



ADDIS ABABA UNIVERSITY
SCHOOL OF COMMERCE
COLLEGE OF BUSINESS AND ECONOMICS

Challenges of Monitoring and Evaluation of Development Programs
A Case Study of the United Nations Population Fund (UNFPA) Ethiopia

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Addis Ababa, Ethiopia

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DECLARATION

I declare that this research report on ***Challenges of Monitoring and Evaluation of Development Programs - A Case Study of the United Nations Population Fund (UNFPA) Ethiopia*** is my own original work with assistances and guidance from my Advisor and not submitted before for any institution and any purpose. I further declare that all the sources used in this research report have been properly recognized and acknowledged as in-text- citation and reference list.

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June, 2017

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ACRONYMS AND ABRIVIATIONS

BOFED	Bureau of Finance and Economic Development
CO	Country Office
CP	Country Program
CPD	Country Programme Document
DA	Development Agent
FGD	Focused Group Discussion
FDRE	Federal Democratic Republic of Ethiopia
ICPD	International Conference on Population and Development
IP	Implementing Partner
KPIs	Key Performance Indicators
MfDR	Managing for Development Results
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
MOFED	Ministry of Finance & Economic Development
NGO	Non-Governmental Organization
OECD	Organization for Economic Co-operation and Development
PMI	Project Management Institute
PMLC	Project Management Lifecycle
RBM	Result-Based Management
RBME	Result Based Monitoring and Evaluation
SNNPR	Southern Nations, Nationalities & Peoples Region
UN	United Nations
UNCT	United Nations Country Team
UNDAF AP	United Nations Development Assistance Framework Action Plan
UNFPA	United Nations Population Fund
UNDAF	United Nations Development Assistance Framework

ABSTRACT

The aim of this research project work is to provide an understanding of the various Challenges of Monitoring and Evaluation (M&E) encountered in the development works by UN organizations. The researcher made an assessment of the United Nations Population Fund (UNFPA) Ethiopia as a case study of development program. The study employed a qualitative research methodology by interviewing key informants selected based on relevance to the research and analyzed pertinent documents of M&E of the UNFPA. The major findings from the key informants interview and M&E document review of the organization indicate that absence of knowledge management utilization by the organization for M&E activities and decision making. Besides that, the research shows that the absence of synergy of M&E and programming is one area that should be strengthened further by the organization. In general, the small M&E unit which exists at the organization has not allowed for the only two M&E experts to provide the desired support for the large-scale programs of UNFPA conducted in various regions of the country. These constraints hinder the organization from effectively undertaking M&E work to achieve a better result in the development programs within the country. Some of the vital recommendations made in this research in order to ensure effective results-based monitoring & evaluation are; enhance the capacity of M&E unit in terms of human as well as financial resource to further support program implementation successfully, implementation of knowledge management to benefit from M&E information for decision making, and desire to create a proactive synergy of work between M&E and programs.

Key words: *Monitoring and Evaluation, Development Projects, Constraints, Challenges*

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CHAPTER ONE

GENERAL INTRODUCTION

1.1 Background of the Study

This chapter presents the introductory part of the study. It attempts to highlight the background of the study, statement of the problem, research questions and objectives, significance of the study, delimitation of the study, limitation of the study and operational definitions of terms used. It then presents summary of the other chapters that make up the research project report.

Development projects form a special type of projects that provide socio-economic assistance to the developing countries, or to some specially designated group of target beneficiaries. These projects differ from industrial or commercial projects in several important ways, the understanding of which has strong impacts on how the projects can be managed and evaluated.

Timely and accurate data about the effects of different project interventions is the key to steering the project in the desired direction. Actors at all levels of the project (beneficiaries, project staff and donors) benefit from a functioning M&Es

The objectives of development projects, by definition, concern poverty alleviation and living standards improvement, environment protection, basic human rights protection, assistance for victims of natural or people caused disasters, capacity building and development of basic physical and social infrastructures.

Like any other project, the essence of monitoring and evaluation (M&E) is highly significant and forms the integral part of the project management cycle of a development project. Monitoring and evaluation are effective tools for enriching the quality of project interventions through their role in decision-making and learning.

According to Berhanu et al. (2011), implementation of development project is important to reduce poverty and achieve sustainable livelihood. The success and speed with which development project is achieved depends in part on the performance of the institution working to promote the development project. Thus, any institution working in implementing development project is concerned with the need to assess, understand its performance and to improve relevance, effectiveness and efficiency of project through M&E. In addition, Berhanu et al. (2011) stated that, currently, the focus of management changes from activities to result. As a result, the focus of project monitoring and evaluation also changes from focusing on assessing inputs and progressive monitoring to the assessment of the contribution of intervention to development project outcomes or changes.

The United Nations Population Fund Agency (UNFPA), is a UN organization guided by the 1994 Programme of Action of the International Conference on Population and Development (ICPD), UNFPA Ethiopia partners with government, civil society and other agencies to advance its mission. The organization is currently implementing its 8th country programme in eight regions of Ethiopia. The goal of the country programme is to contribute to an improved quality of life for Ethiopians. This Country programme has four outcomes Sexual & reproductive Health, Adolescents and youth, Population dynamics, and Gender equality and women empowerment.

As project interventions cannot be continued forever, most projects also have an ultimate goal to produce positive and significant changes that will be sustained after the external assistance comes to an end. This sustainability requirement adds a new level to the intangibility of the development outcomes.

1.2 Background of the Study Area

UNFPA's assistance to Ethiopia began in 1973 and has since implemented six five-year programme cycles. In the last decade, the Government of Ethiopia has made significant progress towards achieving the MDGs. Apart from the overall decline in poverty, positive gains have been made in terms of education, health and reducing the prevalence of HIV and AIDS. The Government is putting extra effort in accelerating progress towards the achievement of those MDGs targets that are slightly off-track (Gender Equality and Women's Empowerment, Maternal Health and Environmental Sustainability) which is

reinforced through the five-year ambitious Growth and Transformation Plan (GTP - 2016-2020).

UNFPA Ethiopia CO is currently implementing the 8th country program (2016-2020), serving as its framework for assistance. The programme is aligned with the national Growth and Transformation Plan (2016-2020), the Health Sector Transformation Plan (2015-2020), the United Nations Development Assistance Framework (2016-2020) and the UNFPA Strategic Plan (2014-2017), and will be guided by the sustainable development goals. The Programme will cover eight regions and Addis Ababa, reaching over 90 per cent of the Ethiopian population.

The 8th CP is developed based on United Nations Development Assistance Framework, (UNDAF) (2016-2020), which is a strategic planning framework designed jointly by the United Nations Country Team (UNCT) and the government to guide the UN work in alignments with the national developmental and humanitarian priorities. Ethiopia is a country where efforts are being made by the Government and UN to foster the principle of the UN working and delivering as one. The aim is a transformation of the UN into a more coherent body that supports national priorities.

Despite putting in place a strategic planning framework to successfully implement development works, monitoring and evaluation of these projects is challenging and constraints are continuously encountered at different level of the project life cycle. These challenges could arise due to several factors. This is the reason why it is common to see project implementers/ organizations which undertake projects fail to effectively conduct M&E.

1.3 Statement of the Problem

Good planning, combined with effective monitoring and evaluation, can play a major role in enhancing the effectiveness of development programs and projects. Good planning helps to focus on the results that matter, while monitoring and evaluation help learn from past successes and challenges and inform decision making so that current and future initiatives are better able to improve people's lives and expand their choices.

Meaningful and sustainable development results require more than just a generic plan of outcomes, outputs and activities. How we do development is often equally if not more important than what we do in development work. For this reason, many development agencies attempt to incorporate various themes into their planning, monitoring and evaluation processes to improve the overall effectiveness of their efforts.

Currently, there is high demand for achieving development projects results and demonstrate effective M&Es to maximize organizational performance in Ethiopia to bring tangible change in community livelihoods. This calls for having effective project monitoring and evaluation practice in place for sustainable improvement and quality of performance in any organizational activities (Bido, 2014). However, according to Ethiopian Country Program Evaluation [ECPE] (2010), in Ethiopia, most of the government organizations do not use monitoring and evaluation system in appropriate manner for their projects.

As the international community struggles to enhance the development results at the country level, new challenges arise for the practice of monitoring and evaluation (M&E). Thus, conducting a study whether monitoring and evaluation activities are carried out effectively on projects implemented by the development organizations in Ethiopia is an essential research question because of the following reasons presented below:

- M&E demonstrates accountability to stakeholders on performance in achieving development results at country level, and on invested resources (for example, with respect to governing bodies, donor governments, partner governments, other development organizations & beneficiaries);
- M&E contributes important lessons learned to the existing knowledge-base on how to accelerate implementation of projects and programs, in particular, on how best an organization supports the achievement of results.
- M&E supports evidence-based decision-making;

Monitoring and Evaluation can sometimes be seen as a much lower priority at the project's inception, as all efforts are aimed at launching the project. This may be due in part to the limited resources available even for project start-up and delivery. Regardless, there is often

limited follow-through on implementation of the performance measurement strategies and M&E Plan, in spite of how well defined they may be.

Monitoring and evaluation are common tools in project development works including development initiatives because they allow the community to assess whether they are taking the necessary steps towards the fulfilment of their goals and objectives. “The new realities of governance, globalization, aid lending and citizen expectation require an approach that is consultative, cooperative and committed to consensus building, meaning that the voices and views of stakeholders should be actively solicited” (Kusek & Rist, 2004).

Even though, the UNFPA Ethiopia attributes a high importance on Results-Based Management (RBM), greater priority still needs to be given to development and implementation of the tools underlying the successful operation of an RBM system. Global evaluation report (UNFPA, 2015) indicate the challenges of M&E work in development projects in developing countries and call for greater focus to be placed on project design, log frame development, performance indicators, measurement strategies and M&E plans. The light bottleneck analysis which was conducted by the UNFPA CO Ethiopia in mid-2015 highlights programme implementation issues in which M&E is found to be a significant problem. The researcher taking this lead, investigated the challenges of M&E of development programs by looking at the case of UNFPA Ethiopia.

1.4 Research Questions

1.4.1 Main Research Questions

- How effectively is monitoring and evaluation is done on development projects by the organization?
- What are the challenges encountered during monitoring and evaluation of projects undertaken by the UNFPA Ethiopia?
- What challenges exist during planning & implementation of M&E of development projects undertaken by the UNFPA Ethiopia?
- How does the organization deal with the challenges of M&E in managing its programs?

1.5 General Objective

The purpose of this research is to assess the challenges that are present while conducting monitoring and evaluating of development projects by examining the case of the United Nations Population Fund (UNFPA) Ethiopia as a focus of this study.

1.5.2 Specific Objective

Based on the general objective of the study and the research questions above, this study has the following specific objectives.

- To examine the current monitoring and evaluation practices of the UNFPA Ethiopia
- To assess challenges of monitoring and evaluation of development projects undertaken by the UNFPA Ethiopia.
- To identify major gaps of monitoring and evaluation and make further recommendations for better planning.
- To learn and draw common challenges of monitoring and evaluation that could be encountered at development programs.

1.6 Significance of the Study

This research project paper will particularly help to look in to challenges encountered while conducting monitoring and evaluation in development projects undertaken by the UNFPA Ethiopia. This study aims to point out these difficulties and thus improve the M&E system in order to benefit from the findings. Project managers, M&E experts and project teams who are involved in the designing, implementation of monitoring and evaluation systems at development programs could make use of the obtained information of this study. Finally, it will also contribute for monitoring and evaluation knowledge because it can be used as a reference material for further study.

1.7 Scope of the Study

The study was conducted within the UNFPA Country Office located within the premises of the United Nations Economic Commission for Africa. The research focuses only on the assessment of the M&E challenges of development programs carried out by the organization and does not include humanitarian or emergency programs of the organization. For this research to be conducted, the national project/program officers, M&E experts were the respondents of this study.

