

THE GOVERNMENT OF THE STATE OF
ERITREA

AND

UN AGENCIES

PROGRAMME DOCUMENT

National Priority: Strengthening the capacity to plan, monitor and evaluate at national, regional and local levels.

United Nations Development Assistance Framework – UNDAF (2007-2011):

By 2011, planning, implementation, monitoring and evaluation capacities are **improved** at national, regional and local levels to address shortfalls towards attainment of MDG targets and implementation of the MD (UNDAF outcome 2)

Country Programme (CP) Outcome(s):

By 2011, development planning, monitoring and evaluation in the Ministry of National Development (MND) and key national stakeholders are **strengthened** to formulate sound development plans (CP outcome 2.2).

Country Programme Output(s):

- Capacity of MND and key national stakeholders **strengthened** for coordinated development planning, monitoring and evaluation at national, sectoral, regional and local levels, including periodic review of the effects of new/revised national and sub-national plans on realization of MDGs (CP output 2.2.1).

Country Programme Action Plan (CPAP) 2007-2011:

- Strengthening capacities to plan, deliver, monitor and evaluate at national, regional and local levels (CPAP 4.1.2).

Program Title: Joint Programme on Strengthening Capacities to Plan, Monitor and Evaluate
Project Number: 00031504
Programme Duration 2009-2011
Fund Management Option: pooled
*Managing or Administrative Agent: UNDP

Est. Program budget: \$2,940,000

Planned resources

- UNDP (RR) 2,500,000
- UNFPA (RR) 240,000
- UNICEF (RR) 200,000

| | |
|---------------------------|------------------|
| Available balance from RR | 2,940,000 |
| Unfunded balance (OR) | Nil |
| Total JP budget | 2,940,000 |

Names and signatures of National counterparts and participating UN Organizations

| UN Organizations | National Partner |
|---|---|
| <p>Name of Representative <i>Macleod Nyirongo</i></p> <p>Signature <i>[Handwritten Signature]</i></p> <p>Name of Agency UNDP</p> <p>Date & Seal</p>  | <p>Name of Head of Partner <i>Dr. Woldai Futur</i></p> <p>Signature <i>[Handwritten Signature]</i></p> <p>Name of Institution Ministry of National Development</p> |
| <p>Name of Representative <i>Dirk Jena</i></p> <p>Signature <i>[Handwritten Signature]</i></p> <p>Name of Agency UNFPA</p> <p>Date & Seal <i>09.06.2008</i></p>  | <p>Date & Seal <i>09/06/08</i></p>  |
| <p>Name of Representative <i>Eva Maria Charlotta Johansson</i></p> <p>Signature <i>[Handwritten Signature]</i></p> <p>Name of Agency UNICEF</p> <p>Date & Seal</p>  | |

kebabis. Basically, the current practice of development programming, planning and budgeting processes follow the sectoral configuration of the economy and the hierarchies of the existing administrative system of the Country. In this case, policy guidance and planning directives on sectoral and regional development priorities are provided from the national down to the lowest administrative level following the chains of the administrative hierarchy.

On the governance front; the Government is faced with a number of key capacity-oriented challenges. Without putting the requisite capacities in place, the Government could not efficiently design and implement sound economic policies and programmes, build and maintain infrastructure, ensure effective administration of justice and public service delivery, provide favorable climate for private investment, collect, analyze and disseminate socio-economic data. The Government has exerted considerable effort to improve and modernize the tax collection and budgeting systems; yet, there remains more to be done to strengthen and integrate Government's planning and budgeting processes, especially the need to install plan-based budgeting at national, regional and local levels.

