

Programme to enhance public service delivery for accelerating development outcomes in Ethiopia's four developing regional states.

UN Joint Programme Framework Document

Version May 10, 2011

Strategic Areas of Focus:

Good local governance; recovery, poverty reduction and wealth creation; Basic social services, human resource development, accelerated progress towards MDGs with equity in remote locations

Joint Programme Outcome

Accelerated and sustainable pro poor development in each of the four Developing Regional States

Programme/project Title: **Joint Programme on Enhancing Public Service Delivery in DRS**

Programme/project Duration
(Start/end dates): April 2010 to December 2015

Fund Management Option(s): Pooled and parallel

Administrative Agent: UNDP

Total estimated budget: US\$40 million over first two years

Out of which:

1. Funded resources:

- Government (MoFA) \$US 5 000 000
- FAO \$US 2 000 000
- UNCDF \$US 1 200 000
- UNDP \$US 4 000 000
- UNICEF \$US 4 000 000
- WFP \$US 3 000 000
- WHO \$US 1 000 000

TOTAL Funded \$US 20 200 000

2. Unfunded budget: \$US 19 800 000

Names and signatures of national counterparts and participating UN organizations

UN Organizations	National Partners
<p>Ted Chaiban Representative,</p> <p>UNICEF Date & Seal</p> 	<p>H.E. Mr. Ahmed Shide State Minister</p> <p>Ministry of Finance and Economic Development Date & Seal</p>  
<p>Castro Camarada Representative,</p> <p>FAO Date & Seal</p> 	<p>H.E. Dr. Shiferaw Teklemariam Minister</p> <p>Ministry of Federal Affairs, Date & Seal</p> <p>Dr. Shiferaw Teklemariam Minister</p>  
<p>Alessandra Tisot Representative,</p> <p>UNDP Date & Seal</p>	 
<p>Felix Gomez Representative,</p> <p>WFP Date & Seal</p> 	
<p>Fatoumata Nafu-Traore Representative,</p> <p>WHO Date & Seal</p> 	
<p>David Morrison Executive Secretary</p> <p>UNCDF Date & Seal</p> 	

Mr. Eugene Owusu
Resident Coordinator of the UN System in Ethiopia



Date & Seal



Abbreviations and acronyms

ADC	Area Development Committee	PBS	Protection of Basic Services
ADLI	Agricultural Development-Led Industrialisation	PEM	Public Expenditure Management
AIDS	Acquired Immune Deficiency Syndrome	PMESL	Participatory Monitoring and Evaluation for Sustainable Livelihoods
AU	African Union	PMF	Programme Monitoring Framework
AWP	Annual Workplan	PMSC	Programme Management, Support, and Co-ordination
BOA	Bureau of Agriculture	PPAs	Participatory Poverty Assessments
BoFED	Bureau of Finance & Economic Development	PPISL	Participatory Programme Implementation for Sustainable Livelihoods
BTI	Bureau of Trade and Industry	PPP	Public Private Partnership
CBD	Capacity Building Domain	PSCAP	Public Sector capacity Building Programme
CBM	Capacity Building Module	PSD	Programme Support Document
CCFA	Consultative Council on Fiscal Affairs	PSL	Participation for Sustainable Livelihoods
CEDAW	Convention on the elimination of all forms of discrimination against women	QRMSL	Quick Response Mechanism for Sustainable Livelihoods
CIGSL	Community Implementation Group for Sustainable Livelihoods	R2P	Responsibility to protect
CoP	Communities of Practice	RBA	Rights Based Approach
CSLAP	Community Sustainable Livelihoods Action Plan	SBAA	Standard Basic Assistance Agreement
CSOs	Civil society organisations	SDPRP	Sustainable Development and Poverty Reduction Programme
DDC	District Development Committee	SGR	Strategic Grain Reserve
DDF	District Development Fund	SHD	Sustainable Human Development
DDS	Domestic Development Services	SL	Sustainable Livelihoods
DEC	District Executive Committee	SLP	Sustainable Livelihoods Programme
DfID	Department for International Development	SLTC	SL Technical Committee
DLDP	District level decentralisation programme	SMART	Specific, Measurable, Attainable, Relevant, and Trackable
DIGSL	District Implementation Group for Sustainable Livelihoods	SSA	Sub-Saharan Africa
DRSs	Developing Regional States	STD	Sexually Transmitted Disease
DSLAP	District Sustainable Livelihoods Action Plan	UN	United Nations
EW	Early Warning	UNCDF	United Nations Capital Development Fund
FAO	United Nations Food and Agriculture Organisation	UNDAF	United Nations Development Assistance Framework
FSIS	Food Security Information System	UNDP	United Nations Development Programme
GBS	General Budget Support	UNFPA	United Nations Population Fund
GDP	Gross Domestic Product	UNICEF	United Nations Children's Fund
GoE	Government of Ethiopia	UNIFEM	United Nations Fund for Women
GTP	Growth and Transformation Plan	UNJPD	UN Joint Programme Document
GTZ	German Development Co-operation	USAID	US Agency for International Development
HACT	Harmonised Approach to Cash Transfers	VAW	Violence against women
HIV	Human Immunodeficiency Virus	VDC	Village Development Committee
ICPD	International Conference on Population and Development	WASH	Water, Sanitation, and Hygiene
ICBPP	Integrated community based participatory planning	WB	World Bank
IFAD	International Fund for Agricultural Development	WFP	United Nations World Food Programme
JP	Joint Programme	WHO	World Health Organization
KM	Knowledge management		
LIA	Local Impact Area		
MDGs	Millennium Development Goals		
MoARD	Ministry of Agriculture and Rural Development		
MoFA	Ministry of Federal Affairs		
MOFED	Ministry of Finance & Economic Development		
MTC	Multi-Track Communication		
NEWS	National Early Warning System		
NGOs	Non-Governmental Organisations		
PAPSL	Participatory Assessment and Planning for Sustainable Livelihoods		
PASDEP	Plan for Accelerated and Sustained Development to End Poverty		

Summary

a) Background and rationale

In addition to the existing programmes of national scope that are advancing development in the country as a whole, the four Developing Regional States (DRS) can be supported by a joint programme uniquely focussed on accelerating their development. This is in response to the fact that the four DRS represent a sizable portion of the most underdeveloped parts of Ethiopia, are governed by relatively young administrations that require additional support to help bring their capacities up to the standards seen in the other relatively developed regions. The regions struggle with less developed infrastructure than more central parts of the country. Conflict has affected the development of some of these regions, often fuelled by unstable politics in neighbouring countries. On the whole, despite the fact that the programmes of national scope are being implemented in these states, the pace of their development in most sectors is slower than in the more developed states. Consequently, the need for a special programme to help accelerate development in the DRS is grounded in the constitutional demand that development should be equitable and hence a duty by government to explore innovative ways to redress imbalances in the pace of development wherever it may be found.

The proposed programme design is based on a review of progress with development programmes in each of the four developing regional states including programme review documents, studies and evaluations and regional consultations coordinated by MoFA and the four concerned BoFEDs on the issue and discussions with woreda, kebele and community members¹ in addition to federal level consultations with wider stakeholders including various development partners.

The DRSs are endowed with fertile soil, abundant water resources, natural forests, a wide variety of minerals and resilient hardworking people. Constraints against better use of resources to improve the livelihoods of people are many. These include weak governance capacity in what are relatively new structures, conflict within and across borders - some of it long standing - under developed infrastructure, relatively poor access to social services and often poor quality in its delivery, underdeveloped agricultural and agro-pastoral activities that result in poverty as a result of low productivity and production, and areas where natural resources are becoming degraded due to inadequate management. Constraints for a more productive livestock industry are the prevalence of killer diseases, in part due to low coverage of veterinary care and poor livestock management systems, difficulties in trading livestock within and across borders, limited access to credit financing outside of the clan systems and inadequate marketing facilities and infrastructure.

Federally coordinated efforts to supplement own regions efforts to manage their development are:

- i. Increased funding above what each DRS is entitled (according to the federal budget formulas) coordinated by the MoFA.
- ii. Support through PSCAP, PSNP, PBS and other centrally managed sector programmes towards support for the delivery of public services; a common thread from the annual reviews of these programmes is that they need extra support to deliver their planned results in the DRS.
- iii. Long standing financial support to activities that are both humanitarian in nature and also developmental via humanitarian funding lines managed via involvement of international contractors to international agencies.

¹ Ministry of Federal Affairs and Regional Bureaus of Finance and Economic Development. *Assessing development gaps in Afar Regional State and recommendations for accelerating equitable progress towards growth and transformation; Assessing development gaps in BeneShangul Gumuz Regional State and recommendations for accelerating equitable progress towards growth and transformation; Assessing development gaps in Gambella Regional State and recommendations for accelerating equitable progress towards growth and transformation; Assessing development gaps in Somali Regional State and recommendations for accelerating equitable progress towards growth and transformation.*

- iv. Bespoke stand alone bilateral and multilateral development programmes can also be found e.g. USAID in Afar and Somali Region, Finnish Aid in BSG, and the UN programmes in all the DRS.
- v. The Commune Strategy developed by MoFA and implemented by the Regional Government in each of the four DRS intended to relocate isolated communities into larger conglomerations to improve their access to social services and livelihoods opportunities
- vi. The leasing of land to attract commercial agricultural investment

The key areas for focused support described below were agreed based on review in each of the four regions examining why the regional pace of development is slow and subsequent discussions in several fora including during the course of the quarterly review meetings organized by MoFA in each regional capital, in discussions hosted by the Ministry of Finance and Economic Development and in the course of regional midterm evaluations of the United Nations Development Assistance Framework (UNDAF). The government intent is that the coordination mechanisms set up around this programme will serve as a coordination framework for any international development partner who wants to help the four regional governments to accelerate their development in a coordinated way under BoFED direction at regional level and MoFA and MoFED at federal level. For the United Nations agencies involved in this programme it will serve as an important element of the overall coordinated United Nations support to the GTP via the UNDAF. Other international development partners could channel financial support for this JP through a MoFA led coordination mechanism supported by the UN or become involved as an independent entity.

b) Desired results and strategies to realise them

The desired result is a more efficient and participative use of existing and new development resources including reduced channelling of funds via humanitarian lines in support of regional development plans through:

- Strengthening of capacities of the federal government bodies to support DRSs to build stronger better resourced plans that are monitored, and adapted in a participative way. Studies indicated that despite the fact that the four developing regional states have been receiving sizable amount of resources within the block grant formula, capacities to utilize and generate additional resources are very limited. This suggests the need for reassessing the decentralisation and economic governance aspect critically. Hence this programme will strengthen capacities at various levels.
 - i) This includes building up on the work of PSCAP through the District Level Decentralization (DLDP) component to further accelerate capacity building at regional, woreda, kebele, community level and at the level of the regional parliaments and members of the federal parliaments to manage the development dialogue. And strengthen the legal frameworks for adaptive decentralization that takes into consideration the population density and the cultural context.
 - ii) It includes building the capacity for the regional states to coordinate regional resource generation for the development programmes through revenue generation.
 - iii) Provide human resources management support using various options
 - iv) It includes special efforts to improve the capacity of regional governance, including traditional structures to increase the success with which they negotiate peaceful solutions to disputes.
- The reach and quality of social services in the DRS lag behind the rest of Ethiopia. The nation is constitutionally obliged to make a special effort to close this gap and MoFA is charged with coordinating these special efforts. For many years international support for improved social service improvement has relied heavily on humanitarian funding sources. These are even more unreliable in terms of annual volumes than development funding sources. Since delivery of improved social services have a great potential of reducing tensions and outright conflicts the inter-ministerial board is determined to increase funding for the social sector and via improved attention to governance processes that use the social sector funding more efficiently especially for education, water, sanitation, social protection and health services.

- Strengthening capacity for integrated Sustainable Livelihood Services: food security, natural resources conservation and development, climate change adaptation, irrigation infrastructure development, livestock resources development, agricultural research and extension; community based pest management and cooperative development, development of public private partnership, entrepreneurship and employment creation. In the pastoralist areas, existing best practices will be replicated and improved upon. In nut shell, through strengthening productive capacities the programme aims at enhancing resilience of population in the DRS regions.

c) Planning the Joint Programme Activities

The next step to the joint programme is the creation of a team under the direction of the head of each BoFED at regional level to flesh out the regional and woreda level activities to be supported by the Programme. On the basis of the broad areas of support identified by the Joint Programme, regional level interventions will be identified and budgeted. This should be consistent with regional development plans in the sectors of concern to the joint programme.

Considering the fact that a significant amount of the programme's resources are aimed at supporting community level interventions, the programme will work with selected woredas using integrated development approach during its first phase. In this regard, gap assessment studies undertaken with the support of development partners and MoFA will provide baseline information. Using rapid rural appraisal methods, development interventions with high impact will be identified with full community participation which are consistent with the woreda and kebele development plans. Funds channelled through the programme will be used to pay for those priority activities that cannot be afforded with the core resources made available to the Woreda by the BoFED.

Therefore, the core of the initial support revolves around support for a more participative integrated community-based Kebele and Woreda development planning process (ICBPP) and defining through this what specific support for livelihood improvement and improvements in social services will be supported and over what period of time. To the extent possible this process will also identify development priorities that the citizens themselves will be able to pay for with their own resources.

Transparency of decision and budget will be encouraged through the use of different communication strategies such as community dialogue, the posting of plans in public places (e.g. in Kebele and Woreda notice boards) with time given for alternative plans to be discussed before go ahead. The precise nature of the transparency modalities will have to be worked out uniquely for each region and woreda.

The process will be supported with study tours to other parts of Ethiopia for kebele committee members, Woreda officials and bureau officials to examine how participatory community based planning takes place in other regions.

d) Programme principles and management

The resources channelled from international partners through the programme will be considered as supplements to budget ceilings agreed by federal government for regional development and will not be offset. The programme will aim to become the vehicle through which federally funded support for accelerated development in the four states is coordinated. Government will ensure adequate human resources as part of the programme management infrastructure at regional, woreda and kebele levels. All programme activities will form part of the regional and woreda annual workplans and subject to review in the course of regular reviews of progress with development plans overall, hence the programme will not result in it's own review process on top of existing mechanisms. Indeed, one of the outputs of the programme is intended to be more efficient and informative development plan review processes by regional and woreda government. The detailed development of the programme design will be carried out uniquely

for all the four regions since the circumstances and requirements of each region to help accelerate development cannot be addressed with the same approach except at a general level.

- The programme will be implemented following a human rights approach to programming including a focus on gender equality. This means that programming will ensure that the rights of all groups are safeguarded and all social groups will benefit equitably from accelerated development. For example, the livelihood component will support a balanced menu of livelihoods including enhancing pastoralist as well as agricultural and other means of livelihood.
- Gender mainstreaming will be a key focus of the programme with, for example, the encouragement of fifty per cent participation of women in development management committees.
- Capacity development of regional, woreda and kebele government to manage the overall development process in their states will be a key feature of this programme rather than relying too heavily on expertise brought in from outside the states.
- Results based management will be a guiding principle of the programme with strong attention to the development of clear and well understood programme strategies that are well evaluated in a participative way (with capacity for evaluation being built at regional government level), budgeted activities reviewed by quarter, programme implementation monitoring, and a clear evaluation design focusing on strategic questions.
- Good practice guidelines and principles regarding resettlement have been agreed between government and development partners, and a set of tools is being jointly developed to assist the implementation and management of the GoE's Commune Strategy in line with these principles. All programme activities which touch on issues related to resettlement or are to be implemented in resettlement areas will be undertaken in full compliance with the agreed guidelines.

Support for social services and livelihood improvement will be focused. Seventy per cent of sub-regional level support will be aimed at higher potential corridors or woredas such as underdeveloped river basins with thirty per cent of resources targeted at more vulnerable areas that are clearly not high potential. Support could include, for example, a holistic focus along particular stock routes to facilitate livestock exports or ensuring that quality social services are set-up as newly opened irrigated areas start to become populated or that the balance between migrants working on irrigation schemes and local communities does not lead to conflict. The programme will be the only vehicle through which federally funded support for accelerated development in the DRS is coordinated, including extra resources channelled via MoFA from MoFED for the DRS. Financial contributions from international partners to the programme will be additional to the regional development programme budgets and not subject to off-setting by MoFED, the rationale being that this programme aims to accelerate development the DRS beyond progress being generated with current resources transfers. The aim is also to encourage international development partners to contribute to this programme so that its contribution will be a substantive signal to the citizens of the developing regional states that federal government is seriously focused on accelerating development in the DRS.

