and Transformation Plan. The Culture JP was in line with the GTP and UNDAF for Ethiopia. The JP attempted to address MDG1 (poverty reduction), MDG 3 (gender equality) and MDG 7 (environmental sustainability).

It is therefore, all of the five Joint Programs were found to be well-aligned with Ethiopia's development strategies, institutions and systems.

4.1.3 Harmonization of the Joint Programs

The MDG-F Joint Programs offer an opportunity for the partners to coordinate their actions, simplify procedures and share information to avoid duplication. The JP partners should implement common arrangements at country level for planning, funding, disbursement, monitoring, evaluating and reporting while working together to reduce the number of separate, duplicative missions to the field and diagnostic reviews and promote joint training to share lessons learned.

The harmonization of JPs will be considered with respect to their structure (at federal, regional and woreda level), implementation, funding and reporting mechanisms.

i. Structure

Federal level

All five of the MDG-F Joint Programs have one National Steering Committee (NSC), composed of the State Minister of the MoFED, the Spanish Ambassador or representative, and UN Resident Coordinator, which provides oversight and strategic guidance to the JPs. The NSC has been established to provide one platform for aligning and harmonizing leadership to all the JPs in Ethiopia.

Each JP also has a Program Management Committee (PMC) operating at federal level which is generally responsible for joint coordination of the program and operational issues, especially between the UN agencies and the government Ministries. The PMC consists of representatives from the Resident Coordinator's Officer (RCO), the participating UN agencies, Joint Program managers, and the relevant implementing government counterparts. An important role of the PMC is to monitor the progress of JP implementation (e.g. joint monitoring visits) and approve the work plan and budget. In most instances, the PMC met regularly depending on the stage of project implementation and evaluated the JP performance quarterly. The committee was generally led by a Program Coordinator (PC) and the Program Coordination Office (PCO) and was hosted by the relevant government Ministry.

The PC worked closely with the government officials and coordinated the implementation of the JP at the national level.

The exception was the Nutrition JP where the MoH did not assign Program Coordinators (PC) specifically for the JP but rather the PC functions were carried out by focal points appointed both at the FMoH and UNICEF. Implementation took place through the Nutrition Department of the MoH, under the Agrarian Directorate. The Technical Working Group (TWG) of the MoH nutrition department managed the JP and incorporated it within the overall nutrition strategy of the country. The lack of a dedicated PC for the Nutrition JP was found to negatively affect coordination, both from the perspective of the MoH and UNICEF. Furthermore, many KIs interviewed agreed that this approach did not fully develop the capacities needed at individual and institutional levels to ensure sustainability beyond the life of the JP.

“A key challenge to implementing this JP was the restructuring of Nutrition in the Directorate...such that there was no one particular person with whom UNICEF could relate to on the technical level. All staff in the directorate were aware of nutrition and the JP but there was no one interlocutor/focal point; no counterpart was assigned. The planning unit, which was initially involved in the inception of the JP cannot be hands on. It is only involved in the management aspects (fund transfers, aggregating reports, etc.).” (KI, UN)

Regional level

At a regional level Program Management Teams (PMTs)/Program Steering Committees (PSCs) were established to monitor Program implementation and provide technical support to the implementation teams at woreda level. PMTs were typically hosted within the respective regional coordination bureaus, and PMTs constitutes heads of various participating technical departments, and were supported by a professional Program Focal Person, usually hired by the UN. The regional PMT/PSC compiled and submitted narrative JP reports to the BoFED. All regional officials were appointed and paid by respective regional governments. These committees were found to be quite well-coordinated across all of the JPs, and assumes regular meeting on a monthly basis. The Culture JP was more poorly coordinated than others due to a lack of experience of the MoCT in management of large, complex projects at national and regional levels. High staff turnover and perceived lack of commitment from UNDP further weakened coordination of the Culture JP at a regional level.

Woreda level

The role of the woreda level Program Technical Committee (PTC)/Program Implementation Teams (PITs)/Program Coordination Committees (PCC) was designed to develop the annual plan, set targets, engage in close follow-up and provide support during implementation. In addition, they are expected to lead the joint monitoring of activities while providing technical support for the project at woreda and kebele levels through regular field visits. These committees were composed of Program Officers (PO) appointed specifically for each JP, community members, representatives of target populations, and kebele leaders.

At woreda level, the structure of the Nutrition JP varied and the development of specific interventions at a local level was undertaken in close consultation and coordination with local authorities. However one woreda official complained that the funds and implementation of the complementary food component for the Nutrition JP was coordinated directly by at the regional level (Hawasa University) and bypassed the woreda office.

ii. Implementation, Coordination and Monitoring

The MoH ensured that the Nutrition JP was embedded within the Ministry's existing programs and roles were assigned to the different UN agencies regarding implementation. At a woreda level, the Nutrition JP used the existing Health Extension Program (HEP) through which to implement the JP's activities.

The Gender JP was also integrated into the government's decentralized system instead of establishing a parallel implementation system. Although the regional government representatives were primarily responsible for JP implementation, coordinators were recruited to support the government in program management at different levels. The regional focal person responsible for the project in the regions was seconded and reported to the Women's Affairs Bureau and was responsible for other projects in addition to the JP.

The Private Sector JP took full ownership in the implementation of the Program. *"We took the responsibility to coordinate the implementation."* (KI GoE)

A joint task force was established for the Environment JP at woreda level to implement and coordinate the day-to-day activities of the project in conjunction with the woreda Finance and Economic Development office, responsible for facilitating resource flow and reporting. Following JP closure, civil service staff assigned to the JP returned to their previous jobs.

The BoCT assigned a regional coordinator for day-to-day coordination of the Culture JP and set up a project management steering committee drawn from BoCT's management team.

The duties and responsibilities of the MoFED included coordination, implementation, and monitoring of each of the JPs and solving problems when necessary.

iii. Funding and Disbursement

The MoFED was responsible for requesting the project funds on behalf of the regional bureaus and channelling resources to the woreda sector offices through its existing structure. This mechanism of fund transfer appeared to be harmonized across all of the Joint Programs.

Upon approval of the annual plan, the JP focal point submitted the fund request to the MoFED, which then reviewed and submitted the request to individual UN agencies. Each agency then dispersed the funds to the regional BoFED. Thereafter funds were transferred to

woredas to procure and fund the Program activities at the kebele level. This funding and disbursement mechanism was consistent across all JPs.

iv. Reporting

Each JP was expected to harmonize reporting to the UNCT office, RC office, and to the MoFED. A quarterly programmatic meeting with each JP was established in addition to a bi-annual meeting of the joint steering committee to review project progress and conduct field visits to directly assess actual JP performance.

It was not possible to review the Nutrition JP separately as the JP was embedded in the NNP and review meetings were conducted for all nutrition Programs at a national level. However, UN agencies and the government engaged in joint supportive supervision and regular meetings.

“There seems to be a contradiction between not wanting to create parallel structures catered for individual projects, which would dissipate when the project closes, and the actual ability to implement projects within existing structures.” (KI, UN)

The financial reporting mechanism for all of the JPs was from the BoFED at woreda and regional levels to the MoFED at a federal level.

The UN agencies and government counterparts worked in collaboration to realize the objectives, follow implementation and monitor the performance of the JPs. The MoFED’s role was described by KIs to be very important in playing a coordination role, participating in working groups and providing oversight.

The result of the Final Evaluation showed that each of the Joint Programs were harmonized in their structures, implementation modality, coordination and monitoring, funding disbursement and reporting at national, regional and woreda levels.

4.1.4 Managing for Results within the Joint Programs

The MDG-F Joint Programs expect partners to manage for results such that aid is focused on the desired results and information is used to improve decision-making. The JP partners should endeavour to establish results-oriented reporting and assessment frameworks that monitor progress against key dimensions of the national and sector development strategies and these frameworks should track a manageable number of indicators for which data are available.¹⁸

It is important to strengthen monitoring systems, ensuring that activities and results are relevant and can achieve the expected outcomes throughout the Program implementation

¹⁸ Paris Declaration on Aid Effectiveness (2005).

phases so that information can be used to inform decision-making. It is further recommended to clarify the roles and responsibilities of all partners from the outset of the monitoring processes.¹⁹

Many of the Joint Programs had no baseline information for the Program and little or no data on outputs or outcomes levels, making management for results difficult, if not impossible.

One of the key lessons learned from the joint Programs was “the importance of assessing the implementation capacity during the design/start-up phase (especially when implementation took place through national structures)” (KI, UN).

Baseline data for the Nutrition JP was collected within the NNP for all CBN woredas and not only for the 16 JP woredas. However, the management and community-based information systems in the Nutrition JP was not tailored to provide specific information about the JP but rather to provide information about nutrition development initiatives in general.²⁰ Furthermore, the reporting approach was activity-based rather than results-based.

“There is no particular feedback that needs to reach the MoH at the federal level about a particular program; the MoH is more interested in general, harmonized feedback.” (KI, UN)

As the lead agency for the Nutrition JP, UNICEF was responsible for compiling reports from the different stakeholders. Due to the need to accommodate for variations in reporting format, language and writing styles, reporting deadlines were often missed and information was not used to improve decision-making. (KII, UN)

The Gender JP did not have an initial M&E strategy but was later developed following recommendations of the Mid-Term Evaluation. However, the framework was introduced too late to be effective in monitoring the quality of delivery and the overall results.²¹

Despite the fact that the M&E strategy for the Gender JP was not well developed, “UN agencies and government institutions attempted to work in coordination to implement the project for better results. Joint monitoring of project activities took place between the focal persons of UN agencies and the woreda level technical and management committees on a bi-weekly and monthly basis.”(KI, Woreda level beneficiaries)

For the Private Sector JP, there was no clearly defined Monitoring and Evaluation framework to measure the project’s progress or to assess the effectiveness of the project in achieving intended outcomes.

¹⁹ MDG-F (2013) Form Global Agenda to National Action: Intersectorality, national ownership and ONE UN: the MDG Achievement Fund at work. New York.

²⁰ Ethiopia Children, Food Security and Nutrition, MTE

²¹ Ethiopia Gender Equality and Women Empowerment, MTE

Although no M&E framework was formally established for the Private Sector JP, the UN agencies and government managed Program implementation and monitoring jointly at federal, regional and woreda level:

- At federal level, a Project Management Committee (PMC) involving the MoI, the three UN agencies and representatives from involved government offices and associations evaluated the performance of the project every quarter;
- At regional level, representatives from universities and farmer unions met every month to review and discuss the project performance;
- Clusters at a woreda level also established their own steering committee to meet regularly and follow up the performance of the project. (KI, UN)

In the Environment JP, the baseline survey was conducted after the JP implemented for more than one year and has been criticized for its methodology and results.²² The Mid-Term Evaluation conducted for the Environment JP was critical of the JP and as a result a major re-programming exercise was undertaken including two extensive joint monitoring missions.

“One weakness across all the JPs is the monitoring and results-based evaluations. Evaluations are supposed to be results based and yet many narrative reports are descriptive. Results based monitoring is a problem on both sides – the government and the UN.” (KI, UN)

In describing the Environment JP, one stakeholder stated that “The main reason as to why the Program Implementation Committees did not function as effectively as they could have is due to the lack of a well-organized regional platform through which project stakeholders could jointly review the progress of the project activities on regular basis and take collective action on issues requiring high level decisions. (KI, UN)

A baseline survey was not conducted on the Culture Joint Program outcomes, but rather baseline studies were considered as some of the outputs of the Program implementation. Furthermore, the M&E system was weak with only activity-oriented progress reports and was not results-based²³.

Overall, the Final Evaluation finds that the five MDG-F Joint Programs were not adequately managed for results and the monitoring and evaluation systems put in place for each JP were weak or non-existent.