1.8 Limitations of the Study

The main challenge during this research work was the problem faced in scheduling interviews with some respondents who were busy and several rescheduling were made.

Given the scope of this assignment, other stakeholders/implementing partners of the organization were not taken into consideration. Thus, the research only targeted the organization to study on the matter.

1.9 Organization of the Study

This research project work has five chapters. The first chapter; deals with introduction, statement of the problem, research objectives and research questions, significance of the study, scope of the study, limitation of the study and definition of key terms. The second chapter addresses the review of related literature to the topic of the study. The third chapter deals with the research design and methodology, sources of data, target population and sampling technique, and tools of data collection and analysis. Under chapter four, result and discussions have been presented. And the last chapter (chapter five) contains the summary of the findings, conclusions and recommendations. In addition to these, references, interview questions and other relevant documents are attached to the last part of the research project.

CHAPTER TWO

REVIEW OF RELATED LITERATURE

This section deals with the literature review of the study. It provides detail explanations on the concept of M&E, the differences between the two, the purposes of conducting M&E in a result based management approach. Apart from these, the basic principles, foundation, types, different models, features and challenges of M&E including, application of M&E in development environment have been discussed thoroughly.

2.1 Definitions of Project Monitoring and Evaluation

Although monitoring and evaluation seem related, they are distinct functions. Monitoring is viewed as a process that provides information and ensures the use of such information by management to assess project effects both intentional and unintentional and their impact. It aims at determining whether or not the intended objectives have been met.

Evaluation draws on the data and information generated by the monitoring system as a way of analyzing the trends in effects and impact of the project. In some cases, it should be noted that monitoring data might reveal significant departure from the project expectations, which may warrant the undertaking of an evaluation to examine the assumptions and premises on which the project design is based.

2.1.1 Monitoring

According to Patton (2008), Monitoring is the systematic collection and analysis of information as a project progresses. It is a valuable tool for good management. It helps organization staff members to determine whether financial resources are sufficient and are being well used, whether the human capacity in their organizations is adequate, and whether they are actually doing what they planned to do. Monitoring is the routine tracking and reporting of priority information about a project or program: its inputs, activities, outputs, outcomes and impacts.

Monitoring gives information on where a policy, program or project is at any given time. It can provide a “snapshot” of the situation or program status. Evaluation provides information

on whether or not specific programs are “working” (i.e., achieving intended objectives or targets) and why objectives or targets are or are not achieved (Zall Kusek and Rist, 2004).

In carrying out the monitoring activity, both performance and outcome monitoring will be undertaken. Implementation monitoring will be carried out at the programme/project level and shall be geared towards the measurement of the progress of project/programme activities and the delivery of outputs against established schedules and indicators of progress on key performance indicators (KPIs).

The requirements for effective monitoring are baseline data, indicators of performance and results, and mechanisms or procedures for data collection that include such planned actions as field visits, stakeholder meetings, mid-year and annual quality assurance missions, systematic reporting, partnership and implementation strategies based on principles of transparency, accountability, quality assurance mission, mid-year and annual review as key milestone of monitoring.

Milkovich (1991) and Olken (2007) state that large scale monitoring activities provide information that is useful in understanding the direction taken, in targeting resources and interventions, and in determining the degree of service coverage. Monitoring can also be useful on a smaller scale for tracking the implementation of specific services as well as their immediate effects (Patton, 1997).

According to UNFPA, Monitoring is a continuous management function that aims primarily to provide management and main stakeholders with regular feedback and early indications of progress and lack thereof in the achievement of intended results. Monitoring tracks the actual performance or situation against what was planned or expected according to pre-determined standards. Monitoring generally involves collecting and analyzing data on program processes and results and recommending corrective measures (UNFPA, 2001).

2.1.2 Evaluation

Evaluation is the systematic collection of information about the activities, characteristics and outcomes of a specific program to determine its merit or worth. If a program is judged to be of merit, it is also important to determine whether it is worth its cost. Evaluation

provides credible information for improving programs, identifying lessons learned, and informing decisions about future resource allocation (Brown, 2000).

The aim is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact and sustainability. An evaluation should be used to provide information that is credible and useful, enabling the incorporation of lessons learned into the decision making process of both recipients and donors. “Evaluation is also the systematic and objective assessment of an on-going or completed project, program or policy; including its design, implementation and results” (Kusek & Rist, 2004:21) The term evaluation in the context of this research, refers to the assessment of either completed or on-going projects to determine the extent to which they are achieving stated objective, in particular it responds the question of what the projects have achieved in terms of long-term impact to the community (Kusek & Rist, 2004; UNDP, 2009:89).

Evaluation complements monitoring: when a monitoring system observes that program efforts are off track, then good evaluative information can help clarify the realities and trends noted. Systematic evaluation activities are intended to build on the findings from monitoring activities. They do so by providing additional information to determine the scope, quality, intensity, efficiency, effectiveness, and overall impact of specific programs. Special evaluations can help policy-makers and program managers identify and understand factors that facilitate or hinder the achievement of the objectives or specific targets of prevention, treatment, and care programs.

In terms of the periods of evaluation four types of evaluation are commonly distinguished: Exante evaluation, mid- term evaluation, terminal evaluation and ex-post evaluation, details of each presented below:

1. Ex-ante evaluation (Start-up evaluation): A form of evaluation conducted prior to startup of implementation of a project/program. It is carried out in order to determine the needs and potentials of the target group and its environment, and to assess the feasibility, potential effects and impacts of the proposed programme/project. At a later stage the effects and impacts of the programme/ project can be compared with this base line data (EMI, 2014).

2. Mid-term evaluation: This type of evaluation takes place while the implementation of the planned project is on-progress. Such evaluations are conducted relatively early in the midway of the project life and are usually external assessments. What distinguishes it from terminal and ex-post evaluations is that correction to the current project still can be made on the basis of findings and recommendations (EMI, 2014).

3. Terminal/Summative evaluation: It is conducted when the funding for the intervention or the whole project activity comes to an end. But this may not mean that the services and inputs being supplied by the programme/project terminate. In the terminal evaluation, in addition to the existing records, documents and outputs, an inquiry should be made for secondary data that are relevant for comparison. Recommendations from terminal evaluation are primarily directed to improve the planning and design of future projects.

4. Ex-post /Impact evaluation: It is designed as in-depth studies of the sustainable impact of a programme/project that has been already executed. It is carried some time (in most cases 3-5 years) after the programme/project activity has been terminated in order to determine its impact on the target group and the local area. However, it is rarely done due to lack of willingness to fund from the financiers of the program/project.

On the other hand, based on persons evaluating, scholars classified evaluation into two: internal and external.

1. Internal evaluation: It is performed by persons who have a direct role in the programme/project. On-going or formative evaluation can be done by the management team or persons assigned from the implementing agency. Majority of local nongovernmental organizations engaged in this type of evaluation because it cuts expenses.

2. External evaluation: The type of evaluation carried out by persons from outside the programme/project. Terminal and ex-post evaluations often conducted by external evaluators. In most cases in local NGOs evaluation is conducted by the funding agencies. Donors often prefer external evaluators because it is believed that they can bring a range of expertise and experience that might not be available within the organization, and they may have more independence and credibility than an internal evaluator.

In general monitoring and evaluation is a management tool that helps to judge if work was going on in the right direction, whether progress and success could be claimed, and how future efforts might be improved. It assists organizations to extract, from past and ongoing activities, relevant information that can subsequently be used as the basis for programmatic fine-tuning, re-orientation and planning (UNDAF, 2011).

2.2 The Need for M&E

There are many reasons why we should undertake M&E. The main ones are to know whether our project meets its objectives and whether it is leading to the desired effects among its beneficiaries. Through data gathering, we generate detailed information about the project's progress and the results it has obtained. By doing M&E, we build greater transparency and accountability regarding the management of financial resources provided by donor agencies.

The information we generate through M&E provides project managers with a clearer basis for decision-making. Through M&E, we can find out if the project is running as initially planned and inform us about the strengths and weaknesses of project implementation. M&E allow us to detect unexpected and unintended results and effects of projects to identify the internal and external factors that influence the performance of the project. M&E document and explain the reasons why project activities do succeed or fail and informs how project planning and implementation can be improved in the future (Ravallion, 2008; Robbins, 1996 and Seyum, 2003).

The first and perhaps the most important guiding principle for all M&E efforts is that information should be collected with the intention of being used for program improvement (Patton, 1997). Although data reporting for accountability remains an important priority to sustain funding, the capacity to collect pertinent, good quality, and timely data and to strategically use this information to improve programs is the cornerstone of an effective and efficient response. Program management is about making the correct decisions to achieve the program's goals and objectives. It involves good program planning (such as setting realistic goals and objectives and ensuring that program activities are in line with these), good program implementation (such as meeting timelines and ensuring the quality of the

program) as well as good resource management (such as monitoring the use of funds and ensuring value for money) (GAP 2008).

These management functions rely on the availability of the right kind of information about the program. There are many program aspects that one might like to collect data about. However, all data collection has costs in terms of time and often financial resources. It is important to decide what information is most needed to make necessary decisions about the program. M&E data are also collected to justify the use of program resources vis-a-vis progress made and objectives achieved. Funders of programs are particularly interested in these data; as there is often a requirement for the program to show certain levels of performance in order to maintain the funders' support. Program beneficiaries are also keenly interested in knowing that the program targeted at them is effective and good value for money (Shaw, 1995).

Resources are always limited and there are many competing demands. To avoid any duplication of effort and to reduce the data collection burden, data for accountability should be a sub-set of the data already collected for program management purposes (Zall and Rist, 2004). Sometimes, there may be a need for data serving a specific donor's needs, but those should be kept to a minimum so as not to overburden data collection resources. Finally, there is also a moral obligation to share information and lessons learned for broader use. Data can be shared with program staff, funders, program beneficiaries, community members, policy makers, and other stakeholders (or people who have an interest in the program). Again, this should not involve additional data collection, but simply the sharing of program data relevant to each stakeholder's interests.

According to World Bank (1997), M&E is an essential component of project design and implementation. M&E should be built in from the beginning, and used during all the implementation phases to assess: the extent to which the planned activities are being implemented (activity monitoring); the process followed to achieve the desired outcomes (process monitoring); the progress made in achieving the desired outcomes (progress monitoring); the impact of the project on its beneficiaries (impact evaluation).

M&E is also a management tool because it generates a large amount of vital information that allows project administrators to: identify the major problems, constraints and successes encountered during implementation, through analysis of the data collected; adjust project activities, plans and budgets according to data generated through the use of M&E tools and methodologies; provide information for accountability and advocacy to the targeted communities, and to the government agencies and national and international donors involved. M&E therefore plays a crucial role in enhancing a project's success (Rao, et al. 2003) and Olken, 2007).

Table 1. Characteristics of Monitoring and Evaluation

Monitoring	Evaluation
Continuous	Periodic: at important milestones such as the mid-term of programme implementation; at the end or a substantial period after programme conclusion
Keeps track; oversight; analyses and documents progress	In-depth analysis; Compares planned with actual achievements
Focuses on inputs, activities, outputs, implementation processes, continued relevance, likely results at outcome level	Focuses on outputs in relation to inputs; results in relation to cost; processes used to achieve results; overall relevance; impact; and sustainability
Answers what activities were implemented and results achieved	Answers why and how results were achieved. Contributes to building theories and models for change
Alerts managers to problems and provides options for corrective actions	Provides managers with strategy and policy options
Self-assessment by programme managers, supervisors, community stakeholders, and donors	Internal and/or external analysis by programme managers, supervisors, community

Sources: UNICEF, 1991. WFP, May 2000.