MoFED, and MoFA, will be the implementing partners at federal level with a national level secretariat based in MoFA. A senior international technical advisor recruited by the United Nations will be based at MoFA with programme assistant support to assist MoFA. Coordinated by a secretariat based in the BoFEDs the relevant sectoral bureaux will implement at regional level.. The Ministry of Federal Affairs (MoFA) is responsible at the federal level for coordinating special federal support to the four DRSs. The federal steering committee for the programme will include the heads of agencies taking part in the JP, the heads of the regional BoFEDs, senior staff from MoFA and other members of the inter-ministerial board that coordinate acceleration of development in the DRS. A secretariat will be established to manage the programme day-to-day. Their terms of reference are to facilitate management and review meetings at regional and federal levels, to manage the results frame coordinate evaluative activities, produce financial reports, coordinate communication related to the programme and manage special service contracts.

At regional level the programme will be reviewed and adjustments made in the course of the quarterly review meetings of the inter-ministerial board for development in the DRS in coordination with the joint

programme secretariat and any contributing development partners who wish to take part in the review meetings. The national steering committee for the programme will meet for mid-year and annual reviews and will manage the evaluation of the programme.

e) Safeguards and redress

Beyond the efforts at stimulating a participatory process and ensuring that decisions are made in a transparent way and before financial resources are spent using programme funds a formal mechanism of safe guards will be agreed upon between the programme and regional governments. The aim will be to provide a confidential system through which communities or individuals can petition the programme secretariat regarding decisions made for investing programme resources and via which these petitions are discussed in the course of programme coordination meetings both at the regional level and if necessary at the federal level.

f) Synergies with other development programmes supported by international development partners

Through the support to governance and regional, woreda and kebele level the programme will aim to facilitate synergies between existing development programmes such as PSCAP, PBS, PSNP, the Agriculture sector support programme, UN programmes focussing on social sector support and disaster response actions. The aim will be to increase the efficiency with which resources channelled through these programmes are used through a focussed effort to improve management efficiency including through realistic planning and review of regional and woreda development planning.

A key element of this support will be through developing the capacities of clan leadership and kebele administrations to develop their own plans based on dialogue with communities and the pulling together of kebele plans by Woreda administrations hence gaining clarity on what communities can do to enhance their own development with their own resources and what assistance they need from resources available from regional government including through all forms of international assistance.

g) Evaluation and scale-up

The first 24 months of implementation will be focused on 16 woredas² so that the detailed modalities of programme implementation especially the link between decision making at community level, kebele, woreda and regional level is clarified. Based on evaluation results from the first 24 months, a scale-up is envisaged subject to the availability of funds so that at least half the woredas in the four states will be using the resources from this programme.

h) Potential Risks and mitigation strategies

There are a number of risks linked to the implementation or effectiveness of the JP:

1. Potential political instability, security risks and conflict in some areas, including the impact of ongoing or potential conflict in neighbouring countries, notably in the Somali and Gambella regions
2. Natural disasters such as flooding and drought which put at risk communities' health and livelihoods and can pose a risk for programme investments in infrastructure and services
3. Harmful traditional practices and beliefs, in particular which limit the participation of women in development activities and their opportunities to benefit from development interventions.
4. Failure to observe human rights programming principles and risks associated with resettlement programmes if they are not planned and implemented in line with good practice principles.
5. Availability of the necessary human resources at woreda and kebele level to ensure programme implementation through existing government structures
6. The absence of private sector firms willing to take up assignments in these regions to support programme delivery, including the weakness or absence of agro-processing, manufacturing and other industries that can support value chain development and employment generation, particularly for women and youth.

² The 16 woreda are in Somali Region (Jijiga, Degahbur, Erer, Gode, West Imey); Gambella Region (Itang, Jikaw, Mengesh, Gog); Benishagul Gumuz Region (Assosa, Maokomo, Yaso); and Afar Region (Asayta, Kori, Megale, Amibara)

7. Funding gaps in the Joint Programme that can seriously affect implementation of the whole package

A series of mitigation measures have been included in the programme design to address the potential risks including:

- Approaches to address conflict issues and foster peace building will be developed and integrated into the programme's sub components
- A focus on incorporating natural resource management, climate change adaptation and disaster risk reduction consideration into local and regional planning frameworks
- The use of approaches that harness community participation which can be mobilised to address harmful traditional practices
- Joint agreement between government and development partners on Good Practice Guidelines and Principles regarding Resettlement and the joint design of specific tools for planning and management of resettlement initiatives.
- Application of the Good Practice Guidelines and Principles Regarding Resettlement through preparation of Site Development plans (aka Kebele Development Plans), Livelihood Strategies, and Land-use Management Plans. Site Development Plans in particular are a means to indicate how the Good Practices Guidelines and Principles Regarding Resettlement are in kebeles where resettlement is ongoing.
- Programme focus in DRS on capacity building for local government staff to ensure the availability of necessary human resources, and increasing capacity over time
- Consultations must be made with potential firms to interest them to work in these regions and a focus on actively engaging private sector in the development of value chains and linking producers to markets at local, regional, national and international level, to increase the opportunities and attractiveness of the DRS to private sector businesses and investors.
- Joint Government and development of a resource mobilisation strategy to attract additional resources from donors and other development partners to ensure that all programme components are fully funded.

PROGRAMME CONCEPT: ENHANCING PUBLIC SERVICE DELIVERY FOR ACCELERATING DEVELOPMENT OUTCOMES IN ETHIOPIA'S FOUR DEVELOPING REGIONAL STATES

“The provision of additional resources needs to be complemented by institutional and capacity building interventions, as well as appropriate policies, to ensure that services are scaled up in efficient and equitable manner, and provided through a mechanism that can adequately handle the increased inflow of resources. Greater empowerment of woredas to enhance allocative efficiency, improving the current mode of service delivery in pastoralist areas, and provision of incentives for improved efficiency while maintaining the equity concerns across woredas, will be crucial. Appropriate implementation of policies necessary to enhance service quality and reach the most vulnerable groups will also be critical.”

PBS PAD, April 2009

1) Strategic Context and Rational

1.1. Situation Analysis

Ethiopia is implementing its Growth and Transformation Plan (GTP). At national level encouraging results have been registered in terms of accelerating growth and reducing poverty during the last three years. The national aggregated data, however, disguises disparities around the country. In several areas progress is slower in the four Developing Regional States (DRS): Afar, Benishangul-Gumuz, Gambella and Somali Regions which account for 9.2% of the total population (2007 census) and 50% of the surface area of the country. A study by the Ministry of Finance and Economic Development (MoFED) estimates that these regions are home to more than 6.8 million or 9 % of the total poor with the Somali (0.419) and Benishangul-Gumuz (0.445) regions having higher poverty rates than the national average (0.387). Underdevelopment of these regions is significantly undermining their peace and stability.

The human development situation in the DRS is worse than elsewhere in the country. The Somali Region is more dependent on humanitarian assistance than other regions in the country as illustrated in figure one. Helping to find a sustained way out of reliance on humanitarian assistance is a key rational for this programme.

The performance on a number of GTP/MDG and basic services delivery indicators is lower in the DRS than the national average. For example, gross enrolment rate (GER) stood at 26.2% in Afar and 32.7% in Somali, while the national average was 95.6% in 2007/8 (EMIS). Under-five mortality was 157 in Benishangul-Gumuz (B-G) and 156 in Gambella in 2005 while for the nation it was 123 per 1000 live births in the same period (DHS, 2005). There were more severely underweight children in DRS (Somali, 17.8%; and B-G, 15.4%) than the national average (11.1%, DHS, 2005). Only 27.2% of the population in B-G had access to safe water supply shorter by about 9 percentage points than the national average (WMS, 2004). While most of the woredas in the DRS are malaria prone only about a half of the children were sleeping under bed nets (MIS, 2007). Immunization against BCG, DPT, polio and measles was the lowest at 0.6% and 2.8% in Afar and Somali regions, respectively whereas the national average was 20.4% (DHS, 2005)³. Since then mobile clinics funded in part through humanitarian funding lines from international sources have undoubtedly helped improve these

³ Note that the 2005 DHS covered only three zones close to Jijiga in Somali and three Woredas along the main road and its environs in Afar and hence indicators for the two regions as a whole will be worse than depicted in the DHS. The WMS coverage was similar. The Central Statistics Agency now has enumeration areas covering both these regions in their entirety and hence in the future surveys should truly represent the regions as a whole starting with the 2011 DHS.

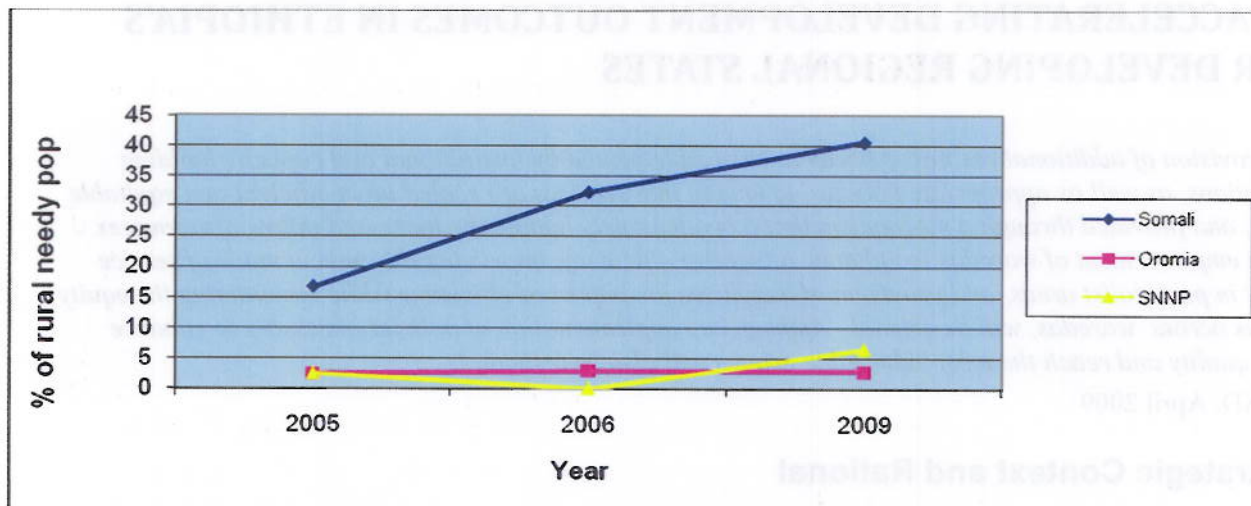


Figure 1 Annual humanitarian requirements: needy population as a percent of rural population in each region.
 Source is various editions of the disaster management and food security sector, MoARD

indicators, however the sustainability of the approach will be in doubt until a substantial portion of the funding comes from the regional budget. In Afar and Somali Regions, poverty has risen from 1995/96-2004/05. Poverty severity, prevalence and the poverty gap is highest in Benishangul Gumuz (0.034, -0.018) with Afar (0.022) and -0.019; Somali 0.029 and 0.006. Food poverty is widespread in Benishangul Gumuz (44%), Somali (41%) and Afar (39%) compared to a national average of 38%. Furthermore, all the DRS have less access to microfinance than the national average. For example, only 1%, 3.7% and 6.4% of the households have access to microfinance in Somali, Afar and Beneshangul Gumuz region, respectively, compared to a national level of 12.7%. Similarly, basic social services are at their lowest level compared to other neighboring regions. For example, in Afar, the GER in Primary schools is 29.88% with that for girls at 22.65%. At the secondary level, the GER is 7.42% and that for girls is 6.26%.

1.2. Challenges facing the DRS

There are a number of challenges facing the four Developing Regional States that can be grouped into three main categories. These challenges are at three levels as well: the Regional Level, the Woreda Level and the sub woreda levels.

The challenges are categorized under three thematic areas:

a) Governance

A factor hampering development in the DRS is the lack of good local governance rendering effective district level decentralization (DLDP) relatively more difficult than in many other parts of Ethiopia. The analysis of different forms of capacity shows the following interlinked gaps:

(i) Decentralization and Local Governance

Conducive environment, legislative and policy framework on decentralization: while DLDP as part of the PSCAP has been rolled out nationwide under PSCAP; the DRS have started its implementation with a delay. Each DRS is at a different stage of implementation of policy and legislation pertinent to DLDP; requiring specific support to complement the national approach through PSCAP to enhance understanding, functionality, and accountability of the structure, mandate, and functions of decentralization at regional, woreda, and kebele level. Even where appropriate legislation has been enacted, uncertainty prevails regarding its applicability and

ii) Human Resource Management (HDM) Capacity

Several requests have been made from federal, regional, and local levels to comprehensively look into the human resource constraints of the DRS.

Overall situation: Trends, staff turnover and capacity gaps; the increase in civil servants can be attributed to DLDP nationwide. However, only 25% of civil service positions are filled. This leaves Local Governance (LG) with an inflated human resource apparatus, including recurrent budget at the detriment of capital budget for development. The prognosis for the DRS is to continue a human resource effort to fill the vacant posts. The trend shows an ever decreasing capital budget for social and economic service delivery despite the fact that overall budgets have been increasing by twenty per cent per year. At the same time, the DRS do not have a strategic and integrated human resource skills development and retention plan. The human resources situation is exacerbated by ever-growing staff turnover in the DRS, rendering sustainable service delivery difficult.

iii) Vision and leadership development capacity

The absence of a functional leadership development and management strategy at regional level reflects the shortfalls of the human resource strategy of DLDP. This starts with the lack of skills and leadership in the regional planning process, to the lack of a communication strategy, or strategies for participative development processes.

iv) Capacity to engage community in all development activities:

The capacity of the LG to engage the community in planning and implementation is another gap featuring as a development problem in the DRS. The issue of participation transcends the involvement of communities in planning, it also extends to insignificant contribution by the population of the region to strengthening of the state for example in economic terms. Efforts are needed to enable sustainable mechanisms of interaction between LG and its communities.

v) Special support to accelerate development in the DRS through MOFA

As a relatively young ministry, MOFA needs support in successfully discharging its mandate on special support to accelerate development in the DRS. MOFA lacks human, financial and skills towards this end. This JP serves as means to further capacitate the structure and support of MOFA to the DRS.

b) Social service delivery

Governance including community participation, adaptation of national strategies especially in pastoralist zones and social service human resource management: The relatively poor progress in delivering quality social services in the DRS stems from the governance issues described above. Figure two illustrates for the case of education the particular challenges of formal education in Afar and Somali regions. Figure three illustrates how far behind the developing regional states are with respect to provision of emergency obstetric care facilities. Improved governance with more democratic and participative processes will result in improved delivery of social services in the medium term. The following highlights some of the key problems with social services that this programme will seek to address.

The quality of social service delivery will greatly improve if the capacity for each region to modify delivery strategies to local ways of life is improved. Planning to prepare the services in newly irrigated areas for larger numbers of clients has been identified as a need in all regions. More local level decision making on the remuneration package social service deliverers will receive. More can be done to modify the primary school curriculum especially for pastoralists. More funding should possibly be channelled to alternative basic education service delivery points and for specific actions aimed at improving equality of educational outcome for both the sexes. The health extension worker programme needs more adaptation than has currently been the case in the DRS; since the workers are more isolated than in agricultural areas and distances to fixed facilities

appropriateness. The large structures that are rolled out across the board with little considerations for the population density and the difference in cultural context poses significant challenge in the delivery of basic social services.

Strategic and results-based planning and management capacity: while information and management systems (such as EMIS, HMIS, and GIS) have been introduced at regional level, capacities to use them for data collection and inclusive, gender equitable visioning, goal setting, and planning at regional, woreda and kebele levels need to be improved. The DRS all have developed their five year strategic plans with little or no participation from lower tiers of government, the private sector, and the community. More attention to helping regional government reach down and work with community planning processes has been requested by all four regions; including integrated planning for social and economic service delivery and sustainable livelihoods.

Public Financial Management Capacity: PBS and PSCAP have both noted that the DRS are lacking substantial and sustained PFM capacity across the board. Due to their specific socio-economic nature, the DRS however require such support. The problems of PFM are critical and numerous in order to effectively utilize available resources.