²² Ethiopia MDG-F Enabling Pastoral Communities to Adapt to Climate Change and Restoring Rangeland, FE

²³ Ethiopia MDG-F Harnessing Diversity for Sustainable Development and Social Change, FE

4.1.5 Mutual Accountability within the Joint Programs

The Paris Declaration indicates that a major priority for partner countries and donors is to enhance mutual accountability and transparency in the use of development resources which helps to strengthen public support for national policies and development assistance.²⁴ Equally important development actors in general and the implementing partners of the JPs in particular were expected to be jointly accountable for the outcome of their actions in their effort to address the socio-economic development issues of their target group.

Establishing governing bodies that include representatives from governments, civil society, agents/beneficiaries and UN agencies guarantees mutual accountability and shared responsibility during implementation. The roles and responsibilities of all partners must be clarified from the outset to increase accountability.²⁵

With regard to mutual accountability in the Joint Program implementation, each of the five JPs engaged to differing extents in joint monitoring visits and coordinated meetings between the GoE and UN partners. The agencies often pooled resources together, including financial, technical, human and logistic resources, leading to efficiency gains and jointly worked on resolving the problems raised by local administrations or beneficiary communities.²⁶ If resources were constrained at a particular point in time, implementing agencies drew on the resources of other partner UN agencies.

The mutual accountability of the Joint Programs differed with regard to their financial and monitoring reporting systems. Generally, financial reporting at the level of the woreda and region was streamed up towards the focal point or the Program coordination officer in the lead Ministry. As he/she was answerable to all the partners in the joint Program, this unit or person forwarded the reports to the UN agencies and other national counterparts, including the MoFED. In turn, each of the UN agencies reported on their respective role within the Joint Programs and submitted a report to the lead UN agency, which then consolidated all the components into one report.

The other aspect of mutual accountability can be assessed from the proxy indicator by evaluating how the JPs were managed in coordinated manner in order to bring the intended result and minimizing any unintended outcomes that affect the target community or implementation locality adversely. In this regard, all JPs were somehow effective in exercising the principles of managing for result by guiding their course of action towards the project outcomes anticipated at the initial stage of the JPs. In addition, there were indications for the efforts made at national level in properly follow up the performance of

²⁴ Paris Declaration on Aid Effectiveness (2005).

²⁵ 2013.MDG-F (2013) Form Global Agenda to National Action: Intersectorality, national ownership and ONE UN: the MDG Achievement Fund at work. New York.

²⁶ During a field visit for the Nutrition programme, for example, mothers complained to joint monitoring the mission that the mills to grind the grains for complementary food were located too far from the project site. All partners contributed to finding solutions.

the JP at program level using the existing M&E framework and through the undertaking of midterm evaluation and different project reviews.

These joint actions by government sector Ministries and the UN system organizations were serving the JP partners at federal level and the UN country offices to track the progress of the JP. Information generated through the system was used for decision making in subsequent period of the project to improve the quality of service delivery by the JP. The contribution of the M&E system and the midterm evaluations and reviews can be evidenced by the improvement plans prepared for respective JPs following the undertaking of the interim evaluation.

Concerning the accountability of the fund management aspect of the JPs, MoFED is responsible for fund disbursement for target regions and to report its utilization for the UN Country Coordination unit while Regional BoFEDs assume the responsibility for channelling the fund to target woreda JP account and follow up and verify its proper utilization. All government partners at different level bear the legal obligation to properly utilize the resources of the MDG-F and the JP accounts are subject to both internal and external audits, which are intended to ensure the joint accountability of both the UN and government parties.

Concerning some specific issues pertinent to some of the JPs, the Nutrition JP was the exceptional case where reporting was completely integrated into the financial and reporting systems of the government. As a result no separate reports were produced for the JP and the UN agencies were not held directly accountable for the financial management of the JP.

“The government is accountable to the proper implementation and achievements of the project ... The ministries are accountable in their own line.” (KI, UN)

The integration of the Gender JP financial and implementation system into the regional, woreda and kebele systems ensured upward accountability of the resources. The BoFED ensured accountability for Program funds which could only be released after all the woredas in a region had submitted their reports.

Mutual accountability was evident in the Private Sector JP at the implementation level. Even though each UN agency was responsible for a single project component, each component was interlinked and the organizations shared responsibility for overall Program outcomes. From a financial perspective, each UN agency was separately accountable for the proportion of the budget received directly from its respective head office. The government was accountable for Program implementation and results, but not held directly accountable for funding channeled through the UN mechanism.

For the Environment JP, the existing government fund management system was used for resources allocated under the JPs which fostered joint accountability of resources and avoided duplication of efforts.

In the Culture JP, the reporting system was described as redundant with two reports generated – one for the MDG reporting purpose and one for the UN country team. Both the UN and government agencies were mutually accountable for Program achievements and/or failures of the partnership arrangement in the Culture JP.

The Final Evaluation finds that overall the five MDG-F Joint Programs demonstrated joint accountability in Program implementation and financial and Program reporting.

4.2 Promoting UN Collaboration and Effectiveness through the “One UN”

Promoting the “One UN”²⁷ through Joint Programs that address multi-dimensional issues is one of the MDG-Fund’s main objectives. The approach emerged from intergovernmental decision making on the operational activities of the United Nations system.²⁸

“Delivering as One (DaO)” is meant to test ways in which the UN system can more tangibly and sustainably impact the target groups in Program countries by fostering the complementarities of action by partnering UN agencies and exploiting the comparative advantage of the different organizations. This new approach is expected to enable the UN organizations involved in the process to deliver their services effectively and efficiently under one Program framework while avoiding duplication of interventions and reducing transaction and overhead costs.²⁹

There were mixed findings regarding DaO for the five JP with some JPs demonstrating effective and efficient programming while others worked less coherently.

Joint programming was planned and undertaken informally for the Nutrition JP activities by the four UN agencies, UNICEF, WHO, FAO and WFP. Whenever possible, the agencies attempted to coordinate planning, field monitoring visits and supervision; reports were also sent by each agency to UNICEF who subsequently compiled them. This was supported by the government counterparts who expressed that they regarded the JP as one Program.

The Gender JP UN agencies, UNFPA and WFP undertook activities, met partners, and conducting monitoring missions jointly. They also compiled all JP activities and produced a joint report.

Three UN agencies were involved in the Private Sector JP - UNIDO, ILO and FAO. Each agency was responsible for a specific project component. Despite their different roles and responsibilities, the three agencies managed to plan together, jointly implement the JP

²⁷ “One UN” is a UNDG initiative launched in 2007 to allow the UN agencies to deliver at the country level in a more coordinated fashion.

²⁸ Inter-sectoral approaches, national ownership and “One UN” as means to achieve the MDGs, UNDP

²⁹ www.undg.org

activities and even report together. Positive feedback regarding the joint programming of these agencies was consistent from the KIs and stakeholders expressed that the JP could not have achieved such success had it not been implemented jointly.

The Environment JP involved partners with different areas of technical expertise which allowed multifaceted problems to be addressed. However, each of the three UN agencies, FAO, UNDP and UNEP had its own regulations and process requirements. These differences contributed to a cycle of delays, loss of momentum, and ineffective Program implementation.³⁰ FAO in particular had to change their financial system to align with that used by UNDP.

The Culture JP was a poor example of the use of one Program in the JP implementation as it was managed separately by the two UN organizations, UNDP and UNESCO. The two agencies report poor working relationships and although there were attempts at coordination of planning, monitoring and training, KIs revealed that in most cases the two organizations did not work jointly.

“At the initial stage of the project both agencies were imposing a separate reporting requirement which had some difference in their content and this was a problem for both regional as well as federal government partners and forced us to do the same thing two times. This was a burden for all implementing and collaborative partners in terms of additional time and effort required to fulfill the expectations of the two UN agencies.” (KI, GoE)

The principles of “Delivering as One” include the four ones: One Program, One Empowered Leader and Empowered Team, One Budgetary Framework, and One Office. Each aspect of the DaO approach is considered with respect to JP implementation.

i. One Program

An overall weakness in the DaO approach with respect to JP implementation resulted from activity-based reporting for the UN agencies creating extra work for the regional/woreda level implementers. This duplication of reporting was a commonality for all five of the JPs.

It is evident that harmonizing among UN agencies presents a considerable challenge. The respective procedures of individual UN agencies have been a central challenge to their ability to “Deliver as One”. Each of the UN agencies is governed by its own administrative procedures that are mandated by the agency’s executive boards.

“The UN when seen from the outside looks like one but there are over 20 agencies with their own management procedures. These agencies have their own SOPs that relate to their respective situations....Harmonization will only be possible if directed from the chief executive board on a mandatory basis.” (KI, UN)

³⁰ Ethiopia MDG-F Enabling Pastoral Communities to Adapt to Climate Change and Restoring Rangeland, FE

Delivering as One required increased coordination and UN agencies involved in the joint Programs had to absorb the coordination pressure that would otherwise have been the responsibility of government counterparts. Many Ministries were not prepared for the additional coordination required by joint Programs. In the case of the Environment joint Program, for example, there was a need to bridge the gap between the Ministry of Agriculture and the Environment Protection Authority. While MOFED played a strong role in planning and implementation monitoring, its coordination role was less explicit. Some informants noted that MOFED was not effective in bringing on board the Ministries due to participate in the joint Programs, and that lead UN agencies had to play this role on their behalf.

Seen in a positive light, however, the Joint Program implementation modality led to awareness among both UN agencies and the government of the procedures and systems that needed to be harmonized. The UN agencies and the Resident Coordinator's Office (RCO) invested significant efforts to work together despite the constraints, and to resolve as many problems at the country level as possible. The effectiveness of partnerships between agencies depended on their procedures and working cultures, and synergy between agencies varied greatly.³¹

Partnerships fostered through the joint Programs introduced a change of work culture in the UN agencies. In order to facilitate coordination, each agency had to learn to share their expertise with other agencies, cooperate and work with new actors and counterparts, perform joint monitoring and evaluation, think as one, and report and communicate with one voice. According to one informant, increased dialogue with other agencies created the opportunity for introspection and questioning standard approaches. A shared perception of the gains achieved from changing work cultures and partnerships reflected in the intention of many of the UN agencies interviewed to either start second phases of the joint Programs³² or replicate the experience to new projects. Some agencies have started to consolidate such new partnerships³³.

The innovative mixes of partners created by joint Programs provided the unprecedented opportunity for some UN agencies to deal with new, but relevant counterparts. The Nutrition Program, for example, worked together with UNICEF, FAO, WHO and WFP, with UNICEF as the lead agency. UNICEF has previously worked closely with the Ministry of Health but through its partnership with FAO, UNICEF was able to link with the Agricultural Extension

³¹ A core difference is between the specialized agencies and the EXcom agencies. There are differences and reconciliation difficulties within those two categories as well. The operational modalities of UN agencies participating in the Environment programme were reported to have been more difficult to harmonize than others. Compared to other specialized agencies, UNESCO is said to be liberal in terms of its financial modality.

³² This is the case of the Private sector project.

³³ This is the case of UNICEF, which is developing a proposal to work with FAO. It is also the case of UNEP, which indicated its plan to adopt the joint programme approach for the upcoming 'Akaki River Area Rehabilitation Project' and the case of WFP, which plans to cooperate with UNFPA on future projects.

Directorate, which helped identify the cereals and grains available in the different regions for the production of complementary food.

ii. One Empowered Leader and Empowered Team

Increased coordination among UN agencies implied an empowerment of the Resident Coordinator, whose role had become more central in leading coordination and harmonization within the UNCT.

When problems could not be resolved at a country level, it was necessary to look for solutions from the international headquarters of a particular agency. Agency headquarters were able to resolve problems in some cases, but in many others they had to resort to authorization from the agency's boards of directors. Due to certain concerns³⁴, responses from headquarters level were less flexible than was hoped by the UN agencies participating in Joint Programs.

In order to discuss the problems related to harmonization at each of the UN agencies at their respective headquarters level, a joint government and UNCT mission to the UN headquarters in New York was organized. MoFED expressed that as a result of this meeting, there was increased flexibility in the respective agencies' procedures.

