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Sida Decentralised Evaluation

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Evaluation of 3rd Call off of civil society support through umbrella organisations 2013–2017

Final Report

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June 2017**

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Abbreviations and Acronyms

ABDI	Action for Basic Development Initiative (Sub-grantee of CDI)
AIDS	Acquired Immune Deficiency Syndrome
BoFED	Bureau of Finance and Economic Development
CCCs	Community Support and Care Groups
ChSP	Charities and Societies Proclamation
CRS	Catholic Relief Services
CBOs	Community Based Organizations
CDI	Center for Development Initiatives
ChSA	Charities and Societies Agency
CoC	Center of Concern (Sub-grantee of IA)
CSOs	Civil Society Organizations
CSSP	Civil Society Support Programme
DAC	Development Assistance Committee
EcSF	Ethiopian Charities and Societies Forum
EFA	Education for All
EPARDA	Enhancing Pastoralist Research and Development Initiative (Sub-grantee of MCMDO)
ESAP	Ethiopian Social Accountability Program
ETA	Ethiopian Teachers' Association (Sub-grantee of IA)
FGD	Focus Group Discussion
FGM	Female Genital Mutilation
GBV	Gender based violence
GI	Group Interview
GSA	Good Samaritan Association (Sub-grantee of UEWCA)
GTP	Growth and Transformation Plan
HDI	Human Development Index
HIV	Human Immunodeficiency Virus
HRBA	Human Rights Based Approach
HTPs	Harmful Traditional Practices
IA	Initiative Africa
IDI	In-depth Interview
JeCCDO	Jerusalem Children and Community Development Organisation
KII	Key Informant Interview
MCMDO	Mothers and Children Multisectoral Development Organisation
MHO	Meseret Humanitarian Organization (Sub-grantee of UEWCA)
M&E	Monitoring and evaluation
MSEK	Million Swedish Crowns

ABBREVIATIONS AND ACRONYMS

NAB	National Association of the Blind (Sub-grantee of IA)
NGO	Non-governmental Organization
NMHDO	New Millennium Hope Development Organization (Sub-grantee of UEWCA)
OECD	Organization for Economic Cooperation and Development
OVCs	Orphaned and Vulnerable Children
PLHIV	People Living with HIV
RBM	Results based management
SACCO	Savings and Credit Cooperative Organisation
SEPDA	Southern Ethiopian People's Development Association (Sub-grantee of MCMDO)
SGDA	Save Generation Development Association (Sub-grantee of UEWCA)
SHGs	Self-help Groups
Sida	Swedish International Development Cooperation Agency
SNNPR	Southern Nations, Nationalities and Peoples' Region
SRHR	Sexual and Reproductive Health and Rights
SVI	School Violence Index
TDA	Tigray Development Association (Sub-grantee of IA)
ToR	Terms of Reference
ToTs	Training of Trainers
UEWCA	Union of Ethiopian Women Charitable Associations
UN	United Nations

Executive Summary

This report presents the findings, conclusions and recommendations from the evaluation of the third call of civil society support in Ethiopia through umbrella organisations. The evaluation was commissioned by Sida.

The Ethiopian context is challenging. The 2009 Charities and Societies Proclamation severely restricted the space for civil society organisations to work on rights-based issues and for donors to provide funding for human rights and democracy promotion.

In the third call, five umbrella organisations were funded with a total of MSEK 61 for three years. They in turn selected some hundred sub-grantees/implementing partners.¹ The projects were supposed to contribute to strengthening the role and capacity of civil society, address marginalised areas and groups, gender equality, women's and youth's economic empowerment and harmful traditional practices (HTPs) and gender based violence (GBV).

The main objectives of this evaluation were to document and analyse results – effectiveness, impact and relevance – and their sustainability and to analyse the relevance and effectiveness of these results and modes of working in relation to the new Swedish strategy for development cooperation in Ethiopia.

Findings

Effectiveness

There are many similarities with respect to project design, thematic areas and partners between the five umbrella organisations, but also some differences. Jerusalem Children and Community development Organisation (JeCCDO) exclusively works with community-based organisations (CBOs) that support OVCs, their care-givers/guardians and other vulnerable groups in their communities. Initiative Africa (IA) and its NGO partners promote female students' access to education through a number of measures. Union of Ethiopian Women Charitable Associations (UEWCA)

¹ The exact number depends on whether MCMDO's initial number of sub-grantees, 20, or the reduced number, 14, is considered.

and Mothers and Children Multi-sectoral Development Organisation (MCMDO) support interventions against FGM and HTPs. UEWCA also engages in, among others, improving the economic capacity of women and in supporting OVC students and their guardians. The Center for Development Initiatives (CDI) attempts to curtail trafficking and GBV.

The evaluation team's document review, interviews with management representatives of the umbrella organisations and field trips to four regions, Amhara, Tigray, Oromia and SNNPR, where sub-grantees, beneficiaries and local government representatives were interviewed, clearly show that there are results. Women have been assisted with business training and credits to start income-generating activities, OVCs were supported with school materials and girls from low-income families were enabled to aim for higher education. Awareness-raising and other activities addressed gender-based violence, harmful traditional practices and trafficking. The sub-grantees/partners have acquired new skills, primarily relating to organisational capacity, in trainings and experience sharing exchanges.

The evaluation aimed to assess the effectiveness of the interventions, but magnitude and quality of the achievements were often difficult to assess. There were several reasons for this, mainly related to incoherent reporting, lack of systematic monitoring and limited analysis.

Some of the umbrellas claim to have achieved amazing reductions of HTPs. Comprehensive evidence to back these claims is, however, lacking.

IA and its partners had developed a results matrix with objectives and indicators that were used to monitor achievements. However, as the results were at output level, more long-term effects were not captured. Due to the short programme period this would probably have been difficult anyhow.

An observation that seems to be relevant for all the five umbrellas and their sub-grantees/partners is that the results have been achieved for the immediate target groups while there are few effects at overall societal level, benefiting more destitute women, OVCs that have dropped out of school and victims of HTPs than those who participate in the project activities. One example of such effects at system level is, however, IA and ETA's work with a school violence index, which the Ministry of Education has agreed to use in all schools in the country.

Impact

Despite restrictive legislation, sub-grantees at local level have managed to establish relationships of trust and confidence with relevant government offices in woredas and kebeles. There are examples of this interaction having led to increased accountability of government officials at local level. Sub-grantees were also able to exploit grey zones of the legislation, for example through cooperating with local government bureaus on rights-related trainings. At the same time, however, some CSOs struggled to maintain their independence and avoid co-optation.

Relevance

In relation to the topics mentioned in the call for proposals, the support has been relevant. Almost 9,000 women have been economically empowered, about 28,000 girls have studied instead of being married off, 5,500 OVCs have been supported, and street children have returned to school. CSOs have been strengthened and especially the CBOs have developed, from funeral societies to development actors. Some organisations – and their beneficiaries - have been empowered to take on a more active role in their communities. Thereby they have contributed to voices of marginalised groups being heard and a more pluralistic society.

What a human rights-based approach (HRBA) entails is unclear, both due to the Ethiopian context and the confusion of human rights as an objective and the rights perspective as an approach. Many CSOs claim that they are applying a rights-based approach, but this mostly means that they work on some rights, framing the issue in a neutral language, or vaguely refer to equality, dialogue and related issues.

Relevance and Effectiveness for the New Swedish Strategy

The objectives of the organisations and the results they have achieved are relevant for the new Swedish strategy for development cooperation with Ethiopia 2016-2020, primarily for expected contributions under the area “Strengthened democracy and gender equality and greater respect for human rights”. Their modes of work are also relevant for the strategy areas “opportunities and tools to enable poor people to improve their living conditions” and “better environment”. The latter area has the advantage of being less sensitive in the restrictive legal environment in Ethiopia.

However, limited space for civil society is not the only obstacle to work for strategic results and policy change. Increased civil society interventions for such transformations would also require analysis and strategic thinking as well as a long-term perspective.

Recommendations

Among the recommendations to the umbrella organisations are that they should initiate a process where plans and strategies for influencing policy making are elaborated. Umbrellas and sub-grantees would benefit from more clearly trying to delineate their agenda from the government’s agenda. To better account for their resource use, as well as for learning purposes, the organisations should develop and implement monitoring and evaluation systems that are useful for all stakeholders, simple and easy to use. Efforts should also be made to operationalise the concept of HRBA.

The recommendations to the Embassy/Sida include considering the advantages and disadvantages with different types of partners - CBOs, mass-based and developmental and NGOs. Capacity development should be provided to the umbrellas and the programme period should be extended. Furthermore, efforts should be made to promote exchange with similar support programmes, such as the CSSP. The Embassy/Sida should also, together with the umbrella organisations, explore the

possibilities of conducting a study on the long term effects of the support on different categories of beneficiaries.

1 Introduction

1.1 BACKGROUND: CIVIL SOCIETY IN ETHIOPIA

Although Ethiopia has a long history of community based civil society organisations like iddir (funerary association), equb (credit association) and mhaber (religious association), the emergence of modern civil society organisations (hereafter CSOs) is a recent phenomenon. Professional associations like Trade Unions and Chambers of Commerce only started forming during the second half of the 20th century, partly because of the restricted available space, but partly also because of the low level of industrialisation and development.² The emergence and subsequent growth of NGOs, both international and local, was primarily a result of the relief effort against the famines in the 1970s and 1980s.³ The space for civil society briefly opened after the fall of the military regime in 1991, but the interaction between the government and CSOs became quickly marked by mutual mistrust. Control of the public space and of CSOs inhabiting it, was finally enforced after the 2005 elections, in which some CSOs played a crucial role in advocating for democratisation of Ethiopian politics. Such control was institutionalised through the 2009 Charities and Societies Proclamation (hereafter ChSP).⁴

The 2009 ChSP divides CSOs into three categories, imposing distinct rules for their respective funding and operation. Only CSOs that generate 90 per cent of their overall budget from domestic resources (excluding diaspora funding), are allowed to work on rights related or political issues:⁵

1) Ethiopian Charities and Societies

Ethiopian Charities and Societies are established by Ethiopian nationals and generate at least 90 per cent of their income from Ethiopian sources. These organisations are allowed to work on all activities listed in the 2009 ChSP,⁶ including the advancement

2 Rahmato, "Civil Society Organisations in Ethiopia."

3 Clark, "Civil Society, NGOs, and Development in Ethiopia - a Snapshot View."

4 Dupuy, Ron, and Prakash, "Who Survived?"; Burgess, "When the Personal Becomes Political."

5 Proclamation No. 621, "Charities and Societies Proclamation No. 621," sec. 2.

6 Ibid., sec. 14. 2 a-n.

of human and democratic rights; the promotion of equality of nations, nationalities and peoples and that of gender and religion; the promotion of rights of the disabled and children; the promotion of conflict resolution and reconciliation and the promotion of the efficiency of the justice and law enforcement services. Moreover, Ethiopian Mass Based Associations may participate in the process of strengthening democratisation and elections.⁷

2) Ethiopian Resident Charities and Societies

Ethiopian Resident Charities and Societies are established by people residing in Ethiopia and international funding accounts for more than 10 per cent in their overall budgets. They are allowed to work on development and relief related activities,⁸ but not on any rights, advocacy or other political activities.

3) Foreign Charities

Foreign Charities are established by foreign nationals and operate on international funding. As Ethiopian Resident Charities and Societies, they are allowed to work on development and relief related activities,⁹ but not on any rights, advocacy or other political activities.

The ChSP does not apply to CBOs, such as iddirs, and CSOs regulated by other laws, such as religious organisations, trade unions and chambers of commerce.¹⁰

Hence, the 2009 ChSP severely restricted the space for CSOs to work on rights-based issues, as well as the possibility for donors to provide funding for human rights and democracy promotion.¹¹ Given the low GDP per capita in Ethiopia and the lack of an enabling legal framework for volunteering and fund raising, mobilisation of local funds has proven challenging for CSOs and many have decided to shift their work towards service provision for which they can obtain international funding.¹²

Despite the general shift towards service provision, a large number of CSOs have had operational difficulties due to the law's many restrictive provisions, e.g. the 70/30

⁷ Ibid., sec. 57.7.

⁸ Ibid., sec. 14.2 a-i.

⁹ Ibid.

¹⁰ Ibid., sec. 3.2.

¹¹ Two CSO support programs were able to negotiate exemptions to the 2009 law, the Civil Society Fund - EU funding labelled as local fund on the basis of the Cotonu agreement - and the PBS - World Bank funding for basic service provision.

¹² Dupuy, Ron, and Prakash, "Who Survived?"

directive¹³ and the government's suspicion that resident and international charities illegally tried to work on political/rights issues. Numerous CSOs have received warning letters from the Charities and Societies Agency (hereafter ChSA – the government body put in charge to oversee the sector¹⁴ – because of their alleged failure to comply with the law. Several hundred organisations have been shut down since the enactment of the proclamation and the agency's internal ranking of CSO performance has categorised most registered CSOs as “bad performers”, without further clarification of standards used or implications of the ranking.

Much international and national pressure has been exerted on the Ethiopian government to review the 2009 charities proclamation, given its negative impact on CSOs. For a long while it seemed that the Ethiopian government was not willing to listen to such criticism. However, the latest political developments in the country might herald some change, as the Ethiopian government has recently embarked on a review process of the proclamation. Input from CSOs and donors have been collected through the Ethiopian Charities and Societies Forum.¹⁵ Although still at very early stages, tentative negotiations between the Ethiopian government and several opposition parties include discussions around the ChSP. In how far these processes will lead to changes in the legislation remains, however, to be seen.

1.2 SWEDISH SUPPORT TO CIVIL SOCIETY THROUGH UMBRELLA ORGANISATIONS' 3RD CALL

As part of its support for Ethiopian civil society organisations, Sida set up a decentralised funding modality in 2004. In three consecutive calls, Sida selected umbrella organisations that in their turn provided funding to sub-grantee

¹³ CSOs are only allowed to use 30% of their budget for their operations (administrative costs), while 70% of it has to go directly to their beneficiaries (project costs). The main problem has proven to be the activities that are counted under administrative costs, e.g. capacity building, monitoring and evaluation, rendering it difficult for CSOs to implement their programs especially in remote areas and monitor their progress.

¹⁴ Proclamation No. 621, “Charities and Societies Proclamation No. 621,” secs. 4–13.

¹⁵ ECSF was legally established in May 2013 with a special legal status comprising both Charities and Societies. It got an exemption from the ChSP regarding the 90/10 and 70/30 directive. The Forum operates at federal and regional level with a focus on improving the legal, institutional and operational framework of the Charities and Societies sector in Ethiopia. It provides a platform of exchange between Charities and Societies and relevant government bodies and has been engaged in lobbying for policy change to improve the operations of CSOs, e.g. on the 90/10 and 70/30 directives and on volunteering and tax exemptions for CSOs.

organisations at grass roots level. Throughout the calls, the number of umbrellas was reduced from nine to five, to have fewer but larger contributions. Some Umbrella's received funding in all three Sida calls, while others only got funding during one or two calls.¹⁶ The thematic areas supported in the three calls differed, not least because due to the 2009 ChSP, Sida can no longer directly finance activities related to human rights and democracy promotion. 75 per cent of the project funding was earmarked for direct distribution to sub-grantees for project activities and 25 per cent was reserved for capacity building of umbrellas and sub-grantees and coverage of administrative costs.¹⁷ In 2011 a final evaluation of the 1st and 2nd call was carried out, which provided recommendations for the design of the 3rd phase of the programme,¹⁸ some of which are the following:

- Comprehensive baselines should be carried out by umbrellas and sub-grantees;
- A uniform M&E system should be established;
- Continuous capacity building on RBM should be provided;
- Horizontal experience sharing should be promoted.

16 Embassy of Sweden in Ethiopia, "Terms of Reference for the Evaluation of 3rd Call off of Civil Society Support through Umbrella Organisations 2013-2017"; "Review of Swedish Civil Society Cooperation Programme in Ethiopia."

17 "Review of Swedish Civil Society Cooperation Programme in Ethiopia," 1.; GI, JeCCDO, 8th of March 2017; GI, CDI, 6th of March 2017

18 Ibid., 34.

Table 1: Comparison of thematic areas between the 1st and the 3rd call

Thematic Areas Call 1	Thematic Areas Call 3
Democracy and Human Rights	Strengthening the role of capacity of civil society and promote a pluralistic society
Women's Rights	Address marginalized areas and groups: i.e. women, children and youth
Child Rights	gender equality
Environmental Protection and NRM	Strengthening women's and youth's economic empowerment
Family Planning and Reproductive and Health Rights	Addressing harmful traditional practices and gender based violence

Five organisations were financed in the 3rd call, amounting to a total of MSEK 61. Three of them received project funding between December 2013 and December 2016 and two between July 2014 and December 2017.¹⁹ Individual projects differed in their length, reaching from 12 to 36 months.

According to the manual for applicants, projects financed under the 3rd call should contribute to the following overall objectives²⁰:

1. Strengthening the role and capacity of civil society and promote a pluralistic society.
2. Address marginalized areas and groups: i.e. women, children and youth, as well as gender equality, strengthening women's and youth's economic empowerment, and addressing harmful traditional practices and gender based violence.”

Among other criteria, proposals were assessed on their intervention logic. This included an analysis of the linkages in the results chain, the likelihood that the results planned for could achieve, and the possibility of monitoring on the progress towards these results.²¹

19 Embassy of Sweden in Ethiopia, “Terms of Reference for the Evaluation of 3rd Call off of Civil Society Support through Umbrella Organisations 2013-2017.”

20 Embassy of Sweden in Ethiopia, “Civil Society Organisation Umbrella Cooperation Programme – (2013-2015) Manual for Applicants,” 4.

21 Ibid., 8.

Umbrellas selected their sub-grantees through calls for proposals. Calls were launched publicly; however UEWECA, for example, restricted participation in the call to its consortium members only. All umbrellas developed a consolidated project log frame. Umbrellas were involved to differing degrees in the monitoring and evaluation of sub-grantee projects and provided capacity building to sub-grantees for project implementation.

Although the five umbrellas differed in their mode of operation – for example regarding their partner selection (CBOs or NGOs) and thematic areas - they also featured many similarities with respect to project design, beneficiaries and management.