Disconnect between planning, budgeting, and implementation: Planning (strategic five year plan, medium term expenditure framework, and annual plans) both vertically (sectoral and inter-sectoral), and horizontally is done in isolation at all levels of local government. One reason is the lack of planning capacity; another reason is the lack of financial resources to allocate to the plans accordingly. Low levels of trust and accountability are among the impacts seen in the regional civil service.

Low absorption capacity: Capacity of the LG to effectively and efficiently utilize the resource envelope is another constraint for PFM. The absorption capacity for the 2008 budget for Gambella was at 14% of the capital budget. Lack of knowledge and capacity on the public expenditure management cycle including rules on procurement can be seen as major contributing factor.

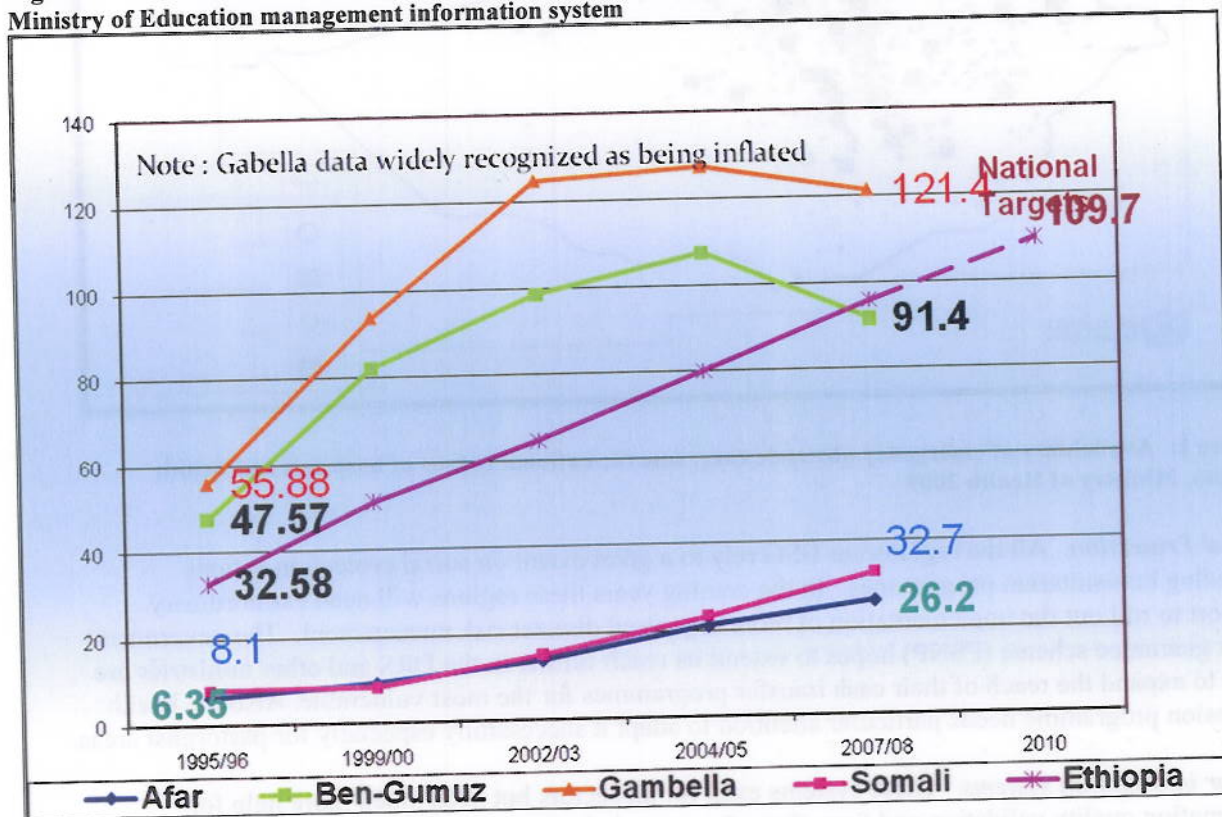
Low revenue generation capacity despite high revenue potential: Significant efforts have been made to increase the regional tax base through PSCAP nationwide. Support is needed to link revenue generation to the strategic planning process; increase capacity of the local revenue authority, and increase local revenue mobilization at a larger scale. Unexploited sources of revenue generation include VAT, irrigation, livestock markets, and tourism. Average revenue generation by the DRS is between 10- 15%.

Low levels of capital budget allocation in DRS Woredas: Across the board in the DRS, the development budget allocations sent to Woreda level are mainly used to finance salaries for civil service staff leaving little left for capital development budgets. Meanwhile many posts remain unfilled and the employed staff does not have the operational budgets to deliver services. The large structure at Woreda level that takes up much of the overall Woreda budget to such a great extent may not be the appropriate strategy to follow especially in the sparsely populated parts of the DRS.

Political stability: Traditional governance and cultural norms. For the DRS, local structures are heavily based on traditional systems of governance (clan or tribe-based in Afar, Gambella and Somali) that are not factored into the formal efforts to build decentralized governance capacities overall. While historical marginalization is common to all DRS, the high levels of political instability and insecurity that prevail in many areas in the DRS result from unique sets of circumstances and histories. PBS, PSCAP, PSNP, bilateral programmes and humanitarian actions all help to increase stable political and administrative local governance. However, the holistic overview of each case and the work across sectors supporting the effort towards political settlements lacks a comprehensive character. MoFA requests support to address these issues comprehensively as part of its mandate.

are greater, flexibility in ability to provide more curative care is required as is the stipulation that workers must be women. More stable resource allocations are required for mobile health services that have relied for several years on fickle humanitarian sources. More community participation is needed to manage the mobile health service with local decisions made on what other services could be added, for example veterinary services and the sale of simple commodities such as soap, toothpaste and matches. More community participation is needed in agreeing on water development planning with more attention to linking the needs of people with the need to upgrade and maintain water points along stock routes.

Figure 2 Gross enrolment ratios in the four developing regional states compared to the national average; source, Ministry of Education management information system



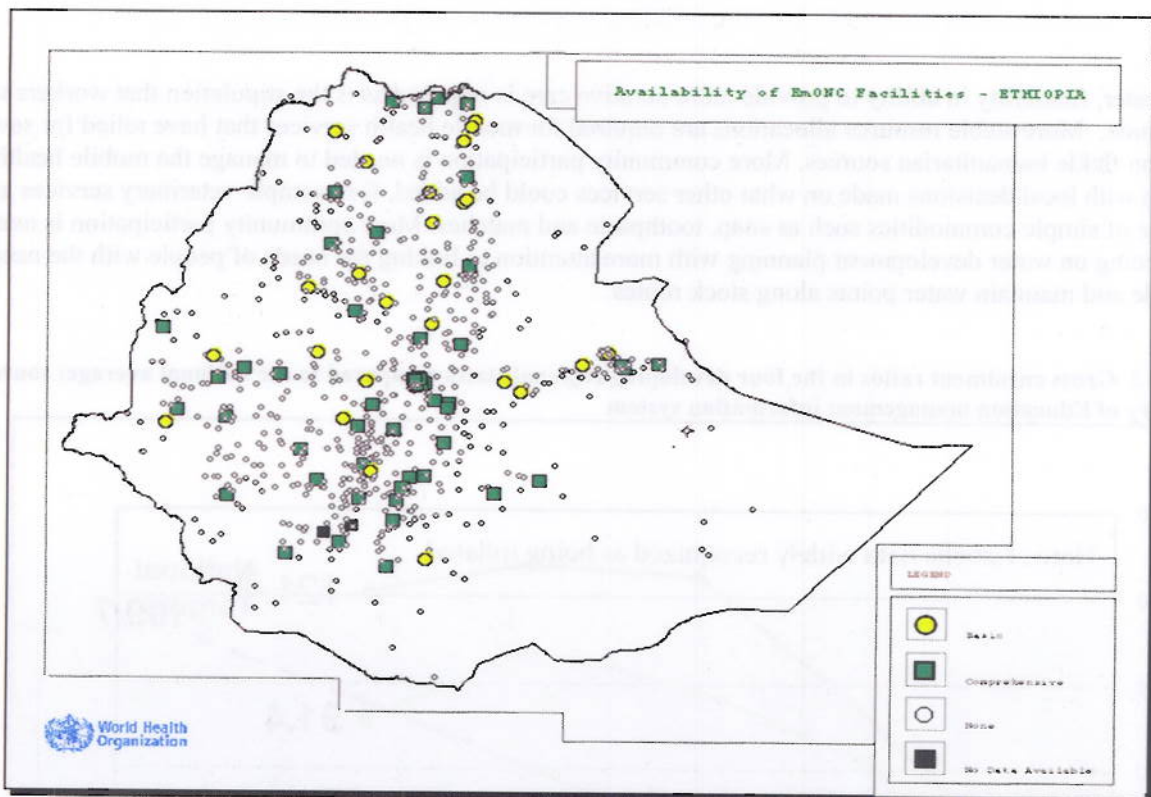


Figure 1: Availability of emergency obstetric care; source; national census of hospitals and health centres, Ministry of Health 2009

Social Protection. All the regions bar BSG rely to a great extent on social protection actions including humanitarian programmes. In the coming years these regions will need extraordinary support to roll out the implementation of more organised disaster risk management. The government work guarantee scheme (PSNP) hopes to extend its reach further in the DRS and other ministries are keen to expand the reach of their cash transfer programmes for the most vulnerable. Also the health extension programme needs particular attention to adapt it successfully especially for pastoralist areas.

Sector information systems. These systems exist for all sectors but need much more help for information quality validation and from there for use to help improve the quality of services.

Infrastructure development. While PBS and other programmes have been supporting the development of infrastructure for social services the construction output is behind plan in all states for education, health and water sectors. Reasons include a lack of budget overall and a lack of capacity to absorb existing budgets and where buildings are complete they are poorly equipped. All regions requested support to accelerate their progress towards their infrastructure completion plans in the social sectors.

a) **Environmentally sustainable livelihoods**

Poverty dominates as the major livelihood concern in the DRS yet these regions have land and water which could be better exploited. The level of rural poverty has been increasing in the regions despite a decrease at the national level. Natural disasters such as decreasing duration and increasing intensity of rainfall key factors. Livelihood problems in the region are also attributed to lack of employment, conflict, poor market and infrastructure facilities.

The main constraints facing the agricultural sector include: *low delivery of appropriate extension services, a disconnect between the research and the extension services, use of backward technologies, shortage of trained human resources in some instances and inability to use the available human resources on most cases due to limited non salary recurrent budget, and weak information management systems.* The extension programme ignored ecological differences and traditional tilling systems and has limited market consideration and linkages. The human resources situation, though it has improved significantly is still an issue with, for example, more than 30% of the approved civil service posts in the sector in Gambella not filled until recently; the situation is similar in the other regions coupled with high attrition rates. Similarly, in the four regional states it was clearly documented that the human resource allocation and use is not optimal. In some of the woredas one DA provides service for less than 50 farmers while elsewhere one DA serves 400.⁴ Furthermore, all the four regional states have not been allocating adequate budget for capital expenditure in agriculture and rural development though the reverse is the case at the federal level.

Poor livestock management, low productivity of local breeds, prevalence of cattle diseases, absence of established product markets for rural households to sell their surplus products in informal neighborhood markets at low prices or conduct their business in distant places with much higher transport and associated costs for livestock dominated

The four regional states have considerable potential for large, medium and small scale irrigation (for example, Benishangul Gumuze has irrigation potential covering an area of about 169,912 ha)⁵. Despite its high potential, very little has been exploited so far. In order to exploit the regional potential for small scale irrigation it is important to introduce technologies with full community participation that would help use ground water as well as rivers for irrigation. Currently, large scale investors are moving-in interested in developing large-scale operations in these regions; it will be important to link smallholder farmers to benefit from technology transfer and water sources.

Youth unemployment is a growing issue. Although in the rural setting the increased investment could contribute in the generation of jobs, a clear strategy promoting entrepreneurship among youth, women and endogenous communities is increasingly important to fill in the missing middle in the development process.

Limited participation of the communities in sustainable land management linked to poor working culture of communities who have lived in the areas for man years and a high work load on women that requires interventions to unleash the potential of women for wider participation in economic growth.

1.3 Existing support for development in the DRS

Federally coordinated efforts to supplement own regions efforts to manage their development include

- i. Increased funding above what each DRS is entitled (according to the federal budget formulas) coordinated by the MoFA.

⁴ DA cater service for less than 50 farmers (e.g., Pawe special, Guba, Kurmuk, Sherkole, Bambasi, Oda Godere, Homosha, Yaso, Kamashi, Agelo Meti) while on the other hand one DA serve for 400, 200, 120, 110 and 100 farmers in Dibate, Wombera, Mandura, Mao Komo and Dangure woredas respectively.

⁵ For example, Benishangul Gumuz has about 28 rivers out of 40 are identified to support small scale irrigation covering an area of about 1,687 ha. Rivers that can support medium and large irrigation projects are Beles (163,200 ha), Dabus (51,000 ha), Gilgel Beles (88 ha) and Selga (360 ha) (BGRS, BoA, 2003). The total area that can be irrigated using these big rivers comes to 169,912 ha (Merkorewos Hiwet, 2008)⁵.

- ii. Support through PSCAP, PSNP, PBS and other centrally managed sector programmes towards support for the delivery of public services; a common thread from the annual reviews of these programmes is that they need extra support to deliver their planned results in the DRS.
- iii. Long standing financial support to activities that are both humanitarian in nature and also developmental via humanitarian funding lines managed via involvement of international contractors to international agencies.
- iv. Bespoke stand alone bilateral and multilateral development programmes can also be found e.g. USAID in Afar and Somali Region, Finnish Aid in BSG, and the UN programmes in all the DRS.
- v. The Commune Strategy developed by MoFA and implemented by the Regional Government in each of the four DRS intended to relocate isolated communities into larger conglomerations to improve their access to social services and livelihoods opportunities
- vi. The leasing of land to attract commercial agricultural investment
- vii. The expansion of road and communications infrastructure and in the course of the next few years the expansion of the rail network.

1.2 Rational for the Joint Programme

The joint Programme will fill a crucial gap in the government and development partners' effort to bring in equitable sustainable development in Ethiopia. Equitable development that is inclusive is deeply rooted in the Ethiopian constitution and the next five year development plan, but this effort is incomplete without greater focus in bringing accelerated development to the four developing regional states that are lagging behind in all development indicators from other parts of the country. The UN agencies are committed to support the government through well orchestrated support that will unleash the development potential of the four developing regional states, through improved economic governance, improved social services and support to livelihood activities. The JP will further work to improve the capacity of the poor to benefit from the improved livelihoods.

The JP initiates a process of long term support with the aim of achieving sustainable development in the four developing regional states to achieve greater balance between the various regional states of the country. The JP promotes well coordinated development partners support with multisectoral nature taking into consideration the development context of the specific regional state, more systematic monitoring and evaluation and greater effectiveness in resources utilisation.

Significant opportunities exist in the four developing regional states that are untapped in the past due to several reasons. A number of successful interventions in other part of the country can be adapted and tried out in the DRS and later be scaled up in the second phase of the JP. The JP complements other development partners and government of Ethiopia initiatives and ensures their effectiveness through unlocking capacity constraints. The JP provides catalytically support for the GOE's effort to bring equitable and accelerated development in the four DRS. It will try to address the financial and technical capacity constraints in these four regions which will enable the country as a whole to achieve MDGs in 2015 as stated in the next five year plan –GTP. Recognizing this gap, the United Nations (UN) agencies involvement in this JP is to create the platform for well coordinated support to these regions by providing the core financial and technical support to leverage support from other development partners. Proposed programme description and strategies

2. Programme objectives and strategies

The JP supports the Growth and Transformation Plan imperative of consolidating and building on strategic partnerships to support the efforts of the government to attain the MDGs with equity and the goal of poverty reduction. The JP is informed by efforts to achieve the MDGs as well as reviews of programmes such as the PSCAP (2009) and the PBS. Many ideas have been documented and tested with results known, evaluations and reviews done. The JP will use these experiences by regional government programmes supported by development partners.

The Joint Programme will address the issues identified above through a strategy focusing on the three complementary issues:

- governance at regional, woreda and community level;
- basic social services delivery; and
- improved sustainable agricultural, livestock and other livelihood services.