There were differences between each JP in how effectively the UN was able to identify one empowered leader and empowered team.

The Culture JP UN organizations attempted to coordinate activities with UNDP taking the lead at the Ethiopia country level, however the lack of harmonization at their respective Headquarter levels minimized the effectiveness of this one team approach.

Although UNICEF was the overall coordinating organization of the Nutrition JP, other agencies had clearly defined roles and responsibilities. WHO was responsible for the OTP – admitting and treating severely malnourished children, training and supervision; FAO was responsible for the supplementary food production from locally available ingredients working with Universities in the implementation regions (Haramaya University in Oromiya and Mekele University in Tigray); WFP was responsible for food distribution for those discharged after treatment from SAM and for food support for moderately malnourished and pregnant and lactating mothers.

The UN agencies met regularly to plan the project activities and discuss implementation. They sent one report (all organizations compile and send their report to UNICEF) through UNICEF. Apart from this, there was no system for joint accountability. Each UN agency was accountable for the part they plan in the JP. (JP KI).

³⁴ Fear from corruption, and keenness on ensuring close control on fund disbursement, was often stated as a reason for inflexibility on the part of certain executive boards.

With regards to the Gender JP, both UNFPA and WFP undertook activities jointly and met partners together. They attempted to conduct monitoring missions and meetings with partners jointly. Furthermore they compiled all the activities conducted by both agencies and produced one report on a quarterly basis. This semi-annual report was sent by UNFPA, the lead agency to the RCO. (KI JP)

iii. One Budgetary Framework

From a financial perspective, each UN agency was governed by its own financial and administrative procedures that are mandated by the agency's executive board such that funds received must be settled according to its respective procedures.

"Each agency is accountable for the money it receives. Each agency has its own rules and different mechanisms which complicates things if you try to bring to one. The agencies can operate in terms of implementing together but not sharing financial management." (KI, UN)

In all five JPs, each UN agency administered its portion of the Fund for the different activities that fell under its respective mandate. The disbursement, settlement and reporting was made separately for the JP by each agency. This was not consistent with the use of one budgetary framework.

More importantly, due to the differences in timing of fund transfer, project implementation was affected in some JPs. During the Nutrition JP design, UNICEF was expected to transfer funds to FAO and WHO, which entailed a double recovery of administrative costs by UNICEF and the subcontracted agency which the GoE did not approve of. It was not until the GoE permitted FAO and WHO to be signatories to the JP that the project activities could begin. In the Environment JP, the transfer of funds was delayed until the season favourable for their implementation. For the Culture JP, the GoE convinced UNESCO at country level to rally its Headquarters in Rome to permit change of its fund transfer mechanism from the Implementation Partnership Agreement (IPA) to the Fund Authorization and Certification of Expenditures (FACE) in order to harmonize the method of fund transfer to that of the majority of UN agencies.

iv. One Office

The uncoordinated procedures of individual UN agencies have been a central challenge in their ability to 'deliver as one'. Each of the UN agencies is governed by its own financial and administrative procedures that are mandated by the agency's executive boards. The need for cooperation among UN agencies with respect to JP implementation required the UN agencies involved to identify possible areas of harmonizing procedures.

Although there is limited evidence of UN agencies using one office to streamline and harmonize procedures, one example of this was found in the Environment JP which made use of the FAO field office at Yabelo and hosted all UN implementing agencies (UNDP/UNEP)

and woreda level government counterparts. Sharing one office reduced costs and enabled a joint field mission among all agencies to carry out supportive supervision and technical support.

The FE finds that there were mixed results related to harmonization of procedures while “Delivering as One”. Some areas such as planning, programming and monitoring were found to be better harmonized between UN agencies than others including operations and financial and Program reporting.

4.3 Inter-sectoral Approaches to Achieving the MDGs

Inter-sectoral approaches to development offer added value by avoiding overlap and duplication among Programs while increasing coordination among donors and line ministries. Each of the MDG-F Joint Programs involves multiple sectors and therefore multi-sectoral engagement from the relevant government agencies may be an appropriate approach for Joint Program implementation. This evaluation examines the instances of inter-sectoral collaboration within the JPs.

The Nutrition JP was successful in fostering effective coordination and was applauded as being the first instance of joint partnership on nutrition at a community level, with involvement of the MoA, various Universities in Ethiopia, as well as the MoH.

The Gender JP was another example of effective coordination between multiple sectors such that nearly every beneficiary had participated in multiple Program interventions.

“The project is the first of its kind in bringing different sectors to involve in the implementation of one project with different components. The sector offices at woreda level were able to work together in the committees as well as in delivering each component of the project.” (KI, GoE)

Key Informants from the Private Sector JP also attested that different government agencies including the MoA, MoI and MoLSA coordinated efforts at federal level and with their regional and woreda counterparts as a result of the JP.

In the Environment JP, there were noted benefits of the joint involvement of the MoA, contributing its expertise in relation to pastoralists and the EPA, with its expertise regarding climate change.

“The inter-sectoral approach optimizes sustainability and accountability. Some national actors joined the JP at regional level and others at the woreda level, with inter-sectoral integration increasing at the lower levels of the implementation hierarchy.” (KI, GoE)

Although not as obvious as in the other JPs, there was some collaboration between the Ministry of Education (MoE) and the MoCT at the federal level with regards to the curriculum development in the Culture JP.³⁵

Three of the Joint Programs are in the process of developing new inter-sectoral government interventions. As a result of the Nutrition JP, the MoH is revising its National Nutrition Program and this revision will take into consideration the contribution of the agricultural sector to nutrition interventions. Furthermore, the MoH has plans to share the multi-actor approach to developing complementary food with other universities in order to replicate and scale-up the intervention in different parts of the country. The Government also plans to further build on successful inter-sectoral collaboration achieved through the Gender JP. Regarding the Private Sector JP, a proposal is being prepared for a second stage of the JP involving the same actors to continue and progress the already established inter-sectoral interventions.

There was evidence of improved inter-sectoral government interventions within the Joint Programs, sometimes fostered directly as a result of the JPs. Furthermore, this evaluation found that the JPs stimulated new inter-sectoral government interventions.

The following table provide examples of inter-sectoral interventions that occurred within each of the 5 JPs and lists future plans for further inter-sectoral collaboration.

³⁵ Ethiopia MDG-F Children, Harnessing Diversity for Sustainable Development and Social Change in Ethiopia FE

Table 1: Inter-Sectoral Interventions Implemented or Planned as a Result of the Joint Programs

National Nutrition Program/Children and Food Security	
JP Inter-Sectoral Interventions	Planned <i>Inter-Sectoral</i> Interventions
<ul style="list-style-type: none"> -Locally-made complementary food; - Admitting and treating severely malnourished children; - Food distribution for children discharged after malnutrition treatment 	<ul style="list-style-type: none"> - The MoH supports the multi-sectoral approach to development and plans to adopt it in subsequent interventions; - The MoH is revising its National Nutrition Program. This revision will take into consideration the contribution of the agricultural sector to nutrition, and the new Program is expected to include an 'agri component'; - The MoH is planning to share the multi-actor approach to developing complementary food with other universities in different parts of the country and replicate it;
Leave No Woman Behind/Gender	
JP Inter-Sectoral Interventions	Planned <i>Inter-Sectoral</i> Interventions
<ul style="list-style-type: none"> -Community mobilization to raise awareness through conversation groups; - Education (formal and informal); - Reproductive health; - Livelihoods (cash credits, skills building). 	<ul style="list-style-type: none"> - The government has asked for a second phase of the JP which will probably involve the same national and UN actors and would aim to replicate the LNWN Program on a larger scale.
Edible Oil Value Chain/Private	
JP Inter-Sectoral Interventions	Planned <i>Inter-Sectoral</i> Interventions
<ul style="list-style-type: none"> -Increase the production and productivity of oil seeds; - Enhance the capacity of oil processors; -Create market linkages. 	<ul style="list-style-type: none"> - A proposal is being prepared by the 3 UN agencies and the Ministry of industry for a second phase of the Joint Program;
Enabling Pastoral Communities to Adapt to Climate Change/Environment	
JP Inter-Sectoral Interventions	Foreseen <i>Inter-Sectoral</i> Interventions
<ul style="list-style-type: none"> -Climate change mitigation and adaptation options for pastoralists; -Enhanced capacity to effectively respond to the climate change risks and challenges at all levels; -Pastoral community coping mechanisms/sustainable livelihood enhanced. 	<ul style="list-style-type: none"> -The government intends to include the lessons learned from the JP in the Green Economy Policy of the Ministry of Agriculture. It is unclear to what extent multi-sector approaches will be part of this strategy or implementation approach.
Harnessing Diversity for Sustainable Development and Social Change/Culture	
JP Inter-Sectoral Interventions	Planned <i>Inter-Sectoral</i> Interventions
<ul style="list-style-type: none"> - Promotion of cultural dialogue; - Protection of cultural heritage for economic development; 	<ul style="list-style-type: none"> - The Government intends to replicate some JP activities/none identified; - Ministry currently formulating a new policy framework that caters better for the current needs and potential of

<ul style="list-style-type: none"> - Enhance the economic benefit of communities involved in cultural industries; - Use of local knowledge to protect the environment. 	<p>the sector. Other multi-sector approaches may have led to change in policy;</p> <ul style="list-style-type: none"> - The theatre club established by the JP in the Amhara Regional State is being used to promote <i>other</i> development objectives such as environmental protection;
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This table provides evidence not only of inter-sectoral interventions resulting from the JPs but also of plans to improve and further strengthen collaboration between different sectors.

4.4 Link to MDG Achievement, Catalysing Accelerated Progress or Scale-up towards MDGs

The MDG Report 2013: Assessing progress in Africa toward the Millennium Development Goals identified four goals as “on track” and four as “off track” by most African countries out of the eight MDGs and from which MDG 2: Achieve universal primary education; MDG 3: Promote gender equality and empower women; MDG 6: Combat HIV/AIDS, TB, malaria and other diseases; and MDG 8: Global partnership for development are identified as on track by most African countries while the remaining four were set as off track.

Similar to most African Countries the 2013 MDG's report implies that Ethiopia is on track to meet four of the eight goals of the Millennium Development Goals. The report pointed out that Ethiopia has made tremendous strides in eradicating extreme poverty, achieving universal primary education, promoting gender equality and empowering women and improving maternal health.

On the other hand the assessment of the Ethiopian government made as of 2010 implied that Ethiopia is on good progress towards the attainment of Goal 1, 2, 4, 6, and 8 while the likelihood of meeting the other goals is also still possible if exerted effort is going to be done by the development partners till the end of the MDG period.

MDGs and their likely course

MDGs	On Track	Likely to be on track	Off track
Goal 1: Reduce poverty & Hunger	Yes		
Goal 2: Achieving universal Primary Education	Yes		
Goal 3: Promote gender equality and empower women		Yes	
Goal 4: Reduce child mortality	Yes		
Goal 5: Improved maternal health		Yes	
Goal 6: Combat HIV/AIDS, Malaria & other diseases	Yes		
Goal 7: Ensuring environmental sustainability		Yes	
Goal 8: Develop a global partnership for Development	Yes		

MoFED, Ethiopia: 2010 MDG Report, Trend and Prospects for meeting MDG by 2015, September 2010, Addis Ababa, Ethiopia

Given the specific focus of the UNCT JPs in Ethiopia, all the five JPs are directly linked to the first goal out of the eight MDGs i.e. 'Eradicating Extreme Poverty and Hunger' while all of them linked to other specific MDGs as well. For example the nutrition JP is believed to contributed for the attainment of the NNP target of reducing underweight from 38% to 30% by 2013, and the with the attainment of the non-income Target 2 of MDG 1, i.e. halving malnutrition from 1990 levels. On the other hand, the Gender JP is believed to indirectly contribute towards the attainment of MDG 3, 4, 5 and 6, related to gender, child health, maternal health and HIV/AIDS.

