



# **A Rights-Based Approach to Adolescent and Youth Development, Ethiopia**

**End of Programme Evaluation 2013**

**Final report**

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# Acronyms

ART	Anti-Retroviral Therapy
AWP	Annual Work Plan
BOFED	Bureau of Finance and Economic Development
BOH	Bureau of Health
BOLSA	Bureau of Labour and Social Affairs
BOWCYA	Bureau of Women, Child and Youth Affairs
CSO	Civil Society Organisation
CSW	Commercial Sex Worker
DAC	Development Assistance Committee
FBO	Faith-Based Organisation
FHAPCO	Federal HIV/AIDS Prevention and Control Office
FGD	Focus Group Discussion
FGM/C	Female Genital Mutilation/Cutting
GBV	Gender-Based Violence
GTP	Growth and Transformation Plan
HAPCO	HIV/AIDS Prevention and Control Office
HIV	Human Immunodeficiency Virus
HTP	Harmful Traditional Practices
IEC	Information, Education and Communication
IGA	Income Generating Activity
IP	Implementing Partner
JP	Joint Programme
M&E	Monitoring and Evaluation
MARPs	Most At Risk Populations
MDG	Millennium Development Goals
MOE	Ministry of Education
MOLSA	Ministry of Labour and Social Affairs
MOWCYA	Ministry of Women, Children and Youth Affairs
MOFED	Ministry of Finance and Economic Development
MOH	Ministry of Health
MOYS	Ministry of Youth and Sport
NAYRH	National Adolescents and Youth Reproductive Health Strategy
NCA	Norwegian Church Aid
NGO	Non-Governmental Organisation
OECD	Organisation of Economic Cooperation and Development
PIM	Programme Implementation Manual
PLHIV	People Living with HIV
PMER	Planning, Monitoring, Evaluation and Reporting
RNE	Royal Norwegian Embassy
SNNPR	Region of Southern People Nations and Nationalities
SPM	Strategic Plan Management
SRH	Sexual and Reproductive Health
SRHR	Sexual and Reproductive Health and Rights
TOF	Training of Facilitators
TOT	Training of Trainers
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
VCT	Voluntary Counseling and Testing

# Executive Summary

## Background

The Joint Programme, “A Rights-Based Approach to Adolescents and Youth Development in Ethiopia” aims to contribute to improved development of adolescents and young people by promoting rights relating to HIV/AIDS, sexual and reproductive health, gender equality and sustainable livelihoods. The programme is funded by the Royal Norwegian Embassy (RNE), and implemented by UNFPA and UNICEF country offices. The Joint Programme has been implemented over the period 2007-June 2013 in 25 target woredas of five regions of Ethiopia (Addis Ababa, Afar, Amhara, Oromia and SNNPR). These regions cover 23 million adolescents and young people, and the programme woredas include 12 public universities and HIV “hotspots”.

The **purpose** of the final, end-of-programme evaluation was to determine whether the Joint Programme has achieved its objectives over the period 2007-2013. The evaluation also aimed to fill knowledge gaps, document lessons learnt and suggest ways forward for the Joint Programme.

## Methodology

The terms of reference for this assignment listed the 36 evaluation questions to be addressed (Annex 1). An evaluation framework was used to develop a comprehensive methodology for addressing these questions. The methodology was based on a mixed method approach that included: a) a desk review; b) interviews with more than 80 individuals from government, youth organisations, donor agencies, UN agencies, coordinating and implementing partners at national, regional, woreda and kebele levels; c) focus group discussions with community members and intended beneficiaries; and d) snap-shot surveys of 75 youth leaders and 32 users of youth-friendly services. We conducted field visits in a sample of 12 programme woredas and visited one ‘tracer project’ run by a faith-based organisation. The main limitation of our methodology was that a population level survey was needed to provide credible data on outcomes, but this was beyond the scope of work for this evaluation. Unfortunately, it was not possible to find reliable secondary data on outcome level results that covered the right timeframes, geographical areas and age sets.

## Key findings

### Relevance

- **Relevance of programme objectives:** The design of the Joint Programme is consistent with a number of national policies and strategies including: the National Youth Policy (2004); the Growth and Transformation Plan (2010/11–2014/15); the Strategic Plan II for Intensifying the Multisectoral HIV and AIDS Response in Ethiopia (SPM II, 2010/11-2014/15); and the National Adolescents and Youth Reproductive Health Strategy (2007). There are some challenges relating to

inconsistencies in the definition of youth and keeping HIV/AIDS high on the national policy agenda. The 2009 CSO Law could limit the participation of CSOs using a rights-based approach. However, there are some potential opportunities for the programme including: engagement with the forthcoming social protection policy and strategy; implementation of the new Mental Health Strategy and, internationally, in working with the post-2015 development agenda.

- **Complementarity of programme activities:** Annual joint planning and joint reviews with HAPCOs at each structural level means that programme activities are generally well coordinated. The programme's annual progress reports present strong evidence of complementary working with government implementing partners, although a strong focus on accountability for resources at woreda level can mean that opportunities for synergy are missed. The Joint Programme has worked closely with the Higher Education Institutions (HEI) Partnership Forum to co-opt the leadership of 75 universities and supported the publication of HEI joint assessments, planning documents and strategies. There is less evidence of complementary working with other International Development Partners through health and social development programmes.
- **Relevance to the changing HIV/AIDS situation:** There is good evidence that the Joint Programme is relevant to the changing HIV/AIDS situation. The focus on young people in HIV 'hotspots' and urban centres is consistent with the national strategy (SPM II). The programme is also addressing some key challenges identified in SPM II such as: lack of comprehensive HIV knowledge; access to condoms; linking HIV testing to services; the prevalence of harmful traditional practices (HTP); and the use of strategic information. However, SPM II places emphasis on most-at-risk populations (MARPs), so there is a need to ensure continuity with Joint Programme approaches. Challenges remain in addressing the mobility of young people and the seasonality of risk, as well as in reaching younger adolescents and young people living with HIV.
- **Relevance to the needs of the target groups:** Eighty-nine percent of youth leaders surveyed thought the programme's performance was good or excellent in meeting the needs of the target group. However, some youth leaders suggested the programme needs to find more innovative methods of reaching young people and should extend its remit to wider youth development issues. Youth leaders also observed that domestic workers and migrant labourers are poorly addressed and suggested there needs to be a stronger 'continuum of care' approach.
- **Relevance of a rights-based approach:** The Joint Programme actively uses a rights-based approach to build the capacity of duty-bearers and empower rights-holders (young people). It also promotes rights to participation, information, non-discrimination, sustainable livelihoods and access to sexual and reproductive health services. The programme is, therefore, consistent with the human rights principles articulated in Chapter 3 of Ethiopia's Constitution, as well as a number of international instruments, such as the UN Convention of Elimination of All Forms of Discrimination Against Women (CEDAW) and the UN Convention of on the Rights of the Child (UNCRC). Stakeholders confirmed that these themes are meaningful and provide key topics for 'community conversations'. –Access to education, enforcement of by-laws, community education/mobilisation, peer

networks, and the endorsement of community leaders were seen to be critical factors in the success of rights-based approaches.

## Efficiency

- **Efficiency in converting inputs to outputs:** The Norwegian Government has committed NOK 100 million (US\$ 17,889,088) to the Joint Programme over the period 2007-2013, and funds are divided equally between UNFPA and UNICEF. The Joint Programme faced delays in the start-up period, so implementation and financial disbursements did not gain pace until the first 6 months of 2010. By the end of 2012, total programme expenditure against costed workplans had reached around 90 percent. Financial data from certified statements (2009 to 2011) showed that approximately 80 percent of programme expenditure related directly to programme activities, while around 20 percent of funds were used for 'operational' purposes (including administration, technical and capacity building support).
- Fund flow problems have been a concern especially in the first years of the programme; however, the recent introduction of fund settlement bi-annually (as opposed to quarterly) has gone some way to alleviating delays.
- **Efficiency of management structures:** There appears to be reasonable efficiency in management structures. There are some efficiency gains associated with working through government management systems, especially with respect to shared use of human resources and vehicles. However, high staff turnover (among implementing partners and UN staff) continues to be a challenge.
- Review of financial systems, financial reports and audit reports suggests programme funds have been well managed. BOFED structures are responsible for the release and control of programme funds. All government structures follow the rules and regulations prescribed in the government's financial administration and procurement procedures.
- **Efficiency of the planning, monitoring, review and reporting system (PMER):** There is little evidence that data is being comprehensively collected against the indicators listed in the 2011 Monitoring and Evaluation Framework. There remain issues of weak planning/poor target setting and inconsistent data collection, as well as poor harmonisation of indicators and alignment of reporting systems and this has sometimes led to duplication of effort.
- **Evidence that the programme represents value for money:** Lack of data on programme outcomes means the Evaluation Team cannot make a definitive statement on the programme's value for money in technical terms. Nevertheless, the programme has reached nearly 580,000 duty bearers and rights holders (almost three times the original target), and young people themselves attest to the important benefits of the programme for themselves, their peers and their communities. This points to good value for money. However, value for money in the future will depend on important lessons being learnt, improvements in disbursement systems being sustained, the M&E system being significantly strengthened and the follow-up survey on outcomes showing measurable achievements.

## Effectiveness

### Output 1: Strengthened capacity of implementing partners for coordination, implementation, monitoring and evaluation of sexual and reproductive health, HIV and gender-responsive programmes

- Building the capacity of implementing partners has been a key focus of programme activity and expenditure. There has been a particular emphasis on provision of supplies and equipment, such as computers, printers, and media equipment. However, capacity building of implementing partners is not based on documented needs assessments and there does not appear to be a systematic, quality-assured approach.
- Reporting and data synthesis on programme assets procured is inconsistent and hence difficult to track.

### Output 2: Improved capacity of parents and communities to respond to demands of young people and ensure a protective and enabling environment

- 'Special meetings and stakeholder consultations for parents and communities have been a significant component of programme activity and peaked at 63,861 individuals reached in 2012. However, the quality and content of thematic workshops for parents and communities is unclear. Similarly, there is no record of the extent to which existing tools and guidelines are used across the regions, or the *quality* of dialogue on youth development and sexual and reproductive health.

### Output 3: HIV/AIDS and sexual and reproductive health model service delivery points for young people established in pastoralist communities

- Although the annual progress reports indicate that 30 model service delivery points for young people were established in Afar in 2012, activities against this output seem fragmented. More effective and sustainable ways are needed to help young people in pastoralist communities access youth friendly services. Special strategies are needed for rural and migrant youth in all regions; however, in Afar, emerging HIV 'hot spots' make this task area a priority.

### Output 4: Strengthened capacity to protect adolescent girls from harmful traditional practices and gender based violence

- Law enforcement officers and legislators are playing an important role in developing and enforcing local by-laws on harmful traditional practices and gender based violence. However, some key secondary groups (such as older men) need to be engaged to support the sustainability of programme outcomes. Strategies for this output seem to be weakly targeted, while output data is difficult to isolate.

### Output 5: Young people are able to claim their rights for information and services and participate in relevant programmes

- This has been a key focus of programme activity over the period 2009-2012, with youth dialogue/community conversation sessions reaching large numbers in 2011 and 2012. There is, however, significant variation in activity, both between regions and within regions from year to year.

### Output 6: Young people have up to date information and access to HIV and AIDS and SRH services

- Data for the period 2009-2012 indicate that the programme has been highly active in providing youth friendly services to individuals, especially in 2012. There was good performance on outreach and education activities, but this declined in 2012. Regional figures are somewhat erratic, but Oromia region appears to have contributed to high levels of programme performance for this output.
- Almost 1,400,000 condoms have been distributed through the programme over the period 2009-2011 (including 11, 625 female condoms). However, there appears to have been a sharp decline in this activity since 2009. UNFPA support for condom distribution has been adjusted to accommodate the distribution activities of other Development Partners.
- Our surveys of youth leaders and service users showed high levels of satisfaction with the provision of youth friendly services. However, the Evaluation Team observed considerable variation in the quality of facilities, with male youth making most use of recreational facilities. Targeted services for key groups, such as young people living with HIV and young people with disabilities, need to be strengthened.

### Output 7: Viable and sustainable livelihoods schemes for the most vulnerable young people are established

- Data on support for income generating activities (IGAs) suggests that there was a sharp increase in support between 2010 and 2011, but this tailed off in 2012. Regional data indicate that Addis Ababa, Amhara, Oromia and SNNPR contributed significantly to high levels of performance for this output in 2011. However, in 2012 programme performance was mostly attributable to high levels of livelihoods/IGA support in Oromia.

### Output 8: A participatory monitoring and evaluation system is in place to track progress to desired outputs, outcomes and impact of the programme

- The 2011 M&E Framework is a technically useful document but has proved difficult to implement in practice. This is partly because some outcomes and outputs and related indicators overlap, or are difficult to interpret. Reporting against the M&E Framework is not well supported by routine data collection systems. This is compounded by human resource/ capacity constraints, especially at woreda level.

### **Cross cutting issues relating to programme effectiveness:**

#### Promoting gender equality

- Female participation in key programme activities has generally improved over the period 2011-2012. However, the recent decline in female participation in training of trainer (TOT) courses needs to be addressed, along with the somewhat lower use of youth friendly services by young women and girls.

#### Working at the Federal Level

- The Joint Programme has worked with the Federal HIV/AIDS Prevention and Control Office (FHAPCO) to support a number of federal level activities through provision of technical and financial resources. The programme's support for

development of SPM II is notable for ensuring young people continue to be prioritised as a vulnerable group at national level.

### Working with Universities

- Work with universities as 'hot-spots' has become a cornerstone of programme work. The work of the Higher Education Institutions Partnership Forum has proved to be an important channel of support, especially in mobilising the support of the universities' leadership. The continued work of the Forum in addressing growing coordination challenges requires further allocation of predictable resources.

### Working with tracer projects

- Although the tracer projects have not been exclusively implemented by NGOs and FBOs, their role in the programme appears to be shaped by the wider regulatory environment. Nevertheless, NGOs and FBOs seem to have contributed significantly to innovative working, outreach to faith groups, hard-to-reach vulnerable groups (such as commercial sex workers) and students. It has been difficult to establish why tracer projects have been short-lived and how lessons and new approaches have been incorporated into programme practice.

### Outcomes

- The logical framework for the programme states clearly that a [population-based] survey is required to verify programme outcomes. The Population Council's 2010 survey provides a useful baseline from which progress can be measured. Although there are a number of sources of secondary data, they are not useful for assessing programme outcomes because they draw on data generated prior to 2011, use indicators that cannot be aligned to the programme logical framework, and/or cannot be matched to the programme woredas.
- Review of consolidated output data suggests that, if the programme logic is correct, then the programme is likely to have contributed to expected outcomes (especially with respect to empowering rights-holders).
- Efforts to review the case for the counterfactual suggest that targeted regions may have performed better on peer education than comparison regions. However, contribution analysis suggests that precursor programmes (such as MOWCYA/UNICEF Adolescent/Youth Development Programme (2007-2011)) may have contributed to outcomes in the target woredas.
- In focus group discussions with young people, there was general consensus that the programme has contributed to increased knowledge, and improved attitudes and behaviours. Eighty five percent of youth leaders surveyed rated the programme's performance as good or excellent for increasing public awareness about gender issues. Sixty two percent of youth leaders rated the programme's performance as good or excellent in improving sustainable livelihoods (poor ratings mostly referred to lack of equity/transparency in IGA support, poor follow-up or inadequate seed money).

## Sustainability

- Use of existing government structures and capacity development of government staff is useful for supporting sustainability and further scaling-up of the programme. Some key challenges relating to planning for exit strategies, dependence on a single donor and capacity leakage due to loss of staff need to be addressed.

## Partnerships

- The Joint Programme provides a strong example of how UNICEF and UNFPA have worked together using the principles of rights-based programming. The Joint Programme can be seen as a good example of the UN 'Delivering as One'.
- Although partnerships with International Development Partners and NGOs could be stronger, close working with HAPCO structures provides an important entry point for expanding partnerships for collaborative working. It also supports transparency, country ownership and accountability in fund flows and is, therefore, consistent with the principles of aid effectiveness.

## Good practice and lessons learned

- There is now a rich archive of beneficiary case studies from the programme. However, it is not clear how they are being used to promote learning and who they are intended for. There seems to have been little success in capturing more comprehensive accounts of good practice. The 'Big Sisters' initiative at Gonder University is an example of a potential good practice study.
- The Evaluation Team has also been impressed by the systematic documentation of challenges and lessons learnt in annual progress reports. These include some references to useful innovation. Many of the challenges documented relate to delays in funding flows and liquidation and associated operational challenges.

## Main recommendations

The main recommendations arising from the evaluation are summarised below:

### Box 1: Summary of recommendations

#### *Staying relevant...*

- The Joint Programme team should continue to monitor the policy, regulatory and international development context to ensure that opportunities for collaborative working, resource mobilisation and scaling up are not missed.

#### *Maximising efficiency...*

- The programme needs to continue demonstrating efficiency and value for money by ensuring: lessons documented in annual progress reports inform practice; recent improvements in disbursement systems are sustained; and the M&E system is significantly strengthened to effectively track progress and identify problems early. In addition, financial reporting needs to carefully justify operational costs. Attention needs to be given to the challenges of high staff turnover, lack of job security and career paths, and low salary scales (especially at woreda level).
- Reporting and data synthesis on programme assets procured needs to be strengthened in the next phase of the programme and should be linked to data on distribution, use and final destination (especially for tracer projects).

**More effective capacity development ...**

- There is now a significant literature on capacity development that aims to move beyond capacity building to sustainable skills transfer (see for example, UNDP 2010). There appears to be considerable scope for employing contemporary capacity development approaches for the delivery of Output 1. There also is scope for establishing a more standardised and up-to-date methodology for building the capacity of parents and communities. A more standardised approach would support systematic monitoring, better quality assurance and lesson learning across regions.

**More effective coverage...**

- The programme should continue to refine its strategies for reaching vulnerable youth and ensure that general strategies are complemented by more targeted strategies. Greater attention needs to be given to groups such as domestic and migrant workers, younger adolescents and young people living with HIV. The programme should promote greater participation of young people in programme and community decision making, and work with them to develop more innovative and creative approaches. This could include working with 'youth champions' (especially those most articulate in rights-based thinking).

**More effective community mobilisation...**

- In the next phase of the programme there should be more coherent, prioritised and targeted strategies for addressing GBV and harmful traditional practices in each region. Work with law enforcement officers and legislators should be extended, and should be complemented by further efforts to engage key secondary groups such as older men, uniformed personnel, religious and cultural leaders. This work should be supported by coherent media and communication strategies.

**More effective service provision...**

- There needs to be better quality assurance of youth friendly facilities and services (perhaps making more use of the tool in the 2011 M&E Framework). 'Model' service provision should better address the service needs of key target groups, such as adolescent girls, PLHIV and young people with disabilities.
- There needs to be a clear, consistent and transparent strategy for condom distribution and promotion. While coordination with partners is important, the problem of empty condom distribution boxes in 'hot spots' and other key programme sites needs to be addressed.

**More effective support for building sustainable livelihoods...**

- There should be a more consistent approach to building sustainable livelihoods and IGA support both within and between regions. There needs to be systematic documentation of learning and good practice on IGAs, especially in relation to broader livelihoods initiatives. -Reporting needs to make a clear distinction between livelihoods training and IGA support so that the relative benefits of each can be monitored and assessed.

**More effective monitoring and evaluation...**

- The 2011 M&E Framework needs to be reviewed and revised for the next phase of the programme so that it is simplified, rationalised and better harmonised with existing systems. There is need for continuity with agreed baseline indicators and a focus on data that can be routinely and reliably collected and disaggregated, while being checked through regular data quality assurance. There remains a clear need to strengthen M&E capacity at woreda level.
- Annual progress reports should include graphics that illustrate programme performance by region over time. This should be part of feedback to regions and woredas and can help reward success, identify problems and spotlight anomalies.

- A follow up of the Population Council's 2010 baseline survey needs to be commissioned to complement this report and provide a robust assessment of how well the programme has performed in achieving expected outcomes.

#### ***A better gender balance...***

- Disaggregation of programme data by gender provides useful insights into programme performance. Special strategies are needed to improve female participation in trainer of trainer courses and uptake of youth friendly services.

#### ***Extending work with higher education institutions...***

- In order to support the important work of the Higher Education Institutions Partnership Forum and ensure the sustainability of university-based initiatives, it is necessary to allocate appropriate financial and human resources based on costed annual workplans.

#### ***Building sustainability...***

- Key challenges relating to programme sustainability need to be addressed, especially those relating to planning for exit strategies, expanding the resource base and replacing lost human resource capacity. The PIM needs to be updated to incorporate the role of programme officers at woreda level.

#### ***Stronger partnerships...***

- In the next phase of the programme, there is scope for more transparent strategic thinking on NGOs as implementing partners. Where NGOs are deployed to develop innovative approaches and improve outreach to hard-to-reach groups, there need to be clear strategies for piloting and sharing lessons learnt that are built into the tracer project design.

#### ***Capturing good practice...***

- Case studies should be collected thematically to better support programme learning, identification of innovation, factors in success and policy/strategy development. In the next phase of the programme, the Joint Programme team will need to reach consensus on the precise objectives of documenting good practice, the intended audience, linkages to wider communication strategies and the resources that should be allocated for the task.

## **Future directions**

The Evaluation Team recommends that the Joint Programme, "A Rights-Based Approach to Adolescent and Youth Development" should be extended into a second phase. However, the design of the second phase must be based on lessons learnt from the first phase and engage with the numerous issues, challenges and opportunities identified in this report.

The Evaluation Team suggests that the programme should consolidate its work in the existing programme woredas. It proposes five steps that provide a platform for strengthening the programme design. These are based on sequencing the above recommendations and include: reviewing the findings of an 'outcomes survey'; refining the programme logic; and considering options relating to exit strategies, establishing 'centres of excellence' and scaling-up. Importantly, the way forward should continue to combine the skills and expertise of 'duty holders' with the enthusiasm, creativity and experience of young people. –The Joint Programme has shown that this can be the key to translating the concepts of a rights-based approach into the reality of improved lives for young people in Ethiopia.

# 1 Introduction

According to the 2007 census projection, the population of Ethiopia (2011) is over 82 million and growing at a rate of 2.6 percent per annum. Adolescents and young people aged 10-24 comprise 35 percent of the total population. Young people in Ethiopia face a number of health and development challenges. Several studies have shown that young people aged 10-24 years have inadequate access to health and education services, and that their rights to information, participation and protection are not being met. Adolescent girls and young women are especially vulnerable to gender-based violence (GBV), female genital mutilation/cutting (FGM/C), early marriage and other “harmful traditional practices” (HTP). Young people in Ethiopia are frequently associated with high risk sexual behaviour and this is often linked to substance abuse, including excessive alcohol and *khat* consumption. As a result, HIV infection and sexual and reproductive health (SRH) problems are relatively high among young people, with students and sex workers being especially vulnerable (FHAPCO 2012; Tegabu et al. 2011; Population Council 2010).

## Box 2: The Population Council’s Baseline Study

In 2010 the Population Council conducted a baseline study of 10,080 boys and girls aged 12–24 in 31 woredas of 7 regions in Ethiopia. Important findings included:

- **FGM/C:** Fifty-eight percent of females in the sample were circumcised and 13 percent did not know their circumcision status. Among girls aged 21–24, 66 percent were circumcised compared to 56 percent of girls aged 15–17. Large proportions of girls were circumcised in Afar (90 percent), Oromiya (77 percent), and SNNPR (75 percent). Among girls in Afar, 33 percent reported being infibulated, the most severe form of FGM/C.
- **Early marriage:** Nearly half of the girls in the sample (47 percent) were married by their eighteenth birthday and 18 percent were married by their fifteenth birthday. Girls with low levels of education and those residing in rural areas were more likely to be married early. Among girls who had never been to school, 35 percent were married by age 15 and 78 percent were married by age 18. Among rural girls, 26 percent were married by age 15 and 63 percent married by age 18.
- **GBV:** Fifteen percent of girls reported having been forced to have sex. Of these, fifteen percent of urban girls sought medical care, compared to only 7 percent of rural. It was also found that 13 percent of urban females and 9 percent of rural females had experienced physical violence at the hands of their husbands.

The Joint Programme, “A Rights-Based Approach to Adolescents and Youth Development in Ethiopia” is an initiative funded by the Royal Norwegian Embassy (RNE), and implemented by UNFPA and UNICEF Ethiopia country offices. The Joint Programme has been implemented over the period 2007-June 2013 in 25 target woredas of five selected regions (Addis Ababa, Afar, Amhara, Oromia and SNNPR). The selected regions cover around 23 million adolescents and young people, and the programme woredas include 12 public universities and HIV hotspot areas.

The overall goal of the Joint Programme is to contribute to improved development of adolescents and young people, protection and promotion of rights relating to

HIV/AIDS, sexual and reproductive health and livelihoods in Ethiopia. The programme targets adolescents and young people aged 10-24 years as primary target groups by addressing HIV prevention, sexual and reproductive health and rights (SRHR) among young people (especially girls), child marriage, gender-based violence -including female genital mutilation/cutting, rape and abduction. There is a particular focus on vulnerable young people, such as adolescent girls (especially those within marriage and in domestic work), sex workers and their clients, young people with disabilities, orphans and street children, and students in higher institutions.

The Joint Programme has recognised the low level of capacity to address the issue of young people and their challenges at different structural levels. The programme's rights-based approach thus aims to address the capacity of both rights holders and duty bearers. This approach has been articulated in seven output-level objectives that focus on (a) improved capacity and strengthened livelihoods of rights holders (adolescents and young people aged 10-24) and (b) improved capacity of duty bearers (government, non-governmental bodies, parents and community). An eighth "supporting objective" focuses on establishment of a participatory monitoring and evaluation (M&E) system for close follow-up of the programme and dissemination of best practice and lessons learnt.

In keeping with the Joint Agreement between the Norwegian Ministry of Foreign Affairs (delegated to the RNE), UNFPA and UNICEF, this report provides an independent final evaluation of the Joint Programme. The evaluation has been conducted by a team of four independent consultants who have been contracted by RNE, UNFPA and UNICEF respectively.<sup>1</sup> The design and implementation of the Final Evaluation has been overseen by a Steering Committee comprised of technical experts from participating institutions, including RNE, UNFPA, UNICEF, the Federal HIV/AIDS Prevention and Control Office (FHAPCO), and the Ministry of Finance and Economic Development (MOFED). The role of this Steering Committee has been to provide information and guidance without compromising the independence of the evaluation (see Annex 1).

The Final Evaluation was conducted over the period May-August 2013. It followed a Mid-Term Review that was completed in September 2011. The Final Evaluation tried to follow up on some important issues identified in the Mid-Term Review (Box 3).

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<sup>1</sup> The Evaluation Team included Dr Terri Collins (HLSP Team Leader) and Ms Yasmin Yusuf (contracted by RNE), Dr HaileMichael Tesfahun (contracted by UNFPA) and Mr Sintayehu Dejene (contracted by UNICEF).

**Box 3: Issues identified in the Mid-Term Review**

- The challenge of delayed fund flows and inadequate funding for activities in Afar region;
- The need to improve outreach to the 10-14 age group;
- The need to improve income generating activities (IGAs) and address challenges relating to selection of participants and activities, the amount of seed money, access to expert advice and links to life skills training;
- The challenge of ensuring the programme reaches 'HIV hotspots' and secondary target groups (such as military personnel and older men) who influence (SRHR) outcomes;
- The need to establish functional M&E system with better documentation of best practice;
- The challenge of high staff turnover at implementation level;
- The need to support consistent promotion and supply of condoms.

In conducting the evaluation, the Evaluation Team has aimed to consult with a wide range of stakeholders. These have included: policy makers and decision makers in the Ministry of Education (MOE), Ministry of Health (MOH), Ministry of Labour and Social Affairs (MOLSA) and the Ministry of and Women Children and Youth Affairs (MOWCYA); non-government and faith-based implementing partners at federal, regional, woreda and kebele levels; parents and community members and, of course, young people themselves –especially those that are considered most vulnerable. The Evaluation Team's approach has observed the highest standards of evaluation practice (UNICEF 2010), captured a range of perspectives and involved young people as active participants in the evaluation of the programme.

This report begins with a short description of the Joint Programme on a Right-based Approach to Adolescent and Youth Development in Ethiopia. Here, we outline the Joint Programme's objectives, strategies, results chain and institutional arrangements. We then review the evaluation purpose, objectives and scope of work before describing the evaluation methodology, including issues of sampling, attribution, ethical compliance and the limitations of the approach taken. The bulk of this report is dedicated to a systematic account of the evaluation findings against the criteria set for this evaluation, namely relevance, efficiency, effectiveness, outcomes, sustainability, partnership, good practice and lessons learnt. The report ends with a chapter on conclusions, recommendations and future directions. Since the report is required to address some 36 evaluation questions, it is lengthy and detailed. We have, therefore, provided the reader with section summaries capturing the main findings and recommendations. The Annexes to this report provide additional background information and data worksheets. Since nine different data collection tools were used for the evaluation, we have submitted these as a Supplementary Report to this Evaluation Report.

## 2 Programme description

### 2.1 Objectives and strategies

The Joint Programme, “A Rights-Based Approach to Adolescent and Youth Development” in Ethiopia builds on experience gained from prior programmes implemented by UNICEF and UNFPA in Ethiopia. It targets the most vulnerable and marginalised adolescents and young people in order to provide them with knowledge, skills and opportunities required to make a successful transition to adulthood. The programme has eight objectives, grouped into three areas namely: objectives for building the capacity of duty bearers, objectives for building the capacity of rights holders and a supporting objective relating to M&E (Figure 1).

**Figure 1: Overview of Grouped Programme Objectives**



Key strategies of the Joint Programme to address the HIV/AIDS, SRH, rights and gender issues of adolescents and young people include:

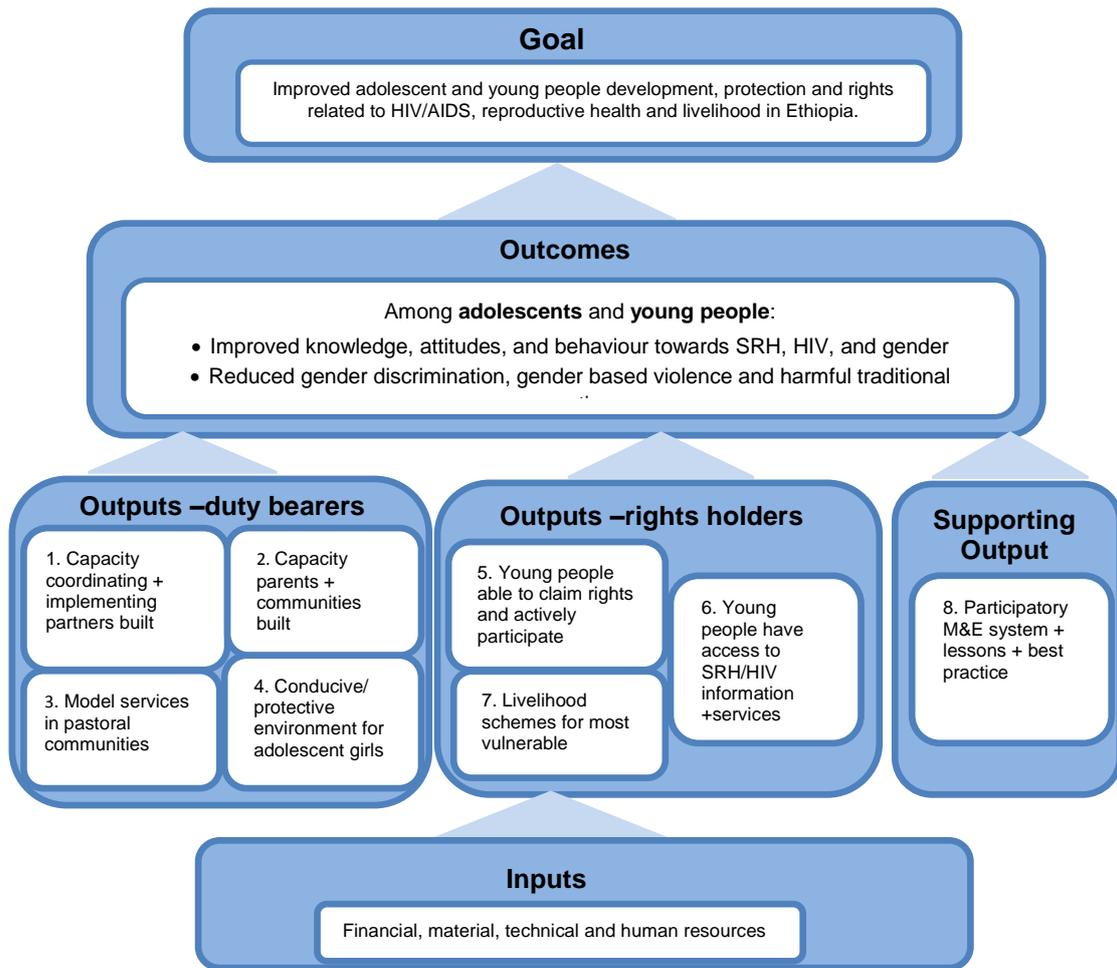
- Addressing HIV/AIDS, SRH, rights and gender issues through the involvement of young people in programme interventions;
- Enhancing the capacity of government and non-governmental institutions to fulfil their responsibilities as duty bearers; and
- Working through all structural levels to engage a range of relevant sector offices and youth-led organisations to mainstream responses to HIV, adolescent SRH, gender awareness and community development through capacity building activities for young people and communities.