The issues of social service delivery and the improvement and expansion of sustainable agriculture, livestock and other livelihood services will depend to a large extent on building capacity for governance at regional, woreda and kebele levels.

The JP objective is therefore, to accelerated and sustainable pro poor development in each of the four Developing Regional States (DRS).

2.1 Programme Strategies

The JP will support both regional and woreda level interventions following a decentralised and integrated approach and will focus in the initial stage on selected woredas (with 70% high potential areas and 30% vulnerable woredas). This focus will ensure significant impact given the limited resources and enable to document lessons for scaling up.

Most of the activities supported by the JP will be based on demand from communities and local governments. The three components of the programme detailed below will facilitate the achievement of accelerated development in the four developing regional states. The overarching areas that will be covered within the three identified broad areas are detailed out below.

a) Building capacity for quality local governance

Decentralization, and Local Governance: Can be broadly seen as assisting the LG and the community to interact jointly for development in an accountable, sustainable, transparent and peaceful way, taking into account local traditional and cultural particularities. Local governance transcends and drives all development endeavours, thus serving as the overarching structure for this JP. The JP will support the regional government to build up on the work that has already been done through the support of PSCAP and PBS in further deepening the legal basis on which decentralization processes to woreda and below are founded. The JP will assist adaptation of decentralization to local contexts including the use of traditional governance structures.

Strategic planning: Together with the regional council, office of the regional president, all planning processes will be streamlined by BOFEDs, in participation with all line sectors through a combination of top down and bottom up planning. Inter alia this will include development, use and improvement of manuals for each region for local level participation in development planning; manuals will be based on various sources including inter alia from other regions, PSCAP, GTZ and the UN. Support will be given to regional management institutes to train woreda and local level leaders in developing plans and managing them and pulling local level plans together into regional plans; the capacity of regional parliamentarians to negotiate with each other and regional

government on priorities will be facilitated. Going forward lessons will be learned through evaluation of the intersect between top down and bottom up programme development and implementation to adapt and modify the development planning and programming. The programme will support operationalization and performance of the health information management systems in line with the new design. Focus will be given to the performance of the health information systems in terms of quality and information use at the operational levels (including capacity and system to regularly collect analyze and utilize information on all of the priority programs such as the HIV/AIDS epidemic and response pattern of the region developed, TB, Malaria, maternal and child health activities as well as some of the endemic neglected tropical diseases that are persisting for social and economic reasons) to support these programme management processes. A key focus will be building communities' capacity to take charge of their own development with a focus on

- *Advocacy* aimed at increasing a sense of responsibility and motivation for development
- *Information systems* to facilitate identification and monitoring of problems,
- *Education* to improve understanding,
- *Training* to establish critical skills, and,
- *Service delivery* to improve access to critical basic services.

This will require facilitators and mobilisers ensuring that community members can access important knowledge, information, and services *and* providing effective support to communities to express their concerns and priorities to higher levels of development management and planning.

Public Finance Management: The programme will help regional government to more efficiently allocate resources based on local budgeted plans to deliver services. The programme will support improvement of resource liquidation through human development support (see below) and improved programme implementation monitoring and reporting by accountable managers at quarterly reviews. The rolling out of the MoFED performance based public finance management strategy will be supported.

Revenue generation: Where studies are absent the first step will be assessment of regional revenue generation potentials that are not currently tapped. The second step will be to assess the capacity of regional and woreda revenue authorities to collect revenues as a prelude to building capacity to improve revenue generation. The programme will explore options to capacitate local revenue authorities by outsourcing tax collection through public private partnership arrangements.

Addressing sustainable HRD in the DRS is highly interlinked with political stability, traditional systems of governance and prevailing cultural norms, and need to be handled interdependently. The JP will assist in testing and shaping models of *adaptive governance*, tailor-made to the specific regional context. Adaptive models of DLDP for the DRS will look into the (a) skills and perceptions of the existing human resource base, (b) future projected needs of the local context, (c) and innovative models of HRD against the local development goals identified, taking into account population and settlement patterns, and cultural norms of each DRS. A combination of three options will be available to address the human and skills capacity gap for the DRS:

- Option 1: Performance based contracting through outsourcing (private firms), coupled with on the job/continuous education, in cooperation with regional management institutions and colleges.
- Option 2: Deployment of development advisers (DAs) for clearly identified capacity gaps identified by the regional governments through twining with neighbouring regions. The programme will support the development of a specific package to orient the DAs for their support to the DRS and their operational costs. The programme will put in place a mechanism of knowledge transfer between the DAs and the regional civil servants they support.

- Option 3: Deployment of UNVs, other kinds of volunteers or even contractors to build capacity in similar fashion to option 2.

To address the issue of high attrition and absence of deployment for public service posts especially in remote areas the programme will support regional government to mobilize communities to take more of a role in managing the human resource element of public service delivery in their communities.

Leadership and management capacity development is key to successful human resource development. Leadership development short courses will be developed in cooperation with academia and regional management institutions to ensure continuity and constant retraining with changes in leadership. The courses will be integrative, focusing not only on formally established (mostly young) leaders of LG, but including traditional and religious leaders, as well as leaders of vulnerable and marginalized groups such as PLHIV network and its member associations, ideally reaching out to local business leaders. This leadership development concept will be closely linked and inform further peace-building initiatives at local level. Additional action research⁶ and cooperation between all development partners on peace building will shape peace and trust building interventions to be mainstreamed into all components of the JP. Models of assessing and possibly integrating traditional forms of governance will be elaborated and tested.

Increasing climate change resilience. Similarly, research will be supported to assess changes in settlement, livelihoods and communication patterns of communities in areas most affected by climate change; to further inform local governance needs.⁷

Mainstreaming peace building: through engagement with the community in the planning of development the JP will foster peace building in the local community. The JP in the development corridors will support training of key community leaders, conducting of peace building workshops and community asset building activities that will foster peace. Based on need assessment, the programme will provide technical support to address design and capacity gaps of agricultural livelihood services delivery, especially related to the development of the appropriate extension package, development of the strategy for livestock development with especial emphasis on livestock marketing and veterinary care and rangeland management using public private partnership options.

The programme will strengthen MoFA capacity to coordinate the inter-ministerial board oversight of development acceleration plans in the DRS through inter alia supporting stronger secretariat functions for the quarterly review so that reviews focus on quality reviews of output oriented activity plans and the production of quarterly action points with responsibilities for follow-up identified and tracked. The programme will strengthen MoFA capacity to play a leading role in coordinating peace building efforts. This is aimed at resulting in improved governance at local level.

b) Improving social service delivery

Improving delivery of quality social services in the DRS will be linked to the successful implementation of the governance component described above.

Support will be provided *to help sector bureaus, woredas and communities to develop and manage their programmes in a more participatory way* as described above at regional and local level. Furthermore, the programme will support improvement in social service delivery in selected development corridors. The

⁶ To complement findings of conflict resolution studies in DRS by MOFA; as well as on popular alternative dispute resolution mechanisms, such as *Shengo*

⁷ See also recent studies undertaken in SNNPR by GTZ, SUN (October 2009).

programme will make special effort to improve the social sector information systems to support bureau planning and programme management.

The pace of implementation of the regional social sector development plans will be accelerated *by building the capacity of regional sectors as well as the respective woredas* to develop, implement, review account for funds, and revise their programmes faster than is currently possible. Beyond budgeted plan preparations, support will include channelling of resources through the programme to finance elements of the plan over the short and medium term.

The ability of regional bureaus to adapt national social sector strategies to the local context will be strengthened. A whole woreda approach to education systems strengthening will be adopted. In this regard, the programme will support regional governments through linkages with regional universities and colleges to modify the primary school curriculum to fit the local context. The weight of financial allocations deployed to particular elements of the social sector strategies will be reviewed. For example, a case might be there to apply more funding to alternative basic education service delivery points than is currently the case.

To enhance health services for improved health outcomes of the DRS, *an integrated district health services strengthening approach*, in line with the principles of primary health care will be emphasized. The link between community health, nutrition and sanitation and hygiene services and the health facility levels services will be strengthened through appropriate referral systems. Support will be provided to enhance to continuous medical education and linking of in-service to the pre-service education systems through technological options, such as the e-learning approaches. Support will be provided to strengthen the implementation of the routine health information systems including the community based data collection and transfer systems as the use of information for action at local levels. Support will be provided to mobile health and nutrition services reaching out to nomadic communities.

Similarly, HIV prevention strategies will be reviewed and support provided to develop and manage interventions targeted at identified most at risk populations groups and hot spots and to address vulnerabilities in the development corridors. The same kind of strategic adaptation is needed for the health extension worker programmes, referral system and district health management.

Support will be provided to *accelerate the pace of construction of social service infrastructure including water points, schools, and health service delivery points*. Public private partnerships will be explored as part of the acceleration strategy and specific efforts will be made to find funding from international partners.

Support will be provided to *strengthen capacities to identify and develop community plans for supporting the most vulnerable people* including the poor, the disabled (including the mentally-ill), and the aged and to help multiple bureaus and other partners to coordinate their support to these community social protection plans via inter-sectoral support managed via multiple bureaus. Similarly, capacity for the design and implementation of appropriate hot spot/MARPs targeted HIV prevention interventions will be developed.

c) Strengthening capacity for environmentally sustainable livelihoods

The sub programme seeks permanent solutions to the underlying causes of hunger and malnutrition, to develop truly sustainable livelihood security and livelihood systems in the DRSs. Relatively small investments in well-targeted development activities today, have the potential to save large sums of future resources, which may otherwise be required for emergency food assistance. The third component of the JP will support both regional and local level interventions.

At regional level the support will be extended to *allow the regional governments to review current agriculture extension packages and develop appropriate extension package* for each regional state with close collaboration with the regional research institutions and agricultural colleges. The development of the appropriate extension package has to give due attention to the needs of women and vulnerable groups. The JP will further support the institutionalization of the extension package to a lower decentralized level. This will have broad impact across the regions systems and functioning of the institutions. Selected regional level activities aimed at addressing major constraints of the regional development in agriculture will be supported through the programme.

Furthermore, the JP will *support high impact interventions that are prioritized by the community which will quickly result into improved and expanded agriculture, livestock and other livelihood services including water shade management in selected development corridors*. This support will ensure transition from emergency response towards sustainable local economic development. The selection of the development corridors should be participatory and based on evidence that clearly demonstrate high potential for development and change of lives. It should give due consideration to the ethnic representations in the region to support the peace building effort of the government. The Ministry of Federal Affairs will take the lead in coordinating the selection of the development corridors jointly with the regional governments of the regions. A detailed plan that outlines the high impact interventions will be prepared by the government with technical support from various UN agencies in a participatory fashion. These interventions should be in line with the regional and woreda strategic development plans, that would be supported through component 1 of the JP and further complemented by the interventions in component 2 above. The selection of the high impact interventions therefore should result into expanded opportunities to the small holder farmers to benefit from knowledge and technology transfer from the large scale investments in the four regional states. At the development corridors, all integrated service needs will be addressed with clear linkages to promote value chain development using youth groups, women group and cooperatives. In this regard, adequate resources will be set aside to support these activities through provision of grant.

The high impact interventions that will be supported through the JP among others includes: strengthening food production systems delivery mechanism, effective farmers training centres, development of small scale irrigation and sustainable use and management of natural resource, livestock development, pest control and promotion of market system, and capacity building on irrigation production planning, implementation and M&E system.

Beyond the direct capacity building to the DRSs, the JP will *explore possibilities of engaging in public private partnership to support effective service delivery activities in agriculture and rural infrastructure development*. Such Public Private Partnership should be grounded on a mission to enhance DRSs absorptive capacity of resources, efficient utilization of limited public resources and effective delivery of services with possible transition to full fledged private sector development over time.

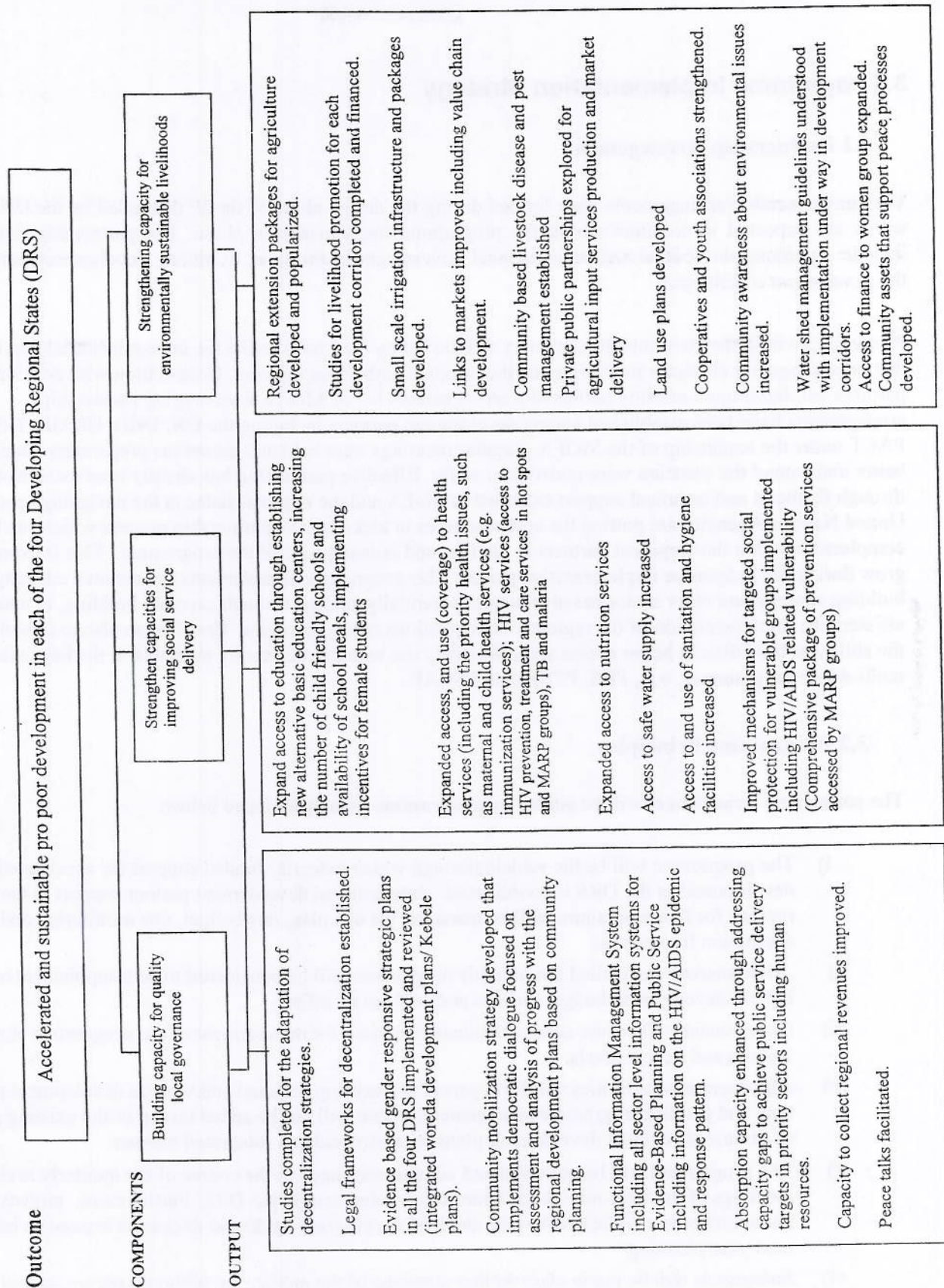
Mainstreaming climate change and environment protection: Within this sub programme climate change adaptation, environmental awareness, and protection are a priority focuses. Capacity gaps are manifested in terms of the limited ability to plan and implement environmental assessment programmes. This is particularly evident in the investment arena. In this regard, the JP will support capacity development activities that will empower the regional bodies to effectively discharge their mandate. The JP will support the development of land use plan in the regions where such plans do not exist to enable smooth planning of the development process and supports activities that will ensure protection of environment and forests. Furthermore, the JP will support interventions that will be crucial in guiding the redirection of current agricultural practices as well as the creation of alternative income possibilities to alleviate the growing population pressure on the degraded environment.