Concerning the private sector JP, it is directly linked with the income related target of MDG 1 and indirectly to that of Goal 3 on 'Gender equity and economic empowerment of women.' and Goal 7 - on 'Ensuring Environmental Sustainability besides its contribution for the income & consumption related target of MDG 1 i.e. 'Eradicating Extreme Poverty and Hunger'.

The environment JP was directly linked with MDG 7, ensuring environmental sustainability but was also successful to indirectly contribute towards the attainment of MDG1 – poverty eradication and MDG 4 - health. Whereas the Culture JP was linked to some of the MDGs particularly the goal of alleviating poverty and hunger (MDG 1), improving gender equality and women empowerment (MDG3) and ensuring sustainable natural resource management (MDG7) through harnessing the potential of the cultural as well as the natural diversity of Ethiopia for economic and social development.

Accordingly despite the limited nature of the JP intervention in terms of area coverage and number of target groups benefited from each of the JP, all the five projects are believed to contribute towards the attainment of most of the MDG goals in Ethiopia and in aggregate both were directly contributed for the attainment of the eighth MDG i.e. Develop a global partnership for Development through fostering the partnership of the UN system and the Ethiopian government under the frame work of the UNDAF and Delivery as One.

One of the aspirations of the MDG-F Joint Programs is that through their operational modalities and demonstrated results, the JPs would promote linkages between the targeted Programs and potential partners to sustain and scale-up the results of the MDG-F in other geographic areas.

The evaluation identifies and discusses the extent to which the Joint Programs have accelerated progress towards the MDGs through catalysis, scale-up or diffusion of Program activities and through the adoption of innovative approaches (Table 2). For the purpose of this evaluation, as previously described, innovations are defined as the development of a different, better, or novel idea or method that resulted from the Joint Programs.

i. Catalysis, Scale-up and Diffusion Resulting from Joint Programs

Three Joint Programs namely Nutrition Program, Environment Program and Cultural Program found to be directly contributed in catalysing changes at a policy level.

As previously discussed, the GoE has decided to incorporate contributions from the agriculture sector into the nutrition Program and the revised NNP will reflect the importance of the agricultural component.

In the case of the Environment JP, the government intends to include lessons learned from the JP within the Climate Resilient and Green Economy (CRGE) strategy. In addition, the EPA has drafted a Climate Change Adaptation Action Plan of Water and Energy Sector with plans to implement the new Program at local levels.

“The JP lifted the climate change agenda higher in the policy circle and involved parliamentarians and policy makers in discussions on climate change.” (KI, GoE)

The Culture JP has contributed to the Harari CHT Bureau’s decision to prepare a draft law on heritage preservation and management, and to a decision in the Tigray region to modify the cabinet of the BoCT and change member status from passive to active. The JP has also led to the establishment of Cultural Industry Development Promotion directorates in the regional BoCT of Tigray and SNNPR.

Furthermore, each of the Joint Programs demonstrated examples of catalysis, scale-up and diffusion at an implementation and Program level. Locally-made complementary food production and distribution resulting from the Nutrition JP has been replicated by an International Organization called Micronutrient Initiative (MI) in coordination with Universities, UNICEF and FAO, with plans to roll out the Program in 20 woredas in each region. The CF initiative has also attracted the interest of an organization called Bio-innovate in adopting the CF innovations and standardizing the product in terms of process, constituent and quality, as well as introducing better packaging. It is unclear at this point whether scale-up of the product will continue. The MoH has planned to share the experience of CF production with several other Universities in Ethiopia with the intention of replicating the initiative. The Nutrition JP has also led to the integration of CBN training into government training Programs. The interest and intention of UN agencies in jointly conducting further bilateral Programs as also been catalyzed by the Nutrition JP.. The WFP, in partnership with WHO has also planned to scale-up its novel intervention of the provision of discharge rations to 100 woredas.

The holistic approach of the Gender JP is the basis for a similar UN flagship JP on gender involving six UN agencies implementing four components. Similar programs are also being scaled-up by WFO and the respective women affairs’ offices in five other areas (one woreda in Oromia, two woredas in Amhara and two woredas in SNNPR). Furthermore, the JP has led

to an expansion of the Community Conversation manual to include gender, HTP, RH and other issues in addition to the established HIV/AIDS topics.

The Private Sector JP is currently in the second phase of implementation. After completion of initiated activities, any changes resulting from the links between the supply of seeds, processing and marketing will be assessed. The project was designed for five years with a budget of 7 million USD and the three UN agencies are pursuing donors to scale-up and replicate JP components. Additionally, a project by UNWOMEN is currently being developed based on the lessons taken from the Private Sector JP and other organizations including Agri-tech, KOICA, ATA and SNV³⁶. Another result of the JP is that the Ministry of Labour and Social Affairs (MoLSA) has conducted Organizational Safety and Health training for groups of oil producers, who were not part of their original target group.

The Environment JP demonstrated many examples of catalysis, scale-up and diffusion including the contribution of the JP to the DRS flagship program, which plans to improve the capacity of regional states to better utilize resources by improving production. The UNEP has planned to promote the adaptation of green (climate resilient) technologies through subsequent interventions. The JP planned and implemented the Climate Change Vulnerability Assessment (CCVA) in two woredas in Afar region and seven additional woredas conducted the assessment of their own accord. Communities in kebeles adjacent to the intervention kebeles conducted activities similar to those in the JP through their own initiative.

Some income-generating activities (IGAs) introduced through the Culture JP have already been adopted by the government with plans of further scale-up. Promotion of the creative industry, such as the cultural band promoting Harari culture, the hosting of Art Exhibitions at regional level, and the expansion of the theatre club in Amhara, are included in the government's future development plans and were catalysed directly by the culture JP. Furthermore, the regional governments involved in the Culture JP have planned to promote the community-based approach to intercultural and religious dialogue by including it within their existing mechanisms. The Harar region has already created partnerships with other donors to continue similar interventions in the sector.

ii. Innovative Approaches Resulting from the Joint Programs

Each of the Joint Programs have produced innovations that facilitate further progress towards the MDGs. For example the the Nutrition Joint Program introduced the practice of providing a three month supply of discharge food rations to severely malnourished children after they are discharged from treatment in order to prevent relapse. The JP also encouraged communities to use innovative ways of producing locally-made complementary food, involving local universities, woredas, UN agencies and communities.

³⁶ Information obtained from KIs but not verified from the organizations.

*“Complementary food production is an innovation in **how** it was done: bringing together the different elements, the comparative advantages, the skills; community bringing the raw materials, the woredas offering the space; the Universities research and recommend the recipes, etc.” (KI, UN)*

The Gender Joint Program used a holistic approach where targeted women were beneficiaries of multiple components. Targeting women's issues from multiple perspectives was regarded as an innovative approach. Informants from the Gender Joint Program also considered the application of community dialogue in gender-related development initiative.

“Community dialogue has not been there in a systematized manner and this project has used it in a systematic way where communities discuss and make decisions at the end of each session.” (KI, UN)

The Private Sector Joint Program reported the innovative use of a holistic approach through which the sector as a whole benefited from the specific activities of each UN agency and government counterpart towards the value chain stakeholders approach. In addition, some program activities were previously unknown to the target population, and were regarded as innovative due to their different and improved approaches. These activities included the process of heating the seeds before pressing which resulted in an increased yield of oil and ease of processing. Another innovation was to bring processing equipment closer together using tubes for product transfer resulting in decreased contamination, clustering of processors around a common facility, and the formation of a PLC by the processors association who had not previously worked together as a private group.

“The project has created something that hasn't been there before for the processors; a governing body which is organized in the form of the processors association. They have also come together and created a PLC to invest together and have secured land.” (KI, GoE)

From the perspective of the target communities, the Environment Joint Program has led an innovative practice in rehabilitating degraded lands by collecting pasture seeds and reseeding lands, and the establishment of water points. Furthermore, the identification of twenty green (climate resilient) technologies occurred as a result of the JP.

The Culture JP used improved and novel approaches including community-based heritage preservation and development initiatives. These approaches created a link with the tourism industry, and activities were carried out to preserve heritage while contributing to the livelihood of the community through the integration of microfinance services with production of handicrafts.

Additional innovative aspects of the Joint Programs consisted of changes in the structures, approaches, resources, and capacities of human resources. These innovations can be categorized as follows:

- Training and study tours;
- The creation of cooperatives, associations, private limited companies, and revolving seed funds;
- Multi-directional knowledge sharing;
- Involvement of universities;
- Studies, manuals, recipes to produce locally-made complementary food
- Restructuring of administrations (creation and/or merger of structures within existing organizations); and
- Creation of new and/or more adequate facilities (culture resource centres, theatre clubs, complementary food factories, grinding mills, refineries, health facilities, water schemes).

Changes at an intermediary level have the potential of influencing the upper programming and policy levels, as well as the lower, implementation or micro levels. Some changes took place *within* organizations such as the public service, universities, associations and cooperatives. Other innovations helped to bridge the divide between different sectors, institutions and areas of implementation facilitating further progress towards MDGs.

This evaluation finds that the JPs accelerated progress or scale-up towards the MDGs through catalysis, scale-up, diffusion and through the adoption of innovative approaches.

The following table shows examples of catalysis, scale-up, diffusion and innovations resulting from each of the five JPs.

Table 2: Catalysis, Scale-up, Diffusion and Innovations as a Result of the Joint Programs

National Nutrition Program/Children and Food Security	
Catalysis, Scale-up and Diffusion	Innovations
<ul style="list-style-type: none"> - Revised NNP to include agricultural component; -MI to expand CF to 20 woredas; -Bio-Innovate interested in adopting CF innovations -Plans by MoH to share CF production experience with other Universities; -CBN training given to all HEWs during JP implementation is now included in the Integrated Refresher Training (IRT) by the government -UN agencies interested in further bilateral Programs. 	<ul style="list-style-type: none"> -- Allocation of food rations for those severely malnourished children that are discharged from OTP to prevent relapse; Production of complimentary food through the cooperation of the community, woredas, universities and UN agencies according to suitable recipes based on locally available cereals or legumes.
Leave No Woman Behind/Gender	
Catalysis, Scale-up and Diffusion	Innovations
<ul style="list-style-type: none"> -Gender JP is the basis for similar UN flagship JP; -Similar Program scale-up; 	<ul style="list-style-type: none"> - Holistic approach; -Application of community dialogue in the context of gender development.

-Expansion of the Community Conversation manual to include gender, RH, HTP and other topics.	
Edible Oil Value Chain/Private	
Catalysis, Scale-up and Diffusion	Innovations
<ul style="list-style-type: none"> -Phase II has been designed and funding is being sought; -Project by UNWOMEN in the pipeline -Reported interest from various organizations (Agri-tech, KOICA, ATA, SNV) - Coverage of the edible oil producers by the Organizational Safety and Health section of the Ministry of Labor and Social Affairs (MOLSA). 	<ul style="list-style-type: none"> -Holistic approach; - Heating of oil sees prior to pressing to increase yield; -Bringing processing equipment closer together and using tubes for product transfer to decrease contamination; -Clustering of processors around a common facility; -Formation of a PLC.
Enabling Pastoral Communities to Adapt to Climate Change/Environment	
Catalysis, Scale-up and Diffusion	Innovations
<ul style="list-style-type: none"> - Inclusion of lessons learnt into the Climate Resilient and Green Economy (CRGE) strategy -EPA drafted a Climate Change Adaptation Action Plan of Water and Energy Sector with plans of mainstreaming -JP contributed to DRS flagship Program; -UNEP has plans to promote adaptation of green technologies; -Afar region conducted CCVA assessment on own initiative; -Communities in kebeles adjacent to the intervention conducted similar activities through own initiative. 	<ul style="list-style-type: none"> -Practice of rehabilitating degraded lands by collecting pasture seeds and reseeded lands; <p>The JP has identified about 20 green (climate resilient) technologies.</p>
Harnessing Diversity for Sustainable Development and Social Change/Culture	
Catalysis, Scale-up and Diffusion	Innovations
<ul style="list-style-type: none"> -Harari CHT Bureau's draft law on heritage preservation and management; -Tigray region's decision to modify cabinet for BoCT member's status -Establishment of Cultural Industry Development Promotion directorates in regional BoCT in Tigray and SNNPR -IGAs taken up by GoE for further scale-up -Promotion of the creative industry -Plans to promote community-based approach to intercultural/religious dialogue 	<ul style="list-style-type: none"> -Community-based heritage preservation and development approaches; -Creating a link between tourism development and microfinance.

