

United Nations Population Fund (UNFPA)

Ethiopia

9th Country Programme

(2020 - 2025)

Evaluation team

Evaluation team

- Moses Lusih, Team Leader
- Martha Nemera, GEWE Expert
- Prof. Yifru Berhan, SRHR, and Adolescent and Youth Expert
- Prof. Assefa Admase, Population Dynamics Expert

Evaluation manager

- Faith Jiyeong Park, Evaluation Manager

Evaluation reference group

- Reginald Chima, UNFPA ESARO
- Taiwo Oluyomi, UNFPA CO
- James Wanyama, UNFPA CO
- Awoke Tasew Tebeje, UNFPA CO
- Bayeberu Assefa, UNFPA CO
- Netsanet Mekuria, UNFPA CO
- Faith Jiyeong Park, UNFPA CO
- Misganaw Eyasu, Ministry of Finance
- Habtamu Shewalemma, Ministry of Finance
- Bethalem Taye, Ministry of Health
- Tadele Kebede, Ministry of Health
- Abebaw Eshete, MoPD
- Habtamu Getachew, MoPD
- Asnakech Tamene, ESS
- Maliha Dost, Canadian Embassy
- Abebe Kebede, COHRA
- Dejene Getahun, COHRA
- Maria Munri, AWSAD
- Yehualashet Tadesse, Field Support Services Program
- Yohannes Leta, UN Women
- Valentina Prosperi, UNICEF
- Maryamawit Solomon, UNICEF
- Berhanu Alemu, , UNDP
- Esete Berile Faris, RCO



UNFPA CP background

The 9th Country Programme:

- **Period** – July 2020 – June 2025
- Designed and implemented in consultation and partnership with the Government of Ethiopia, line ministries and regional bureaus, CSOs, development partners and UN Agencies
- **Overall goal:** Ensuring universal access to SRHR and accelerating the implementation of the ICPD Programme of Action, and as a long-term plan, achieving UNFPA Transformative Results (ending preventable maternal deaths, ending unmet need for family planning, ending GBV and harmful practices, and ending new HIV infection).
- **Result Areas:** Contributed to the achievement of six outputs spanning improved quality of care and service, gender and social norms, population change and data, humanitarian action, and adolescents and youth interventions
- **Focus:** Advocacy and policy dialogue, capacity development at different levels, national and regional programme coordination, knowledge management and service delivery.
- **Coverage:** Implemented in 248 Woredas in ten regions and Addis Ababa
- **Budget:** USD 126,935,836



Purpose and objectives

Main purposes

1. Demonstrate **accountability**.
2. Support **evidence-based decision-making**.
3. Contribute key **lessons learned** to the existing knowledge base.

Objectives

- i. Provide the UNFPA Ethiopia CO, national stakeholders and rights-holders, the UNFPA ESARO, UNFPA Headquarters as well as a wider audience with an **independent assessment** of the UNFPA Ethiopia 9th CP (2020 - 2025).
- ii. Broaden the evidence base to **inform the design of the next programme** cycle.