2.3 Purposes of Monitoring & Evaluation

Monitoring and evaluation need not be expensive or complicated, nor do they require specialists or grand calculations. The complexity and extent of the studies can be adapted to fit the program needs. The job of the project manager in this process is to point out those areas in need of monitoring or evaluation.

According to Bamberger (1986), evaluation and monitoring systems can be an effective way to:

- Provide constant feedback on the extent to which the projects are achieving their goals.
- Identify potential problems at an early stage and propose possible solutions.
- Monitor the accessibility of the project to all sectors of the target population.
- Monitor the efficiency with which the different components of the project are being implemented and suggest improvements.
- Evaluate the extent to which the project is able to achieve its general objectives.
- Provide guidelines for the planning of future projects.
- Influence sector assistance strategy. Relevant analysis from project and policy evaluation can highlight the outcomes of previous interventions, and the strengths and weaknesses of their implementation.
- Improve project design. Use of project design tools such as the log frame (logical framework) results in systematic selection of indicators for monitoring project performance. The process of selecting indicators for monitoring is a test of the soundness of project objectives and can lead to improvements in project design.
- Incorporate views of stakeholders. Awareness is growing that participation by project beneficiaries in design and implementation brings greater “ownership” of project objectives and encourages the sustainability of project benefits. Ownership brings accountability.
- Objectives should be set and indicators selected in consultation with stakeholders, so that objectives and targets are jointly “owned”. The emergence of recorded benefits early on helps reinforce ownership, and early warning of emerging problems allows action to be taken before costs rise.

- Show need for mid-course corrections. A reliable flow of information during implementation enables managers to keep track of progress and adjust operations to take account of experience.

Monitoring and evaluation is a management tool that helps to judge if work was going on in the right direction, whether progress and success could be claimed, and how future efforts might be improved. It assists an organization to extract, from past and ongoing activities, relevant information that can subsequently be used as the basis for programmatic fine-tuning, reorientation and planning.

Monitoring and evaluation takes place at two distinct but closely connected levels. One level focuses on the outputs, which are the specific products and services that emerge from processing inputs through program, project and other activities. The other level focuses on the outcomes of development efforts, which are the changes in development conditions that aim to be achieved through specific projects and programs.

Monitoring and evaluation that is results-based requires specific kinds of tools and processes such as work plans, project reports, field visits, stakeholders'/review meetings on a periodic basis to support performance measurement.

According to the Programme Implementation Plan Manual for UN agencies in Ethiopia, (2003) The main objectives of the results-oriented monitoring and evaluation is:

- to ensure informed decision-making;
- to support substantive accountability;
- to transfer of skills, national and sub-national M&E systems development;
- to reinforce good practices;
- for problem solving and positive contribution; and (vi) to build capacity in M & E functions.

Monitoring, reporting and evaluation of UN assisted programs/projects is the joint responsibility of the Government represented by MoFED, the UN agencies, the Implementing Partners, and the regional bureaus, including the targeted Woredas.

2.4 Applications for Results-Based M&E

There are many and growing applications for results-based M&E. As the needs for accountability and demonstrable results have grown, so have the uses and applications for results-based M&E systems. Project, Program, and Policy Applications Results-based M&E systems have been successfully designed and used to monitor and evaluate at all levels project, program, and policy. Information and data can be collected and analyzed at any and all levels to provide feedback at many points in time. In this way, the information can be used to better inform key decision makers, the general public, and other stakeholders.

Monitoring and evaluation can and should be evident throughout the life cycle of a project, program, or policy, as well as after completion. M&E with its continuing streams of data and feedback has added value at every stage from design through implementation and impact. “The specific information will also be different at each level, the complexity of collecting data will be different, the political sensitivity on collecting the data may change, and the uses of the information may change from one level to another” (Kusek and Rist 2001).

2.4.1 Internal and External Applications of M&E

M&E can be conducted at local, regional, and national levels of government. So whether one thinks of M&E in relation to levels of administrative complexity (project to program to policy) or geographically, the applications are evident though they need not be identical. Again, the specific indicators may necessarily be different, as the stakeholders’ needs for information will also be different for each level of government. It should also be noted that a functioning M&E system provides a continuous flow of information that is useful both internally and externally.

The internal uses come into play as the information from the M&E system is used as a crucial management tool for the public sector manager in achieving results and meeting specific targets. Information on progress, problems, and performance are all key to a public manager striving to achieve results. Likewise, the information from an M&E system is important to those outside the public sector who are expecting results, wanting to see demonstrable impacts from government action and tax monies), and hoping to build trust in a government that is striving to better the life of its citizens.

Fundamentally, the M&E system aids in thinking about and clarifying goals and objectives. Governments and stakeholders can also use M&E systems for formulating and justifying budgetary requests. In contrast to the earlier implementation-based approach, results-based M&E focuses attention on achieving outcomes important to the organization and its internal and external stakeholders. M&E systems can help identify potentially promising programs or practices. They can also identify unintended but perhaps useful project, program, and policy results. Conversely, M&E systems can help managers identify program weaknesses and take action to correct them. An M&E strategy can be used to diminish fear within organizations and governments, and can instead devise ways of instilling an open atmosphere in which people can learn from mistakes, make improvements, and create knowledge along the way.

2.4.2 Knowledge Capital

Good M&E systems are also a source of knowledge capital. They enable governments and organizations to develop a knowledge base of the types of projects, programs, and policies that are successful, and, more generally, what works, what does not, and why. M&E systems can also provide continuous feedback in the management process of monitoring and evaluating progress toward a given goal. In this context, they promote organizational learning.

Broad public access to information derived from results-based M&E systems is also important in aiding economic development both within and between countries. “Access to information is an essential component of a successful development strategy. If we are serious about reducing global poverty, we must liberate the access to information and improve its quality” (Stiglitz and Islam 2003).

2.4.3 Transparency and Accountability

M&E systems can also aid in promoting greater transparency and accountability within organizations and governments. Beneficial spillover effects may also occur from shining a light on results. External and internal stakeholders will have a clearer sense of the status of programs, and policies.

The ability to demonstrate positive results can also help garner greater political and popular support. There are organizational and political costs and risks associated with implementing results-based M&E systems. However, there are also crucial costs and risks involved in not implementing such systems.

2.5 Foundation of M&E

The foundation for conducting and collecting the needed data for M&E is paramount important. According to Morra and Ray (2009), a program Logic Model can be used to describe the main elements of a program and how these work together to reach the program's goals. This framework facilitates the planning and execution of the program, but also helps setting priorities for M&E. M&E data should be collected with the intention of being used. The primary use of M&E data is for program improvement; some of these data will also be used to satisfy accountability purposes and to share information and lessons learned for broader public use. Typically, the types of data needed are: inputs required for implementing the program's activities, describing the activities themselves, and their outputs. For some of the programs, these outputs are then intended to lead to outcomes that in turn are intended to lead to impacts. Not all programs need to conduct all types of M&E activities that may be part of the national M&E system.

First, the extent and cost of M&E activities should be commensurate to the size, reach, and cost of the program. Second, not all M&E activities are appropriate for a program or the stage of development at which the program happens to be at a given time. However, all programs are expected to conduct input and output monitoring, and most programs should also conduct some process evaluations, including quality assessments. Only some programs will be able to conduct outcome monitoring and rigorous outcome evaluations. Only in a few situations would impact evaluation be warranted and impact monitoring is the responsibility of the national level.

National governments are responsible for ensuring that routine monitoring as well as evaluation activities are adequately planned, budgeted and systematically implemented as part of the national M&E system. As many different stakeholders are involved in M&E, it is important to foster coordination at all levels to minimize fragmentation and duplication of effort. Establishing a comprehensive national M&E system takes time; it is essential to

use a strategic implementation approach guided by what data are needed to answer key questions (Dessler, 1998).

This investigative and analytic process requires a range of M&E methods for data gathering, analysis and interpretation. From a systems perspective, the different components of the national M&E system need to work to an acceptable standard for the system to function effectively and generate all the required data. These system components are not restricted to the technical functions of M&E (data collection, verification, analysis and use), but also include the equally important organizational structures (human resources, partnerships, plans). We refer to three levels in the national M&E system: the national, sub-national and service delivery (both facility and community-based) levels and indicate for which level each framework is most applicable. The first four frameworks are applicable to programs at all levels (Enos, 2000).

2.6 Features of Functional National M&E System

The main components of the M&E system are 12 in number. However; they are not 12 steps intended to be implemented sequentially; rather, 12 components that are needed and working at an acceptable level for the national M&E system to function effectively. M&E activities take place in an organizational context which includes factors that can inhibit or encourage sound practice. Therefore, the organizational structures (human resources, partnerships, plans) of the national M&E system are as important as the technical aspects of M&E.

However, not all components need to be implemented at all levels of the system; what is relevant at the national level, for example, may not be relevant at the service delivery level. Clearly, this is a blueprint for an ideal system and will take time to put in place; but even a partial system can generate important and useful information while a comprehensive system is under development (Olken, 2007; Armstrong and Baron, 2002). UNAIDS (2009), has put the following twelve components as the important components for the national M&E system.

2.6.1 Organizational Structures with M&E Functions

For the national M&E system to function effectively, a variety of organizations need to work together at different levels. Ideally, the system should be coordinated by one organization

or its equivalent. In addition to human resources, there is also a need for financial resources, as well as basic infrastructure, equipment and supplies.

2.6.2 Human Capacity for M&E

Not only is it necessary to have dedicated and adequate numbers of M&E staff, it is essential for these staff to have the right skills for the work. Human capacity building should focus on all levels of the system. M&E capacity building should focus not only on the technical aspects of M&E, but also address skills in leadership, financial management, facilitation, supervision, advocacy and communication.

2.6.3 Partnerships to Plan, Coordinate, and Manage M&E System

It is important that all stakeholders in each program work together and avoid duplication of effort. This requires establishing partnerships and formal communication and collaboration mechanisms.

2.6.4 National Multi-Sectoral M&E Plan

A wide variety of stakeholders should participate in the development and regular updating of the national M&E plan, including sub-national authorities and representatives from civil society. The objectives of the national M&E plan should be explicitly linked to the National Strategic Plan to ensure that relevant data are collected to measure the progress in the country's response. The national M&E plan should describe a 3-5year implementation strategy for the components of the M&E systems, indicate resource requirement estimates and outline a strategy for resource mobilization. The national M&E plan should be reviewed and updated regularly to make adjustments in data collection needs associated with revisions of the National Strategic Plan, and to strengthen M&E system performance based on periodic M&E assessments.

2.6.5 Annual Cost of the M&E Work Plan

For the national M&E plan to be operationalized, an annual cost national M&E work plan needs to be developed that describes the priority M&E activities for the year with defined responsibilities for implementation, costs for each activity, identified funding, and a clear timeline for delivery of outputs. This work plan represents the joint work plan that integrates the M&E activities of all relevant stakeholders.

2.6.6 Advocacy, Communications, and Culture for M&E

It is important to simplify and demystify M&E, create a supportive M&E culture, and reduce any fear or negative connotations regarding M&E. A communication and advocacy strategy for M&E can help to achieve these objectives. The strategy needs to be multidimensional, with tailored messages for different audiences, including the general public.

2.6.7 Routine Program Monitoring

The national and sub-national authorities need a routine system to track the demand for and supply of services. Standardized data from all providers, including facility and community-based service providers should be collected on a routine basis. To guide decision making at all levels, the data needs of different stakeholders should be determined and the data made available in a timely fashion.

2.6.8 Surveys and Surveillance

The need for surveys, as well as, the specific focus and content of each survey should be considered within the context of each country's level. Protocols and data collection tools should be based on international standards to obtain high-quality data and to ensure that results from repeated surveys can be compared over time within a given country, as well as across countries. This information should be complemented with data obtained from other social and behavioral science methods including rigorous qualitative data.