-Harar has created partnership with donors for similar sectoral intervention.	
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5. Assessment of whether Joint Programs Improved Livelihoods of the Target Communities

The aim of the Millennium Development Goals Fund is to accelerate progress on the MDGs. Due to the difficulty in measuring the direct performance of the Joint Programs on the MDGs, the final evaluation was instructed to identify and discuss the Joint Programs' performance in improving the livelihoods of the target communities.

5.1 Definition of Livelihood Improvement

A livelihood framework developed by the Department for International Development (DFID) identifies five core asset categories or types of capital upon which livelihoods are built. The five categories are human, social, natural, physical and financial capital. Increasing access to these assets is a primary concern in supporting livelihoods and eliminating poverty. It is important to note that although the term 'capital' is used, not all the assets are capital stocks in the strict economic sense of the term. Human capital, for example, relates to the skills, knowledge, health and ability to work that together enable people to pursue different livelihood strategies and achieve their livelihood objectives. This broad definition of livelihoods is an important in this evaluation considering the fact that not each of the Joint Programs has been designed to directly improve income generation among targeted vulnerable populations.

For the purposes of this evaluation, livelihood will be defined broadly using the DFID framework and will include health, nutrition and food security as key elements for an improved livelihood, in that these elements would directly impact the achievement of better livelihoods of the target populations. As such, livelihood is a composite of different resources, capabilities and assets (capitals) that are available to the target groups (individuals, households, communities) as a means of living in a sustainable and secure way.

The overall context in which the five MDG-F JPs in Ethiopia have been implemented is one of limited access to resources and opportunities, particularly in terms of access to credit and productive resources, inadequate infrastructure and/or limited access to services (health, food, education, knowledge and skills). Although the individual Programs were not designed as complementary parts of a larger Program with common objectives, the common objective

of each of the Programs is the need to build more secure livelihoods for the economically and/or socially vulnerable targeted individuals and communities.

5.2 Livelihood Improvement

The Joint Programs have employed specific processes in order to achieve their stated objectives. Identifying and documenting these processes is useful in the case of replication or scale-up of Programs or Program components. This part of the evaluation report identifies and documents (i) improvements in livelihoods achieved by the Joint Programs, and (ii) specific processes that had a significant impact towards improving livelihoods (Table 3). The effectiveness of the JPs in improving livelihoods will be discussed in relation to the Theory of Change at the lowest level of implementation.

i. Improvements in Livelihoods Achieved by the Joint Programs

Improvements in both economic and non-economic livelihoods were found to have occurred as a result of the Joint Programs.

As we can clearly depict from the project documents of the five MDG F joint programs, all have a livelihood components through which they anticipated to address the issue of HH livelihood through enhancing food security situation of the target groups either directly through improved production of food products or indirectly through creating entitlement for livelihood resource by increasing the level of HH income or provision of basic services.

All the three outputs of the Private sector JP are directly aiming to enhance HH level productivity and income through proper development of the value chain of edible oil in Ethiopia and beyond. While output one aimed in improving the level of productivity and quality of oil seed produce by small scale farmers and hence their income. Output 2 primarily aimed to foster the competitiveness of the edible oil processors along the value chain of edible oil production and consumption through provision of different production, marketing, business development and other technical advisory and institutional supports which aimed to bring the economic and technological competitiveness of those involved in oil seed crashing and marketing business.

On the other hand output three which aims to foster the access of processors for local and international market is aimed to build the competitiveness of local producers in the international market and has a direct implication on the HH income of oil seed producers, traders and processors.

As a result all the interventions undertaken under the private sector JP were expected to directly affect the competitiveness and level of income and livelihood condition of a great deal of target groups and this is evidenced from the findings of the final evaluation of the JP as well. A total of 1,121 farmers were directly involved in the production of improved and certified seed cultivating as a result of which a total area of 519 hectare of land cultivated. Oil seed farmers and their HH are started to get reliable market and better price for their product. In general a total of 1,535 farmers (i.e. 1467 men and 68 women farmers) were

directly benefiting from the program. In addition about 92 small scale oil processing enterprises and 4 farmers unions were served under the private sector JP and their level of income and livelihood condition shows some improvement.

If we consider the Culture JP, the program has three major output areas out of which Output three is again directly linked with the livelihood condition of the target HHs. This outcome is reads as “The potential of Cultural Industries (Handicrafts and Creative Arts) was harnessed for income generation and poverty alleviation”. In line with this, the finding of the final evaluation of the culture JP implies improvement on the level of HH income and livelihood conditions by those involved in different handicraft business in Tigray and Harari region. For instance, it is reported that the monthly income level of groups of women engaged in basketry at Frewoini (Tigray) increased by 35% (from an average of 350 birr); embroidery at Wukuro (Tigray) by 65% (from an average of 500 birr); wood sculptures at Zegei (Amhara) by more than double (from 275 to 750 birr). These achievements in HH income increment greatly contribute towards MDG1 (poverty alleviation) and MGD3 (gender balance) as indicated by Hope Kabuchu, in the midterm evaluation report of Ethiopia Gender JP. The same report indicated that targeted cultural Artists in Tigray, Amahara and Oromiya have started to show tangible contributions to their local government offices and communities (such as music show and dramas for the public, etc.). As a result, a group of young artists in Burayu (Oromiya) and Wukuro (Tigray) and leather artisans in Hawuzein (Tigray) generated a group income of about 20,000 birr, 12,000 birr and 8,000 birr respectively in about three months after August 2012, contributing their share towards MDG1.

Moreover, the team responsible for the final evaluation of the five joint programs learnt that one of the microenterprises targeted by the culture JP at Harar i.e. Koromi Cultural House Construction enterprise has already start to obtained direct benefits from technical training on traditional house renovation and job creation support. According the information obtained during the FGD conducted with members of the enterprise, before the training they got from the JP, they managed to won only one contract with a contract amount of 32,000.00 ETB in six months period. However, once they start to engage with the Culture JP and obtained the skill training mentioned above, the cooperative managed to obtain two contracts with a total amount of 65,000.00 ETB within two months period and they also were under negotiation to start new renovation works with private individuals even with more contract value and all this believed to contribute for the attainment of income level MDG goal one.

Outcome three of the Environment JP particularly Output 3.2: which is related to the development and management of rangeland resource implemented a variety of natural conservation and management activities with great implication on the rehabilitation of the natural economic base and for betterment of the livelihoods condition and resilience of target communities in the face of adverse climatic conditions. Similarly output 3.3 of the JP which aimed to promote livelihood diversification activities for pastoralist communities in 18 villages of the six intervention districts are directly aimed to contribute for the attainment of

MDG one and 7 which are related with the reduction of the prevalence of poverty within pastoral HHs and promotion of environmental sustainability.

Though most of the community and HH level interventions of the JP are believed to contribute directly and indirectly for improved HH economic conditions and hence enhanced livelihood, the income generating activities (IGAs) planned and implemented at community level through different cooperatives are aimed to improve the household income and consumption directly. These include the project support made for livestock marketing cooperatives organized by community groups and women cooperatives those works on different income generation activities.

Particularly the establishment of Six community development fund in the six target districts to facilitate alternative income generating activities, the training conducted for 343 community leaders on management of community development fund and organization of 1096 women and men pastoralists into micro business enterprises and the provision of the necessary startup fund for small business has a direct implication on livelihood improvement at household level and contributes for the poverty reduction target of the MDG one. In line with this members of livestock marketing cooperative at Sarite mentioned during the FGD that till the final evaluation period they conducted the purchase and selling of ox three times and already enjoyed a profit of more than 7,000.00 Birr. They said in the future since they will start to trade Livestock in larger markets in distance areas the level of income they expect from their business engagement to increased significantly.

On the other hand most of the activities undertaken in the pastoral areas were meant to improve the natural resource base of the target areas and mainly focused on the expansion and rehabilitation of ponds and other water points which serves as source of water for humans and livestock in the intervention area, undertaking of bush clearings and area closure to create a conducive situation for regeneration of the pasture land, reseeding of highly degraded area for which the natural seed bank in the soil deteriorated due to long years of rain failure and tree planting, etc.

All these interventions are proved to be effective in significantly improving the pastor and water availability for livestock which is the major source of food and income in the pastoral setups. As a result all the natural resource conservation activities undertaken in the pastoral area are directly contributing for the household food consumption and income which are related to MDG one and for the attainment of MDG seven which is related with maintaining sustainability of the natural environment which is the major life supporting system in this fragile natural environment. Not to mention the contribution of such initiatives for improved resilience capacity of the pastoral community in face of natural calamities and climate change. For example the pastoral community members in Sarite indicated that the improvement in water availability in their locality enable the pastoral community to maintain the traditional resource use pattern which was practiced in old days and were effective to improve the ecology of their regular settlement areas as well as the pattern they usually followed to internally migrate during wet seasons in their normal course of pastoralist lifestyle. Since this change enables the project target community to stay around their village during stress seasons their capacity to withstand stress situation will be

somewhat better compared to the situation that required them to move and stay away in other areas for relatively long period of time.

In addition, the direct benefits of these interventions realized in the form of improved water and pasture availability were proved instrumental in improving the livestock condition and hence the market value of LS in the local markets since the physical condition and health status of the LS to be marketed is expected to be improved as compared to the situation in the past when the availability of these resources was scarce. Furthermore, the comparative better income realized by the target community from LS marketing together with other supports delivered by the JP to introduce and promote different IGAs (like LS fattening and marketing and establishment of grinding mill service provision cooperatives, petty trade) were reinforced each other to positively affect the livelihood condition of the target groups.

In terms of short term benefit, HHs involved in the implementation of different natural resource conservation and development activities were benefited from better income since most of the environmental activities undertaken to improve water and pasture availability were undertaken through daily wage payment for the unskilled labor contributed by members of target communities in the area. This particularly benefit the HHs those have the required able members to participate in the labor intensive physical activity implementation.

In this regard, it was mentioned that unskilled laborers from target HHs were worked for three months per year (for two years) and 20 days per month for about 35.00 ETB wage payment per day for pond rehabilitation related activities, while the daily wage for bush clearing, seedling production, reseeding, etc was 30.00 ETB per day. As learn from the discussion conducted two – three able bodied HH members usually took part in the unskilled labor work made available through the JP and on average one HH benefited from a monthly income between 1,600.00 – 1,800.00 ETB. When we consider the annual income per household it averaged between 4,800.00 – 5,000.00 ETB.

Participants of the FGD indicated that the significant part of the financial income obtained by pastoral HHs used for three main purposes namely for Food purchase, LS purchase (goat & Cattle) and for clothing. As a result it is indicated by FGD participants that the income obtained in the form of wage payment for their unskilled labor was significantly helpful for beneficiary HHs in their effort to overcome the transitory food shortage common during bad seasons by enabling them to cover the food gap they encountered through purchase. Besides this, the income was also helpful to some extent for their improved asset holding in the form of increased LS possession through purchase or by minimizing LS disposition due to sale out which has been usually done to maintain HH consumption pattern during stress seasons.