These broad strategies are implemented through a series of activities that are aligned to each of the (output level) objectives (Annex 2)

## **2.2 The programme results chain**

The following results chain (Figure 2) has been constructed from the Joint Programme's Monitoring and Evaluation Framework (2011).and is consistent with the logical framework in this document.

**Figure 2: The Joint Programme’s Results Chain**



## 2.3 The programme logic

The programme logic underpinning the results chain builds on a rights-based approach. Accordingly, the programme aims to mobilise duty bearers (such as policy makers, service providers, communities and parents) and rights holders (adolescents and young people) to address the programme goal of: *improved adolescent and young people development, protection and rights related to HIV/AIDS, reproductive health and livelihood in Ethiopia.*

Programme inputs include financial resources (from RNE), combined with programme management, coordination and technical support from UNICEF and UNFPA. These inputs are used to build the capacity of government and non-governmental implementing partners, communities and parents (duty bearers). This involves providing duty bearers with information, skills, resources and opportunities that enable them to address the rights of young people, especially rights relating to information, participation, access to (HIV/AIDS and SRH) services and sustainable livelihoods. It is expected that this will lead to an overall increased capacity of duty bearers that is associated with a conducive, protective and enabling environment for young people (especially adolescent girls) that protects them against gender-based violence, harmful traditional practices and violation of reproductive health rights. It is expected, too, that this will lead to the establishment of model service delivery points for vulnerable young people, specifically those in pastoralist communities. The four outputs of work with duty bearers are aligned to the objectives of the programme and are expressed in the 2011 M&E Framework as:

- **Output 1:** Strengthened capacity of Implementing Partners for coordination, implementation, monitoring and evaluation of SRH, HIV and gender-responsive programmes
- **Output 2:** Improved capacity of parents and communities to effectively respond to demands of adolescents and young people and to ensure a protective and enabling environment for their development
- **Output 3:** HIV/AIDS and SRH model service delivery points for adolescents and young people in pastoralist communities are established and implemented
- **Output 4:** Strengthened institutional and community response to promote and protect adolescent and young girls from harmful traditional practices and gender based violence

Meanwhile, young people (especially those most vulnerable) will be provided with information, skills, and resources to help them claim their rights and access the services they need. This process of empowerment is assisted by implementing partners and other duty bearers at federal, regional and woreda level with technical support from UNICEF and UNFPA. There is a particular focus on schools and 'hot spots', such as universities. The three expected outputs from work with rights holders are aligned with the programme objectives and are expressed in 2011 M&E Framework as:

- **Output 5:** Adolescent and young people are able to claim their rights for information and services and actively participate in programmes concerning them and the development of their communities

- **Output 6:** Adolescents and young people have up to date information and access to HIV and AIDS and SRH services
- **Output 7:** Viable and sustainable livelihoods schemes for the most vulnerable adolescents and young people are developed and implemented

The programme is actively monitored and reviewed with results, lessons and best practice shared to ensure that any problems are addressed and that programme performance is continuously improved. This is the basis of the programme's supporting objective and is reflected in 2011 M&E Framework's Output 8:

- **Supporting Output 8:** Participatory monitoring and evaluation system which enables close follow-up of the programme and documentation and dissemination of best practices and lessons learned

So, systematic implementation of the activities listed in Annex 2 should result in achievement of the eight Outputs listed above. These, in turn, should support achievement of three measurable Outcomes that underpin and contribute to the programme goal. The three expected Outcomes for the programme listed in the 2011 M&E Framework are:

- **Outcome 1:** Adolescents and young people aged 10-24 have improved knowledge, attitude and behaviour towards sexual and reproductive health, HIV and gender
- **Outcome 2:** Gender discrimination, GBV and HTP among young girls aged 10-24 years reduced
- **Outcome 3:** Adolescent and young people aged 10-24 years who have improved livelihoods and access to education and life skills

In order to address the purpose and objectives of the evaluation, the Evaluation Team will refer systematically to the Outputs and Outcomes listed above and the programme logic that links them.<sup>2</sup>

## 2.4 Institutional arrangements

The Joint Programme is managed and coordinated jointly by UNFPA and UNICEF. A Steering Committee comprised of the two agencies and the RNE meets every six months. Funds flow according to the arrangements in the UNDAF Programme Implementation Manual (PIM). Funds are allocated in accordance with an approved annual work plan (AWP) and budget and transferred from UNICEF and UNFPA respectively to Federal line ministries and regional Bureaus of Finance and Economic Development (BOFED). BOFEDs make disbursements to regional and woreda HIV/AIDS Prevention and Control Offices (HAPCOs) for implementation and coordination activities. A slightly different arrangement has been agreed for the Amhara region where funds are transferred directly from UNICEF/UNFPA to the Regional HAPCO.

In the five regions where the Joint Programme operates (Figure 3), UNICEF and UNFPA have regional offices with Programme Officers. These officers provide technical, operational and management support by working closely with the Regional

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<sup>2</sup> The Evaluation Team also provides a commentary on the programme logic in Section 5.4.4.

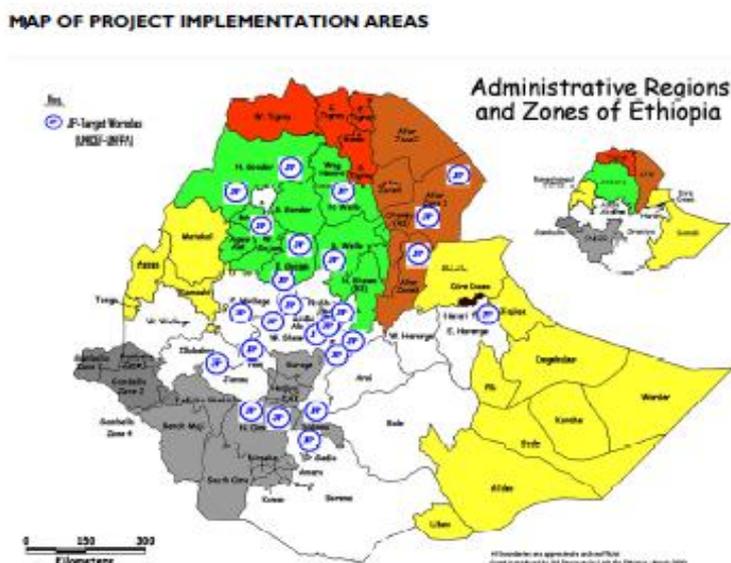
HAPCO and relevant regional bureaus; they also support six monthly report consolidation. At the woreda level (see Table 1), the Joint Programme has also assigned District Coordinators who assist with programme implementation, data collection, fund administration, supportive supervision and coordination activities at woreda and kebele level.

**Table 1: Overview of participating regions and woredas/sub-cities in each region**

Region	Addis Ababa	Afar	Amhara	Oromia	SNNPR
Woreda/ sub-city	1. Addis Ketema sub-city 2. Kolfe Keraniyo sub-city	3. Asayita 4. Awash Fentale 5. Dubti*	1. Bahar Dar* 2. Baso Liben 3. Dera 4. Enarj Enawuga 5. Gonder* 6. Koba Zuria 7. Kombolcha*	1. Adama* 2. Adami Tulu 3. Chiro 4. Gomma 5. Haramaya* 6. Jimma* 7. Nekemte* 8. Sebeta Hawas 9. Sululta	1. Arba Minch* 2. Dilla* 3. Hawassa 4. Sodo*

\* Indicates programme sites with links to public universities

**Figure 3: Map showing the distribution of Joint Programme implementation areas in five regions of Ethiopia**



At each level, HAPCO structures have a mandatory responsibility for coordination and oversight of all HIV/AIDS programmes and projects, including the Joint Programme. The FHAPCO, MOE, MOH, MOLSA and MOWCY play a pivotal role at federal level. At regional and woreda levels, the main institutional actors are the Regional HAPCOs, the Bureau of Health (BOH), Bureau of Education (BOE), the Bureau of Women, Children and Youth Affairs (BOWCYA) and the Bureau of Labour

and Social Affairs (BOLSA). The Joint Programme is implemented through offices of the above institutions and, where possible, the Small and Medium Enterprises Office. Regional HAPCOs also assign Focal Persons whose responsibilities include organising joint field monitoring visits and supportive supervision. Woreda HAPCOs set up a Steering Committee with representatives of different sectors to manage, coordinate and supervise programme activities.

Non-governmental organisations (NGOs), faith based organisations (FBOs), and youth and women associations are involved to varying degrees in programme activities, as well as in planning, coordination and review meetings. While the majority of the funds flow through government structures, UNFPA also administers grants to “tracer projects”, mostly NGO or FBO projects focusing on hard-to-reach groups such as sex workers. Five tracer projects were funded until 2011; however, at the time of the Final Evaluation, only two (the Developmental Bible project based in Addis Ababa and a DSW -German Foundation pilot project on adolescent and youth development) were fully operational.

Since 2010, the Joint Programme has been highly active in working with ten universities (see Table 1). Technical and coordination support for these activities has been provided through the Higher Education Institutions Partnership Forum on HIV/AIDS. The Joint Programme currently provides a focal person and administrator for this Forum.

## 3 Evaluation purpose, objectives and scope

### 3.1 Purpose of the evaluation

The purpose of the Final Evaluation was to establish whether the expected results of the Joint Programme had been achieved, and the Programme's contribution to these results. In addition, the Final Evaluation was expected to fill knowledge gaps, document lessons learnt and suggest ways forward for the Joint Programme.

### 3.2 Objectives of the evaluation

The specific objectives of the Final Evaluation were to:

- i. Ascertain results against the baseline and targets contained in annual work plans, and assess the Joint Programme's contribution to these results.
- ii. Assess the performance of the programme against the evaluation criteria of relevance, efficiency, effectiveness, outcomes and sustainability through reference to the objectives set out in the programme document.
- iii. Assess the added value of the rights-based approach to programme implementation - in particular, assessing whether the approach had assisted in improving young people's ability to claim their rights, improved equity and addressed bottlenecks.
- iv. Test the programme theory, especially the logical link between outputs and outcomes.
- v. Assess the follow-up on recommendations made during the Mid-Term Review.
- vi. Assess the Joint Programme partnership strategies and how UNICEF and UNFPA had work with relevant partners, including government at different levels, civil society and communities.
- vii. Extract lessons learnt, findings and recommendations on how to enhance the response to SRHR needs and gender-based violations of young people, improve the HIV/AIDS response and youth development in general at all levels.

### 3.3 The evaluation questions

The terms of reference for the evaluation lists the 36 evaluation questions the Evaluation Team was asked address against the OECD/DAC evaluation criteria of relevance, effectiveness, efficiency, outcomes (impact) and sustainability; additional criteria of partnership, good practice and future directions were also included (Annex 1). Notably, the Evaluation Team was not been asked to review results beyond the level of outcomes and was not asked to undertake a full *impact* evaluation. The Evaluation Team has incorporated the questions into an evaluation framework (Annex 3) to assist the evaluators in identifying appropriate data collection methods and tools. Some of the evaluation questions were *slightly* amended so that the team could address issues arising from the Mid-Term Review and test the underlying

programme theory. The Evaluation Team presented the evaluation framework and methodology to the Evaluation Steering Committee (see below) as part of an Inception Report (May 2013) and gained the Committee's approval before commencing the evaluation. The evaluation questions have been systematically addressed in Section 5 and form the basis of the report's sub-headings.

### **3.4 Management of the evaluation**

The terms of reference for this evaluation indicate that the should be overseen by a Steering Committee comprised of UNICEF, UNFPA, RNE, the regional HAPCO, Federal HAPCO, and MOFED. The Committee was responsible for providing advice, guidance and briefing documents to the Evaluation Team and for approving the Team's Inception Report and workplan, as well as successive drafts of the evaluation report. Unfortunately, government representatives were not available to play an active role in the Steering Committee, although key informants from each of the government structures were interviewed and provided valuable information and insights.

## 4 Methodology

### 4.1 Data collection methods and tools

In order to design the methodology for the evaluation, the Evaluation Team developed an evaluation framework (Annex 3) that matched data collection methods and tools to each of the evaluation questions. From the evaluation framework it was clear that a mixed method approach was needed to generate the quantitative and qualitative data required to address the evaluation questions.

The data collection methods developed for the evaluation included:

- **A desk review** of key documents such as strategies, policies, design documents, progress reports (narrative and financial), M&E reports and reviews, as well as publications, survey reports, research studies, media products and online postings.
- **Key informant and stakeholder interviews** with 80 individuals from government, youth organisations, donor agencies, UN agencies, coordinating and implementing partners at national, regional, woreda and kebele levels.
- **Focus group discussions** with community members and intended beneficiaries (2-5 groups per sampled woreda).
- **Site visits** to 12 woredas and 1 tracer project (for direct observation and capturing of contextual information and case studies).
- **A snap-shot survey** of 75 youth leaders<sup>3</sup> across all the sampled woredas.<sup>4</sup>
- **Exit interviews** with 32 users of youth-friendly health services.<sup>5</sup>

In order to support the above data collection methods, the Evaluation Team drafted a number of data collection tools. These included: a desk review template; interview guides for UN officials and coordinating partners, implementing partners and beneficiaries; talking points for focus group discussions; questionnaires for the snapshot survey of youth leaders and exit interviews; a template for documenting best practice, a checklist for assessing efficiency and financial management and a checklist for direct observation (see Supplementary Report).<sup>6</sup>

### 4.2 Sampling

Field visits were conducted in a representative sample of 12 of the 25 programme woredas. In order to minimise bias and follow-up on the findings of the Mid-Term Review, the Evaluation Team drew on the random sample used for the Mid-Term Review and aimed to ensure that the number of woredas sampled were proportionate to the scale of the programme presence in each region. Following

<sup>3</sup> Here, youth leaders are defined as: leaders of university clubs/groups and student associations; leaders Anti-AIDS Clubs; leaders of in school (junior and senior high school) and out of school youth clubs.

<sup>4</sup> The survey targeted 120 youth leaders (10 per sampled woreda) so there was a 37% non-return rate.

<sup>5</sup> The Evaluation Team aimed to randomly selected 3-6 service users per service site visited but in Oromia and SNNPR some service sites were not being well attended at the time of the visit.

<sup>6</sup> Since there a large number of tools, we have submitted the full set of tools as a Supplementary Report.

discussion with the Steering Group, small adjustments were made to ensure the sample adequately covered different types of target population (such as young people in pastoralist communities and students of higher learning institutions), as well as all the themes covered in the evaluation questions. The Evaluation Team also visited the head office of the Developmental Bible tracer project in Addis Ababa. The sample of woredas as identified for the evaluation is presented in Table 2.

**Table 2: Sampling of woredas for site visits**

Region	Number of programme woredas	Number of woredas sampled	Name of selected woredas/site
Oromia	9	5	Adami Tulu, Adama, Sululta, Sebeta
Amhara	7	3	Bahirdar town, Gonder Town & Dera
SNNPR	4	2	Dilla and Arbaminch (towns and universities)
Afar	3	1	Semera, Awash Fentale
Addis Ababa	2	1	Addis Ketema (+ 1 tracer project)
<b>Total</b>	<b>25</b>	<b>13</b>	

Selection of stakeholders for interview was based on a combination of random and purposeful sampling -in later interviews purposeful sampling was used to explore emerging themes in greater depth.

Key informant interviews targeted a range of stakeholders at federal, regional and woreda levels. The range of stakeholders covered by these interviews is summarised in Table 3. A full list of individuals interviewed is included as Annex 8 of this report.

**Table 3: Stakeholders interviewed at each structural level**

Federal level	Regional Level	Woreda Level
<ul style="list-style-type: none"> <li>■ Members of Steering Committee (UNFPA; UNICEF and RNE)</li> <li>■ Coordinating partners (focal persons): MOH/HAPCO; MOE; MOLSA; MOWCYA;</li> <li>■ RNE Head Development Cooperation</li> </ul>	<ul style="list-style-type: none"> <li>■ Regional UNFPA and UNICEF staff</li> <li>■ RHAPCO officers</li> <li>■ Regional partners (e.g. youth bureau, education bureau, women affairs bureau, BOFED etc.)</li> </ul>	<ul style="list-style-type: none"> <li>■ Woreda coordinators/focal persons and administrators</li> <li>■ Officers of woreda implementing partners</li> <li>■ Intended beneficiaries and service users</li> <li>■ Community representatives</li> <li>■ University focal persons</li> <li>■ Service providers</li> <li>■ Youth Leaders</li> </ul>

In addition to the stakeholders listed in Table 3, the Evaluation Team interviewed a programme officer from the non-governmental organisation, Norwegian Church Aid (NCA). NCA had been identified by NCA, UNICEF and UNFPA as an important and experienced non-governmental partner that could provide particular insights into issues relating to cross-sector working and work with faith-based organisations.

### 4.3 Issues of attribution

Since the programme interventions responded to local context and priorities, they varied from site to site. This meant the evaluation methodology did not lend itself to an experimental or quasi-experimental design. The evaluation design was, therefore, non-experimental and retrospective. In addition, the Evaluation Team attempted to compare data from regions where the programme had and had not been active (see Annex 5).

Since the process nature of the programme and the qualitative nature of the evaluation methodology meant that the Evaluation Team could not be conclusive about attribution, the team tried, as far as possible, to bolster its findings using “counterfactual thinking”. In short, the Evaluation Team critically assessed the programme data and results to a) look for alternative explanations for success and b) interrogate the relative contribution of the programme in different contexts (Bamberger et al. 2012)

### 4.4 Ethical considerations

The Evaluation Team strove to adhere at all times to the highest professional and ethical standards. All individuals interviewed were given complete information about the purpose and nature of the evaluation and were assured that they were free to discontinue the interview at any time. No payments were given for information (although focus group discussion participants were given refreshments to create a more relaxing environment).

All adolescents and young people interviewed on an individual or group basis were required to sign a consent form translated into a relevant local language. The English version of this consent form is included in the Supplementary Report with the data collection tools. The completed consent forms have been submitted to UNFPA for archiving. All young people under the age of 18 years were interviewed in the presence of a familiar (but neutral) adult from whom they could seek advice if necessary. No stories of individuals have been used in this report without the individual’s express consent or that of their parents/guardians, and no real names have been used.

### 4.5 Limitations of the methodology

In keeping with the terms of reference for this evaluation, the methodology used was essentially qualitative and ‘rapid assessment’ in nature. The advantage of this approach is that it is well suited to programmes that are flexible, multi-level, process-oriented and contextualised; it also allows the perspectives of multiple stakeholders to be explored, along with questions such as ‘how?’ and ‘why?’

In order to ensure the reliability and validity of the findings, all data were, as far as possible, triangulated and cross-checked. Efforts were made to prevent bias by a)

using a random sample of woredas for site visits; b) using standardised tools and questions; c) collecting and comparing data from a wide range of different stakeholders; and d) by coaching interviewers in the use of a neutral and non-judgmental interview style.

Despite these efforts, the Evaluation Team acknowledges that there were a number of limitations to the methodology:

- **Limitations of the secondary data:** As far as possible, the findings of this evaluation have also been based on quantitative data. However, in most cases this was secondary data obtained from reports and reviews provided to the Evaluation Team. Annual progress reports for the period 2008-2011 were only received at the end of the evaluation. This meant it was not possible to follow up on any gaps or anomalies found. The annual progress reports were not accompanied by the original data sets from woreda, regional or federal level, so it was not possible to verify data contained in the annual progress reports. The Evaluation Team was, therefore, obliged to take the annual progress reports at face value and cannot be held responsible for any data errors arising from these reports.
- **Limitations of the youth leaders' survey:** In order to comply with late revisions to the terms of reference for this evaluation, the Evaluation Team included some collection of primary quantitative data in its methodology. However, given the short time available to the small evaluation team, this exercise needed to be limited to small 'snapshot' surveys in the woredas visited. Sampling for the youth leaders' survey was purposeful and was only intended to provide information that could be triangulated against data from other sources. Questions were based on youth leaders' perspectives, opinions and experience and it was not possible to verify the facts of statements made in the time available. We have clearly indicated where data from this survey has been used in this report, and have endeavoured to present the data as complementary, rather than definitive.
- **Limitations of the exit interviews:** For the exit interviews to assess user satisfaction with youth-friendly health services, efforts were made to randomise the sample by selecting every third service user. However, in most cases, the Evaluation Team was only able to spend an hour at the selected service sites. This could have led to selection bias arising from the timing of the visit (associated, for example, with the day of the week and the time of day). In sites with low levels of attendance, we interviewed all of those attending at the time of the visit, but this meant there was limited randomisation. In some cases, especially in SNNPR and Oromia, no clients visited during the time of the visit, so these sites were under-represented in the final sample. In the short time available, the Evaluation Team was not able to identify and interview young people who preferred *not* to use the services, so our findings may be biased towards positive ratings.
- **Limitations in the range of key informant interviews:** Although the Evaluation Team made requests to interview other donors (such as DFID and USAID), representatives of these organisations were not available for interview during the fieldwork period. As a result, the Evaluation Team's was not able to fully assess the perspectives of International Development Partners. The Team's analysis of coordination with other programmes and adherence to the principles of aid

effectiveness was, therefore, based on information from review of secondary literature and other stakeholder interviews. This was somewhat limited and, possibly, incomplete. These limitations extended to the 'contribution analysis'. –In the time available, it was difficult to elicit detailed information on the status of other programmes in or near to the target woredas to assess the possible contribution of these programmes.

- **Limitations relating to outcome data:** An important limitation of this evaluation is that the findings can only credibly comment on the outputs of the programme. The logical framework for the programme contained in the 2011 M&E Framework states clearly that verification of programme outcomes requires a survey of adolescents and young people. -A population-based survey is required to measure progress against the particular indicators defined for the outcomes (see the 2011 M&E Framework, Annex 4). The terms of reference for this evaluation have not asked for a survey of this nature. In the absence of appropriate primary or secondary data that is well matched to the programme's outcome indicators, geographic focus and timeframes, the Evaluation Team has been able to say very little about progress towards these outcomes. A repeat of the 'baseline' survey conducted by the Population Council in 2010 is recommended for this purpose.

Despite these limitations, the Evaluation Team is confident that the findings of this report provide important information on the functioning and performance of the Joint Programme against the OECD/DAC evaluation criteria. The findings should also complement and help explain the findings of a future 'outcomes survey'. We are confident that the processes of triangulation and cross-checking built into the methodology make the finding's reliable and that the technical insights generated can be used to strengthen future programme design.

## 5 Findings of the evaluation



In this section we describe the findings of the evaluation against the criteria of relevance, efficiency, effectiveness, outcomes, partnership, sustainability, best practice and lessons learnt. The evaluation questions form the basis of the sub-headings.

The sub-section on programme effectiveness forms the centre-piece of the findings. Here, we systematically review how well the programme has performed in achieving expected outputs. We also review some cross-cutting themes such as gender equity, and work with universities.

## 5.1 Findings on relevance

### 5.1.1 Relevance of programme objectives

The Evaluation Team was asked to review the relevance of the programme objectives in terms of national HIV/AIDS and SRH activities and government policies and priorities. The Evaluation Team examined the Joint Programme's objectives in relation to a number of policies and plans, but focused particularly on the United Nations Development Assistance Framework (UNDAF) for Ethiopia, The Growth and Transformation Plan (GTP) (2010/11-2014/15), the National Strategic Plan for Intensifying the Multisectoral HIV and AIDS Response in Ethiopia (SPM II, 2010/11 – 2014/15) and the National Adolescent and Youth Reproductive Health Strategy (NAYRH, 2006 – 2015).

The Joint Programme activities have been planned in the context of successive UNDAFs. The UNDAF for 2012-2015 has, like its predecessor, been developed to complement and fit within existing national planning frameworks. This has helped ensure complementarities of Joint Programme activities from the outset. Through its engagement with the GTP, the UNDAF (2012-2015) aims to address key cross-cutting issues including promoting gender and youth empowerment and equity while safeguarding development gains and sustainability, including those relating to HIV/AIDS and human rights.

The Joint Programme's objectives are consistent with a number of strategic pillars and targets of the Government's GTP (2010/11-2014/15). For example, GTP strategic pillars 6 and 7 refer to "building capacity and good governance" and promoting "gender and youth empowerment and equity". Key targets include: increasing the percent of family planning users to 65% of married women of reproductive age (15-49) by 2015; enforcing the family law provision so the minimum age of marriage is 18 years; and improving economic opportunities for women and young people through increased access to alternative livelihood opportunities.

The five goals of the SPM II are (1) creating enabling environment; (2) intensifying HIV preventions; (3) increasing access to and improving quality of chronic care and treatment; (4) intensifying mitigation efforts against the epidemic; and (5) strengthening the generation and utilization of strategic information. The eight objectives of the Joint Programme address the SPM II goals directly, with the possible exception of objective 3. However, the Joint Programme does identify and counsel young people to be tested for HIV and links those with positive test results to ART services.

To assess the relevance of the Joint Programme to young people's SRH priorities, the Evaluation Team compared the programme objectives with NAYRH Strategy (2006 – 2015). This strategy also targets 10–24 year olds, and recognises, "*the rights of all adolescents, including the young adolescents, to access tailored reproductive health programmes.*"<sup>7</sup> Goals of the strategy include increasing access to youth friendly reproductive health services, increasing awareness and knowledge about reproductive health issues, strengthening partnerships at all levels, including

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<sup>7</sup> NAYRH Strategy (2006-2015) p. xi

with youth themselves, and tailoring programmes to meet the diverse needs of youth. These are clearly consistent with the eight objectives of the Joint Programme. There are, however, some challenges and opportunities. In Table 4 below, we summarise some key strengths, challenges and opportunities relating to the relevance of programme objectives.

**Table 4: Relevance of programme objectives: main findings**

***Joint Programme strengths***

- The Joint Programme objectives and strategies are supported by evidence on promoting sexual and reproductive health and preventing HIV/AIDS among young people. In particular the priorities identified and the programme components of school-based interventions, use of mass media, community-based and health facility based interventions are relevant and evidence-based (see Speizer et al. 2005; UNFPA 2007 & 2011; UNAIDS 2011).
- The Joint Programme addresses priorities contained within some key national policies including: the National Youth Policy (2004); the National Women's Policy (1993); the National HIV/AIDS Policy (1998). In addition, the Joint Programme objectives are consistent with a number of important strategies and plans including: the GTP (2010/11–2014/15); the Strategic Framework for National Response to HIV/AIDS (SPM II, 2010/11-2014/15); and the National Adolescents and Youth Reproductive Health Strategy (2007).
- The Joint Programme objectives are in line with the Millennium Development Goals (MDGs) to reduce child mortality (MDG 4), improve maternal health (MDG 5) and combat HIV/AIDS (MDG 6). Indeed, this programme is seen as part of innovative initiatives for accelerating pro-poor growth and achieving MDG targets in the last five years of the campaign (UNDAF 2012-2015).

***Some challenges***

- The Government of Ethiopia's 2009 CSO Law restricts CSOs with more than 10 percent external funding from working on activities related to governance, human rights and advocacy. The Joint Programme's explicit reference to a rights-based approach thus places some constraints on the participation of NGOs. This was confirmed by our NCA key informant interview and the narrative of the 2008 Annual Progress Report (p.4).
- The National Youth Policy defines youth as those between the ages of 15-29 years. This contrasts with the target age group for the Joint Programme of 10-24 years. This difference has led to some confusion in targeting beneficiaries for IGAs in Oromia (key informant, woreda HAPCO).
- In the Government's Plan for Accelerated and Sustained Development to End Poverty (2005-2010), AIDS is recognised as a distinct sectoral priority for the country. However, in the GTP (2010/11-2014/15) AIDS is referred to as a "cross-cutting issue". While, this reflects the changing status of the epidemic and the potential for mainstreaming, it also suggests the need for a concerted effort to keep AIDS prevention, treatment, care and support on the national development agenda.

***Some opportunities***

- The Government of Ethiopia is currently engaged in developing a new social protection policy and strategy and this is a rapidly evolving area of stakeholder dialogue (Teshome et al. 2013; Tafero & Woldehanna, 2012). The perspectives and experiences of young people need to be considered in this dialogue and the second phase of the programme should engage with this important aspect of sustainable livelihoods.
- The new Mental Health Strategy (2012/13-2015/16) raises a number of issues relating to

adolescents and youth (such as substance abuse), PLHIV and human rights. There may be opportunities for the programme to work more closely with the MOH to implement the strategy.

- The GTP (2010/11-2014/15) describes several cutting edge strategies for advancing the pillars of building capacity and good governance and promoting gender and youth empowerment and equity. The next phase of the Joint Programme should engage with these strategies to promote an integrated and sustainable approach to rights based work on adolescent and youth development.
- Youth development and promotion of the rights of young people is a growing theme for the post-2015 development agenda (Assad et al. 2013). There may be opportunities to align the programme with this cutting edge agenda.

### 5.1.2 Complementarity of programme activities

The Evaluation Team was asked to assess the extent to which the programme is complementary to the efforts carried out at national, regional, zonal and woreda levels. From site visits and key informant interviews, the Evaluation Team found that annual joint planning and regular joint reviews with HAPCOs at each structural level means that activities are generally well coordinated. Indeed, considerable effort is made to avoid duplication and promote equity in the allocation of resources. There is also some collaborative working with UN programmes on prevention of violence against women and reproductive health in a number of woredas. However, there was less evidence of complementary working and joint planning with other International Development Partners and social development initiatives. The main findings of the Evaluation Team on the complementarity of programme activities are summarised in Table 5 below.

**Table 5: Complementarity of programme activities: main findings**

#### *Joint Programme strengths*

- Review of annual work plans and key informant interviews indicated that the Joint Programme coordinators work closely with HAPCO structures (and their partners) to undertake joint planning on youth-centred activities at all levels.
- The Joint Programme has been funding and staffing the Higher Education Institutions Partnership Forum on HIV/AIDS to facilitate a number of joint exercises for a more concerted and coordinated response to the HIV/AIDS epidemic by national and private higher education institutions. Since 2011, partners and stakeholders have worked together to produce a number of high quality documents including: a study of risk behaviours among university students, a HIV/AIDS policy and strategy document for the higher education sector; a package of minimum services document and a communications strategy.
- Annual Progress Reports for the Joint Programme present strong evidence of complementary support at federal and regional levels. In all five regions, government has established youth centres and the Joint Programme has provided equipment. For example, by December 2012, 18 motor bicycles had been procured and distributed to targeted woredas in SNNPR, along with 17 computers and printers and other communication tools. Also in SNNPR financial support was provided to expand six regional AIDS resource centres and four school-based youth centres were equipped with satellite TV and digital cameras. In the Afar Region, 30 service delivery points were established. In Addis Ababa, outdoor games were provided to 19 youth centres. In the

Amhara Region, educational materials were distributed to five girls clubs.