Table 2: Overview 3rd Call Projects

Umbrella Project Overview	Amount of Funding Received (SEK)	Number of Sub-grantees ²²
Mothers and Children Multisectoral Development Organization (MCMDO) is an Ethiopian resident charity, promoting the well-being of mothers and children and promoting their ability to lead decent lives in a safe and healthy environment, increasing their access to basic services. Under the 3 rd call for Civil Society Support MCMDO implemented the project "Combating HTPs, FGM, GBV and Gender Inequality and enhancing Women Economic Empowerment" in Benishangul Gumuz, SNNP and Ethiopian Somali National Regional States". For this aim MCMDO cooperated with local NGOs, development associations and CBOs.	10 000 000	14 ²³
The Center for Development Initiatives (CDI) is an Ethiopian resident charity focusing of integrated development for vulnerable communities and particularly for children and women. CDI's project "Curtailling illicit child /women trafficking and fighting violence against women (VAW) by supporting girls education and strengthening the institutional capacity of CBOs" was implemented in Oromiya (Asela; Robe, Kofele and Shashemane), Gambela (Itang) and Benshangul (Kurmuk).	10 000 000	12
The Union of Ethiopian Women Charitable Associations (UEWCA) was established in February 2010.. It is registered as a consortium of resident charities, grouping 65 member organisations. UEWCA's project Economic Empowerment of Women and Reduction of Female Genital Mutilation and other Harmful Traditional Practices" provided financial support to 14 sub-grantees (members of UEWCA).	10 000 000	14
Initiative Africa is an Ethiopian resident charity, focusing on provision of quality basic education, fight against environmental degradation, economic deprivation and social inequity. Its project "Empowering Young Girls – Building Communities" primarily targeted girls in secondary schools in Addis Ababa, Amhara, Afar, Dire Dawa, Oromia, SNNP and Tigray and aimed at improving their education and reducing discrimination and violence against girls in schools.	16 000 000	19

22 Number of sub-grantees as per documentation provided to the evaluation team by the umbrellas

23 Initially MCMDO had 20 sub-grantees, but the number was then reduced to 14 (see section 3.1.5)

Jerusalem Children and Community Development Organization (JeCCDO) is an Ethiopian resident charity. JeCCDO's project "Community Based Support for OVCs in Ethiopia" financed through the 3 rd call of civil society support addresses the various challenges faced by the growing OVC population and their caretakers. JeCCDO selected CBOs in Amhara, Oromiya, and SNNP Regional States, and Addis Ababa and Dire Dawa City Administrations as sub-grantees.	15 000 000	40
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Apart from the Swedish support to civil society in Ethiopia through umbrella organisations, Sida is also involved in other multilateral initiatives for civil society support, e.g. the Civil Society Support Program - CSSP, and through the UN in a joint donor program for gender equality and women's rights. Sida also considers initiating support to the Ethiopian Social Accountability Program (ESAP). Some of the umbrellas receiving funding under the 3rd call also received funding through the CSSP, a multi-donor, five-year programme whose intended impact is 'the increased engagement of civil society organizations with government to improve the implementation of pro-poor government policies and deliver more inclusive public services for poor and hard to reach women, men, girls and boys.'²⁴ Its second phase is currently under preparation.

24 NEDICO, "Ethiopia Civil Society Support Programme - Final Evaluation," 9f.

2 Methodology

2.1 SUMMARY OF THE ASSIGNMENT

The purpose of the final evaluation of the 3rd call for Support to Civil Society in Ethiopia is to assess the performance of interventions made by five umbrella organisations and their sub-grantees. The main objectives of the evaluation are twofold:

- to document and analyse the results (with a focus on effectiveness, impact and relevance) and the sustainability of the results from the Third Call; and
- to analyse the relevance and effectiveness of the results and modes of working of these organizations in relation to the new Swedish strategy for development cooperation in Ethiopia.

Based on the findings, recommendations for the umbrellas on methods to work with the target groups and sub-grantees and for Sida on how to work with civil society for poverty alleviation and strengthening of democracy, human rights and gender equality in the future are provided. The recommendations account for the legal and political environment in the country.

2.2 EVALUATION APPROACH

The evaluation was based on qualitative research methods and included document reviews and semi-structured interviews. Relevant stakeholders from the umbrellas and the Swedish Embassy participated in and/or commented on the evaluation design, implementation and validation of findings.

The evaluation was divided into three phases

- Inception Phase, February 2017
- Data Collection and Analysis, March 2017
- Reporting, April 2017

2.3 SAMPLING

From the total of sub-grantees, the team chose a sample of 23 organisations: Three sub-grantees from MCMDO, four from CDI, six from JeCCDO, six from Initiative Africa and four from UEWCA.²⁵ Five sub-grantees were visited in Addis, ten in Oromia and SNNP and eight in Tigray and Amhara.

Given the time constraints, the evaluation focused on the four central regions in Ethiopia - excluding all border regions - and primarily reached sub-grantees in urban areas. Despite these limitations, the team made an effort to approximate representativeness in the sample to the degree possible.

Purposive sampling of sub-grantees was carried out according to the following criteria:

- **Subject relevance and breadth:** the sub-grantee works on topics related to the overall objective of the programme; all thematic areas financed under the call are covered by the sample.
- **Geographical spread:** sub-grantees operate in Amhara, Tigray, Oromia and SNNPR
- **Organisational type:** sub-grantees represent different associational formats (CBOs, NGOs, mass organisations, development associations, professional associations)

Concerning MCMDO, their sub-grantees exclusively operate in remote areas to which the team could not travel and/or in regions that were not going to be visited. An exception from the sampling therefore had to be made in the sense that three sub-grantees in SNNPR, located within reasonable distance from Arba Minch, were selected. Staff from these organisations travelled to Arba Minch, where the interviews took place.

The sample was validated with the umbrella organisations in the start-up meeting at the Swedish embassy in Addis on the 6th of March 2017.

The team was able to meet all sampled sub-grantees. Apart from MCMDO's sub-grantees from which no beneficiaries could be met, interviews with varying numbers

²⁵ The difference in number of sub-grantees studied per umbrella organisation is partly due to the difference in number of their cooperation partners – some had more than others – as well as to the accessibility of sub-grantees in the four regions under study.

of beneficiaries for almost all the sub-grantees were conducted. Moreover, the evaluation team was able to access government counterparts in most field locations.

2.4 INTERVIEWS WITH DIFFERENT STAKEHOLDERS

As per the ToR, the evaluation questions covered the OECD/DAC evaluation criteria effectiveness, relevance, impact and sustainability. The evaluation addressed four different levels:

1. The umbrella organisations
2. The sub-grantees
3. The beneficiaries
4. The government

On the basis of the approximately 25 questions posed in different sections of the ToR, the evaluation team developed question guides for all four groups of stakeholders; umbrella organisations, sub-grantees/partners, beneficiaries and government representatives (see annex IV). The question guides operationalise the questions in the ToR. Interviewing stakeholders at different levels allowed for triangulation beyond closed networks, reducing the risk of bias in the evaluation findings.

Already after the first interviews it was obvious to the evaluation team that the interview guide for the sub-grantees contained too many questions. To go through the about 35 questions took almost three hours. Therefore, the number of questions was cut down. Considering the overlap between some of the questions in the ToR this is not considered to have affected the quality of the information obtained.

Key informant interviews (KIIs), group interviews (GIs) and focus group discussions (FGD) were carried out by the evaluation team. Moreover, observations at field sights were undertaken. Interviews with the umbrellas and some sub-grantees were carried out in English, while beneficiaries and sub-grantees that preferred communicating in local languages were interviewed in Amharic or Afan Oromo. A total of about 240 persons, of which 150 were females and 90 were males were interviewed in KIIs, GIs and FGDs. In addition, FGDs were held with several groups of young people. Altogether almost 70 young people under the age of 18 years were interviewed. Of these approximately 50 were females and 20 males.

2.5 DOCUMENT REVIEW

Documents from umbrellas organisations and sub-grantees were collected - primarily annual reports, log frames, baselines and mid-term reviews and general descriptions of the organisations - in other words quite general documents. Although the document review was primarily used for triangulation, where the team was able to obtain documentation before the meeting, documents were used to refine the evaluation questions and make them more targeted.

A validation meeting with the umbrella organisations and an out-brief with the Swedish Embassy were undertaken at the end of the country visit. The aims were to assure the relevance of the evaluation for the knowledge on what and how results are achieved and to form the basis for the design of a new support in the area of “Strengthened democracy and gender equality, and greater respect for human rights” outlined in the Swedish Strategy for Development Cooperation with Ethiopia.²⁶

2.6 LIMITATIONS

The main limitations of this evaluation included the relatively short duration of the assignment, which impacted on the number of sub-grantees visited, the number of regions covered and the location of sub-grantees in the regions. The team was not able to visit remote locations and border regions. This should be kept in mind while reading the report. Although, as described in section 2.3, the team tried to make the sample as representative as possible, there might be some negative consequences for the representativeness.

Another limitation included delays in obtaining written documentation from some of the umbrellas on their project activities, affecting the team’s ability to triangulate information with material from different sources. Most sub-grantee projects were already concluded in March 2017 when the field visit took place and project staff often did not work at the sub-grantees anymore. This affected the quality of information.

The relatively short project duration (maximum of three years) and small project budgets, rendered it difficult for umbrellas, sub-grantees and the evaluation team to assess project results beyond the immediate outputs. Moreover, attribution was difficult. The way some projects were designed made it impossible to assess in how far results achieved solely depended on the Sida-funded project intervention or if they were a product of the interaction with other project/program activities (ESAP, CSSP and others) or a fruit of the government interventions in relevant areas. This is particularly true at beneficiary level, where people interviewed could not distinguish between awareness-raising funded by Sida and other ongoing projects and government interventions.

²⁶ Embassy of Sweden, Terms of reference for the evaluation of 3rd call off of civil society support through umbrella organisations 2013-2017, 2016

Given the restrictive environment in which CSOs in Ethiopia operate, obtaining information on government–CSO relations is sometimes sensitive. CSOs might apply self-censorship avoiding open criticism of the government as they fear negative repercussion if the information was to be shared with third parties. Therefore, citations are anonymised in the report.

3 Findings

3.1 FINDINGS ON EFFECTIVENESS

3.1.1 Summary of effectiveness and sustainability

As per the questions under the heading “Effectiveness” in the ToR, this section addresses issues relating to effectiveness and sustainability. (Regarding factors impacting on effectiveness - see **Annex 6**.)

Document reviews and interviews confirm that there are results at output level. Thousands of poor women have been economically empowered through business trainings and credits and each of JeCCDO’s 40 sub-grantees has supported 30-40 OVCs per year to take up their education. IA’s partners have supported 22,000 female students from poor families. Sub-grantees of CDI, MCMDO and UEWCA have, among others, contributed to increased awareness about GBV, FGM and other HTPs and have provided direct support to victims and support to strengthen women’s economic capacity.

The umbrellas have developed baselines and log frames. They also request their sub-grantees to elaborate simple results matrices, often consisting of an overall objective, a limited number of project objectives and indicators. (An exception is MCMDO that only requests action plans where activities are specified.) These log frames are rarely used for analysis and learning, however, and their usefulness appears unclear to many of the sub-grantees.

The sub-grantees opinions on the capacity building they are offered by the umbrellas vary. Opportunities to share experiences seem to be the most appreciated capacity development.

The umbrella organisations and their sub-grantees/partners have put in place different strategies to ensure sustainability. Despite this, due to the short project period and the vulnerability of poor people in general, the sustainability for the beneficiaries in

general is probably limited. A more in-depth study would be required to find out more about this.

3.1.2 Centre for Development Initiatives (CDI)

CDI initiated cooperation with Sida in December 2013. The CDI project, “Curtailling illicit child/women trafficking – fighting violence against women” was implemented in cooperation with twelve sub-grantees in six woredas of the Oromia, Gambella and Benishangul Gumuz regions. CDI collected baseline information, mainly through interviews and focus group discussions in the concerned woredas.²⁷

The evaluation team met four CDI sub-grantees in Oromia; Action for Basic Development Initiative (ABDI), Shameshemene Kebele 03, Asela Town Idirs’ Association and Jalala Women’s Group. They work in a similar way: Poor women and women who have returned from being trafficked are organised in SHGs and/or provided with business training and small loans to start income-generating activities. According to CDI’s final project report 90 women were organised in SHGs and 1,429 got loans and were involved in some small-scale business.²⁸ Trainings were also provided on issues such as GBV, trafficking and child protection and, as part of some projects, children who had been trafficked were brought back to their families and given the opportunity to go to school. The sub-grantees state that, following their activities, the local authorities have become more responsive.

The project report shows that CDI categorizes achieved results under these result areas:

- Curtailing child/women trafficking,
- Reducing violence against women,
- Addressing girls’ education, and
- Strengthening institutional capacity of CBOs
- Drought-reducing measures in one of the project areas.

Activities under the first and second result areas include awareness-raising workshops for government officials, community consultations, billboards and leaflets.

²⁷ CDI, Baseline study report, 2014

²⁸ CDI, “Project results progress and financial compliance report on curtailling illicit child/women trafficking and fighting violence against women by supporting girls education and strengthening the institutional capacity of CBOs”, 2016

“There were HTPs, abduction and FGM when ABDI came into the kebele. Then we got awareness raising. We understood that this was bad for women and that it was not right. Now there is a reduction, but we need more intervention.”²⁹

In the project report, CDI presented this achievement: “2,748 people have improved their attitude towards harmful traditional practices as the result of public awareness workshops that eventually reduced the previous harmful traditional practices by 50%”.³⁰ It was not explained how workshops had managed to change deeply rooted behaviours or how CDI determined that HTPs were reduced by 50%. Other examples of achievements were: “2,402 people improved their attitude towards child trafficking” and “2,947 people changed their attitude towards violence against women”.³¹ All figures were disaggregated by sex.³²

Other quantitative results were: 58 women who returned from trafficking and migration were supported to start a business, 1,631 vulnerable children got access to primary school and 45 girls were supported to conclude high school education.³³

CDI reports that community members have started to report abuses like abduction and early marriage cases to the police or to the Women, Children and Youth Affairs Offices. The information is not substantiated with concrete figures, such as number of reports to the police. In addition, CDI’s mid-term review³⁴ states that CSOs have introduced anti-trafficking and anti-HTP bylaws. The number of such by-laws, which would also be an interesting result, is not provided.

29 Interview with beneficiaries of ABDI, March 2017

30 CDI, “Project results progress and financial compliance report on curtailing illicit child/women trafficking and fighting violence against women by supporting girls education and strengthening the institutional capacity of CBOs”, 2016

31 Ibid.

32 The project reports were informative, but a lack of explanation on methodology, data collection tools and data analysis was noted, raising some questions regarding the measurement of results and figures presented.

33 CDI, “Project results progress and financial compliance report on curtailing illicit child/women trafficking and fighting violence against women by supporting girls education and strengthening the institutional capacity of CBOs”, 2016

34 CDI Mid-term review, 2015

3.1.3 Initiative for Africa (IA)

IA works to promote self-reliance, opportunity and access to key support for persons vulnerable to poverty. Since July 2014 IA has been implementing the project “Empowering Young girls – Building Communities”, funded by Sida. IA works with 19 local NGOs across 7 regions of Ethiopia. Representatives of the IA management stated that they considered the activities that are performed within the project as part of *one* project:

“We have partners, not sub-grantees. This is one project, with one log-frame.”

The project supported youth, addressing girls’ access to education. Four barriers that affect their ability to complete high school have been identified: Low income of the family, lack of safety in and around schools, inequality and lack of life skills. A log frame, last updated in December 2015, presented the following project development objective: “To empower young girls and adolescents to reach their potential through quality education and preparation for life”.³⁵ There were four specific objectives as follows:

- To improve access to quality education for young girls from disadvantaged areas, primarily at secondary school level.
- To improve the schools functional qualities to increase girls’ attendance and achievement, with focus on addressing academic performance and health challenges faced by girls.
- To reduce gender-based violence in schools.
- To prepare young girls to develop entrepreneurship skills needed to become successful business operators.

The measures that are included in the IA projects vary between the schools, but normally include: Girls’ leadership centers where the female students can meet and reference literature is available are set up. Latrines for girls only built and sanitation pads are provided. A student-centred pedagogical method is introduced. The girls are provided with a small sum of money to buy stationary and school uniforms. Life skills training is provided. Furthermore, all schools which were supported changed their method of delivering tutorial sessions for girls from repeating classroom lessons to diagnostic tests and specific remedial measures.

³⁵ IA, Empowering young girls – building communities, Compiled Logical Framework, 2015

Some participants are selected based on academic results, others on their families' economic status. Present and former participants who were met during the evaluation said that their self-confidence had been strengthened and their academic performances improved. The latter was confirmed by teachers although no figures were available.

The IA Second Annual Report, covering July 2015 to June 2016, and the log frame annexed to it, contains indicators such as “number of female students from poor families supported”.³⁶ According to this report 22,000 female students from poor families have been supported, while the target was to reach 25,000 female students. Other quantitative information, such as number of tutorial classes and supplementary materials provided, confirm that achievements often are slightly below the targets.

The school violence index (SVI)³⁷, a product of the project, was tested in 25 schools; the target was that 40 schools should use the tool and report on violence and sexual harassments faced by female students. A major achievement was that the federal Ministry of Education agreed to apply the SVI in all schools nationally. The manual for the SVI has been translated into other local languages and trainings have been provided for nationwide application. The SVI was also presented at a UN meeting on girls' education.

The number of schools introducing after-school entrepreneurship programmes was 22 while the target was 23 schools. Almost 4,000 students benefited compared to a target of 5,000.

*“We were too ambitious when we started this project”, the IA management admits.
“But we have done a lot of things and we have met our objectives.”³⁸*

The Second Annual Report provides a comprehensive picture of the activities that have been carried out and their short-term results. To further develop the reporting, a useful step would be to design objectives that capture more long-term effects (outcomes).

³⁶ IA, Empowering young girls - building communities, Second Annual Report, 2016

³⁷ Developed by ETA with funding from IA. See also section 3.2.4.

³⁸ Interview, AI management team, 7 March 2017

3.1.4 Jerusalem Children and Community Organisation (JeCCDO)

JeCCDO focuses on orphans and vulnerable children, their guardians/care givers and youth. The organisation has participated in the Sida program since 2004. In July 2014 the project entitled, “Community-based support program for orphans and vulnerable children” was initiated as part of the third call. In this program JeCCDO cooperates with 40 sub-grantees, all of them CBOs.

“CBOs are cost effective and have a sense of ownership. They are also sustainable and they can address rights”, a JeCCDO representative stated when explaining the selection of partners.³⁹

The activities that are being carried out by the different partners appear to be parallel; a certain annual number - often between 35 and 45 - of OVCs are provided with school materials and tutorials, life skills training and other support targets girls, young people are offered vocational training and mothers or other guardians are assisted to set up small businesses. The field visits during the evaluation confirmed that many of the CBOs work in a similar way, but depending on history, where they are located and other circumstances there are also differences. CBOs located near bus stations, as in Bahir Dar, Amhara Region, address problems such as trafficking, prostitution and child labour.

JeCCDO has developed a Result assessment framework,⁴⁰ with the program goal: “To contribute to the wellbeing and realization of rights of OVCs by reducing vulnerability among them and improve their living conditions in four regional states and two City Administrations”. Under the program goal are 15 outcomes, each one with indicators, baselines and targets.