UNFPA ETHIOPIA

COUNTRY PROGRAMME EVALUATION

2020-2025



EVALUATION REPORT

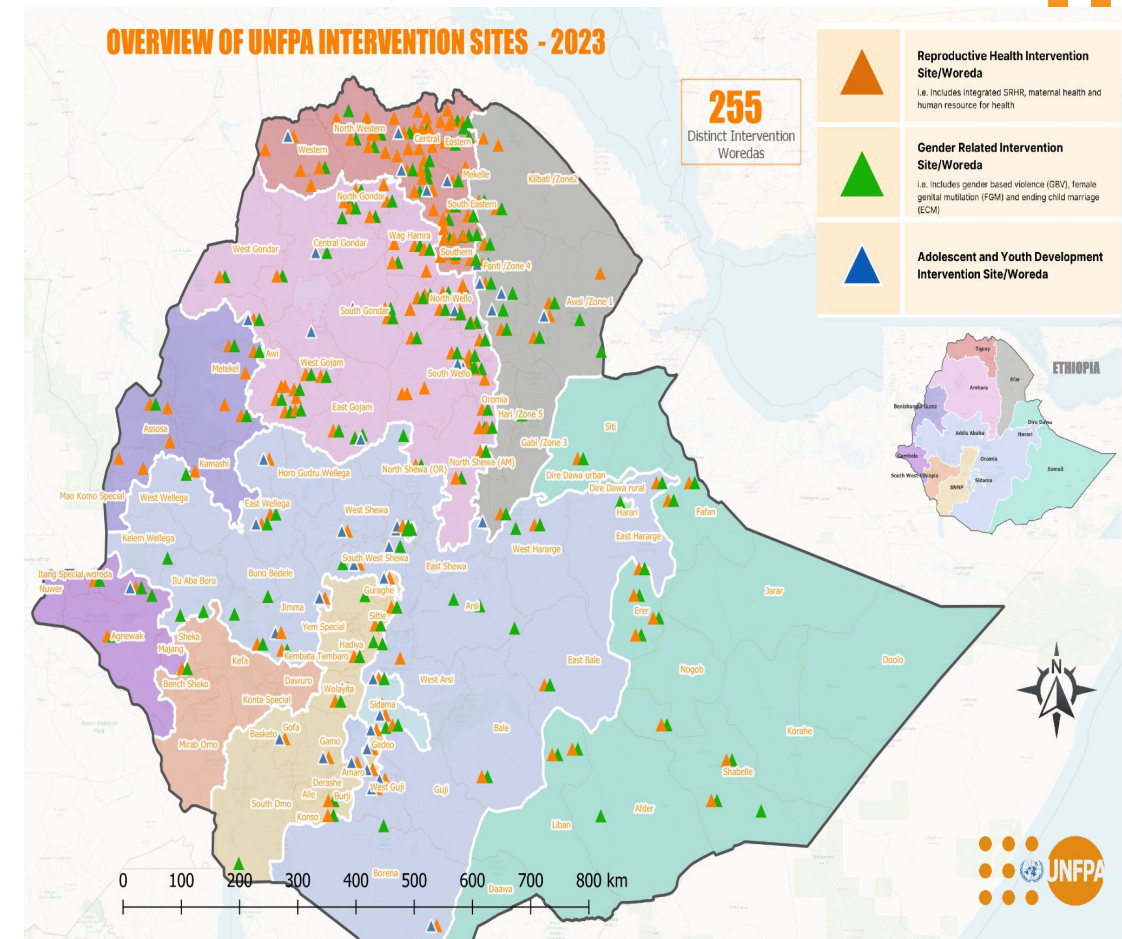
September 2024



Geographic scope

Geographic Scope:

- The evaluation was national, with a specific focus on the regions where the CP was implemented.
- Targeted regions: Afar, Amhara, Gambella, Central and Southern, Sidama, Oromia, Benishangul Gumuz, Somali and Tigray in addition to Addis Ababa.
- Regions visited during the field phase: Afar, Amhara, Sidama Oromia, Tigray regions and Addis Ababa due to accessibility issues related to drought and conflict during the period of implementation. The rest of the regions were covered remotely.



Methodology

Theory-based approach: Theory of change cornerstone of analysis

Participatory approach: Including the perspectives of diverse stakeholders (incl. rights holders and duty bearers)

Mix of quantitative and qualitative data collection methods

Remote data collection methods were used in those areas that were inaccessible due to security issues and to reach those stakeholders who were outside the country, for instance some donors

Snapshot

- 190 stakeholders consulted in total
- 79 key informant interviews conducted
- 4 focus group discussions held
- 70+ documents reviewed
- 5 project sites visited (4 regions and Addis Ababa)
- Analysis of financial and programme data
- Content analysis
- Theme generation guided by the Evaluation Matrix
- Triangulation

Conclusions and supporting findings



STRATEGIC CONCLUSION

Strategic Alignment of the 9th CP

The 9th CP strategically aligned to the national and international development priorities, addressed the needs of vulnerable and marginalized populations, and was responsive to contextual changes. There is however room for more strategic capacity strengthening to enhance effectiveness and sustainability.

Supporting findings

- The 9th CP design and implementation fully aligned and contributed to the national development priorities.
- The 9th CP contributed to the achievement of the UNFPA global Strategic Plans 2018 – 2021 and 2022 – 2025, UNSDCF, the SDG and the ICPD results in the country level.
- The 9th CP was highly adapted to the country's development and humanitarian needs, including those of the most vulnerable and marginalized populations.
- The design and implementation of the 9th CP was in coordination with the government.
- UNFPA strategically strengthened capacities and advocacy at upstream and downstream levels, including developing strategies, policies, SOPs and guidelines.
- The CP was responsive to changing national needs and environment.
- Involvement of the most vulnerable populations in the CPE design was limited, but needs addressed.
- Gaps in government structures and local CSOs capacity and commitment in monitoring and implementing policies and related implementation.