- From site visits and key informant interviews, the Evaluation Team confirmed that capacity building activities for young people and duty bearers are undertaken using national guidelines, toolkits and information, education and communication (IEC) materials. The Joint Programme has provided technical support for the further development of these guidelines and materials, along with resources for their distribution.

#### **Some challenges and opportunities**

- HAPCO efforts to coordinate projects and avoid duplication can sometimes mean that opportunities for synergy and collaborative working are missed. -For example: there was little evidence of collaborative working with networks of NGOs and FBOs on FGM/C in Afar. In Dera woreda of Amhara, there were other UNFPA programmes working on reproductive health in nearby woredas; however, HAPCO officers were highly concerned with accountability for resources and were, therefore, keen to emphasise the distinct and separate nature of the programmes.
- There are a number of other International Development Partners working on issues HIV, vulnerable youth and reproductive health in Ethiopia. For example, the Global Fund is supporting HIV prevention activities on a large scale and USAID is funding reproductive health services through the Integrated Family Health Programme. The Population Council is working with the Ethiopian Orthodox Church on reducing HIV risk among adolescent girls, while DFID has recently launched its Girl Hub initiative to establish a 'branded social communications platform' for reducing GBV and promoting the economic empowerment of adolescent girls. Some of these initiatives operate in the vicinity of the target woredas and it could be useful to explore the potential benefits of complementary working.

### **5.1.3 Relevance to the changing HIV/AIDS situation**

*“Due to various large economic development programmes in our region, the vulnerability to HIV infection is expected to increase, especially as there is high seasonal mobility of young people to our region. There are huge factories and agricultural developments in Afar region. Addis Ababa to Djibouti route touches Afar region and is a HIV risk corridor where commercial sex work activity is very high. So, young people remain highly vulnerable population and I think there is considerable cross-over to current focus on most at risk populations in the country. Thus, addressing labour migration to the new industrial areas is one of the challenges we face today and will be facing on large scale in the future”*

(Afar Region HAPCO Head)

There is sound evidence that the programme components remain relevant to the changing HIV/AIDS situation in Ethiopia. Although, since 2004, the epidemic has declined in major urban settings and stabilised in rural areas, there is significant variation in the epidemic among geographic areas and population groups. It is clear from the National HIV/AIDS Strategic Plan (2010/11-2014/15) that sexually active adolescents and young people remain a vulnerable group, while some are part of most at risk populations (MARPs) (such as sex workers and migrant workers) or live within or near to HIV hot-spots such as certain urban centres, universities, military camps. The specific findings of the Evaluation Team on the relevance of programme to the changing HIV situation is summarised in Table 6.

**Table 6: Relevance to the changing HIV/AIDS situation: main findings*****Joint Programme strengths***

- The focus on most at risk adolescents and young people in HIV hotspots and urban centres in Addis Ababa, Amhara, Oromia, SNNPR and Afar remains consistent with the National HIV/AIDS Strategic Plan (SPM II, 2010/11-2014/15).
- Schools and Higher Education Institutions have been identified as key sites for risky sexual behaviour (Tegabu G. et al. 2011); hence they are prioritised as important sites for prevention activities in the SPM II. The Joint Programme's efforts to scale up coordinated approaches in these institutions is, therefore, highly relevant.
- The Joint Programme is engaging with some key challenges identified in the SPM II such as: lack of comprehensive HIV knowledge; access to condoms; linking HIV testing to services; the prevalence of HTP including gender discrimination and gender based violence and the need for improved targeting of HIV interventions based on strategic information.

***Some challenges***

- The focus on target intervention sites can limit to Joint Programme's response to the mobility of young people and target populations, as well as the seasonality of risk. Key informant interviews and focus group discussions highlighted that young people can be key drivers of rural-urban migration, and are frequently involved in migrant and seasonal labour. For example, there is considerable concern in Sebeta Hawas and Adami Tulu woredas about the risks associated with the flower plantations and garment factories. In South Omo, the building of the Gibe III Dam is also expected to attract large numbers of young migrant workers and sex workers.
- The national HIV/AIDS response is increasingly focusing on integrated efforts to address MARPS. There is a clear cross-over with efforts to target adolescents and young people but there is a need to ensure consistency of approaches and joint working in scaling up of interventions.
- The evaluation research suggests there remains a gap within the Joint Programme in delivering specific strategies to reach young adolescents (with age appropriate prevention activities) and young people who are living with HIV (with positive prevention services).
- Key informant interviews suggest that the Joint Programme's focus on educational institutions may not adequately cover Technical and Vocational Education and Training (TVET) institutions. These are identified as important sites for prevention activities in the SPM II so efforts should be made to address this gap.

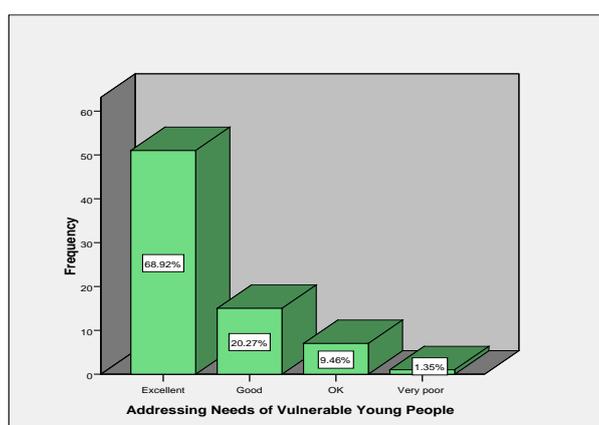
### 5.1.4 Relevance to the needs of the target groups

The Evaluation Team was asked to assess how relevant the programme components are to the needs of the target groups (vulnerable young people). In the survey of youth leaders, we asked whether the Joint Programme is meeting the needs of the target group. The perspectives of youth leaders are presented in Box 4.

#### Box 4: The perspectives of youth leaders

Figure 4 shows that 89 percent of youth leaders thought the programme's performance was good or excellent in meeting the needs of the target group.

**Figure 4: Youth Leader's assessment of whether the Joint Programme is meeting the needs of vulnerable young people**



Some of the comments given by youth leaders to explain these ratings are summarised below:

- Youth leaders who rated the programme positively in terms of the target group generally referred to its role in empowering vulnerable young people:
 

*“It shows even vulnerable young people who are sometimes labeled as “dangerous” to the society can also change their behaviour, protect themselves from adverse consequences of risky behaviours and be productive citizens in any aspect of life - and play a significant role in the society if they are given a chance or means to do so”* (female youth leader, 17 years, Awash Fentale).
- Some youth leaders thought the programme was doing good work for the target group but thought it needed to find more innovative approaches:
 

*“This programme is doing a lot on HIV/AIDS and other related issues. So, it would be good if the programme keeps working to create innovative approaches to effectively deal with some of the development challenges among youth”* (male youth leader, 22 years, Adama Science and Technology University).
- Among those that gave the programme a low rating, there was concern that the focus of programme activities is too narrow:
 

*“[The programme] had little contribution. The programme's focus was mainly on HIV/AIDS prevention”* (male youth leader, 27 years, Bahir Dar).

*“There have not been adequate efforts to strengthen youth's wider decision making power”* (female youth leader, 19 years, Arbaminch University).

*“Youth unemployment is very high. The programme did not do much to address this”*

*problem*” (female youth leader, 23 years, Bahir Dar).

- Some youth leaders thought more could be done to reach to the most vulnerable young people, as well as different age sets:
  - “*The training programmes are usually organised for those who are already youth leaders. It should also reach other more vulnerable young people and adolescents*” (male youth leader, 27 years, Gonder)
  - “*The programme did not adequately address daily labourers, construction workers, and domestic workers*” (female youth leader, 18 years, Addis Ababa).
  - “-*So, we suggest that the programme should work on more basic things and consider the various developmental stages* (male Youth Leader, 21 years old, Semera University).

The Evaluation Team’s other findings on the relevance of the programme to the needs of the target group are summarised in Table 7.

**Table 7: Relevance of the programme to the needs of target groups: main findings**

#### ***Joint Programme strengths***

- The design of the Joint Programme is largely consistent with the needs of young people as described in the National Adolescent and Youth Reproductive Health Strategy (2006-2015), the 2010 Population Council Survey of Young Adults, the Survey of MARPS in Amhara Region (Mekonnen et al. 2009), and the UNICEF/MOCYA evaluation of the Adolescent and Youth Development Programme (2012).
- Focus group discussion with intended beneficiaries suggest that the IGA components of the programme are especially highly valued but that they need to be linked to wider issues of support for livelihoods, employment and social protection. Issues relating to equity in selection of individuals for IGA support were also raised (see also sections on programme effectiveness and outcomes).

#### ***Some challenges***

- The evaluation research suggested that it can be difficult to define “vulnerable adolescents and youth”. From our conversations with young people it was clear that most are potentially vulnerable to HIV and sexual and reproductive health challenges. It can also be difficult to define most-at-risk young people (such as sex workers, migrant workers, orphans, out of school and unemployed youth) as many young people can move in and out of these identities over time, depending on circumstances. While, for programming purposes, there is a need to define target groups, there is also a need for flexibility and inclusiveness. Regional HAPCOs should consider developing a ‘tool-box’ of general and specific strategies that respond to different types of vulnerability among young people of different ages in their area, and that target social networks as well as individuals.
- Although livelihood initiatives and IGAs are highly valued among young people, the evaluation research suggested that there remains a need for a more consistent approach with closer monitoring and evaluation to provide lessons on what does and does not work and why in different areas.

### 5.1.5 Relevance of a rights-based approach

The Evaluation Team was asked to assess the relevance of the rights-based approach to adolescent and youth development in addressing SRH and HIV and AIDS interventions at national and regional level. The Evaluation Team recognises that there are many dimensions to a rights based approach that aims to strengthen the capacity of duty bearers and empower rights holders. The UN Secretary-General has called on all agencies of the United Nations to mainstream human rights principles into their activities and programmes. A number of elements are considered necessary, specific and unique to a human rights-based approach (UNICEF 2004):

- Assessment and analysis identify the human rights claims of rights-holders and the corresponding human rights obligations of duty-bearers, as well as the immediate, underlying, and structural causes when rights are not realised.
- Programmes assess the capacity of rights-holders to claim their rights and of duty-bearers to fulfil their obligations. They then develop strategies to build these capacities.
- Programmes monitor and evaluate both outcomes and processes guided by human-rights standards and principles.
- Programming is informed by the recommendations of international human rights bodies and mechanisms.

It is clear that the Joint Programme design is consistent with a rights-based approach and that the application of human rights principles has been extended to rights to participation, information, non-discrimination and inclusion, as well as the rights to sustainable livelihoods and access to sexual and reproductive health services in line with successive human rights conventions, and the International Conference on Population and Development Programme of Action.

The Evaluation Team's additional findings on the relevance of a rights-based approach are summarised in Table 8 below.

**Table 8: Relevance of a rights-based approach: main findings**

#### ***Joint Programme strengths***

- The programme objectives are consistent with the human rights principles articulated in Chapter 3 of the Constitution, as well as a number of international human rights charters and instruments to which Ethiopia is a signatory (such as the UN Convention of Elimination of All Forms of Discrimination Against Women (CEDAW) and the UN Convention of on the Rights of the Child (UNCRC).
- The desk review confirmed that rights issues such as early marriage, FGM/C, gender based violence and the need to access to services and information remain highly relevant issues for young people (see for example the Population Council's 2010 study).
- The Evaluation Team's case studies, key informant interviews and focus group discussions confirmed that these issues are perceived as meaningful and important by young people and community leaders and are key topics for community conversations. –Access to education, enforcement of by-laws, community education/mobilisation, peer networks, and the endorsement of community leaders (champions) are seen to be critical factors in success.

### ***Some challenges and opportunities***

- The evaluation research suggested that community mobilisation around rights issues tends to be adult-led. While political sensitivities are acknowledged, there appears to be scope for increasing young people's participation and meaningful involvement in rights-focused initiatives at federal, as well as local levels.
- Findings from Amhara suggested that young people with disabilities and ethnic minorities can provide strong leadership for other young people on rights-based thinking. In focus group discussions with young people with disabilities and young people from the minority group, '*negede weyeto*' in Bahir Dar, the Evaluation Team was impressed by how articulate these young people were on issues of sexual and reproductive health and rights-based thinking. While the programme can take some credit for this, it was clear that their experiences of marginalisation had given them opportunities for advocacy and solidarity. The stories and self-confidence of these young people may be highly motivating for others.

### **5.1.6 Section summary**

To assist the reader, the most important findings and recommendations from this section on programme relevance are summarised below.

#### **Key findings**

- ***Relevance of programme objectives:*** The Joint Programme consistent with a number of national policies and strategies including: the National Youth Policy (2004); the GTP (2010/11–2014/15); SPM II, 2010/11–2014/15); and the National Adolescents and Youth Reproductive Health Strategy (2007). There are some challenges relating to inconsistencies in the definition of youth and keeping HIV/AIDS high on the national policy agenda. Also, the Government's 2009 CSO Law could mean there are constraints on the participation of CSOs advocating a rights-based approach. However, there are some opportunities including: engagement with the forthcoming social protection policy and strategy; implementation of the new Mental Health Strategy and, internationally, working with the post-2015 development agenda.
- ***Complementarity of programme activities:*** Annual joint planning and joint reviews with federal, regional and woreda HAPCOs means that programme activities are generally well coordinated. The programme's annual progress reports present strong evidence of complementary working with government implementing partners, although a strong focus on accountability for resources at woreda level can mean that opportunities for synergy are missed. The Joint Programme has worked closely with Higher Education Institutions Partnership Forum to co-opt the leadership of 75 universities and supported the publication of joint assessments, planning documents and strategies. There was less evidence of complementary with other International Development Partners and social development initiatives, such as the Global Fund programme, USAID's Integrated Family Health Programme, and DFID's Girl Hub.
- ***Relevance to the changing HIV/AIDS situation:*** There is good evidence that the Joint Programme remains relevant to the changing HIV/AIDS situation. The focus on young people in HIV hotspots and urban centres is especially consistent with the current national strategy (SPM II). The programme is also engaging with some key challenges identified in SPM II such as: lack of comprehensive HIV knowledge; access to condoms; linking HIV testing to services; the prevalence of HTP; and the use of strategic information. However, SPM II has placed increased emphasis on MARPs and there is a need to ensure consistency of approaches. Some challenges also remain in addressing the mobility of young people and the seasonality of risk, as well as in reaching young adolescents and young people living with HIV.

- **Relevance to the needs of the target groups:** Eighty-nine percent of youth leaders surveyed thought the programme's performance was good or excellent in meeting the needs of the target group. However, some youth leaders suggested the programme needs to find more innovative approaches and to extend its remit to some wider youth development issues. Some youth leaders also thought that groups such as domestic workers and migrant labourers were poorly addressed and that the programme approach needs to support young people through successive developmental stages.<sup>8</sup> The Evaluation Team noted the challenge of identifying "vulnerable youth" whose identities can change with time and context.
- **Relevance of a rights-based approach:** The Joint Programme design is consistent with a rights-based approach since it builds the capacity of duty bearers and empowers rights-holders (young people), while extending the concepts of rights to participation, information, non-discrimination, sustainable livelihoods and access to sexual and reproductive health services. The programme is, therefore, consistent with the human rights principles articulated in Chapter 3 of Ethiopia's Constitution, as well as a number of international instruments, such as the UN Convention of Elimination of All Forms of Discrimination Against Women (CEDAW) and the UN Convention of on the Rights of the Child (UNCRC). Stakeholder interviews confirmed these themes are perceived as meaningful and important by young people and community leaders, and that they are key topics for community conversations. –Access to education, enforcement of by-laws, community education/mobilisation, peer networks, and the endorsement of community leaders are seen to be critical factors in the success of rights-based approaches. Some challenges remain in ensuring full participation of young people in both programme and community decision-making. Marginalised groups and young people with disabilities can be useful champions of rights based approaches.

#### Key recommendations

- The Joint Programme team should continue to monitor the policy, regulatory and international development context to ensure that opportunities for collaborative working, resource mobilisation and scaling up are not missed.
- The Joint Programme should continue to refine its strategies for reaching vulnerable youth and ensure that general strategies are complemented by specific strategies for engaging hard-to-reach youth. More attention needs to be given to groups such as domestic and migrant workers, young adolescents and young people living with HIV. The programme should promote greater participation of young people in programme and community decision making, and work with them to develop more innovative and creative approaches. This could include working with 'youth champions' (especially those most articulate in rights-based thinking).

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<sup>8</sup> This is similar to the UNICEF 'continuum of care' approach (UNICEF, 2011).

## 5.2 Findings on efficiency

### 5.2.1 Efficiency in converting inputs to outputs

The Norwegian Government has committed NOK 100 million (US\$ 17,889,088)<sup>9</sup> for the Joint Programme over the period 2007-2013. The funds are divided equally between UNFPA and UNICEF and released independently to each agency on a six monthly basis. Details of fund disbursement and utilisation by UNICEF and UNFPA are shown in the table below.

**Table 9: Details of Fund Disbursement and Utilisation**

UNICEF						
Year	Disbursement from RNE in NOK <sup>1</sup>	Disbursement from RNE in USD <sup>2</sup>	Utilisation in USD	Cumulative Disbursement	Cumulative Utilisation <sup>4</sup>	Exchange rate NOK to USD
2007	5,000,000	920,000		920,000		0.184
2008	10,000,000	1,400,000	561,987	2,320,000	561,987	0.14
2009	5,600,695	952,118	1,000,462 <sup>3</sup>	3,272,118	1,562,448	0.17
2010	11,201,390	1,792,222	1,753,493 <sup>3</sup>	5,064,341	3,315,942	0.16
2011	8,501,786	1,615,339	2,616,905 <sup>3</sup>	6,679,680	5,932,846	0.19
2012	7,273,596	1,309,247	1,263,349	7,988,927	7,196,195	0.18
2013	2,250,768	382,631		8,371,558		0.17
UNFPA						
Year	Disbursement from RNE in NOK <sup>1</sup>	Disbursement from RNE in USD <sup>2</sup>	Utilisation in USD	Cumulative Disbursement	Cumulative Utilisation <sup>4</sup>	Exchange rate NOK to USD
2007						0.184
2008	5,602,457	952,418	730,445	2,660,000	730,445	0.14
2009	11,691,434	1,870,629	2,650,310	3,612,418	3,380,755	0.17
2010	2,525,504	479,846	1,868,493 <sup>3</sup>	5,483,047	5,249,248	0.16
2011	6,018,530	1,083,335	1,960,840 <sup>3</sup>	5,962,893	7,210,088	0.19
2012	4,990,310	848,353	875,733	7,046,228	8,085,821	0.18
2013	19,000,000	2,660,000		7,894,581		0.17

Table notes: 1. Data acquired from RNE; 2. NOK to USD exchange rate for respective years were acquired from [www.oanda.com](http://www.oanda.com); 3. These utilisation figures are from the certified financial statement submitted to RNE by UNICEF/UNFPA headquarters. Other utilisation figures were acquired from the annual performance reports. 4. Cumulative utilisation was calculated by adding up figure from certified statement (where available) and figure from the annual reports (when data is not available from certified statement).

<sup>9</sup> Conversion rate at the time of agreement: US\$ 1 = NOK 5.433

Based on desk review of financial statements and report, as well as key informant interviews with programme officers and implementing partners, the Evaluation Team's findings on the conversion of programme inputs to outputs are as follows:

- The Joint Programme faced delays in the start-up period so implementation did not start in earnest until the end of 2010. However, programme implementation has managed to gain pace and there has been a rapid increase in the number of young people reached (see section on effectiveness). This achievement has been matched by financial disbursements. For example, UNICEF disbursed 42 percent of total budget allocations for the period between 2008 and 2010 during the first 6 months of 2010. The respective financial disbursement for UNFPA was 33 percent of allocated funds over the same period.<sup>10</sup> Although the tripling of the number of youth reached is an impressive achievement, care needs to be taken to ensure that such hasty disbursement of funds within such a short time does not compromise the quality of the programme and the efficiency of fund utilisation for the future.
- There is now a good expenditure of funds against budgets. At the end of 2012, reported expenditure according to the annual performance report was:
  - UNICEF 2008 to 2012 -91.5 percent expenditure against plan
  - UNFPA 2008 to 2012 – 88 percent expenditure against plan

However, one can see that there is difference in the utilisation rate based on data shown in the table above. The main reason for this difference is the fact that the table shows fund utilisation data from certified statement as opposed to provisional figures from annual reports, for few years at least. There could also be a difference in the exchange rate applied.

- Analysis of financial data from certified statements over three years (2009-2011) shows that approximately 81 percent of Joint Programme expenditure related directly to programme activities, with the remaining funds being used for administration, technical and capacity building support (see table 10 below).<sup>11</sup> This suggests an efficient utilisation of project funds.

**Table 10: Proportion of operational cost as percentage of total Joint Programme cost**

Joint Programme Cost (UNICEF and UNFPA)			
Year	Total project cost	Operational cost	Operational cost as % of total programme cost
2009 <sup>12</sup>	1,000,461.54	217,670.51	22%
2010	3,621,985.93	699,151.44	19%
2011	4,577,744.59	894,034.77	20%
Average			19%

<sup>10</sup> Comment from the independent audit firm/Sisay Endale and Co

<sup>11</sup> Note the figures are taken from the certified financial statements for both agencies.

<sup>12</sup> Estimate for 2009 is solely based on UNICEF data

- Coordinating partner key informants reported that efforts have been made to address challenges and iron out fund flow problems. The recent introduction of fund settlement bi-annually (as opposed to the previous system of quarterly settlements) has gone a long way in addressing the delays in fund flow. Under the previous system, woredas faced delays in fund release for as long as three months. However, this reform was only introduced in January 2013 and the field assessment for this evaluation was conducted in May-June 2013. Consequently, respondents mostly addressed the question based on earlier experience and problems of delay in disbursement were frequently mentioned. Since this evaluation covers the period 2008-2013, we have summarised the most common experiences reported to us in the Box below.

#### Box 5: Challenges with fund flows over the period 2008-2013

- **Delays in utilising and liquidating funds** by government implementing partners that affected fund release for next tranche. This was usually caused by human resource shortages within government structures, especially at woreda level. Sharing of a single pool of finance and administrative staff for financial execution and reporting among all line offices at woreda levels was another factor contributing to delays. In Oromiya region, new universities joining the programme experienced particular challenges relating to poor understanding of fund utilisation, liquidation and reporting procedures.
  - **Delays in reporting:** government implementing partners have not always seen reporting on donor resources as a priority and sometimes regard it as an additional workload;
  - **Delays in consolidating reports at woreda and regional level:** this is often due to one or two missing reports from implementing partners. (Also, according to government and UN procedures, if a single woreda in a region that has not liquidated funds in a 6 month period, then none of the next tranche of funding for the region can be released);
  - **The spread of woredas/universities** across vast areas has made follow-up on financial reports (and other data submitted) difficult;
  - **Administrative delays within UNDP:** in some cases administrative delays within UNDP (the internal fund administrator for UNFPA) has led to delays in the release of funds.
- Following the Mid-Term Review, a focal person was assigned to the Regional Health Bureau/Regional HAPCO in SNNPR to closely oversee budget release, utilisation, liquidation and reporting. This move has markedly improved challenges with fund flow which is also confirmed by assessed woredas.
  - Issues of weak planning/poor target setting and over-reporting of achievements (double counting) were documented in the Mid-Term Review, as well as in the 2012 Annual Progress Report and continue to be seen as a challenge. –For example, in 2012 distribution of condoms only reached 3 percent of the annual work plan target. This was said to be partly because Afar Region had ambitiously planned to distribute 1.3 million condoms in 2012 but pulled back because of NGO social marketing activities and only ended up distributing 27,000 condoms (2012 Annual Progress Report).

### 5.2.2 Efficiency of management structures

On balance, there appears to be reasonable efficiency in management structures:

- The management systems (and organogram) for the programme within the UN system are complex. However, these are difficult to rationalise further within the current institutional arrangements. Nevertheless, the collaborative working between UNICEF and UNFPA is a promising example of the UN 'Delivering as One'.
- The Joint Programme utilises existing government structures and systems. An additional example of using existing structures is the Developmental Bible project; this 'tracer' project uses the structures and workforce of the Ethiopian Orthodox Church for project activities. To the extent that this avoids the creation of parallel structures, this is likely to contribute to efficiency. On the other hand, working with government systems at multiple levels can be slower (as illustrated by the issues described in Box 4 above). Another issue is the requirement to conduct centralised bulk procurement through the government system which can be slow. –Although some of the most significant delays have been associated with procurement of imported items, such as motorbikes, using UN systems (see section on lessons learnt).
- Site visits and key informant interviews indicated that implementing partners at each level (including HAPCOs, line ministry structures and higher education institutions) try to undertake programme activities, including programme management, supportive supervision and data collection activities, in a coordinated and efficient manner. For example, implementing partners deploy their own staff for programme implementation. The Evaluation Team also observed careful planning of journeys and sharing of government vehicles to ensure efficient use of time and resources.
- In Addis Ababa, BOFED has been convening quarterly financial review meetings so that financial reports can be compiled quickly and efficiently. These meetings gather all key players in the Joint Programme and Deputy Heads of line bureaus to review fund utilisation, rates of expenditure and timeliness of fund liquidation, as well as progress in implementing the annual work plan.
- In almost all woredas visited, there was experience of joint planning and decision-making on fund allocation through the woreda Steering Committees (which includes woreda implementing partners and universities). However, in Adama Liyu Zone fund allocations are transferred from the Regional HAPCO to the university. Although there is annual activity workplan, the actual allocation of funds between implementing partners is administered by the Joint Programme focal person at the university, without involvement of the Steering Committee. Other implementing partners in the woreda have voiced their discontent with this non-participatory decision-making mechanism.
- In general, stakeholders at regional and woreda level considered that there were appropriate checks and balance within finance and management systems. However, one officer from Adam University pointed out that, given the programme emphasis on a rights-based approach, there should be stronger mechanisms for accountability to rights-holders. This officer suggested that there should be

stronger participation of young people in programme planning on the allocation of resources:

*“There is lack of transparency on the financial management... There is no collective decision-making on financial matters. The participation of the students in the planning of activities is very limited. The transparency related to financial administration should go to the beneficiary level”* (key informant, Adama University).

### **5.2.3 Evidence that recommendations from the Mid-Term Review on management and administration have been addressed**

Although the fund liquidation period has been pushed from three to six months, some problems relating to disbursement delays persist (especially in regions such as Afar, where government capacity is limited). Unpredictable funding was mentioned in one woreda as the reason for closure of services:

*“We have closed the youth centre and brought back the materials that were used by the youth to our office due to financial problems and unpredictable funds to run the centre. The centre used to be a place that youth used a lot because there are no recreational facilities where youth can spend their spare time in positive ways. Other places, like ‘shisha’ houses and bars, are risky for youth”* (key informant, Awash Fentale woreda).

Where UNICEF/UNFPA staff have tried “direct troubleshooting” with particular implementing partners (for example in using the ‘FACE’ interface) this appears to have had some success.

The Mid-Term Review recommended that the Joint Programme consider disbursing funds directly to universities in order to improve fund flow efficiency. However, as we have seen in the example from Adama Liyu Zone above, this can lead to problems if not managed carefully.

### **5.2.4 Adequacy of human resource inputs, management systems and tools**

Site visits confirmed that high staff turnover (among implementing partners and UN staff) continues to be a challenge –especially in terms of sustaining capacity, skills and programme experience. Lack of job security, career paths and low salary scales appear to be factors here.

The importance of the roles of the regional and woreda focal persons were repeatedly emphasised as they contribute to the capacity of HAPCO structures in general as well as the programme. Some Regional HAPCO Heads indicated that there is an urgent need to update the Programme Implementation Manual (PIM) so that these positions can be institutionalised and sustained.

### **5.2.5 Sufficiency of implementing partners’ financial management systems and capabilities**

The Evaluation Team’s review of financial systems, financial reports and audit reports suggest that programme funds have been well managed in accordance with standard operating procedures and authorisations, and there are clear instructions on who is responsible for what.

The two Joint Programme coordinating agencies i.e. UNICEF and UNFPA have well established financial management system which has an inbuilt internal control. At

the start of the Joint Programme, due diligence assessments were conducted by independent consultants on universities and NGOs which were to be implementing partners. The Evaluation Team observed the Letter of Understanding (LOU) governing the grant arrangement between UNFPA and the Developmental Bible project. This appeared to be a satisfactory standard agreement; however, we were not able to investigate agreements with other tracer projects in the time available.

All government implementing partners receive fund transfers based on an agreed annual work plan (AWP). Any disbursement which falls outside of the AWP does not get funded unless there is a prior approved request to shift funds between activities. Budget and expenditure is tracked by key recipients (in most cases BOFEDs) in the five project regions. Each implementing partner is given its own budget code. Budget against expenditure is assessed bi-annually and financial and narrative reports are duly submitted to the donor. In addition, field visits are made to woredas at least quarterly to monitor progress and challenges.

BOFED structures are responsible for the release and control of programme funds for implementation by government implementing partners. All government structures follow the rules and regulations prescribed in the government's financial administration and procurement procedures. From our investigations it appears that the financial systems have good internal control and procedures manuals. Staff are appropriately trained and regular audits have been conducted to ensure funds have been well managed. Assets procured through Joint Programme are mostly clearly marked and transferred after records are made in a series of asset registers in accordance with government procedures. NGOs are also required to label and register assets procured through the Joint Programme. The two UN coordinating agencies also monitor to ensure that assets are properly labeled and registered.

#### **5.2.6 Efficiency of the planning, monitoring, review and reporting system (PMER)<sup>13</sup>**

*"We know the monitoring and evaluation framework of Joint Programme. There are also other frameworks like SPM I and II frameworks. And, we have indicators. We are good at surveillance. The problem is when we come to routine monitoring... At all levels of coordination consolidated formats should be developed. The other problem is that indicators are many. We should be selective. We should focus on major and key indicators that need close follow up and monitoring. I am not sure that whether we monitor what we should monitor. We should review indicators with partners. We should work on its improvement."*  
(FHAPCO Deputy Director)

The Monitoring and Evaluation Framework for the Joint Programme was developed in 2011. It is a technically impressive document. Although several implementing partners at regional and woreda level report have been oriented to the framework, there is still little evidence that data is being actively collected against the framework. Some key informants suggested that the framework contains "too many new indicators".

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<sup>13</sup> This section also speaks to effectiveness in delivering on Programme Objective 8.

The 2012 Annual Progress Report indicates that during 2012 a concerted effort was made to strengthen the M&E to provide up-to-date information for decision-making purposes. Various joint review meetings for experience and information sharing and joint planning were conducted at different levels. UNICEF and UNFPA also closely followed-up on implementation of the programme through:

- Regular field monitoring and supervision visits by regional programme staff (UN and Government) - a total of 57 visits were conducted in 2012 ( SNNPR, Amhara, Oromia and Afar);
- Joint field visits Amhara, Oromia and SNNP regions by UNICEF and UNFPA Programme Officers, Norwegian Embassy delegates, implementing partner heads and experts, coordinators and community members (April and December 2012).

As shown in Section 5.3 below, there remain a number of issues relating to inconsistent data collection. There are also potential inefficiencies associated with poor harmonisation of indicators and alignment of reporting systems that lead to duplication of effort.

### 5.2.7 Evidence that the programme represents value for money

A credible assessment of whether the Joint Programme represents good value for money requires robust data on programme outputs and outcomes so that these can be assessed as commensurate to inputs (Antinoja et al. 2011).

Value for money can be broken down into three components:

- **Economy:** Are the costs of inputs as low as possible?
- **Efficiency:** How well are inputs converted into outputs?
- **Effectiveness:** How far do inputs lead to intended outputs, outcomes and impact?