2.2 Results Framework

The Results Framework is designed around the three component areas of the DRS, which are in line with the three key outcomes of the GTP: Good Local Governance, Humanitarian Response, Recovery and Food Security, and Basic Social Services and Human Resources

Figure four below summarizes the key outputs that the Programme intended to delivery with the corresponding outcome. Detailed results frameworks will be developed in the course of regional planning exercise with specific results for each region.

Figure 4: Summary of the programme results



3. Programme Implementation Strategy

3.1 Partnership Arrangement

Various partnership arrangements were formed during the design phase of the JP that is led by the UN agencies which are expected to continue during the programme implementation phase. The partnership arrangement include: a) among the federal and regional/local government institutions; b) among development partners and the government of Ethiopia.

Partnership within the government machinery will be led by the MoFA using the inter-ministerial special board that brings together all sector ministries and the regional authorities together. Cooperation with development partners will build upon existing partnership arrangements led by MoFA. Encouraging partnership arrangements have been established among development partners including the UN, DfID, USAID, DED, PACT under the leadership of the MOFA. Regular meetings were held and numerous preparatory studies to better understand the situation were undertaken so far. Effective partnership has already been established through financial and technical support extended to MoFA and the regional states in the designing process. The United Nations Agencies are putting the core resources to kick start the partnership process which can be completed by other development partners in the first and second phase of the programme. This is expected to grow during the Programme implementation period. This programme complements the national capacity building strategy and other sector based strategies essentially aiming, through capacity building, to make more efficient the implementation of the regional manifestations of the strategies. The JP aims also to contribute to the ability of the DRSs to better access and effectively use resources currently available in the key national multi-donor programmes, e.g., PBS, PSNP, and PSCAP.

3.2 Programme Principles

The partnership arrangement will be guided by **programme principles** listed below:

- i) The programme will be the vehicle through which federally funded support for accelerated development in the DRS is coordinated. International development partner support to the four regions for this programme will be managed via one plan, one budget, one monitoring and one evaluation framework.
- ii) All resources channelled through this programme will be considered to be a supplement on top of federal development budget ceilings and will not be off set.
- iii) Government will ensure adequate human resources for management of the programme at regional, woreda and kebele levels.
- iv) All programme activities will form part of the existing regional and woreda development plans; a new and parallel programme management system will not be added on top of the existing process of review of regional development plans by sector and in a integrated manner.
- v) The programme will be reviewed and adjustments made in the course of the quarterly review meetings of the inter-ministerial board for development in the DRS. Furthermore, midyear and annual reviews will be held to take stock of the progress made and document lessons to inform the next year planning.
- vi) Safeguards will be put in place so that members of the public can, without censure, appeal if activities supported by the programme are thought to be prejudicial to the rights of some citizens of the development regional states.

- vii) Support for integrated public service delivery will be focused. Seventy per cent of support will be aimed at areas where impact can be demonstrated for example, higher potential development corridors such as underdeveloped river basins with thirty per cent of resources targeted at more vulnerable areas that are clearly not high potential. Support could include, for example, a holistic focus along particular stock routes to facilitate livestock exports or ensuring that quality social services are set-up as newly opened irrigated areas start to become populated or that the balance between immigrants working on irrigation schemes and communities who have lived in the focus areas for many years does not lead to conflict.
- viii) Ensuring coordination and communication between all levels of government and inclusion of all stakeholders like private sector, women, youth and vulnerable groups.
- ix) The Joint Programme should not be “more of the same through joint efforts”, but should as much as possible be innovative and evidence based starting from where the regions’ communities are.
- x) The detailed development of the programme design will be carried out uniquely for all the four regions since the circumstances and requirements of each region to help accelerate their development cannot be addressed with the same approach except at a general level. This will enable the local context to be taken into consideration during the planning of specific activities to be supported. Such an approach will help to balance for example in the livelihood component activities that will enhance pastoralist lifestyles as well as supporting enhanced agriculture and other livelihood options.
- xi) The programme will be implemented following a human rights approach to programming including a focus on gender equality.
- xii) Gender mainstreaming will be a key focus of the programme with, for example, the encouragement of fifty per cent participation of women in development management committees.
- xiii) Results based management will be a guiding principle of the programme with strong attention to the development of clear and well understood programme strategies, budgeted activities reviewed by quarter, programme implementation monitoring, and a clear evaluation design focusing on strategic questions.
- xiv) Good practice guidelines and principles regarding resettlement have been agreed between government and development partners, and a set of tools is being jointly developed to assist the implementation and management of the GoE’s Commune Strategy in line with these principles.. All programme activities which touch on issues related to resettlement or are to be implemented in resettlement areas will be undertaken in full compliance with the agreed guidelines taking into account the context of the country in general and that of the DRS regions in particular. These guidelines and principles are set out in the following section.
- xv) The programme will follow to the extent possible the Paris and Accra guidelines for development cooperation.

3.3 Good Practice Guidelines and Principles regarding Resettlement.

As part of objective to accelerate development in the Developing Regional States, the government is implementing the Commune Strategy which involves relocating communities to improve access to basic services and sustainable livelihood opportunities, increase commercial investment to achieve higher rates of sustainable economic growth and reduce risk and vulnerabilities to natural disasters. Government and Development partners have agreed that specific processes and safeguards need to be put in place to ensure that relocation processes of different kinds are effective and successful. To this end the government and development partners have endorsed the following set of good practice guidelines and principles to underpin the planning and implementation of resettlement activities:

1. Key elements of resettlement processes:

A. Information and Consultation

Information is made available to all affected and host communities and the public in concerned regions and woredas, regarding:

- a. The rationale and policy objectives for resettlement
- b. Alternatives to resettlement that have been considered (eg alternative models of service delivery, livelihoods diversification options etc)
- c. Options available to affected communities and how these choices can be implemented
- d. The rights of individuals and communities in relation to resettlement, clear eligibility criteria and procedures to access resettlement support and compensation where appropriate and mechanisms available to consider complaints and grievances (*see below*)

Relevant stakeholders including potential resettling and host communities should be consulted at all stages of the decision-making, design and planning of resettlement including:

- a. Public consultation meetings are widely advertised and the results of consultation are made public and taken into account in the decision-making process and planning of resettlement
- b. Resettlement plans are made publicly available to all people and organisations in the concerned woredas and to development partners and other stakeholders

B. Development of a Resettlement Plan

A comprehensive resettlement plan is developed with the full participation of the affected communities. The resettlement plan should include

- a. Objectives of the resettlement and identification of potential social, economic, environment and cultural impacts
- b. Analysis of the needs of resettling communities in terms of:
 - basic social service requirements,
 - economic opportunities disruption of existing livelihoods and support required to restore and improve livelihoods, with a timeline for implementation.
 - likely impact on existing tensions between clans and ethnic groups and mechanisms to ensure harmonious coexistence and the peaceful resolution of potential conflicts, endorsed by both the resettling and the host communities.
 - environmental impact on proposed resettlement sites and appropriate mechanisms for the sustainable management of natural resources.
- c. Detailed land use plans and technical feasibility studies to support the selection and design of infrastructure development on the resettlement sites
- d. Implementation arrangements for developing resettlement sites including organisational responsibilities and a clear timeline for implementation
- e. Costing and budget for implementing resettlement including identification of available resources and funding mechanisms
- f. Outline of governance arrangements for resettlement including
 - Criteria for eligibility and access to resettlement support and compensation for loss of property and access to other resources
 - Grievance procedures to address complaints regarding the resettlement process (*See below*)
 - Monitoring and evaluation arrangements (*See below*)

C. Implementation of the Resettlement Plan before relocation of populations

The implementation of infrastructure, basic social services and other resettlement support services is put in place according to the resettlement plan before populations are moved from their current place of residence to resettlement sites.

D. Mechanisms for monitoring, safeguards, appeals and redress put in place

Safeguards are put in place to ensure that households and communities are resettled in a manner that protects their basic human rights and respects their choices. This includes developing mechanisms through which communities or individuals can confidentially petition and receive a hearing regarding decisions that involve their potential resettlement. There are several options for such a system, these include:

- a. *Administrative and judicial mechanisms* that allow grievances and complaints from individuals, families or communities related to resettlement to be dealt with using existing administrative and judicial systems. Such as woreda or kebele development planning mechanisms, administrative complaints procedures or the courts.
- b. *Community / traditional dispute resolution mechanisms* where grievances and complaints are brought to community governance bodies for discussion and where community governance structures are empowered to mediate with government and other partners to obtain resolution.
- c. *Independent, third party mechanisms* through which grievances and complaints are brought to bodies operating or established in the community for discussion and these organisations are empowered to mediate with parties to obtain resolution.
- d. *Specific programme based monitoring and redress mechanisms* established as part of the resettlement process with the specific mandate to monitor implementation, identify potential conflicts and injustices and report these to the appropriate authorities or intervene directly to resolve them. These bodies should conduct regular monitoring visits to all resettlement sites. For example a special unit at regional government level or a committee at woreda level to report on progress and investigate and/or resolve complaints and grievances or refer these for resolution to the programme oversight bodies. There could, for example, be a quarterly meeting of the programme oversight bodies preceded by site visits to the resettlement sites at which issues arising can be discussed and resolved.

2. Guidelines and Principles related to resettlement:

- 1- Resettlement of communities should be avoided where feasible, or minimized, exploring all viable options and alternatives first.
- 2- Where resettlement is considered it should be on a voluntary basis and resettled persons and communities should be meaningfully consulted and should have opportunities to participate in planning and implementing resettlement programmes.
- 3- Individuals and communities affected by resettlement should be:
 - (i) informed about their options and rights pertaining to resettlement;
 - (ii) provided with technically and economically feasible resettlement alternatives
 - (iii) able to make choices between these alternatives on the basis of informed consent.
- 4- Processes for planning resettlement should allow sufficient time for adequate needs assessment, feasibility studies, infrastructure and land use planning and consultation and dialogue with resettling and host communities,
- 5- The focus of resettlement planning should be on creating the environment and incentives to encourage people to relocate to areas where their improved standard of living is assured. This means that the development of necessary basic infrastructure and services (eg road access, water, sanitation, health, education) must be in place before relocation takes place.
- 6- In the new resettlement sites, infrastructure and public services should be provided to an acceptable standard to improve, restore, or maintain accessibility and levels of service for the displaced persons and host communities. Alternative or similar resources should be provided to compensate for the loss of access to community resources (such as fishing areas, grazing areas, fuel, or fodder).
- 7- Resettled persons and communities should be assisted in their efforts to improve their livelihoods and standards of living or at least to restore them, in real terms, to at least pre-resettlement levels. Possible

disruption to existing livelihoods and coping mechanisms must be analysed and measures put in place to ensure these are minimized.

- 8- Any resettlement should include measures to ensure that the resettled persons are provided prompt and effective compensation at full replacement cost for losses of assets attributable directly to the resettlement, based on clear entitlement criteria.
- 9- Resettlement should respect cultural and ethnic boundaries and dynamics and should be compatible with the cultural preferences of the resettled population and the hosting community. Patterns of community organization in the resettlement area should be based on choices made by the displaced persons. To the extent possible, the existing social and cultural institutions of resettlers and any host communities are preserved and resettlers' preferences with respect to relocating in preexisting communities and groups are honored. Resettlement planning should include the definition of mechanisms to mitigate and resolve conflicts between resettling and host communities.
- 10- Provision should be made for regular monitoring of resettlement processes, including appropriate and accessible grievance mechanisms to which individuals and groups can take complaints and seek redress.

3. Development of planning and management tools and their links to resettlement:

Government and development partners are currently working on the joint development of a set of planning tools which will help ensure—among other objectives—that the good practice guidelines and principles regarding resettlement are applied. These include site development plans covering different kebeles which encompass a livelihood component. These plans will consider the needs of both (a) communities that decide to resettle and those that decide not to resettle within the community and (b) communities moving into the resettlement and communities that are receiving new settlers. The Plans should also cater for all types of livelihoods (sedentary farming as well as pastoralism/ hunters/ gatherers). Government and development partners will continue to work jointly to ensure the integration of site development plans with broader planning frameworks at regional level including regional development strategies. In addition, government and partners are committed to working on a livelihood strategy and a land use management plan for each region which will also inform the development process including resettlement as a strategy.

Well-designed Site/Kebele Development Plans including a livelihood component developed in accordance with these guidelines in a community participatory process will need to be finalized before resources are committed through the DRS Programme to support sites where resettlement has been used or is being considered as a strategy. In addition, MOFA has undertaken to review all resettlement sites where the implementation of the commune strategy has already begun using the agreed Site Development Plan tools and where necessary remedial actions will be put in place to adhere to the Good Practice Guidelines and Principles Regarding Resettlement.

3.4 Coordination arrangements including budgeting annual workplanning and reviews

Overall oversight of the programme lies with the high level steering committee (HLSC) co-chaired by the Resident Coordinator and the Minister of Finance and Economic Development. The Committee includes ministries, development partners and UN agencies active in the programme. The HLSC also includes a number of bilateral donors i.e. Norway, UK and Spain. MoFA and the development partners will form a JP Management Committee which in turn will establish a secretariat under the MOFA to be responsible for the day to day management and coordination of the JP. This Management Committee will report to the HLSC. The secretariat staffed by a combination of MoFED, BoFED, MoFA and UN staff will manage the programme day-to-day to facilitate management meetings at regional levels, to coordinate reviews, to manage the results frame and manage special service contracts inter alia. UNICEF has been requested to support coordination of the development of this initiative with UNDP as co-facilitators from the international partners.

The Ministry of Finance and Economic Development will be the National Coordinating Authority for the Joint Programme. The Ministry of Federal Affairs (MoFA) will be the implementing partner at federal level. The respective bureaus at regional level and various regions sectoral bureaux will be the implementing partners at regional level for the various components of the programme. The implementing partners for each component will be the responsible body for the achievements of the results. The Ministry of Federal Affairs (MoFA) is responsible at the federal level for coordinating special federal support to the four DRSs. The four Regional Governments are responsible for agreeing and ensuring full implementation of interventions under each component of the JP.

The programme will be managed via the inter-ministerial board for accelerating development in the DRS quarterly review arrangements. The programme will have one annual budgeted workplan for each of the DRS using the format used globally by the United Nations system. Support including funding for each sector will be described at the activity level where the source of funding will also be described. Progress with the programme by activity, revisions to budgets and activities will take place at the quarterly reviews. There will be one annual workplan per region divided into support to each sectoral bureau.

The region specific annual workplan will be derived from the overall review of the regional development plan and will be designed to manage the coordinated support of all development partners over and above the regular budget disbursement from Ministry of Finance and Economic Development to the BoFEDs.

3.5 Fund Management Arrangements

The core management process for the funds applied through this programme will be via a budgeted annual workplan. The workplan will indicate the source of funding at the activity level. The following are the sources of funding.

- a) The supplement to the regional development budget managed by the Ministry of Federal Affairs derived from central funds managed by the Ministry of Finance and Economic Development.
- b) MoFED suggests that pooled funding be channelled via a joint UN managed fund with UNDP serving as the administrative agent.
- c) Parallel funding channelled from donors who cannot contribute to the One Fund via individual international development partner agencies and other development partners can also be considered as a source of support to this programme.

3.6 Programme Implementation and Sequencing

The identification and implementation of Joint Programme activities will begin with integrated participatory development plans at the Woreda level⁸. These plans will be the basis for identifying appropriate integrated development initiatives based on the priorities of local communities.

Existing Woreda plans will be reviewed and, where necessary, strengthened in line with the guidelines for Integrated Community –Based Participatory Planning developed in each Region, and development needs and priorities relevant to the core areas of proposed Intervention by DRS partner agencies will be identified. Kebele-level development plans (aka Site Development Plans) will also be reviewed as required or, where necessary, developed following the participatory planning process developed by the regional government, to ensure their integration with woreda level plans. The guidelines developed by MOFA and partners on Kebele/Site Development planning and land-use planning will be used in this exercise.