9th CP's Efficiency and M&E

The UNFPA CO considerably utilized its resources in compliance with strong internal systems for efficient achievement of the 9th CP results. However, disbursement delays and challenges in data disaggregation and knowledge management persisted. There were also limited resources compared to the wide programme coverage.

Supporting findings

- The CO organizational structure ensured staff distribution across the programme areas for effective coordination and monitoring of programme activities.
- Skilled staff provided effective technical assistance.
- Strong adherence and compliance to internal controls.
- The CO had a robust M&E system in place ensuring performance tracking and quality functions.
- Reported delays in the disbursement of funds to the IPs and Government by UNFPA, affecting the timeliness and quality.
- There was limited staff capacity in size in some of the programme and operation units.
- The CO is spread too thin compared to the resources available, limiting follow-ups and stakeholder engagement.
- Inadequate integration of learning and knowledge management and disaggregation of programme data.

9th CP coherence and coordination within UNCT, HCT and TWGs

UNFPA Ethiopia strategically integrated its mandate and nurtured partnerships with key national and international stakeholders, including facilitating coordination within the UNCT, HCT and other relevant coordination mechanisms to improve the delivery of SRHR and GEWE interventions in Ethiopia. However, some coordination and partnership gaps remained.

Supporting findings

- The 9th CP's interventions contributed to the policies and strategies to meet the needs of the affected populations.
- Established and capitalised on partnerships and collaborations with national, local and international organisations for resource mobilisation and leveraging of resources.
- The CO actively contributed to the functioning of the UNCT and HCT coordination mechanisms.
- Implemented joint programmes and closely collaborated with UN agencies in its areas of comparative advantage.
- Co-chaired the Gender thematic group, PSEA Network, SRH TWG and GBV AoR subclusters.
- Inadequate coordination among the UN agencies, particularly on joint approaches in the engagement of government and donors.
- There were weaknesses in the integration of mandate, collaboration and partnership with private organizations, and the academia.

Humanitarian Response Capacity and HDP nexus

The 9th CP significantly contributed to the strengthening of the humanitarian response capacities in the country. However, inadequate identification of affected populations due to conflict and unpredictable context limited the extent of targeting humanitarian interventions to the most vulnerable groups. Despite evident efforts to strengthen the HDP nexus, the peace component was not fully integrated yet.

Supporting findings

- UNFPA financed the development of a response strategy plan, provided evidence-based information for quick response, facilitated coordination and complementarity, training and integrated support.
- Established of GBV and SRH service provision enabled access to integrated SRH and GBV services.
- Supported evidence-based programming through HRP and built the capacity of stakeholders on SRH and GBV access.
- The volatility of the context of the operation affected the response with some places being inaccessible limiting the identification of needs.
- Weak HDP nexus approach, particularly integration of peace and resilience building at the community level.
- Engagement of the youth in peacebuilding initiatives was limited.

Comprehensive SRH and integrated services

UNFPA contributed to strengthening access to SRH and utilisation of the services and ensured quality service delivery through strengthened individual and institutional capacities. In addition, the CP ensured integration of the SRHR, cervical cancer, HIV and GBV service provision, contributing to improved transformative results in the country. There was however inadequate integration of evidence-based programming and challenges on programme integration implementation, distribution of RH commodities, OF case identification and access and provision of CEmONC.

Supporting findings

- There was a contribution to the improved access to integrated SRH, FP, OF and GBV service delivery to the targeted populations.
- Increased government capacities, policy and strategy development response plans and strengthening evidence.
- The government structures strengthened to provide mentorships in facilities and enhance of skills of staff.
- Inadequate advocacy for quality of care and targeting of key populations with services.
- Insufficient monitoring and supervision systems for appropriate evidence-based programming, including RHCS services
- Inadequate integration of programmes at the field level affecting optimization of results

Gender equality and elimination of negative Social Norms

The 9th CP made significant progress in promoting gender equality and combatting negative social norms. However, challenges remain due to the deeply rooted social norms, and inadequacy of data on GBV, policy and law enforcement, hindering UNFPA's effectiveness in fulfilling its mandate.

Supporting findings

- Enhanced community-level engagement of rightsholders and duty bearers to combat negative social norms – such as negative masculinity, GBV, FGM/C, and CM, among other harmful practices.
- The CP intensified gender transformative approaches with various stakeholders leading to declarations conducted denouncing FGM/C and child marriage.
- Deeply-rooted social norms affected the level of change, with a slow pace of change requiring time.
- Inadequacy of data and weak policy uptake hamper the response.