These components look at different part of the results chain. Value for money (VFM) spans the whole chain from money-in to impact-achieved. It is often measured in terms of cost per unit of impact achieved – e.g. cost per life saved or per Disability Adjusted Life Year saved (DALY).

It is beyond the remit of the Evaluation Team (and the data available) to undertake a full value for money assessment. However, we are able to make the following observations:

- We have found no evidence of serious lack of economy or inefficiencies in the operations, and where problems have been encountered (for example, in the efficiency of fund flows) measures have been made to address or mitigate these problems.
- The programme has made acceptable progress on delivering on outputs, especially since 2010 (see next section). There are, however, significant regional differences that are partly explained by: difference in population size and type; differences in local priorities; differences in target setting (targets are sometimes inappropriately high or low); and/or gaps in data collection. We would expect to see considerable improvements in reliable target setting and the operations of the M&E system in the next phase of the programme.
- As explained in the methodology section and the forthcoming section on outcomes, measurement of the progress towards meeting the outcomes of the

programme will require an investment in a follow-up survey to the baseline survey conducted in 2010. It should then be possible to make a more reliable assessment of the programme's value for money.

Consequently, at this stage, it is not possible to make a definitive statement about the value for money of the programme in technical terms. Nevertheless, the programme has reached nearly 580,000 duty bearers and rights holders (almost three times the original target). The Evaluation Team has observed that the programme is fully operational in the sampled woredas and young people themselves attest to important, sometimes life-changing, benefits from the programme for themselves, their peers and their communities. So, it appears that the Joint Programme probably offers reasonable value for money. -However, whether it will do so in the future depends on important lessons being learnt, improvements in disbursement systems being sustained, the M&E system being significantly strengthened and the follow-up survey on outcomes showing measurable achievements.

### 5.2.8 Section summary

The most important findings and recommendations arising from this section on efficiency are summarised below.

#### Key findings

- **Efficiency in converting inputs to outputs:** The Norwegian Government has committed NOK 100 million (US\$ 17,889,088) for the Joint Programme over the period 2007-2013. The funds are divided equally between UNFPA and UNICEF and released independently to each agency on a six monthly basis. The Joint Programme faced delays in the start-up period so implementation and financial disbursements did not gain pace until the first 6 months of 2010. Since then, there has been with both agencies reaching around 90 percent of expenditure against plan by the end of 2012. Analysis of financial data from certified statements covering 2009 to 2011 shows that approximately 80 percent of Joint Programme expenditure related directly to programme activities, with around 20 percent of funds being used for 'operational' purposes (including administration, technical and capacity building support).
- Fund flow problems have been a concern in the course of the programme but the recent introduction of fund settlement bi-annually (as opposed to quarterly) has gone a long way in preventing delays. Where UNICEF/UNFPA staff have tried "direct troubleshooting" with particular implementing partners (for example in using the 'FACE' interface) this appears to have had some success.
- **Efficiency of management structures:** On balance, there appears to be reasonable efficiency in management structures. There have been some efficiency gains in working through government management systems, especially with respect to shared use of human resources and vehicles. However, high staff turnover (among implementing partners and UN staff) continues to be a challenge –especially in terms of sustaining capacity, skills and programme experience. Lack of job security, career paths and low salary scales appear to be factors here.
- Review of financial systems, financial reports and audit reports suggest that programme funds have been well managed in accordance with standard operating procedures and authorisations, and there are clear instructions on who is responsible for what. BOFED structures are responsible for the release and control of programme funds for implementation by government implementing partners. All government structures follow

the rules and regulations prescribed in the government's financial administration and procurement procedures. Financial systems have good internal control and procedures manuals. Staff are appropriately trained and regular audits have been conducted to ensure funds have been well managed.

- **Efficiency of the planning, monitoring, review and reporting system (PMER):** Although the 2011 Monitoring and Evaluation Framework for the programme is a technically impressive document, there is still little evidence that data is being actively collected against its indicators. Some key informants suggested it contains “too many new indicators”. There remain issues of: weak planning/poor target setting; inconsistent data collection; poor harmonisation of indicators and alignment of reporting systems that can lead to duplication of effort.
- **Evidence that the programme represents value for money:** Due to lack of data on programme outcomes, it is not possible to make a definitive statement about the programme's value for money in technical terms. Nevertheless, the programme has reached nearly 580,000 duty bearers and rights holders (almost three times the original target) and young people themselves attest to important, sometimes life-changing, benefits from the programme for themselves, their peers and their communities. This does point to good value for money. However, good value for money in the future will depend on important lessons being learnt, improvements in disbursement systems being sustained, the M&E system being significantly strengthened and the follow-up survey on outcomes showing measurable achievements.

#### **Key recommendations**

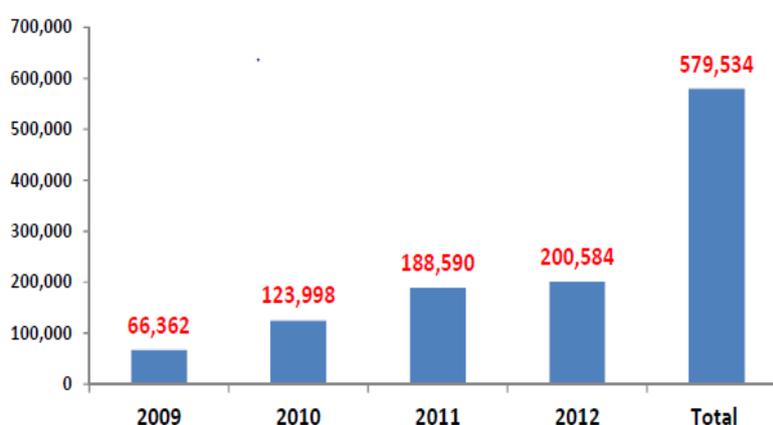
- The Joint Programme needs to continue demonstrating efficiency and value for money by ensuring: lessons documented in annual progress reports inform practice; recent improvements in disbursement systems are sustained; the M&E system is significantly strengthened to effectively track progress and identify problems early. Attention needs to be given to particular challenges such as high staff turnover, lack of job security and career paths, and low salary scales (especially at woreda level).

## 5.3 Findings on effectiveness

### 5.3.1 Preamble

Overall, the Evaluation Team is satisfied with the level and pace of programme implementation since 2010. The slow start up during the first two years of the programme was noted in the Mid-Term Review. The evaluation research suggests that initial challenges have now been overcome and, over the past two to three years, there has been rapid rolling out of the programme. As a result, implementation targets have frequently been exceeded. Indeed, the Joint Programme aimed to reach 200,000 young people by 2013; in practice, it has reached nearly three times this number (Figure 5).

**Figure 5: Numbers of young people reached through programme activities**



The Evaluation Team has been impressed by the levels of enthusiasm and dedication among cooperating and implementing partners, as well as among young people themselves. There is general consensus that, while financial resources for the programme may be limited, the people involved in the programme are its greatest asset –providing a rich pool of energy, creativity and commitment.

In order to systematically assess the effectiveness of the programme and collate evidence on the extent to which it has delivered on output-level objectives, the Evaluation Team has consolidated available programme monitoring data for the period 2008-2012 and triangulated this with information elicited from interviews, direct observation and stakeholder surveys. Monitoring data has been extracted from consecutive annual reports that have, as far as possible been cross-checked against data provided by the regions. Notably, there is minimal data for 2007/8 since, during these years, programme activity focused mainly on stakeholder mobilisation, finalisation of the programme design and joint operational planning in the five regions. Our analysis of data relating to programme performance therefore commences in 2009. In 2011, the new programme M&E Framework was introduced with a slightly different configuration of indicators. The Evaluation Team's analysis of secondary data thus focuses on a set of core monitoring indicators that can be tracked over the duration of the programme.

In keeping with the results chain, the presentation of the Evaluation Team's findings is organised around the programme's expected outputs. We have used the definitions found in the 2011 M&E Framework and have grouped outputs around a)

duty bearers (programme objectives 1,2, 5 and 6); b) rights holders (objectives 3, 4 and 7); and c) the supporting output relating to the M&E system (objective 8). Our responses to the evaluation questions on programme effectiveness cross-cut our analysis of each of the outputs.

### 5.3.2 Outputs relating to duty bearers

#### **Output 1: Strengthened capacity of Implementing Partners for coordination, implementation, M&E of SRH, HIV and gender-responsive programmes**

It is clear from review of annual reports and the Evaluation Team's site visits that strengthening the capacity of Implementing Partners has been a key focus of programme activity and expenditure. There has been a particular focus on provision of supplies and equipment, such as computers, printers, and media equipment, including televisions and cameras.

Unfortunately, reporting on equipment procured in annual reports is erratic and inconsistent (for example, sometimes printers are enumerated as computer equipment, and sometimes as separate items). This, in turn, makes it difficult to check procurement against annual workplans, budget allocations and financial reports. There is also no clear account in the reports of whether equipment is being procured for government or non-governmental implementing partners (tracer projects), youth centres or health centres. Although the Evaluation Team observed that asset registers are generally in order at woreda level, reporting on assets procured and data synthesis on the allocation of equipment needs to be strengthened in the next phase of the programme.

There appears to be considerable variation in approaches to building the technical capacity of implementing partners at woreda and regional levels. There has been emphasis on project management training, but regional figures presented in annual progress reports vary considerably. For example in 2011, the annual progress report indicates that a total of 2,105 individuals received project management training, but regional figures range from zero in Addis Ababa and 30 individuals reached in Afar, to 1,809 individuals reached in Oromia.

In 2012, the annual progress report indicates that a total of 715 individuals representing implementing partners and other HIV/AIDS organizations were trained. Although this is impressive, the precise nature of the trainings is not recorded. Key informants among implementing partners at woreda level confirm they have received a number of trainings ranging from project management and M&E to 'thematic trainings'. They suggest that these trainings have been useful and that they have used learning from these trainings in their Joint Programme and wider HAPCO work. Nevertheless, the Evaluation Team observes that capacity development of implementing partners is not clearly based on needs assessments and there does not appear to be systematic, quality-assured approach that is tailored to the needs of different officers at woreda and regional levels. It is noted, too, that there is considerable potential for overlap (and hence double counting) with 'thematic trainings' also recorded under Output 2.

**Key findings**

- Reporting and data synthesis on programme assets procured is inconsistent and hence difficult to track.
- Capacity development of implementing partners is not based on documented needs assessments and there does not appear to be systematic, quality-assured approach that is tailored to the needs of different officers at woreda and regional levels.

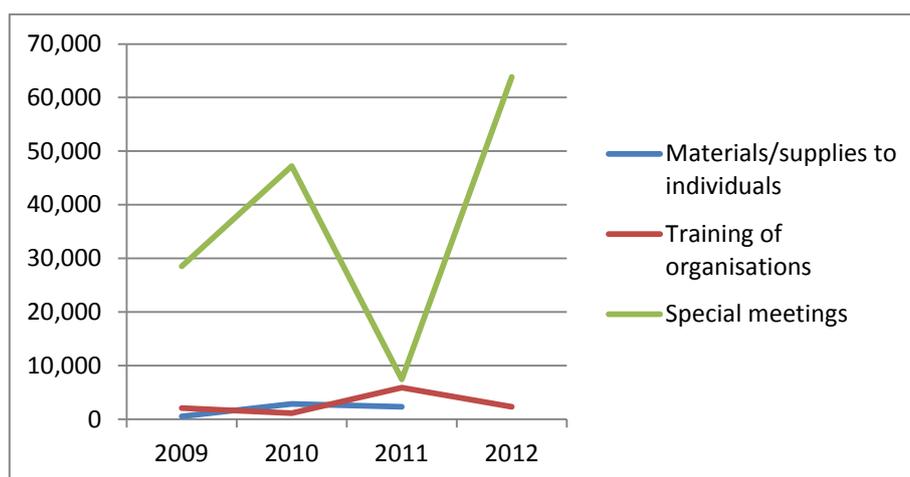
**Key recommendations**

- Reporting and data synthesis on programme assets procured needs to be strengthened in the next phase of the programme and should be linked to data on distribution, use and final destination (especially for tracer projects).
- There is now a significant literature on capacity development that aims to move beyond capacity building to sustainable skills transfer (see for example, UNDP 2010). Capacity development approaches include a focus on user-defined needs, and draw together support to individuals, institutions and the enabling environment. There appears to be considerable scope for employing contemporary capacity development approaches for the delivery of Output 1.

**Output 2: Improved capacity of parents and communities to effectively respond to demands of adolescents and young people and to ensure a protective and enabling environment for their development**

From 2009-2012 programme indicators for this output referred to materials supplied to individuals, training of institutions and special meetings/ consultations (Annex 5, Table (a)). From our review of data over this period, it is clear that ‘special meetings and stakeholder consultations’ (including panel discussions, community theatre and advocacy work) have formed a significant component of programme activity and peaked at 63,861 individuals reached in 2012.

**Figure 6: Programme performance on building a supportive and enabling community environment (Objective 2), 2009-2012**



*Data source: Joint Programme annual progress reports, 2009-2012*

Review of regional data shows, however, that in 2012 (somewhat anomalously) Amhara Region was responsible for 59,777 of individuals reached through special meetings and consultations, followed by 3,770 individuals reached in SNNPR. There seems to have been a sharp dip in this activity area in 2011, but notably several regions did not report data for this activity that year. These figures suggest that there

may be some issues of data completeness and quality assurance that need to be addressed.

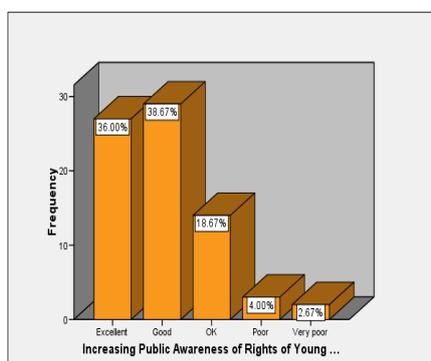
Provision of educational 'materials and supplies to individuals' (generally female students) appears to have leveled off at around 2,500 per annum, although no programme data is reported for 2012 for this activity.

Training of community institutions (mostly through thematic workshops) peaked in 2011 with a total of 5,888 parents and community members trained through the programme that year. There was some tailing off of training in 2012 with community level training only reaching 2,290 individuals. Nevertheless, this was 120% of planned activity and, key informant suggest, is likely to be related to declining resources in the final year of the programme. From the Evaluation Team's interviews at woreda level it appears that, in most cases, the national guideline on community conversations provides the basis of dialogue with parents and communities. The precise content and quality of 'thematic workshops' and dialogue on the rights of young people were difficult to establish in the absence of a standardised approach.

#### Box 6: Output 2 -the perspectives of youth leaders

In our survey of youth leaders, we asked them to rate the programme's performance on increasing public awareness of the rights of young people. Our analysis of the survey findings is presented in Figure 6.

**Figure 6: Youth leader's rating - public awareness of young people's rights**



Around 75 percent of youth leaders rated the programme's performance on increasing public awareness of young people's rights as good or excellent. Of the 25 percent who rated the programme's performance as OK, poor or very poor, lack of programme focus on explaining the legal and constitutional rights of young people was cited as the main weakness, especially by youth leaders in Amhara region.

### Key findings

- Indicators that have hitherto been used to monitor performance against Output 2 are ambiguous; they also point to the need for improved data quality assurance within the M&E system. There is a new indicator for Output 2 in the new M&E framework (number of young people reporting discussion on SRH issues with their parents), but no evidence that data has yet been collected for this indicator.
- The quality and content of thematic workshops for parents and communities is unclear. Similarly, there is no record of the extent to which existing tools and guidelines are used across the regions, or the quality of dialogue on rights based approaches to youth development and sexual and reproductive health.

### Key recommendations

- The M&E indicators used for Output 2 should be reviewed to ensure that reliable data can be collected in a timely manner and that effective data quality assurance mechanisms are in place.
- While recognising the value of the community conversation guidelines, it would be helpful to establish a more standardised and up-to-date methodology for building the capacity of parents and communities. A more standardised approach would allow systematic monitoring, better quality assurance and lesson learning across regions.

### Output 3: HIV/AIDS and SRH model service delivery points for adolescents and young people in pastoralist communities are established and implemented

Reporting of data against Output 3 has been rather weak and inconsistent over the period 2009-2012, and focuses mostly on activities conducted in Afar region. The 2012 annual progress reports provides the first figures that relate specifically to the establishment of *model service delivery points* in pastoral communities. This report indicates that 30 model service delivery points for young people were established in Afar in 2012 (a further 32 and 31 were planned for Amhara and SNNPR respectively but no information is provided on progress). The Evaluation Team did visit some service delivery points for young people in Afar, but was unable to actively confirm 30 functioning sites in the time available.

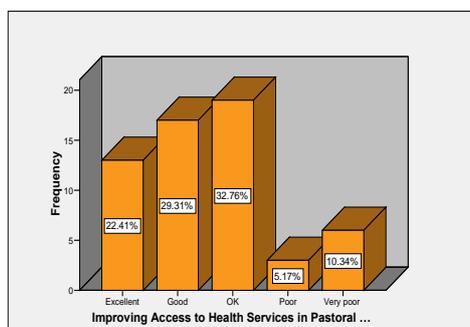
Nevertheless, there do seem to have been additional efforts to focus on the needs of pastoral youth, especially in Afar region. For example, in 2009, a stipend was provided to 12 trained young people in Afar to help provide a pastoral, youth friendly mobile VCT service; in addition 255 pastoralist young people participated in a peer education programme. In 2010, The Ministry of Youth and Sports (MOYS) in collaboration with UNICEF developed an Ethiopian Pastoralist and Semi-Pastoralist Rural Youth Development Package. This package identified some key activities relating to the economic and social challenges of pastoralist and semi pastoralist youth and opportunities for strengthened political participation. Key informants suggest that efforts are made to contribute to implementation of the package through the activities of the Joint Programme.

Key informants in Afar also suggest, however, that more effective and sustainable ways are needed to help young pastoralist people access youth friendly services. There is some urgency to this issue as the proximity of sugar plantations and a military base mean that woredas such as Dubti and Assayta are rapidly becoming HIV hot spots.

### Box 7: Output 3 -the perspectives of youth leaders

In our survey of youth leaders, we asked them to rate the programme's performance on improving access to health services for young people in pastoral communities. Our analysis of the survey findings is presented in Figure 7.

**Figure 7: Youth leader's rating –health service access for young people in pastoralist communities**



Eighty-five percent of youth leaders considered that the programme had performed satisfactorily or well in improving access to health services for young people in pastoralist communities. However, around 15 percent thought that it had performed poorly or very poorly, suggesting that young people in pastoralist communities are the hardest to reach and “more creative strategies” are needed. In focus group discussions, young people observed that adolescent girls in rural communities can be especially hard to reach because of domestic and agricultural responsibilities; they may also be the most at risk of harmful traditional practices. As a young woman from Amhara observed: *“It’s difficult for girls to keep going to school in these far off places. Usually their families are poor and they need to arrange an early marriage...”*

#### Key finding

- More effective and sustainable ways are needed to help young people in pastoralist communities access youth friendly services. Interviews confirm that special strategies are needed for rural and migrant youth in *all* regions. However, in Afar, emerging HIV hot spots make this a particular priority.

#### Key recommendation

- In the next phase of the programme there need to be clear and distinct strategies for hard-to-reach rural youth, especially vulnerable adolescent girls, those who are likely to join the agricultural and construction labour force, and those who are likely to migrate to cities and neighbouring countries for work or higher education. There needs to be particular engagement with the *mobility* of young people seeking economic advancement.

#### **Output 4: Strengthened institutional and community response to promote and protect adolescent and young girls from harmful traditional practices and gender based violence**

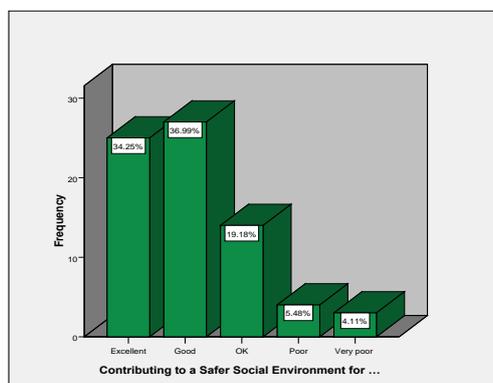
The Evaluation Team has not been isolate consolidated secondary data on this output from the reports provided. Over the period 2009-2011, indicators and data for this output appear to be merged with capacity building data associated with Outputs 2 and 5. The new 2011 M&E Framework includes two indicators for this output. These refer to the number of law enforcement officers trained and the number of thematic community conversations/youth dialogue sessions; however, programme data on these indicators are also fragmented and incomplete.

Although numerical data at the programme level is not reliable, the Evaluation Team's review of regional data, together with interviews and case studies, suggest that there has been considerable programme activity relating to Output 4. Amhara region appears to have been especially active. For example, in 2009 implementing partners in Amhara worked with law enforcement officers and community-based organisations on gender mainstreaming, GBV and fistula-related problems, reaching some 1,664 individuals through workshops. In 2010, a total of 503 law enforcement officers and legislators were trained in Amhara region on GBV and human rights. Interviews with some of these trained legislators suggest that many have become active in tackling cases of violence in their area but would benefit from follow-up support. Meanwhile, in SNNPR, 186 Anti-AIDS Club members, teachers, law enforcement officials and sector officers participated in gender, GBV, mainstreaming and human rights workshops in 2009. In 2010, the programme supported research on gender issues by Adama University and in Afar, 30 traditional birth attendants participated in a consultative advocacy workshop on GBV in the pastoralist context. These initiatives are important and evaluation interviews suggest that there is considerable grass-roots enthusiasm for them. However, the Evaluation Team remains concerned that the activities for Output 4 are not coherent, consistent or implemented at sufficient scale to make a sustainable impact. In addition, key informants suggest that some key secondary groups need to be targeted to support the sustainability of programme outcomes. For example, innovative approaches may be needed to engage older men, uniformed service personnel, religious and cultural leaders.

### Box 8: Output 4 -the perspectives of youth leaders

In our survey of youth leaders, we asked them to rate the programme's performance on promoting a safer environment for adolescent girls that protects them from harmful traditional practices (HTP) and GBV. Our analysis of the survey findings is presented in Figure 8.

**Figure 8: Youth leaders rating -a safer social environment for adolescent girls**



Around 70 percent of youth leaders thought the programme had helped contribute to a safer social environment for adolescent girls. However, 30 percent assessed the programme's performance as average or poor on this theme. These youth leaders typically observed that the programme does not provide appropriate recreational facilities for adolescent girls and that there is still much work to do on addressing harmful traditional practices in rural areas. In a focus group discussion in Afar, one young woman emphasised the need to adapt to local context: *"most of the Afar girls don't live in the healthy environment or an environment that helps them along the road to youth-adult development. The programme doesn't address the environment in which the girls live"* (female youth leader, 18 years old, Afar).

### Key findings

- Law enforcement officers and legislators can play an important role in developing and enforcing local bylaws on harmful traditional practices and GBV. Meanwhile, some key secondary groups need to be engaged to support the sustainability of programme outcomes.
- The M&E indicators identified for this output are weak and not well supported by routine data collection. In part this reflects the fact that programme strategies for Output 4 tend to be weakly targeted or fragmented and often become merged with other activity areas.

### Key recommendations

- In the next phase of the programme, work with law enforcement officers and legislators should be extended and continued and should be complemented by efforts to engage key secondary groups such as older men, uniformed personnel, religious and cultural leaders.
- In the next phase of the programme there should be more coherent, prioritised and targeted strategies for addressing GBV and harmful traditional practices in each region. In keeping with behaviour change and communication theory<sup>14</sup>, this should include close partnership working with other stakeholders and development of coherent media and communication strategies. It should also include careful monitoring of useful indicators that support performance tracking at regional level.

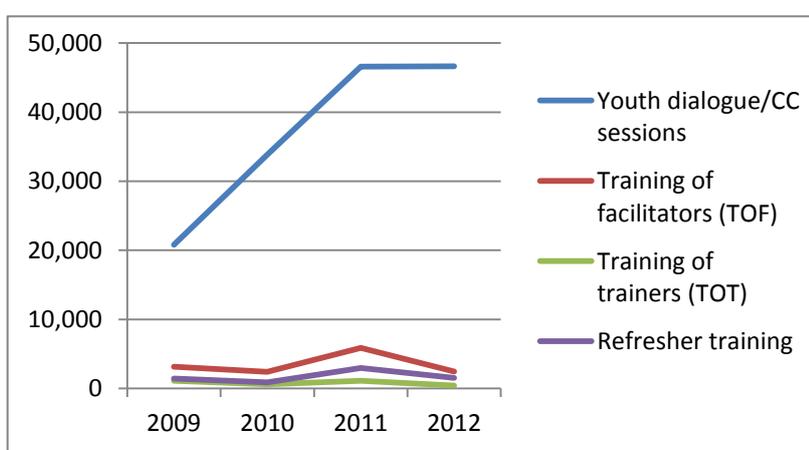
<sup>14</sup> See, for example, Management Sciences for Health (MSH), 2012, Strengthening Behaviour Change Communication for Prevention, Technical Brief. Cambridge, Massachusetts: MSH, USAID

### 5.3.3 Outputs relating to rights holders

#### Output 5: Adolescent and young people are able to claim their rights for information and services and actively participate in programmes concerning them and the development of their communities

The principal indicators used to monitor the programme's performance relating to Output 5 are based on: young people's participation in youth dialogue and community conversations; training of facilitators (TOF); training of trainers (TOT); and refresher trainings. The Evaluation Team's analysis of the four indicators over the period 2009-2012 is presented in Figure 9.

**Figure 9: Programme performance for key indicators of young people's involvement (Output 5), 2009-2012**

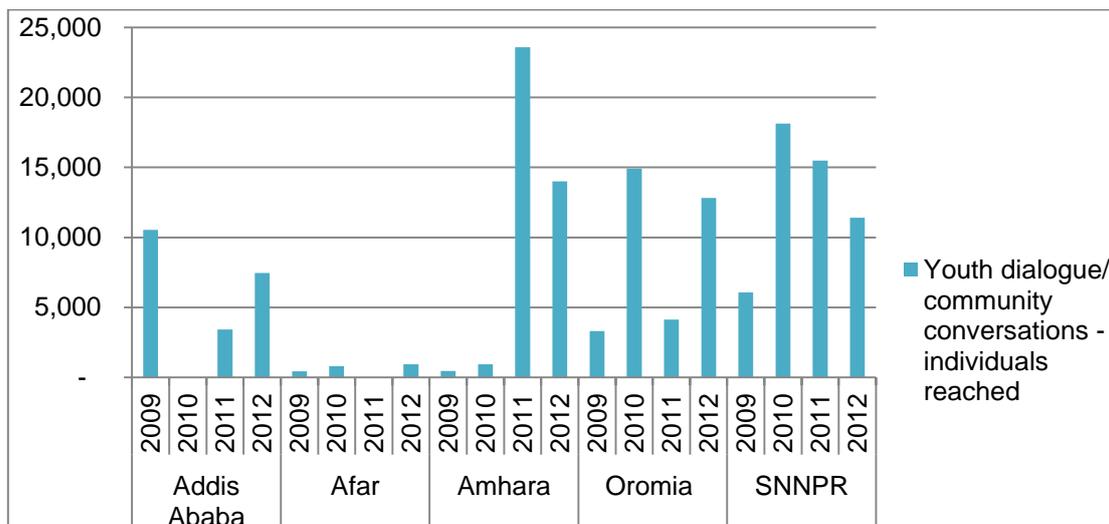


*Data source: Joint Programme annual progress reports, 2009-2012*

It is clear from Figure 9 that considerable programme effort has gone into youth dialogue and community conversation sessions, reaching a peak of almost 47,000 young people per annum in 2011 and 2012. Numbers for training of facilitators (TOF), refresher training and training of trainers (TOT) ranged between 430 and 6000 per annum with an overall peak of activity in 2011 and a tailing off in 2012 (in line with the reduced programme budget).

Analysis of regional data reveals that there is some ambiguity about whether enumeration of youth dialogue and community conversations refers to number of sessions or number of individuals reached. The Evaluation Team recognises that comparison of regions may also be misleading due to differences in the size of the youth population in target woredas. Nevertheless, Figure 10 below does suggest that there were comparatively high levels of activity in Amhara and SNNPR in 2011 and 2012. In Oromia, there were high levels of activity in 2010 and 2012, with something of a dip in 2011 (targets set were also relatively low in 2011); the Evaluation Team notes that Oromia conducted the highest number of refresher courses in 2011, suggesting that this was the focus of activity for that year.

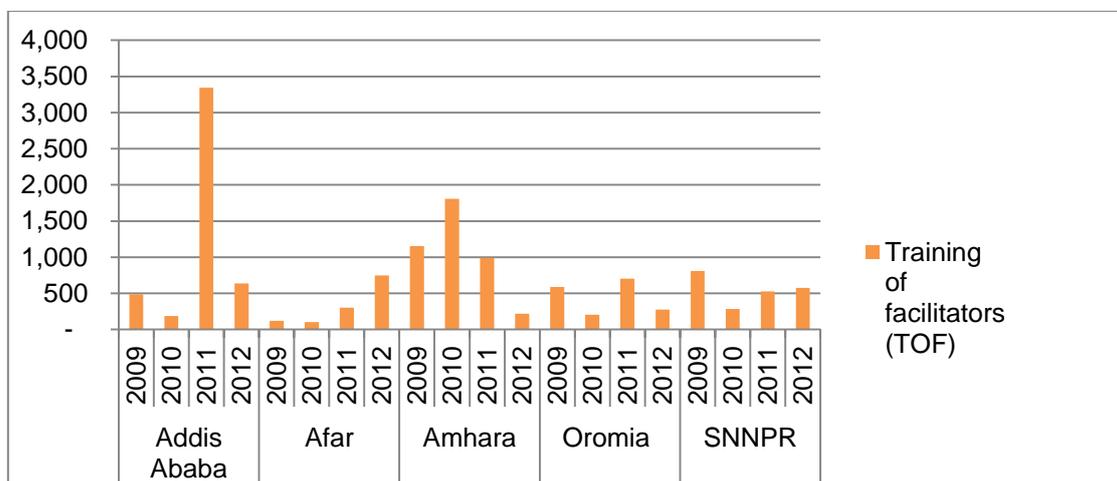
**Figure 10: Programme performance on youth dialogue and community conversations by region, 2009-2012**



Data source: Joint Programme annual progress reports, 2009-2012

With regards TOF, Figure 11 shows that the peak in programme performance in 2011 was due to exceptionally high levels of training activity in Addis Ababa (with some 3,300 facilitators trained that year). In Amhara, the highest levels of TOF activity appears to have been in 2009 and 2010, with around 1,150 and 1,800 individuals trained respectively). Afar’s performance has gradually improved and reached a level of 750 facilitators trained in 2012.

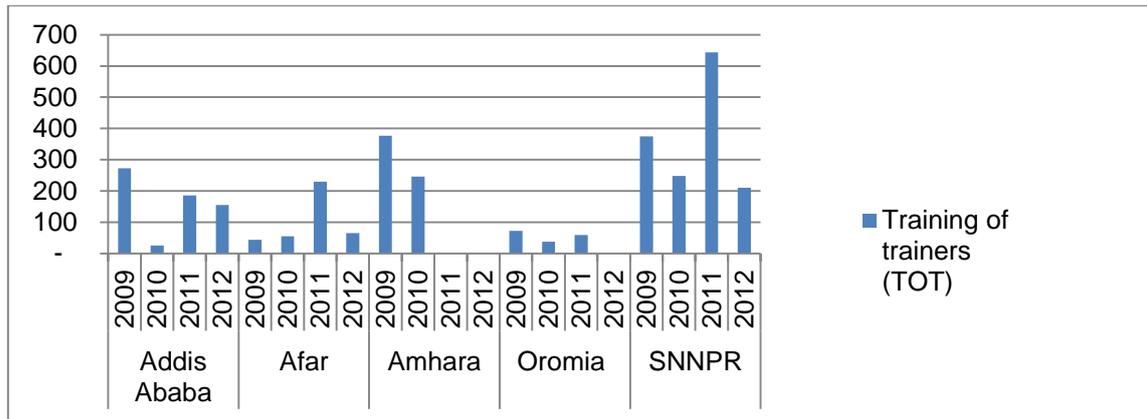
**Figure 11: Programme performance on training of facilitators by region, 2009-2012**



Data source: Joint Programme annual progress reports, 2009-2012

With regards TOT, Figure 12 shows that SNNPR has performed well throughout but reached a peak in 2011 with 640 trainers trained. Addis Ababa and Amhara’s best performance was in 2009 with some 270 and 380 trainers trained respectively. Afar’s best performance was in 2011 with 230 trainers trained.