Similar to the other JPs discussed so far the Gender JP has one outcome i.e. Outcome 4: which aims to enhance the livelihood condition of Target Women and their families through improved and sustainable income, improved food and nutrition security and enhanced resilience to shocks. This output directly related with target one of the MDG goals which is related with poverty reduction and other targets related with promotion of gender equality and women empowerment.

Like the case for the other JPs this JP also constituted IGAs and promotion of micro credit and saving service provision. As a result a total of 13,894 Rural Women targeted by the Gender JP and benefited from the Livelihood interventions particularly from IGA like access to credit service, small business management trainings, and from other Food Security and Nutrition related interventions. The support provided by the project enabled target women groups to create better income and asset holding. This implies the significant contribution of the joint program towards the attainment of MDG one target i.e. halving income poverty by year 2015 if sustainability of project outputs/ benefits maintained effectively and the necessary scaling up of best practices is going to be realized by different development partners including the Gender JP counterparts.

However unlike the other four JPs the Nutrition JP specifically focused to contribute for the attainment of MDG 4, 5 and 6 i.e. reduced child mortality, improved maternal health and combat HIV/AIDS, Malaria and other diseases. However, despite the indirect nature of its contribution for the income related MDG goal the implication of the interventions under the Nutrition JP is significant for the quality of life of individual members of HHs particularly infants, children, pregnant & lactating women, and for their health well being in the short term as well as economic wellbeing of HHs and the welfare of the society in the long term. Impairment in the physical and mental health of infants and children significantly affect the future productive workforce in the country and hence the well being of the society. As a result any positive outcome of the nutrition project at present expected to positively contribute for success of poverty reduction effort of the country in the future and save a significant deal of scarce recourse they would be used for curative and preventive health service related expenditures otherwise.

Given this fact and considering the large number of infants, children and mothers targeted and benefited from the management of children with severe acute malnutrition (SAM) at the health post and community level, and other nutrition related intervention under the JP, the contribution of the nutrition related initiative for the welfare of target HHs and the society at large is clearly understandable.

ii. Specific Processes that Improved Livelihoods

Processes here refer to a series of inter-connected interventions (also referred to as activities and outputs) that jointly lead to improving the livelihoods of the targeted communities.

The Joint Program on Nutrition included capacity building of the target population in the areas of improved feeding behaviours/methods and for the implementers in the management of nutrition. The JP also worked with universities to create recipes for appropriate locally-made complementary food, and then trained the target population on how to prepare the food. To further increase the capacity of the target population to prepare CF, the JP provided them with seeds to grow vegetables and mills to prepare the complementary food. The process of obtaining the CF involved the use of a barter system in rural settings and a subsidized sales mechanism in semi-urban areas.

“Since the Program strengthens the nutritional status of children so that they can grow well, be productive and improve their livelihood, we can say that the JP has contributed to improve livelihood.” (KI, JP)

In the Gender JP, various processes were used to improve the livelihood of the target population. Initially, trainings were conducted among facilitators and mentors in relevant areas. Incentives such as beehives and agriculture inputs were provided to trainees who trained other women and girls. With respect to the IGA, there was provision of training on business, bookkeeping and management prior to creating cooperatives. Credit was provided to the beneficiaries to engage in income-generating activities such as bee keeping, animal fattening, horticulture and dairy production. Thereafter the target population was engaged in community conversations with dialogue focused on social mobilization and behavioural change, educational training on literacy (reading, writing and numeracy), life skills, reproductive health, family planning, and child health, and supply of equipment and drugs to health facilities.

“The IGA component is carried out by WFP. But one cannot eat the food if one is sick, or use the money if one has other problems that need to be solved. The change in livelihood comes as a result of comprehensively addressing the problem.” (KI, UN)

The Private Sector JP included trainings on technical and management aspects followed by the provision of seeds and equipment to farmers and processors respectively. Study tours both inside and outside the country were used to build capacity and to demonstrate first-hand the benefits of the JP approach. Associations and cooperatives were also established and different elements of the value chain were linked.

Processes used in the Environment JP include training of the target population on climate change, development of awareness toolkits, climate change adaptation communication including a website, publication of local knowledge on climate change. The target population was also involved in the rehabilitation and construction of water points, bush clearing to allow regeneration of pasture land, and reseedling of highly degraded areas. Pastoralists were trained on various relevant income-generating activities with subsequent establishment of cooperatives.

In the Culture JP, inter-religious dialogue was facilitated, skills trainings on different artistic areas were provided to the target population, and there was the establishment of facilities, groups and a website to promote cultural heritage. The income-generating component included the provision of seed money for income-generating activities and established a link between craft cooperatives and micro-credit organizations.

“The JP works to link producers of cultural and creative art goods directly to exporters so as to let producers get higher prices for their goods/products.” (KI, UN)

The FE finds that through a number processes, there have been improvements in livelihoods of the target populations as a result of the Joint Programs.

Table 3: Improvements in Livelihood and Processes Used by the Joint Programs

National Nutrition Program/Children and Food Security	
Processes Used	Livelihood Improvement
<ul style="list-style-type: none"> - Demonstrations on good feeding behaviours and methods; - Recipes of locally made complementary food developed; - Involvement of local universities (local knowledge) in developing and adapting recipes; - Provision of selected seeds to grow vegetables in the backyard and use it to make complementary food; - Mills established to prepare complementary food; - Recipes prepared by mothers who exchange (barter) complimentary food in rural settings and sell it for a recovery price through an association that gives credit to members in semi-urban settings (Adilo kebele). 	<ul style="list-style-type: none"> - Improved capacity in feeding and caring practice in mothers; - Improved health care seeking behaviour; - Improved nutritional status of infants and young children in kebeles (improved weight, less children enrolled in OTP) - Improved knowledge on complementary food; - Increased capacity of TFP in health centres and a greater coverage of CMAM; - Improved knowledge and practice of income generation, bartering system and market ties.
Leave No Woman Behind/Gender	
Processes Used	Livelihood Improvement
<ul style="list-style-type: none"> -Trainings of facilitators and mentors; -Community conversation and dialogue focused on social mobilization and behavioural change; - Education (literacy, life skills, educational material); - Awareness on reproductive health, family planning, child health; -Provision of equipment and drugs to health facilities; - Agribusiness training; - Training in business and management; - Creation of cooperatives; - Provision of credit. 	<ul style="list-style-type: none"> -Women participation in community discussions; -Greater understanding of women rights and the notion of equality; - Illiterate women are able to read and write; -Decline in incidence of early marriage, increased HIV testing before marriage, higher rates of girl enrolment in school, decrease of drop-out rates; - Increase use of health facilities for family planning and during pregnancy and delivery; - Women start business in animal fattening, bee keeping, dairy production, horticulture.
Edible Oil Value Chain/Private	
Processes Used	Livelihood Improvement
<ul style="list-style-type: none"> -Technical and management training to farmers and processors; - Study tours inside and outside the country; -Provision of seeds and equipment to farmers and processors; - Establishment of value chain (farmers, processors, markets). 	<ul style="list-style-type: none"> -Enhanced capacity of processors to produce and market good quality edible oil; - Enhanced capacity (both qualitative and quantitative) of the farmers to produce and sell seeds. -Change of thinking regarding doing business in the sector, with focus on linking with business partners to enhance opportunities and competitiveness, and long-term vision.

Enabling Pastoral Communities to Adapt to Climate Change/Environment	
Processes Used	Livelihood Improvement
<ul style="list-style-type: none"> -Training of the target population on climate change -Development of awareness toolkits and climate change adaptation communication strategies; - Establishment of website; -Training and equipment provision for the development of climate change adaptation plans; -Publication of local knowledge on climate change; - Rehabilitation and construction of water ponds for people and livestock; -Bush clearing to allow regeneration of pasture land; - Re-seedling of highly degraded areas. -Training of pastoralists on livestock fattening and marketing, and on cooperatives management; -Establishment of cooperatives, with license from government and own bank accounts, to support livestock marketing; 	<ul style="list-style-type: none"> -Enhanced ability of pastoralists to withstand climate change; -Improved natural resource (water and pasture) base for the pastoralists, including during the dry season; -Reduction of workload for communities, especially women, who spend less time to fetch water every day; - Water ponds increase the condition and hence the market value of livestock; - Cooperatives generate profit from livestock fattening and marketing. - Increased surface area for livestock to feed - Prevention of erosion and increased crop production - Enhanced capacity of pastoralist to maximise income from livestock
Harnessing Diversity for Sustainable Development and Social Change/Culture	
Processes Used	Livelihood Improvement
<ul style="list-style-type: none"> -Inter-religious dialogue between Muslims and Christians; - Skills training to artisans and development of training manuals in different areas (wood work, embroidery, traditional housekeeping, sewing, weaving, metal work, leather work, and basket production); - Seed money given to improve handicraft business and revolving fund established; -Link established between craft cooperatives and micro credit organizations; - Creation of small enterprises and assistance in license acquisition; - Establishment of facilities and groups to promote culture such as theatres, cultural resource centres, music bands, museums; - Establishment of website to promote cultural heritage. 	<ul style="list-style-type: none"> -Peaceful coexistence among the communities and conflict prevention; - Better preservation of cultural heritage through new legal framework on cultural and historical heritage; - Transformation of cultural, handicraft and creative art into a source of income; - Creation of public-private partnership for the preservation of cultural heritage; - Artisans diversify their sources of income and increase their income by selling more products.

Conclusions, Lessons and Recommendations

6. Conclusions

The conclusion section discusses the findings of this evaluation with reference to the OECD/DAC criteria for evaluating development assistance. These criteria focus on issues of relevance, effectiveness, efficiency, and sustainability.

Relevance: *The extent to which the objectives of a development intervention are consistent with the needs and interests of the people, needs of the country and the MDGs*

- The MDG-F Joint Programs are *relevant* to the achievement of a number of Millennium Development Goals in Ethiopia. The JPs collectively addressed all seven MDGs through various processes and activities including capacity building, facilitating access, and promoting an enabling environment.
- The MDG-F Joint Programs are *relevant* to the priorities and policies of the target groups, beneficiaries and implementing agencies in Ethiopia. They were found to be aligned with Ethiopia's national development strategies, including among others, the GTP, PASDEP, and UNDAF.
- *National ownership* of the Joint Programs was evident at both federal and regional levels, with active participation of civil society. Implementation of the JPs was mainstreamed into the national mechanisms and the regional decentralized systems.
- The inter-sectoral designs of all of the Joint Programs are *relevant* in meeting the need to link actions between policy and actions.

Effectiveness: *The extent to which the objectives of the development intervention has been reached.*

- The five MDG-F Joint Programs have been *effective* overall in achieving their respective goals and short-term objectives.
- The Joint Programs were *effective* in improving the livelihoods of the target communities.
- The Joint Programs were found to be *effective* at national, regional and woreda level and were found to include participation of the target population.
- The MDG-F Joint Programs were *effective* in improving the coordination and harmonization of UN joint programming and in advancing the Delivering as One agenda. They also brought forth lessons learnt which can be used to influence future joint programming.
- The MDG-F Joint Programs demonstrated the *effectiveness* of inter-sectoral interventions in addressing complex multi-sectoral development issues.
- The MDG-F Joint Programs were *effective* in that they provided an opportunity for the Government of Ethiopia to experiment with the Joint Program modality including Delivering as One and to test the benefits of this approach.

- The MDG-F Joint Programs were *effective* in raising awareness of various issues affecting the vulnerable populations in the five Joint Programs. This has occurred at the donor and government levels as well as within the general population.
- Significant delays in disbursement had negative effects on many of the Joint Programs, including delayed implementation, inappropriate timing of activities, and inability to achieve some of the objectives.
- For *effective* monitoring and evaluation, all Programs and projects require a well-designed baseline study to be completed at their initiation but this was not done in the case of all of the Joint Programs.