Strengthened GBV Prevention and Response

The 9th CP was highly effective in providing GBV response services to survivors in humanitarian settings and in hard-to-reach areas and effectively supported capacity building of government and CSO IPs for GBV prevention and response. Engagement of men and boys was not systematic nor well developed within the humanitarian settings, with inherently weak referral pathways and inadequate reporting of cases.

Supporting findings

- Strengthened GBV prevention and response through supporting the establishment of OSC and WGFS.
- Survivor-centred approaches applied for the development of capacities of different actors.
- Supported the development and rolling out of service delivery SOPs and guidelines, and distribution of dignity kits.
- Strengthened coordination and partnerships through the GBV AOR, in addition to engagement of various stakeholders.
- Increased awareness raising on GBV prevention and response.
- Inadequate male engagement in the IDP settlements on GBV, with weak referral pathways particularly access to justice and the livelihood support to the survivors.
- Inadequate reporting on GBV cases due to low awareness and fear of reprisal.
- Weak implementation capacities.

Enhanced government capacity for data generation

Conclusion 8: The 9th CP contributed to strengthening the capacity of the country's data systems. However, institutionalization of data generation by the government and use is still weak. Further, there was inadequate use of data for evidence-based programming, in addition to sub-optimal human and financial resource allocation.

Supporting findings

- Strengthened ESS institutional and individual capacities for data generation.
- Digitalization of the enumeration areas.
- Strengthened capacity in the use of satellite imagery to collect data in inaccessible contexts.
- Supported the establishment and strengthening of the CRVS unit to enable the generation of administrative data.
- Development and capacity building of the regions on IMIS.
- Inadequate evidence-based programming,
- Overstretched staff in the unit limiting the adequacy of support.

Integration of Population dynamics in development formulation

UNFPA advocacy for the implementation of the population and housing census and the review of the population policy were key achievements during the 9th CP. There was however inadequate investment in the population and development unit with MoPD.

Supporting findings

- Successful advocacy for the implementation of the population and housing census after 17 years of delay
- Supported the advocacy for the revision of the National Population Policy to incorporate emerging population issues into development planning.
- Supported the development of the demographic dividend roadmap.
- Reported progress on AADPD+10 and ICPD commitment.
- Inadequate capacity for both financial and human resources at the MoPD limited the level of engagement.

Enhanced youth mainstreaming and skills development

The 9th CP programmes have mainstreamed SRH and HIV prevention, and targeted AY knowledge and life skills development. Some have demonstrated replicable performance. The participation and contribution of the youth in peacebuilding and local governance, as well as youth employability, were however limited.

Supporting findings

- Contributed to the establishment and strengthening of youth centres.
- Strengthened the development of policies and strategies for the youth.
- Increased AY knowledge and life skills development.
- Contributed to the capacity strengthening of healthcare workers and enhanced advocacy for access to ASRH services by the young populations.
- There were weaknesses in the provision of the AYSRH services within the health facilities.

Increased integration of Youth Issues into government plans

Many UNFPA-supported adolescent and youth development activities are increasingly being incorporated into government agendas. However, inadequacy in the identification of adolescent and youth needs, limited funding and changing context limited results achievement.

Supporting findings

- The AYFS effectively enabled the A&Y to access SRH services.
- The UNFPA-supported AYD activities are becoming the government agenda [youth clubs in Sidama, “Smart start” and “Her space” in Oromia], through replication of best practices.
- Inadequate financial allocation to the youth functions limited regional bureaus from replication of best practices.
- There was no policy backup for some of the AYSRH components (like sexual health and wellbeing, CSE) limiting ownership by government sectors.
- There was limited advocacy and targeting of the SRH rights and needs of populations at risk in the 9th CP.

Recommendations



Strengthen strategic partnerships and national capacity for enhanced advocacy on policy, strategy implementation and monitoring

The UNFPA CO should make deliberate efforts to strengthen partnerships and advocacy for the implementation of the policies and strategies, enhancing the achievement of the UNFPA mandate in the country. The role and capacity of the government and local CSOs in implementing and monitoring the policies and strategies should be clear and strengthened to enhance the effectiveness and sustainability of the 10th CP.