**Figure 12: Programme performance on training of trainers by region, 2009-2012**

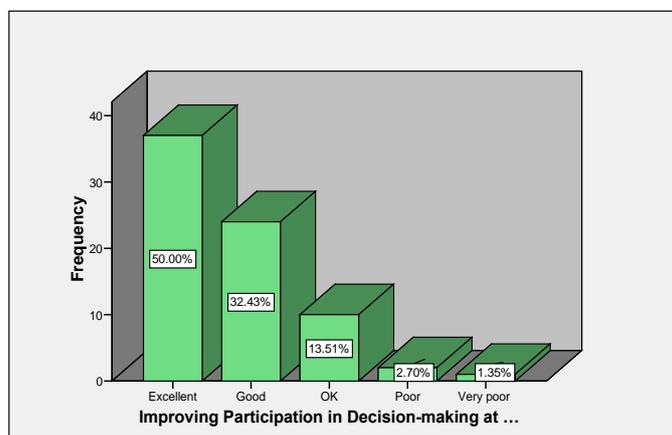


Data source: Joint Programme annual progress reports, 2009-2012

**Box 9: Output 5 -the perspectives of youth leaders**

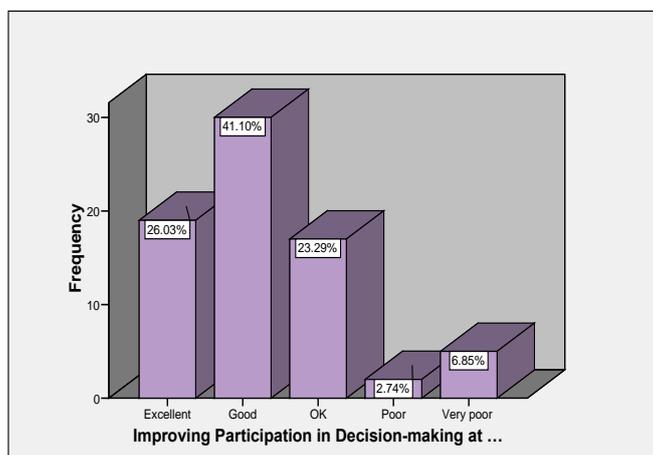
In our survey of youth leaders, we asked them to rate the performance of the programme’s on improving young people’s participation in decision-making at community and national levels. Our analysis of the survey findings is presented in Figures 13 and 14 below.

**Figure 13: Youth leader rating -youth participation at community level**



As shown in Figure 13, almost 83 percent of youth leaders thought the programme had helped to improve the participation of young people in decision-making at community level. There was slightly less satisfaction with participation in decision making at national level, with around with 10 percent rating the programme’s performance as poor or very poor (Figure 14).

**Figure 14: Youth leader rating -young people's participation at national level**



However, many young people were enthusiastic about this area of programme performance. For example, one young woman from Dilla observed that: *“It is a very good programme. It increased out confidence in negotiating and making decisions in matters that affect our life. If we are given a chance, we can make fair decisions even in national affairs.”*

Nevertheless, in focus group discussions, some young people considered this to be the weakest areas of programme performance. Some young people in urban centres and universities expressed strong opinions and suggested that there are few opportunities for their voices to be heard or for them to participate in planning for policies and programmes that affect them. For example, a young woman from Gonder University observed: *“I am the one that knows what goes on in my dormitory... but we can’t tell anyone how it is for us”.*

In the course of the evaluation, the Team also reviewed the quality of trainings to build the skills of young people. The Evaluation Team's findings are presented in Box 10 below.

#### **Box 10: Review of the quality of trainings to build the skills of young people**

In general, the Evaluation Team was satisfied with the content of the tools and guidelines used for building the skills of young people (such as guidelines for school community conversations, youth dialogue, life-skills training, training of peer educators and training in transformational leadership). A set of guidelines has produced by government to support these trainings with technical inputs from UNICEF and UNFPA. The guidelines appear to be evidence-based and informed by professional best practice. They are designed to promote local dialogue and prioritisation of young people's needs. The Joint Programme has supported publication and dissemination of the guidelines, as well as the training of facilitators and trainers.

Some key informants at regional and woreda levels have suggested, however, that mechanisms for supervision and quality assurance are sometimes weak, and that follow-up and mentorship can be unsatisfactory or inconsistent. One experienced facilitator from Gonder observed that local interpretations, while useful in contextualising information, can mean that religious and cultural values distort key messages. However, some young people thought there should be greater space for traditional values:

*"It feels like the intervention at this campus is "westernised" and trying to help youth get their "sex freedom" and be engaged in sexual activities, rather than promoting our own sexual culture such as abstinence, delay of first sex, "no sex before marriage" etc. We need to first identify our strengths and build on them rather than always looking at our weakness or risks." (Semera University, FGD, one of female students)*

Based on its review of the package of trainings for young people, the Evaluation Team has identifies a number of ways the trainings could be strengthened:

- **Promote full participation:** There is little evidence that young people are involved in programme monitoring and reviews, or that the issues identified by young people during trainings are used to influence programme planning and dialogue with government. There is, therefore, limited scope for young people to apply their training and become agents of change.
- **Consider continuity and cascading:** best practice studies on SRHR work with young people recommend a "continuum of care" approach that links work with younger adolescents to work with older adolescents and young adults.<sup>15</sup> It seems that many of the programme's trainings for young people would benefit from more "joined up" approach. There is also considerable potential for young people to play an increased role in extending the programme by supporting them to cascade their training to peers and social networks.
- **Balance standardisation and innovation:** although there are clear benefits to tried-and-tested approaches, young people themselves suggest that programme trainings need to be updated and that there is scope for more creative and innovative methods. More generally, there need to be a more systematic approach to innovation and programme learning –perhaps through an operational research programme (possibly linked to

<sup>15</sup> See for example, UNICEF 2011.

universities) or through collaborative working with NGOs.

- **Focus on inclusion:** it appears there are still some important vulnerable groups that are being missed or poorly addressed. Interviews with young people suggest there is a need to adapt training to better engage some most-at-risk groups (such as young people with disabilities, PLHIV, street children and sex workers).

Box 10 covers a number of important findings and recommendations for this section. However, some additional general findings are summarised below.

**Key finding**

- Activities relating to Output 5 have been a key focus of programme activity over the period 2009-2012, with youth dialogue/community conversation sessions reaching large numbers, especially in 2011 and 2012. There is, however, significant variation in activity between regions and within regions from year to year.
- Although numbers of individuals reached are high and young people generally rate this as a successful area of programme activity, there is still scope for strengthening young people’s participation in this programme, as well as in development programmes at the community and national level.

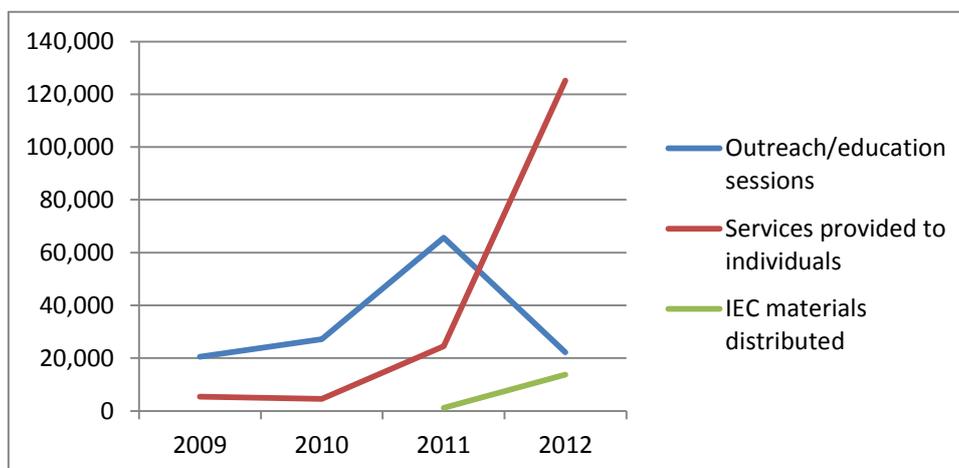
**Key recommendation**

- In the next phase of the programme, there should be emphasis on developing a more coherent and consistent approach to this Output across all regions. There should be a particular focus on improving the quality of capacity building work with young people (see Box 9) and improving the quality of young people’s participation (as an integral part of a rights-based approach).

**Output 6: Adolescents and young people have up to date information and access to HIV and AIDS and SRH services**

For Output 6, the principal programme monitoring indicators have related to numbers of individuals reached through outreach/education sessions, services provision and numbers of IEC materials distributed. Figure 15 shows the results of the Evaluation Team’s data analysis for the period 2009-2012.

**Figure 15: Programme performance on SRH/HIV services for young people, 2009-2012**

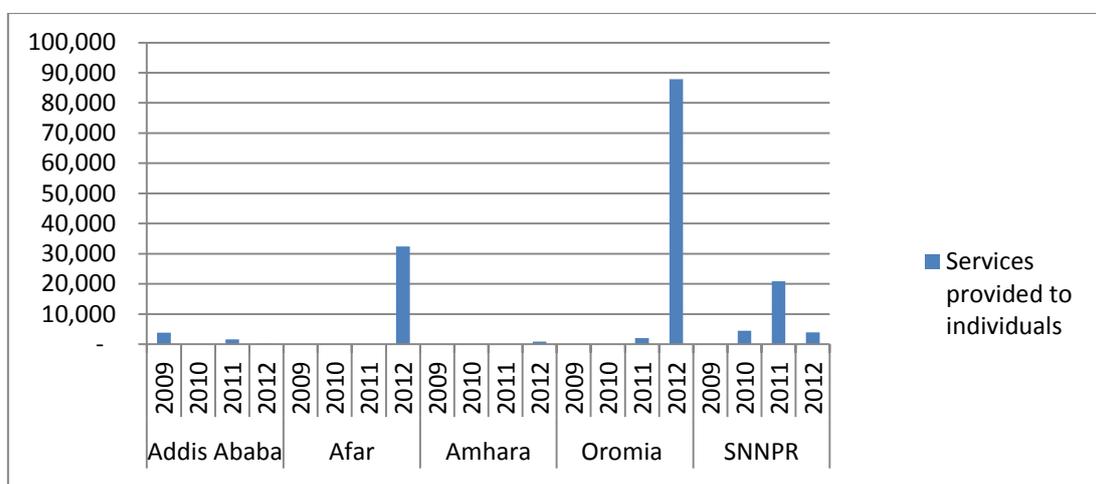


Data source: Joint Programme annual progress reports, 2009-2012

Figure 15 shows that there has been a significant increase in services (such as VCT and SRH services) provided to individuals over the period 2011 to 2012. Key informant interviews suggest this could be partly due to changes in the interpretation of data following the shift to the 2011 M&E framework and partly due to the roll out of the programme to universities. Interviews with service users (Annex 6) indicate that, following establishment of youth centres and youth friendly health services with training of service providers, there could indeed be a significant increase in the use of services by young people over this period.

However, analysis of regional data (Figure 16) illustrates the somewhat erratic nature of the data reported for this activity. Notably, Oromia and Afar *appear* to have been the main contributors to service provision activity in 2012, reaching 99% and 100% of their planned targets respectively.

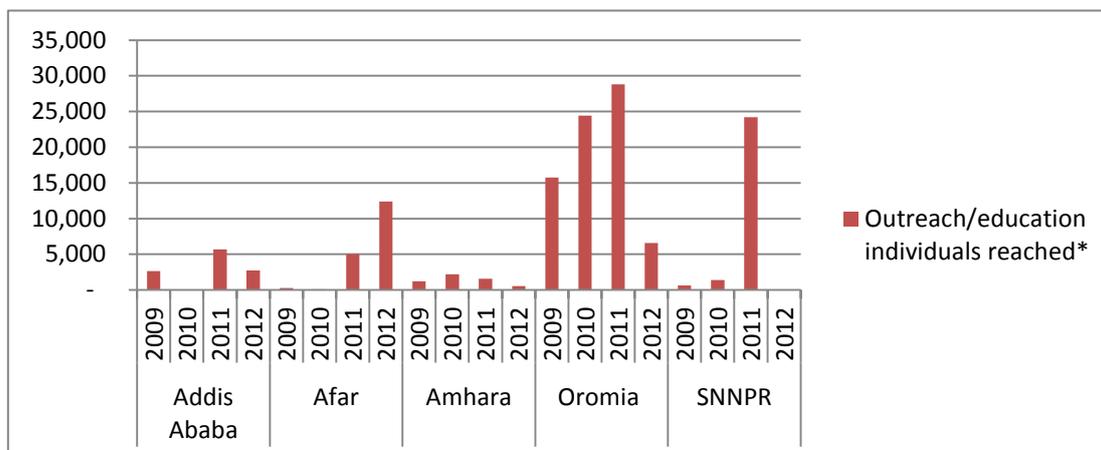
**Figure 16: Programme performance on services provided to individuals by region, 2009-2012**



Data source: Joint Programme annual progress reports, 2009-2012

There appears to have been a decline in outreach and education activities over the period 2011-2012 following a sharp increase between 2010 and 2011 (Figure 17). Again this could be a feature of changes in data interpretation but may also reflect declining resources in the last year of the programme. Review of regional data suggests that Oromia has been conducting consistently high rates of outreach activity over the period 2009-2012 with some 29,000 individuals reached in 2011. This rate of performance declined rapidly in 2012. SNNPR reached around 24,000 individuals through outreach activities in 2011, but there is no data recorded for 2012. Afar reached a peak of outreach activity in 2012, reaching some 12,400 individuals (Figure 17).

**Figure 17: Programme performance on outreach/education activities by region, 2009-2012**



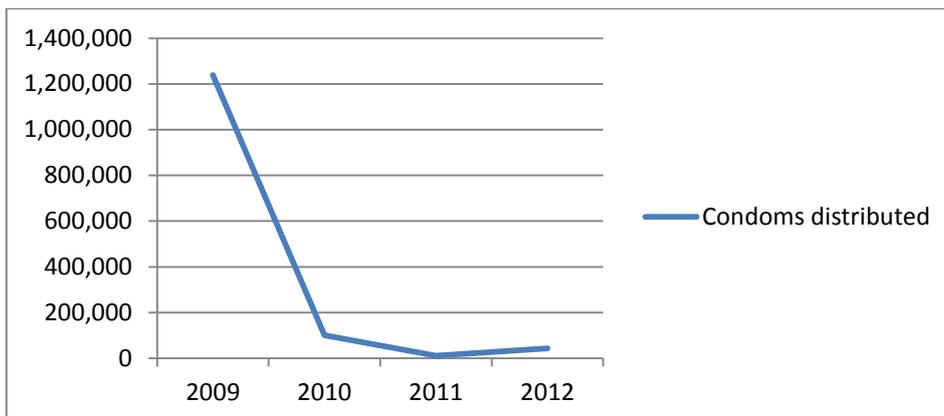
Data source: Joint Programme annual progress reports, 2009-2012

The distribution of IEC materials seems to have increased between 2011 and 2012, but interviews suggest that there is considerable ambiguity in the definition of this activity and how the materials are counted. Review of regional data on this activity reveals several data gaps and inconsistencies that makes regional comparisons unreliable.

Data from annual progress reports suggest that almost 1,400,000 condoms have been distributed through the programme over the period 2009-2011. However, there appears to have been a sharp decline in activity since 2009. Key informant interviews suggest that UNFPA programme support for this activity has been adjusted to accommodate the distribution activities of other partners. Unfortunately, the rationale for annual targets relating to this activity is not clear from programme workplans and reports. Review of regional data also reveals significant data gaps, erratic numbers and data inconsistencies. For example, the peak of programme performance in 2009 seems to be almost entirely attributable to one million condoms distributed in Oromia, followed by zero distribution in 2010 and 2011, then 8,640 condoms are distributed in 2012). Annual reports indicate that approximately 11,500 female condoms were distributed in 2009 and 125 were distributed 2010 following changes in programme guidelines relating to their promotion.<sup>16</sup> (Figure 18)

<sup>16</sup> Interview with Amhara Programme Officer, May 2013.

**Figure 18: Programme performance on condom promotion, 2009-2012**



Data source: Joint Programme annual progress reports, 2009-2012

**Box 11: Output 6 - the perspectives of youth leaders**

In our survey of youth leaders, we asked them to rate the programme’s performance on providing young people with information and access to youth friendly health services. Our analysis of the survey findings is presented in Figures 19 and 20 below.

**Figure 19: Youth leader rating -access to information**

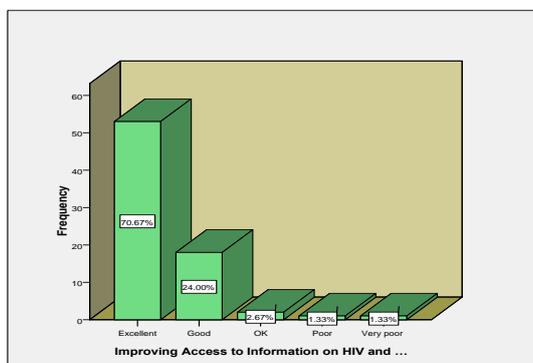


Figure 19 shows that approximately 90 percent of youth leaders considered the programme has performed well in improving access to information on HIV and reproductive health for young people.

**Figure 20: Youth leader ratings -access to youth friendly health services**

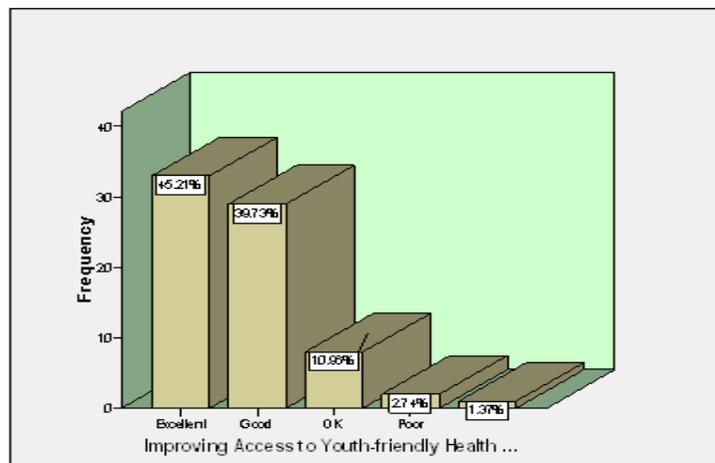


Figure 20 shows that some 85 percent of youth leaders considered the programme has performed well on improving access to youth-friendly health services. In focus group discussions, young people supported these ratings but observed that there is still a shortage of updated IEC and training materials and the quality of youth friendly health services can vary. In Adami Tulu Woreda, young adolescent girls were especially vocal in complaining that information was not adapted to them and did not meet their needs.

As part of its evaluation, the Team reviewed the quality of youth-friendly services and the ratings of service users. The Joint Programme’s 2011 M&E Framework contains a useful tool for reviewing the quality of youth-friendly services. Unfortunately, the Evaluation Team found no evidence that the tool has yet been used for monitoring purposes.

Under the Joint Programme, youth-friendly services (information, training, recreational and other capacity development support services) are provided from youth centres, while youth-friendly health services are offered at selected health centres and university clinics. A random sample of 32 service users from each of the sampled woredas was asked to fill out a self-completion questionnaire to elicit their rating of the youth-friendly services provided. The full findings of the “exit survey” are presented in Annex 6. Some of the key findings are presented below.

**Box 12: Output 6 -the perspectives of service users**

In our exit survey of health service users, we asked young people to rate their experience of the service across a number of key indicators. As shown in Figure 21, 62 percent of respondents thought the overall quality of the youth friendly health service was good or excellent, but 28 percent only rated the quality of the services as average.

**Figure 21: Client rating -overall quality of service**

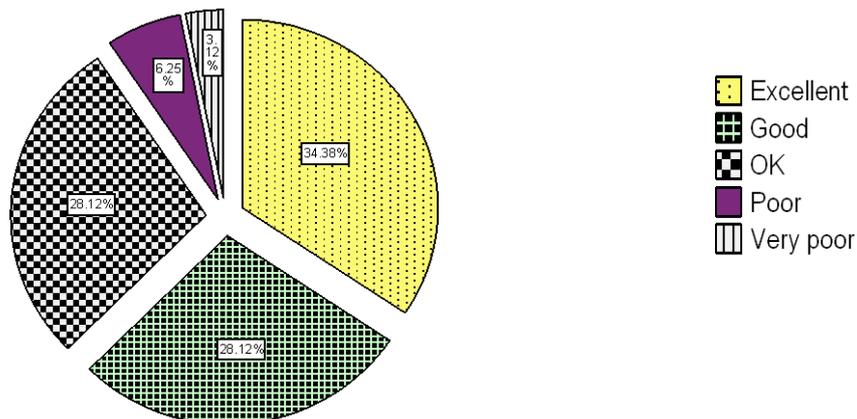


Figure 22 shows that, in most cases, service users thought the service providers were youth-friendly. However, 17 percent of service users rated staff friendliness as poor or very poor.

**Figure 22: Client rating -staff friendliness**

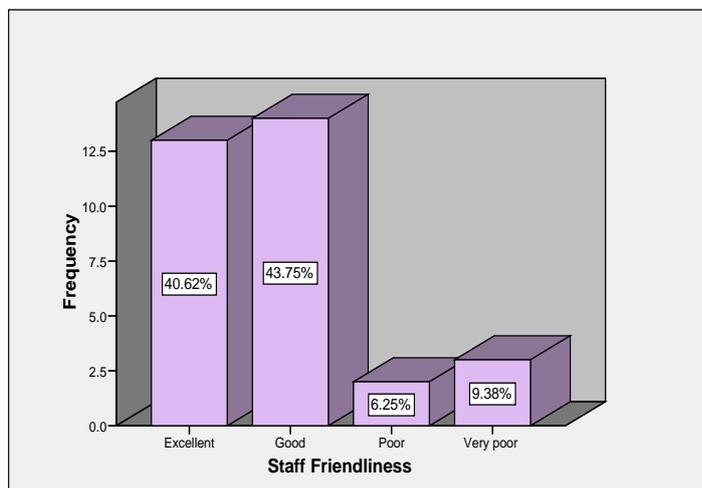
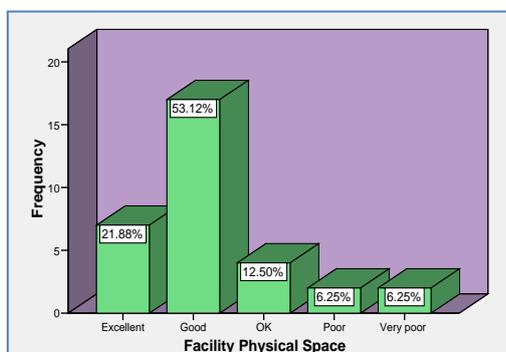


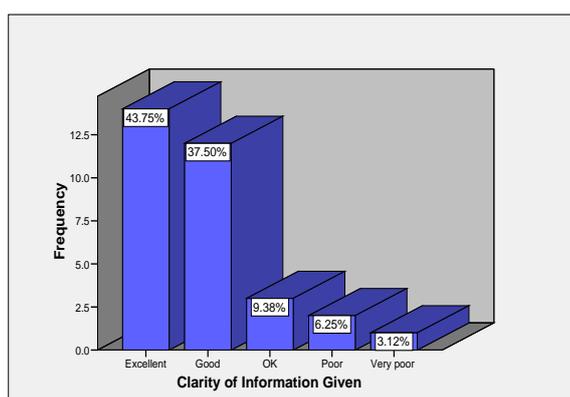
Figure 23 shows that the majority of the respondents were happy with the physical space at the service facility but some 25 percent rated it as average, poor or very poor

**Figure 23: Client rating -physical space**



Finally, most respondents considered they were given clear information by staff but some 19 percent thought that the clarity of the information was average, poor or very poor (Figure 24).

**Figure 24: Client rating -clarity of information**



In focus group discussions, some young people with special needs (such as PLHIV and young people with disabilities) felt that they were not adequately consulted on how to make the service better for them, while issues of “positive prevention” and linking prevention and treatment were not well addressed:

*“I live with HIV/AIDS. When I go to the health center for ART follow up, the health professional told me that there are some students who live with HIV and AIDS, who don’t want to disclose their status. I feel that HIV related activities just focused on the preventing youth in general. If the program could have invited youth to participate in planning of activities and inventively designed in the way it addresses the special needs of university youth who live with HIV, then these you could have disclosed their HIV status and would help us live positively with the virus.” (Semera University, Male Student)*

In the Evaluation Team’s site visits it was observed, that while active and functional youth centres and youth friendly health services were present in all of the sampled programme woredas and universities, the quality of the space and equipment (including mini-media and information technology equipment) varied considerably. There were also some concerns about asset management in Afar.

It was also noted that recreational facilities (such as pool tables, board games, TV and computer facilities) were predominantly used by (older) males. Once again, it seems the Joint Programme needs to give particular attention to developing distinct strategies for attracting younger adolescents (especially adolescent girls).

The Evaluation Team also identified a number of additional challenges and opportunities relating to youth friendly services (Box 13).

**Box 13: Adolescent and Youth Friendly Services –some challenges and opportunities for consideration**

- Where adolescent and youth friendly services are offered from existing health centres, space is usually very limited. This can compromise privacy and confidentiality and reduce the added value of combining recreational and sexual and reproductive health services.
- International best practice suggests that the effectiveness and accessibility of youth friendly health services could be increased by offering them from youth centres (McIntyre 2002).
- There has been significant investment in mini-media and computer equipment at most sites, but there seems to be considerable potential for making greater use of this equipment (for example, through free e-learning courses (in SRHR issues), exchange of useful advice and messages through social networking and more creative edutainment.
- There appear to be a number of other “youth venues” (such as sports stadiums/clubs, churches/mosques, even bars and coffee shops) that tap into youth networks and offer opportunities for extending SRHR information and services to vulnerable young people

In addition to the above, some general findings and recommendations from this are summarised below

**Key findings**

- Programme monitoring data for the period 2009-2012 indicate that the programme has been highly active in providing youth friendly services to individuals, especially in 2012. Although the programme has been highly active in outreach and education activities, this declined sharply in 2012. Regional figures are somewhat erratic but Oromia region seems to have contributed to high levels of programme performance.
- Almost 1,400,000 condoms have been distributed through the programme over the period 2009-2011 (including 11, 625 female condoms). However, there appears to have been a sharp decline in activity since 2009. UNFPA support for this activity has been adjusted to accommodate the distribution activities of other partners.
- Although surveys of youth leaders and service users indicate high levels of satisfaction with the provisions of youth friendly services, the Evaluation Team has observed considerable variation in the quality of facilities, and that older male youth make most use of recreational facilities. Services for key groups such as PLHIV and young people with disabilities need to be strengthened.

**Key recommendations**

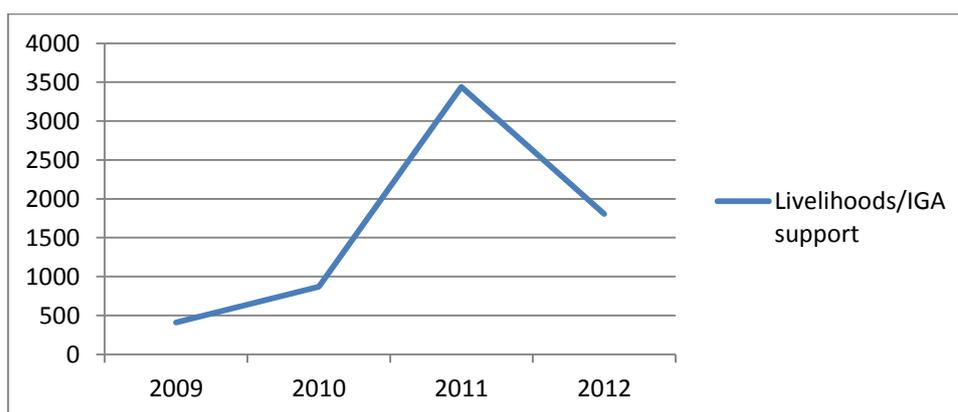
- Once again there is need for more consistent regional strategies in providing information and access to youth friendly services, as well as improved data quality assurance to strengthen programme monitoring for problem identification and identification of lessons.
- There also needs to be a clear, consistent and transparent strategy for condom promotion. While coordination with partners is important, the problem of empty condom distribution boxes needs to be addressed.

- In the next phase of the programme there is a need for greater quality assurance of youth friendly facilities and services (perhaps making regular use of the tool in the M&E Framework). Service provision needs to efforts to better address the needs of key target groups such as adolescent girls, PLHIV and young people with disabilities.

### **Output 7: Viable and sustainable livelihoods schemes for the most vulnerable adolescents and young people are developed and implemented**

The Evaluation Team's analysis of data on support for livelihoods and income generating activities (IGAs) suggests that there was a sharp increase in support between 2010 and 2011 and a tailing off in 2012. Indeed, interviews and case studies confirm that there was considerable enthusiasm for IGA support over the 2010-2011 period, although the need for improved technical quality and coordination of this work was recognised (see also the Mid-Term Review Report, 2011). Key informants suggest that tailing off in 2012 may relate to declining programme resources, efforts to improve targeting and increased differentiation between livelihoods training and financial support under the new M&E framework. Data on livelihoods training has been inconsistently reported by the regions.

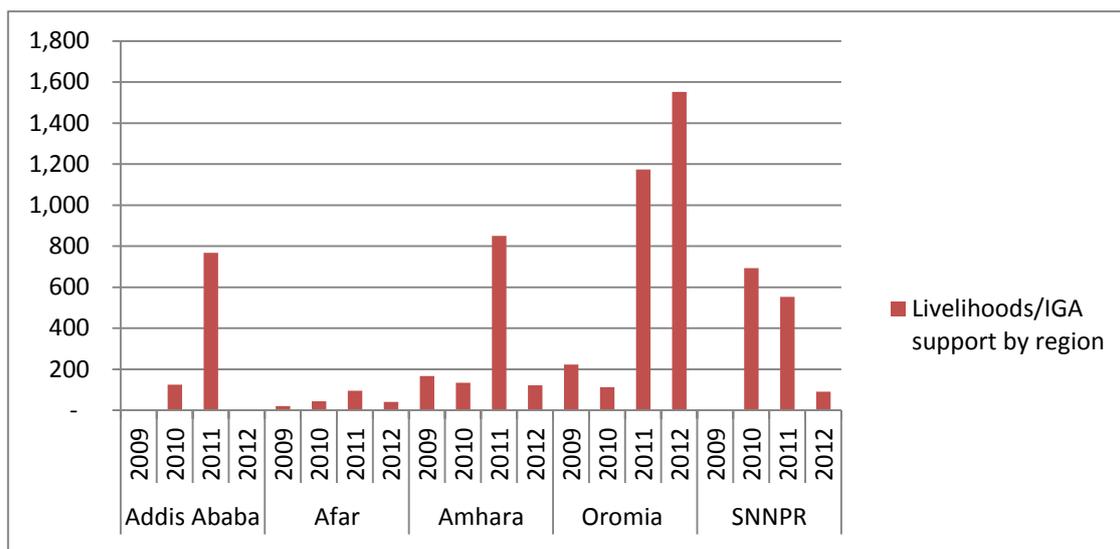
**Figure 25: Programme performance on livelihoods/IGA support, 2009-2012**



*Data source: Joint Programme annual progress reports, 2009-2012*

Review of regional data shows that Addis Ababa, Amhara, Oromia and SNNPR contributed significantly to high levels of programme performance on this activity in 2011. However, programme performance in 2012 is almost entirely due to high levels of livelihoods/IGA support in Oromia with 1,550 initiatives supported (129% of the planned target). Notably other regions set much more modest targets of 40-200 IGA projects for 2012 and all except Amhara region reached these targets. Site visits suggest that Amhara's recent efforts to improve the effectiveness of IGAs for CSWs (by delaying IGA support until a full training programme has been completed) may be an example of good practice.