In general, it seems that the planning and budgeting architecture in the Country is in place though essentially limited to the preparation of annual plans and budgets. But still, a closer observation into the working systems, reveal that the existing planning process as a whole is faced with a host of constraints. These include:

- a) Institutional set up: The sector ministries at the national level and the regional administration offices at the regional levels are organized in terms of departments, divisions and units. Basically, it is these organs that are responsible for the preparation of annual plans and budgets. As far as planning coordination and consolidation is concerned, however, there are no well established units exclusively meant for this purpose, especially in the regional administrations. Even in the sector ministries where planning units are nominally installed their roles in coordinating and consolidating plans and budgets are limited. Though the structures and overall capacities of these units relatively vary from ministry to ministry, in reality, the processes of plan and budget coordination and consolidation are in most cases done by ad hoc committees with members drawn from each department or division in a given ministry.
- b) Office infrastructures and systems: The existing planning and development structures are ill-equipped, especially in terms of adequate office facilities, supplies, planning equipment and modern systems which are critical to carry out advanced planning processes.
- c) Man power: The existing departments, divisions and units in the sector ministries and regional administrations are understaffed both in terms of the required number of personnel and qualifications.

Over all, the existing administrative structures and development agents created at the different levels in the Country heavily suffer from a host of acute capacity constraints, especially shortages of manpower, finance, facilities, equipment, office infrastructures, systems, and above all institutional inadequacy. Despite these deficiencies, however, the existing development structures and the annual planning and budgeting processes are at least serving the nation as transitional mechanisms that could lead towards the installation of more advanced and competent planning process and development management. In fact, beyond the existing planning practices, by now, it has become quite apparent that the Country is engaged in making the necessary preparatory works to launch a more synchronized and integrated long term development planning process. And, this makes the intended interventions aimed at strengthening planning capacities through this Programme more profound and urgent.

The forerunning discussions depict that the prevailing capacity gaps in connection to development planning in the Country are fairly complex and cut across all sectors of the economy. Thus, if planning is to deliver the intended development results for the Country, then, a clear planning system with all necessary institutional set ups, facilities and planning tools need to be established and above all staffed with highly qualified manpower that could efficiently perform the basic planning functions. The Programme intervention is, therefore, one of the collaborative endeavors that primarily focus on strengthening requisite institutional and human capacities for planning, monitoring, evaluation and overall development management at the various levels of the Country's national, sectoral, regional and local structures.

This programme is a continuation of the ongoing capacity building of the MND project. This expanded programme will focus on strengthening planning, monitoring and evaluation capacities building on the outputs and achievements of the ongoing project. The outputs of the ongoing project and the expanded programme are to be systematically linked together.

existing but unimplemented development programme studies. To do so, however, prior assessments will be conducted.

- *The constructive lessons learned from the experiences of the Anseba Local Development Project (ALDP) including broad participation approaches will selectively be used as inputs for the successful implementation of the Programme.*
- *Reliable planning information database: To ensure the installation of a fact-based planning process, this Programme will give due priority to the collection and build up of basic data for planning at all levels. Moreover, efforts will be exerted to make this Programme benefit from the complementary Joint Programme pertaining to the establishment of a national database at the National Statistics and Evaluation Office (NSEO).*
- *Regular monitoring and evaluation: The MND will regularly follow, monitor and evaluate the implementation of the programme and reports its progress twice a year.*
- *Periodic Review: Both parties, MND and the UN lead Agency, are expected to jointly review the progress made in the implementation of the programme semi-annually and annually.*

6. Results and Resources Framework (RRF)

The Results and Resources Framework presents the strategic outcomes, their required outputs, the key deliverables and their supporting indicative activities. The outcomes, outputs, activities and resource inputs are logically linked together so that the expected programme outcomes are ultimately achieved. Capacity development activities and resulting productivity from that "increased capacity, cover the four years of 2008 to 2011. The RRF is presented overleaf.

RESULTS & RESOURCES FRAMEWORK: United Nations Development Assistance Framework (UNDAF) 2007-2011 Outcome:

By 2011, planning, implementation, monitoring and evaluation capacities are **improved** at national, regional and local levels to promote sustainable economic growth and development and to address shortfalls towards attainment of MDGs and implementation of the MD (UNDAF outcome 2)

Country Programme (CP) Outcome(s):

By 2011, development planning, monitoring and evaluation in the Ministry of National Development (MND) and key national stakeholders are **strengthened** to formulate sound development plans. CP outcome 2.2).

JPD outcomes

By 2011, planning systems established in all regions and sector ministries.