Priority level: High

Target: Country Office

Operational actions

- Enhance accountability by the government and national stakeholders for the achievement and sustainability of the UNFPA mandate in the country through capacity building and engagement for increased domestic funding.
- Champion high-level advocacy through partnerships within the UN, donors, among other key stakeholders in the country, including local CSOs to address the existing development and humanitarian needs.
- Support policy and strategy implementation and monitoring through the development of costed implementation plans for strategies and strengthening of the TWG engagement.
- Advocate for engagement of rights holders through up and downstream advocacy.

Origin: EQ 1, EQ 3, EQ 5 and EQ 7

Enhance Operational Efficiency

The UNFPA CO should strategically reassess its geographical presence in the country and align it to its resource (financial, human and administrative) capacity for maximisation of results. There is also a need for more concerted efforts to improve the planning and funding disbursement mechanisms with the IPs and the government for increased efficiency in the delivery of results. Additionally, the CO should strategically continue to reinforce programme integration.

Operational actions

- Support the IPs and government partners through training on financial and programmatic compliance and accountability, and ensure early planning and collaboration for AWP financing to the elimination of delays in approvals, implementation and disbursement.
- Assess the CO institutional capacity and geographical presence to identify and address existing gaps, particularly resource capacity and consolidation of mandate programmatic and operational efficiency.
- Enhance the use of technology in procurement and human resources management for enhanced efficiency.

Priority level: High - Medium

Target: Country Office

Origin: EQ 4

STRATEGIC RECOMMENDATIONS

Strengthen coordination within the UNCT/HCT and other inter-agency coordination mechanisms, government, local CSO and donors and explore opportunities for integration of mandate.

The CO should continue building and further strengthen partnerships with UN Agencies, GoE, CSOs, private sectors and academia, among others, in its areas of mandate. It should maintain a proactive role in facilitating UNCT/HCT coordination utilising its comparative advantage and increasingly explore opportunities for collaboration and joint programming and advocacy initiatives.

Priority level: Medium

Target: Country Office

Operational actions

- Explore expanded partnerships for resource mobilisation through private sector, academia, and south-south partnerships, among others.
- Enhance documentation and dissemination of the consolidated results of UNFPA's work in Ethiopia for more effective stakeholder engagements, improved partnership opportunities and resource mobilization.
- Utilize comparative advantages to enhance evidence-based integrated programming for accountability.
- Advocate for strengthened collaboration within the UN agencies to mainstream and transform gender approaches.
- Enhance strong partnerships and networks within the UNCT and HCT for joint programming, resource mobilization and high-level advocacy.
- Increase engagement of local NGOs, women and youth-led organisations and government for enhanced advocacy and localisation.

Origin: EQ 2 and EQ 6

Improve knowledge management and M&E for increased evidence-based decision-making

The CO should strengthen its knowledge management function for enhanced learning across the organization. The CO should ensure that the M&E data tools capture disaggregated data according to the beneficiary groups targeted by the CP, in addition to enhancing advocacy for increased focus on results.

Operational actions

- Increase results-based management, visibility for UNFPA focus in the country and disaggregation of data based on target groups for accountability and targeted results.
- Promote systematic learning and cooperation between different programme components/thematic areas and their integration, as well as capacity building for standardization of approaches across programmes and by IPs.
- Integrate knowledge management through enhanced documentation and widen dissemination of lessons learnt and best practices.

Reinforce Resilience building and HDP Nexus Programming

The CO should ensure increased focus on resilience building to enable the crisis-affected populations to adapt and recover from the effects of the conflict and disasters. It should strengthen the integration of HDP nexus approach for longer-term results among the affected population and increase integration of the peace component and the engagement of the youth in the peacebuilding activities.

Priority level: High

Target: Country Office

Operational actions

- Strengthen resilience programming to bridge the humanitarian-development-peace nexus, including strengthening the integration and funding advocacy for peace in the H-D-P nexus.
- Promote strengthening the capacities of local and national actors to identify and deal with associated risks, vulnerabilities and their underlying causes, prioritising strengthening early warning and peacebuilding systems.
- Enhance capacity-building of actors, coordination between development and humanitarian, data collection and analysis to support the resilience programme.
- Advocate for mapping and identification of the most vulnerable populations in the conflict-affected locations for effective response.
- Advocate for increased resource allocation for coverage of the areas of mandate in the humanitarian context, including peace.

Origin: EQ 1, EQ 3, EQ 7 and EQ 8

Strengthen evidence-based programming and integration of SRH, FP, HIV, Cervical Cancer and GBV at the implementation level

Advance evidence generation in the SRH programming for increased evidence-based decisions in the formulation and execution of interventions. Increase delivery of integrated SRH programming (SRH, FP, HIV, Cervical Cancer and GBV) at the implementation level for enhanced results and efficiency.