**Figure 26: Programme performance on livelihoods/IGA support, 2009-2012**



Data source: Joint Programme annual progress reports, 2009-2012

Gender disaggregation of programme data for Output 7 is incomplete for 2009 and 2010 but in 2011, 66 percent of programme IGAs supported vulnerable females; this increased to 90 percent of programme IGAs in 2012. Notably, there is no disaggregation of data by age.

Further analysis of the programme’s work on livelihoods and IGAs is presented in the section on Outcomes (Section 5.4).

**Key finding**

- Analysis of data on support for income generating activities (IGAs) suggests that there was a sharp increase in support between 2010 and 2011 and a tailing off in 2012. Review of regional data shows that Addis Ababa, Amhara, Oromia and SNNPR contributed significantly to high levels of programme performance on this activity in 2011. However, programme performance in 2012 is almost entirely due to high levels of livelihoods/IGA support in Oromia with 1,550 initiatives supported (129% of the planned target). Amhara’s recent efforts to improve the effectiveness of IGAs for CSWs (by delaying IGA support until a full training programme has been completed) may be an example of good practice.

**Key recommendation**

- It would be helpful to have a more consistent approach to livelihoods and IGA support both within and between regions. This should include systematic documentation of learning and good practice. Reporting needs to make a clear distinction between livelihoods training and IGA support so that the relative benefits of each can be monitored and assessed.

### **Supporting Output 8: Participatory monitoring and evaluation system which enables close follow-up of the programme and documentation and dissemination of best practices and lessons learned**

The evaluation Team is satisfied that programme monitoring has been well supported by:

- Regular field monitoring and supervision visits, conducted by regional programme officers and Addis- based section staff.
- Bi-annual review visits to the field and subsequent meetings involving HAPCO, UNFPA, UNICEF and Norwegian Government representatives.

Some of the Evaluation Team's observations on the programme's M&E system have been presented under the section of programme efficiency and the Team's findings relating to the documentation of best practice and lessons learnt will be documented below (see Section 5.5). The Team's review of the programme's performance has led to the following observations on the effectiveness of the M&E system.

- **Lack of reporting against the M&E Framework:** Review of bi-annual and annual progress reports shows that there has been a progressive improvement in the quality and completeness of monitoring data reported. The M&E Framework developed in 2011 is technically coherent and aims to engage with the rights-based approach of the programme. However, the 2012 annual progress report shows that there is incomplete reporting against the indicators in the M&E Framework and reporting by woredas and regions is mostly based on the data routinely collected by HAPCOs (see Annex 5).
- **Inadequate harmonisation:** From interviews with HAPCO representatives/focal points, it is clear that there are many challenges associated with data collection at woreda and regional levels, not least because data is also being collected for the Global Fund programme and other donors. It seems that collection of additional data required under the new M&E Framework will therefore be dependent on the roles of the Joint Programme's local coordinators and regional programme officers. Systems for data quality assurance may be difficult to implement. Consequently, it might be better to invest in simplifying the Joint Programme's M&E Framework and find ways to improve harmonisation of data collection so that data reported remains reliable and robust.
- **Use of data to generate graphics:** All of the charts presented in this section of the evaluation report have been constructed by the Evaluation Team from data presented in annual reports. The Team has found the charts helpful for tracking performance of the programme and individual regions over time, and for identifying anomalies and data gaps. It would be helpful if annual reports could continue to update these charts to support comparisons of programme performance year by year.
- **Definition of indicators:** Our analysis of annual programme data has revealed that there are several areas where programme outputs and outcomes overlap. Consequently, indicators for these result areas become ambiguous and there is potential for double counting. For example:
  - Indicators referring to youth dialogue meetings and community conversations cross-cut Outputs 2 and 4 and are difficult to distinguish in practice.

- Indicators referring to IEC material cross-cut Outputs 1 and 6 - there are also difficulties in defining an IEC material (does it include hats and T-shirts, for example?) and interpreting whether the indicators refer to IEC production, distribution or use.
- Indicators on livelihood and IGA support are duplicated for Output 7 and Outcome 3 and it becomes difficult to interpret how they reflect different levels of achievement.
- **Inconsistent interpretation:** Some indicators in the 2011 M&E Framework refer to number of meetings/workshops conducted while others refer to number of participants. Data in the annual reports suggest there may be confusion and inconsistencies in interpreting these indicators across regions. Notably, Output 3 referring to model service delivery points in pastoralist communities seems to be especially difficult for practitioners to interpret, especially with respect to what constitutes a *model* service delivery point and a *pastoralist* community. It would be helpful to review the intention and wording of this output and its indicators.
- **Difficulties in sourcing data:** Some indicators require data that are difficult to collect routinely. For example in the 2011 M&E Framework, the indicator for improved capacity of parents and communities (Output 2) is 'number of young people reporting discussion on SRH with their parents'. This would require regular population surveys to generate data.
- **Data disaggregation requirements:** In the 2011 M&E Framework, data disaggregation requirements are unclear. There needs to be clear emphasis on the need to disaggregate programme participation by gender and age so that progress can be tracked. It would also be helpful to disaggregate data to show the relative contributions of universities, schools and tracer projects, as well as federal level HAPCOs and ministries and UN agencies (for example, through technical or supervisory support).

#### Key finding

- The 2011 M&E Framework is a technically useful document but has proved difficult to implement in practice. This is partly because some outcomes and outputs and related indicators overlap or are difficult to interpret. A more serious problem seems to be that reporting against the Framework is not supported by routine data collection. This is largely due to incomplete harmonisation with the M&E systems of HAPCOs and other implementing partners, as well as human resource limitations.

#### Key recommendations

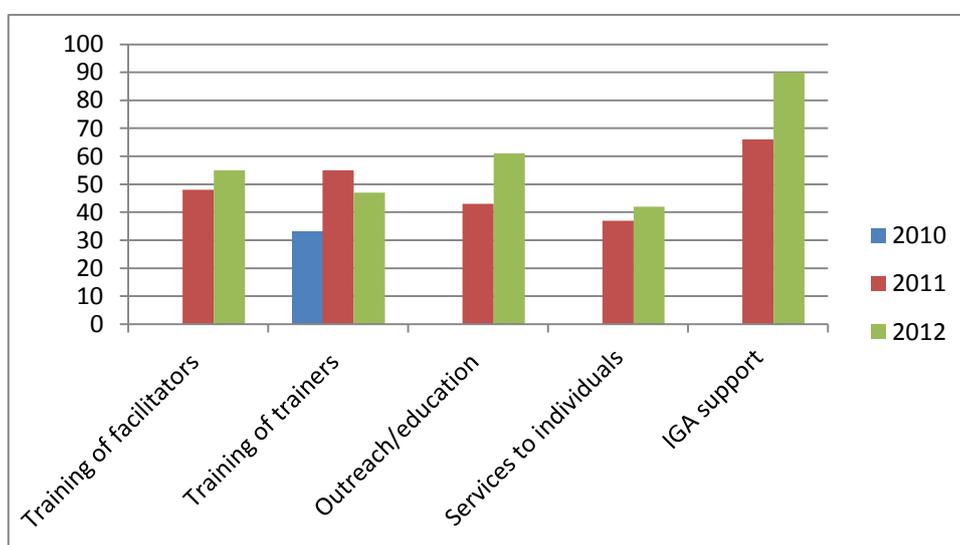
- The 2011 M&E Framework needs to be reviewed and revised for the next phase of the programme so that it is simplified, rationalised and harmonised. There is need for continuity with an agreed baseline and a focus on data that can be routinely and reliably collected and disaggregated, while being supported by regular data quality assurance. There remains a clear need to strengthen M&E capacity at woreda level.
- Annual progress reports should include graphics that illustrate programme performance by region over time. This should be part of feedback to regions and woredas and can help reward success, identify problems and spotlight anomalies.

### 5.3.4 Cross-cutting themes

#### Gender analysis -supporting the rights of young women and girls

Our review of annual reports for the period 2009-2012 shows that data disaggregation by gender is frequently inconsistent and incomplete. However, we have managed to compile data to track progress in supporting the rights of young women and girls across a few key indicators where achieving gender equality has proved most challenging. Figure 27 below shows a series programme activity areas where female participation was relatively low in the early years of the programme. These activity areas include training of facilitators, training of trainers, community outreach/education and use of youth-friendly services. Programme data indicate that female participation was below 50% (relative to males) for these activities in 2010 or 2011.

**Figure 27: Progress in supporting gender equality, 2010-2012**



*Data source: Joint Programme annual progress reports, 2009-2012*

From Figure 27 it seems that female participation in key programme activities has generally improved over the period 2011-2012, with an especially marked improvement in female participation of outreach and education activities (Oromia, Afar and Addis Ababa reporting over 60% female participation in this activity in 2012). Although female participation in training of trainer courses improved considerably between 2010 and 2011, it seems to have fallen below 50% in 2012 and needs to be addressed. Female uptake of youth friendly services has improved slightly in 2012 but remains unacceptably low at 42% relative to males. Again this is an issue that needs to be addressed.

As mentioned above, female representation in livelihoods and IGA support has been consistently high and reached 90% in 2012 which needs to be commended.

### Key finding

- Female participation in key programme activities has generally improved over the period 2011-2012 and the high levels of IGA support to young women is commendable. However, the recent decline in female participation in training of trainer courses needs to be addressed, along with the relatively low use of youth friendly services by young women and girls.

### Key recommendation

- Disaggregation of programme data by gender provides useful insights into programme performance. Special strategies are needed to improve female participation in trainer of trainer courses and uptake of youth friendly services.

## Contributions at the Federal Level

The FHAPCO was established in 2000 with three major functions namely, coordination of the multi-sectoral HIV/AIDS response, resource mobilisation and M&E. The coordination work undertaken by FHAPCO includes: supportive supervision to implementing regions; joint monitoring of programme implementation by Federal Ministries; and technical assistance in development of strategic plan and AWP.

The FHAPCO has played these roles effectively with respect to the Joint Programme and has also been responsible for leading joint planning on programme implementation. The programme M&E system does not support routine data collection on the funded activities of FHAPCO and Federal Ministries (although financial reporting is satisfactory). Based on review of annual progress reports and key informant interviews, the Evaluation Team has constructed the following highlights of collaborative working at the federal level (Box 14). It is clear that UNICEF and UNFPA have also made important technical contributions to these activities, but these remain difficult to quantify.

### Box 14: Highlights of collaborative working at the federal level

The Joint Programme has worked with FHAPCO to support the following federal level activities through provision of technical and financial resources:

- Development of the national HIV/AIDS strategic framework (SPM II, 2010/11-2014/15) and road map, AWP preparation, training on programme management and annual review meetings.
- Development of standard operating procedures to support FHAPCO in undertaking effective grant management at various levels (2010).
- A five day TOT training on peer education was conducted in partnership with MOWYA for 300 young people from all regions. The participants were selected from university mini-media clubs, youth associations, and girls' clubs through youth federations from all regions (2010).
- A TOT training on peer education was conducted for federal sector personnel, HIV/AIDS experts and elders in Adama town with the participation of 65 participants from regional HAPCOs, Elder Associations, CSOs, MOLSA and stakeholders. The purpose of this meeting was to enhance participation of elders in the multi sectoral response to HIV/AIDS (2011).

- A TOT training on peer education was conducted for disabled persons in Adama town with the participation of 68 participants from regional HAPCOs, Disabled Persons Associations, CSOs and stakeholders. The purpose of this meeting was to enhance participation of disabled persons in the multi sectoral response to HIV/AIDS (2011).
- A Peer Education Manual for Commercial Sex Workers (CSW) was developed and distributed at a consultative meeting for stakeholders in 2011.
- A youth pre-conference was hosted at the 16<sup>th</sup> ICASA conference (Ethiopia, December 2011).
- Training of 100 (67M, 33 F) youth centre coordinators was conducted on the standard youth centre standard package, mainly on adolescent reproductive health and library services (2011).
- A youth-led Anti-AIDS Movement was established at Federal level. A youth-led non-profit committee was formed to fight against HIV and AIDS by building a national movement of youth dedicated to health, equity and social justice (2011).
- Orphan and Vulnerable Children (OVC) selection guidelines were developed and launched (2012).
- A Manual for Behavioural Change Communication (BCC) Material Development was created to establish standards for the development of BCC materials (2012).
- A Stigma, Discrimination and Denial Training was conducted and an Implementation Manual was developed and launched (2012).
- Two rounds (March and September 2012) of joint national review meetings were conducted to monitor the progress of multi-sectoral HIV/AIDS responses at national level.

The Joint Programme's significant technical and financial contributions to the SPM II (including the roadmap and annual workplans) are, perhaps, especially notable. This initiative has helped to ensure that adolescents and young people continue to be prioritised as a vulnerable group so that resources are allocated for targeted prevention, treatment, care and support activities. This initiative thus provides an important link from output level activities to sustainable outcomes.

#### **Key finding**

- The Joint Programme's technical and financial contributions to the SPM II are notable for providing an important link from output level activities to sustainable outcomes. This initiative has helped to ensure that adolescents and young people continue to be prioritised as a vulnerable group, with national resources allocated for targeted prevention, treatment, care and support activities.

#### **Key recommendation**

- Work at the federal level is important and should be part of routine data collection for monitoring purposes. Reporting should be based on a clear distinction between the contributions of the FHAPCO and technical support provided by UNICEF/UNFPA to support the evaluation of respective roles.

## Working with Universities

The Joint Programme currently supports services and activities relating to the rights-based approaches to sexual and reproductive health and HIV prevention in 12 universities. These activities are reported to have contributed significantly to the increase in young people reached since 2011.

The Joint Programme's support to universities began in 2010 through support to an NGO, African Aids Initiative International. This NGO targeted young people in universities with a particular focus on HIV prevention. Although the NGO appears to have performed well (see Annual Progress Report 2010), its support to universities was considered small-scale and unsustainable. Since the latter part of 2010, the Joint Programme has focused on scaling-up technical and coordination support to universities through the Higher Education Institutions Partnership Forum on HIV/AIDS. The programme currently provides funding for a focal person and administrator for this Forum.

The Higher Education Institutions Partnership Forum works with 75 higher education institutions (33 public and 42 private). The activities of the Forum are largely supported by UNICEF which has contributed ETB 662,800 for its operations since 2011 (Box 15).

### Box 15: Key deliverables of the Higher Education Institutions Partnership Forum

Joint Programme resources have supported the Forum in producing the following deliverables:

- An experience sharing workshop for the 12 Joint Programme supported universities: 45 people participated from implementing universities, regional HAPCOs, the Higher Institutions' Education Forum, UNICEF and UNFPA. The deliberations of the workshop identified best practices, future directions and recommendations (2012).
- Development of a Minimum HIV/AIDS & SRH Intervention Package for higher education institutions and a familiarisation workshop for 153 participants (2013).
- Development of a 2013 -2015 Strategic Plan (SPM) HIV/AIDS and SRH for Higher Education Institutions. Based on this strategic plan, Communication Strategy documents were developed on HIV/AIDS and SRH.

Forthcoming activities of the Forum relate to: a consultative workshop on mainstreaming HIV prevention into the curricula of higher education institutions and training for new HIV programme coordinators in the member universities.

Other achievements of the Forum relate to mobilisation of the universities leadership to gain their full support and buy-in. This is evidenced by the fact that university presidents are now endorsing the allocation of resources for HIV prevention activities within their universities. However, the Forum continues to face a number of challenges. These include:

- The limited capacity of the Forum secretariat, given the task of coordinating 75 universities;
- The technical challenges of mainstreaming HIV prevention across multiple curricula;

- The on-going need to build the capacity of key decision makers and university staff;
- The need to mobilise and work with multiple stakeholders associated with universities;
- The need to extend coordination activities to region (especially Kenya and Nigeria).

Notably, the success of community outreach programmes run by some target universities has been recorded in annual progress reports (see Table 17, Section 5.5) and has been confirmed through interviews with programme beneficiaries.

#### **Key finding**

- Work with universities as ‘hot-spots’ has become a cornerstone of programme work. The work of the Higher Education Institutions Partnership Forum has proved to be an important channel of support, especially in mobilising the support of the universities leadership. However, the continued work of the Forum in addressing growing coordination challenges requires further allocation of predictable resources.

#### **Key recommendation**

- In order to support the important work of the Higher Education Institutions Partnership Forum and ensure the sustainability of university-based initiatives it is necessary to allocate further financial and human resources in accordance with costed annual workplans.

### **The role of tracer projects**

Since 2009, the Joint Programme has supported a number of small ‘tracer’ projects through UNFPA. Many of these tracer projects relate to innovative work being undertaken by NGOs and FBOs.

In the first year of the programme, there was considerable investment in identifying potential NGO partners for the programme. The 2008 Annual Progress Report records that two consultants carried out a comprehensive capacity assessment of the CSOs in Addis Ababa and Oromia, Amhara, Afar and SNNP regions and short-listed 64 potential NGO partners. A consultative meeting was held with coordinating partners to discuss the role of NGOs as implementing partners. It was noted that some regional HAPCOs preferred to implement Joint Programme activities only through the Government sectors because of uncertainties around the proposed NGO legislation (Annual Progress Report, 2008:4).

In 2010, five main tracer projects were listed in the Annual Progress Report (see Table 11) together with three tracer initiatives (the Population Council’s baseline study, training of youth groups on media documentation (with MOYS) and peer educators TOT training in nine public universities in collaboration with the Federal Ministry of Education). By 2012, only the Developmental Bible and a DSW (German Foundation) pilot project on adolescent and youth development were still being funded. Some of the main achievements of the tracer projects are summarised in Table 11 below.

**Table 11: Tracer Projects and their achievements, 2010-2012**

Tracer project	Key achievements
1. Developmental Bible: Integrating HIV/AIDS and Reproductive Health into the Orthodox Church	<ul style="list-style-type: none"> <li>■ Development of the Ethiopian Orthodox Church's Developmental Bible (and related IEC materials) by incorporating key messages on HIV/AIDS, sexual and reproductive health, gender, adolescent and youth development to promote social change.</li> <li>■ Promotion of the Developmental Bible by building the communication skills of clergy members, working with 8 clerical training centres and community education sessions.</li> </ul>
2. Serving the underserved: An integrated approach in the battle against HIV/AIDS (Anti-Malaria Association)	<ul style="list-style-type: none"> <li>■ Use of innovative peer education/networking, IGA schemes and coffee ceremonies to reach 5,600 commercial sex workers (CSWs) and 4,200 clients of sex workers to reduce HIV transmission in 14 'hotspot' towns, found along major transport routes in Amhara region.</li> </ul>
3. HIV/AIDS prevention and livelihood improvement amongst high risk population along the Addis Moyale transport route (Integrated Service for AIDS Prevention and Support Organisation)	<ul style="list-style-type: none"> <li>■ Use of peer education, coffee ceremonies, IGA support and distribution of condoms and IEC materials to reach over 1000 young people, CSWs and drivers working/residing along one of the busiest transport routes (Addis-Moyale) in the country.</li> </ul>
4. Integration of Sexual and Reproductive Health Services and HIV treatment access into the African Services Committee's HIV VCT Programmes	<ul style="list-style-type: none"> <li>■ Reaching more than 83,000 vulnerable community members through scaling up of an integrated SRH/VCT programme and treatment access programme.</li> </ul>
5. HIV/AIDS prevention and reproductive health information services for students of higher learning institutions (African AIDS Initiative International).	<ul style="list-style-type: none"> <li>■ Reaching more than 7,500 university students in 3 government universities through integrated, youth-friendly HIV prevention and SRH services and capacity building initiatives.</li> </ul>
6. Adolescent and Youth Development Project (German Foundation –DSW)	<ul style="list-style-type: none"> <li>■ Peer education for more than 1,600 young people using a pocket size training manual.</li> <li>■ Economic empowerment through vocational skills training and IGA support for eight groups.</li> </ul>

Although the achievements of the projects are well documented in annual reports, the Evaluation Team has not been able to identify any documentation of lessons learnt, project exit strategies or close down.

**Key finding**

- Although the tracer projects have not been exclusively implemented by NGOs and FBOs, their role in the programme appears to be shaped by wider regulatory environment relating to NGO work on rights based issues. It appears that they have contributed significantly to innovative working, outreach to faith groups, hard-to-reach vulnerable groups (such as CSWs) and students. However, it has been difficult to establish why projects have been short-lived and how lessons and new approaches have been incorporated into programme practice.

**Key recommendation**

- In the next phase of the programme, there is scope for more transparent strategic thinking on NGOs as implementing partners. Where NGOs are deployed to develop innovative approaches and improve outreach to hard-to- reach groups, there need to be clear strategies for piloting and sharing (and archiving) lessons learnt that are built into the project design.

## 5.4 Findings on outcomes

### 5.4.1 Evidence that the programme has reached its target outcomes among target groups

The 2011 Monitoring and Evaluation Framework for the Joint Programme lists the indicators to be used for measuring achievement of the expected outcomes of the programme (Table 12)

**Table 12: Joint Programme outcomes and indicators (2011)**

Outcome	Indicators
1. <b>Adolescents and young people aged 10-24 have improved knowledge, attitude and behaviour towards sexual and reproductive health, HIV and gender</b>	<ul style="list-style-type: none"> <li>■ Percentage of adolescents and young people who correctly identify ways of preventing the sexual transmission of HIV and who reject major misconceptions.</li> <li>■ Percentage of adolescents and young people who have ever been counselled or received HIV testing.</li> <li>■ Percentage of adolescents and young people who have accepting attitudes towards PLHIV.</li> <li>■ Percentage of sexually active adolescents and young people who have ever used a modern contraceptive method.</li> <li>■ Percentage of adolescents and young girls whose deliveries have been attended by a skilled birth attendant.</li> <li>■ Percentage of adolescents and young people holding conservative views related to gender relations and GBV.</li> </ul>
2. <b>Gender discrimination, GBV and HTP among young girls aged 10-24 years reduced</b>	<ul style="list-style-type: none"> <li>■ Percentage of sexually experienced who adolescents and young people who have ever experienced forced sex/rape.</li> <li>■ Percentage of adolescents and young girls opposing their own FGM/C.</li> <li>■ Percentage of adolescents and young girls whose marriage was arranged and/or were abducted.</li> </ul>
3. <b>Adolescent and young people aged 10-24 years who have improved livelihoods and access to education and life skills</b>	<ul style="list-style-type: none"> <li>■ Level of current literacy and educational attainment among adolescents and young people aged 10-24 years.</li> <li>■ Percentage of vulnerable youth receiving vocational/business training</li> </ul>

As indicated in the methodology section, the logical framework for the programme states that a [population-based] survey is required to provide the means of verifying results against these indicators. The Population Council's 2010 survey (funded by the Joint Programme) provides a useful baseline from which progress can be measured, but such a survey is beyond the scope of work for this Evaluation Team. The Evaluation Team has attempted to find valid secondary data to address the majority of the above indicators. However, in order to generate a credible case for achievement of outcomes, the data would need the following characteristics:

- The data would need to be matched to the above indicators and cover the last year of the programme (2012) to show the effects of the programme over its duration and, in particular, since the 2010 baseline.
- The data would need to be disaggregated by region and woreda so it can be matched to the programme woredas and support either a before and after comparison and/or a comparison with non-programme sites.

Although there are a number of potentially relevant sources of data (see for example, MOFED/UNICEF 2012 a, b & c; MOWCYA/UNICEF 2012; RECOT 2011; FHAPCO 2012, UNAIDS 2012 and CSA 2012), these reports all draw on data generated prior to 2011, use indicators that cannot be aligned to those in Table 9 and/or cannot be matched to the programme woredas. Importantly, they also suggest that other or precursor programmes (such as MOWCYA/UNICEF Adolescent/Youth Development Programme (2007-2011) and the Oromia Integrated Adolescent Development and HIV/AIDS Programme Youth (2004-2011) may have contributed to outcomes as there is some overlap between regions and woredas.

At this point in time, the Evaluation Team has only been able to draw on qualitative and output data to build the case for contributions to expected outcomes. The following output data from the Joint Programme's annual progress reports speak most directly to the three programme outcomes.

**Table 13: The contribution of programme outputs to outcomes (Jan-Dec 2012)**

Outcome	Output indicators	Achievement January-December 2012				
		2009	2010	2011	2012	Total
1. Adolescents and young people aged 10-24 have improved knowledge, attitude and behaviour towards sexual and reproductive health, HIV and gender	Number participating in youth dialogue, peer education, life skills training	20,782	33,851	46,600	46,627	<b>147,860</b>
	Number receiving training of facilitators	3,162	2,400	5,864	2,456	<b>13,882</b>
	Number receiving training of trainers	1,141	612	1,118	430	<b>3,301</b>
	Number receiving refresher training	1,447	894	2,968	1,528	<b>6,837</b>
	Number participating in outreach/education sessions	20,505	27,222	65,661	22,255	<b>135,643</b>
	Number receiving youth friendly services	5,348	4,486	24,530	125,217	<b>159,581</b>
	Number of condoms distributed	1,239,125	100,841	10,992	42,640	<b>1,393,598</b>
	Number IEC materials developed and distributed	-	-	1,104	13,770	<b>14,874</b>
2. Gender discrimination, GBV and HTP among young girls aged 10-24 years reduced	Number of community organisations trained	2,056	1,149	5,888	-	<b>9,093</b>
	Number participating in community meetings and consultations	28,505	47,207	7,456	63,861	<b>147,029</b>
	Number of implementing partners trained	421	-	2,105	715	<b>3,241</b>
3. Adolescent and young people who have improved livelihoods and access to education and life skills.	Number receiving livelihoods/IGA support	409	870	3,438	1,804	<b>6,521</b>

Assuming the programme logic is correct, then the programme is likely to have contributed to programme outcomes, bearing in mind the caveats and regional variations described in the section on programme effectiveness. Work with on empowering rights holders appears to be most impressive in terms of activities completed. However, translation of trainings into sustained changes in knowledge, attitudes and behaviour is notoriously difficult, so the outcome survey is important to test the programme's logic and underlying theory of change.

#### 5.4.2 “Counterfactual thinking”

The Evaluation Team has also tried to support “counterfactual thinking” by comparing HAPCO data from regions where the Joint Programme is and is not operational (see Annex 6). Data from the Federal HAPCO's Multi-sectoral HIV/AIDS Response Monitoring and Evaluation Report (2012) was used to construct two comparison tables based on indicators most relevant to programme performance

(such as number of individuals reached through peer education, number of condoms distributed and number of IGAs for vulnerable women) students reached through life skills education). Unfortunately, no clear patterns emerge and it is hard to make a conclusive case that results and/or performance are better in regions where the Joint Programme is operational (although it is notable that results are consistently better for numbers reached through peer education). At this stage, however, the Evaluation Team is reluctant to read too much into the comparison for the following reasons:

- The programme may not yet be working at sufficient scale to make a difference to regional level data;
- The programme and non-programme regions may not be sufficiently well-matched to justify comparison.

*Contribution analysis:* As indicated above the presence of the MOWCYA/UNICEF Adolescent/Youth Development Programme (2007-2011) and the Oromia Integrated Adolescent Development and HIV/AIDS Programme Youth (2004-2011) in similar geographic areas to the programme may mean that any outcome level results may not be entirely attributable to the Joint Programme. Similarly, Global Fund prevention activities and the work of the USAID funded Integrated Family Health Programmes in some of the programme regions could contribute to outcome level results.

#### 5.4.3 Qualitative evidence – perceptions and experiences

Finally, in order to try and address the evaluation questions relating to outcomes, the Evaluation Team reviewed the qualitative data collected through stakeholder interviews, focus group discussions and the perception data from the snapshot survey of youth leaders. The findings for each of the programme outcomes are presented below:

##### Outcome 1

In focus group discussions, there was general consensus among male and female young people that the programme had contributed to increased knowledge, improved attitudes and behaviours relating to sexual and reproductive health, HIV and gender. For example, during a focus group discussion with female students at Adama University, it was observed that the programme had been successful in supporting safe sex behaviour through condom distribution, youth friendly services, such as family planning services (including emergency contraception), supporting girls with financial problems, and providing recreational facilities. One female student at Adama University observed:

*“This programme is very well known and accepted among the university students and is able to reach many youth served through various services and by student volunteers from different clubs in the campus.”* (Adama University, Female FGD Participant)

In Sululta, female high school students reported that they now have very good information on issues relating to HIV, reproductive health and life skill and feel able to claim their rights and protect themselves from reproductive health problems:

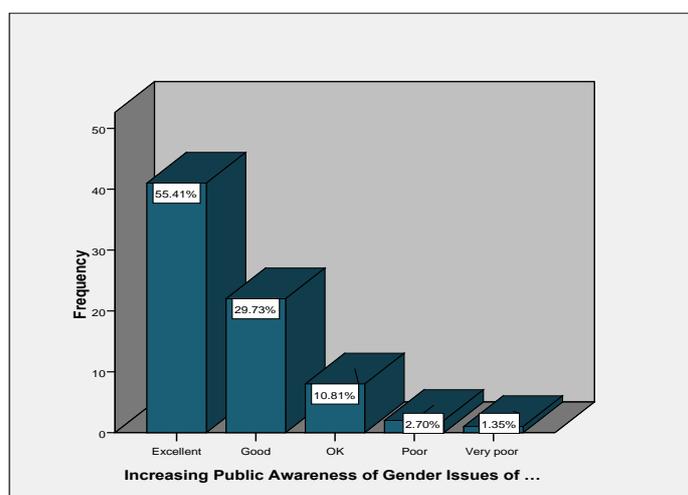
*“The programme has helped us talk about our beliefs and values about intimate relationships, sex and gender and safeguard our rights. In the past, we believed*

*our age mate boys only wanted us for sex. But now, through the peer-to-peer programme, we have learned that girls and boys can both be part of the solution. We are now able to prevent violence and create conditions that promote peaceful and respectful co-existence” (Sululta FGD, female high school student).*

**Outcome 2**

In the survey of youth leaders, around 85 percent of respondents considered that the programme’s performance has been good or excellent in increasing public awareness about gender issues relating to young people. Only 4 percent judged the programme’s performance as poor or very poor in this regard (Figure 28).

**Figure 28: Youth leaders’ rating of how well the programme has increased awareness of gender issues**



Our case studies (Annex 7) provide several examples of how the programme has helped create a platform for multiple stakeholders to mobilise around key HTP issues, such as early marriage, FGM/C and abduction. In Dera woreda, the MOWCYA officer presented her records to show that, with the support of the programme, they had prevented more than 80 early marriages over the past two years.