By 2011, all regions and sector ministries with development planning capacities are able to develop development plans.

| JP Outputs | SMART Outputs and Responsible UN Organization | Implementing Partner | Indicative activities for each Output | Resource allocation and indicative time frame* | | |
|--|---|----------------------------|--|--|--------------|-------------|
| | | | | Y1 \$m | Y2 \$m | Y3 \$m |
| Capacity of MND and key national stakeholders strengthened for coordinated development planning, budgeting process, monitoring and evaluation at national, sectoral, regional and local levels, including periodic review of the effects of new/revised national and sub-national plans on socio-economic growth and their realization of MDGs (CP <u>output 2.2.1</u>). | Planning guidelines manual and systems developed | MND, Sectors, Zobas | Hiring of consultant Preparation of planning guidelines manual and systems. | 0.025 | 0.025 | 0.0 |
| | Planning units established and / or trained in MND, Zobas and other sector ministries | MND, Sectors, Zobas | Define functions Agree generic structure Prepare job descriptions Recruit Train according to the manual Train through 'learning-by-doing' Training of staff on planning domestic and overseas. Procurement of equipments, ICTs, furnitures and other facilities | 0.8 | 1.09 | 0.5 |
| | Sector and zoba plans prepared based on each organization's development plan | Zobas, ministries | Prepare work plan and budget Monitor work plan and budget, formally, quarterly | 0.05 | 0.05 | 0.05 |
| | Annual review of the planning, implementation and review cycle | All | Implement, economically, efficiently and effectively Review performance according to economy, efficiency and effectiveness principles | 0.05 | 0.05 | 0.05 |
| | First half of terminal year – external evaluation | External | Hire firm Conduct evaluation and submit report | | | 0.1 |
| | Second half of terminal year; prepare next 5 year national development plan 2013-2017 | All | Prepare next plan | | | 0.1 |
| Total | | | | 0.925 | 1.215 | 0.80 |

7. Management and Coordination Arrangements

This Programme will be nationally executed by the Ministry of National Development as Government coordinating agency for the implementation of this Programme. The UNDP rules and procedures for NEX modality will apply to the implementation and execution of the Programme. The Ministry of National Development will ensure coherence of all programme activities with national policies and objectives. The MND will be responsible for achieving the results expected from the Programme, and in particular for ensuring that the outputs are produced through effective use of UNDP, UNFPA, and UNICEF funds. UNDP, as counterpart to the Ministry of National Development, will coordinate and act as a Managing Agent for the participating UN Agencies such as UNFPA, and UNICEF.

To ensure the overall coordination of the Programme, the Ministry of National Development will institute planning, monitoring and evaluation processes with the full participation of key national partners. The Ministry of National Development will appoint a senior Department Head for policy issues and National Project Coordinator (NPC) for operational tasks of the Programme. From management point of view, this programme will be handled as a continuation/expansion of the existing Capacity Building of MND Project.

All the planned activities of the sectors and regions will be coordinated and consolidated by the Ministry of National Development.

8. Fund Management Arrangements

Funds for the Programme will be managed through a pooled system. The transfer of funds and reporting modalities are governed on the basis of common agreement between the Managing Agent and the participating UN Agencies. Thus, Memorandum of Understanding (MOU) between UNDP and each UN Agency will be signed for this purpose.

In managing the Joint Programme, UNDP is accountable for supporting the MND as national partner. Moreover, UNDP is responsible for the timely disbursement of funds and supplies, and coordination of technical inputs for the JP by all participating UN Agencies.

Cash transfer will be made by the UNDP upon an advance request based on mutually agreed annual work plans. The requests will be made by the MND on quarterly basis in line with the annual work plans. Cash transfers, the size and frequency of disbursements, and the scope and frequency of assurance activities may depend on the capacity of the implementing partner to manage effectively the transactions related with the annual work plans.