The first outcome focuses on children and youth and is the provision of alternative basic education for OVCs who did not go to school. According to a summary of results⁴¹, 452 children were provided with education from July 2014 to September 2016, while the target was to reach 360. The next outcome, “Enhanced academic performance and self-esteem of girls” also appears to have been exceeded. The summary of results states that the plan was to achieve enhanced academic performance for 600 girls, but in reality, this was achieved for 4,871 young girls. No

³⁹ Interview, JeCCDO, 8 March 2017

⁴⁰ JeCCDO, Result assessment framework, undated

⁴¹ JeCCDO, Summary of Results Based Monitoring and Results, undated

explanation to the large difference between the figures is provided. Regarding academic performance, it is stated that 75% of the girls who were supported “improved their performance more than 80% at the end of the 2014-2015 academic year from 65% at baseline”.⁴²

School dropout rate and absenteeism of OVCs has decreased, according to the Annual report, which was attributed to mothers and guardians being in a better position to support the children. Another outcome is “Reduced rate of gender based violence”. The objective was to reduce this violence, including trafficking, with 10%. No attempt to follow up these results seems to have been made, though. Instead, the annual report says that trainings “have made the community aware of the rights of women, children and youth”. It is also stated that CBOs take abusers to court and that police and kebele officials are more aware of women’s and children’s rights due to the project.⁴³

In an interview with the evaluation team, JeCCDO stated that on overall level the organisation had achieved all its 15 outcomes. Despite this, there were problems with the reporting and some of the CBOs might not have achieved the objectives:

“CBOs shall base their reporting and monitoring on log frames. But in some cases it does not happen. Even at JeCCDO level it is only coming gradually. Some CBOs use the log frame, but some might not use it. They need more training.”⁴⁴

3.1.5 Mothers and Children Multisectoral Development Organisation (MCMDO)

MCMDO was founded in 1997 and works on several thematic issues, such as women’s economic empowerment, HTPs, environment and agriculture. Initially MCMDO selected 20 sub-grantees for the third call of Sida’s support to civil society, but in the second year the number was reduced to 14. Among the reasons for this were sub-grantees’ failure to comply with reporting requirements and conflicts in the areas where they were working, which made implementation impossible.⁴⁵

⁴² Ibid

⁴³ Annual Report, 2016

⁴⁴ Validation meeting, 20 March 2017

⁴⁵ FGD, MCMDO management, 8 March 2017

The project was entitled, “Combatting harmful traditional practices, FGM, GBV and gender inequality”, and is implemented in 10 woredas in SNNPR, Somali and Benshangul Gumuz. It had three main objectives:

- To reduce HTPs, FGM and GBV in the targeted population by 30% compared to baseline;
- To increase annual income of 2,000 poor women and youth by 50%, and
- To build the capacity of local CSOs.⁴⁶

MCMDO conducted a comprehensive baseline⁴⁷ in 2014. The results indicated that 92% of the women in the targeted woredas in Somali were victims of FGM. For Benshangul Gumuz region, the corresponding figure was 52% and for SNNPR, it was 40%. The baseline also contains information about the prevalence of HTPs, such as abduction, widow inheritance and early marriage, and about women’s economic and social situation.

MCMDO’s results framework⁴⁸ sets ambitious targets such as the reduction of the prevalence of FGM by 30% at the end of the three-year project period. Similar targets are established for other HTPs. As to the situation for poor and marginalised women there are also ambitious targets, for instance a threefold increase in the number of women participating in SACCOs.

One of the sub-grantees in SNNPR is South Ethiopian People’s Development Association (SEPDA). In a meeting with the evaluation team, a project officer explained the work to reduce FGM:⁴⁹

“We provided trainings for health extension workers. We conducted community dialogues with women. We provided trainings for government officers, /.../ for local community leaders and religious leaders. /.../we got 20 FGM practitioners and provided training on the negative sides of FGM.”

In the 2015 Annual report⁵⁰ the following information is provided:

⁴⁶ MCMDO, Annual report, 2015

⁴⁷ MCMDO, Baseline survey 2014

⁴⁸ MCMDO, Result assessment framework, undated

⁴⁹ Interview with project officer in Hawassa, 13 March

⁵⁰ MCMDO, Annual report, 2015

- The economic situation for women (presumably in the targeted woredas) has improved thanks to self-help groups and savings and credit associations. Also their self-confidence has improved. The mean income per month is said to be 317 birr.
- Men and boys are more aware of negative consequences of HTPs. Following community conversations, bylaws prohibiting these practices are being drafted.
- After participating in trainings, government employees are more accountable than before.

A mid-tem review⁵¹ that was conducted in 2015 contains more concrete information than the annual report. For instance, it is stated that the prevalence of FGM has dropped from 53 to 49% in Benshangui Gumuz region, from 40 to 15% in SNNPR and from 92 to 65% in Somali region. Equally positive figures are provided regarding the prevalence of other HTPs. No analysis that explains these astonishing figures has been presented.

3.1.6 Union of Ethiopian Women's Charitable Association (UEWCA)

UEWCA is a network of 65 women and children focused Ethiopian resident member organisations from all regions of Ethiopia. It works with capacity building of members, socio-economic empowerment of women, prevention of trafficking, HTPs and other GBV, HIV/AIDS and environmental protection. UEWCA's project for the third call of Sida's support to civil society was "Empowerment of Women/Girls and fight against female genital mutilation and other harmful traditional practices," With start in 2013, the project has been implemented by 14 sub-grantees/project implementing member organisations in six regional states and Addis Ababa. UEWCA developed a log frame for the project, which was later revised.⁵² This modified results matrix has the following program goal: "Improve the well-being and living conditions of poor and marginalised women/girls and vulnerable children through economic empowerment of women/girls and fight against FGM and other HTPs." Under the program goal there are five outcomes:

- Increase access to financial and non-financial services to 3,000 economically disadvantaged women and ensure their income increase by 50%;

⁵¹ MCMDO, Mid term Review Report, 2015

⁵² UEWCA; Revised Logical Framework, From 2013 – 2016 Program Period

- Contribute to reduction of FGM and other HTPs in target areas of 14 woredas from the current situation by 50%;
- Increase access to education for 350 high school and 100 university girl students, 250 OVCs and 2,225 illiterate women;
- Prevent human trafficking and reintegrate 450 trafficked and abused women/girls; and
- Strengthen management and operational capacity of UEWCA and members.

Under the outcomes there are numerous outputs, dealing with issues such as providing fistula victims with access to health, reduction of child and forced marriages in targeted woredas and decreasing stigma about people living with HIV/AIDS.

In UEWCA's Final Program Activities and Financial Performance Report, dated December 2016,⁵³ it is said that 2,240 women have been empowered economically, meaning they have received a package of trainings, been organised into SACCOs and received start-up capital. This is slightly below the target of 3,000 women. As for another target; the beneficiaries should have an average monthly income of 1,000 Birr, it is stated that the women had a monthly income of 600 to 1,000 Birr by the end of the project.

Regarding reduction of FGM and HTPs, sensitisation workshops and community dialogues have taken place. Some results are reported; decisions to stop practicing FGM in some communities in Afar, 75 fistula victims having received treatment, fewer early marriages in some woredas and so on. According to UEWCA, communities have developed a culture of discussion about HTPs and FGM, subjects that were taboo before. Furthermore, women are more financially literate and have more confidence, meaning that attitudes towards them have improved. However, the objective to decrease FGM by 30% is not mentioned in the final report. As for trafficking, 431 victims have come back from Middle East countries during the project period, according to UEWCA's partner, the Good Samaritan Association in Addis Ababa. Of these, 344 were reunited with their families.⁵⁴

⁵³ UEWCA; Final Program Activities and Financial Performance Report, 2016

⁵⁴ Interview with GSA management, 8 March 2017

3.1.7 The sub-grantees account for results

Although umbrellas and sub-grantees carry out monitoring and submit progress reports on their projects, accounting for results is seldom carried out through the use of formal reporting and monitoring formats. Project development is followed through informal monitoring rather than through measuring outputs and outcomes according to indicators developed in the results frameworks.

The umbrella organisations have developed baselines, which have provided a starting-point for the interventions. Most of the umbrellas also request their sub-grantees/partners to develop simple results matrices, often consisting of an overall (long-term) objective, some project objectives that are to be achieved during the project period and indicators that give an idea of whether the objectives are about to be achieved or there is a need to revise them. Most of the log frames are in English, but some of them are in Amharic or other local languages.

As all the organisations work with education in one way or another, the objectives and indicators relate to this theme, often in a clear and straightforward way. For instance “A hundred girls are provided with support to avoid their dropping-out” or “35 women receive business training”. More long-term objectives and qualitative indicators, such as “Increased average school results” or “More girls pass the exams that allow for studies at High School level” are seldom developed.

Despite the clear and simple set-up, in many cases the accounting for results using log frames does not work. Although sub-grantees claim that the log-frames are followed up and sometimes refer to them as their “Bible”, in reality this seldom seems to be the case. Different kinds of obstacles for sharing the log frames were presented to the evaluation team, such as: “The latest annual report is not yet ready”, “We have to check with the head office before sharing copies”. In some cases, the results matrix could not be found in the computer.

Probably the clearest example of the low priority awarded to monitoring and evaluation was the project coordinator who did not know if the log frame had been used for followed up or not as the project officer was out of office. The log frame had, however, been shared with the kebele administration. There no follow-up of the supported girls and their results in the exams had been made. That was “a task for the NGO and the school”, according to one of the kebele officials. However, the school

had not made any attempts either to find out whether the girls had improved their results and passed their exams.⁵⁵

The fact that the results matrices are seldom used does not mean that the sub-grantees have no idea about the projects and how they are developing. The projects are normally small; for instance to support 35 OVC and provide support to an equal number of guardians/mothers to set up small businesses. The sub-grantees – especially the CBOs – live in the same neighborhoods as the beneficiaries; know them and follow-up on their performance.

The components of the projects that are about awareness-raising or attitudinal change are more difficult to follow up. Sometimes only information about the number of participants in occasional awareness-raising meetings was available. There were also a few examples, however, of meetings that formed part of a more long-term strategy.

When it comes to reasons for not applying results-based management, the representatives of CDI, in an interview with the evaluation team, suggested that the sub-grantees lack capacity. NGOs and CBOs had received training on project cycle management, but did not seem to be able to apply it.⁵⁶ JeCCDO shares CDI's analysis and also MCMDO points out that their partners have weak managerial capacity and need a lot of capacity development as many of them work in remote areas and in very disadvantaged communities.

UEWCA requests that their partners develop log frames, but does not seem to make sure they are being used. When asked whether an outcome was realistic – “100 children and youth supported...” – a sub-grantee downplayed the importance of reporting as follows:

“We always put 100. It does not matter. What matters to us is if we can save individuals.”⁵⁷

MCMDO has an impressive list of supporting documents; a pre-award assessment tool, a sub-grantee manual, a monitoring and evaluation framework and so on. Seemingly, however, MCMDO does not require its sub-grantees to develop results

⁵⁵ Information obtained from interviews with sub-grantee, government representatives, beneficiaries and school directors and teachers in Amhara, March 2017

⁵⁶ Interview with CDI management, 6 March 2017

⁵⁷ Interview with executive director of sub-grantee, 8 March 2017

matrices. The sub-grantees that were interviewed for this evaluation had action plans where planned activities were listed.

IA's partners develop their own results matrices. Some of the partners pointed out that the logframes have been prepared in their organisations' head offices in Addis Ababa, which seemed to have created a lack of ownership in some of the local branches of the NGOs.

3.1.8 Capacity building of the sub-grantees

When a potential sub-grantee's application to be part of the Sida-funded support had been accepted, a common measure by the umbrellas was to conduct an organisational assessment.

JeCCDO used Sida's Octagon model, a simple and easy-to-use tool for organisational assessments, to assess the capacity of each CBO. The CBOs were then categorised in three groups; strong, intermediate and emerging. According to JeCCDO the training that followed was tailored to meet those needs.⁵⁸

Several of the trainings took place at JeCCDO's training center in Bishoftu, southeast of Addis Ababa. JeCCDO had prepared a series of training modules that are estimated to fit the needs and priorities of the CBOs. Among the subjects are financial management, monitoring and evaluation and documentation. There is also a module about resource mobilisation. JeCCDO's annual report for 2016⁵⁹ notes that many of the CBOs have been successful in mobilising resources from the private sector, government offices and even the Ethiopian diaspora due to this training.

UEWCA also conducted needs assessments of the selected sub-grantees and then provided training and experience sharing. The sub-grantees' results frameworks were revised and aligned with the UEWCA baseline. This meant that the sub-grantees' capacity to implement women's economic empowerment programmes were enhanced, according to UEWCA.

When the third call was initiated, CDI noted that the sub-grantees were at different levels and attempted to, in addition to on-the-job-training and tutoring, provide opportunities for them to learn from each other. Several sub-grantees interviewed have pointed out that they benefited from this sharing of experiences. Also other

⁵⁸ Interview, 8 March 2017

⁵⁹ JeCCDO, Annual report, 2016

umbrella organisations, notably JeCCDO, have encouraged and funded experience sharing sessions for their sub-grantees. Interviewees have shared that these sessions were useful and appreciated.

MCMDO pointed out the weak capacity of the sub-grantees as a major challenge.⁶⁰ MCMDO conducted office level capacity assessments during the selection process. They were followed by visits to the sub-grantees. Trainings were thereafter provided at cluster level on topics such as; financial management, project cycle management, resource mobilisation and monitoring and evaluation.

Initiative Africa invited its partners to monthly capacity-building workshops. All the 19 partners were gathered to develop their capacity on one subject, for instance data gathering and impact assessments, financial management or how to write a press release: IA's capacity-building workshops were mentioned by some partners as useful and inspiring. There were also some complaints that staff from the partner organisations' head offices attended the workshops while area managers and the project coordinators at the regional offices, where the projects were implemented, were not invited.⁶¹

It is noteworthy that the capacity building to a large extent related to project management issues. Among the sub-grantees the opinions on the capacity-building vary; some found the sessions excellent, others thought that they were too short or that they would have needed mentoring or coaching to be able to apply what they learned. Several sub-grantees commend the manuals developed for them, such as the project cycle management manual, although they only received it when the project was about to be finalised.⁶² The relatively short project period also means that most of the project staff has left the organisations and their experiences are no longer immediately available.

Finally, an aspect of building the capacity of the sub-grantees/partners that was highly appreciated was the provision of office equipment; computer, photocopy machine and printer.

⁶⁰ Interview, MCMDO, 8 March

⁶¹ Interviews in Amhara, carried out during March 2017

⁶² Interview with sub-grantee in Amhara, March 2017

3.1.9 Strategies for sustainability

The umbrella organisations have put in place different strategies to ensure sustainability. One strategy is to link up with foreign and domestic sponsors. There are also examples of sub-grantees that have started local resource mobilizations.

Another strategy is to channel support through CBOs and to form CBO networks:

“Working with CBOs at grassroots level is a way for sustainability to be ensured”, a representative of CDI stated. “These are not organisations that were started by someone from outside, but by the community so they are sustainable ‘by nature’ and will continue whether the funds are available or not.”⁶³

Due to their embeddedness in the communities and their paying membership base, CBOs have an operational capacity through volunteers that is independent from external funding. Some sub-grantees stated that they were continuing project activities beyond Sida financing, but at a smaller scale.

In Amhara region, CBOs in Bahir Dar and its environs have set up a network of 10 organisations. The initiative came at one of the experience sharing meetings JeCCDO organises for its sub-grantees:

“It is easier to solve a problem if you are member of a coalition,” a member of the Fana Maheberesheb Lemat Maheber CBO in Bahir Dar explained: “We had a problem with our category of registration. We took the case to the regional authorities it was solved in a good way for us. We would not have been that successful individually.”

The network lobbied for an exception to the 90-10 rule. The CBOs were registered as Ethiopian charities and thereby required to get 90% of their funding from internal sources, but they argued that the funding from abroad went directly to beneficiaries and that they were only using 13% on administrative costs - and got the exemption.

A strategy, applied by CBOs as well as other sub-grantees, is to maintain a frequent interaction and good relations with the local (sub-city) or kebele government offices. All the organisations stressed the importance of keeping the local authorities informed on everything they do. Despite this, frequent staff turnover can reverse the progress made; a lot of time has to be invested in building the trust of new government staff, CBOs complained.

⁶³ Validation meeting with umbrellas in Addis Abeba, 20 March 2017

The local authorities participate in the selection of beneficiaries, for example women to benefit from SHGs or OVCs and youth to get access to education. Sometimes the relatively new Community Care Colitions (CCC), formed by the government, wants to take over the selection of beneficiaries. There is some degree of pressure put on the sub-grantees to accept this, but in some cases they refuse:

“They (the CCC) gave us a list with names of OVCs that were to be supported. When we checked we found that only 4 of the 13 names were children really in need. Now we have reached a consensus; they select from our list instead.”⁶⁴

A woman who had received business training from the project described how her son was selected by the sub-grantee for vocational training. When the kebele got the list of beneficiaries, however, her son’s name was replaced with that of another person:

“Supposedly his family had done someone in the kebele office a favour or there was another connection”, the woman says.⁶⁵

JeCCDO organises an annual “CBO Day” with the aim of promoting sustainability and an enabling environment. Government representatives, the media, the private sector and others are invited to learn about CBOs’ work and their contributions to development.⁶⁶

Yet another strategy is to convince local authorities to take over when project funding ends. In the Amhara and Tigray regions three projects that promote girls’ education, supported by IA, and one project implemented by an UEWCA sub-grantee were left without funding as the support from Sida ended. The Development Expertise Centre supported 120 female students in three secondary schools in Bahir Dar, but lacked resources to continue when the funding ended. The local Education Bureau and Women, Youth and Children’s Affairs Bureau then agreed to take over.

The UEWCA sub-grantee provided 100 female students from poor families with a small, monthly sum of money. When the funding ended the project was discontinued. The evaluation team met four of the former beneficiaries who confirmed that the funds had helped them with school materials, but also to support their families. One

⁶⁴ Interviews with CBOs in Amhara, March 2017

⁶⁵ Interviews with beneficiaries, Amhara, March 2017

⁶⁶ JeCCDO Annual Report, 2016

of the girls had dropped out of school. The remaining three were in high school, but one had to work part-time and all of them had problems covering the costs.

One IA-supported project was also unsuccessful in finding alternative funding. The girls in one of the schools were disappointed and remarked that no one even informed them that the project was going to be phased out:

“Especially the tutorials were really important”, one of the 11th grade students says. “There we were not afraid to ask questions. The teachers were very supportive. Our results improved through the tutorial classes.”⁶⁷

The fourth project concerns 37 schools and is implemented by the Tigray Development Association, which states that it is using resources from other projects as a temporary solution and hopes that the funding from Sweden will be reassumed soon.⁶⁸

3.1.10 Sustainability for the beneficiaries

For the beneficiaries, the short project period is not conducive to sustainability; more time is needed to produce results. As described in the previous section, girls who have been supported not to drop out from school suddenly found that the support has ended. The three-year Sida programme had been finalised and the IA partner had not been able to convince the school or the kebele to take over. In other cities, however, it has been possible to, together with the Education Bureau and the concerned school, find a solution and the projects continue. Some of the implementing organisations also have other donors which mean that it might be possible to shift resources between projects, as described by Tigray Development Association above.

For destitute women a few days business training and a 1,000 birr loan can make a huge difference. Female heads of households in Bahir Dar have invested the loans from a JeCCDO sub-grantee in sheep rearing and coffee shops. The small incomes from these businesses meant that they could take good care of their children, they stated.⁶⁹ Women in a similar group in Addis Abeba said that their children were doing better at school thanks to the support:

⁶⁷ Interviews in Tigray and Amhara with different stakeholders.

⁶⁸ Interview in Axum, March 2017

⁶⁹ Interview, beneficiaries, Addis Ketema Newarioch Maheberseb Lemat Bego Aderagot Maheber, 14 March

“They now have what other children have.”⁷⁰

Some women had progressively managed to get bigger loans and to link with government programmes, which increased sustainability.

Increased awareness and changed attitudes might, in the long run, facilitate sustainability: For instance, girls from poor families who were included in IA’s projects got strengthened self-esteem and learnt to speak up. Victims of GBV, FGM, trafficking and HTPs got to know that there are laws that apply to their situation, probably also that they have rights. Beneficiaries of Enibra, an iddir and JeCCDO sub-grantee in Hawassa, told the evaluation team about a case where children, who had learned about their rights, were the ones who reported violence against another child.⁷¹

However, poor people in Ethiopia are vulnerable to natural disasters and other changes. An agricultural cooperative in Tigray, supported by an UEWCA sub-grantee, visited by the evaluation team, was affected by drought last year and made very little profit. Another cooperative lacked the resources to make necessary investments.⁷²

The short project periods, the limited size of the projects and the general vulnerability of poor and marginalized people in Ethiopia taken together indicate limited sustainability for the beneficiaries, but as no long-term studies on this aspect seem to have been made, knowledge is lacking.