2.7 Different Approaches to M&E

There exist various approaches that can be mentioned in M&E. According to Bamberger (2006), what M&E have in common is that they are both geared towards helping us to learn from what we are doing or have done, and from how we are doing it or have done it, by focusing on:

Efficiency: This tells us if the input into the project is appropriate in the light of the output. This could be in terms of, for example, money, time, staff or equipment.

Effectiveness: Here we measure the extent to which our project has achieved the objectives we set at the outset.

Impact: This tells us whether or not we have had an influence on the problem situation we were trying to address. We assess if our strategy was useful, and if it would be worthwhile to replicate the project elsewhere.

Relevance: This tells us the degree to which the objectives of the project remain valid as initially planned in our project proposal. It determines whether project interventions and objectives are still relevant, given the needs and priorities of the beneficiaries. Beneficiaries' priorities might change over time as a result of social, political, demographic or environmental changes. As a result, on conclusion, a project might not be deemed to be as important as it was when initiated.

Sustainability: This measures the prospects for the maintenance of a project's positive results after external support by donor agencies has been withdrawn. Many development projects are not sustainable because neither the organization involved nor the beneficiaries themselves have the financial capacity or the motivation to provide the resources needed for the activities to continue. As a result, donor agencies are interested in the long-term improvements brought about by any given project. They want to know how long they will need to support a project before it can run with local resources.

2.8 Monitoring and Evaluation Frameworks

A clear framework is essential to guide monitoring and evaluation. A framework should explain how the program is supposed to work by laying out the components of the initiative and the order or the steps needed to achieve the desired results. A framework increases understanding of the program's goals and objectives, defines the relationships between factors key to implementation, and articulates the internal and external elements that could affect the program's success (UN Women, unpublished).

Frameworks are essential in helping us understand the relationships between each element of the program; inputs, processes, outputs, outcomes and between the program activities and the Sound implementation and M&E plans. The commonly used types of M&E Frameworks are Conceptual Frameworks, Results Frameworks, Logical Frameworks, and Logic Models (UN Women, unpublished).

2.8.1 M&E in Program Frameworks

All programs may not be required to conduct all types of M&E activities that may be part of the national M&E system. However, all programs and projects are expected to participate in basic levels of M&E, including assessing needs and monitoring inputs and outputs once implementation begins.

Expectations to conduct additional levels of M&E vary by the nature, size and maturity of the program or project. First, programs need to use their resources wisely, so, the extent and costs of M&E activities should be commensurate to the size, reach, and cost of programs. In short, M&E should never compromise or overtake program implementation. Second, not all M&E activities are appropriate for programs or the stages of development at which programs happen to be at a given time. Evaluation logic suggests a staged approach. That is, most programs that conduct outcome evaluations should have implemented some level of process evaluation prior to this more rigorous assessment. Also, input and output monitoring data are essential for informing process evaluation, and outcome monitoring data are prerequisite to outcome evaluation (Rugg and Mills, 2000; Rugg et al., 2004).

2.9 M&E Challenges Facing Developing Countries

Designing and building a results-based M&E system in a developing country is difficult and could not to be underestimated. The construction of such a system is not easy as it may seem, and will not happen overnight. However, it is also not to be dismissed as being too complicated, too demanding, or too sophisticated for a developing country to undertake. All countries need good information systems so they can monitor their own performance developing countries no less than others.

Developing countries building their own results-based M&E systems face challenges both similar to and different from those of developed countries. Demand for and ownership of such a system the most basic requirement may be more difficult to establish in developing countries. For example, a recent World Bank and African Development Bank study found that "... the key constraint to successful monitoring and evaluation capacity development in Sub-Saharan Africa is lack of demand. Lack of demand is rooted in the absence of a strong evaluation culture, which stems from the absence of performance orientation in the public sector" (Schacter 2000).

In regards to demand, then, a minimum of interested stakeholders and commitment is necessary for such a system to be established and coordination can impede progress toward strategic planning, too. Indeed, lack of sufficient governmental cooperation and coordination can be a factor in both developed and developing countries.

In contrast to developed countries, developing countries may find it more challenging to do longer-term strategic economic, investment, and policy planning. Weak political will and institutional capacity may slow progress. Difficulties in inter-ministerial cooperation and coordination can impede progress toward strategic planning, too. Indeed, lack of sufficient governmental cooperation and coordination can be one major factor in developing countries. Developing countries must first have, or establish, a basic foundation a traditional implementation-focused M&E system. Some developing countries are moving in this direction. Establishing a foundation requires basic statistical systems and data, as well as key budgetary systems. Data and information must be of appropriate quality and quantity. Developing countries like developed ones need to know their baseline conditions, that is, where they currently stand in relation to a given program or policy.

Capacity in the workforce is needed to develop, support, and sustain these systems. Officials need to be trained in modern data collection, monitoring methods, and analysis. This can be difficult for many developing countries. For example, there is a severe shortage of local capacity in Sub-Saharan African countries, compounded by the emigration of well-qualified people out of the region (Schacter 2000).

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

This chapter outlines how the research project was conducted. It focuses on the research design, location, target population, sampling technique, data source, collection tools and techniques and data analysis that were used in this study.

According to Brynard and Hanekom (1997) research methodology, or methods of collecting data, necessitates a reflection on the planning, structuring and execution of the research in order to comply with the demands of truth, objectivity and validity. Hence, research methodology focuses on the process of research and the decisions which the researcher has to take to execute the research project.

This study complies with the above compound definition and the principles of research for the deduction of reliable, valid and objective findings. The research method applied in this study falls within the framework of qualitative research.

3.1 Qualitative Research

This study applies a qualitative methodology to investigate the M&E challenges of development projects and looks into the case of the UNFPA country office Ethiopia. For this research, document analysis, in-depth interview and focus group discussions were selected to gather the viewpoints and take lessons to draw the M&E experience of development projects at the organization. Qualitative methodology thus refers to research that generates descriptive data (Brynard & Hanekom, 1997). The premise of qualitative research is vested in the inquiry of phenomena; here the inquirer's viewpoint is the point of departure (Brynard & Hanekom, 1997). Thus, it centers on the real-life experience of people (Brynard & Hanekom, 1997).

Furthermore, a qualitative approach is one in which the inquirer often makes knowledgeable claims based primarily on constructivist perspectives (i.e. meanings socially and historically constructed, with an intent of developing a theory or pattern) or advocacy/ participatory

perspectives (i.e. political, issue orientated, collaborative, or change orientated) or both (Creswell, 2003). Therefore, this study fits well within the qualitative research framework.

3.2 Research Design

The current research is a qualitative exploratory study since the purpose of the study is not to come up with statistics or test hypothesis but rather to explore views and generate rich information in the form of words (Bryman, 2008). Using qualitative exploratory approach in this context gave the researcher the ability to ask open questions to discover what is happening and gain insights about a topic of interest (Saunders et al., 2012) which is the challenges of M&E of development programs in UNFPA Ethiopia. In addition, using qualitative research in the study prepared a naturalistic setting for the researcher in order to establish trust, participation and access to meanings and in-depth understanding from respondents (Saunders et al., 2012).

This study therefore fits well within the ambit of applied research. ‘Descriptive research’ involves the examination of population samples. Leedy in Brynard & Hanekom (1997) states: ... select from the mass of humanity a well-chosen few, and these observe with insight, and they will tell you more than all the multitudes together. This is the way we must learn: by sampling judiciously, by looking intently with the inward eye, then from these few that you behold, tell us what you see to be truth.

Applying a qualitative exploratory methodological approach, a case study strategy could be the most appropriate method in this research for different reasons. One of the major reasons to select this approach was in order to avoid a major bias in the research. This was done through careful selection of key informants within the organization. The selected key informants were drawn in the ambit of the study, because either their main work is M&E or they had significant involvement in M&E activities of programs. The study, thus considered only those who had a good understanding and knowledge of M&E practice and excludes others who had no involvement in the M&E planning, implementation and decision making. The researcher also used qualitative research with the aim to obtain an in-depth understanding of the case as seen through the eyes of the key informants being studied. It aims not to impose preordained concepts; hypotheses and theory are generated during the course of conducting the research as the meaning emerges from the data.

This research undertakes an exploration and assessment of the M&E framework of the UNFPA Ethiopia. It can therefore be seen as ‘evaluation research’ which according to Brynard & Hanekom, (1997) refers to a judgment of the merit or worth of developmental programs, policy analysis, products, and organizations.

3.4 Sampling

‘The idea behind qualitative research is to purposefully select participants ... that will best help the researcher understand the problem and the research question’ (Creswell, 2003). Therefore, participants who best suited to the objectives of this study were selected. Informants were drawn from the organization based on relevance to the study. Within the organization, key informants were required to be knowledgeable and at least having the work experience in monitoring and evaluation tasks at the UNFPA.

Purposive or criterion-based sampling is applied in this study which is a non-probability method of sampling (Burns, 2000). It involved non-random selection of "information rich cases" (Patton, 1999) according to the presence of specific criteria defined by the researcher.

Regarding the sampling size, the researcher prepared a list of 8 Program Officers who lead the four identified outcomes of the country program of UNFPA and 2 M&E experts according to the above mentioned criteria. All of them were contacted to gain their initial approval. Five Program Officers and two of the M&E experts expressed their interest and approval. The interviewed sample was recruited using existing contacts approach (Saunders et al., 2012). In addition, five of the key informants have agreed for a focus group discussion which was conducted as per their convenience time.

3.5 Data Collection Methods

The researcher ‘looks for the involvement of the participants in the data collection and seeks to build rapport and credibility with the individuals in the study’ (Creswell, 2003). This principle guided the process of data collection for this study. Interviewing is a very useful technique of sourcing valuable information; more specifically, ‘it is a device for tapping the experience of those who have actively participated in the process of public administration’ (Brynard & Hanekom 1997). Interviews were geared towards deriving the input of project

staff involved in monitoring & evaluation aspects of development projects at the organization.

According to Creswell (2003), the method of interviewing gives the interviewer control over the questions he/she asks, and allows the participant to bring in historical information. Unstructured and open-ended questions were applied in the interviews in this study to create an avenue through which participants could voice their subjective viewpoints. Approximately five interviews were conducted with the above highlighted participants. All of these interviews were held face to face.

Interviews were conducted individually and in a private setting at the convenience of the key informant. In addition, focus group discussion was carried out within the organization's meeting room as per the preferred schedule of the key informants. Furthermore, documentary analysis will be applied to relevant theoretical frameworks. In this study documents such as Country Programme, M&E policies of the organization, and M&E tools and techniques have been used to gather and capture survey data.

3.6 Data Analysis and Presentation

Yalew Endaweke (2011) refers qualitative data analysis allows describing a phenomenon from different direction through holistic approach. The features of qualitative data indicate its diverse nature and there is no standardized procedure for analysis. Despite this, the collected data need be reduced, displayed in graphical, tabular percentage etc... and finally concluded or verified in the analysis process. Saunders, et al (2009) also explained the data analysis process in the form of summarizing (condensation) of meanings; categorization (grouping) of meanings; structuring (ordering) of meanings using narrative are groups in analysis process.

During the interviews and focus group discussion, note taking approach was applied for recording the interviews' data instead of audio recording. This approach helped the researcher maintain concentration, keep track of the research process and evolve understanding (Simon, 2009). It also allows the interviewer to record his own thoughts and any events that wouldn't be evident in the video recording (Saunders et al., 2012). An audio recording approach was not applied in this study because it is time consuming to transcribe

and sometimes includes irrelevant data. Directly after finishing each interview, the researcher ensured the comprehensiveness and clearance of all data transcriptions and corrected any spelling or grammar mistakes.