“The best way of judging how effective the Program was is to see how it continues to function after the funding has stopped. Have we been able to create habit? Have we been able to influence behavioural change in the people? Have we been able to encourage the population on the possibility to continue the Program without funding...these are the points that show how effective the Program has been.” (KI, UN)

Efficiency: *The extent to which resources/inputs (funds, time, human resources) have been turned into results.*

- The federal, regional and woreda level structures of the Joint Programs were found to be *efficient* in coordinating and managing the Joint Programs. They were found to strengthen national ownership of the processes and results of the Program. However, there are two issues of concern. Firstly, in the Nutrition JP, the PMC was not established and instead focal persons from the GoE and UN agencies were appointed instead. Despite the positive benefits in not establishing an unsustainable parallel structure, this resulted in inadequate attention being paid to the JP. Secondly, the funding and implementation of the Complementary Food component in the Nutrition JP bypassed the government structure and hence did not demonstrate alignment and integration.
- “Delivering as One” by the UN agencies somewhat increased the *efficiency* of aid due to the added value of expertise that each UN agency had. DaO decreased the duplication of interventions and overall is found to have decreased the transaction costs through coordination of administrative costs, monitoring, reporting, etc. However efficiency gains were reduced by constraining factors dictated by each agencies norms, procedures and implementation modalities which limited coordination and synergy and resulted in significant Program delays.
- Joint Programming was the most *efficient* implementation modality for the five interventions. In the case of the Culture JP, however, the weak coordination and management between the two UN agencies did not support this finding.
- The joint monitoring and evaluation systems of the Programs were found to be *inefficient* and mostly lacking in adequate baseline information, and results-based monitoring.
- The three-year time frame of the Joint Programs was not adequate in most instances to demonstrate the overall effectiveness of the JPs. More time is necessary to complete the JPs and to evaluate the long-term effectiveness of the interventions.

Sustainability: Probability of the benefits of the intervention continuing in the long term.

- The national ownership evident in the MDG-F Joint Programs is a strong indicator of *sustainability*.
- The engagement of national and local actors into the Joint Programs increases the chances of *sustainability*.
- The strong alignment of the MDG-F Joint Programs with national priorities and structures increase the likelihood of *sustainability* through incorporation into policy, strategy and implementation. For example, integration of the JP into the National Nutrition Program contributes to *sustainability*.
- The participatory mechanisms of the Joint Programs including the setting-up of councils and committees, which increase accountability and foster local leadership and responsibility, contribute to the *sustainability* of the JP.
- The use of inter-sectoral approaches which fostered new and strong partnerships within the Joint Programs are likely to increase the chances of *sustainability*.
- The Joint Programs have served to accelerate progress towards the MDGs through catalysis, scale-up and diffusion of innovations, activities and processes, both within the GoE and the UN and other agencies. These are positive indications of *sustainability*.
- The capacity building embedded into the Joint Programs helps to ensure that the local actors and communities have the knowledge and skills to continue activities.
- The processes established by the JPs that were mastered and internalized by implementers will contribute to *sustainability*.
- The exit strategies of all of the Joint Programs have not been thoroughly developed and implemented, suggesting that *sustainability* will be affected.
- Lack of finance to continue the Programs, may be a challenge to *sustainability* if the GoE cannot come up with financing through donors or otherwise.
- Incorporation of the two paid positions within the JP at the federal PMC and woreda levels may affect *sustainability* since these positions involved significant management and coordination responsibilities. In most of the JPs, the capacity of GoE counterparts to these two positions was not adequately fostered and built to sustain the Program after completion.
- In some Joint Programs (e.g. Private Sector), the pilot processes are not yet complete, and the closing of the Program may imply a discontinuation of effective solutions to improve livelihood.

7. Key Lessons

- The three-year time frame allocated for the MDG-F Joint Programs is not sufficient and more time should be allocated for the design, preparation and implementation phases of the JPs.
- The design of the Joint Programs should dedicate an initial period of the implementation phase to assessing the implementation capacity of the national counterparts and setting up of the structures that will coordinate implementation.

- Since the regions and woredas are the implementers of the Joint Programs, the involvement of relevant actors from these levels in Program inception and design should be considered.
- The existence of the two paid positions at federal level PMC and woreda level committees are important in effective JP management and coordination. However, given the importance of each of these positions, it is imperative that they transfer their capacity to government counterparts to ensure Program sustainability after completion.
- The use of existing government institutions and systems, wherever possible should be used, to further reinforce national ownership, to increase harmonization, to reduce duplication of resources and efforts, and to build capacity where necessary.
- Whenever possible, the holistic approach to Joint Programming using inter-sectoral collaboration and multiple UN agencies should be encouraged.
- Cross-cutting issues on gender, education, health, economic growth, and governance should be incorporated wherever possible into future Joint Programs.
- The Results-based Monitoring component of the Joint Programs should be strengthened and incorporated from Program inception, to involve all components of an effective M&E framework including baseline data collection to feed into informed decision-making.
- Systems should be put in place to ensure the accountability of JPs towards communities, local governments and other constituencies or stakeholders.
- Advocacy and communication strategies should be clearly defined and incorporated into future Joint Programs.
- The UN agencies should consolidate information about the harmonization issues encountered during the implementation of the JPs and present a strong case for procedure harmonization and simplification to their respective governing bodies and to the relevant decision-makers in the UN.
- In order to improve efficiency and effectiveness, the UN agencies must consider harmonising their financial and administrative procedures.
- It is important that all the Joint Programs look at the issue of sustainability as an important component.
- The exit strategy for the entire Joint Program should be considered from the outset so that the government is prepared in all respects to upscale and replicate the Programs and projects after the MDG-F is complete.
- The Joint Programs should engage with other stakeholders and share the findings to ensure continuity of their initiatives.
- Links and synergies between the five Joint Programs should be considered in future programming as possible means to increase impact and reduce costs.
- Responding to needs and priorities identified by the country may be another approach to consider rather than simply opening the MDG-F thematic windows.
- The possibility of a regional (as opposed to national only) vision of Joint Programming should also be considered and similar Programs could be implemented regionally.
- Lessons drawn from the implementation and evaluation processes of all of the five Joint Programs should be thoroughly analyzed and considered in future Joint Programming.

8. Recommendations

As described in the evaluation findings, the five MDG-F joint Programs have achieved mixed results and the following recommendations are provided based on both the identified strengths and weaknesses of the JP implementation modality.

Firstly, recommendations are provided based on the extent to which Programs have been implemented in line with the Paris Declaration on Aid Effectiveness.

Overall, the joint Programs were considered successful in ensuring *national and local ownership* of the Program by the host government at Federal, regional and woreda level. National stakeholders and counterparts actively participated in the leadership, coordination, implementation and follow-up of the JP activities at various levels.

Despite the engagement of government actors in JP implementation, some key areas for improvement with regard to *national ownership* have been identified. The need to involve all stakeholders at different levels (regional and woreda) during project inception and design became evident during the evaluation. In addition, although efforts were made to align joint Programs with national development priorities, the need to conduct community-level assessments was not sufficiently addressed through the joint Programs. Involving the community in identifying the needs of target populations would significantly enhance the level of local ownership and participation throughout the whole project cycle and contribute to the effectiveness and sustainability of project outcomes.

With regard to the *alignment* of the JPs with national development strategies, institutions and procedures, all five JPs were described as being effectively aligned with the current government development strategies, sector policies and programs. Moreover, each of the JPs were designed in a way as to accelerate progress towards attaining the MDGs set by the international community and endorsed by the Ethiopia government.

The commitment of the UN organizations in operating through the existing government institutions and fund management systems instead of creating parallel structures for JP implementation demonstrated further evidence of alignment with national systems and procedures. This approach proved to be effective in minimizing the administrative and overhead costs of Program implementation. The successful alignment of JPs with national government priorities should be considered in the design of future UN joint strategies and Programs.

In order to further align joint Programs with national priorities, in-depth stakeholder assessments should be carried out in order to identify gaps and limitations within the existing institutional and policy environment and to ensure that any required support to bridge existing gaps can be incorporated within the Program. Conducting capacity and needs assessments will improve the likelihood of project relevance and effectiveness.

The extent of *harmonization* with both the partner UN organizations and the government systems varied between each joint Program. Although the JPs were somewhat effective in harmonizing their implementation procedures, variations in their fund management

arrangements and reporting requirements were critical challenges during the initial phase of JP implementation. These differences created an additional burden on the government partners in terms of duplication of some tasks (such as financial and project progress reporting) in order to satisfy the requirements of different UN organizations.

Furthermore, the differences in reporting procedures affected the timeliness of report submission and fund transfer from the UN organizations to regional partners which adversely affected the progress of project activities. It is therefore proposed that the UNCT carries out an assessment to reform existing financial and programmatic management procedures of the different UN organizations in order to create a more harmonized system which can effectively and efficiently deliver required services for similar large-scale JPs in the future.

Several recommendations are suggested for the joint Programs in relation to the principle of *managing for results*. The evaluation findings reveal that most of the JPs failed to conduct a baseline survey before initiation of the Program activities. A lack of baseline information undermined the effectiveness of JP M&E systems in setting objectively verifiable outcome and impact indicators. As a result, most of the M&E reports were focused on low level indicators (i.e. activities and input level indicators). In addition, mainly due to weaknesses in the M&E systems employed, disaggregated data on project beneficiaries were not available at region and woreda level. The need for in-depth baseline assessments at an operational level and the development of a systematic and workable M&E system should be strongly emphasized and is recommended for future Programs of a similar nature. A well designed M&E strategy will ensure the possibility of objectively measuring the outcomes of project activities and effectively tracking implementation progress. Regular project monitoring enables the timely adjustment of a course of action and ensures mutual accountability of all actors involved in the undertaking of the development actions based on tangibly verified project outcomes.

Despite the fact that all stakeholders were aware that management responsibility would be transferred to relevant government counterparts following joint Program closure, some of the JPs did not have well-designed exit strategies. The main problem was related to the limited time in which to implement all planned JP activities. Considering the number and duration of activities planned under each JP, the three year life-span of the Programs was reported to be relatively short. Before implementation could begin, preparatory activities such as action plans and establishment of implementation structure and staffing were carried out, further reducing the time for activity implementation. The short life-span of the JPs made it more difficult for project stakeholders to establish an effective and appropriate withdrawal strategy.

The joint Program implementation modality has been effective in addressing the diverse needs and improving livelihoods of targeted communities. The approach used in conducting joint Programs should be replicated in future projects initiated through the UNCT. Despite the achievements attained through the JP, there is a need to devise a mechanism through which all lessons learned and best practices identified by different actors (including UN organizations and government partners) are thoroughly analyzed, documented and

disseminated through appropriate channels. This will help to inform future Program design and partnership arrangements and facilitate scale-up of best practices through the UN system organizations, government sector offices, NGOs and other donors.

Further recommendations requiring the attention of the UNCT, partner UN organizations and government stakeholders are the following:

- Cross-cutting issues on gender, education, health, economic growth, and governance should be incorporated wherever possible into future Joint Programs.
- Systems should be put in place to ensure the accountability of JPs towards communities, local governments and other constituencies or stakeholders through the institutionalization of community level partnership arrangement.
- Advocacy and communication strategies should be clearly defined and incorporated into future Joint Programs.
- It is important that all the Joint Programs look at the issue of effective project withdrawal and sustainability as an important component.
- The Joint Programs should engage with other stakeholders like civil society organizations and local NGOs whenever their value adding is justifiable from the point of view of project effectiveness, efficiency and sustainability.