3.2 FINDINGS ON IMPACT

3.2.1 Summary of impact

As per the ToR, the key questions addressed in this chapter are the following:

- How has the relationship and trust building and confidence between the organisations, sub-grantees and the government structures evolved?
- To what extent are the organisations playing a facilitating role to influence policy makers and local governments?

⁷⁰ Interview, beneficiaries of Addis Ketema woreda 7-8, 10 March

⁷¹ Interview with beneficiaries of Enibra Cluster Level Association,

⁷² Interviews in Axum, groups of beneficiaries of New Millennium Hope Development Organisation, 12-13 March

- To what extent have the organizations contributed to/influenced government policies through the projects?

Findings indicate that umbrella organisations and their sub-grantees developed strong relationships with relevant government counterparts, which facilitated the smooth implementation of the projects. While necessary for their operation, the close working relationship between umbrellas/sub-grantees and government offices posed limitations for the independence of the former. The biggest obstacle to CSOs ability to impact was the restrictive legal framework created through the 2009 ChSP. Although most umbrellas and sub-grantees participated in regular government – CSO forums, their direct impact on policy making remained modest.

3.2.2 Umbrella and Sub-Grantee Cooperation

In Ethiopia, the government has a large capacity to penetrate civil society and regulate the activities of CSOs as well as to take decisions without consulting the latter.⁷³ Due to the power imbalance between CSOs and the government in favour of the latter, it was imperative for umbrella organisations and their sub-grantees to establish good relationships with relevant government bodies to enable them to operate.

“For non-governmental organisations, good working relationship with the government is very key...we believe we have to have good relations”⁷⁴ a sub-grantee explained.

The main cooperation partners of umbrellas at federal level were the Ministry of Women, Children and Youth Affairs, the Ministry of Finance and Economic Cooperation, the Ministry of Labour and Social Affairs and the Ministry of Education. Sub-grantees in Addis Ababa and in the regions cooperated with the corresponding bureaus at Woreda and Kebele level. Justice bureaus, health bureaus, education bureaus and the police also became important cooperation partners, especially for activities targeting FGM and GBV. In a few cases, umbrellas also tried to engage with the national parliament to influence policy making.

Many umbrellas and sub-grantees stated that they had been able to establish fruitful cooperation with relevant government offices for the Sida financed interventions.⁷⁵

⁷³ Rahmato, “Civil Society Organisations in Ethiopia”; Dupuy, Ron, and Prakash, “Who Survived?”

⁷⁴ GI, Fana Maheberesheb Lemat Maheber, 15th of March 2017

This was confirmed through interviews with government officials in Tigray, Amahara, SNNP and Oromia.⁷⁶ While some sub-grantees stated that they had received help from the umbrellas to link up to relevant government authorities, most of them used their own networks. However, umbrellas, through their participation at national/federal forums, were able to link local issues to the national agenda.

Findings suggest a difference regarding the quality of cooperation at federal/national and at regional/local level, the latter being easier and more developed. However, as the team did not interview federal government agencies, this could not be triangulated beyond the umbrellas and sub-grantees interviewed.

3.2.3 The Charities and Societies Agency⁷⁷

Among the government offices, the Charities and Societies Agency (ChSA) seems to be the most difficult to work with. According to the Centre for Not-for-Profit Law (ICNL), the agency's attitude towards CSOs is negative and the action of officers is arbitrary, testifying to "excessive agency discretion".⁷⁸ Thanks to the agency's nearly unlimited authority to supervise charities and societies in Ethiopia, it has used its power to control the actions of CSOs. Rather than applying the law, the agency interprets legal provisions to curtail the actions of CSOs perceived as contentious, while the work of government-affiliated CSOs is promoted.

Given the key role of the agency to regulate CSOs registered under it, umbrellas made some attempts to improve the working relationship with the ChSA. For example, umbrellas brought some of the agency's officers into the field to visit projects. While the officers expressed their satisfaction with the projects, this did not lead to tangible changes in the rules and regulations or improve trust and cooperation on a higher level.

An umbrella organisation explained the following:

⁷⁵ Validation meeting with umbrellas, 20th of March 2017

⁷⁶ GI, Local Government in Sheshemane, 14th of March 2017, KII, Local Government Representative Wonji, 17th of March, KII, Local Government Representative Bahir Dar, 14th of March

⁷⁷ As per request of the five umbrella organisations the team did not visit the ChSA, as they feared potential negative repercussions (Stakeholder Meeting at the Embassy, 5th of March 2017).

⁷⁸ www.icnl.org/research/monitor/ethiopia.html

“We invited the deputy director and she was very supportive. We took the agency to the field to show them what is happening. Nothing is changing although the middle management at the agency sees the positive developments we bring.”⁷⁹

The restrictive interpretation of the 2009 ChSP by the agency rendered it very difficult for umbrellas and sub-grantees to work on rights related issues. Any such work had to be couched in terms acceptable to the agency and possibly omitted in reports to avoid further scrutiny. None of the organisations interviewed reported major issues with licensing and operation; however they held that problems were likely to occur in the future if the agency esteemed that they were not following the official rules and regulations.

Some sub-grantees were able to negotiate exemptions from the 70/30 and 90/10 rule. However, obtaining an exemption was not linked to legal procedures, meaning that such a decision could be revoked at any point and leaving sub-grantees in a precarious and unstable situation.

The inability to fundamentally change the working relationship with the ChSA posed problems for the operation of both umbrellas and of sub-grantees, as they had to couch and implement their projects in the terms prescribed by the agency and at all times feared to fall into disfavour.

3.2.4 Federal Level

Most project activities during the third call were based on cooperation with local government, as they targeted beneficiaries at kebele and woreda level. However, umbrellas and sub-grantees operating at national level also cooperated with federal government institutions. While this was more difficult than working with local government, some successes were achieved during the third call:

1. UEWECA was able to implement a study on gender responsive budgeting (GRB) in Ethiopia that necessitated the cooperation of the parliament and the MoFED. UEWECA carried out the study and later trained public officials on GRB, e.g. members of the parliamentary standing committee for budget affairs.⁸⁰

⁷⁹ Umbrella Organisation March 2017

⁸⁰ GI, UEWECA, 7th of March 2017

2. To influence legislative change, JeCCDO brought parliamentarians to visit projects and explained the problems engendered by the restrictive legal framework. Those parliamentarians involved in this activity expressed satisfaction with JeCCDO's work and assured their support to improve the legal framework. However, no policy changes were triggered through the visits.⁸¹
3. ETA was able to upscale the use of an assessment tool for violence in schools (SVI) through cooperating with the Ministry of Education. ETA was asked to provide trainings for regional education bureaus on the use of the SVI.⁸²
4. Through their participation in the Charities and Societies Forum and CCRDA, all five umbrellas participated in the consultation meetings on the draft GTP II organised in 2015 with the Ethiopian government. Umbrellas felt that the voice of CSOs had been integrated into the GTP II after the consultations, leading to concrete changes in the national development plan.⁸³

The omnipresence of the ChSA and its power exercised at federal level posed the biggest obstacle to cooperation between CSOs and the government. The evaluation team found that the ChSA suppressed attempts of resident charities operating at national level to indirectly work on rights issues such as women's empowerment, for example through cooperating with specialised government institutions like the women's bureaus. The ChSA eliminated possibilities to bypass the charities proclamation: Even where/if federal government institutions were interested in carrying out rights-based activities with and for resident charities - a common strategy used at local level - they were prohibited from it by order of the agency. The exceptions from such problems were mass-based and developmental organisations, such as the Ethiopian Teachers Association (ETA) and the Ethiopian National Associations of the Blind (NAB), which due to their organisational set-up and legal status faced less challenge. Despite being registered as Ethiopian societies, ETA and NAB held that they could receive international funding for their operations above 10% of their budget, which constituted an exception to the 90/10 rule.⁸⁴

⁸¹ GI, JeCCDO, 8th of March 2017

⁸² GI, ETA, 9th of March 2017, see also section 3.1.3.

⁸³ Validation meeting with umbrellas, 20th of March 2017

⁸⁴ GI, ETA, 9th of March 2017, GI, NAOB, 9th of March 2017

“The Teachers associations can advocate. We can get international funding for education. We are there to defend our rights and also students’ rights. The government understands that.”⁸⁵

3.2.5 Local level

At local level, cooperation between CSOs and the government was smoother than at national level. Although promoting close cooperation with local government officials, some sub-grantees expressed dissatisfaction with the fact that this strategy, albeit necessary, gave the government too much leverage.

To increase trust building and confidence as well as to assure the smooth implementation of the projects sub-grantees directly involved relevant government bureaus in the project implementation. Government officials were made part of the project steering committees and participated also in the selection of beneficiaries⁸⁶.

“We select the beneficiaries together with the government. The Bureau of Education and the Bureau of Finance are on our steering committee,”⁸⁷ the Centre for Concern reported.

“We have now developed really good relationships with the local authorities. They are part of our board of directors. The board chairperson is the mayor of the city; the secretary is the head of Women and children’s affairs.”⁸⁸

There was a certain overlap of government structures and sub-grantee structures as many of the organisations interviewed were managed by former public servants. These people benefited from their contacts in the public sector and had an excellent knowledge about how it functioned. Since most Ethiopians are part of community based organisation (CBOs), there was also a certain overlap between public servants and volunteers in CBOs. While providing the basis for operation, the very close cooperation between the government and sub-grantees reduced the independence of the latter. Given the ability of the government to interfere in the internal affairs of the sub-grantees, the alignment of sub-grantee agendas with government agendas was favoured. Regarding the agenda setting, a sub-grantee representative explained:

⁸⁵ *ibid.* ETA

⁸⁶ GI, Meserem, 9th of March 2017, GI EPARDA, 13th of March 2017

⁸⁷ GI, CoC, 14th of March 2017

⁸⁸ GI, Ketema Iddiroch Hiberet Bego Aderagot Maheber, 17th of March 2017

“The government works on FGM and GBV. These practices are bad for development. So the government thinks that these rights are ok to work on.”⁸⁹

UEWCA points out that the organisation, on several occasions, has played a facilitating role to influence local governments to improve systems for the benefit of vulnerable women and girls. For instance, in one woreda in Afar the government has established a community committee and mandated it to collect HTP and FGM-related cases.

Many projects linked the beneficiaries to official government structures, e.g. to the Federal Micro and Small Enterprise Agency, increasing the interaction between the project and official government structures. While improving cooperation and favouring sustainability, this strategy also meant that project beneficiaries in some instances were supported in accessing additional public resources. In other cases, sub-grantees directly worked with public institutions to improve their capacity or filled gaps in the provision of public service:

“We collaborated with the small and medium enterprise authority, to help beneficiaries register as saving and credit associations and establish self-help groups to implement their business plans. We also worked with the microfinance institutions to help beneficiaries to access government credits”⁹⁰

Where possible, sub-grantees tried to include relevant government bureaus in trainings carried out for the project to link them closer to the community, stimulate exchange on the thematic areas of the trainings and increase government accountability. Involving the police, the justice and women bureaus in GBV trainings improved their knowledge of the existing problems in the community and allowed beneficiaries to directly access decision makers and communicate with them.

Interviewees reported the following:

“In one of the training for HTP, police was trained together with us, we got access to them and they got improved knowledge about HTPs and help fighting against it.”⁹¹

“We included police officers and people from the justice office in the trainings for using the school violence indicator. The project created space to have meeting with

⁸⁹ KII, SEPDA, 13th of March 2017

⁹⁰ *ibid.*

⁹¹ FGD, Jallal Women's Group, 14th of March 2017

them. In the beginning, they didn't think that this was their job, but now they changed. They listened to the girls."⁹²

As many sub-grantees due to their legal status and registration are not allowed to directly work on rights related issues, they used government staff to carry out trainings and awareness raising on FGM, GBV, child rights and other related topics. Sub-grantees provided training venues and logistics for the trainings, while the government provided the trainers.

*"We work through the government. They train on rights issues, we are not allowed to train on rights issues due to the agency. We are beating around the bush. We bring the government to them to talk about this."*⁹³

*"We [the government] are assisting the iddir in the awareness raising. We provide the trainers."*⁹⁴

While this strategy allowed sub-grantees to work on rights related issues, the evaluation team was not able to assess the quality of such trainings. Since such "outsourcing" was forbidden at federal level, the sustainability of using government structures to promote rights related issues remained questionable.

Government officials felt that the umbrellas and sub-grantees provided relevant services to the vulnerable population and expressed the need for further interventions. Many saw CSOs as gap fillers, covering for shortage in public services. Criticism mainly focused on insufficient resources of CSOs to upscale their projects and did not focus on the CSOs' managerial and technical capacities. The government provided feedback on the quarterly monitoring reports submitted by the sub-grantees and undertook regular visits to oversee the project progress⁹⁵.

*"I believe that NGOs are gap fillers. They should work in collaboration with government actors"*⁹⁶ a local government representative said.

⁹² GI, ETA, 9th of March 2017

⁹³ GI, ABDI, 15th of March 2017

⁹⁴ GI, Local Government Asella, 16th of March 2017

⁹⁵ GI, Local Government Representatives in Debre Markos, 16th of March 2017, KII, Women's Bureau in Hawassa, 17th of March 2017, GI, Local Government Representatives in Asella Town, 18th of March 2017

⁹⁶ GI, Local Government Representatives in Debre Markos, 16th of March 2017

“The Iddir is providing valuable support for the government since the government can’t reach everyone because of budget constraints.”⁹⁷

As shown above, there is ample evidence that the relationship between the government and umbrellas and sub-grantees was fruitful and benefitted from mutual trust and confidence. Although the close working relationship was a precondition for the sub-grantees ability to operate, this also posed doubts as to their ability to act independently from the government agenda. In a few instances the relationships resembled co-optation, as the government had the power to ask CSOs to provide services for it. A sub-grantee explained for example that they had to make financial contributions for government activities.

“We have to pay for their meetings and national celebrations, like to pastoralist celebration day. We haven’t budgeted for the activities, but we have to pay.”⁹⁸

Other CSOs, however, were more defiant (see section 3.1.12).

3.2.6 Umbrella and Sub-Grantee Influence on Policy Making

As part of the democratic developmental state project, the government in Ethiopia has established formal consultation forums with different civil society actors. Umbrellas and sub-grantees used these structures to get access to political decision making structures and processes. Simultaneously they also used informal channels and personal connections to directly influence specific public servants and public offices.

Formal Consultations

Umbrellas and most sub-grantees participated in formal consultative forums with government agencies in their respective thematic areas. Such Government – NGO forums (GO-NGO forums) regularly organised consultations on government performance and existing and new legislations. GO-NGO forums took part at federal and regional level, but were also organised at zonal and Kebele level. They grouped government offices and NGOs working on joined thematic areas, e.g. environmental protection or women’s empowerment.

Interviewees shared the following:

⁹⁷ KII, Government Representative Addis Ketema, 10th of March 2017

⁹⁸ GI, EPARDA, 13th of March 2017

“We are members of the GO and NGO forum for women’s affairs and currently we hold the executive position.”⁹⁹

“The Go-NGO forums are good, we share experiences and get updates. We are in many forums and we lead the one in Sheshemane”¹⁰⁰

Some sub-grantees also stated that they were part of the “Hizib Kinf” (the People’s wing). The People’s wing included CSOs determined as important by the Ethiopian government for the realisation of the developmental state project. Hizib Kinf units exist at every public office in Ethiopia and the ability of offices to involve the Hizib Kinf and their commitment is part of the internal evaluation process of the public sector:

“They consider us like public wing. We say we are public wing plus. We influence teacher training modalities through the public wing. We try to influence pedagogical training. So many issues we raise.”¹⁰¹

“We are part of the hizib kinf and we are invited for meetings. Not only hizib kinf also the mengist kinf (the government wing). We are serving for the communities and we lead the communities and support the communities and we address their interest. The government follows and supports us to meet the community needs.”¹⁰²

Umbrellas are part of larger civil society consortia and used national umbrella organisations to increase their influence. During the 3rd call, umbrellas were for example involved in discussions around the 70/30 and 90/10 directive, organised by the Ethiopian Federal Charities and Societies Forum and they participated in the discussions around the GTP II.¹⁰³

Although the participation in such formal consultation forums improved the access to government structures, the actual influence of umbrellas and sub-grantees on policy making remained modest. Few of the agreements reached in these forums were translated into actual policy change, which created frustration among the organisations. The forums provided venues for them to raise concerns and share their

⁹⁹ GI, UEWECA, 7th of March 2017

¹⁰⁰ GI, CDI, 6th of March 2017

¹⁰¹ Sub-Grantee, March 2017

¹⁰² Sub-Grantee, March 2017

¹⁰³ GI, JeCCDO, 8th of March 2017, GI, MCMDO, 8th of March 2017

viewpoints with the government. Some organisations considered that monopolisation of the agenda setting by the government reduced their ability to introduce new/different topics to discuss while others meant that they also could suggest items for the agenda. Some sub-grantees felt that participating in these forums was a burden, consuming much time that could not be used for daily operations.

“We are part of the Go-NGO forum. We discuss all the problems faced in the NGOs and they discuss with the charity agency. The government says yes, but doesn’t act. Nothing gets implemented.”¹⁰⁴

“If you go to every consultations they invite you to, you will not get anything. It is too much time. New directives are discussed, for example on tax exemption on income generation, but it is still not settled. Decisions don’t get implemented”.¹⁰⁵

Informal Consultations

Given the relative inefficiency of formal channels to influence policy making, many sub-grantees used unofficial channels to influence government decision makers. The close working relationships with government offices and the fact that sub-grantee staff had often previously worked in public offices favoured these practices. The regular meetings for project steering, monitoring and reporting and joined project activities provided fertile venues to lobby for resources and support from the government and to ask government officials to enforce existing laws. Sub-grantees were for example able to obtain land and material for their operations. Moreover, through close follow up with the police and justice offices, they put pressure on the government to pursue perpetrators of violence and HTPs. In a few instances sub-grantees were even able to negotiate exceptions to the charities proclamation regarding the 70/30 and the 90/10 directives.

“We negotiated with the charities agency. Now we are allowed to count trainings, the preparation of manuals and our consultants under project costs.”¹⁰⁶

“We managed to get land from the government for our beneficiaries to run their businesses.”¹⁰⁷

¹⁰⁴ Sub-Grantee, March 2017

¹⁰⁵ Umbrella, March 2017

¹⁰⁶ GI, Meserem, 9th of March 2017, GI EPARDA, 13th of March 2017

¹⁰⁷ GII, EPARDA, 13th of March 2017

“When we hear about rape we go to the police and follow up. We put pressure. Because of our actions the perpetrators get punished now. We force the government to apply the law.”¹⁰⁸

3.3 FINDINGS ON RELEVANCE

3.3.1 Summary of relevance in relation to purpose

This chapter addresses the questions in the ToR relating to the relevance of the civil society support through umbrella organisations and enquires in how far the programme objectives have been met:

1. Strengthen the role and capacity of civil society and promote a pluralistic society.
2. Address marginalised areas and groups; women, children and youth, as well as gender equality', strengthening women and youth's economic empowerment and addressing harmful traditional practices (HTPs) and gender based violence (GBV).¹⁰⁹

As stated below, the role and capacity of the CSOs that have benefited from the support have been strengthened to some degree. Especially the CBOs have developed - from funeral societies to project implementing organisations. Some organisations – and their beneficiaries - have been empowered to take on a more active role in their communities, thereby contributing to a more pluralistic society. There is, however, little evidence that civil society organisations beyond those supported by the project have been strengthened through the interventions at hand. Women's economic empowerment has been enhanced through interventions of four of the umbrella organisations. In a patriarchal society, such as Ethiopia, this is highly relevant. Different kinds of support aiming at preventing female students from dropping out of school are another relevant result. Issues relating to sexual and reproductive health and rights are often addressed in the context of these projects. Young people have been offered vocational training. JeCCDO reports that 413 orphans and vulnerable youth were employed or provided with start-up capital during the project period. “A minimal contribution compared to the large numbers of unemployed youth, but

¹⁰⁸ GI, Enibra, 16th of March 2017

¹⁰⁹ Embassy of Sweden, Manual for Applicants, 2013

significant for the young people concerned”, JeCCDO notes.¹¹⁰ Projects have also made efforts to decrease the prevalence of HTPs and GBV.