The analysis is done by summarizing or condensing of meanings; categorizing or grouping of meanings and structuring or ordering of meanings. And due to the small sample size, deriving statistical data was difficult and no advanced statistical analysis was performed in this study. Instead descriptive analysis and conclusion were drawn from the analysis of specific monitoring and evaluation challenges to general or overall M&E challenges through inductive approach. Therefore, based on Creswell (2009) the results will be presented in descriptive and narrative form, tables and charts.

3.7 Ethical Consideration

Ethical considerations related to respondents have been taken in the best possible manner. First of all, in order to grant the approval to contact the organization, the researcher provided approval from the Addis Ababa University to the UNFPA Ethiopia. Second, to gain informants approval for being interviewed, the researcher has made arrangement through telephone to schedule a convenient time of the key informants.

3.8 Methods of Verification

A reliable study produces consistent information if it is repeated following the exact same procedures described by the initial researcher (Yin, 2009). In this research, reliability was enhanced by including some close-ended questions into the interview schedule (Fink & Kosecoff, 1998) and carefully documenting the steps involved in conducting this study so that it can be replicated in the future (Burns, 2000). In addition, reliability was improved by reporting the researcher's bias and adopting data sources triangulation (Burns, 2000). In this study, triangulation is exemplified by having multiple data sources (Denzin, 1989) which were used in this research to have a more reliable answer.

However, if a research uses purposeful sampling strategies to choose a certain case for in-depth analysis, then generalization takes entire different meanings. Patton (2002) explained that in this case, a generalization can be considered as an exploration. Since this study applying purposeful sampling, the finding could not be generalized in the scientific sense.

Rather, they are "working hypothesis, not conclusions" (Cronbach, 1975) that should be tested again at some point in the future. This means that the results and findings about M&E challenges in the UNFPA CO Ethiopia could only reflect the current situation at the organization, however; studies should be continued to examine the change in this situation regularly which could be changed at any time in the future.

CHAPTER FOUR

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

This chapter deals with discussion and analysis of the research findings. Data was obtained from M&E tools & techniques used, document analysis and semi-structured in-depth interviews that was conducted with the M&E Analyst, Specialist and Programme officers of four development programs of the UNFPA Ethiopia; namely Adolescent & Youth, Gender & Development, Population & Development and Sexual Reproductive Health. Document review was also conducted to obtain additional information. The information obtained from these key employees for the study was thematically categorized, carefully analyzed and interpreted to obtain a better result.

This research which studies the challenges that the organization encounters in the M&E aspects of project/programme development has benefited from key participants where by M&E is their major work or their involvement in the M&E activities and decision making process of the organization's development programs is significant. For this study data was collected from two M&E employees and five major programme officers of projects implemented by the UNFPA.

4.1 Demographic Information of Respondents

As we can see from Table 1.4, the participants/respondents for the individual and group interviews were both males & females. Both the M&E experts of the organization, which were respondents for the study were male, whereas four of the Programme Officers who participated in the in-depth interview were females and one was a male respondent. Regarding age, one falls between the 29-39 age group and one other is above 49 years old, while the rest which account for the majority of them are in the age range of 39-49 of years old. All of them except one Programme Officer, are Master's degree holders, where one is a Bachelor's degree holder. In terms of work experience within UNFPA, all of them except one M&E Expert who worked for only 2 years, have worked within the organization for more than 5 years.

Table 2: Demographic Information of Respondents

Description		Frequency	%
Sex	Male	3	43
	Female	4	57
	Total	7	100
Age	<29 Years	0	0
	29-39 Years	1	14.5
	39-49 Years	5	71
	>49 Years	1	14.5
	Total	7	100
Educational Background	Degree	1	14
	MA	6	86
	PHD	0	0
	Total	7	100
Work Experience in the organization	< 1 Year	0	0
	2-4 Years	1	14
	>5 Years	6	86
	Total	7	100

Source: Own survey, 2017

It was obtained from the interview that both of the M&E experts have sufficient experience in the field of M&E; of which one of them has more than 10 years of experience in M&E of development projects, while the other, even though offers only two years of service within the organization, possesses a good qualification and sound experience in the field outside the organization. The Programme Officers who participated in the study have several years of experience. The finding of the study tells us that all of them have more than 10 years of experience within the organization.

The information gathered shows that the educational level of most respondents who are involved in the decision making process and who are responsible for the M&E activities is

high. In addition to that, the length of stay within the organization or in the field can clearly tell their level of experience and knowledge in the development works. From their response, 86 percent of the informants have stayed more than five years within the organization, which is considered as sufficient for know-how of their work and the organization. (See Table 4.1) Their qualification and experience also tell that their understanding and decision making ability in terms of M&E is high.

4.2 Resources Allocation of M&E for Programs

Although a minimum of 3-5% of program budget is frequently suggested by M&E experts as a benchmark, actual spend on M&E should always be linked to the purpose. The information obtained from the in-depth interview of M&E officers and document review made indicated that 5% of the total programme budget goes to M&E activities, while the rest is dedicated to other programme activities. It was also noted from the research that donors may require at times up to 10% of the total budget allocated to M&E.

As studied from relevant documents of M&E of the organization and informed from the interview, resource allocation for projects/programs by the organization is sufficient and meets the usual trend of allocation though in few occasions where by the utilization of budget for M&E activities may not always be efficient as per the planning of the organization. Most of the informants have stated that budget allocation for M&E activities of programs is not a major issue within the organization and agreed that as the organization follows RBM as instrument to improve performance and achieve better results.

In regards to human resource allocation, some of the Programme Officers feel that despite the organization has two M&E experts on board and supports programs as a unit, a better support could have been provided if more M&E personnel could support each programme/project of UNFPA Ethiopia. It was noted that there is a strong belief that if M&E is carried out effectively and if more integration with programs with M&E unit was there.

4.3 Perception of M&E within in the Organization

In development cooperation, current trends define M&E as an integral part of project cycle

management. It is concerned with systematically measuring variables and processes over time and its main purpose is: “to provide ... better means for learning from past experience, improving service delivery, planning and allocating resources, and demonstrating results as part of accountability to stakeholders.” (World Bank 2004).

It was observed that the organization has a small M&E unit composed of two personnel to support the effective implementation of programs/projects. The insertion of M&E unit in the organizational structure of the organization is one demonstration of the degree of importance given to M&E. As also noted from one key informant, the organization has downsized its operations to six regions which was previously in all the regions of the country, because of more focus of work was intended in order to carry out the development works in an effective manner. One of the main reasons for reducing interventions to six regions was because of monitoring and evaluation aspect. A key informant from the M&E has also not hesitated to mention the challenge that the organization could face with limited capacity in terms of human as well as financial.

The researcher, as per the investigation made, the attention given to M&E within the organization shows it is relatively high. One of the justifications is the availability of M&E as a unit within the organization. The study also reveals that M&E is a major component of project/programme design of the organization in addition to the requirement for resource mobilization. All the key informants have also agreed that the organization gives a high importance despite two of the respondents claim that M&E could have been improved if more attention was provided.

The study indicates that M&E activities are integrated in the organization. The M&E experts also asserted that the organization has continuously provided capacity building trainings and organized M&E workshops to support the capacity of IPs over the years in line with the implementation of the CPs.

It was also learnt from a key informant that the organization is on the process of designing a framework, whereby programs will be viewed in a new manner. The researcher, even though could not obtain detailed information because of its early development stage, he was informed that there is an intention for future programs to include a dedicated M&E person

and also to link programs with the knowledge management aspect. This is another proof of importance given to the M&E.

4.4 Planning Challenges in Relation to M&E Activities

Good planning, monitoring and evaluation enhance the contribution of an organization by establishing clear links between past, present and future initiatives and development results. Combined with effective monitoring and evaluation a major role in enhancing the effectiveness of development programs and projects. Without effective planning, monitoring and evaluation, it would be difficult to judge if work is going in the right direction, whether progress and success can be claimed, and how future efforts might be improved.

As studied from documentation and information obtained from key informants, UNFPA CO Ethiopia, when designing CPs aligns its programme and objectives to UNDAF as UNDAF aligns to the national priorities such as the GTP of the country and various sector development plans.

Thus, when the five-year program is designed, UNFPA takes into consideration its own mandate, niche, capacity and resource and by identifying emerging needs and major gaps, the organization develops a country programme document with the key partners. These partners include government, government bodies, civil societies, NGOs and donors.

According to key informants and secondary data analysis result, the UNFPA CO Ethiopia has M&E plan that was prepared at the design stage of a country programme. All of the interviewees said that during the planning of M&E, the M&E staff participates to share their valuable knowledge and opinions.

From document review, it can be noted that all of the above elements are fulfilled but budgeting against each activity has not been considered important in the document. As per the documentation review, the M&E plan has been updated quarterly, biannually and annually; from the secondary data, the researcher has also found out that the project's M&E plan has been revised regularly.

Three of the respondents said that M&E staffs implement activities according to the plan. Monitoring the implementation of the M&E activities according to the plan is verified by the program staff during the field visits and by reviewing of reports received from the M&E unit.

As per secondary data and the reply of most respondents, the project M&E plan indicated the detail activities to be performed in a monthly and weekly basis and by whom the activities would be performed. The study also found out that the project M&E plan is not linked to national M&E plan to tie its activities with the national development strategy. All respondents regarding the integration of M&E to other project activities said that, all M&E activities are properly integrated with all program activities.

Defining the result chain that are impact, outcomes, outputs, activities and inputs of the UNFPA projects/programs, describing what needs to be monitored and evaluated, developing an M&E strategy, defining the indicators and bring it all together in an M&E plan with conditions and budget needed is the key for M&E and program integration activities (UNDP 2011). From document review all the above elements are fulfilled but budgeting against each activity has not been noted in the project documents reviewed.

4.5 M&E Information Dissemination and Transparency

There are several reasons to use and disseminate M&E results: to improve program interventions, to strengthen programs institutionally, to advocate for additional resources and policies and to contribute to the global understanding of what works. The interview questions were raised to all key informants on the organization's M&E information dissemination and transparency and they have responded that the organization does not have an organized information dissemination and transparency system.

As per the response of all respondents, UNFPA CO Ethiopia does not have a knowledge management system to prepare, edit and share all information in relation to the project's performance on a formal and timely manner. However, the researcher has taken in to account that information to the necessary key stakeholders and IPs are disseminated through formal meetings and through informal means in some occasions to make improvements on the M&E work. Three of the five programme officers also believed that a proper mechanism

remains to be created for appropriate, timely and effective M&E information dissemination to all concerned parties. Even though data dissemination plans exist; summary reports, newsletters, graphs, and maps are not implemented. Generally, M&E reports related to the project activities are not available publicly.

The dissemination of evaluation findings can support the usefulness of evaluation and future activities as well as reduce the duplication of evaluation efforts that might result if others are not aware of the findings of previous evaluation efforts. Furthermore, disseminating results enables to teach others that monitoring and evaluation is indeed a tool for improving programs.

Two of the five programme officers interviewed also indicated that real stories of beneficiaries are created on a few occasions by the communication unit to tell what has worked and what they have benefited from the implementation of projects. However, the researcher noted that a gap exists in the area of knowledge management aspect. It was found out from the research that the organization does not have systematically organized means of information management in regards to documenting, sharing and transfer of M&E findings and knowledge. If exploited well, knowledge management could assist and contribute the M&E work through the effective utilization of information obtained from monitoring and evaluation.

The organization also has not disseminated and shared success stories and other case studies with other organizations to share experience and to increase the organization's visibilities except on a few occasions. Disseminating M&E results can raise awareness of a program among the general public and help build positive perceptions about the programs. Even though data dissemination plans are developed by the organization, summary reports, newsletters, graphs, and maps are only created on M&E information for meeting or workshop purposes where it is limited. Generally, M&E findings & reports related to the project activities were not to high level.