9. Feasibility, Risk Management and Sustainability of Results

9.1. Feasibility

The implementation of the Programme is feasible for many outstanding reasons which, among others, include:

- In accordance with the Proclamation 86/1996 for the Establishment of Regional Administrations (PERA), the mandates and roles of the central government, ministries and local governments are clearly stated and human capacity development including strengthening planning, implementing and evaluating capacities are implied as cross-cutting issue at all levels.
- The adoption of participatory planning approaches at the national, sectoral and regional and local levels create ownership and sustainability.
- Readiness and priority on the part of the Government to implement the capacity development programme on planning.

Programme Monitoring Framework (PMF)

| Expected Results | Indicators | Targets Timeframe | | | | Means of verification | Collection methods (with indicative time frame and frequency) | Responsibilities | Risks and assumptions |
|--|---|-------------------|----|----|----|-----------------------|---|-------------------------------|---|
| | | Y1 | Y2 | Y3 | Y4 | | | | |
| Planning guidelines manual and systems developed | Planning guidelines manual adopted and systems installed | | | | Y4 | Issued reports | Evaluation Meeting | MND | Availability of experienced experts for manual preparation |
| Planning units established and / or staff trained in MND Zobas and other sector ministries | Planning units operational # of planning staff trained | | | | | Monitoring reports | Visits | MND, Zobas, Sector ministries | MND initiative, cooperation of sector ministries and regions, and availability of skilled human resources |
| Sector and zoba plans prepared based on each organization's development plan | Annual work plans executed as planned | | | | | Monitoring report | Quarterly reviews | MND, Zobas, Sector ministries | Timely submission of development plans securing budget |
| Annual review of the planning, implementation and review cycle | Best practices identified and built-in into the planning processes | | | | | Monitoring report | Quarterly reviews | MND, Zobas Sector ministries | Timely performance evaluations of the implementation of plans and financial expenditures |
| First half of terminal year – external evaluation conducted | Constructive lessons learnt specified and incorporated into the next planning cycle | | | | | Evaluation report | Quarterly reviews | External consultant | Timely contracting of independent programme evaluators |
| Second half of terminal year ; next 5 year (2013-2017) national development plan prepared | Five year national development plan approved. | | | | | Monitoring report | Quarterly reviews | MND, Zobas Sector ministries | Joint review and evaluation of past performance and projections by all stakeholders |

Annex 1c: Annual Work Plan 2011

| JP Outputs: Capacity of MMD and key national stakeholders strengthened for coordinated development planning, budgeting process, monitoring and evaluation at national, sectoral, regional and local levels, including periodic review of the effects of new/revised national and sub-national plans on socio-economic growth and their realization of MDGs (CP output 2.2.1). | | | | | | | | | | |
|--|--|------------|----|----|----|-----------|--------------------|------------------------|--------------------|---------------------|
| Activity Results/Annual targets | Activity Results indicators | TIME FRAME | | | | UN AGENCY | RESPON-SIBLE PARTY | PLANNED BUDGET | | Amount USD millions |
| | | Q1 | Q2 | Q3 | Q4 | | | Source of Funds | Budget Description | |
| <p>List all the activity results to be achieved during the year towards stated JP output</p> <p>Planning units established and/or staff trained in MND, Zobas and other sector ministries</p> | <p>Planning units operational</p> <p># of planning staff trained</p> | | | | | UNDP | MND | UNDP, UNICEF and UNFPA | | 0.5 |
| <p>Annual work plans and budgets prepared, based on each organization's development plan</p> <p>Annual review of the planning, budgeting, implementation and review cycle</p> | <p>Annual work plans executed as planned</p> <p>Best practices identified and built-in into the planning processes</p> | | | | | UNDP | MND | UNDP, UNICEF and UNFPA | | 0.05 |
| <p>First half of terminal year (2011) – external evaluation conducted</p> | <p>Constructive lessons learnt specified and incorporated into the next planning cycle</p> | | | | | UNDP | MND | UNDP, UNICEF and UNFPA | | 0.1 |
| <p>Second half of terminal year (2011); next 5 year (2013 – 2017) national development plan prepared</p> | <p>Five year national development plan approved</p> | | | | | UNDP | MND | UNDP, UNICEF and UNFPA | | 0.1 |
| TOTAL | | | | | | | | | | |
| | | | | | | | | | 0.8 | |