3.3.2 Application of a human rights-based approach

According to the Sida Manual for applicants, umbrella organisations were supposed to integrate HRBA in their project preparation, implementation, dialogue and follow up as well as in evaluation. This demanded that the organisations adhere to the principles of participation, transparency, accountability and non-discrimination.¹¹¹

Although there was a large consensus among umbrellas and sub-grantees over the fact that they applied a rights-based approach, their definition differed substantially from the four core principles founding the Swedish framework for HBRA in development cooperation.¹¹² Most of the interviewees related HRBA to human rights objectives, for instance stating that their projects aimed at advancing women’s and children’s rights. In other words, human rights were not part of an approach, but an objective.

The rights named by interviewees primarily referred to the second generation of human rights (economic social and cultural), as opposed to civil and political rights (right to life and political participation). Improving the socioeconomic position of women and vulnerable children and youth was seen as a way to improve the human rights situation in Ethiopia. A few interviewees held that “economic empowerment is the main entry point to working on rights”,¹¹³ helping the beneficiaries’ abilities to improve their position in the families and make claims on the state.

Umbrellas and most sub-grantees regulated by the ChSP explained that due to their status of registration (resident charities), they were not officially allowed to work on rights related issues. Although they explained that they could not overtly talk about rights or include rights-based activities in their project reports, they still held that they promoted the rights of their beneficiaries in practice.

¹¹⁰ JeCCDO, Summary of Results Based Monitoring and Results, undated

¹¹¹ Embassy of Sweden in Ethiopia, “Civil Society Organisation Umbrella Cooperation Programme – (2013-2015) Manual for Applicants,”

¹¹² Ministry for Foreign Affairs, “Change for Freedom - Policy for Democratic Development and Human Rights in Swedish Development Cooperation, 2010–2014,”

¹¹³ Umbrella Organisation, March 2017

“You have to be careful in how you say things, but we do the right things on the ground.”¹¹⁴

Interviewees felt that they had to couch rights issues in terms acceptable to the government. This meant for example that rather than talking about women’s rights when working on HTPs, FGM and GBV, sub-grantees framed these issues as health problems. Instead of talking about girls’ right to education, sub-grantees presented universal education as a tool for poverty reduction.

“We don’t say HTP but psychological and physical harm. They are very happy, but you couldn’t find the word “right” in our reports.”¹¹⁵

At woreda and kebele level, some sub-grantees were able to indirectly work on rights issues through establishing partnerships with relevant government offices. Trainings for beneficiaries on rights related questions were undertaken jointly, whereby government offices provided trainers and the sub-grantees facilitated the logistics for these activities.

“Our strategy to work on rights is using government staff. We use their mouth to speak on behalf of us.”¹¹⁶

Umbrellas whose sub-grantees were CBOs stressed that these organisations due to their exemption from the ChSP could work on rights related issues.¹¹⁷ However, in practice the CBOs interviewed adopted the same approaches as NGOs, cooperating with the government to work on rights-related questions.

There is ample evidence in Ethiopia of organisations that have been warned off and also closed by the charities agency, if they failed to respect the 90/10 directive and worked on rights related issues without the permission of the Ethiopian government. Hence the position of the umbrellas and sub-grantees reflects the realpolitik of civil society in Ethiopia.

If application of a HRBA is defined as an integrated approach where it is demonstrated how the four core principles are taken into account in all stages of the programming cycle, there is scope for improvements for all the umbrella

¹¹⁴ Umbrella Organisation, March 2017

¹¹⁵ Sub-Grantee, March 2017

¹¹⁶ Interview, umbrella organisation, 8 March 2017

¹¹⁷ GII CDI, 6th of March 2017, GII JeCCDO, 8th of March 2017

organisations and their sub-grantees. Non-discrimination – prioritising the needs and interest of marginalised and discriminated groups – was perhaps the most tangible feature of the HRBA as it was the basis of most projects evaluated. Participation – strengthening citizens’ participation in democratic political processes related to the projects – was seldom envisaged by the projects. There exists some limited evidence that projects have improved accountability of decision makers, e.g. when it comes to demanding services and assuring the implementation of laws. However, the evidence is anecdotal and does not indicate structural change processes at work. Rather than improving transparency, projects have accepted the multi-layered bureaucracy and in the best case made use of it. Some CSOs developed informal, but regular consultations through networks with government officials, trying to influence decision making indirectly rather than promoting transparency.

The limited evidence of results achieved in relation to HRBA can partly be explained by the inability to directly work on the issue due to the ChSP, partly a lack of focus on HRBA in project design, implementation and monitoring.

3.3.3 The strongest result

The strongest results have been achieved in women’s economic empowerment. All the umbrella organisations except IA have this issue on their agenda. Poor and marginalised women are provided with business training, loans or access to financial services. Testimonies from women in all the four regions that were visited by the evaluation team indicate that this method works. This woman is a beneficiary of the Asela Town Idirs Association, one of CDI’s sub-grantees:

“I am member of the self-help women’s group and with the credit I got I set up a sheep dairy trade. My daughter joined university and with the credit I support her. My son attends technical school and I also support him. I manage thanks to the credit; 4,000 birr, twice 2,000.”¹¹⁸

It is also noteworthy that several women with relatively newly established shops or restaurants already talk about the need for larger credits than the 1,000-4,000 birr loans that the CSOs normally offer. However, there is also information that quite a few of the women fail to repay their credits on time, which might indicate that there are winners and losers among the new business women.¹¹⁹

¹¹⁸ Interviews with Asela Town Idirs Association beneficiaries.

¹¹⁹ An example is JeCCDO that reported a repayment rate of some 35% in its annual report for 2016.

Estimates based on annual reports and other documents from the umbrella organisations indicate that 8,000-9,000 women benefited from this support during the programme period.

Another important result relates to girls' access to education. The largest number of beneficiaries, approximately 22,000 girls, has been supported by the partners of IA, but also JeCCDO and UEWCA have worked with the issue. Altogether about 28,000 girls are estimated to have benefited.

Support to OVCs with clothes and shoes, school uniforms and stationary is another salient feature of the interventions. The aim is that these children, of which some have dropped out of school and are working or are involved in petty crime, should take up their studies. There is evidence that this strategy works in the short run, but information is lacking as to the share of OVCs who finalise their studies and manages to find work.

Approximately 5,500 OVCs were supported by JeCCDO, CDI and UEWCA. JeCCDO also provided vocational training and other support to 415 young people during the programme period.

More precise information about magnitude and quality of these results is not available due to reasons related to incoherent reporting, outcomes and indicators that do not correspond, limited systematic monitoring and documentation and absence of analysis. Amazing achievements relating to work that addresses harmful traditional practices are reported. Community-based discussion forums created both by the iddirs and self-help groups with JeCCDO, CDI, UEWCA or MCMDO as umbrella, are said to have changed customs. However comprehensive evidence to back these results is not sufficient.

3.3.4 Role of civil society, participation and pluralism

To some extent the role and influence of the civil society organisations that have been supported has been strengthened; partly this reflects the fact that increased resources tend to produce influence. Especially the CBOs have gone through a major change in recent years, from organisations that provide support with funerals to fully-fledged members of civil society that run projects and meet with donors from different parts

of the world. Many of them have been successful in generating resources, from own assets, the private sector, the diaspora and so on.¹²⁰

On a more general level, beyond CSOs and CBOs that are involved in the projects, there are few indications that the role and influence of civil society has become stronger. Many of civil society's functions; to check government power, be a channel for articulation and aggregation of interests and stimulate participation are contested in the Ethiopian society and the government prevents increased influence and pluralism.¹²¹

*“The sub-city sees the organisations as gap-fillers, more or less. Close monitoring is needed to make sure that they are using the resources right”, a deputy kebele administrator in Amhara told the evaluation team.*¹²²

There is evidence that beneficiaries have been able to demand better services and hold the government accountable. There is also some scattered information about potential beneficiaries involved in the choice of businesses to engage in and women's self-help groups being invited to meetings, organised by local authorities.

When the CBOs select female heads of households, HIV/AIDS infected people, OVCs and other vulnerable people to be supported there appears to be different proceedings. The evaluation team learned about cases where the beneficiaries are selected by the leaders of the CBO and representatives of the kebele. Other information suggests that potential beneficiaries are invited to participate in meetings where the selection is discussed.

Some organisations have been strengthened through the project and take on a more active role in their communities, thereby contributing to a more vivid and pluralistic civil society. The attribution is not evident, though. Sub-grantees have other funding sources that might contribute to a diverse civil society as well.

3.3.5 Accountability of decision-makers

To some extent it seems that the accountability of decision-makers in the target areas has increased. Interviewees have shared examples of members, women's groups and other concerned members of the communities who have demanded action when

¹²⁰ JeCCDO, Annual report, 2016

¹²¹ See also section 3.1. about sustainability

¹²² Interview with representative of local government in Amhara, 14 March

kebele officials, police or other local authorities have failed to act in cases of rape, GBV or violence against children.

In Hawassa women even took action against a corrupt government official. The women raised the issue with the City Council and organised a demonstrations on the streets. The government official was forced to leave office and taken to court.¹²³

Sub-grantees also state that, following local decision-makers and government officials' participation in trainings and other activities their accountability has increased.

People interviewed have told the evaluation team that they have managed to obtain benefits from the local authorities, such as land or a vehicle:

*"I talked to the kebele and managed to get a piece of land for my sheep", a woman who has received business training and a credit from one of the CBOs in Bahir Dar said.*¹²⁴

An UEWCA sub-grantee got a car, which had been confiscated from some other organisation. The vehicle is useful for the organisation as it works with reintegration of trafficked women and children into their home villages and therefore needs to go to remote areas.¹²⁵

There are, however, several problems with this arbitrary distribution of resources. It is not based on laws or regulations, but things work through informal channels where good relations and connections are what counts. Furthermore, the beneficiaries do not know for how long they will be allowed to keep the benefit.

3.3.6 Changes regarding empowerment and HTPs

Has the situation regarding economic empowerment, women trafficking, GBV and HTPs among the target groups in the target areas been improved? Women who have participated in the projects have, as was pointed out above, been economically strengthened. Through business training they have gained knowledge and self-confidence and small credits have provided the necessary start-up capital. As stated above (see section 3.3.3), a rough estimate indicates that between 8,000 and 9,000

¹²³ JeCCDO, Annual report, 2016

¹²⁴ Interview with beneficiaries, 14 March 2017

¹²⁵ li with sub-grantee, 8 March 2017

women have been economically empowered in one way or another through the projects of the sub-grantees of the four umbrellas that work with the issue.¹²⁶

This is an impressive figure, but still a small proportion of all poor and marginalised women in the target areas.

Furthermore, beyond individual testimonies, the effects of the support are not known. Do the majority of the women really have a better situation? And if the answer is yes, are the positive effects still there after five or ten years?

Regarding trafficking, GBV and HTPs there are results, such as decisions to stop practicing FGM in some communities - unclear in how many, though - decreased numbers of early marriages and treatment of fistula victims. Astonishing achievements were reported regarding HTPs and FGM, e.g. CDI reported reduced HTPs by 50%, while MCMDO claimed to have reduced FGM by about 25% in parts of the Somali and SNNP regions. These figures would be sensational if they were validated.

Some interviews indicate increased engagement at community level, e. g. when it comes to reporting rape, violence against children and other sensitive issues – and demanding that responsible government authorities take action.¹²⁷

3.3.7 Influence, knowledge and information

Generally, the target groups have limited influence on decisions taken on GBV and HTPs. Possibly, there is an exception in Afar where MCMDO and UEWCA have reported that by-laws on HTPs have been drafted by communities. Allegedly, these by-laws are applied in formal courts in the area.

Whether these are isolated cases or a more widespread phenomenon is not yet clear from the reports from the umbrellas. UEWCA, however, states that the by-laws are widespread in targeted areas.

At local level the access to information about target issues has improved, at least in some areas and for direct beneficiaries. Staffs of CSOs with a less top-down attitude contribute to this development. For the wider population there is little evidence of

¹²⁶ The estimate is based on information in the umbrellas final reports and other documents

¹²⁷ Interview with SEPDA staff, 12 March, and others

improvements. Some of the sub-grantees work with so-called community conversations that provide some information, though.

3.3.8 Strategic tools, methods or entry points

Few strategic tools, new methods or entry points have been mentioned in the large number of interviews that have been conducted during this evaluation. The projects seem to be implemented in a rather homogeneous way.

An exception is the information centre organised by EPARDA to report on FGM and other violations. EPARDA selected four focal persons in each kebele who were provided with mobile phones so that they can report incidents of GBV and HTP to an information centre. When needed, they can also call for an ambulance. According to EPARDA staff, several incidents of FGM have been stopped thanks to these measures.

4 Conclusions

4.1 OVERALL CONCLUSIONS

Over a three year period, the Swedish civil society support to Ethiopia has funded projects implemented by some hundred sub-grantees of five umbrella organisations, including CBOs of varying size, mass-based associations and small NGOs, some of them regional branches of larger NGOs. The support has reached marginalised areas and groups, as requested in the 2013 call for proposals from the Swedish Embassy. Women have been assisted with business training and credits to start income-generating activities. Illiterate women have got literacy lessons. Girls from low-income families have been enabled to aim for higher education. OVCs have been supported with school materials. Issues relating to GBV, HTPs and trafficking have been addressed

Local civil society organisations (CSOs) have acquired some new skills, primarily regarding organisational capacity; financial management, leadership and monitoring. They have also participated in experience sharing exchanges, which have been highly appreciated.

When it comes to changing structures, roles and traditions, the projects have been too limited and too short-term to have substantial effect. The projects have not, on a more general level, contributed to gender equality, women's economic empowerment and access to education for girls and OVCs. The implementing CBOs have been strengthened, within the realm of the project.

Civil society operations are constrained by the 2009 Charities and Societies Proclamation (ChSP), which for example states that only CSOs that generate 90% of their funding from domestic sources can work on rights issues. In a context of shrinking space for civil society globally, the ChSP has been described as “draconian” and one of the hardest laws in the world in this respect.¹²⁸ Despite this, a

¹²⁸ Carothers, T., the closing space challenges: How are funders responding? 2015

finding of this evaluation is that, at local level, is it possible for civil society to establish good relationships and a fruitful cooperation with local government offices.

4.2 EFFECTIVENESS

Document review and interviews with civil society organisations, beneficiaries and other stakeholders confirm that there are positive results regarding women's economic empowerment, girls' access to education and support to OVCs, to mention the most noticeable areas. Magnitude and quality of many of the results are not easily assessed, however, due to incoherent reporting, mismatch between indicators and outcomes, limited monitoring and absence of analysis. Furthermore, impressive results regarding reductions of GBV, HTPs and FGM are provided, but measurement methods and tools are seldom explained, posing doubt for reliability of the evidence provided.

The projects that are carried out by the CBOs, often with JeCCDO support, mainly consist in material support to OVCs, their mothers/guardians, youth and other vulnerable groups. The CBOs also provided community awareness on the rights of children and women and child protection. JeCCDO claims that this has resulted in increased collaboration with duty bearers, such as police and kebele offices.¹²⁹ IA and its 19 partners that work to enhance girls' access to education use a consolidated log frame where results are reported.. As the objectives are at output level, however, more long-term outcomes are not captured. MCMDO and UEWCA support interventions against FGM and HTPs and CDI works to curtail trafficking and GBV. All three organisations present ambitious objectives and results, e. g. CDI reports reduced HTPs by 50% and MCMDO claims that FGM dropped by 25% in areas of intervention in Somali and SNNPR. One of UEWCA's objectives was to reduce FGM by 30%.

Only a limited number of results matrices, developed by the sub-grantees/partners, appear to have been used in a meaningful way. Umbrella organisations emphasise insufficient capacity as a reason. Another problem seems to be the planning, monitoring and evaluation system. Apparently, if a new support programme to civil society is initiated, there is a need for a model that contributes to learning and is considered useful by umbrellas as well as sub-grantees/partners and at the same time

¹²⁹ JeCCDO, Annual Report, October 2015-September 2016, 2017

makes it possible to assess project progress. The Embassy could probably assist in efforts to move in that direction.

The umbrella organisations provide capacity-building with a focus on project management in a broad sense for their sub-grantees/partners. Especially the opportunities for experience sharing with other CSOs and exposure visits are very appreciated by the sub-grantees.

It is commendable that gender aspects and sexual and reproductive health and rights are included in many of the projects, not least the ones that are about promoting girls' access to higher education. Girls' special needs during menstruation are for example explicitly addressed.

In addition to efforts to secure funding, the organisations use different strategies to ensure sustainability: 1. Work through CBOs, which “by nature” are considered sustainable. 2. Gain strength and bargaining power through the forming of networks and other alliances. 3. Cultivate good relations with local government authorities. 4. Persuade local government bureaus to take over the running of projects.

Some evidence indicates that women's economic empowerment is sustainable, as the women manage to send their children to school, their savings increase, etc. In general, however, sustainability for the beneficiaries is probably limited, due to the short project period and general vulnerability for poor people.

4.3 IMPACT

Despite mistrust between civil society and the state in Ethiopia and the restrictive legal framework for CSOs, umbrellas and sub-grantees financed through the third Sida call were able to establish relationships of mutual trust and confidence with relevant government offices. Using their close contact to local government offices, sub-grantees were able to get resources, e.g. land and office space, and to put pressure on the government to enforce laws. At local level, sub-grantees carved out a space for working on politically sensitive topics and managed to exploit grey zones of the 2009 ChSP, for example through cooperating with the government in the implementation of rights related trainings.

Using unofficial channels to influence government decision making proved more efficient than participating in the official consultation forums between government and CSOs. Although these forums provided an official platform for exchange and discussions and were important for CSOs to be able to express their opinion in a public setting, the outputs were often disappointing and agreements reached were seldom translated into policies.

The close relationship between umbrellas/sub-grantees and government officials and the overlap of public structures with civil society structures cast some doubt as to the ability of CSOs to independently set and pursue their agenda. Some organisations actively struggle for independence, but in many instances, rather than an actor in its

own right, government officials perceive sub-grantees as gap fillers to cover the shortage in public services.

4.4 RELEVANCE

The support has been relevant in relation to the objectives of the call for proposal. In a patriarchal society it has empowered thousands of women economically, kept some 28,000 girls in school instead of being married off and supported OVCs. Direct support to women and girls and awareness-raising has put focus on issues such as GBV, FGM and HTPs and umbrellas claim to have achieved impressive reductions of these phenomena.

CSOs have been strengthened and especially the CBOs have developed, from funeral societies to development actors. Some organisations – and their beneficiaries – have been empowered to take on a more active role in their communities, thereby contributing to a more pluralistic society.