Operational actions

- Advance implementation of integrated SRHR, including OF, MPDSR, HIV, Cervical cancer, GBV, and AYFS programming at the facility level for enhanced efficiency and effectiveness.
- Advocate for the establishment and increased demand for mini blood banks in the Afar region to facilitate a reduction in MMR due to haemorrhage.
- Enhance campaigns for proper obstetric fistula identification and strengthen referrals.
- Advocate for equipment of some of the existing ambulances in the conflict-affected and hard-to-reach locations for enhanced referral mechanisms.
- Strengthen the government and local stakeholders' technical capacity on the implementation and management of the FP/RHCS supply chain strategy and enhanced evidence-based distribution.
- Promote research on inclusion for increased targeting of the most at-risk groups.

Advance gender transformative approaches targeting social behaviour change and strengthen the policy and legal frameworks for improved gender equality and elimination of harmful practices

The CO should continue advancing the advocacy mechanisms against negative social gender norms with increased engagement of religious leaders and groups, traditional leaders, and promotion of positive masculinity through male engagement. It should increase engagement and advocacy on strengthening gender-related policy and legal systems and implementation.

Operational actions

- Enhance advocacy with the custodians of the norms and accelerate the awareness creation to eliminate GBV, Child protection and FGM/C.
- Increase male engagement in promoting positive masculinity for support for increased access to GBV/SRH services.
- Strengthen advocacy for enforcement and monitoring of gender-related policies and legal frameworks targeting duty bearers on the elimination of harmful behaviours.
- Strengthening evidence-based GBV prevention and response.
- Strengthen advocacy strategies to enhance women's leadership and participation through women-led organizations and existing structures.
- Advocate for stronger partnerships, collaboration and coordination among stakeholders for leveraging resources for enhanced response and coverage, including strengthening women's economic empowerment.
- Increase utilization of GBV data for response and strengthen referral systems for GBV survivors.

Strengthen the Statistics System and advocacy for the integration of population dynamics into development planning, management and humanitarian responses.

The CO should continue strengthening the capacity of the government's statistics system including enhanced generation of evidence for formulation of programmes and development monitoring, including SDG performance. The CO should also enhance advocacy for the integration of population dynamics into the formulation of development programmes for informed decision-making through policy reviews and implementation.

Operational actions

- Strengthen advocacy for the generation and use of data to increase evidence-based development and humanitarian response.
- Strengthen institutionalisation of evidence generation, dissemination and utilisation capacity for sustainability.
- Strategically intensify partnerships and collaborations for leveraging resources and advocacy for the completion of the Census and the integration of population dynamics into development planning and management.
- Improve the availability of disaggregated data and integration of population dynamics into policy formulation.
- Leverage utilisation of digital innovations for evidence generation in hard-to-reach, marginalised and conflict-affected locations for targeting.
- Prioritize strengthening of CRVS, particularly increasing the coverage and digitization of civil registration generation for enhanced use of CRVS data for planning and monitoring demographic and socio-economic indicators.

Strengthen consolidation of youth programming and continue building youth leadership capacity and ability to influence policy and strategies.

The CO should invest in developing a costed-national implementation plan for the national youth strategy and policy to enhance the consolidation and coordination of A&Y programming in the country. It should also continue building the capacity of the youth on leadership, and ability to meaningfully influence policy and strategies based on their needs.

Operational actions

- Support the development of a costed-implement plan for the national youth strategy and policy to guide A&Y programming in the country, including coordination of youth issues.
- Strengthen partnerships for advocacy for increased youth participation and civic engagement and focus on capacity-building A&Y networks
- Advocate for the enhanced role of youth in peace and security for sustainable development.
- Target strengthening economic empowerment of the out-of-school youth through skills development and partnerships, and enhanced engagement of the youth in innovation and use of technology.
- Support the minimum service package implementation in A&Y safe spaces (YFHS, youth centres, industry parks, schools) for increased access to services and to exercise their AYSRH rights.

Thank you!

For more information, read the evaluation materials available.
This will be soon published at unfpa.org/evaluation.

AVAILABLE EVALUATION MATERIALS

- Evaluation report
- Evaluation brief
- Presentation

For any questions on the evaluation, contact fpark@unfpa.org

<https://ethiopia.unfpa.org/en>