Annex 1: JP Interviews conducted

Joint Program	Interview Level	Interviewed Individuals	Interview Date and Time
Overall	Federal Level	Resident Coordinator	Friday, May 10
		RC Office	Tuesday, May 14
		MoFED	Thursday, May 30
		OCT	Tuesday, June 11
		Spanish Cooperation	Tuesday, June 11
Nutrition	Federal Level	Nutrition JP Team	Friday, April 26
		MI	Tuesday, May 14
		MoH	Monday, May 20
		UNICEF Nutrition Chief	Monday, May 20
	Field Level	CF coordinator	Thursday, May 16
		FGD beneficiaries	Thursday, May 16
		FGD IGA (cooperative groups)	Friday, May 17
		KII Woreda Health office	Friday, May 17
Gender	Federal Level	Gender JP Team	Tuesday, April 30
		UNFPA HoO	Monday, June 3
		MoWCYA	Tuesday, June 18
	Field Level	Region JPC Tigray	Monday, May 13
		FGD Tigray Region	Monday, May 13
		FGD Woreda	Tuesday, May 14
		FGD beneficiaries	Tuesday, May 14
Private Sector	Federal Level	Private Sector JP Team	Tuesday, April 30
		ILO HoO	Wednesday, May 29
		UNIDO HoO	Wednesday, May
		Mol	Friday, May 24th
	Field Level	CDA Regions	Tuesday, May 7
		Processors/Cooperatives/Union	Friday, May 17
Culture	Federal Level	Culture JP Team	Thursday, May 2
		UNESCO HoO	Friday, May 3
		MoC	Friday, May 3
	Field Level	Region JPC Harar	Tuesday, May 14
		Regional MoCT Bureau Head	Tuesday, May 14
		KII BoFED	Wednesday, May 15
		FGD beneficiaries	Wednesday, May 15
Environment	Federal Level	Environment JP Team	Wednesday, May 1
		FAO	Thursday, May 30
		UNDP HoO	Thursday, May 23
		MoA	Friday, June 14
		MoA	Wednesday, May 8
		EPA	Friday, May 10
	Field Level	KII- Region JPC Teltele	Monday, May 20
		FGD beneficiaries	Tuesday, May 21
		KII – Region JPC Borena	Wednesday, May 22
		KII – Region JPC Borena	Tuesday, May 21

Annex 2: The Study Design

This section provides an overview of the study design, tool development, sampling procedures and data collection methods. JaRco's procedures for data collection, management and storage will be discussed in addition to data quality assurance. The team structure and implementation timeline for this evaluation is also included.

JaRco conducted a literature review and employed primary data collection research methods to carry out the case study evaluation. Data was collected from various stakeholders at different levels (national, regional, woreda) to assess the effectiveness of the Joint Programs with regard to the evaluation objectives.

This evaluation identifies JP components that played a catalytic role in facilitating better performance of the sectoral development plans, and also describes the added value of the Joint Program implementation modality. Any innovative methods used by the JPs that may be or have been replicated or scaled-up are identified and explored.

The study has been conducted at a national level covering all the five Joint Programs with a focus on a few regions where the Joint Programs have been implemented. The assessment has used qualitative methods, and the target groups for the key informant interviews have included the JP implementing stakeholders (Government bodies at national and regional level, UN agencies, NGOs etc). The study was conducted during April-June, 2013.

Selection procedure

For each of the five Joint Programs, there are both UN and Government actors at the national and regional levels addressing all aspects of JP implementation including policy, management and beneficiaries.

The MDG-F Joint Programs have been implemented in eight regions of Ethiopia namely Amhara, Tigray, Afar, Somali, SNNPR, Oromiya, Addis Ababa and Harrari regions. In this case study evaluation, data was collected from one representative region for each of the 5 Joint Programs based on consultation with the UN focal point of each respective JP. Regions were identified by the JP focal points based on the presence and availability of contact persons and beneficiaries. As some of the Joint Programs have been implemented in the same regions, data was collected from 4 areas in Ethiopia – Harar, Oromiya, SNNPR, and Tigray.

Qualitative data was collected (through interviews) from the different JP implementing agencies and stakeholders at different levels:

National level: Each JP focal point identified government counterparts (the Ministries they work closely with) at national level and purposively identified individuals to be interviewed who have had strong involvement in the Program. One key informant interview was conducted with each national government representative.

UN agencies: The JP focal point for the lead UN agencies of each JP and selected counterparts from the other UN organizations jointly implementing each Program were interviewed. An interview was also conducted with the UN Resident Coordinator and the Coordination Officer/Special Assistant to the RC.

Regional Level: The JP focal point identified the regional level government bureaus that they work closely with and the relevant persons from these bureaus were interviewed. The regional level coordinators of the JP implementing UN agencies were also interviewed.

Woreda Level: Local government officials involved in JP implementation were identified and focal persons were interviewed. Based on interviews conducted at this level, when an innovative approach was identified, further data was collected to validate and further explore any findings.

Kebele Level: Data was also collected from key beneficiaries of Joint Programs and community members at kebele level to further explore the JP in general, any innovative approaches identified, and ways in which JPs have catalysed the process of implementing sector strategies or accelerated progress made towards MDGs.

Data Collection and Analysis

In the course of the evaluation process a combination of different research data collection methods were employed to organize, generate, analyse and interpret the necessary data gathered from different sources. The specific data collection tools employed in this evaluation exercise are document review and qualitative interviews (including key informant interviews (KII) and focus group discussion (FGD)) for which brief descriptions are presented below.

1. Document Review

The major Program documents that are important sources of data for the evaluation have been identified such that the evaluation include thorough review and analysis of the JP documents. (See Annex XX)

- Proposals
- Bi-annual and annual reports
- Monitoring reports
- Midterm and endline evaluations (as available)
- Improvement plans
- Materials on the UN “Delivering as One” approach
- Reports of the administrative agent of the Ethiopia One UN fund
- MDG-F Joint Implementation Guideline

- UN Development Assistance Framework to Ethiopia
- GoE Growth and Transformation Plan (GTP)
- GTP Annual Report
- UNDAF Country Assessment
- Ethiopia MDG progress report

Moreover, additional relevant documents which were identified by the research team or suggested by participants of the evaluation process were thoroughly reviewed.

2. Qualitative Interviews

The qualitative interviews form the foundation of the evaluation. The interviews were used to gather information on all areas of the evaluation from all of the Joint Programs at the national, regional, woreda and kebele levels. Key informants and stakeholders were interviewed using key informant or focus group methods. The interviews were completed using standardized qualitative interview tools but were conducted in a flexible manner in order to collect the most pertinent and relevant information while allowing the interviewee(s) to elaborate on areas which he/she deemed to be of significance. Qualitative data collection continued until empirical saturation³⁷ was achieved, such that the collected data was found to be thorough, complete and accurate.

Interviews were conducted with stakeholders from all of the Joint Programs. An initial list of interviewees was identified by the JP focal points and snowball sampling³⁸ was used to identify subsequent interviewees. The majority of key respondents were interviewed from the following pool of stakeholders and the full list of interviewees is found in Annex XX:

Potential Stakeholders for Qualitative Interviews	
Local and National Government	Each JP focal point will identify the relevant government bureaus / focal persons (Federal, Regional, Woreda, level)
Communities	Program participants at the community level
Staff from UN agencies participating in the MDG-F JP	UN JP focal persons (FAO, ILO, UNDP, UNEP, UNESCO, UNFPA, UNICEF, UNIDO, WFP and WHO)
Key members of the National Steering Committee	MoFED representative, UN Resident Coordinator [RCO], Spanish Cooperation Representative
NGOs working on similar	NGOs who have working relations with the project or

³⁷ Saturation occurs when the collection of new data does not shed any further light on the issue under investigation (Glaser & Strauss).

³⁸ A technique for gathering research subjects through the identification of an initial subject who is then used to provide the names of other relevant actors. These actors may themselves open possibilities for an expanding web of contact and inquiry (Sage Encyclopaedia of Social Science Research Methods).

interventions	those who shared innovative methods of the project will be identified by the JP focal persons
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a) Key Informant Interviews

In-depth interviews using semi-structured interview questions were conducted with purposively selected key individuals/ actors of the JPs from the partner organizations (i.e. from the UN system and government counterparts at different levels including Federal, Regional and Woreda level).

The *KII tools* contain a series of open-ended questions which have been prepared based on the major evaluation criteria selected: *relevance, effectiveness, efficiency, impact, and sustainability*. The tools were developed to thoroughly cover topics under investigation but also provide opportunities for both the interviewer and interviewee to discuss further topics in more detail. Moreover, appropriate care was taken in the design of the tools for the semi-structured interview so as to provide the necessary freedom and flexibility for the interviewer to use different techniques to encourage or initiate the interviewee to discuss important issues in detail in cases where the interview questions did not gather the desired information.

Multiple tools were developed to be applied to the different levels of respondents (federal, regional and woreda levels, UN staff, and government staff). The majority of KIIs were conducted on a one-on-one basis however in some cases, small groups of key informants were interviewed together, especially when the group felt that a collective interview would provide relevant, detailed, complementary information (such as in the case of the JP monitoring teams).

b) Focus Group Discussions

Focus group discussions conducted with a group of individuals were also conducted as part of the evaluation. The number and extent of FGDs depend on the innovations and scale-up identified such that certain relevant groups were interviewed to further explore these areas.

3. Data Management

Expanded field notes, backed up with sound recordings were the main method of data capture (as an alternative to full transcripts). Interviewers wrote these directly after each interview based on the notes they took in situ and memory, with sound recordings being used to fill gaps as required. Expanded field notes were used to organize the major themes according to analytic category. Using this approach, data capture and analysis occurred concurrently with interviewers writing up interviews using the agreed format including tentative interpretations and emerging hypotheses for further exploration after each interview.

Interviewers were responsible for writing up their own expanded field notes directly after each interview, and all contributed to field team de-briefings. In cases where an interview involved both an interviewer and a note taker both contributed to writing and agreeing expanded field notes. Interviewers also made some reflective notes after each interview considering the context and atmosphere of each interview, major emerging (new) themes and possible adjustments to the topic guide/sample if appropriate.

Interviewers and the Program coordinator held regular de-briefing meetings to discuss progress, identify emerging themes and consider possible adjustments to the qualitative interview tools.

JaRco set up a secure library on its server for all primary and secondary information received. The library is password protected and restricted to those working on the project, namely the Program Coordinator, the Technical Team and the Research Associate (who maintains the library). After completion of the evaluation, JaRco will pass all digital information it has gathered and obtained to the Resident Coordinator's Office (RCO), and delete the information from its files.

4. Data Analysis

JaRco worked with the RCO and the JP teams to the list of evaluation questions and used the key evaluation questions provided by UNDP in the ToR as the basis for question development.

In the inception period, information was grouped together by source of information, so that all questions relevant to each particular interviewee and/or FGD group were asked in one sitting, rather than requiring repeat visits, thus reducing the time burden on those involved.

The Organisation for Economic Cooperation and Development (OECD)/Development Assistant Committee (DAC) evaluation criteria (relevance, efficiency, effectiveness, and sustainability) have been used as a basis for developing key evaluation questions and the analysis will conclude with the five criteria:

1. **Relevance of the design** of the Programs and extent which JPs are suited to the priorities and policies of the target group, beneficiaries and implementing agencies.
2. The **assessment of the process phase** of the Programs focuses on the way in which resources and inputs were applied towards the achievement of results in order to assess whether the most **efficient** processes have been adopted.
3. The analysis of Program **effectiveness** will focus in particular on the 'jointness' in design through **coordination among UN partners**, as well as national ownership in the process

4. Determine whether the JPs are likely to translate into **lasting impact or sustainability** on the achievement of MDGs, development cooperation and more coordinated UN programming.
5. The analysis of **impact** will identify the extent to which the public/private national resources have been mobilized to contribute to the **improvement of livelihood** of the target groups, including any unintended positive and negative results.

The data from the qualitative interviews/FGDs and literature review were analyzed using a “domain and lens” approach which helps to categorize findings considering data patterns and themes. This helps the researcher to see issues as a domain and explanatory factors as lens to build causal effect and relations.

Constraints and Limitations of the Study

There was a limited time period allotted for the final evaluation.

Despite multiple attempts by various individuals, it was not possible to secure all of the required Key Informants for interviews.

Some key informants interviewed offered limited time for conducting the interview.