4.5 HUMAN RIGHTS-BASED APPROACH

Due to status of registration (resident charities) many umbrellas and sub-grantees are not allowed to work on rights' issues. Despite this, umbrellas and sub-grantees have indirectly promoted beneficiaries' rights, through reframing rights issues in ways acceptable to the government. Sub-grantees, despite their awareness of people's rights, have only a vague understanding of what HRBA as a concept is or what its operationalisation in projects entails.

All the umbrella organisations provide examples of how they take one or more of the core principles into account at some stage of the programming, but no organisation seems to have applied the approach outlined in the Manual for Applicants¹³⁰ with four core principles to be mainstreamed into planning, implementation and follow-up.

¹³⁰ Embassy of Sweden in Ethiopia, Manual for Applicants, 2013

5 Analysis and recommendations

5.1 RELEVANCE AND EFFECTIVENESS OF OBJECTIVES AND RESULTS FOR THE NEW SWEDISH STRATEGY

The overall objectives of the organisations' projects focused on the following issues: Violence against women, trafficking, girls' access to education, OVCs and youth, FGM and HTPs. Although not one of the overall objectives, all the organisations except IA also addressed women's economic empowerment, as an objective in itself for MCMDO or a means to support OVCs in the case of JeCCDO. In addition, an explicit or implicit objective was to build the capacity of local CSOs (implementing partners).¹³¹ These objectives remain relevant in an Ethiopian context - and for the new Swedish strategy for the country.¹³²

The objectives are primarily relevant in relation to expected contributions under the second of the new Swedish strategy's areas; Strengthened democracy and gender equality and greater respect for human rights. Respect for and access to reproductive health and rights is one of the priorities in this area. This issue has to some extent been addressed during the previous call, framed as "health", with topics ranging from FGM to girls' menstruation. Capacity of civil society to promote openness, accountability and respect for human rights and strengthened democratic accountability and transparency at local level are more difficult topics due to the

¹³¹ These thematic areas are all in line with the 2013 call for proposals: To address marginalized areas and groups, i.e. women, children and youth; strengthen women and youths' economic empowerment and address trafficking, GBV, FGM and HTPs; and to strengthen the role and capacity of civil society and promote a pluralistic society.

¹³² The strategy contains three thematic areas to which it is expected to contribute:

1. Better environment, limited climate impact and greater resilience to environmental impact, climate change and natural disasters.
2. Strengthened democracy and gender equality and greater respect for human rights.
3. Better opportunities and tools to enable poor people to improve their living conditions.

ChSP, However, experience from the last agreement period shows that they can be addressed at local level.

According to the ToR the Embassy considers developing a new support to civil society in the above mentioned area of democracy, gender equality and human rights. If the Embassy wants to broaden its field of operations regarding civil society, it could also consider including the third thematic area of the strategy; Better opportunities and tools to enable poor people to improve their living conditions¹³³. In reality, a considerable part of the activities under the third call appear to have been as much linked to this area as to the one about democracy, gender equality and human rights. In addition, the third thematic area opens up for topics such as sustainable food security and social protection – areas where there might be strong and innovative civil society organisations. Environment and climate - the first area of the strategy - are attractive areas to CSOs, not least because they are less sensitive in the present legal context.

As to relevance and effectiveness of the results the organisations have achieved, it is important to point out this:

Firstly, positive results have been achieved regarding women's economic empowerment, girls' education, awareness-raising about GBV, HTPs, child protection, trafficking and so on (see section 3.3.3). The magnitude and quality of the results are often difficult to assess due to, among others, limited documentation and reporting and lack of systematic monitoring and analysis.

Secondly, the results are primarily at output level. More long-term effects have not materialized – or have not been captured due to insufficient monitoring mechanisms.

Thirdly, results have been achieved for the immediate target groups, not at overall societal level.

¹³³ Contributions such as productive employment and decent working conditions, particularly for women and youth are emphasised. A new invitation to CSOs to submit proposals could also include new themes, such as sustainable agriculture and social protection, which are included under the third heading of the new strategy, thereby, supposedly, encouraging new CSOs with these issues on their agendas to respond to the call.

5.2 RELEVANCE OF THE ENTRY POINTS USED AND MODES OF WORK

Existing entry-points, such as local sub-grantees/partners, woreda and kebele bureaus and schools, remain relevant for the new strategy. The strategy emphasises interventions at regional and local level.

As to mode of work, service delivery has been the main working method of the umbrella organisations and their sub-grantees/partners. This working mode is not a Swedish priority. However, the opportunities to work according to a human rights-based approach are limited due to the ChSP.

Despite this, the umbrella organisations are using different strategies to, at least to some extent, include human rights aspects and objectives in the projects (see section 3.3.2). It is also noteworthy that the CBOs are not covered by the ChSP and can address rights issues.

5.3 RELEVANCE OF COOPERATION PARTNERS FOR THE NEW STRATEGY AND FOR ACHIEVING STRATEGIC RESULTS

The partners are local Ethiopian civil society organisations. Most of them are rather weak and the projects are limited in size. These organisations are still relevant for the new strategy as they constitute the existing civil society in Ethiopia.

The different types of CSOs also have different strengths and weaknesses. In relation to the ChSP and the ChSA they have managed to use the limited space that is provided.

The CBOs are not constrained by the ChSP and do not have to cooperate with the ChSA. They also have legitimacy and are well anchored in their communities; several of them have thousands of members. In addition, they are sustainable; whether they are supported by projects or not, they will continue operating, relying on the resources they have and on voluntary work.

The mass-based organisations and development associations are the ones that are closest linked to the governing party, but they are also the strongest CSOs. They take pride in assisting the government in different ways:

“We have handed over 600 schools to the government. We do a lot, but it is gap-filling,” a representative of the Tigray Development Association says.

On the other hand, the mass-based organisations consider themselves to stand over the ChSP:

“We work with rights ...try to reach the unreached. And we confront those who should do more. We feel free.”

The NGOs are under direct scrutiny of the ChSA and therefore have to be extra careful to follow its rules and regulations. During the evaluation team's field visits there were signs that NGOs were on the decline. Some of the NGOs that were met had cut down their operations in recent years. Due to the ChSP the funding from international donors had decreased.

To achieve strategic results, there might be reason for the Embassy to consider the advantages and disadvantages with different types of partners and consider which ones are best suited to fulfill its ambitions.

Regarding catalytic, policy and systematic change beyond the target groups there is limited room for maneuver in the present Ethiopian context. One of few examples of policy change is the Ethiopian government's decision to use an index on violence (SVI) in all schools in the country (see section 3.1.3).

However, lack of space for civil society is not the only obstacle to work for systematic and policy change. Such transformations also require analysis and strategic thinking as well as a long-term perspective.

5.4 RESULTS ATTAINED IN LINE WITH NEW STRATEGY?

The results attained are in line with the new strategy, but they are mostly at output level; a certain number of women have started income-generating activities, girls have been supported to continue their education, OVCs go to school and so on. The new Swedish strategy also outlines results at structural level, such as access to SRHR and strengthened accountability and transparency.

To take on these challenges would probably demand cooperation with other actors, such as international and national CSOs and UN agencies. Enhanced capacity of civil society organisations, e.g. to focus on long-term results instead of activities, would also be necessary.

5.5 COULD RELEVANCE AND EFFECTIVENESS BE STRENGTHENED? IN WHAT WAY?

Projects that not only consist in service delivery and gap-filling, but address structural problems would strengthen relevance and effectiveness of the new Swedish strategy. However, considering the challenges poor people face there is also room for continued support to OVCs, women's income earning capacity, girls' education, awareness-raising and support to victims of GBV, trafficking, HTPs and so on. Improved planning, with clear and realistic objectives, coherent reporting and systematic monitoring and analysis would improve the opportunities for learning and make the support more relevant and effective.

5.6 RECOMMENDATIONS

5.6.1 ...to the organisations

- Despite present difficulties, the umbrella organisations should initiate a process where attempts are made to elaborate plans and strategies for influencing policy making. This would entail identifying relevant issues as well as formal and informal stakeholders to influence.
- Umbrellas and sub-grantees would benefit from more clearly delineating their agenda from the government's agenda. Therefore, CSOs should try to identify areas of common interest as well as areas where interests do not overlap and to the extent possible, use cooperative activities to introduce their own agenda points.
- Young people are mentioned in the new Swedish strategy. Issues relating to youth, such as education and vocational training, were also addressed in the 2013-2017 programme, but the topic, including child and youth participation, had no prominent place in it. Considering issues that need to be dealt with, such as youth unemployment and migration, the organisations should develop their work with youth, including methods for consulting with youth and integrating their views in the projects.
- To better account for their resource use, as well as for learning purposes, the organisations should – if possible, jointly - develop and implement monitoring and evaluation systems that are useful for all stakeholders, simple and easy to use (see also corresponding recommendation to the Embassy/Sida).
- What does it entail to apply a human rights-based approach (HRBA) in the Ethiopian context? Given the difficulties to implement a HRBA in the current political climate, it would be important to reach an agreement on how the concept can be operationalised to fit the local context. The organisations should invite the Embassy/Sida to jointly explore the issue.

5.6.2to the Embassy/Sida

- While preparing a new invitation to CSOs to submit proposals, the Embassy should consider including new thematic areas, such as sustainable agriculture and social protection, probably also environment and climate, which are included under the third thematic area in the new Swedish strategy.
- The Embassy should consider the advantages and disadvantages with different types of partners - CBOs, mass-based and developmental organisations, NGOs¹³⁴ - and analyse which ones are best suited to contribute to certain parts of the new Swedish strategy.
- To facilitate for the organisations to move from service delivery and short-term activities to more strategic interventions at outcome level, Sida should make sure that sufficient resources for quality capacity development for the umbrella organisations, among others on results based management, exchange of experiences and documentation, are in place.
- As Sida is also involved in other initiatives for support to civil society, such as the CSSP - probably also ESAP next year - efforts should be made to capture synergies and lessons learned from these programmes and find out if they could benefit from exchange of experiences or even cooperation on issues of mutual interest.
- No long-term follow-up on the effects on beneficiaries of the support to civil society appears to have been made. The Embassy/Sida should, together with the umbrella organisations, explore the possibilities to conduct a study on randomly selected samples of different categories of beneficiaries who were supported e. g. five and eight years ago.
- As the context is complicated, results are often slow to materialize and the work to monitor and evaluate achievements needs time to be developed. In view of this, a longer agreement period should be considered.

¹³⁴ Different types of CSOs differ in their respective relationship with the government. This has to be taken into account when selecting partners for the implementation of the new Swedish strategy.

Annex 1 – Terms of Reference

Terms of Reference for the evaluation of 3rd Call off of Civil society support through umbrella organisations 2013-2017

Date: 2016-12-06

Case number: UM2016/10203/ADDI

1. BACKGROUND

Sweden has decided on a new strategy for development cooperation with Ethiopia 2016-2020. In the new strategy there will be continued focus on support to civil society in order to promote openness, accountability and greater respect for human rights. The strategy further aims at contributing to strengthen democratic accountability and transparency at local level, where civil society may play an important role.

The Evaluation is an end-evaluation of interventions under a call-off made by Embassy of Sweden in Addis Ababa. Five contributions are concerned. Some have finalised their implementation with Swedish funds or are in the last stage of implementation.

In 2011, a review of the Umbrella facility was done. Many recommendations and lessons learned from the review were taken into account for the period now due for evaluation.¹³⁵

In 2013 the bilateral section decided to invite CSOs to submit proposals. It was the third such call.

This time an effort was made to have fewer and larger contributions.

“The primary purpose of this call for proposal is to invite umbrella organisations to contribute to the following overall objectives of Programme:

1. Strengthening the role of capacity of civil society and promote a pluralistic society.
2. Address marginalized areas and groups: i.e. women, children and youth, as well as gender equality, strengthening women’s and youth’s economic empowerment, and addressing harmful traditional practices and gender based violence.”¹³⁶

After a rigorous selection, 6 organisations were chosen. These were “umbrellas” meaning that they were sub-granting in one or another way. In the process, one organization did not manage to live up to the expected standards and the cooperation was interrupted.

Five projects with five umbrella organisations:

1. *Mothers and Children Multisectoral Development Organization, MCMDO*

Combating Harmful Traditional Practices, FGM. GBV and Gender Inequality

2013-12 – 2016-12

SEK 10 000 000

2. *Centre for Development Initiatives, CDI*

Curtailling Illicit Child/Women Trafficking, Fighting violence against Women

2013-12 – 2016-12

SEK 10 000 000

¹³⁵ Review of the Swedish Civil Society Organization (CSOs) Cooperation Programme in Ethiopia, April 2011

¹³⁶ Embassy of Sweden, Civil Society Organisation Umbrella Cooperation Programme – (2013-15), Manual for Applicants, 11 June 2013

3. *Union of Ethiopian Women's Charitable Associations, UECWA*

Empowerment of Women and Girls, Fight Against FGM & and other HTPs

2013-12 – 2016-12 SEK 10 000 000

4. *Jerusalem Children and Community Development Organisation, JeCCDO*

Community-based Support Programme for Orphans and Vulnerable Children

2014-07 – 2017-12 SEK 15 000 000

5. *Initiative Africa*

Empowering Girls Building Communities

2014-07 – 2017-12 SEK 16 000 000

This makes a total of MSEK 61.

The organisations have suffered losses due to exchange rate-changes, to a higher degree the ones that came on board later.

Each of the five umbrella organisations have their own objectives, methods and intervention logic. Results can therefore not be compared in a straight forward way. In several different ways, the organisations have proposed, and are working on, specific problems that relate in different ways to the main objective of the call-off.

General context of implementation

The landscape of civil society organisations in Ethiopia is particular. It has to do with limited space for CSOs historically, interrupted by a spell of more space around the turn of the century. 2009 the situation became difficult when the Government of Ethiopia decided on a very precise, limiting and restrictive rules for CSO-activity in relation to registration and funding etc. There is a very limited space for international NGOs to work at all in Ethiopia, and only “service-delivery” can be funded from outside. It has thus been important for Sweden to use service delivery activities to strengthen rights in combination with a human rights based approach.

2. EVALUATION PURPOSE

The purposes of this evaluation are twofold. One part is assessing/evaluating the period 2013-2017 and the second part of the evaluation is forward looking with particular focus on the relevance of objectives and entry points, modes of work and type of cooperation partners in relation to the new Swedish Strategy for its development cooperation with Ethiopia. The evaluation covers the so called Third Call for proposal, covering the period of 2013-2017. The evaluation will be used by

the Embassy and the organisations to increase the learning, knowledge and understanding on what and how results are achieved in the difficult context prevailing in Ethiopia plus form the basis for the design of a new support in the area of "Strengthened democracy and gender equality, and greater respect for human rights" outlined in the Swedish Strategy for Development Cooperation with Ethiopia in general and the below specific areas in the Strategy;

1. Strengthen rule of law
2. Strengthen democratic accountability and transparency at local level
3. Strengthened capacity of civil society to promote openness, accountability and greater respect for human rights
4. Increased respect for and access to sexual and reproductive health and rights (SRHR)

The purpose of the first part of the end-evaluation is;

1. to document and analyse the results and the sustainability of those of the current Third Call-off interventions by Civil Society Organisations. Sustainability is the capacity of the subgrantees to continue with their work, and for the beneficiaries, if their lives have been improved in a way that is reasonably sustainable.

The purpose of the second part of the end-evaluation is to;

2. to analyse the relevance of the results and modes of working of these organisations given that Sweden has a new strategy for its development cooperation in Ethiopia which partly gives new goals, new directions, introduces new modes of work, broadens the type of cooperation with partners and other instructions. It is important to recognise that the five organisations apply different modes/ways of working.

3. EVALUATION QUESTIONS

The purpose of the evaluation with regards to point 1 above is to evaluate:

- Effectiveness

Did the organisations meet the objectives of their respective interventions? Were they able to deliver expected results? Focus will be on how they built the strength and capacity of the sub-grantees, and the delivery of results of the organisation's respective key areas? What strategies have the organisations put in place to achieve sustainability? What major internal and external factors have impacted on effectiveness?

- Impact

How has the relationship and trust building and confidence between the organisations, subgrantees and the Government structures evolved? To what extent are the organisations playing a facilitating role to influence policy makers

and local governments? To what extent have the organizations contributed to/influenced government policies through the projects?

- Relevance

Has the interventions produced relevant results in relation to the purpose of call-off document (Sida-CSO supported Programme (2013-2017))? Of particular importance is to know if a Human Rights Based Approach (HRBA) has been applied.

- In what aspects based on above principals (purpose of Call-off document and HRBA) have strongest results been achieved?
- Has the role and influence of the civil society been strengthened, has the support contributed to a more pluralistic society in the target areas?
- Has the participation of the target group (vulnerable groups) in different fora in the target areas changed/increased?
- Has accountability of decision-makers in the target areas towards the target groups increased/improved?
- Has the situation regarding economic empowerment, women trafficking, gender based violence and harmful traditions among the target groups in the target areas been changed/improved?
- Have the target groups had any influence on decisions taken on gender based violence and harmful traditions?
- Have knowledge and understanding on the issues of gender equality, women's economic empowerment, gender based violence and harmful traditions been improved among decision makers in the target areas?
- Has access to information at the local level on the target issues been improved?
- How has potential change been achieved? Has there been any strategic tools/methods/entry points instrumental for achieving the results?

The purpose of the evaluation with regards to point 2 above is to analyse and provide recommendations on:

- Relevance and effectiveness

To what extent are the objectives of the organisations and the results they have achieved relevant and effective for the new Swedish strategy for development cooperation with Ethiopia 2016-2020?

To what extent are the entry points used and modes of work as yet relevant for the new strategy?

To what extent are the type of cooperation partners the CSOs collaborate with as yet relevant for the new strategy and for achieving strategic results and/or have catalytic, policy, systemic change beyond the target area?

How are the results attained in line with the new strategy?

Could relevance and effectiveness be strengthened? In what way?

4. DELIMITATIONS

The relationship between the Embassy and the Umbrella organisations and the formal set-up of the modality should not be dealt with as such.

This is a broad and extensive evaluation of five partners and far more number of sub-grantees. The evaluation will have to be strategic and be based on clustering and samples. Not all areas and regions and sub-grantees can be visited and assessed.

The evaluators should propose a mode for limitation in the inception report.

5. APPROACH AND METHOD

The approach should be a combination of a desk-study and a field study. It should be based on samples, and making comparisons of the findings on the field with the documents, such as the reports of the organisations, and of course the original proposals, the new Strategy and the operationalisation document developed by the Embassy.

It is to be noted that the organisations taken together have activities in all regions of Ethiopia. The field work must thus be planned in a smart way to cover key activities of the organisations. The five organisations use different working-methods, and have different types of capacity themselves.

It is suggested that the team works out a method for the field-work and the collection of data.

The method and proposed delimitations should be presented in an inception report, submitted at the latest after the two first weeks of the assignment.

6. STAKEHOLDER INVOLVEMENT

The field work will start with individual meetings with each organization at its' HQ, and from there on they will host the evaluator at field-level. At the end of the field-work there will be a joint meeting, between the evaluators, the Embassy and the organisations, where preliminary findings will be discussed. When required, a joint meeting can be held before starting the field work. Each organization should select a contact person to liaise with the evaluation team.

7. EVALUATION QUALITY

All Sida evaluations shall conform to OECD/DAC's Quality Standards for Development Evaluation. The related glossary shall be used.

The evaluators shall specify how quality assurance will be handled by them during the evaluation process.

8. TIME SCHEDULE, REPORTING AND COMMUNICATION

The consultancy shall start no later than 31 January 2017.

The inception report shall be submitted to the Embassy of Sweden in Ethiopia no later than 15 February 2017.