However, some key informants emphasised that work on rights issues and HTP is part of a wider, longer-term effort. The Joint Programme makes a partial, though nevertheless valuable, contribution to this effort:

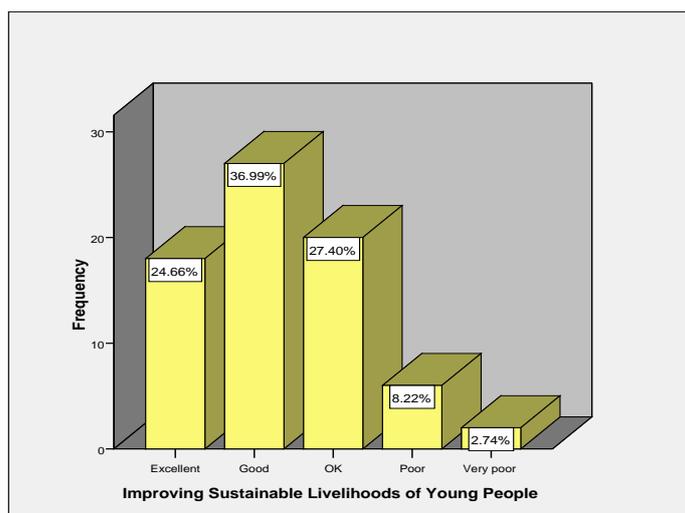
*“Prevention of FGM and HIV, and ensuring Afar young girls’ right to protection from harmful cultural practices and prevention were already in our plan of action. I can sense the contribution and relevance of this programme in pragmatically addressing SRH and HIV and AIDS interventions at regional level. Now, the Afar region has declared that FGM as a criminal act and out of 32 woredas 9 of them endorsed this declaration. However, we are left with long distance to walk with the Joint Programme to free Afar from FGM and other cultural practices that compromise health and psychosocial wellbeing of young people in the region” (Head, Afar Region Bureau of Women, Youth and Children Affairs).*

### Outcome 3

Youth leaders’ assessments of how well the programme has performed in improving sustainable livelihoods for young people were somewhat mixed. Although 62 percent rated the programme’s performance as good or excellent in this respect, 27 percent rated it as average, and 11 percent rated it as poor or very poor (mostly due to lack of equity/transparency in access to IGA support, poor follow-up or inadequate seed money).

Key informants from Adama University were, however, keen to report that capital provided under an IGA had been used to buy a pool table that is rented out to generate “pocket money” that assists the poorest students and this had helped them continue their education. They reported that in the 2011/12 academic calendar a total number of 365 students (155 female and 210 male students), were given pocket money from the income generated from pool table rent. The university focal person kept careful records to track the beneficiaries and maintained that, with the benefit of the financial assistance, 137 beneficiaries had been able to graduate last year (73 of whom were female).

**Figure 29: Youth leaders’ rating of how well the programme has improved the sustainable livelihoods of young people**



#### 5.4.4 Linking outputs to outcomes –observations on the programme logic

From review of the evaluation findings and the available programme data, the Evaluation Team has made a number of observations and suggestions relating to the programme logic, as well as *some* of the outputs and outcomes in the results chain and the way they are measured (Table 14 below).

**Table 14: Review of the programme logic and components of the results chain**

Expected result	Comments/suggestions
<b>Outputs relating to duty bearers</b>	
<b>Output 3</b> (model service delivery points in pastoralist communities)	There is some ambiguity around this output and it does not adequately capture a key area of programme work. We suggest broadening this output to include provision of model youth-friendly services more generally, with disaggregation of data by health centres and youth centres in urban and rural communities
<b>Output 4</b> (capacity to protect adolescent girls from HTP and GBV)	Results for this output tend to overlap those for Output 2. We suggest it would be better to express this output in a way that better reflects the focus of activity –for example, ‘capacity developed among policy makers, legislators, law enforcement officers and traditional leaders to protect adolescent girls from HTP and GBV’. –Data should be disaggregated by capacity built at each structural level.
<b>(Gaps in the logic)</b>	Although the programme is focused on work with universities and ‘hot spots’, this is not adequately covered by existing outputs relating to duty bearers. We suggest addition of an extra output relating to capacity development of leadership, management and staff in higher education institutions and other hot spots (such as plantations, construction works and military camps).
<b>Outputs relating to rights holders</b>	
<b>Output 5</b> (young people can claim rights to information and services)	This output is really about empowering youth and promoting their participation. We believe monitoring should include an indicator of participation (or representation) in decision making forums locally and nationally. -In practice, activities for this output are mostly about training and skills building. We suggest, there should be regular reporting on efforts to improve knowledge and attitudes (currently part of Outcome 1). This could take the form of quizzes/tests at the end of trainings with overall average scores for each region/woreda reported in progress reports. This could be a useful marker of the <i>quality</i> of trainings. It would also be useful to disaggregate data by sex, age and in/out of school/employment status.
<b>Output 6</b> (on access to HIV and SRH services)	We believe this output should be highly focused on the <i>use</i> of services by young people (and could potentially complement Output 3 on the provision of services). We would like to see data on the use of services disaggregated by key indicators of vulnerability such as sex, age, rural/urban location, educational/employment status, so that strategies can be refined to improve

Expected result	Comments/suggestions
	targeting. We would also like to see use of regular client satisfaction surveys (see our own Tool (3) in Annex 4) and regular reporting on average scores for target regions/woredas. It would be helpful, too, to provide disaggregated data on the specific contribution of tracer projects to Output 6.
<b>Outcomes</b>	
<b>Outcome 1</b> (relating to young people's knowledge, attitudes and behaviour)	This might be regarded as an intermediate outcome. It would be useful to combine this with higher level results relating to health outcomes (such as reduced incidence of HIV, STIs and or early/unwanted pregnancies in the target woredas).
<b>Outcome 3</b> (relating to improved livelihoods and access to education)	This is currently being interpreted in a very similar way to Output 7. It would be helpful for this outcome to focus more on population level changes such as number of young people in employment, higher education or participating in a livelihoods scheme in the target woreda.

Note that these changes in emphasis in outcomes would still be consistent with the using the Population Council's 2010 study as a baseline. Working through the above suggestions could also support dialogue on developing a tighter programme logic or theory of change. This could then be tested and revised through future evaluations and help to support improved programme design both in Ethiopia and internationally.

#### 5.4.5 Section summary

The most important findings and recommendations arising from this section on outcomes is summarised below.

##### Key findings

- The logical framework for the programme states that a [population-based] survey is required to provide the means of verifying progress in reaching expected programme outcomes. The Population Council's 2010 survey provides a useful baseline from which progress can be measured, but such a survey is beyond the scope of work for this evaluation. Although there are a number of sources of secondary data, they are not useful because they draw on data generated prior to 2011, use indicators that cannot be aligned to the programme logical framework, and/or cannot be matched to the programme woredas.
- Review of consolidated *output* data suggests that, if the programme logic is correct, then the programme is likely to have contributed to programme outcomes (especially with respect to empowering rights-holders).
- Efforts to review the counterfactual suggest that programme *regions* may have performed better on peer education than comparison regions. However, contribution analysis suggests that precursor programmes (such as MOWCYA/UNICEF Adolescent/Youth Development Programme (2007-2011) and the Oromia Integrated Adolescent Development and HIV/AIDS Programme Youth (2004-2011) may have contributed to outcomes as there is some overlap between regions and woredas.

- In focus group discussions, there was general consensus among male and female young people that the programme had contributed to increased knowledge, improved attitudes and behaviours relating to sexual and reproductive health, HIV and gender. Eighty five percent of youth leaders surveyed rated the programme's performance as good or excellent for increasing public awareness about gender issues relating to young people. Sixty two percent of youth leaders rated the programme's performance as good or excellent in improving sustainable livelihoods -with poor ratings mostly due to lack of equity/transparency in access to IGA support, poor follow-up or inadequate seed money.

#### Key recommendations

- A follow up of the Population Council's 2010 baseline survey needs to be commissioned to complement this report and provide a robust assessment of how well the programme has performed in achieving expected outcomes.
- The Evaluation Team has made a number of observations and suggestions relating to the programme logic, some of the outputs and outcomes in the results chain and the way they are measured. We recommend that the Joint Programme works through these suggestions as part of developing a tighter programme logic or theory of change.

#### 5.4.6 Findings on sustainability

The Evaluation Team systematically assessed whether the Joint Programme has put in place measures to ensure sustainability. The team identified a number of achievements, challenges and risks (Table 15)

**Table 15: Joint Programme measures to support sustainability**

#### *Joint Programme achievements*

- The Joint Programme works with government as the principal implementing partner. Use of existing government structures and capacity development of government staff is likely to support sustainability and further scaling up of the programme.
- The leadership of public and private sector universities have been successfully mobilised to prioritise HIV prevention activities and promote sexual and reproductive health. Their recent commitment (facilitated by the Higher Education Institutions Forum) to allocate of 2% of their annual budget for HIV and SRH activities is widely seen as indicative of their buy-in and ownership.
- The SNNPR administration has recently made a commitment to support HIV prevention activities by allocating 5% from the regular government budget. This is seen as a highly significant endorsement of programme related interventions that will contribute to sustainability.
- In Amhara, the Regional HAPCO has made a commitment to recommend to BOFED that the role of the role of the woreda programme coordinator be institutionalised within government structures (**note the PIM urgently needs to be updated for this to be actioned**)

#### *Some challenges and risks*

- Even though the Joint Programme was originally scheduled to end in July 2013, the Evaluation Team found no evidence of exit strategies being developed with implementing partners, stakeholders or beneficiaries and no evidence of joint planning to manage the tailing off of funds.
- The high level of uncertainty about the programme's future has led some staff to move on leading to a loss of capacity and human resources for the next phase. –This uncertainty

needs to be addressed as soon as possible.

- It was observed that much of the equipment procured under the Joint Programme (e.g. mini media equipment and computers for youth centres) is now three or more years old. Provision needs to be made for maintenance or replacement of this equipment during the next phase of the programme.
- Key informant interviews suggest that when the NGO tracer projects came to an end there were inadequate exit strategies and little support for alternative resource mobilisation strategies and application of lessons learnt.
- The Joint Programme remains dependent on a single donor. There is little evidence of efforts (by RNE or the UN teams) to diversify and expand funding to support sustainability and scaling-up.
- There is little evidence of efforts to link resource-intensive components of the programme (such as those relating to social protection and IGAs) to more sustainable government initiatives (such as those being rolled out under the GTP).

#### 5.4.7 Section summary

The main finding and recommendation from this section on sustainability is summarised below.

##### Key finding

- Use of existing government structures and capacity development of government staff is likely to support sustainability and further scaling up of the programme. There is an indication that programme staff at woreda level can be incorporated into government institutional structures if the PIM is updated. Some key challenges relating to planning for exit strategies, dependence on a single donor and capacity leakage due to loss of staff need to be addressed.

##### Key recommendation

- Key challenges relating to programme sustainability need to be addressed especially those relating to planning for exits strategies (from the *beginning* of the next phase), expanding the resource base and replacing lost human resource capacity. The PIM needs to be updated to incorporate programme officers at woreda level.

#### 5.4.8 Findings on partnerships

Many of the findings on programme complementarity above extend to the evaluation questions relating to partnerships. However throughout its enquiries, the Evaluation Team has given careful consideration to mechanisms for strengthening partnership and promoting collaboration and coordination at each structural level. Some strengths and challenges relating to the programme's work on partnerships are captured in Table 16 below.

**Table 16: The Joint Programme's strengths and challenges relating to partnership**

##### ***Joint Programme strengths***

- The Joint Programme provides a strong example of how UNICEF and UNFPA have worked together to bring the principles of rights-based programming to work on youth and adolescent development, sexual and reproductive health and HIV prevention. The Joint Programme can, therefore, be seen as a good example of the UN 'Delivering as One'. By working together, UNICEF and UNFPA have successfully demonstrated many strong features of rights based programming such as, working with locally owned processes, combining top-down and bottom-up approaches to create synergy, and focusing on marginalised and disadvantaged groups.
- The programme has established strong partnerships with government sector offices that are working on issues relating HIV, health, education and youth development. These partnerships have been established at each structural level and are supported by programme officers and focal persons who are dedicated to promoting joint working. – Close working with HAPCO structures provides an important entry point for expanding partnerships for collaborative working; it also supports transparency, country ownership and accountability in fund flows.
- A strong partnership has been established with universities through staffing, financial and technical support to Higher Education Institutions Forum. Case studies from universities indicate that, as well as being 'hot spots' for intervention, they can play an important role in outreach to communities and peer education. (The Evaluation Team also sees a potential role for operational research and piloting of innovative approaches).

##### ***Some challenges***

- Some key informants highlighted the disconnect between planning at the federal level and planning at the regional level. The Joint Programme sometimes needs to make additional efforts to bridge this divide and maintain stakeholder buy-in when there are changes in the institutional and human resource environment.
- Partnerships with the NGO and FBO sector remain weak, yet there are many potential opportunities for collaborative working (e.g. around issues of FGM/C in Afar). The experience of network organisations (such as NCA) in engaging church and Muslim leaders could be invaluable in supporting longer term initiatives to mobilise sustainable community support for young people. It was observed however that the programme might need to place less explicit emphasis on human rights to mitigate risks for NGO and FBO partners.
- There is little evidence of collaborative working with other donors and development partners such as DFID's Girl Hub initiative and USAID support for social marketing projects. More collaborative working could support more innovative initiatives, synergies, scaling up and advance the principles of aid effectiveness.

#### 5.4.9 Section Summary

The main finding and recommendation from this section on sustainability is summarised below.

##### Key findings

- The Joint Programme provides a strong example of how UNICEF and UNFPA have worked together using the principles of rights-based programming. The Joint Programme can be seen as a good example of the UN 'Delivering as One'.
- The programme has established strong partnerships with government sector offices that are working on issues relating HIV, health, education and youth development. Close working with HAPCO structures provides an important entry point for expanding partnerships for collaborative working; it also supports transparency, country ownership and accountability in fund flows.

##### Key recommendation

- With regards partnership, the programme should build on the lessons learnt from the analysis of complementarity. *Perceptions* of a disconnect between federal and regional level planning may need to be addressed. Meanwhile, opportunities to work with NGOs and FBOs that have valuable experience in mobilising community leaders and stakeholders should not be missed.

## 5.5 Findings on good practice and lessons learned

### 5.5.1 Documenting good practice

The Evaluation Team has been impressed by the well-documented beneficiary case studies contained in successive annual progress reports. These case studies provide a rich source of qualitative data and illustrate how support provided through the Joint Programme can make a dramatic and life-changing difference to young people who face potentially overwhelming challenges.

Collection of beneficiary case studies has also been an important part of the Evaluation Team's methodology. The case studies have been especially helpful in showing how combinations of interventions 'stack up' to make a difference, as well as the complex realities in which the programme works. The story of Fatuma below is an example of how powerful such narratives can be. Some of the other case studies compiled by the Evaluation Team are contained in Annex 7.

#### Box 16: Case study: supporting rights in complex realities



Fatuma is a 16 year old girl living in Afar. She was married at the age of 12 and had already been subjected to genital mutilation. Before she got married, neither she nor her mother were told about the plans for the marriage –only her father knew. One day Fatuma's father asked her to go to market with him. They were joined by one of the female neighbours. After walking some distance, they arrived at an uncle's house where a specially decorated hut had been prepared. After having a lunch, she was directed to have sexual intercourse with her cousin, "Absuma". The women who accompanied them led her to get to the special hut, where her cousin was waiting for her. She had "first sex" with him. This first sexual intercourse was extremely painful. (The genital mutilation had left a very narrow opening which made it difficult for her to comfortably pass urine. Due to the narrowness of the labial space, her mum's friend sometimes helped her drain the urine through a small tube). This sexual intercourse was intended to test whether Fatuma was virgin. After her cousin and the woman companion had confirmed she was a virgin, the promise ceremony, *nikah*, took place. At this time, Fatuma's mother knew nothing about what was going on.

Afterwards, Fatuma got pregnant at the age of 14. Although she was married to her cousin, he took a second wife. Meanwhile, Fatuma received antenatal care at Awash Fentale Health Centre. The nurses counselled her on prevention of mother-to-child transmission and she was tested for HIV. She learned that she was HIV positive. The health centre staff had been trained in providing youth friendly services through the Joint Programme. They gave her a special attention. Fatuma completed all the antenatal

services and delivered at the same health centre. During the delivery the midwife nurse opened the sutured vaginal part, which was giving her a very hard time on top of the labour pain. Fatuma received ART for her baby and for herself and both remain well. After the delivery, Fatuma's family asked her to go back to village and get sutured again before the wound had healed; however, she refused to do so. She openly told her parents that she had the right to refuse because she now believed this was a harmful practice. However, she didn't dare to disclose her HIV status, to her husband or her father. After the birth, Fatuma's father asked her husband to bring 12 cattle as the bride-price or *Adamekla*. However, there was a dispute about the *Adamekla* and Fatuma is now living with her parents.

Although there is now a rich archive of beneficiary case studies from the programme, it is not clear how they are being used to promote learning and who they are intended for. They certainly help to support accountability to the donor by providing evidence of how resources have been used to make a difference. However, it is unfortunate that they are not being used as part of a broader communication strategy for the programme, or more creatively -for example, as the basis for edutainment stories.

The Evaluation Team also suggests that the case studies could be more useful if they were collected thematically to better support programme learning, identification of innovation, factors in success and policy/strategy development (for example, in reaching vulnerable groups such as younger adolescents, people with disabilities and young PLHIV).

Although beneficiary case studies have been well documented, there seems to have been little success in capturing more comprehensive accounts of good practice. The 2009 and 2010 annual progress reports document one attempt to work with the former Ministry of Women's Affairs to capture good practice efforts relating to reductions in FGM/C. However, this seems to have stalled due to institutional changes, lack of human resource capacity and complications with fund flows (UNICEF/UNFPA, 2011). The account of the 'Big Sisters' initiative at Gonder University is an example of a potential good practice study. Yet the annual progress reports show that documentation of good practice can be a time and resource consuming exercise. In the next phase of the programme, the programme team will need to reach consensus on the precise purpose of documenting good practice, who it is for, how it will be used and the resources that will be dedicated to it.

### 5.5.2 Review of lessons learnt

The Evaluation Team has also been impressed by the systematic documentation of challenges and lessons learnt in annual progress reports. Many of the challenges documented relate to delays in funding flows and liquidation and efforts have been made to address these (see section on efficiency). Some of the key challenges and lessons learnt that have been documented are summarised in Table 17 below.

**Table 17: Summary of key challenges and lessons learnt documented in programme reports, 2009-2012**

### Key challenges

- Some regions set very high and ambitious targets which may not be achievable within the 12 month timeframe.
- There are weak and disorganised archiving systems for documenting the progress of programme implementation.
- Due to the devaluation of ETB, the allocated rate for per diem does not cover the daily subsistence of people engaged in training, meetings and workshops.
- While the programme contributed valuable material resources (including computers, printers and furniture), delays for imported items, such as motorbikes, have delayed partners' ability to successfully carry out activities.
- Tools for collecting M&E data at woreda, university and regional level are inadequate – reports submitted by woredas often contain data that are incomplete, irregular and not disaggregated

### Key lessons

- More time is needed for translation of programme documents, training manuals, guidelines and IEC materials: Although Amharic is the national official language, many regions with their own local language are more comfortable with appropriately translated materials. The programme experience has been that it takes several months to successfully translate, reprint and distribute documents, especially in large quantities.
- The community outreach strategy organised by some target universities has been very successful in reaching vulnerable and marginalised young girls (such as young married girls and CSWs). The intervention –based on enhanced links and networking between the university and community- should be extended to other services (such as reproductive health, VCT and IGAs).
- Where there has been increased involvement of adolescents and youth in programme planning, implementation and review, this has helped identify and adjust the programmes to better address the felt needs of young people.
- The involvement of the woreda offices, implementers and other key stakeholders in 'bottom-up planning' has been observed to contribute to the faster and better quality implementation of the planned activities within the projected timeframe.
- Well organised IGA interventions can result in significant and sustainable improvements in the lives of vulnerable adolescents/youth even in the absence of micro finance institutions.
- Joint Programme support to universities has significantly increased the uptake of services such as VCT, mobilised students on HIV prevention, and increased attendance of resource centres.
- The university peer education programme has enhanced positive and supportive relations between senior and junior students, and helped new students avoid risky behaviour.
- Experience sharing among regions has helped improve the implementation and coordination of programmes.
- Where edutainment initiatives have been developed, these have proved a very effective strategy for transmitting information for large number of young people.
- Participation of school directors, teachers and the school communities is important for successfully running school-based activities.
- Commitment of local government leaders at each level is a vital input for effective project implementation.

In order to fully address the evaluation questions relating to this section, some additional lessons arising from this evaluation are captured in Box 17 below.

#### **Box 17: Some lessons arising from this evaluation**

- **Relevance:** It is important to monitor the policy context so that: a) opportunities for stakeholder mobilisation, partnership, resource mobilisation, synergy and scaling- up are not missed and b) lessons from the programme can influence future policy and programme design. Where possible, young people should be involved in policy dialogue so that: a) policies and plans remain relevant to their needs and b) to put empowerment into practice.
- **Efficiency:** Collaborative working between Development Partners (RNE, UNICEF and UNFPA) and devolved government structures takes time to establish, especially with respect to harmonising and aligning systems, including financial, reporting and M&E systems. High rates of staff turnover on both sides can create challenges for this process.
- **Effectiveness /Outcomes:** While the programme aims to focus on the most- at-risk adolescents and young people, this needs to be balanced against the fact that all young people are potentially vulnerable to HIV and SRH challenges and their level of risk can be circumstantial or change over time. What is more, the most at risk adolescents and young people move in a social network that sets norms and values, as well as structural constraints and opportunities. An understanding of these issues confirms the need for a comprehensive set of interventions that works at biomedical, behavioural and structural levels and that addresses the beliefs and values of wider networks and populations, while simultaneously focusing on the needs of specific groups.
- **Sustainability:** Exit strategies and planning for sustainability cannot be left until the end of the programme. They need to be considered at the beginning of each project cycle, explicitly incorporated into plans that are regularly monitored.
- **Partnership:** While working through partnerships can create challenges in terms of accountability and attribution, the holistic nature of this programme means they are essential. There are advantages in prioritising work with government to implement this programme (especially regarding sustainable capacity development and potential for scaling up). However, working more closely with other International Development Partners and the non-governmental sector can create opportunities for innovation, policy influence and complementary working to better reach the most vulnerable groups (such as sex workers and street children).
- **Good practice:** Documentation of best practice can raise the profile of the programme, especially if linked to a broader communication and advocacy strategy. Case studies can also become a rich source of qualitative data that illuminates how and why the programme is (or is not) working. A systematic approach to capturing case studies could usefully complement the programme's M&E processes but needs to be linked to regular review to extract learning and, where useful, the commissioning of operational research.

### 5.5.3 Section summary

The main findings and recommendation from this section on good practice and lessons learnt are summarised below.

#### Key findings

- There is now a rich archive of beneficiary case studies from the programme. They are a rich source of qualitative data and can illuminate how the programme works. However, it is not clear how they are being used to promote learning and who they are intended for. There seems to have been little success in capturing more comprehensive accounts of good practice. The account of the 'Big Sisters' initiative at Gonder University is an example of a potential good practice study.
- The Evaluation Team has also been impressed by the systematic documentation of challenges and lessons learnt in annual progress reports. Many of the challenges documented relate to delays in funding flows and liquidation as well as the details of operational challenges. There are also references to useful innovation.

#### Key recommendation

- Case studies are potentially more useful if they are collected thematically to better support programme learning, identification of innovation, factors in success and policy/strategy development. In the next phase of the programme, the programme team will need to reach consensus on the precise purpose of documenting good practice, who it is for, how it will be used and the resources that will be dedicated to it.

## 6 Conclusions, recommendations and future directions

The Evaluation Team considers that, despite a slow start, there is now evidence to suggest that the Joint Programme is making good progress towards intended objectives and outcomes. The programme has gathered momentum and both implementing partners and young people report that the programme is making a positive contribution that can be life-changing:

*“This programme is one of a “power generator” that contributes to our endeavours to produce a healthy and empowered young generation. Together, we are producing a generation that can prevent themselves from physical and psychological harm and claim their rights for education, sexual and reproductive rights, and for getting services”* (Head, Afar Region Bureau of Women, Youth and Children Affairs).

Although there are some government and non-governmental programmes working on similar activities, there appear to be no other initiatives that take such a comprehensive, rights-based approach -linking capacity building of duty bearers with empowerment of young people.

This report has described the Evaluation Team’s findings for 36 evaluation questions covering the evaluation criteria of relevance, efficiency, effectiveness, outcomes, sustainability, partnerships, good practice and lessons learnt. The findings have been detailed throughout the report and have been summarised in the Executive Summary and section summaries.

***The following broad conclusions can be drawn:***

- The programme design is relevant to the current policy, social and HIV/AIDS context, although consideration needs to be given to some residual challenges, as well as emerging opportunities.
- The programme has been operating with reasonable efficiency, although recent efforts to improve fund flows need to be sustained and the programme needs to be fully transparent in accounting for its operational costs.
- On balance, the programme has been effective in achieving expected outputs and annual targets are regularly exceeded. However, there are weaknesses in the levels of youth participation in annual planning and in target setting, as well as anomalies and gaps in data reported from the regions. There also appears to be considerable diversity in programme approaches, both between regions and within them from year to year. Although this may reflect the responsiveness of the programme to context and local priorities, these differences in approach need to be more transparently explained.
- There is considerable scope for strengthening the programme’s M&E system at regional and woreda levels. -The programmes performance on outcomes and value for money remains inconclusive until a follow-up of the baseline study has been completed.

- Although the Joint Programme's work with government implementing partners inherently builds in some sustainability, attention needs to be given to timely exit strategies.
- Federal, regional and woreda HAPCOs provide useful leadership for coordinated working, but there is scope for more strategic partnerships with other International Development Partners and non-governmental organisations.
- There has been good reporting of beneficiary case studies and lessons learnt in annual and bi-annual progress reports but there is potential for improved documentation, analysis and communication of innovation and good practice.

Since the recommendations arising from the evaluation have implications for proposed future directions, we have summarised them below.

## **Main recommendations on programme content**

### ***Staying relevant...***

- The Joint Programme team should continue to monitor the policy, regulatory and international development context to ensure that opportunities for collaborative working, resource mobilisation and scaling up are not missed.

### ***Maximising efficiency...***

- The programme needs to continue demonstrating efficiency and value for money by ensuring: lessons documented in annual progress reports inform practice; recent improvements in disbursement systems are sustained; the M&E system is significantly strengthened to effectively track progress and identify problems early. In addition, financial reporting needs to carefully justify operational costs. Attention needs to be given to the challenges of high staff turnover, lack of job security and career paths, and low salary scales (especially at woreda level).
- Reporting and data synthesis on programme assets procured needs to be strengthened in the next phase of the programme and should be linked to data on distribution, use and final destination (especially for tracer projects).

### ***More effective capacity development ...***

- There is now a significant literature on capacity development that aims to move beyond capacity building to sustainable skills transfer (see for example, UNDP 2010). There appears to be considerable scope for employing contemporary capacity development approaches for the delivery of Output 1. There also is scope for establishing a more standardised and up-to-date methodology for building the capacity of parents and communities. A more standardised approach could support systematic monitoring, better quality assurance and lesson learning across regions.

### ***More effective coverage...***

- The programme should continue to refine its strategies for reaching vulnerable youth and ensure that general strategies are complemented by more specific strategies for engaging hard-to-reach youth. Greater attention needs to be given to groups such as domestic and migrant workers, young adolescents and young people living with HIV. The programme should promote greater participation of young people in programme and community decision making, and work with them

to develop more innovative and creative approaches. This could include working with 'youth champions' (especially those most articulate in rights-based thinking).

#### ***More effective community mobilisation...***

- In the next phase of the programme there should be more coherent, prioritised and targeted strategies for addressing GBV and harmful traditional practices in each region. Work with law enforcement officers and legislators should be extended, and should be complemented by further efforts to engage key secondary groups such as older men, uniformed personnel, religious and cultural leaders. This work should be supported by coherent media and communication strategies.

#### ***More effective service provision...***

- There needs to be better quality assurance of youth friendly facilities and services (perhaps making more use of the tool in the 2011 M&E Framework). 'Model' service provision should better address the service needs of key target groups, such as adolescent girls, PLHIV and young people with disabilities.
- There also to be a clear, consistent and transparent strategy for condom distribution and promotion. While coordination with partners is important, the problem of empty condom distribution boxes in 'hot spots' and other key programme sites needs to be addressed.

#### ***More effective support for building sustainable livelihoods...***

- There should be a more consistent approach to building sustainable livelihoods and IGA support both within and between regions. There needs to be systematic documentation of learning and good practice on IGAs and broader livelihoods initiatives. -Reporting needs to make a clear distinction between livelihoods training and IGA support so that the relative benefits of each can be monitored and assessed.

#### ***More effective monitoring and evaluation...***

- The 2011 M&E Framework needs to be reviewed and revised for the next phase of the programme so that it is simplified, rationalised and better harmonised with existing systems. There is need for continuity with agreed baseline indicators and a focus on data that can be routinely and reliably collected and disaggregated, while being checked through regular data quality assurance. There remains a clear need to strengthen M&E capacity at woreda level.
- Annual progress reports should include graphics that illustrate programme performance by region over time. This should be part of feedback to regions and woredas and can help reward success, identify problems and spotlight anomalies.
- A follow up of the Population Council's 2010 baseline survey needs to be commissioned to complement this report and provide a robust assessment of how well the programme has performed in achieving expected outcomes.

#### ***A better gender balance...***

- Disaggregation of programme data by gender provides useful insights into programme performance. Special strategies are needed to improve female participation in trainer of trainer courses and uptake of youth friendly services.

***Extending work with higher education institutions...***

- In order to support the important work of the Higher Education Institutions Partnership Forum and ensure the sustainability of university-based initiatives, it is necessary to allocate appropriate financial and human resources based on costed annual workplans.

***Building sustainability...***

- Key challenges relating to programme sustainability need to be addressed, especially those relating to planning for exit strategies, expanding the resource base and replacing lost human resource capacity. The PIM needs to be updated to incorporate programme officers at woreda level.

***Stronger partnerships...***

- In the next phase of the programme, there is scope for more transparent strategic thinking on NGOs as implementing partners. Where NGOs are deployed to develop innovative approaches and improve outreach to hard-to-reach groups, there need to be clear strategies for piloting and sharing (and archiving) lessons learnt that are built into the project design.

***Capturing good practice...***

- Case studies are potentially more useful if they are collected thematically to better support programme learning, identification of innovation, factors in success and policy/strategy development. In the next phase of the programme, the programme team will need to reach consensus on the precise purpose of documenting good practice, who it is for, how it will be used and the resources that will be dedicated to it.

**Future directions**

The Evaluation Team recommends that the Joint Programme, “A Rights-Based Approach to Adolescent and Youth Development” should be extended into a second phase. However, the design of the second phase must be based on lessons learnt from the first phase and engage with the numerous issues, challenges and opportunities identified in this report.

There are 23 million adolescents and young people in the five regions where the Joint Programme operates. There has been an intention to scale-up successful components of the programme since its inception (RNE, 2007); however, this evaluation has found little evidence of this scaling up in action. A number of factors seem to have prevented or limited the potential for scale-up (Box 18):

**Box 18: Factors that have limited scale-up of the Joint Programme**

- There appears to have been no serious planning for scale-up –this in turn has meant there have been no explicit goals or targets set and, hence, no monitoring of progress;
- Financial resources for this programme are constrained, so the focus has been on intensifying efforts in the selected programme sites –scaling up would require a dedicated budget and significant allocation of human and material resources;
- Despite a useful evaluation of a precursor programme (the MOWCYA/UNICEF, 2011), there remains little robust data to support the case for the effectiveness (or impact) of the programme. In addition, the somewhat flexible, process-based nature of the programme makes it difficult to define the “essential package” for scale-up.<sup>17</sup>

Given the sheer number of young people in the programme regions (and in Ethiopia in general) that are at risk of HIV infection, sexual and reproductive health problems and other harmful traditional practices, there is an ethical imperative to scale-up interventions where there are indications of success.

Over the next one to two years, the programme should consolidate its work in the existing programme woredas. However, the Evaluation Team suggests the following steps would provide a platform for strengthening the programme design:

- Commission a follow up to the Population Council’s 2010 “baseline” survey of young adults, making sure the survey is conducted in all programme woredas and addresses all the agreed outcome indicators for the Joint Programme.
- Commission a review to synthesis and align data from this evaluation, the follow up survey and additional operational data to identify the most important components of the programme in terms of effectiveness and outcomes, factors in success and the components that offer the best value for money.
- Use the findings of the review to develop an explicit, evidence-based theory of change (or transformation). Make revisions to the logical framework/results chain and adjust the programme’s M&E framework so that it is aligned to the new results chain and draws on data that can be reliably and routinely collected (and analysed) from woreda level up.
- Either: a) develop and implement an exit strategy for the current programme woredas and universities and/or b) identify programme woredas that will become “centres of excellence” (that is, sites where there is an emphasis on establishing best practice and where there are programmes of operational research to improve practice and test innovative approaches).
- Develop a plan for scaling-up that draws on a mix of the following options: a) scaling-up within existing programme woredas; b) scaling-up to new woredas and/or universities (possibly through pairing or partnering with existing sites); or c) scaling-up to new regions with a high HIV prevalence rates among vulnerable youth.