⁸ The 16 woreda are in Somali Region (Jijiga, Degahbur, Erer, Gode, West Imey) ; Gambella Region (Itang, Jikaw, Mengesh, Gog); Benishagul Gumuz Region (Assosa, Maokomo, Yaso); and Afar Region (Asayta, Kori, Megale, Amibara)

Following the review of woreda and/ or kebele/site development plans, government, development partner agencies and communities will jointly identify opportunities and priorities for the implementation of activities which maximise the synergies between the core competencies of the contributing partners, and create integrated development approaches. Possible examples of such initiatives include the development of

- *Integrated service delivery mechanisms* (creating synergies between agriculture extension services, schools, water points, health posts, centers and outreach health services),
- *coordinated information systems and information points* where communities can access information on a range of relevant services,
- *Integrated water resource and land use planning* to ensure sustainable use of natural resources that meet the full range of social and economic needs (eg in the case of water resources, combining the needs for drinking water supply, sanitation systems, irrigation, livestock, fishing, food processing and other income generating activities etc)
- *Local economic development approaches based on value chains* which require interventions at the level of agricultural production and value addition, market information, market infrastructure and links to markets, access to finance and business development services, and policy and regulatory frameworks that create an enabling environment for economic growth.

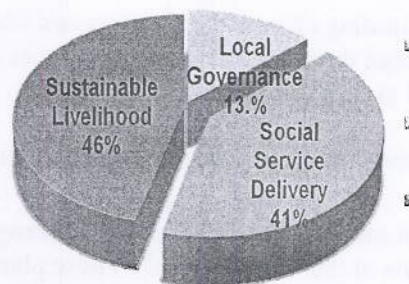
Partner agencies will design and support appropriate integrated development solutions that draw on their core competencies, respond in a coordinated and innovative way to community priorities and ensure the most efficient and effective use of available resources.

3.7 Budget allocation and prioritisation

In line with the Government’s priority to support economic growth as the driver of development, set out in the GTP, the largest proportion of DRS Joint Programme resources will be devoted to the Sustainable livelihoods component (46%).

A slightly smaller proportion will be devoted to improving the delivery of basic social services (41%)

Just over one tenth of the resources will be allocated to the Local Governance component (13%) to enable the development of the necessary systems and capacity to ensure the sustainability of development interventions over time.



The overall allocation of programme resources between the 3 components is shown in the diagram above

3.8 Financial contributions already identified

The initial financial contributions to the DRS Joint Programme, based on these existing commitments have been identified to support the first phase of the programme over an initial two year period (April 2011 – June 2013) amount to MoFA US\$5 million, FAO US\$2 million, UNCDF US\$1.2 million, UNDP US\$4 million, UNICEF US\$4 million, WFP US\$3 million, WHO, US\$1 million.

3.9 Indicative Budget⁹

Components	In USD	Remarks
Indicative Programmable Budget		
Estimated budget for Sustainable Livelihood component for the 4 DRS Regions ¹⁰	13,079,755	46% of amounts to be programmed in the 4 regions
Estimated budget for Social Service Delivery component for the 4 DRS Regions	11,658,043	41% of amounts to be programmed in the 4 regions
Estimated budget for Local Governance component for the 4 DRS Regions	3,696,453	13% of amounts to be programmed in the 4 regions
Estimated budget for Programming at Federal Level component by MOFA	700,000	Capacity building at MOFA (estimated at 2.5%)
Estimated budget for Programme Management by MOFA & BOFEDs (Technical Assistants)	1,300,000	Includes TAs ¹¹ at MOFA and BOFEDS plus cost of vehicles)
Add MOFA contribution in kind (staff costs, etc)	5,000,000	
Total Indicative Programmable Amount (A)	35,271,500	
Indicative UN Programme Management Costs		
UN (Ethiopia level) agencies cross-sectoral costs	2,278,500	Estimated at 7% of amount less HQ recovery costs
UN HQ recovery costs	2,450,000	Estimated at 7% ¹² of amount fund raised
Total UN Programme Management Costs (B)	4,728,500	
Total UN DRS JP Indicative Budget [(A) + (B)]	40,000,000	

3.10 Safeguards, appeals and redress

Beyond the efforts at stimulating a democratic process and ensuring that decisions are made in a transparent way and before financial resources are spent using programme funds a formal mechanism of safe guards will be agreed upon between the programme and regional government. The aim will be to provide a confidential system through which communities or individuals can petition the programme secretariat regarding decisions

⁹ This is indicative budget for the national programme framework, actual budgets for each region, woreda will be worked out after the initial woreda planning exercise

¹⁰ Somali, Afar, Gambela, Beni Shagul Gumuz

¹¹ At MOFA and 4 BOFEDs: 1xL4 @\$270,000/year; 1XNOC@\$40,000/year; 4X NOB@ 35,000/year; 5 driver@\$13,000/year; 5 vehicles@ \$50,000 each

¹² The cross-sectoral cost varies from one UN agency to another, varying from zero to ten percent, the rate used is an average one and for each agency the agreed rate will apply.

made for investing programme resources and via which these petitions are discussed in the course of programme coordination meetings both at the regional level and if necessary at the federal level.

The safeguards system will be developed uniquely in each region as one of the first steps in the programme before any financial investments are made. The system proposed in each region through a process of dialogue will be presented to the high level steering committee for the programme for endorsement. A detailed safeguard and management plan based on the activities to be supported will be developed and endorsed by the government and development partners. This plan will be executed by the regional and woreda level authorities during the implementation of the DRS.

3.11 Monitoring and Evaluation of the programme

The Joint Programme monitoring and evaluation activities will help

- a) generate information on progress, process and performance.
- b) analyse and aggregate data at various levels to track progress and monitor quality of improvement in key programme indicators and c) document and disseminate key lessons to users and stakeholder.

The monitoring and evaluation of the Programme will be guided by the result framework set out on Page 14. The result framework will be further developed after regional planning workshops. The result framework that will guide the monitoring process is given below. The evaluation of the first phase of the programme will take place in the first 18 months of the programme and will be a crucial element of the programme design and will determine whether government and development partners will want to scale up the initial scale of the programme so that the woreda and kebele level support covers more than fifty per cent of the woredas in the four DRS. The federal joint programme steering committee will be the key stakeholders in the evaluation design. They will determine what key questions they want answered to allow them to decide whether to scale up the programme and what methods to use to answer those questions. Since the detailed development of the programme design will be carried out uniquely for all the four regions the evaluation will have to take into account the unique circumstances of the region.

The first 24 months of implementation will be focused on 16 woredas¹³ so that the detailed modalities of programme implementation especially the link between decision making at community level, kebele, woreda and regional level is clarified. Based on evaluation results from the first 24 months, a scale-up is envisaged subject to the availability of funds so that at least half the woredas in the four states will be included in the DRS flagship programme using the resources from this programme.

3.12 Accountability, Auditing and Reporting

The annual review of the programme, done collectively by national partners and participating organizations will result in a single report, detailing progress and expenditure against each activity using the common reporting format developed by the UN for joint programmes. The annual review will serve as the culmination of the three previous quarterly reviews undertaken in the course of the year. Responsibility for production of the annual report will lie with the BoFED supported by technical programme staff seconded to the BoFEDs. An action plan will be derived from each quarterly review with an action point and responsibility table reviewed for progress at the subsequent review meeting.

- a) **Programme implementation monitoring.** Programme implementation monitoring will be coordinated by each regional programme secretariat with reports produced serving as input to the quarterly review meetings at regional level and bi annual review meetings at federal level.

¹³ The 16 woreda are in Somali Region (Jijiga, Degahbur, Erer, Gode, West Imey); Gambella Region (Itang, Jikaw, Mengesh, Gog); Benishagul Gumuz Region (Assosa, Maokomo, Yaso); and Afar Region (Asayta, Kori, Megale, Amibara)

- b) **Programme assurance.** Once a year the financial management database will be used to pick activities at random for inspection to assure the programme steering committee that reported activities have indeed taken place.
- c) **Programme evaluation.** The federal level secretariat will facilitate the development and implementation of an independent evaluation focused on strategic programme questions. In the first instance an evaluation report will be produced to inform management on progress over the first 18 months of the programme to help decide whether and how to scale-up the programme.
- d) **Procurement.** Procurement of goods and services when possible should be undertaken by the government bodies to build in a sustainable manner their capacity to undertake procurement in transparent and efficient manner. In circumstances where the government wish to delegate the responsibility of procuring a service or good the request will be made to the agency leading the coordination of the programme currently assumed to be UNICEF.
- e) **Audit.** The programme will follow a dual audit system with government producing audited reports via the government auditors. The programme will also be subject to the internal audit procedures of the lead agency assigned to manage the programme (at the time of writing assumed to be UNICEF.)

3.13 Feasibility, risk management and sustainability of results

There are a number of risks linked to the implementation or effectiveness of the Joint Programme:

- *Political instability and conflict:* key among these risks is the issue of cross border politics and the potential instability this can bring to the four DRS. There are also inter ethnic and intra ethnic conflicts in urban and rural areas of the Somali and Gambella regions. This may represent a risk for the successful implementation of development interventions. The regions have faced major conflict problems in the past (inter-ethnic conflict as well as cross-border conflict with the neighbouring regional state). There are situations, which do not necessarily exhibit themselves in terms of large-scale conflict situations; but nonetheless may be considered as risk factors for successful implementation of interventions. These conflict situations mostly occur at household and community levels. The causes of such conflicts are very much related to traditional practices and customs. These include encroachment over land resources and generally over the use of natural resources, evil eye (witchcraft), refusal to pay debt, abduction of girls and associated with this is claims for return or replacement for exchange sisters in marriage (especially among the Gumuz), adultery, murder, theft and land. There is continuous tension in the localities because these conflicts breed cyclical revenge actions. The problem is exacerbated by lack of due attention to address these conflict situations on the part of the regional government. As these situations are viewed as minor and part of the normal way of peoples' lives, they do not get due attention. These kinds of conflict situations would have serious implications on peoples' livelihoods. They lead to loss of lives (reducing productive labour), loss of assets (reducing production potential), create sense of insecurity disruption of social relationships that pull communities together to participate in those engagements that sustain their livelihoods such sharecropping and borrowing money.
- *Natural disasters such as flooding and drought.* Many parts of the DRS are subject to risks of natural disasters such as flooding and drought which affect communities and their livelihoods and can pose a threat to the sustainability of programme investments in infrastructure and services.
- *Harmful traditional practices and beliefs:* Cultural beliefs and traditional practices tend to pose risk to the ultimate results that this project aims to achieve i.e. the utilisation of the enhanced services. There is

very low level of utilisation of educational and health facilities especially among the women. This emanates from cultural practices such as early, exchange and levirate marriages, polygamy and abduction. These practices do not allow the participation of women in education as well as in wider socio-economic development interventions. The practice of home-based child delivery denies women the possibility of using health facilities during child delivery.

- *Failure to observe human rights programming principles*; for example violation of the principle that potential support for the resettlement of families using the resources of the joint programme will take place on a voluntary basis and after extensive dialogue and other potential options have been discussed and thoroughly digested by people with a potential option to resettle and the principle that no resettlement will be supported unless social services are in place in the resettlement sites before resettlement takes place. Recognising that resettlements programme is already ongoing in the DRS, the tools for development of Site Development Plans, livelihood strategies will be used to assess what additional programming action needs to be in place to ensure that the existing sites meet the agreed to guidelines, practices and principles.
- *Availability of the necessary human resources at woreda and kebele level*: vacancies and staff turnover are a concern in the Developing Regional States limiting the ability to accelerate development.
- *Limited participation of the Private sector*: With regard to private sector participation there might be a risk associated with the absence of private sector firms currently operating in the DRS or willing to take up assignments or begin operations in these regions. This may pose a threat to the immediate delivery of some programme outputs where private sector support is required for the delivery of capacity building and infrastructure development. It may also limit the impact of longer term livelihoods strategies which build on the concept of the private sector as the driver of economic development.
- *Funding gap*: last but not least there may be funding gaps in the Joint Programme that can seriously affect implementation of the whole package.

To address these risks a number of mitigation strategies have been incorporated into the design of the Joint Programme, as set out in the table below. Risks will be monitored regularly and appropriate measures will be developed as the context evolves and implementation progresses.

Potential Risk	Mitigation strategies
<i>Political instability, security risks and conflict</i>	The JP through its sub component will develop approaches to address conflict issues and foster peace building.
<i>Natural disasters such as flooding and drought.</i>	The programme includes a focus on incorporating natural resource management, climate change adaptation and disaster risk reduction consideration into local and regional planning frameworks. This will ensure that programme investments in infrastructure and services will be designed and planned in an environmentally sustainable way, minimising the risk of loss and damage due to natural disasters.

<i>Harmful traditional practices and beliefs:</i>	The various components of the JP will seek to harness community participation which can be mobilised to address harmful traditional practices . A particular emphasis on gender equity and gender mainstreaming will be adopted in all programme components to counter traditional beliefs which pose an obstacle to women's participation, development and economic empowerment.
<i>Failure to observe human rights programming principles</i>	Joint agreement between government and development partners on Good Practice Guidelines and Principles Regarding Resettlement and the joint design of specific tools for planning and management that will help apply the guidelines and principles to resettlement initiatives.
<i>Availability of the necessary human resources at woreda and kebele level</i>	Programme focus in DRS on capacity building for local government staff to ensure the availability of necessary human resources, and increasing capacity over time
<i>Limited participation of the Private sector:</i>	Public consultations must be made with potential firms to interest them to work in these regions for the delivery of programme activities so that when tenders are floated many private sector firms will be interested as they will be aware of what is involved. In addition the livelihoods component of the programme will focus on actively engaging private sector actors already present in the regions in the development of value chains and linking producers to markets at local, regional, national and international level, to increase the opportunities and attractiveness of the DRS to private sector businesses and investors.
<i>Funding gap:</i>	Government and UN partners will develop an active resource mobilisation strategy to attract additional resources from donors and other development partners to ensure that all programme components are fully funded.

Annex one: Terms of reference for management Arrangement

5 Management Units

- A. National Programme Steering Committee (PSC)
- B. MOFA Federal Programme Management Secretariat (MOFA-PMS)
- C. Regional Programme Committees (RPC)
- D. BOFED Programme Management Secretariats (BOFED-PMS)
- E. Coordinating international development partner

A. Terms of Reference for the Joint Programme National Steering Committee (JPNSC)

Role: Oversight and strategic leadership of the joint programme.

Composition:

- A representative of MoFA, in the role of Co-Chair;
- The coordinating international development partner in the role of Co-Chair
- A Representative of MoFED
- A Representative from each BOFED
- A Regional Representatives of MOFA
- A Representative of each participating international development partner (IDP)

Additional members may be invited as observers at the discretion of the National Steering Committee.