Draft report shall be submitted to the Embassy of Sweden no later than 30 April 2017.

The final version of the report should be submitted to the Embassy and the organisations at the latest 20 June 2017.

The evaluators shall, upon approval of the final report by Sida, insert the report into the Sida template for decentralised evaluations and submit it to Sida's consultant responsible for Sida's graphic profile (Sitrus) for publication and release in the Sida publication data base.

The report shall be written in the English language. It shall have a clear structure, presenting the findings per organisation. The analysis of the findings can be consolidated, the analysis should be contextual, using the evaluation questions listed in these ToRs.

The report shall have maximum 50 pages excluding attachments. It shall be written in Word, (size 12 points and with 1.5 spacing and font Arial/New Times Roman) as long as it is a draft. The consultant may wish to save PDF-versions as the work is proceeding.

Recommendations should be given to the organisations, on the basis of findings, primarily on methods to work with the target groups and sub-grantees.

Recommendations may be given to Sida on how to work with civil society for poverty alleviation and strengthening of democracy, human rights and gender equality in the future, taking into account the legal environment in the country.

9. RESOURCES

The total budget for the consultancy amounts to SEK 1 500 000.

10. EVALUATION TEAM QUALIFICATION

The required qualifications of the evaluation team are (see Call-off Inquiry):

- Extensive experience of evaluations with field work, with particular focus on the targets issues.
Extensive experience of evaluations of CSO-projects including community based sub-granting and capacity building as an important component.
Extensive Experience in Governance and Accountability.
- Experience in Organizational and Institutional Development (OD) and Community Based Development.

- Gender equality expertise.
Experience from Ethiopia.
Fluency in speaking and reading Amharic and other local languages.

Appendices

1. Embassy of Sweden, Civil Society Organisation Umbrella Cooperation Programme – (2013-2015), Manual for Applicants
2. Review of the Swedish Civil Society Organization (CSOs) Cooperation Programme in Ethiopia, 2011
3. Results strategy for Sweden's Development cooperation with Ethiopia, 2016-2012
4. Operationazation plan for Sweden's Strategy for Development Cooperation with Ethiopia, 2016-2020
5. List of cooperation partners/grantees of the organisations.

Annex 2 – References

- Burgess, Gemma Lucy. “When the Personal Becomes Political: Using Legal Reform to Combat Violence against Women in Ethiopia.” *Gender, Place & Culture* 19, no. 2 (April 1, 2012): 153–74.
- Carothers, T., *The Closing Space Challenge: How are Funders Responding?* 2015
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- CDI, Mid-term review, 2015
- CDI, Project results, progress and financial completion report on curtailing illicit child/women trafficking and fighting violence against women by supporting girls’ education and strengthen the institutional capacity of CBOS, 2016
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- Initiative Africa, Baseline report, 2014
- Initiative Africa, Empowering young girls – building communities, Compiled Logical Framework, 2015
- Initiative Africa, Empowering young girls – building communities, Second Annual Report, 2016
- JeCCDO, Profile of community-based organisations supported by JeCCDO, 2013
- JeCCDO, Programme outcomes, undated
- JeCCDO, Annual report, October 2015 - December 2016
- JeCCDO, Result assessment framework, undated
- JeCCDO, Summary of Results Based Monitoring and Results, undated

- MCMDO, Annual report, 2015
- MCMDO, Baseline survey, 2014
- MCMDO, Mid-term Review Report, 2015
- MCMDO, Result assessment framework, undated
- NEDICO, Ethiopia Civil Society Support Programme - Final Evaluation, 2016
- Negarit Gazeta of the Federal Democratic Republic of Ethiopia, Proclamation No. 621. “Charities and Societies Proclamation No. 621, February 13, 2009
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- Sida, Review of Swedish Civil Society Cooperation Programme in Ethiopia, 2011.
- Tigray Development Association, Project Report, Growing Thinking School Inside Out; empowering young girls, 2017
- TTMC Management consultancy & training service Pvt Ltd, Baseline survey of the JeCCDO-Sida “community-based orphans and vulnerable children protection, care and support through capacity development of CBOS project, 2012
- UEWCA, Empowerment of Women/Girls and fight against FGM and other HTPs, Sub-grantees logical framework for 2015-2016
- UEWCA, Exit Strategy, undated
- UEWCA, Final program activities and financial performance report, 2016
- UEWCA, Revised logical frame work from 2013-2016 program period
- UEWCA, Field visit report, 2015
- UEWCA, Base line survey report (undated)

Annex 3 – List of interviewees

Name	Position	Organisation	Date of interview
Abdulmalik Gemada	Field Officer	Action for Basic Development Initiative (ABDI), CDI Umbrella, Adala town, Oromia	March 15, 2017
Abe Sema	Property Administration	Addis Ketema Newarioch Mahebereseb Lemat Bego Aderagot Maheber, JeCCDO Umbrella, Bahir Dar, Amhara	March 14, 2017
Abebaw Deribew	Program Manager	Action for Basic Development Initiative(ABDI), CDI Umbrella, Adala town, Oromia	March 15, 2017
Abebaw Gebrehanna,	Executive Director	South Ethiopian People's Development Association (SEPDA), MCMDO Umbrella, Hawassa, SNNPRS	March 14, 2017
Abebe Birele	Chair person	Goh Lehulum Mahebereseb Lemat Maheber,JeCCDO Umbrella, Bahir Dar, Amhara	March 15, 2017
Abebe Mekonnen	Supervisor	School Community, Development Expertise Center, Initiative Africa Umbrella, Bahir Dar, Amhara	March 13, 2017
Admasu Abebe	Finance	Addis Ketema Iddiroch office, JeCCDO, Addis Ababa	March 14, 2017
Agegnehu Worku	Youth Affairs	Enibra Cluster Level Association, JeCCDO Umbrella, Hawassa, SNNPRS	March 16, 2017
Agere Bogale	Community Facilitator	Fana Mahebereseb Lemat Maheber, JeCCDO Umbrella, Bahir Dar, Amhara	March 15, 2017
Agonafir Tekele	Volunteer and purchasing	Debre Markos Ketema Iddiroch Hiberet Bego Aderagot Maheber JeCCDO Umbrella, Amhara	March 17, 2017
Akberet Giorgis	Secretary	Addis Ketema Newarioch Mahebereseb Lemat Bego Aderagot Maheber, JeCCDO Umbrella, Bahir Dar, Amhara	March 14, 2017
Alem Ayalew	Finance Officer	Meseret Humanitarian Organization, UEWCA Umbrella, Addis Ababa	March 9, 2017

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Almay Tamelat	Orphans department and conflict resolution	Enibra Cluster Level Association, JeCCDO Umbrella, Hawassa, SNNPRS	March 16, 2017
Aman Wabe	Executive Director	Action for Basic Development Initiative (ABDI), CDI Umbrella, Adala town	March 15, 2017
Amina Alefeso	Member	Jalala Women’s Group, CDI Umbrella, Shemeshemen	March 15, 2017
Anette Dahlström	Counsellor, Human Rights, Democracy and Gender Bilateral Development Cooperation	Embassy of Sweden, Addis Ababa	March 6, 2017
Angwash Aneley	Volunteer	Addis Ketema Newarioch Mahebereseb Lemat Bego Aderagot Maheber, JeCCDO, Bahir Dar, Amhara	March 14, 2017
Annika Nordin Jayawardena	Minister Counsellor, Deputy Head of Mission, Head of Development Cooperation section	Embassy of Sweden, Addis Ababa	March, 2017
Asefa Serbesa	Member	Shameshemen Kebele 03, CDI Umbrella, Oromia	March 16, 2017
Ashenaafi Donut	Volunteer	Enibra Cluster Level Association	March 16, 2017
Askalu Mulugeta	Secretary and Finance	Fana	March 15, 2017
Aster Zewdie	Director	Ethiopian National Association for the Blind (ENAB), Initiative Africa Umbrella, Addis Ababa	Undated
Ato Aman Nuri	Processor women’s and children’s affairs	Government Representative, Asela, Oromia	March 16, 2017
Ato Tolossa Wogie	Labor and social affairs, process owner	Government Representative, Asela, Oromia	March 16, 2017
Atsede Eshetie	Teacher and girls club facilitator	School Community, Development Expertise Center, Initiative Africa Umbrella, Bahir Dar, Amhara	March 13, 2017
Ayalech Faarta	Property	Enibra Cluster Level Association, JeCCDO Umbrella, Hawassa,	March 16, 2017

		SNNPRS	
Ayele Engidaw	Director	School Community, Development Expertise Center, Initiative Africa Umbrella, Bahir Dar, Amhara	March 13, 2017
Aynalem Dejene	Volunteer	Addis Ketema Newarioch Mahebereseb Lemat Bego Aderagot Maheber, JeCCDO Umbrella, Bahir Dar, Amhara	March 14, 2017
Aynalem Tafere	Area manager	Development Expertise Center, IA Bahir Dar, Amhara	March 14, 2017
Azeb Kelemework	Executive Director	UEWCA head office Addis Ababa	March 7, 2017
Bayadigelegn Getaneh	project officer	Ghion Development Association, Initiative Africa Umbrella, Debre Markos, Amhara	March 16, 2017
Bayu Zenebe	Member	Shameshemen Kebele 03, CDI Umbrella, Oromia	March 16, 2017
Bedgatu Dembu	Member	Jalala Women's Group, CDI Umbrella, Shemesemen, Oromia	March 15, 2017
Bemnet Behailu	Program manager at head office in Addis	New Millennium Hope Development Organization, UEWCA Umbrella , Axum, Tigray	March 12, 2017
Binyam Aterse	Project Officer	South Ethiopian People's Development Association (SEPDA), MCMDO Umbrella, Hawassa, SNNPRS	March 12, 2017
Biruk Tamene	Finance Manager	MCMDO, Addis Ababa	March 8, 2017
Bizuwork Ketete	Senior Governance Program Manager	Irish Aid Addis	March 9, 2017
Chanu Tekhema	Treasurer	Enibra Cluster Level Association, JeCCDO Umbrella, Hawassa, SNNPRS	March 16, 2017
Dagnachew Derso	Program Coordinator	Fana Mahebereseb Lemat Maheber, JeCCDO Umbrella, Bahir Dar, Amhara	March 15, 2017
Dagnaw Alemu	Finance	Addis Ketema Newarioch Mahebereseb Lemat Bego Aderagot Maheber, JeCCDO Umbrella, Bahir Dar, Amhara	March 14, 2017
Desalegn Ayalew	Supervisor, Secondary Schools,	Government representative, Debre Markos, Amhara	March 16, 2017

	Education bureau		
Desda Mano	Finance officer	Initiative Africa, Addis Ababa	March 7, 2017
Dinke Tahila	Vice Chair	Enibra Cluster Level Association, JeCCDO Umbrella, Hawassa, SNNPRS	March 16, 2017
Direse Kassa	Property Administration	Goh Lehulum Mahebereseb Lemat Maheber, JeCCDO Umbrella, Bahir Dar, Amhara	March 15, 2017
Duncti Nugesso	Member	Jalala Women's Group, CDI Umbrella, Shemeshemen, Oromia	March 15, 2017
Endegenet Teshome,	Head women's and Children's affairs	Government Representative, Asela, Oromia	March 16, 2017
Engida Gebeyehu	Information, planning and project expert, Education Bureau	Government Representative, Bahir Dar, Amhara	March 14, 2017
Estibel Tesfa,	Deputy administrator of the sub-city (kebele)	Government Representative, Bahir Dar, Amhara	March 14, 2017
Fatuma Hirpho	Member	Jalala Women's Group, CDI Umbrella, Shemeshemen, Oromia	March 15, 2017
Fentanesh Yeshganew	Volunteer	Addis Ketema Newarioch Mahebereseb Lemat Bego Aderagot Maheber, JeCCDO Umbrella, Bahir Dar, Amhara	March 14, 2017
Fikirte Zewdu	Project staff	UEWCA Head office Addis Ababa	March 7, 2017
Fishetu Shira	Vice Chairman	Shameshemen Kebele 03, CDI Umbrella, Oromia	March 16, 2017
Fisseha Mezgebu	Grant Manager	MCMDO, Addis Ababa	March 8, 2017
Gebeyehu Biyadegelegn	Deputy Chairperson	Addis Ketema Newarioch Mahebereseb Lemat Bego Aderagot Maheber, JeCCDO Umbrella, Bahir Dar, Amhara	March 14, 2017
Gedo Harlu	Member	Jalala Women's Group, CDI Umbrella, Shemeshemen, Oromia	March 15, 2017
Genet Gubena	Member of the Board	Fana Mahebereseb Lemat Maheber, JeCCDO Umbrella, Bahir Dar, Amhara	March 15, 2017

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Geneth Negash	Executive committee member	Addis Ketema woreda, JeCCDO Umbrella, Addis Abeba	March 10,2017
Getachew Ayalew	Secretary	Debre Markos Ketema Iddiroch Hiberet Bego Aderagot Maheber JeCCDO Umbrella, Amhara	March 17, 2017
Girma Kebede Bolsa	Team leader	Government Representative, Sheshemane, Oromia	March 14, 2017
Girma Kebede,	Team Leader, Labour and Social Affairs	Local Government, Sheshamane district, Oromia	March 17, 2017
Girum Hailu	Committee Member	Shameshemen Kebele 03,CDI Umbrella, Oromia	March 16, 2017
Haile Wolde	Executive committee member	Addis Ketema woreda, JeCCDO Umbrella, Addis Abeba	March 10,2017
Haimanot Mengiatu	Commnity Facilitator	Goh Lehulum Mahebereseb Lemat Maheber,JeCCDO Umbrella, Bahir Dar, Amhara	March 15, 2017
Hairmanot Gradalemu	Secretary	Enibra Cluster Level Association, JeCCDO Umbrella, Hawassa, SNNPRS	March 16, 2017
Hassan Worku	Finance	Debre Markos Ketema Iddiroch Hiberet Bego Aderagot Maheber JeCCDO Umbrella, Amhara	March 17, 2017
Isehai Benti	Executive committee member	Addis Ketema woreda, JeCCDO Umbrella, Addis Abeba	March 10,2017
Kebede Debela	Project Staff	CDI Office, Addis Ababa	March 6, 2017
Kebour Ghenna	Executive director	Initiative Africa, Addis Ababa	March 7, 2017
Kefaliw Gashaw	Teacher and representative from the teacher-parent-student association	School Community, Development Expertise Center, Initiative Africa Umbrella, Bahir Dar, Amhara	March 13, 2017
Kifle Cherinet	Member	Shameshemen Kebele 03,CDI Umbrella, Oromia	March 16, 2017
Leul Wondemeneh	Program manager	Initiative Africa, Addis Ababa	March 7, 2017
Lewam Yohannes	Project staff	UEWCA head office Addis Ababa	March 7,2017
Mastewal Admas	Community Facilitator	Goh Lehulum Mahebereseb Lemat Maheber,JeCCDO Umbrella, Bahir Dar, Amhara	March 15, 2017

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Mathu Baburi	Chairperson	Jalala Women's Group, CDI Umbrella, Shemeshem	March 15, 2017
Meheret Desta	Child care and support, women's and children's affairs office	Government Representative, Sheshemane	March 14, 2017
Mekonnen Koji	Project Staff	CDI Office, Addis Ababa	March 6, 2017
Menbere woldehiwot	Director	UEWCA head office Addis Ababa	March 7, 2017
Mengiste Amare	Finance	Goh Lehulum Mahebereseb Lemat Maheber, JeCCDO Umbrella, Bahir Dar, Amhara	March 15, 2017
Meseret Adjage	Executive Director	Meseret Humanitarian Organization, UEWCA Umbrella, Addis Ababa	March 9, 2017
Meseret Azage	Executive Director	Meseret Humanitarian Organization, UEWCA Umbrella, Addis Ababa	March 10, 2017
Meseret Mola	External Resource and NGO managing officer, BoFED	Government representative, Debre Markos, Amhara	March 16, 2017
Meseret Tesera	Vice Director of School	School Community, Development Expertise Center, Initiative Africa Umbrella, Bahir Dar, Amhara	March 13, 2017
Mesfin Afwork	Psychologist	School Community, Center of Concern (CoC), Initiative Africa Umbrella, Hawassa, SNNPRS	March 14, 2017
Mesfin Tegenie	Program Director	Meseret Humanitarian Organization, UEWCA Umbrella, Addis Ababa	March 9, 2017
Miesso Nebi	Project Staff	CDI Office, Addis Ababa	March 6, 2017
Miheret Hunde	Officer in the Wereda Women and Children Affairs Bureau	Government Representative, Addis Ketema Iddiroch, Addis Ababa	March 10, 2017
Mihret Desta	Child Care and Support Unit	Local Government, Sheshamane district, Oromia	March 17, 2017
Misgana Kifle	Program Officer, Governance	Irish Aid, Addis	March 9, 2017
Miskir Argaw	Chair person	Addis Ketema Newarioch Mahebereseb Lemat Bego Aderagot Maheber, JeCCDO Umbrella, Bahir Dar, Amhara	March 14, 2017

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Mitku Demoz	Programme coordinator	New Millennium Hope Development Organization, UEWCA Umbrella , Axum, Tigray	March 12, 2017
Bekeliech Demeste	Director	Save Generation Development Association(SGDA), UEWCA Umbrella, Oromia	March 17, 2017
Msahlet Yuebeka	Project officer	Initiative Africa, Addis Ababa	March 7, 2017
Muhabaw Assefa	Physics teacher	School Community, Development Expertise Center, Initiative Africa Umbrella, Bahir Dar, Amhara	March 13, 2017
Mulu Mazengia	Preparation, monitoring and evaluation expert, Women and children's Affairs	Government Representative, Bahir Dar, Amhara	March 14, 2017
Mulugeta Gebru	Executive Director	JeCCDO, Addis Ababa	March 8, 2017
Muritu Gutu	Member	Jalala Women's Group, CDI Umbrella, Shemeshemen, Oromia	March 15, 2017
Negus Kebedom	Director	Tigray Development Association, Initiative Africa Umbrella, Axum, Tigray	March 13,2017
Obsitu Lufa	Member	Jalala Women's Group, CDI Umbrella, Shemeshemen, Oromia	March 15, 2017
Roman Nani Kifle	Director General	MCMDO, Addis Ababa	March 8, 2017
Samuel Obola	Member	Shameshemen Kebele 03,CDI Umbrella, Oromia	March 16, 2017
Serkaddis Muluneh	Girls Club Facilitator and focal person for the project	School Community, Development Expertise Center, Initiative Africa Umbrella, Bahir Dar, Amhara	March 13, 2017
Shamsiya Meliyi,	Head of Women and Children Affairs Officer	Local Government, Sheshamane district, Oromia	March 17, 2017
Shemsia Woleyee	Head of women's and children's affairs	Government Representative, Sheshemane, Oromia	March 14, 2017
Shumba Mude	Member	Jalala Women's Group, CDI Umbrella, Shemeshemen, Oromia	March 15, 2017