4.8 Information Use by M&E Experts, Program Staff, and Decision Makers

All of the respondents and the desk review conducted in the organization on M&E information access, information users receive this information by hard as well as electronic

copies. The M&E officers put the information produced by them on a networked computer so that any information user can easily access the information on his/her computer for immediate reference.

The Information obtained from M&E reports of projects/programs is utilized for decision making for immediate program intervention activities and all the M&E reports are accessible to all information users with appropriate channel. The project makes data easily accessible to overall managers at the country office and regional levels once it is produced by the M&E officers.

As per all respondents, the information obtained from M&E is considered to be very important and the decision makers use the information to take appropriate majors to increase the effectiveness of the project. The managers meet regularly to make decisions based on the reports they receive from the M&E office of the organization.

4.8 Is the Evaluation Participatory?

Project monitoring and evaluation is of vital importance in project management cycle as explained by Cracknell, (2000:98) who acknowledged that projects can no longer imposed on beneficiaries, but have to result from a process of participatory discussion with them, meaning they must own the projects.

Participatory Monitoring and Evaluation (PME) is an integral part for the success of any development initiative as it helps foster a sense of ownership and at the same time promotes meaningful development at grass-root level. As indicated from M&E informants of the organization, like UNICEF and UNDP, UNFPA follows a program modality called National Implementation Modality (NIM). As per the declaration of Paris, these organizations don't execute projects directly by themselves. At the national level in Ethiopia, MOFED leads UNDAF while BOFED coordinates at the regional level. As per the constitution and the organization mandate, they are custodian of foreign aid management. This is one of the reasons which makes participatory evaluation a necessity. As asserted from all the informants, the evaluation process is participatory and the M&E in this regard is led by national implementing partners especially the measurement aspect. Thus, the researcher has

noted that the conception of the programme from the very beginning is administered in such a way.

At the designing stage of the programme, framing programs is a difficult process, one has to ensure that if participatory approach is followed or not. Stakeholders and beneficiaries participate on the evaluation process conducted by the independent body. The majority of the informants interviewed believe that the evaluation process follows a participatory approach. Joint monitoring is also conducted as per the work plan indicated and joint field monitoring in a coordinated way with the key stakeholders of the project.

The organization considers it as mandatory to follow a participatory approach at all level of the project cycle management. At the initiation of the idea, the organization M&E policy states that it is necessary to communicate with IPs, and other key stakeholders to promote ownership of the projects and meet the desired result.

As asserted from all of the key informants of the study, IPs and stakeholders don't have the full capacity to take the M&E effectively. Weaknesses, lack of understanding and knowledge remains to be a challenge amongst them in M&E of projects. UNFPA CO Ethiopia to facilitate the M&E task, prepares a simplified framework for programs which could easily be used by IPs. Apart from this, review meetings are used as a monitoring mechanism. This meeting takes place on the presence of all parties involved in the project implementation. During this meeting, which could take place on monthly, quarterly or bi-annual basis, weakness & strength, achievement of the programme implementation are examined and inputs and lessons are taken in a participatory approach to improve the M&E work. Evaluations, which could be taken by the internal or external evaluators, are required to work closely with stakeholders and beneficiaries participate on the evaluation process conducted by the independent body.

Achievements, Challenges, Bottlenecks and the way forward is discussed in review meetings. This are the fruits of monitoring and evaluation. Under capacity of IPs result in underutilization of funds at times. The capacity development of IPs should be strengthened further. Donors receive M&E information on a timely and appropriate manner. We have never received a communication problem from the stakeholders and beneficiary side in the

evaluation reports which were conducted. We have one focal point person in every region. The review meeting which takes place in the regions shows every information comes from their side.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

This chapter deals with summary, conclusion and recommendations of the findings. Use was made of primary data gathered through the use of key informants' interviews as well as secondary data.

5.1 Summary of the Major Findings

Notice must be taken of the fact that these findings are specific to this study. They may confirm or reject findings in similar studies in existing literature. In generalizing the findings of this study, care must be taken since different organizations may yield different results. Thus, the results could only reflect the organization under study.

The findings of the study as per the objectives set are presented as follows:

- The study indicates that the organization has a small M&E unit to support projects and programs of the organization. This could be taken as one factor to emphasize the degree of attention provided to the M&E area, besides its integration in all programme development. The other major contribution of UNFPA Ethiopia in terms of M&E is the technical assistance it provides to IPs to empower them in M&E to effectively carry out tasks through various capacity building trainings. However, the researcher also understood that, despite the existence of the small unit composed of two M&E experts, supporting programs of the organization in full capacity remains to be a big challenge due of the size of the unit.
- The four programme officers interviewed indicated that more collaboration of work with M&E unit is necessary to assist programming of work and improve integration of the two within the organization to make a successful delivery of projects. The effective synergy of M&E and programs will enhances implementation as it allows to see gaps clearly on time and provide solutions to problems in a more collaborative effort.

- The research finding asserts that result-based monitoring & evaluation is perceived usually from accountability perspective, particularly in the case of implementing partners. As asserted from the key informants, implementing partners view M&E, traditionally, only as a means of accountability instrument. M&E activities are conducted for the reason that IPs are required to comply with the rules & regulations of the financing organization.
- The M&E reports generated from projects don't clearly depict the impact resulted from the specific undertaking. The quality of the reports is just utilized as a mechanism to tell number of tasks carried out as per the work plan provided at an activity level to comply with the requirement of the organization. M&E Reports don't tell the real story of the change brought in from the implementation of the projects and don't reflect the opinion of the beneficiaries.
- Limitation of knowledge management for the utilization of M&E purpose of programme implementation is another gap found from the research. In today's application of results-based management of monitoring & evaluation, the importance of knowledge management is indispensable. The majority of the key informants asserted that M&E knowledge creation, sharing & dissemination is not yet in practice in the organization.

5.2 Conclusion

Through literature review, semi-structured interviews with seven key informants, this research aimed to explore the challenges that UNFPA CO Ethiopia encounter in the M&E practices.

The findings of the study entail that the M&E system is already well existence at the UNFPA in which the organization has an M&E framework for supporting programme implementation. However, despite the M&E practice by the organization, the findings suggest that some limitations and weakness of the M&E work in the development project conducted.

The assessments made show inefficiency in terms of collaboration of work between programs and M&E which resulted as a challenge to institutional capacity for M&E and related knowledge management. More often, these challenges exist despite people diligently working toward solutions under difficult project constraints that stretch well beyond their organization's practice of M&E. The synergy of effective work between programs and M&E could greatly help the organization to clearly see the challenges of M&E from the program implementation perspective.

The study also showed poor access to and organization of the M&E technical resources and tools needed to plan and conduct program monitoring and evaluation. The researcher believes that the following recommendations could allow the organization to see the gaps and develop an effective M&E system by proactively addressing the challenges.

5.3 Recommendations

From the above stated findings and conclusions, the following below are recommendations the researcher would like to make for UNFPA CO Ethiopia:

Recommendation 1: The UNFPA CO Ethiopia should further strengthen its capacity by adding more M&E officers to the M&E unit in order to be able to provide greater hands-on support from relevant technical experts in the development of results frameworks and M&E strategies and plans for all projects.

Recommendation 2: Given the importance that UNFPA CO Ethiopia places on results-based management, greater priority needs to be given to development and implementation of the tools underlying the successful operation of an RBM system. Greater focus should be placed at project design phase to log frame, performance indicators, measurement strategies and M&E Plans are concerned.

Recommendation 3: Noting the lack of knowledge management existence within the Organization, UNFPA Ethiopia should create a knowledge management system to benefit from the storage, sharing and dissemination of M&E information on a timely, meaningful and appropriate way.

Recommendation 4: Understanding the size of operation of UNFPA projects in six regions of the country, it is recommended that M&E support is given at each programme level to allow working in close synergy and be able to make alignment with the specific development area of work in order to obtain the desired result through better integration of work.

Finally, it will be a challenge to achieve the aforementioned recommendations without raising the awareness of the M&E issues within the organization. This can't be achieved without bringing the people working in programs, M&E and management together. Such a synergy will change the perceptions of decision makers toward the importance of the M&E process and it will be a step towards setting standards and competencies for those working in the field of development interventions.

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Annexes

Annexes

Annex i: Interview Question



**Addis Ababa University
School of Commerce**

**Department of Project Management
Master of Project Management Program**

Interview Questions to Project Managers/Officers

Purpose: This interview is being conducted as part of my research under the title *“Challenges of monitoring and evaluation of development projects: a case study of the United Nations Population Fund (UNFPA) Ethiopia”*

1. What are the challenges of designing M& E system at project planning stage?
2. Are adequate resources made available for M&E at your project?
3. What percentage of the project budget is allocated for M&E? Do stakeholders agree that the resources earmarked for the evaluation are proportional to the overall size of the project?
4. Does the project staff involved in project M&E have the courage and conviction to highlight both positive and negative project outcomes?
5. Is the evaluation participatory? Does it involve concerned stakeholders?
6. Is the evaluation integrated into all stages of development and implementation?
7. Will the findings be conveyed to all participants and stakeholders in meaningful, timely and appropriate ways?
8. Does feedback and learning occur all the way through the project?
9. Will the results show the failings as well as the achievements of the project?
10. Does the information emerging from M&E fed back into ongoing project design and future planning?

Annex ii: Focus Group Discussion Points



**Addis Ababa University
School of Commerce
Department of Project Management
Master of Project Management Program**

Focus Group Discussion points

Purpose: This Focus Group Discussion is being conducted as part of my research under the title *“Challenges and constraints of monitoring and evaluation of development projects: a case study of the United Nations Population Fund (UNFPA) Ethiopia”*

1. How does your Organization perceive M&E practice? Could you please describe it?
2. To what extent does your organization apply M&E in its projects/ programs?
3. Do you have specialized M&E unit or person at your organization?
4. To which level your organization conduct M&E? If so what are the challenges of M&E at output, outcome and impact level?
5. From your organization perspective, what are the main drivers for conducting M&E in your organization?
6. Does your organization use/refer to M&E findings in case there is a need for decision making or action to be taken?
7. Are M&E findings well documented and archived as "lessons learnt" for future use in other implemented programmes?

Annex iii: - Guiding Checklist for Programme Implementation Monitoring Trips (PIMS)

A. To prepare for the field visit, the PIMT team should:

Establish the AWP activities to be monitored

Identify the monitoring team (UN and partners)

Assign roles and responsibilities to the team members

Select the Woredas for the field visit

Review the relevant portion of the AWP, including timetable;

Review related available progress reports and records of meetings and discussions, including of the latest UNDAF Annual Review;

Review expenditure status for this activity, the most recent financial reports (e.g. FACE), and check whether progress or financial reports from programme partners are overdue;

Review the indicators describing the quality or quantity of the activity under review (e.g. the learning objectives of a training session; the number of people supposed to be involved; the agreed design of the water point or latrine; the type of records of the activity expected to be held by the local authority; the expected operating hours of the health or day-care facility);

Review distribution lists, proof of delivery, and prepare supply evaluation forms as required;

Obtain titles and names, and review the list of people to be met;

Prepare, or review the proposed agenda for meetings, and key questions to be answered;

Have appointments for meetings confirmed;

Ensure that an interpreter is available, if necessary;

Check with other sections/programs whether information can be obtained for their purposes, too.

B. During the field visit, the PIMT participants should:

Review records (including financial books for the receipt and disbursement of UN-provided funds, participant lists, inventories, stock turnover);

Check on the use of programme supplies (e.g. supplies kept in store, distribution records, evidence within households of supplies or other essential commodities related to programme).