Functions:

1. PLANNING AND COORDINATION

- a) To promote synergies between the different components and implementing partners of the Joint Programme and also with other programmes operating in the four regions
- b) To make sure that the consulting processes with the main national and local partners take place, so as to ensure ownership, enable synergies and avoid any duplication or overlapping between the Joint Programme and other programmatic or financial mechanisms;
- c) To approve the JP Annual Work Plans and the Annual Budgets as well as any adjustments required to achieve the desired results
- d) To propose corrective actions for the implementation of the joint programme when it becomes apparent that there have been deviations from the Work Plans and to make recommendations on how to improve the implementation of the programmes at the national and regional level

2. IMPLEMENTATION AND MANAGEMENT

- a) To oversee the work of federal programme secretariat;
- b) To approve the arrangements for the management and coordination of the joint programme;
- c) To oversee the working of the Regional Programme Committees;
- d) To consider Joint Programme Single Programme Reports submitted by RPCs and discuss issues arising;

3. REPORTING AND ACCOUNTING

- a) To make observations to the Joint Programme single Programme Report and take strategic decisions on the Joint Programme;

4. FUND MANAGEMENT

- a) To determine financial allocations between programme components
- b) To make recommendations on financial issues, including budget revisions

5. MONITORING AND EVALUATION AND AUDIT

- a) To review the internal and external evaluation and audit reports for the programme or its components and ensure the recommendations are put into practice;
- b) To ensure and guide implementation of monitoring mechanisms and administrative procedures to enable the joint programme to be managed efficiently;

6. KNOWLEDGE MANAGEMENT AND COMMUNICATION

- a) Discuss and approve the advocacy plan and request periodic updates on its implementation ensuring that key national development priorities are targeted through articulated advocacy interventions that bring together international development partners, local governments, parliamentarians and citizen groups;
- b) Ensure that policy outcomes are consistently being sought and that the regional development targets are at the centre of development efforts;

B. Terms of Reference for the MOFA Programme Management Secretariat (MOFA PMS)

The MOFA-PMS will be located in MOFA. It reports to the State Minister

Role: Daily management of the joint programme

Composition:

- MOFA Programme Coordinator
- National Technical adviser, contracted the SSA contracting by the lead lead UN agency
- Support staff as required including finance officer, Programme Assistant and Driver

Functions:

1. PLANNING AND COORDINATION

- a) Takes the lead role in ensuring that all partners work together in the planning of the Joint programme activities;
- b) Oversight of Regional Work Plans;
- c) Consolidation of Annual Budget and present to the Joint Programme National Steering Committee for review and approval;
- d) Consolidation of mid-year and end of year progress review report for presentation to the joint programme national steering committee and coordination of actions agreed upon at the midyear review
- e) Acts as the secretariat for the deliberations of the JPNSC drafting agendas, recording and disseminating action points and follow-up thereon;
- f) Ensures close liaison with MOFED and other Government Ministries;

2. IMPLEMENTATION AND MANAGEMENT

- a) To support all partners' implementation of programme activities through direct assistance and technical and operational advice and capacity building;
- b) Supports MOFA in its leadership role within the joint programme including Quarterly review meetings and, when necessary, strengthens MoFA's capacity to play this role;
- c) Coordinates all activities at national level including procurement of goods and services through the government and international development partner systems as necessary;

3. REPORTING AND ACCOUNTING

- a) Compiles Joint Programme Single Programme report including narrative progress summary and all financial reporting on the basis of Regional reports and other inputs from Participating UN Agencies and ensures timely submission to the JPNSC for approval and onward transmission to Administrative Agent through the UN Resident Coordinator's Office ;
- b) Ensures all reporting requirements of international development partners are covered in the Joint Programme Single Programme Report

4. FUND MANAGEMENT

- a) Monitors release and use of funds for the Joint Programme.;

5. MONITORING AND EVALUATION AND AUDIT

- a) Oversees the regional programme implementation monitoring and evaluation plans;
- b) Commissions additional monitoring and Evaluation work as may be required.;
- c) Ensures that corrective actions are taken as a results of M&E findings and of PSC recommendations;

- d) Arranges for single Audit to be undertaken that meet participating international development partner requirements and submits Audit findings to JPNSC ;

6. KNOWLEDGE MANAGEMENT AND COMMUNICATION

- a) Ensure effective implementation of the advocacy and communications plan in coordination with national partners and participating international development partners;
- b) To produce knowledge products and disseminate programme outcomes at national level and advocate for broader systemic change and policy impact

C. Terms of Reference for the Regional Programme Committees (RPC)

A Regional Programme Committee (RPC) will be set up in each of the 4 regions

Role: Oversight and strategic leadership of the joint programme at the regional level.

Composition:

- A Representative of BOFED, in the role of Co-Chair;
- A Regional Representative of each participating international development partner (one of whom will act as Co chair)
- The Regional Director of MOFA
- Line Bureaux Heads

Functions:

1. PLANNING AND COORDINATION

- a) To provide overall strategic guidance and ensure coherence in Regional Annual Work plans (AWP).
- b) To ensure effective implementation of activities as per the approved Regional Annual Work plans;
- c) To review and approve the Regional Annual Work plans and the Regional Annual Budget;

2. IMPLEMENTATION AND MANAGEMENT

- a) To oversee the implementation of the joint programme in the region and to make decisions on both substantive and financial issues, including budget revisions to allow reallocation as necessary between programme components within financial year;
- b) To help establish working level coordination mechanisms and facilitate synergies between outcomes;
- c) Promote regional ownership and strengthen the government's capacity to lead the Joint Programme;

3. REPORTING AND ACCOUNTING

- a) Approve the Single Programme Report for the region to be submitted to PSC through the MOFA-PMS;

4. FUND MANAGEMENT

- a) Make recommendations to the JPNSC on Fund allocation and release;

5. MONITORING, EVALUATION AND AUDIT

- a) To ensure the implementation of the monitoring and evaluation plan, in a participatory manner and disseminate information to partners and relevant stakeholders;
- b) To identify and disseminate lessons learnt and ensure that corrective actions are taken as a results of M&E findings;
- c) To forge links with other regional initiatives to identify best practices and share lessons with partners.

6. KNOWLEDGE MANAGEMENT AND COMMUNICATION

- a) Develop and oversee the implementation of the advocacy and communications plan in coordination with regional partners ;

D: Terms of Reference for the BOFED Programme Management Secretariats (BOFED-PMS)

A PMS will be located in BoFED for each of the 4 regions. It reports to the Head of BOFED

Role: Daily management of the joint programme at the regional level.

Composition:

- National technical adviser contracted by the leading international development partner
- BoFED Programme Coordinator
- Support staff as required including programme assistant, finance officer and driver.

Functions:

1. PLANNING AND COORDINATION

- a) Takes the lead role in ensuring that all partners work together in the planning activities and preparation of budgeted workplans for the region;
- b) Timely consolidation the Work Plans and the Annual Budget and present them to the Regional Programme Committee for review and approval;
- c) Acts as the secretariat for the deliberations of the RPC drafting agendas, recording and disseminating action points and follow-up thereon.

2. IMPLEMENTATION AND MANAGEMENT

- a) To support all partners' implementation of programme activities through direct assistance and technical and operational advice and capacity building;
- b) Supports BoFED and MOFA in their leadership role within the joint programme at the regional level and when necessary, strengthens capacity;
- c) Ensure timely liquidation of all financial advances made to BoFED;
- d) Coordinates the procurement of goods and services through the government systems where possible and if not through the systems of the participating international development partners;

3. REPORTING AND ACCOUNTING

- a) Compiles Regional Single Programme report including narrative progress and all financial reporting and ensures timely submission to the RPC for approval and onward transmission to MOFA-PMS.
- b) Ensures all reporting requirements of participating international development partners are covered in the Single Programme Report;

4. FUND MANAGEMENT

- a) Coordinates the compilation of liquidation of financial disbursements following agreed formats and agreed activity report systems;
- b) Channel the request for disbursement of approved funds, on the basis of the BoFED approved workplans and fund release requests, to participating international development partners copying in MOFA –PMS reporting unit;

5. MONITORING, EVALUATION AND AUDIT

- a) Coordinates the programme implementation monitoring and evaluation plan and ensures that it based on results based reporting on outcome ; this includes ensuring that programme implementation monitoring trip reports are compiled according to the agreed format, are received and shared with the appropriate partners ;

- b) Coordinates annual quality assurance monitoring exercises and results reported at the appropriate quarterly review;
- c) Ensures that corrective actions are taken as a results of M&E findings;
- d) To forge links with the other emerging region initiatives including other programs to identify best practices and share lessons with partners.

6. KNOWLEDGE MANAGEMENT AND COMMUNICATION

- a) Ensure effective implementation of the advocacy and communications plan in coordination with the regional partners;
- b) Work collaboratively with citizen groups fostering their active participation in programme management, implementation, monitoring and evaluation.;
- c) To disseminate programme outcomes and advocate for broader, systemic change and policy impact ;

E. Terms of Reference for Lead international development partner

1. PLANNING AND COORDINATION

- a) Co Chair Joint Programme National Steering Committee and Regional Programme Committee;
- b) Appointment and oversight of technical adviser to the national programme coordinator and technical advisers to the regional programme coordinators in consultation with other participating international development partners, MoFA and MoFED.
- c) Acting as the main interlocutor of the Joint Programme towards the JPNSC, MOFA and MOFED, on the implementation of the Joint Programme;
- d) Coordinating overall implementation of the programme and ensuring sound performance and progress towards the stated objectives of the Joint Programme;
- e) Coordinating technical inputs by relevant participating international organisations;

2. IMPLEMENTATION AND MANAGEMENT

- a) Liaison with and support to MOFA-PMS and BOFED-PMS on implementation functions;

3. REPORTING AND ACCOUNTING

- a) Ensuring the Single Programme Report meets all Participating Organization obligations
- b) Providing comprehensive narrative progress reports on the overall implementation of the relevant Joint Programme, based on the reports and inputs provided by the Participating Organization, to the JPNSC for review and subsequent consolidation by the AA;

4. FUND MANAGEMENT

- a) Appraise all participating development partners of likely fund flows from all partners involved in the programme against annual workplan requirements
- b) Compilation of a forward looking report on likely fund flow
- c) Advise participating development partners when to release their funds
- d) For the participating UN organisations instruct the AA through the RC Office to release funds to the participating UN organisations based on the Joint Programme National Steering Committee decision.

5. MONITORING, RESEARCH, EVALUATION AND AUDIT

- a) In close coordination with MoFA, ensuring monitoring of overall programme activities for programme-wide coherence and impact and if needed identify and suggest corrective measures;
- b) Ensuring that Monitoring and Evaluation Plan and activities meets all Participating international development partner requirements.
- c) Coordinate the drafting of terms of references for research and evaluations for review and approval by the joint programme steering committee
- d) Commissioning Single Audit that meets all participating international development partners organisation obligations

6. KNOWLEDGE MANAGEMENT AND COMMUNICATION

- a) Liaising and support to MOF –PMS and BOFED-PMS on information sharing, lesson learning and advocacy activities
- b) Preparation of advocacy strategies and commissioning of consultants upon the approval of the joint programme steering committee to implement elements of the strategy
- c) Maintenance of a comprehensive archive of all materials related to the joint programme

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- c) Maintenance of a comprehensive archive of all materials related to the joint programme making the archive easily accessible to all partners involved in the programme and to the public upon request.

Annex two: Selection of woredas

For the initial 18 month phase of the programme.

Under the coordination of the regional presidents office woredas have been selected and approved by the regional councils as the focus of the initial phase of the programme. The figure below lists the selected woredas.

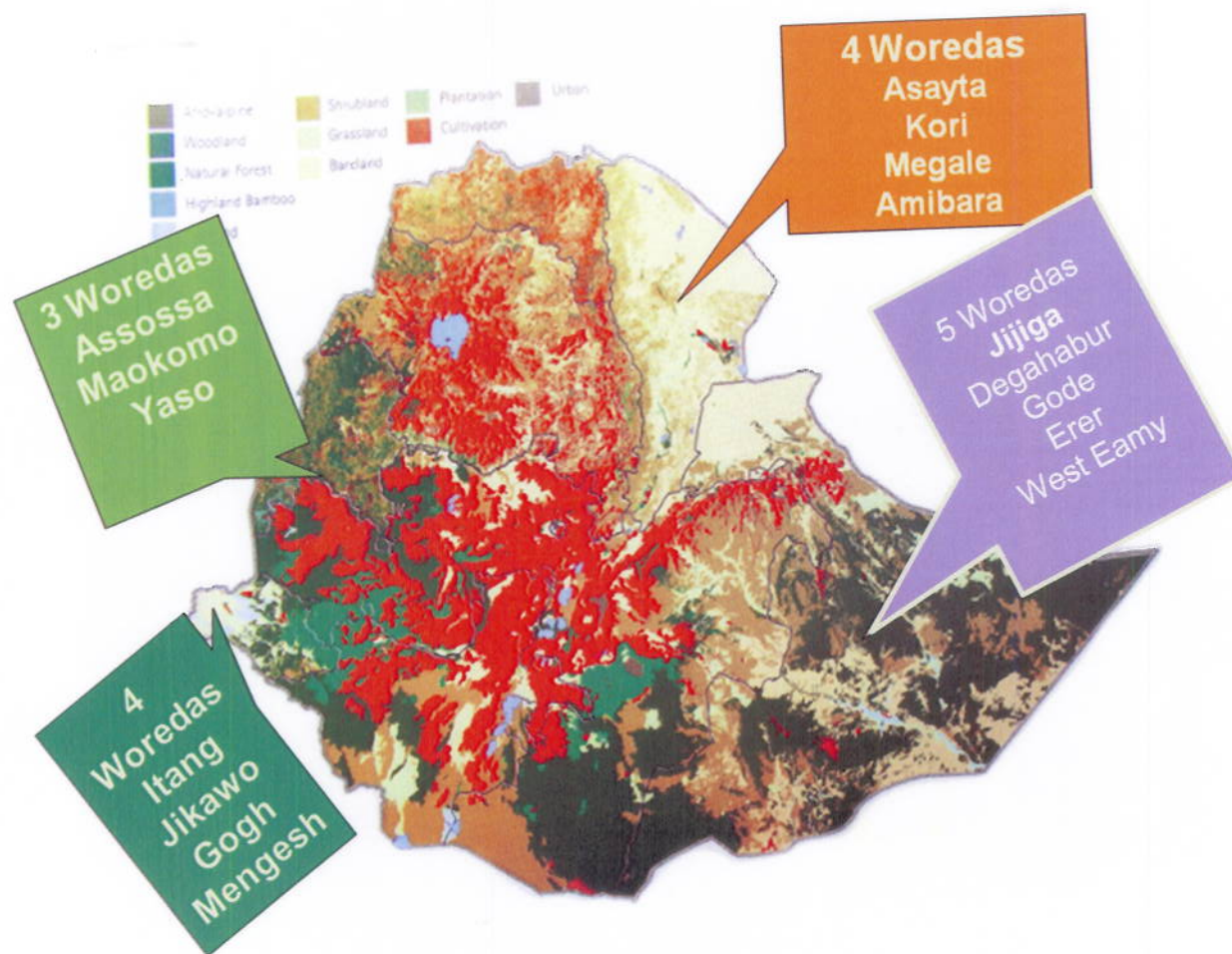


Figure 6: Woredas selected for the initial phase of the programme

Annex three: Summary of observations based on field assessments that took place as part of this programme design formulation process

For a more comprehensive review refer to the four reports compiled for each of the states based on desk reviews, interviews and review by regional governments under the leadership of the BoFEDs and financed by the UN and at the more detailed assessments that took place in 50 woredas and supported by DfID.

1. **Local governance/economic governance:** The issue of **capacity building** (partnership) as well as leadership (building the capacity of those in leadership positions), legal framework and decentralisation were discussed with the regional state and the woredas. The discussions started with attempting to identify the priority areas/interests of the region. This is to be looked at from the perspective of how international development partners could support building capacities for sustained delivery of services at all levels. This will create an effective regional state, build financial system capacity, enable effective decentralisation, identify and addressing gender equality gaps, private sector involvement, and corporate social responsibility values can be reinforced. Local economic governance issues in the regions are:
 - 1.1. **Decentralisation:** Local government decentralisation has been adopted under the PSCAP. Local governance raises the question of how the planning process works from the local to regional level. The issues raised include adequacy of human resources, hard resources such as materials/equipments, adequacy of the legal framework, strategic planning, as well as implementation. Existing organisational structures have hampered good governance in the region because decentralisation has not been fully implemented at the lower levels of government. Defining the roles and responsibilities of the various sub-structures at lower levels (woreda and kebele) is a problem. Although the process of adequately and implementing decentralisation fully has been underway, budget constraints have hampered the process.

Budget constraint has implications on the ability to bring programmes and plans to woreda and kebele levels. Local level woreda and kebele level) capacity building is important. Capacity is understood here in terms of human resource capacity, materials and equipment as well as availability of information and data for adequate planning. This also includes information technology. Problems at woreda level are as follows: planning and implementation is a problem and arises from human capacity gaps, communication gaps and input related problems. Communication between the central government of the region and the various woredas and kebeles is a major challenge. Revenue collection at the woreda level is very low. This is due to the limited tax base, inefficient planning, as well as collection. These problems emanate from lack of capacity, which has both institutional and human dimensions. The woredas gets its budget from the regional government. There is no direct consultation process (except through elected representatives) on the needs and priorities of the woreda. The regional government relies on population size as well as the woreda's own revenue to determine the amount to be allocated for that particular woreda.

Over 90% of the woreda budget is allocated to salaries and operational costs (yet there are a number of posts that have not been filled due to budget constraints). There is a lack of resources for capital investments, which are essential to the development of the woreda. This raises questions on the nature of decentralisation that has been implemented in the region. Woreda income generating capacity is very limited. Building the capacity of the revenue collection mechanism is necessary. At the woreda level, budget allocation is done by prioritising on education, health and the agricultural sectors. Social sector bureaux do not get sufficient budget to carry out their duties. The focus appears to be on three sectors, which leaves out social sectors. This sector however is quite important because it helps to create the required awareness for utilisation and sustained/improved use of infrastructure-oriented services.