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Sisay Mammo	Head of inclusive education department	Ethiopian National Association for the Blind (ENAB), Initiative Africa Umbrella, Addis Ababa	Undated
Solomon Gebeyehu	Planning and Budgeting Officer, BoFED	Government representative, Debre Markos, Amhara	March 16, 2017
Sultan Ismu	General manager	Ethiopian National Association for the Blind (ENAB), Initiative Africa Umbrella, Addis Ababa	Undated
Tariku Michael	Volunteer	Addis Ketema worda, JeCCDO Umbrella, Addis Ababa	March 10, 2017
Tayech Berhane	Chairperson	Enibra Cluster Level Association, JeCCDO Umbrella, Hawassa, SNNPRS	March 16, 2017
Tefera Abate	Chair person	Fana Maheberesheb Lemat Maheber, JeCCDO Umbrella, Bahir Dar, Amhara	March 15, 2017
Temedke Worechi	Chairman	Shameshemen Kebele 03, CDI Umbrella, Oromia	March 16, 2017
Teshome Worku	Member	Shameshemen Kebele 03, CDI Umbrella, Oromia	March 16, 2017
Tilahun Daira	Youth Affairs	Enibra Cluster Level Association, JeCCDO Umbrella, Hawassa, SNNPRS	March 16, 2017
Tilahun Tareken	SG	Ethiopian Teachers Association (ETA) HQ, Initiative Africa Umbrella, Addis Ababa	March 9, 2017
Tilahun Yihun	Volunteer and purchasing	Debre Markos Ketema Iddiroch Hiberet Bego Aderagot Maheber JeCCDO Umbrella, Amhara	March 17, 2017
Tirubirhan Getnet,	Executive Directress	Good Samaritan Association (GSA), UEWCA Umbrella, Addis Ababa	March 8, 2017
Tizita Baburi	Member	Jalala Women's Group, CDI Umbrella, Shemesemen, Oromia	March 15, 2017
Werku Negatu	Deputy Chair person	Goh Lehulum Maheberesheb Lemat Maheber, JeCCDO Umbrella, Bahir Dar, Amhara	March 15, 2017
Wilu Liker	Vollunteeer	Enibra Cluster Level Association, JeCCDO Umbrella, Hawassa, SNNPRS	March 16, 2017
Wondimu Bekele	Chair person	Debre Markos Ketema Iddiroch Hiberet Bego Aderagot Maheber JeCCDO Umbrella, Amhara	March 17, 2017

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Worku Zewdu	Procurement	Addis Ketema Newarioch Mahebereseb Lemat Bego Aderagot Maheber, JeCCDO Umbrella, Bahir Dar, Amhara	March 14, 2017
Wube Tekeste	Purchasing	Debre Markos Ketema Iddiroch Hiberet Bego Aderagot Maheber JeCCDO Umbrella, Amhara	March 17, 2017
Yaregal Mandefro	Cashier	Goh Lehulum Mahebereseb Lemat Maheber, JeCCDO Umbrella, Bahir Dar, Amhara	March 15, 2017
Yehualashet G/Michael	Program manager	Initiative Africa, Addis Ababa	March 7, 2017
Yemate Teshager	Accountant	Fana Mahebereseb Lemat Maheber, JeCCDO Umbrella, Bahir Dar, Amhara	March 15, 2017
Yilma Zergaw	Chair of the ex com	Addis Ketema woreda, JeCCDO Umbrella, Addis Ababa	March 10, 2017
Yohanes Benti	President	Ethiopian Teachers Association (ETA) HQ, Initiative Africa Umbrella, Addis Ababa	March 9, 2017
Yohannes Abate	Deputy Chair person	Debre Markos Ketema Iddiroch Hiberet Bego Aderagot Maheber JeCCDO Umbrella, Amhara	March 17, 2017
Yohannes Wolde	Member	Shameshemen Kebele 03, CDI Umbrella, Oromia	March 16, 2017
Yohannes Yayerad	Teacher and former Supervisor of Secondary Schools	Government representative, Debre Markos, Amhara	March 16, 2017
Yonas Mitiku	Project staff	UEWCA head office Addis Ababa	March 7, 2017
Yonos Teter	Project officer	Initiative Africa, Addis Ababa	March 7, 2017

Group interviews with beneficiaries

Action for Basic Development Initiative (ABDI), (CDI) Kofele, Oromia, interview with beneficiaries	March 13, 2017
Action for Basic Development Initiative (ABDI), (CDI) Kofele Oromia, interview with youth	March 13, 2017
Addis Ketema Newarioch Mahebereseb Lemat Bego Aderagot Maheber (JeCCDO) Bahir Dar, Amhara, interview with female beneficiaries	March 14, 2017
Addis Ketema Iddiroch Office (woreda 7-8) (JeCCDO)	

Addis Ababa, interview with beneficiaries	March 10, 2017
Asela Town Iddir Association, (CDI)	
Asela, Oromia, interview with female beneficiaries	March 16, 2017
Association for the Blind, (AI)	
Addis Ababa, interview with beneficiaries	March 9, 2017
Centre of Concern, (IA)	
Hwassa, SNNPR, Interview with youth	March 14, 2017
Development Expertise Center (IA)	
Bahir Dar, Amhara, interview with female students	March 13, 2017
Enibra Cluster Level Association (JeCCDO)	
Hawassa, SNNPR, interview with beneficiaries	March 15, 2017
Good Samaritan Association (UEWCA)	
Addis Ababa, interview with beneficiaries	March 8, 2017
Ghion Development Aid Organisation, (IA)	
Debre Markos, Amhara, interview with female students	March 16, 2017
Jalala Women's Group (CDI)	
Shashemene, Oromia, interview with female beneficiaries	March 14, 2017
Meseret Humanitarian Organization, (UEWCA)	
Addis Ababa, female beneficiaries	March 9, 2017
Meseret Humanitarian Organization, (UEWCA)	
Addis Ababa, youth	March 9, 2017
New Millennium Hope Development Organisation (UEWCA)	
Axum, Tigray, interview with members of agriculture cooperative	March 12, 2017
New Millennium Hope Development Organisation (UEWCA)	
Axum Tigray, interview with beneficiaries	March 12, 2017
New Millennium Hope Development Organisation (UEWCA)	
Interview with female students, Axum, Tigray	March 12, 2017
Save Generation Development Association (SGDA) (UEWCA)	
Wonji, Oromia, female beneficiaries	March 17, 2017
Shashemne Kebele 03, (CDI)	
Shashemene, Oromia, interview with beneficiaries	March 16, 2017
Tigray Development association, (IA)	
Interview with female students, Axum, Tigray	March 13, 2017

Note: A total of approximately 240 adults were interviewed, of which 150 were females and 90 were males. In addition a total of almost 70 boys and girls were interviewed in focus group discussions. These were about 50 girls and 20 boys.

Annex 4 – Interview guides

EVALUATION OF THE 3RD CALL OFF OF CIVIL SOCIETY SUPPORT THROUGH UMBRELLA ORGANISATIONS 2013-2017

TOOL 1: INTERVIEW GUIDE – UMBRELLA ORGANISATIONS

Introduction

1. Briefly describe your organisation; when was it started, how has it developed, what characterises it now?
2. What category according to the Charities and societies proclamation, is it in?
 - Ethiopian charities and societies,
 - Ethiopian resident charities and societies,
 - Foreign charities, or
 - Religious organisations, CBOs, such as Iddis and Iqub¹³⁷s, and international organisations with Government agreement (The proclamation does not apply to this category.)
3. Areas of work (themes, geographic coverage)
4. Participation in Civil society support through umbrella organisations since when?
5. How many sub-grantees do you have? Any CBOs among them? How are the sub-grantees selected?

Effectiveness

(Application, annual reports and log frames to be studied before the interview)

¹³⁷ *Iqub* is an association of people having common objectives of mobilizing resources, especially finance, and distributing it to members on rotating basis. *Idir* is an association of people that have the objective of providing social and economic insurance for the members in the events of death, accident, damages to property, among others. In the case of funeral, *Idir* serves as funeral insurance where community members elect their leaders, contribute resources either in kind or in cash and support the mourning member.

6. Describe the capacity building of sub-grantees. How are needs identified? What measures; individual or same for all? How do sub-grantees respond? Any difficulties encountered in this regard?
7. Are there outcomes or outputs about gender equality in the log frame? Is the issue followed up in the annual reports? Are figures, for instance participation in activities, disaggregated on men and women? What should be done to improve gender equality?
8. Have baselines been developed?
9. How is monitoring and follow-up organised?
10. Have the objectives and expected results been met? Why/why not? Internal/external factors?
11. Any measures taken to enhance effectiveness?
12. Will the results be sustained? What do you do to enhance sustainability? Any exit strategies?
13. What have been the major difficulties encountered in the undertaking of your activities? What measures did you take mitigate the impact of the problem?

Relevance

14. Results in relation to purpose:
 - Strengthened civil society,
 - Gender equality,
 - Economic empowerment of women and youth,
 - Harmful traditional practices and GBV.
15. How is HRBA applied?
16. In what areas have the strongest results been achieved?
17. Have the role and influence of civil society changed in the target areas? How?
18. Has society changed regarding pluralism? How? Any concrete examples?
19. Change concerning participation of target group/rights holders?
20. Changes of the situation in the target area regarding:
 - Economic empowerment of women and youth,
 - Trafficking,
 - GBV,
 - FGM?
21. Influence of targets groups/rights holders on decisions on GBV and/or harmful traditions?
22. Change regarding access to information on target issues at local level?
23. Change concerning accountability of decision-makers towards target group/rights holders?
24. Changes regarding knowledge and understanding among decision-makers about gender equality, GBV and harmful practices?
25. How have changes been achieved? Any particular strategic tools, methods etc.
26. Any conclusions and recommendations?
27. What is to be done now?

Impact

28. With which government institutions do you have continuous contact and working relationship with, what activities do these consist of and how has that relationship evolved?

29. What government forums do you work on? How regularly do they take place? What topics/issues are discussed? What influence do these forums have for policy making (e.g. review of existing laws, discussions on draft bills, discussions on community issues etc?)
30. Were the projects of the sub grantees and their progress regularly monitored by government authorities? If yes by whom? Which evaluation criteria were applied? What were the results of such assessments?
31. What activities have you undertaken to create trust and confidence building between your organization, sub-grantees and relevant government organizations? What were the outcomes of such activities/How have they impacted on the relationship between government authorities and the CSOs that participated?
32. Do you organize forums where your organization, sub-grantees and relevant government organs get together and discuss? What have been the outcomes?
33. Have the projects implemented by your sub-grantees influenced government policies or inspired any changes? Do you prepare policy briefs or other methods of influencing policy?
34. Have you received any interest from government stakeholders to expand or duplicate your projects?

**EVALUATION OF THE 3RD CALL OFF OF CIVIL SOCIETY SUPPORT
THROUGH UMBRELLA ORGANISATIONS 2013-2017**
TOOL 2: INTERVIEW GUIDE – SUB-GRANTEES

Introduction

1. Briefly describe your organisation; when was it started, how has it developed, main areas of work now?
2. Which category according to the Charities and societies proclamation, is the organisation in?¹³⁸
3. Joined Civil society support through umbrella organisations when? Briefly describe your project?

Effectiveness

4. Have the objectives of the interventions been met? Internal and external factors that have affected the effectiveness?
5. How has the relationship and confidence with local authorities evolved?
6. How were the sub-granting organisations selected by the umbrella organisations?
7. What capacity building have you had from the umbrella organisation? Was it useful? What further capacity building would you like to receive?
8. How is monitoring and follow-up organised?
9. Has a log-frame with outcomes, outputs and indicators been developed? Has it been used for follow-up?
10. If relevant, are there outcomes or outputs about gender equality in the log frame? Is the issue followed up in the annual reports? Are figures, for instance participation in activities, disaggregated on men and women? What should be done to improve gender equality?
11. Will the results be sustained? What do you do to enhance sustainability?

Relevance

12. How is a rights-based approach (HRBA) applied? Describe constraints.
13. In what aspects (in relation to purpose of call-off¹³⁹ and HRBA) have the strongest results been achieved?
14. Have the role and influence of civil society changed? How?
15. Are the target groups better integrated in the communities than before?

¹³⁸ Ethiopian charities and societies, Ethiopian resident charities and societies, foreign charities, or religious organisations, CBOs, such as Iddis and Iqubs, and international organisations with Government agreement (The proclamation does not apply to this category.)

¹³⁹ In relation to purpose of call-off document.

16. Has the participation of target group/rights holders in different fora in the target areas changed?
17. Changes regarding accountability of decision-makers towards target group/rights holders?
18. Changes regarding knowledge and understanding about issues of gender equality, women's economic empowerment GBV and harmful practices among decision makers in targeted areas?
19. How were the changes achieved? Thematic focus in schools? Any particular strategic tools, methods etc.
20. Any conclusions and recommendations?

Impact

21. What local authorities did you work with for your project? What did the working relationship consists of (e.g. getting permits, getting support for activities etc.) How has it evolved? Any joint activities
22. Are the umbrella organisations playing a facilitating role to influence policy makers and local governments? Have they contributed to/influenced government policies through the projects?
23. What government forums do you work on? How regularly do they take place? What topics/issues are discussed? What influence do these forums have for policy making (e.g. review of existing laws, discussions on draft bills, discussions on community issues etc.)
24. Was your project and its progress regularly monitored by government authorities? If yes by whom? Which evaluation criteria were applied? What were the results of such assessments?
25. Have you received any interest from government stakeholders to expand or duplicate your projects?

**EVALUATION OF THE 3RD CALL OFF OF CIVIL SOCIETY SUPPORT
THROUGH UMBRELLA ORGANISATIONS 2013-2017**
TOOL 3: FGD QUESTIONS FOR BENEFICIARIES

1. How did the (Name of the project) implemented by (Name of CSO), help the community? Explain. (e.g. If it helped with new skills, equipment, knowledge, improved status or not).
2. What was done well (by the CSO, by the community, by the government) and how could you improve the implementation of the project? Give reasons for your answers.
3. How did the project change the way you live your lives in this community? Give examples for your answers.
4. How did the project help disadvantaged groups such as women, youth and children? Explain.
5. How did the project change the way you now work with local authorities? (Levels of Trust, confidence, having more influence, consultations, etc.) Explain with examples.
6. What role did you/your community take in the project (Design, monitoring, volunteering, free labour, etc.)? How well were you able to fulfil your role? What can be done to improve the community's participation in the project?
7. How did the (Name of CSO) help you carry out this role in the time period of the project?
8. What can be done to build on the efforts and achievements accomplished through the project?
9. Do you have any other recommendations on what has to be done?

**EVALUATION OF THE 3RD CALL OFF OF CIVIL SOCIETY SUPPORT
THROUGH UMBRELLA ORGANISATIONS 2013-2017**

TOOL 4: GOVERNMENT QUESTIONS

1. What activities have you cooperated on with (name of the CSO)?
2. How do you support/help (name of the CSO) in its work?
3. In which discussion forums does (name of the CSO) work with you? *(Each Ministry has different discussion forums in which some CSOs are invited to participate)*
4. How does (name of the CSO) participate in discussions and work around policies?
5. What were the main achievements of the project (name of the project) implemented by (name of the CSO)? What can be improved and how? Where there any particular problems you detected?
6. Did you regularly monitor the performance of (name of CSO)? If so, on what criteria? What is your most recent assessment of (name of CSO)?
7. What can/should be done to build on the project (name of the project) implemented by (name of the CSO)?
8. What has to be done to improve the capacity of CSOs in Ethiopia?
9. What type of activities would you like CSOs to pursue to contribute to Ethiopia's socioeconomic and political development?

Annex 5 – FCR Field template

EVALUATION OF THE 3RD CALL OFF OF CIVIL SOCIETY SUPPORT THROUGH UMBRELLA ORGANISATIONS 2013-2017

QUALITATIVE FCR TEMPLATE

(To be completed for each KII, GI, IDI or FGD and forwarded to Team Leader)

1. TITLE:		
2. Team Member Name	3. Date	4. Type of interview (KII, GI, IDI or FGD)

5. Number of Male interviewees under 18 years	6. Number of Female interviewees under 18 years

7. List all name of adults interviewed (18 years +)	8. Male / Female	9. Location of each interviewee	10. Contacts (mobile , email of all interviewee)

*****Add more roles as necessary***

- Information gathered (Please use Bullets)
- Findings per evaluation criteria (Relevance, etc.) drawn from point 10 above.
- Any Conclusions and Recommendations you can draw at this point
- Next step to be taken

Annex 6 – Factors impacting on effectiveness

Internal factors

On major strength of civil society projects is working through trusted CBOs such as iddirs. These types of organizations enjoy legitimacy in their communities, have a tradition of voluntary work and can address rights issues and advocacy more openly. The CBOs' strong position facilitates interaction and cooperation with local government bureaus. With its many connections to influential people and government, it also can negotiate to, for instance, use idle land for income-generating activities and or access health care for OVCs. When CBOs form networks their strength increases further; in one case a CBO network has succeeded to negotiate an exception to the Charities and Societies Proclamation (ChSP) regarding sources of funding.

In Ethiopia there are also civil society organisations that have developed from a “modern” – or Western – definition of the concept. Generally, these non-governmental organisations are relatively weak, depend on external donors and are constrained by the ChSP.

The low profile taken by NGOs and CBOs, that are not iddirs, equbs and mhabers, may not be as conducive to innovation and lively debate. Unless there is more freedom with respect to discussion of human rights and issues such as advocacy, there is the possibility that these organizations could become subject to mediocrity and focussed only on the delivery of service delivery projects, unable to scale them up into areas that touch on human rights, advocacy and social accountability.

The short duration of the third call projects had a negative effect on the effectiveness of the support to the intended beneficiaries. It was not realistic to expect changes of attitudes and behaviours with respect to HTPs and GBV or other negative practices that are deeply rooted in society. One of the umbrella organisations also pointed out that if Sida intends to continue with the same type of project in another call, this should be in the immediate future so as to ensure continuity in terms of staff, structures etc.

Gender equality is still far from a reality in the project regions. The Executive directors of some of the umbrella organisations stated that they do all they can to promote women and that the situation is improving, albeit at slow pace. In the executive boards of the CBOs there are now more women members, which are highlighted as great progress. However, it is not uncommon to find CBOs with no female members in the executive boards.

Finally, the effectiveness has been negatively affected by shortcomings when it comes to designing results frameworks and monitoring results. The fact that a systematic accounting for results is often lacking or only concerns immediate results (outputs) means that there is more reliance on estimates than evidence-based facts.

External factors

The most important external factor that affects the civil society support programme is the ChSP as the laws control the work of civil society organisations. The organisations make considerable efforts to promote collaboration and cultivate good relations with the authorities, but have to devote much time to defend their program and still be independent and creative.

Logistic problems, primarily lack of transport, have a negative impact on the implementation of many projects. This issue is linked to the ChSP and its 70-30 rule. The problem primarily affects organisations that work in remote areas where there is no or irregular public transport.

Some of the umbrella organisations highlight a dependency syndrome among beneficiaries and potential beneficiaries. People expect service delivery and see themselves as passive recipients of aid. To some extent this is likely to be a consequence of the lack of a human rights-based approach, where people are seen as rights-holders and projects as means to empower them.



Evaluation of 3rd Call off of civil society support through umbrella organisations 2013–2017

This report presents the findings, conclusions and recommendations from the evaluation of the third call of civil society support in Ethiopia through umbrella organisations.

In the third call, five umbrella organisations were funded with a total of MSEK 61 for three years. They in turn selected some hundred sub-grantees/implementing partners. The projects were supposed to contribute to strengthening the role and capacity of civil society, address marginalised areas and groups, gender equality, women's and youth's economic empowerment and harmful traditional practices (HTPs) and gender based violence (GBV).

The evaluation recommends the umbrella organisations to initiate a process where plans and strategies for influencing policy making are elaborated. Also, it is recommended to develop and implement monitoring and evaluation systems, in order to account for resource use as well as for learning purposes.

The recommendations to the Embassy/Sida include considering the advantages and disadvantages with different types of partners – CBOs, mass-based and developmental and NGOs.