Observe the supported activity in action (e.g. team should not only discuss with officials about the supported training workshop, but observe part of the session);

Assess whether the most vulnerable or least privileged groups have an opportunity to participate or benefit from AWP activities;

Obtain a view from a balanced number of women and men, or girls and boys;

Obtain the views of the intended users of the service, facility, or programme (e.g. children, young people, mothers of children, women). If possible, meet people in

their own environment, to also obtain the views of those who choose not to use the service or participate in the programme;

Obtain the views of the service providers, or implementers of the programme (e.g. teacher, health worker, social worker, peer educator, NGO member, workshop facilitator, members of the local self-help group);

Obtain the views of the managers of the activity, programme or service (e.g. school principal, chair of the local committee, head of the local NGO, accountant dealing with AWP resources);

Obtain the views of authorities charged with oversight (e.g. Woreda health Officer, School Inspection Unit, Regional Water Bureau);

Obtain the views of local groups and authorities (e.g. chiefs, headmen, religious leader, local authority, town clerk);

Review locally generated and kept statistical records (e.g. sex-disaggregated results of school examination, incidence of certain diseases, maintenance records of the local water system);

Proffer on-spot technical assistance within the capacity of team members to fix implementation challenges

C. Report and follow up by the PIMT team leader:

Meet with implementing partners at all levels to review and address recommendations

Prepare a trip report, focusing on the findings, agreements and recommendations, with action points for follow up;

Share the report with concerned parties within five days following the end of the trip;

Share the relevant parts of the report with programme partners;

Write a letter to thank all those who spent time with the PIMT team for their insights;

File the report for possible use in annual reviews, annual reports, donor reports, or other documentation. Also record in ProMS, as appropriate.

D. To avoid bias and misleading investigations, the PIMT team should:

Avoid urban, tarmac and roadside bias by going further away;

Avoid programme bias by also visiting non-programme areas and including non-scheduled stops;

Seek out poorer people, women, people who are sick at home and not at the clinic; Escape the limitations of professional conditioning by being observant and asking open-ended questions;

Spend more time to hear people who are poor, and who are often the last to speak; Move less fast and consider spending the night;

Behave unobtrusively, and avoid giving an impression of having influence over the benefits which a community might receive.

Annex iii: Quarterly and Annual Programme/ Project Progress Report
A) Quarterly Programme/Project Progress Report (for IP as custodians of the AWP)

UNDAF Pillar¹: _____
 UNDAF Outcome: _____
 UNDAF Output(s): _____
 Programme/Project: _____
 Reporting Period [month/year] Quarter _____
 Implementing Partner: _____
 UN Agency: _____

Planned Activities	Indicators and Annual Targets	Results achieved during this quarter	Cumulative results achieved since Q1 current EFY	Expenditure reported²
AWP Output 1.				
Activity 1.1				
Activity 1.2				
AWP Output 2.				
Activity 2.1				
Activity 2.2				
Activity 2.3				

Lessons learned (optional):

Activity description:

- **Lessons learned** are based on practices that are beyond the pilot stage, i.e. after the first internal or external review or evaluation and are either being scaled up or discontinued. Lessons can be either positive or negative; evidence for the success of a practice is valuable as is evidence for the shortcomings and both types of lessons are valuable knowledge.

Lessons learned should have both qualitative and quantitative evidence of impact through both internal monitoring and evaluation measures or through formal evaluation. Identification will place priority on those that have one or two major thematic lessons that are relevant as learning and knowledge sharing tools. Lessons should have implications for a broader audience, i.e. the lesson is applicable beyond the original context.

¹ UNDAF Pillars are: 1. Sustainable Economic Growth and Risk Reduction, 2. Basic Social Services, 3. Governance and Capacity Development, 4. Women, Youth, and Children

² Note: the amount should be equal to FACE amounts reported.

Annex iv: Country Program Document

DRAFT

United Nations Population Fund

Country programme document for Ethiopia

Proposed indicative UNFPA assistance: \$120 million: \$40.4 million from regular resources and \$79.6 million through co-financing modalities and/or other resources, including regular resources

Programme period: Four years (July 2016 – June 2020)

Cycle of assistance: Eight

Category per decision 2013/31: Red

Proposed indicative assistance (in millions of \$):

Strategic plan outcome areas		Regular resources	Other resources	Total
Outcome 1	Sexual and reproductive health	23.2	49.9	73.1
Outcome 2	Adolescents and youth	5.6	9.0	14.6
Outcome 3	Gender equality and women's empowerment	4.2	8.8	13.0
Outcome 4	Population dynamics	5.9	11.9	17.8
Programme coordination and assistance		1.5	-	1.5
Total		40.4	79.6	120.0

Situation analysis

1. Ethiopia is the second most populous country in Africa, with an estimated population of 90 million. With an annual growth rate of 2.4 per cent, the population will include, by 2020, an estimated 26 million young people aged 10-19 years and 11.5 million aged 20-24 years. The incidence of poverty has declined, from 38.7 per cent in 2004/2005 to 26 per cent in 2012/2013. Some 80 per cent of the population live in rural areas, a quarter of whom are women of reproductive age.
2. The maternal mortality ratio is 676 per 100,000 live births; this is due to (a) high rates of home deliveries (85 per cent) and low skilled birth attendance (15 per cent); (b) limited number of health facilities equipped to provide basic and comprehensive emergency obstetric care (caesarean section rate is 3 per cent); and (c) insufficient number of skilled health care providers. The prevalence of obstetric fistula is estimated at 37,000, with an annual incidence of 3,700. Cervical cancer is the leading cause of death among female cancer patients, with an estimated 4,648 new cases and 3,235 deaths annually.
3. The total fertility rate declined from 5.4 in 2005 to 4.1 in 2014. The contraceptive prevalence rate increased from 6.3 per cent in 2000 to 41 per cent in 2014. However, unmet need is still high at 25 per cent. Contraceptive use is low among rural adolescents and unmarried women. In the last five years, the proportion of service delivery points offering three to five modern contraceptives has increased by over 20 per cent.
4. The birth rate for women aged 15-19 years declined from 17 per cent in 2005 to 12 per cent in 2011, with higher prevalence rates in rural settings (15 per cent for rural areas and 4 per cent in urban settings) due to higher prevalence of child marriage. Over one third of women are either mothers or pregnant with their first child at age 19. However, a third of currently married adolescents (aged 15-19 years) face unmet needs for family planning. The difference between the median age at first sex and first contraceptive use in rural areas is over seven years.
5. HIV prevalence has dropped from 1.5 in 2011 to 1.1 in 2014. Young women aged 15-24 years are two to six times at higher risk of HIV infection than young men. Despite a high level of awareness on HIV/AIDS, comprehensive knowledge is 24 per cent for females and 34 per cent for males. Only 62 per cent of sexually active young people reported condom use at last sex. One third of the youth – particularly those living in rural areas, working in restaurants and bars or as domestic servants, or street youth – are particularly vulnerable because of a lack of access to reproductive health services.
6. The 2013 Global Gender Gap Index and the 2014 Gender and Development Index ranked Ethiopia 121 and 173 out of 187 countries, respectively. These rankings illustrate prevailing social realities that favour men/boys over women/girls. The 2005 prevalence for female genital mutilation is 74.3 per cent, slightly lower from 79.9 per cent in 2000. About 23.8 million girls and women have undergone female genital mutilation, the second highest estimate globally. Although the minimum legal age for marriage is 18 years, the median age at first marriage is 16.5 years for women (23.2 years for men). Some 68 per cent of women agree that wife beating can be justified; the only five safe houses in the country are inadequate to assist survivors of gender-based violence.
7. Ethiopia hosts 704,816 refugees, the largest number in Africa, in addition to 530,886 internally displaced people. Recurrent disasters affect over 2.9 million people, with aggravating factors like chronic food insecurity and drought. These situations exacerbate the risk of violence, exploitation and abuse for women and girls. In three South Sudanese refugee camps in Gambella region, 34.7 per cent of women of reproductive age have experienced some form of physical violence, while 23.8 per cent were forced into unwanted sex.
8. Ethiopia regularly collects data from population censuses, surveys and routine administrative data that provide information on population dynamics. However, technical skills are weak, at both the federal and regional levels, for the integration of

population issues into policy and programme formulation, implementation and monitoring. Furthermore, staff attrition at the Central Statistical Agency and weak technical skills of the newly established Vital Events Registration Agency call for continued capacity strengthening.

Past cooperation and lessons learned

9. The seventh country programme cycle had three components: sexual and reproductive health; gender equality; and population and development.

10. In sexual and reproductive health, the programme contributed to (a) expansion and strengthening of comprehensive emergency obstetric and neonatal care to 101 hospitals, basic emergency obstetric and neonatal care in 300 health centres, clean and safe deliveries in 317 health posts; (b) repair of obstetric fistula for 1,900 women; (c) implementation of the Minimum Initial Service Package for Reproductive Health (MISP) in crisis settings in three regions; (d) an annual 5 per cent increase in the contraceptive prevalence rate between 2011 and 2014; (e) provision of 4.4 million couple years protection; and (f) increase of service delivery points offering at least three modern contraceptive methods, from 60 per cent in 2006 to more than 97 per cent in 2013, with 711,000 new family planning users in 2014 alone.

11. The programme achieved these results by (a) deploying 260 trained emergency surgical officers, 4,471 trained midwives and 222 trained nurse anaesthetists, and training 635 health extension workers in safe and clean delivery; (b) equipping 48 hospitals to provide emergency obstetric care; (c) implementing the MISP through 400 trained health workers; (d) supporting the development of a plan of action to eliminate obstetric fistula by 2020; (e) equipping three hospitals and training 75 health workers to prevent and manage obstetric fistula; (f) integrating reproductive health commodity security into teaching curricula at Addis Ababa University; and (g) distributing \$33.8 million worth of contraceptives and training over 4,500 supply chain managers to run the logistics management information system.

12. Still, the regulatory standards, drug registration and quality assurance are inadequately implemented. Cervical cancer screening services are scarce and only a limited number of districts are implementing maternal death surveillance and response.

13. In HIV/AIDS, UNFPA supported (a) the multisectoral HIV response, focusing on prevention among young people and vulnerable populations, including female sex workers; (b) 72 anti-AIDS clubs and youth centres through provision of education materials, capacity building training and financial support; (c) peer education and life-skill trainings for more than 200,000 young people; (d) training of over 20,000 female sex workers on HIV prevention and consistent condom use; and (e) drafting of a national guideline providing a framework for comprehensive sexuality education.

14. In gender, UNFPA supported (a) the development of the National Strategy on Harmful Traditional Practices and national standard operating procedures to respond to sexual violence; (b) establishment of the National Alliance to End Child Marriage and Female Genital Mutilation and four safe houses and five model clinics, reaching 1,749 adolescent girls and women with services for gender-based violence; (c) advocacy campaigns leading to public declarations for the abandonment of female genital mutilation in over 400 communities, the protection of over 7,000 girls from harmful practices, and protection of 11,000 adolescent girls from child marriage. However, there is a need for stronger coordination mechanisms among stakeholders for better results.

15. In population and development, the programme contributed to (a) generation of eight national datasets on key population issues; (b) in-depth analyses of the 2007 census and 2011 demographic and health survey; (c) capacity building for the 2017 population and housing census; (d) establishment of a national web-based integrated management information system to migrate 40 national survey and census datasets; and (e) development of a strategy and action plan on the civil registration and vital statistics system.

16. Lessons learned include the following: (a) recruiting trainees locally and deploying them back to their locality is the best way to retain service providers and provide culturally sensitive services; and (b) institutionalization of reproductive health commodity security training is cost-effective and a viable strategy for sustainability; and (c) South-South cooperation reinforces acceptability of innovative interventions.

Proposed programme

17. The proposed programme is aligned with the national Growth and Transformation Plan (2016-2020), the Health Sector Transformation Plan (2015-2020), the United Nations Development Assistance Framework (2016-2020) and the UNFPA Strategic Plan (2014-2017), and will be guided by the sustainable development goals. The Programme will cover eight regions and Addis Ababa, reaching over 90 per cent of the Ethiopian population.