There are laws guiding the decentralisation process in the four regions, however more regulations may be required. There are accountability problems at the local (kebele and woreda) levels, which has also manifested itself at the regional level. At the kebele level for instance good governance packages have not been introduced – these packages lay out the rules and regulations and serve as operational manuals for the day-to-day activities of the administration. Similarly, in both regions the check and balance system – at the level of local councils, the judiciary and other government structures is not adequate. This is due to the gaps that exist in the capacity of the administrators as well as the laws.

As far as communities are concerned, they expressed the following priority areas: communication – communities in the DRSs expressed the need for open communication channels from kebele to woreda, to the regional government. There are pilot initiatives where woreda officials/workers go to different kebeles to discuss their problems and give solutions through consultations. These officials spend about two months in these areas. It is time saving because the representatives from the distant kebeles do not need to spend time on travel. It is efficient in finding the right solutions. For this initiative to be sustainable and fully successful there is a need for additional budget. They would like to build relations with the kebele, woreda administration to take part in development programmes (the community has been contributing in kind for example in terms of labour as well as raw materials for infrastructure projects). The major challenges are budget constraint for development, frequent change of political appointees; security problem has been an issue from 1999-2001, which has been a hindrance for development, human resource problem; need to strengthen the private sector, legal framework on public private partnership, revenue generation support in capacity and legal framework. The private sector investment in the region is encouraging. However, the investment has to take into consideration the need of the community. There must be a way that the community should get some advantage from the investor (building schools, health centres etc). The investment has some negative effect such as increase of food price. This might be a potential conflict-triggering factor between the habitant and the investor. It is also advisable that public and private sector work together to tackle unemployment problem and other social problems that need intervention in the region; and public finance training and guide lines for a strategic plan.

- 1.2. **Legal framework:** there are initiatives to draw up appropriate legal framework. However, capacity is a major constraint. Lawmakers at different levels do not have the capacity (human resource as well as institutional) mainly due to lack of expertise to understand the issues and draw up appropriate legal framework. In addition, creating awareness on the existing legal framework has also been a problem in the region. This is related to the problem of dissemination and awareness creation. Creating an investment inducing environment will contribute to the development of the region but will also generate more resources to the woreda (tax holiday, access to land, effective bureaucratic structure, etc). hence, regulations, publication of legislation, awareness of the public on the legislation and executive and legislative capacity building on human resource and institutional level need due attention
- 1.3. **Leadership capacity building:** Capacity building has been a cross-cutting issue in the two governance issues discussed above. Adequate decentralisation as well as building the required legal framework has been hampered by capacity related gaps. Capacity gaps as raised by the regional leadership are understood in terms of human capacity problems, lack of materials such as ICT materials, budget constraints, and weak institutional structures. Concentrating on human resource problems, capacity gaps are very much evident among the leadership structures of the region. This problem is very much related to the manner in which the federalism structure of the country has been implemented. It is without creating the necessary capacity especially in terms of well-trained human resource at leadership positions that the federal arrangement brought these regional states into being. Various efforts have been undertaken at the regional level to lead development initiatives and bring about good governance in the region. In the current fiscal year, young generation leaders who have college level education have been recruited to fill the various

leadership positions from regional to woreda levels. These leaders are expected to understand the priorities of the communities they lead, plan, and implement programmes adequately. However, gaps have been recognised. These gaps relate to capacity – mainly the capacity to understand the priorities of the community and plan accordingly. The gaps mainly emanate from the lack of experience among the new leadership. There is a tendency to continue with the traditional leadership model. However, as these young leaders have the requisite basic knowledge; it is possible to impart experience and practical knowledge that would improve the governance structure.

2. **Basic service delivery:** Enhancing public service delivery is an instrument to accelerate regional development. In this aspect of the framework, the focus is on sustained improvement in the standards for public service delivery. Through a sectoral analysis, the major service delivery issues in the region were discussed. The main sectors of analysis were the health, education, and water. Scattered way of life has been recognised as a problem for accessing provision of services. The community suggested that they would prefer the government to resettle them around the areas/locations where service related infrastructures are located. Establishing cooperatives – they suggested that they would like the government to help them set up cooperatives that can be involved in agricultural sector. They have pointed out that corruption might however be a problem.
- 2.1. **Health:** The focus of the regional health bureaux has been on preventive activities. Along with this, expanding of health posts has been a major focus. Immunisation services for mothers and children have risen. Work is underway to strengthen health extension services. Health management information system is implemented at woreda level as a pilot project. This should be strengthened. The following problems/gaps have been raised in the health sector of the region. Existing health facilities are not fully equipped, budgetary constraints for materials and equipment, water points/services are missing in many of the existing facilities, ambulance and transport services are scarce, costs for treating malaria prone areas are high making the anti-malaria initiative difficult, health equipments in hospitals are outdated, and there is capacity problem to provide care and support for people living with HIV/AIDS.
- 2.2. **Education:** Adult education and functional literacy, which may be helpful in empowering the work force, is absent. There is inadequate participation and the enrolment rate is low. Although primary education enrolment and coverage is very high, the lack of secondary and high schools in adequate number is putting pressure on progress to secondary education. Capacity is a major problem in the education sector. Capacity gap is observed among teachers. This is particularly true to lower level education where the students are taught in their mother tongue. Teachers' capacity is evaluated from two perspectives: continuous capacity development (through on the job training) and adequate capacity prior to joining the teaching profession. Although the rate of enrolment is very high dropout rates as well as repetition is a common problem. Dropout rates stand at 10% while repetition stands at 13%. Food insecurity, long distance between schools and where the communities have settled, and health issues are the reasons behind the high dropout and repetition rates.
- 2.3. **Water:** Plans have been drawn by the regional states to achieve or meet the millennium development goals before the 2015 deadline. To this end, the regional government has set up water colleges that produce water extension workers (like that of health and agriculture extension workers). The first batch of these graduates has been placed at different woredas. However, these graduates lack practical experience, which may be improved by additional practice oriented training. WASH programmes that are supported by the different donors should be harmonised. There are lessons to be learned from the current WASH programmes implemented by various donors (Finish aid for example). CDF (Community Development Funding) has been adopted in one of the woredas under the WASH programme. The approach under the CDF is to transfer funds directly at the community level. Similar approach was attempted at the region for the water

section using the existing micro-finance institution. However, as the micro-finance institution does not have adequate capacity, implementation has become a challenge.

- 2.4. **Sustainable agriculture, livestock, and other livelihood services:** The agricultural sector in the region has significant potential. However, food insecurity is a major challenge in the region. This is mainly attributed to backward farming systems and low level of quality agricultural extension support services. The priority areas in this sector are development of irrigation schemes mainly small scale and participatory schemes, strengthening of extension service delivery which requires building institutional capacity such as research offices as these are either non-performing or under-performing at the moment, input supply such as credit supply are low because the microfinance institution of the region does not have capacity. There are no safety net programmes despite the fact that the regions have one of the highest food insecurity problems. Scattered settlement of the population makes delivery of services difficult and resettlement as an option requires huge investment. The existing extension service does not include such technological aspects as crossbreeding to produce better outputs. Animal disease is a major problem in the region as the entire region falls within the tsetse belt. Despite this veterinary drug, supply and services are very low due to budget shortage; veterinary services and drug shortage major challenges; on the job, training to upgrade expert quality is very low.

FTCs (farmer training centres) do not have budgetary capacity to give on the job/in-service training, environmental challenges such as the lack of sustainable watershed management, illegal logging of trees persist in the region, transport infrastructure and services that facilitate the transporting of extension services are lacking, weed related problems. Irrigation should be effectively utilised but this is hampered by the lack of inputs; cooperatives can be utilised to expand irrigation schemes in a sustainable way. Irrigation (small, medium, and large scales) could be a solution to food insecurity. Other extension services in the agricultural sector and making the existing ones more performing are also necessary. Extension services, which provide inputs, depend on the zonal and regional level and the supply chain is dysfunctional. The input supply mechanism needs to be improved as well through the establishment of input supplying centres. Partnership with private entities could be envisaged as an alternative. In addition, microfinance has low capacity in terms of providing credit services. Improvements in this area are essential for farmers to be able to engage in activities that are more productive. The regions are highly food insecure despite abundant resources but there are no safety net programmes. The use of modern and promising technology in the agricultural sector is nonexistent. Cultivation techniques are backward and are the main cause for food insecurity in the region. Important financial and human resources are required to invest in such technologies. This is of great importance as the farmers have not been able to use cattle for farming purposes because of animal diseases. Extension workers like development agents need training to enable them to build the capacity of farmers in an efficient and effective manner.

Investing in the agricultural sector requires focusing on investing in new farming techniques has to be accompanied by a number of activities. New farming techniques (tractors or power tillers, better seeds, irrigation, etc), organised and structured cultivation, awareness creation to the local people on the use of such techniques, capacity building of farmers extension workers and on these new techniques, maintenance of farming material and spare parts supply are in dire need; financing facilities for farmers to be able to invest in these technologies and developing marketing facilities and structure for agricultural products, build storage facilities of products until these reach the market, reinforce cooperatives and unions of farmers and consider processing facilities of farm products is an important point of departure; and health interventions as the regions are infested by Malaria and Tsetse Fly.¹

- 2.5. There is growing trend in the **youth unemployment**. It has been suggested that strengthening the capacity of microfinance services should contribute to alleviate this problem. The Trade,

Industry, Tourism, and Transport activities of the Gambella Regional State are performing different activities to build the capacity of the private sector. The main activities focus on organizing workshops, panel discussions, organizing and strengthening of Micro and small enterprises. The private sector investment in the region is encouraging. However, the investment has to take into consideration the need of the community. There must be a way that the community should get some advantage from the investor (building schools, health centres etc). The investment has some negative effect such as increase of food price. This might be a potential conflict-triggering factor between the habitant and the investor. It is also advisable that public and private sector work together to tackle unemployment problem and other social problems that need intervention in the region.

3. Cross-cutting issues

- 3.1. Economic , social, civil, political and cultural rights issues;** This programme is expected to help regional governments accelerate the pace with which the economic potential of the developing regional states can be realised. The programme will aim to support this process through developing capacities for democratic dialogue therefore building the civil rights of citizens of these states. This focus on areas with unrealised potential might result in migration of people from within the states concerned and from outside the states. This programme will work towards ensuring that any migration is carried out in a consultative way and that migration occurs only on a voluntary basis respecting the cultural traditions of the persons concerned. The programme will not undermine the pastoralist way of life by trying to force pastoralists to settle into a sedentary mode of life if they do not want to. Rather it will pastoralists to make stronger links to the market and to veterinary services so that greater and more predictable profits can be realised from exploitation of marginal lands.
- 3.2. Gender equality issues:** In all the sectors, there is a huge gender gap in access and utilisation of the services. The gender gap stands at around 22%. However, this is not accompanied by a reduction in women's burdens. Women's burden is much heavier in the region than other parts of the country. Further, women's representation is at a very low level. Cultural or traditional customs and beliefs are major constraints behind the low level of women's representation as well as their access to and utilisation of services. Investing in the agricultural sector will have important implications not only in terms of food security. Women have the primary responsibility concerning agricultural labour; hence, using appropriate technologies will reduce the workload of women, but also young girls.ⁱⁱ Such technologies could yield greater productivity and production. Farmer could cultivate both food and cash crops.
- On the one hand, food crops will help reduce food insecurity, and cash crop could generate additional income to the household. This also has significant gender implications since women are the main actors in the agricultural sector. The income generated through cash crops will enable them to invest the additional income in more productive activities that are beneficial to the entire household. Food security is also essential in that experience has shown that when children are able to eat properly in their homes, they are more likely to travel long distances to school. Furthermore, increased agricultural activity will translate in increased revenue for the local government. Traditional gold panning is practiced by women in the Benishangul region. The mode of production is however rudimentary which results in low productivity and consumes significant labour and time.ⁱⁱⁱ
- 3.3. Environment** – Environmental concerns constitute one cross-cutting issue in the region. The environmental concerns arise mainly from capacity gaps (institutional and human), awareness problem, and material/resource problems. Capacity gaps are manifested in terms of the limited ability to plan and implement environmental assessment programmes. This is particularly evident in the investment arena. No sentimental assessment is undertaken while allocating land for investment purposes. This is also true in case of land certification. Generally, the land use plan of

the region is not supported by adequate environmental assessment. Lack of awareness as well as interest towards environmental conservation is predominantly observed both at the leadership and community levels. For instance, illegal logging is threatening the rich bamboo and incense resources of the region. The capacity and awareness problems are compounded by the lack of resources directed towards the sector. Awareness creation appears to be the major priority in tackling the problem. It is crucial to impart the necessary knowledge both at leadership and community levels. Furthermore, capacity building should focus on enhancing the ability of the environmental bureaus to conduct environmental assessment of the various investment propositions efficiently to reap maximum benefits out of them and ensure sustainable development of the region.

3.4. Risk factors

- 3.4.1. **Malaria:** Malaria is one risk factor that may pose obstacles to the successful implementation of intervention programmes in the region. It is recorded as a leading cause of morbidity at 40% and a leading cause of death at 33%. The adverse impact of Malaria on possible development interventions can be assessed from various aspects. It has implications on the agricultural (affecting the labour force which engages in farming activities), education (sickness among children has already been reported as one of the reasons behind the high degree of drop out and repetition rates) and health (puts pressure on the already overstretched and under-resourced health sector of the region especially in the remote woredas) sectors which constitute the major focus areas of the regional government. Malaria therefore has the potential to significantly reduce the level of participation of the communities as well as reduce the potential utilisation of some of the services, which should be resolved with the planned enhancement to reach the population.
- 3.4.2. **Traditional beliefs:** Cultural beliefs and traditional practices tend to pose risk to the ultimate results that this project aims to achieve i.e. the utilisation of the enhanced services. There is very low level of utilisation of educational and health facilities especially among the women. This emanates from cultural practices such as early, exchange and levirate marriages, polygamy and abduction. These practices do not allow the participation of women in education as well as in wider socio-economic development interventions. The practice of home-based child delivery denies women the possibility of using health facilities during child delivery.
- 3.4.3. **Conflicts:** There are inter ethnic and intra ethnic conflicts in urban and rural areas of the Somali and Gambella regions. This may represent a risk for the successful implementation of development interventions. The regions have faced major conflict problems in the past (inter-ethnic conflict as well as cross-border conflict with the neighbouring regional state). There are situations, which do not necessarily exhibit themselves in terms of large-scale conflict situations; but nonetheless may be considered as risk factors for successful implementation of interventions. These conflict situations mostly occur at household and community levels. The causes of such conflicts are very much related to traditional practices and customs. These include encroachment over land resources and generally over the use of natural resources, evil eye (witchcraft), refusal to pay debt, abduction of girls and associated with this is claims for return or replacement for exchange sisters in marriage (especially among the Gumuz), adultery, murder, theft and land. There is continuous tension in the localities because these conflicts breed cyclical revenge actions. The problem is exacerbated by lack of due attention to address these conflict situations on the part of the regional government. As these situations are viewed as minor and part of the normal way of peoples' lives, they do not get due attention. These kinds of conflict situations would have serious implications on peoples' livelihoods. They lead to loss of lives (reducing productive labour), loss of assets (reducing production potential), create sense of insecurity disruption of social relationships that pull communities together to participate in those engagements that sustain their livelihoods such sharecropping and borrowing money. Donors and

generally those involved in development interventions may be discouraged from engaging in those areas affected by these conflict situations.

ⁱ In light of the above, it is necessary to revisit the Agricultural Policy of the country. How compatible is the agricultural policy of the country in light of the above recommendation? This aspects needs to be taken into consideration as the government agricultural policy favours labour-intensive production techniques. There are cooperatives that are very successful especially in the irrigation sector. That is an option to consider for the JP. This option needs to integrate financing mechanisms of these cooperatives of farmers that have proven to be efficient in the agricultural sector.

ⁱⁱ The time saved due to the use of such farming techniques will free time for other activities, especially for young girls who could go to school for instance.

ⁱⁱⁱ In addition, the income generating capacity is very low because of lack of price information and awareness. This activity would have the potential to improve women's livelihood. This requires small-scale technological interventions that would increase the yield as well as reduce the amount of time and labour. The income generating capacity can also be boosted if the women involved are organised under various cooperative schemes and are further supported by microfinance services.