Outcome 1: Sexual and reproductive health

18. Output 1: National capacity increased to deliver quality maternal health services, including in humanitarian settings. The programme will support the implementation of the National Roadmap for Reduction of Maternal and Newborn Mortality, and the Plan of Action to Eliminate Fistula. It will (a) reinforce the capacity of human resources for health, including in emergency settings; (b) scale up maternal death surveillance and response in 33 additional districts; (c) enhance the quality and availability of midwifery services and emergency obstetric and newborn care through training and provision of teaching and learning materials; (d) improve the prevention, case identification, management and rehabilitation of obstetric fistula patients through community mobilization, training of health workers and provision of equipment; (e) support early screening and treatment of cervical cancer through provision of equipment and training health workers; (f) advocate for the inclusion of sexual and reproductive health in humanitarian and health sector response plans; and (g) support emergency preparedness and timely response through prepositioning of life-saving reproductive health kits and other supplies.

19. Output 2: National capacity strengthened to increase demand for and availability of family planning services, including reproductive health commodities. The programme will (a) reinforce the capacity of service providers to deliver rights-based family planning services; (b) strengthen the supply chain management and product quality assurance; (c) support increased availability of life-saving reproductive health drugs and family planning commodities; and (d) strengthen community-based family planning programmes.

Outcome 2: Adolescents and youth

20. Output 3: Capacity of adolescents and young people strengthened to make informed decisions on their sexual and reproductive health and rights. The programme will (a) promote active participation of young people, especially adolescent girls, to engage in programme development and decision-making processes affecting their sexual and reproductive health and rights; (b) enhance life-skills, revise current curricula and expand comprehensive sexuality education to improve comprehensive knowledge of young people on sexual and reproductive health; (c) strengthen the capacity of youth organizations, parents and communities to fulfil the sexual and reproductive health and rights of young people; and (d) strengthen sexual and reproductive health information and services for young people, including female sex workers.

21. Output 4: Institutional capacity strengthened to provide youth-friendly sexual and reproductive health services. The programme will (a) train health service providers to deliver youth-friendly sexual and reproductive health services; (b) support availability of sexual and reproductive health commodities in youth-friendly facilities; (c) improve referral linkages between service delivery points and community structures; and (d) strengthen the integration of sexual and reproductive health and HIV/AIDS.

Outcome 3: Gender equality and women's empowerment

22. Output 5: Communities and institutions have enhanced capacity to promote and protect the rights of women and girls, and provide services to survivors of harmful traditional practices and gender-based violence. The programme will (a) support community mobilization initiatives on the rights of women and girls; (b) advocate for the enforcement of policies and laws on harmful traditional practices and gender-based violence; (c) scale up the provision of services for survivors of harmful traditional practices and gender-based violence; (d) support the integration of harmful traditional practices and gender-based violence issues in the health and legal sectors as well as in disaster risk management protocols; and (e) support national humanitarian actors to prevent gender-based violence and to provide multisectoral services for survivors of gender-based violence.

Outcome 4: Population dynamics

23. Output 6: National institutions have the capacity to generate, analyse and use disaggregated data for planning, development, implementation, monitoring and evaluation of policies and programmes, including in humanitarian settings. The programme will support (a) the 2017 population and housing census and the 2016 demographic and health survey; (b) the civil registration and vital statistics and web-based integrated management information systems; (c) seasonal assessments and risk profiling for vulnerability analysis and risk reduction interventions; (d) regional and national population situation analyses; (e) key stakeholders to generate data for policy and programme formulation, monitoring and evaluation; and (f) advocate for the inclusion of the demographic dividend in national policies, strategies and programmes.

Programme management, monitoring and evaluation

24. The Ministry of Finance and Economic **Cooperation** and UNFPA will jointly coordinate the planning, implementation, monitoring and evaluation of the programme, applying a results-based management approach as well as jointly implement resource mobilization, communication, and monitoring and evaluation plans.

25. National execution is the preferred implementation arrangement. UNFPA will execute the programme through federal and regional government structures, academia, the private sector and civil society organizations. UNFPA will select implementing partners based on their strategic relevance and ability to deliver high-quality outputs, continuously monitor their performance and periodically adjust implementation arrangements, as necessary.

26. The country office includes basic management and development effectiveness posts funded from the UNFPA institutional and programme budgets, based in the country office and embedded with implementing partners in the eight supported regions.

27. The country office will seek technical support from regional offices, headquarters and other divisions. In the event of an emergency, UNFPA, in consultation with the Government, may reprogramme activities to respond to the situation. An integrated resource mobilization strategy will be developed, in consultation with strategic partners, to leverage additional resources.

28. UNFPA will streamline programme implementation through United Nations joint programmes. The country office will forge strategic partnerships, including with civil society organizations and through South-South cooperation.

RESULTS AND RESOURCES FRAMEWORK FOR ETHIOPIA (2016-2020)

National priority: Building the implementation capacity of the government, enhancing public participation and ensuring developmental good governance UNDAF outcome: By 2020, the Ethiopian population, in particular women, newborns, children, adolescents and youth, including vulnerable groups, has improved access to and utilization of quality and equitable health services				
UNFPA strategic plan outcome	Country programme outputs	Output indicators, baselines and targets	Partners	Indicative resources
Outcome 1: Sexual and reproductive health Increased availability and use of integrated sexual and reproductive health services, including family planning, maternal health and HIV, that are gender-responsive and meet human rights standards for quality of care and equity in access <u>Outcome indicators:</u> - Percentage of births attended by skilled personnel. <i>Baseline: 15; Target: 50</i> - Modern contraceptive prevalence rate. <i>Baseline: 41; Target: 55</i> - Prevalence of obstetric fistula. <i>Baseline: 37,000; Target: 3,700</i>	<u>Output 1:</u> National capacity increased to deliver quality maternal health services, including in humanitarian settings	<u>Output indicators:</u> - Number of health facilities reporting on maternal death surveillance and responses. <i>Baseline: 92; Target: 125</i> - Number of fistula repairs with support from UNFPA. <i>Baseline: 2,568; Target: 4,568</i> - Number of health facilities providing emergency obstetric and new-born care services. <i>Baseline: 54; Target: 108</i> - Implementation rate of Minimum Initial Service Package indicators. <i>Baseline: 30; Target: 45</i>	Ministry of Health; Universities; pharmaceutical fund and supply agency; Food Medicine and Health Care Administration and Control Agency; Family Guidance Association of Ethiopia; Administration of Refugees and Returnees Affairs; disaster risk management and food security services	\$73.1 million (\$23.2 million regular resources and \$49.9 million other resources)
	<u>Output 2:</u> National capacity strengthened to increase demand for and availability of family planning services, including reproductive health commodities	<u>Output indicators:</u> - Percentage of service delivery points offering modern contraceptives. <i>Baseline: 81 (primary level); 85 (secondary and tertiary levels); Targets: 90 and 95, respectively</i> - Percentage of service delivery points with life-saving maternal and reproductive health medicines. <i>Baseline: 34.4 (primary), 88 (secondary) and 100 (tertiary); Targets: 60, 100 and 100, respectively</i>		

		Number of health extension workers able to support human rights based family planning services. <i>Baseline: 15,500; Target: 36,000</i>		
Outcome 2: Adolescents and youth Increased priority on adolescents, especially on very young adolescent girls, in national development policies and programmes, particularly increased availability of comprehensive sexuality education and sexual and reproductive health <u>Outcome indicators:</u> - Percentage of young people (15-24 years) with comprehensive knowledge about HIV/AIDS. <i>Baseline: 29; Target: 50</i> - Birth rate of women aged 15-19 years. <i>Baseline: 12; Target: 6</i>	<u>Output 3:</u> Capacity of adolescents and young people strengthened to make informed decisions on their sexual and reproductive health and rights.	<u>Output indicators:</u> - Number of young people who receive sexual and reproductive health services with UNFPA support. <i>Baseline: 636,000; Target: 766,000</i> - Number of young people equipped with life skills. <i>Baseline: 213,000; Target: 253,000</i>	Ministry of Health; Ministry of Education; Ministry of Woman and Children Affairs; Ministry of Youth Affairs; Youth organizations; HIV/AIDS prevention and control offices; faith-based organizations; media; universities; and civil society organizations	\$14.6 million (\$5.6 million regular resources and \$9.0 million other resources)
	<u>Output 4:</u> Institutional capacity strengthened to provide youth-friendly sexual and reproductive health services	<u>Output indicators:</u> - Percentage of facilities providing the national minimum standard adolescent and youth sexual and reproductive health package. <i>Baseline: 0; Target: 95</i> - Number of health workers with knowledge and skills to provide youth friendly sexual and reproductive health services. <i>Baseline: 0; Target: 500</i>		
National priority: Promote the equality, participation and capability of women and youth. UNDAF Outcome: By 2020, women and girls are increasingly protected from violence, harmful traditional practices, exploitation and discrimination, and are rehabilitated and reintegrated to enjoy their full human rights.				

Outcome 3: Gender equality and women's empowerment Advanced gender equality, women's and girls' empowerment, and reproductive rights, including for the most vulnerable and marginalized women, adolescents and youth <u>Outcome indicator(s):</u> - Female genital mutilation prevalence (15-49). <i>Baseline: 74; Target: 30</i> - Percentage of women aged 15-49 years who think wife beating can be justified <i>Baseline: 68; Target: 30</i>	<u>Output 5:</u> Communities and institutions have enhanced capacity to promote and protect the rights of women and girls, and provide services to survivors of harmful traditional practices and gender-based violence	<u>Output indicators:</u> - Number of communities that have made public declarations against female genital mutilation and child marriage <i>Baseline: 400 (female genital mutilation) and 156 (child marriage); Target: 890 and 382 respectively</i> - Number of identified gender-based violence survivors who received services, per national protocol <i>Baseline: 3,900; Target: 10,000</i> - Percentage of health facilities in humanitarian settings with post-rape kits and other clinical commodities for management of sexual violence <i>Baseline: 30; Target: 45</i>	Ministry of Women and Children Affairs; Bureaus of women, children and youth affairs; disaster risk management and food security sector; Administration for Refugees and Returnee Affairs; civil society organizations	\$13 million (\$4.3 million regular resources and \$8.7 million other resources)
National priority: Building the implementation capacity of the government, enhancing public participation and ensuring developmental good governance. UNDAF Outcome: By 2020, national and subnational institutions apply evidence-based, results-oriented and equity-focused decision-making, policy formulation, programme design, monitoring, evaluation and reporting.				
Outcome 4: Population dynamics Strengthened national policies and international development agendas through integration of evidence-based analysis on population dynamics and their links to sustainable development, sexual and reproductive health and reproductive rights, HIV and gender equality <u>Outcome indicator:</u> Number of national and regional institutions that integrate population and development issues into policies, strategies and programmes <i>Baseline: 3; Target: 10</i>	<u>Output 6:</u> National institutions have the capacity to generate, analyse and use disaggregated data for planning, development, implementation, monitoring and evaluation of policies and programmes, including in humanitarian settings	<u>Output indicators:</u> - Number of analytical reports disseminated based on 2017 population and housing census and 2016 Ethiopian demographic and health survey <i>Baseline: 0; Target: 10</i> - Number of regions with functional web-based integrated management information system <i>Baseline: 1; Target: 6</i> - Number of national and regional population situation analysis reports disseminated <i>Baseline: 0; Target: 6</i>	Central Statistical Agency; Vital Events Registration Agency; Ministry and Bureaus of Finances and Economic Cooperation; National Planning Commission; higher learning and research institutions; civil society organizations	\$17.8 million (\$5.9 million regular resources and \$11.9 million other resources) Total for programme coordination and assistance:

				\$1.5 million from regular resources
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