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<sup>17</sup> The minimum package developed for Higher Education Institutions is noted as a good first step in addressing this issue.

Importantly, the above process needs to bring together the skills and expertise of 'duty holders' with the enthusiasm, creativity and experience of young people. The Joint Programme has shown that this can be the key to translating the concepts of a rights-based approach into the reality of improved lives for young people in Ethiopia.

## 7 Appendices

### Annex 1: Terms of reference (abridged)

#### **Justification for the evaluation**

The JP has been implemented since 2007. The agreement between the UNFPA, UNICEF and the Norwegian Ministry of Foreign Affairs (delegated to the RNE) specifies that an I end-review should be undertaken jointly by the participating UN organizations.

#### **Description of needs**

##### **The objectives for the end review**

The main purpose of the end review is to ascertain whether the JP objectives have been achieved, as well as fill knowledge gaps, provide lessons learnt and suggest the way forward for the Joint Programme: should it be continued, and if so, how the effectiveness of the programme could be enhanced. The findings will feed into relevant Ethiopia UNDAF (2012 to 2015) baseline development. Also, the end review focus would be on assessing the JP role and contribution to influencing key outcomes of the national HIV/AIDS as well as FGM/C responses and SRH issues in young people in Ethiopia. The review framework should build on the following key areas.

1. Ascertain results against the baseline, and assess JP contribution to these results.
2. To assess the relevance, efficiency, effectiveness, outcome and sustainability of the project in relation to the objectives (and supporting outputs) set out in the programme document.
3. To assess the added value of the rights based approach to programme implementation, in particular, whether the approach has assisted in improving youth ability to claim their rights, as well as improving 'equity, and what have been major bottlenecks?
4. Test the programme theory, especially the vertical logic between output and outcome. assess follow-up of recommendations made during the mid-term review.
5. Assess the JP partnership strategies: how does UNICEF and UNFPA work with relevant partners, such as the government at different levels, civil society and communities, and other partners.
6. Extract lessons learnt, findings and recommendations on how to enhance the response to the SRH needs as well as other gender-based violations of young people, improve the HIV/AIDS response and youth development in general at the country, regional and community levels.

#### **Relevance**

- The relevance of programme objectives in terms of national HIV/AIDS prevention and control activities, young peoples' sexual and reproductive health issues (SRH) and governments policies and priorities;
- To what extent the programme is complimentary to the efforts carried out at national, regional, zonal and woreda level;
- To what extent the programme components are relevant to the current/changing HIV and AIDS situation in the country and regions;

- How relevant the programme components are to the needs of the target groups (young people); and
- The relevance of the rights-based approach to adolescent and youth development in addressing SRH and HIV and AIDS interventions at national and regional level.

### **Efficiency**

- How efficient the programme has been in converting its inputs (funds, expertise, time etc) to outputs, including a review of whether and how management structures contribute to efficiency;
- The efficiency of the financial management of the programme; and
- The efficiency of the PMER system (planning, monitoring, review and reporting system). Examine usefulness and appropriateness of the performance indicators.
- Is the expenditure justifiable when compared to plans, progress and the programme output of the programme?

### **Effectiveness**

- How effective the programme has been in relation to meeting the objectives stated in the programme document;
- Are the HR input, management systems and tools adequate and relevant for the programme implementation; and
- The technical quality of programme activities and the effectiveness of the implementation methodologies/approaches.

### **Outcome**

- To what extent the programme has reached its target group(s);
- To what extent set indicators have been reached;
- How the programme has contributed to reducing vulnerability to HIV and AIDS in the targeted communities;
- To what extent target groups have been empowered;
- To what extent the national society's capacity has been strengthened to enable more effective, expanded and direct outreach to the target communities; and

### **Sustainability**

- Assess the systems that have been put in place to ensure sustainability of the programme.
  - What measures are being taken by partners to ensure sustainability beyond 2013;
  - Are there any exit strategies in place in view of the impending termination of the five year funding cycle for the JP;
  - What efforts have been undertaken by implementers to diversify funding resources;
  - What are the transitional plans put in place to support the overall strategy to integrate HIV/AIDS and adolescent development activities under community care programme; and
  - Does the programme allow the involvement and empowerment of beneficiaries, their families and the broader community.

Assess the key risk factors that have been identified and measures taken to mitigate or manage risks, including follow up mechanism.

### **Assessment of financial management**

- Do the partners' financial management systems and capabilities prove themselves sufficient for the implementation of the programme?
- Are the internal control systems and measures to prevent and avoid financial irregularities functioning satisfactorily?

In addition to the above general assessment, the review should also consider the following issues:

### **Partnership**

- Assess the coordination with other stakeholders in HIV/ AIDS and SRH interventions and the relevance of the development interventions and their value added;
- To what extent have mechanisms been implemented between community, government, donors and other development partners to ensure coordinated and effective response to the epidemic;
- How have these coordination mechanisms influenced HIV/AIDS and SRH interventions;
- What value has coordination with other stakeholders added to HIV and AIDS programming.

### **Good Practice**

- Identify good practices or lack of the same in relation to established good practice within core competence areas e.g. programme approach and technical areas;
- Identify lessons learnt from the programme at all levels;
- Significance of integrated approach into at community, woreda, zonal, and regional level;
- Identify lessons learned from the JP a rights-based approach and principles to adolescent and youth on HIV/AIDS and SRH;
- What lessons learned or good transferable practices to other programmes have been observed during the review analysis;
- To what extent and in what ways is the JP contributing to progress towards achieving the Millennium Development Goals in the country;
- How are the principles of aid effectiveness (ownership, alignment, management for development results and mutual responsibility) being applied in the JP; and

### **Future Directions**

- Based on the above, do the reviewers recommend that the JP continue?
- How do the reviewers recommend that JP activities be taken forward, whether the JP continues or not?

Provide a set of recommendations for a possible continuation of the programme, keeping the partnered national societies, governments, regional organisations strategies and policies in mind.

### **Methodology**

This review will be based on information gathered through a mix of methodological approaches, including document review of strategies, policies,

processes and tools, combined with interviews and focus group discussions with various stakeholders including governments, donors, partners, implementing staff at branch and head offices, volunteers, communities and beneficiaries, as well as observation through field visits to the implementing regions and woredas. The Team of Consultants shall work with the UNICEF and UNFPA teams as well as different stakeholders of the JP (Gov't, NGOs at different levels)

### **Reports and Feedback**

The consultants should deliver following outputs:

- Inception report, including technical outline of data collection tools for a mixed-method approach.
- The final report, addressing the issues raised above, which meets the UN Evaluation Standards, and a presentation of the main findings as a power point presentation in electronic and hard copies.

The consultants will produce a report including an executive summary.

The consultants are expected to deliver a full report on the review outlining;

- The assessment of the current situation
- Main findings of key review area as outlined above
- Key recommendations for deliverables per key review area
- Any other recommendations.

Based on the agreed time table, the consultant will receive at least three feedback meetings conducted by the UNICEF and UNFPA JP focal persons and M&E officers as to evaluate the progress and deal with challenges.

- The acceptance of the final report is subject to consultation with programme partners, stakeholders, JP UNICEF and UNFPA technical staff on the findings of the draft report.
- The consultant will produce an *aide-memoire* for discussion to be presented at each region
- The final report (40-50 pages without annexes) will be presented in electronic form and sent to the JP UNICEF and UNFPA in February 2013 following the reporting format proposed below.

## Annex 2: Summary of programme activities

The table below summarises the main activities for each of the programme outputs (objectives) as listed in the 2011 Monitoring and Evaluation Framework (pp. 81-82)

Summary of main activities
<p><b>Output 1: Strengthened capacity of IPs for coordination, implementation, M&amp;E of SRH, HIV and gender-responsive programmes</b></p> <ul style="list-style-type: none"> <li>• Materials and equipment to organisations</li> <li>• Establish equipped youth centres</li> <li>• Establish regional technical working groups</li> <li>• Organisational development and programme management trainings for implementing partners</li> <li>• Trainings on provision of youth friendly services</li> <li>• Provide operational manuals and guidelines</li> <li>• Organise experience sharing visits</li> <li>• Recruit individuals to support the JP at regional and woreda levels</li> </ul>
<p><b>Output 2: Improved capacity of parents and communities to respond to demands of young people and ensure a protective and enabling environment</b></p> <ul style="list-style-type: none"> <li>• Organise youth dialogue sessions and community conversations</li> <li>• Distribute IEC materials</li> </ul>
<p><b>Output 3: HIV/AIDS and SRH model service delivery points for young people established in pastoralist communities</b></p> <ul style="list-style-type: none"> <li>• Organise stakeholder consultations</li> <li>• Develop model service delivery points</li> </ul>
<p><b>Output 4: Strengthened capacity to protect adolescent girls from harmful traditional practices and GBV</b></p> <ul style="list-style-type: none"> <li>• Advocacy and trainings targeting policy makers, law enforcement officers and legislators, traditional leaders and influential community members</li> <li>• Financial and technical support to legal aid organisations</li> <li>• Develop referral guide for service providers</li> </ul>
<p><b>Output 5: Young people are able to claim their rights for information and services and participate in relevant programmes</b></p> <ul style="list-style-type: none"> <li>• Organise TOF and TOT for: youth dialogue; peer education; life skills training; transformational leadership (and refresher sessions).</li> <li>• Organise youth dialogue groups, youth-parent dialogue sessions and peer to peer sessions</li> <li>• Organise relevant workshops and conferences</li> </ul>
<p><b>Output 6: Young people have up to date information and access to HIV and AIDS and SRH services</b></p> <ul style="list-style-type: none"> <li>• Conduct community outreach/education</li> <li>• Provide VCT and SRH services for young people</li> <li>• Distribute condoms and IEC materials</li> </ul>

Summary of main activities
<p><b>Output 7: Viable and sustainable livelihoods schemes for the most vulnerable young people are established</b></p> <ul style="list-style-type: none"> <li>• Provide trainings in livelihood and IGA schemes</li> <li>• Provide livelihood and IGA support</li> </ul>
<p><b>Output 8: A participatory monitoring and evaluation system is in place to track progress to desired outputs, outcomes and impact of the programme</b></p> <ul style="list-style-type: none"> <li>• Conduct supportive supervision, joint review and reflection meetings</li> <li>• Document and disseminate results, good practice and lessons learnt</li> <li>• Conduct surveys and special studies</li> <li>• Conduct M&amp;E trainings and workshops</li> </ul>

### Annex 3: The Evaluation Framework<sup>18</sup>

Evaluation criteria	Consolidated evaluation questions and themes	Indicative data collection methods	Indicative data collection tools
<b>Relevance</b>	<ul style="list-style-type: none"> <li>The relevance of programme objectives in terms of national HIV/AIDS prevention and control activities, young peoples' sexual and reproductive health issues (SRH) and governments policies and priorities;</li> <li>To what extent the programme is complimentary to the efforts carried out at national, regional, zonal and woreda level;</li> <li>To what extent the programme components are relevant to the current/changing HIV and AIDS situation in the country and regions;</li> <li>How relevant the programme components are to the needs of the target groups (young people) –<i>is there evidence to support definition of the problem and the response?</i></li> <li>The relevance of the rights-based approach to adolescent and youth development in addressing SRH and HIV and AIDS interventions at national and regional level.</li> </ul>	<ul style="list-style-type: none"> <li><u>Desk review</u>: national and sub-national policies and strategies; programme design documents; demographic and health surveys; other research studies; database/directories of national programmes; donor and programme reports.</li> <li><u>Key informant interviews</u>: policy makers and planners at national and sub-national levels; representatives of coordinating partners, implementing partners and service providers; youth representatives; informed community leaders; academics; Joint Programme focal persons and technical staff.</li> <li><u>Snapshot survey</u> of youth leaders</li> <li><u>Focus group discussions/meetings</u> with young people (Anti-AIDS Clubs; youth dialogue groups, IGA beneficiaries) and community dialogue participants.</li> </ul>	<ul style="list-style-type: none"> <li>Document review template</li> <li>Topic guide for key informant interviews</li> <li>Survey questionnaire –youth leaders</li> <li>Focus group discussion guide –young people</li> </ul>
<b>Efficiency</b>	<ul style="list-style-type: none"> <li>How efficient has the programme been in converting its inputs (funds, expertise, time etc) to outputs? - including a review of whether and how management structures contribute to efficiency;</li> <li>The efficiency of the financial management of the programme;</li> <li>The efficiency of the PMER system (planning, monitoring, review and reporting system) and the usefulness and appropriateness of the performance indicators; <i>-is there evidence of timely corrective action? -does the M&amp;E system allow us to credibly measure success?</i></li> <li><i>The extent to which recommendations from the MTR re management and administration have been addressed;</i></li> <li>Is the expenditure justifiable when compared to plans, progress and the output of the programme?</li> <li>Are the HR input, management systems and tools adequate and relevant for the programme implementation?</li> </ul>	<ul style="list-style-type: none"> <li><u>Desk review</u>: sample of financial and narrative reports from lead agencies, coordination and implementing partners (with a focus on <u>tracer</u> projects); audit reports; joint programme design documents and organograms</li> <li><u>Key informant interviews</u>: accountable officers and senior finance officers (purposeful sample of coordinating partners), HR officers, country representative and heads of partner agencies; representatives of implementing partners and intended beneficiaries,</li> </ul>	<ul style="list-style-type: none"> <li>Document review template</li> <li>Topic guide for key informant interviews</li> </ul>

<sup>18</sup> Note that questions that have been added to those in the terms of reference to test the logic of the theory of change and follow-up on issues arising from the MTR are marked in italics.

Evaluation criteria	Consolidated evaluation questions and themes	Indicative data collection methods	Indicative data collection tools
	<ul style="list-style-type: none"> <li>Do the partners' financial management systems and capabilities prove themselves sufficient for the implementation of the programme?</li> <li>Are the internal control systems and measures to prevent and avoid financial irregularities functioning satisfactorily?</li> <li><i>Does the programme represent value for money?</i></li> </ul>		
<b>Effectiveness</b>	<ul style="list-style-type: none"> <li>How effective the programme has been in relation to meeting the objectives stated in the programme document;</li> <li>The technical <u>quality</u> of programme activities and the effectiveness of the implementation methodologies/approaches <i>-have all activities been fully and consistently implemented?</i></li> <li><i>Have activities been implemented at sufficient scale?</i></li> </ul>	<ul style="list-style-type: none"> <li><u>Desk review</u>: Joint Programme design documents; monitoring and review reports; sample of progress and review reports from implementing and coordinating partners; review of monitoring data.</li> <li><u>Key informant interviews</u>: policy makers and planners at national and sub-national levels; representatives of implementing partners and service providers; youth representatives; informed community leaders; academics; Joint Programme focal persons and technical staff.</li> <li><u>Snapshot survey</u> of youth leaders</li> <li><u>Focus group discussions/meetings</u> with young people (Anti-AIDS Clubs; youth dialogue groups, IGA beneficiaries) and community dialogue participants.</li> <li><u>Site visits</u> for direct observation and collection of <u>case study material</u> (incl 'information rich' tracer projects and woredas and best practice examples)</li> </ul>	<ul style="list-style-type: none"> <li>Document review template</li> <li>Topic guide for key informant interviews</li> <li>Survey questionnaire –youth leaders</li> <li>Focus group discussion guide –young people</li> <li>Direct observation checklist</li> <li>Case study template</li> </ul>
<b>Outcome (+Intermediate Impact)</b>	<ul style="list-style-type: none"> <li>To what extent the programme has reached its target group(s) <i>(defined by age and vulnerability)</i>;</li> <li>To what extent set <i>outcome</i> indicators have been reached;</li> <li>How the programme has contributed to reducing vulnerability to HIV and AIDS in the targeted communities;</li> <li>To what extent target groups have been empowered;</li> <li>To what extent the national society's capacity has been strengthened to enable more effective, expanded and direct outreach to the target communities;</li> <li><i>Is there evidence to support causal linkages between programme activities, outputs and outcomes?</i></li> <li><i>Can success be attributed to this programme? Are there other explanations for success?</i></li> </ul>	<ul style="list-style-type: none"> <li><u>Desk review</u>: Joint Programme design documents; monitoring and review reports; sample of progress and review reports from implementing and coordinating partners; review of monitoring data; national and sub-national policies and strategies; partner advocacy strategies and reports;</li> <li><u>Key informant interviews</u>: policy makers and planners at national and sub-national levels; representatives of coordinating partners, implementing partners and service providers; youth representatives; informed community leaders; academics; Joint Programme focal persons and technical staff.</li> <li><u>Snapshot survey</u> of youth leaders</li> <li><u>Focus group discussions/meetings</u> with young people (Anti-AIDS Clubs; youth dialogue groups, IGA beneficiaries) and</li> </ul>	<ul style="list-style-type: none"> <li>Document review template</li> <li>Topic guide for key informant interviews</li> <li>Survey questionnaire –youth leaders</li> <li>Focus group discussion guide –young people</li> <li>Direct observation checklist</li> <li>Case study template</li> </ul>

Evaluation criteria	Consolidated evaluation questions and themes	Indicative data collection methods	Indicative data collection tools
		community dialogue participants. <ul style="list-style-type: none"> <li>• <u>Site visits</u> for direct observation and collection of <u>case study material</u> (incl 'information rich' tracer projects and woredas and best practice examples)</li> </ul>	
<b>Sustainability</b>	<ul style="list-style-type: none"> <li>• Assess the systems that have been put in place to ensure sustainability of the programme.                             <ul style="list-style-type: none"> <li>– What measures are being taken by partners to ensure sustainability beyond 2013;</li> <li>– Are there any exit strategies in place in view of the impending termination of the five year funding cycle for the JP;</li> <li>– What efforts have been undertaken by implementers to diversify funding resources;</li> <li>– What are the transitional plans put in place to support the overall strategy to integrate HIV/AIDS and adolescent development activities under community care programme; and</li> <li>– Does the programme allow the involvement and empowerment of beneficiaries, their families and the broader community.</li> </ul> </li> <li>• Assess the key risk factors that have been identified and measures taken to mitigate or manage risks, including follow up mechanism.</li> </ul>	<ul style="list-style-type: none"> <li>• <u>Desk review</u>: Joint Programme design documents; partner strategies and plans; implementing partner reports; progress reports; documentation from the community care programme,</li> <li>• <u>Key informant interviews</u>: representatives of coordinating partners, implementing partners and service providers; youth representatives; country representative and heads of partner agencies; Joint Programme focal persons and technical staff.</li> </ul>	<ul style="list-style-type: none"> <li>• Document review template</li> <li>• Topic guide for key informant interviews</li> </ul>
<b>Partnership</b>	<ul style="list-style-type: none"> <li>• Assess the coordination with other stakeholders in HIV/ AIDS and SRH interventions and the relevance of the development interventions and their value added;</li> <li>• To what extent have mechanisms been implemented between community, government, donors and other development partners to ensure coordinated and effective response to the epidemic;</li> <li>• How have the coordination mechanisms influenced HIV/AIDS and SRH interventions;</li> <li>• What value has coordination with other stakeholders added to HIV and AIDS programming?</li> <li>• <i>Has coordination maximised synergies and help address gaps in the Joint Programme?</i></li> </ul>	<ul style="list-style-type: none"> <li>• <u>Desk review</u>: Joint Programme progress, monitoring and review reports; sample of progress and review reports from implementing and coordinating partners; review of national and sub-national policies and strategies; partner advocacy strategies and reports;</li> <li>• <u>Key informant interviews</u>: policy makers and planners at national and sub-national levels; representatives of coordinating partners, implementing partners (government and non-government); youth representatives; informed community leaders; academics; Joint Programme focal persons and technical staff.</li> <li>• <u>Snapshot survey</u> of youth leaders</li> <li>• <u>Focus group discussions/meetings</u> with young people (Anti-AIDS Clubs; youth dialogue groups, IGA beneficiaries) and community dialogue participants.</li> <li>• <u>Site visits</u> for direct observation and collection of <u>case study material</u> (incl 'information rich' tracer projects and woredas and</li> </ul>	<ul style="list-style-type: none"> <li>• Document review template</li> <li>• Topic guide for key informant interviews</li> <li>• Survey questionnaire –youth leaders</li> <li>• Focus group discussion guide –young people</li> <li>• Direct observation checklist</li> <li>• Case study template</li> </ul>

Evaluation criteria	Consolidated evaluation questions and themes	Indicative data collection methods	Indicative data collection tools
<b>Good practice</b>	<ul style="list-style-type: none"> <li>• Good practices or lack of the same in relation to established good practice within core competence areas e.g. programme approach and technical areas;</li> <li>• Lessons learnt from the programme at all levels;</li> <li>• Significance of integrated approach into at community, woreda, zonal, and regional level;</li> <li>• Lessons learned from the JP a rights-based approach and principles to adolescent and youth on HIV/AIDS and SRH;</li> <li>• Lessons learned or good transferable practices to other programmes have been observed during the review analysis;</li> <li>• To what extent and in what ways is the JP contributing to progress towards achieving the Millennium Development Goals in the country;</li> <li>• How are the principles of aid effectiveness (ownership, alignment, management for development results and mutual responsibility) being applied in the JP;</li> <li>• To what extent is the JP helping to influence the country's public policy framework.</li> </ul>	<p>best practice examples)</p> <ul style="list-style-type: none"> <li>• <u>Desk review</u>: Joint Programme monitoring and review reports; sample of progress and review reports from implementing and coordinating partners; review of national and sub-national policies and strategies; partner advocacy strategies and reports;</li> <li>• <u>Key informant interviews</u>: policy makers and planners at national and sub-national levels; representatives of coordinating partners, implementing partners and service providers; youth representatives; informed community leaders; academics; Joint Programme focal persons and technical staff.</li> <li>• <u>Snapshot survey</u> of youth leaders</li> <li>• <u>Focus group discussions/meetings</u> with young people (Anti-AIDS Clubs; youth dialogue groups, IGA beneficiaries) and community dialogue participants.</li> <li>• <u>Site visits</u> for direct observation and collection of <u>case study material</u> (incl 'information rich' tracer projects and woredas and best practice examples)</li> </ul>	<ul style="list-style-type: none"> <li>• Document review template</li> <li>• Topic guide for key informant interviews</li> <li>• Survey questionnaire –youth leaders</li> <li>• Focus group discussion guide –young people</li> <li>• Direct observation checklist</li> <li>• Case study template</li> </ul>
<b>Future directions</b>	<ul style="list-style-type: none"> <li>• Based on the above, do the reviewers recommend that the JP continue?</li> <li>• How do the reviewers recommend that JP activities be taken forward, whether the JP continues or not?</li> <li>• Provide a set of recommendations for a possible continuation of the programme, keeping the partnered national societies, governments, regional organisations strategies and policies in mind.</li> </ul>	<ul style="list-style-type: none"> <li>• <u>Desk review</u>: Joint Programme design documents; monitoring and review reports; national and sub-national policies and strategies; partner advocacy strategies and reports;</li> <li>• <u>Key informant interviews</u>: policy makers and planners at national and sub-national levels; representatives of coordinating partners, implementing partners and service providers; youth representatives; informed community leaders; academics; Joint Programme focal persons and technical staff.</li> <li>• <u>Snapshot survey</u> of youth leaders</li> <li>• <u>Focus group discussions/meetings</u> with young people (Anti-AIDS Clubs; youth dialogue groups, IGA beneficiaries) and community dialogue participants.</li> </ul>	<ul style="list-style-type: none"> <li>• Document review template</li> <li>• Topic guide for key informant interviews</li> <li>• Survey questionnaire –youth leaders</li> <li>• Focus group discussion guide –young people</li> <li>• Direct observation checklist</li> <li>•</li> </ul>

## Annex 4: Assessment of effectiveness: review of performance indicators and data tables

**Table (a): Programme reporting framework for the period 2009-2011**

Annual progress reports for the period 2009-2013 were based on the reporting framework below. Activities are categorised into sixteen groups and were allocated to each of the programme objectives to form the basis of reporting indicators. Programme objectives were summarised to reflect the main focus. The reports note that data for Objectives 5 (Afar) and 6 (gender-related issues) were filtered and analysed separately (although the implications of this are not clear).

Objective (summary description)	Activity type (reporting indicator)
1. Program management support, training and supplies	Organisations/associations received support by way of supplies
	Organisations/individuals received project management training
	Manuals produced
2. Supportive and enabling community environment	Materials supplied to individuals
	Training of institutions
	Special meetings/consultations
3. Young people's involvement and participation in programs which concern them	Youth dialogue/CC sessions
	TOF
	TOT
	Refresher training
4. SRH/HIV information and services for young people	Outreach and/or education sessions
	Services provided to individuals
	Condoms distributed
	IEC materials produced or distributed

Objective (summary description)	Activity type (reporting indicator)
5. Pastoralist interventions	<i>Data filtered separately for Afar region</i>
6. Gender	<i>Data analysed separately for cross-cutting gender issues</i>
7. Livelihoods and IGA	Livelihoods/IGA support

**Table (b): Illustrative summary table showing output level results against logical framework indicators for the Joint Programme, January-December 2012<sup>19</sup>**

Indicator (annual)	Base line	Amhara		Oromia		SNNPR		Afar		Addis Ababa		Total Programme		Comments	
		Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Total			
Output 1: Strengthened capacity of IPs for coordination, implementation, M&E of SRH, HIV and gender-responsive programmes															
# young people's organisations with increased capacity (see comment)	0	191	271	39	7	6	-	75	37	56	33	367	348	715	Indicator reported as: capacity building of government/organisational members. Achievement: 153% of AWP Output target.
# trained in providing youth friendly services	No data	-	-	-	-	-	-	-	-	-	-	-	-	-	No data reported
# best practices documented and disseminated	0	-	-	-	-	-	-	-	-	-	-	-	-	-	

<sup>19</sup> Data source, UNICEF/UNFPA Annual Progress Report, January-December 2012.

Indicator (annual)	Base line	Amhara		Oromia		SNNPR		Afar		Addis Ababa		Total Programme			Comments
		Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Total	
Output 2: Improved capacity of parents and communities to respond to demands of young people and ensure a protective and enabling environment															
# young people reporting discussion on SRH issues with their parents (see comment)	No data	860	460	430	320	No data	No data	-	-	110	110	1,400	890	2,290	Output indicator reported as community [members] capacity strengthening. Achievement: 120% of AWP Output target.
Output 3: HIV/AIDS and SRH model service delivery points for young people established in pastoralist communities															
# of model service delivery points established in pastoral communities	0	-	-	-	-	-	-	-	-	-	-	-	-	24	Indicator in Annual Report does not specify pastoral communities. Achievement: 26% of AWP Output target.
# of young people using model service delivery points	0	-	-	-	-	-	-	-	-	-	-	-	-	-	No data reported
Output 4: Strengthened capacity to protect adolescent girls from harmful traditional practices and GBV															
# law enforcement officer trained on GBV and RH rights	No data	-	-	-	-	-	-	-	-	-	-	-	-	-	No data reported

Indicator (annual)	Base line	Amhara		Oromia		SNNPR		Afar		Addis Ababa		Total Programme			Comments
		Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Total	
#youth dialogue and community conversations on GBV and HTP (see comment)	No data	26,428	33,149	133	381	320	3,450	-	-	-	-	26,881	36,980	63,861	Indicator reported as advocacy and community strengthening work (possibility of some double counting with Output 2). Achievement: 84% of AWP Output target.
Output 5: Young people are able to claim their rights for information and services and participate in relevant programmes															
# young people trained as youth facilitators	No data	142	78	143	131	302	274	375	375	148	488	1,110	1,346	2,456	Achievement 105% of AWP target
# young people participating in youth dialogue/ community conversations (see comment)	No data	9,400	4,600	6,420	6,406	5,932	5,482	940	600	4,863	2,584	27,215	19,412	46,627	-All these indicators aggregated in Annual Report as participation in programmes (youth dialogue, PE, life skills)
# young people reached by PE programmes	No data	-	-	-	-	-	-	-	-	-	-	-	-	-	-Additional indicator reported as training of trainers. Programme total: M 228; F 202; grand total 430.
# parents and youth participating in parent-youth dialogue sessions	No data	-	-	-	-	-	-	-	-	-	-	-	-	-	-Overall achievement: 66% of AWP Output target

Indicator (annual)	Base line	Amhara		Oromia		SNNPR		Afar		Addis Ababa		Total Programme			Comments	
		Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Total		
#young people participating in youth centre activities	No data	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
Output 6: Young people have up to date information and access to HIV and AIDS and SRH services																
# young people who receive VCT (see comment)	No data	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-Annual Report merges indicator as access to youth friendly services (VCT, SRH).
# young people who receive SRH services (see comment)	No data	710	122	61,288	26,639	2,405	1,529	7,768	24,600	77	79	72,248	52,969	125,217	-Achievement: 100% of AWP Output target.	
# condoms distributed	No data	-	-	8,640	-	-	-	-	-	34,000	-	42,640	-	42,640	Achievement: 3% of AWP Output target.	
#young people reached through community education sessions	No data	310	231	-	138	-	-	4,800	7,600	-	-	5,110	7,969	13,079	-Reporting error in total corrected. -Achievement: 129% of AWP Output target. -Additional indicator on IEC material included in Annual Report	

Indicator (annual)	Base line	Amhara		Oromia		SNNPR		Afar		Addis Ababa		Total Programme			Comments
		Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Total	
Output 7: Viable and sustainable livelihoods schemes for the most vulnerable young people are established															
# young people with IGA or livelihood support	No data	-	122	160	1,392	6	84	40	10	-	-	176	1,628	1,804	-Achievement: 120% of AWP target. -Additional reference to 'direct services' not clear
# young people who receive livelihood training	No data	-	153	35	25	11	23	-	20	-	-	46	221	267	Achievement: 161% of AWP target.

**Table (c): Illustrative Summary Table showing output level results for the Amhara Region January 2009-May 2013**

Indicator (annual)	Baseline	Total Programme			Comments
		Male	Female	Total	
Output 1: Strengthened capacity of IPs for coordination, implementation, M&E of SRH, HIV and gender-responsive programmes					
# young people's organisations with increased capacity	0				
# trained in providing youth friendly services	No data	-	-	-	No data reported
# best practices documented and disseminated	0	-	-	-	

Output 2: Improved capacity of parents and communities to respond to demands of young people and ensure a protective and enabling environment					
# young people reporting discussion on SRH issues with their parents	<i>No data</i>				
Output 3: HIV/AIDS and SRH model service delivery points for young people established in pastoralist communities					
# of model service delivery points established in pastoral communities	0				
# of young people using model service delivery points	0	-	-	-	No data reported
Output 4: Strengthened capacity to protect adolescent girls from harmful traditional practices and GBV					
# law enforcement officer trained on GBV and RH rights	<i>No data</i>	-	-	-	No data reported
#youth dialogue and community conversations on GBV and HTP	<i>No data</i>			<b>5,754</b>	In addition: - <b>3</b> experience sharing visits were undertaken in the region and within woredas. -Community conversations were held in <b>447</b> in school sites. -A total of <b>37,164</b> community members have participated in advocacy events on SRHR issues.
Output 5: Young people are able to claim their rights for information and services and participate in relevant programmes					
# young people trained as youth facilitators	<i>No data</i>			<b>7,876</b>	
# young people participating in youth dialogue/ community conversations	<i>No data</i>	-	-	-	-But <b>164</b> youth dialogue groups were established.
# young people reached by PE programmes	<i>No data</i>		-	<b>4,469</b>	In addition: - 3901 girls were trained in life skills and 2,929 life skills groups were established. - 490 peer education groups were established

# parents and youth participating in parent-youth dialogue sessions	<i>No data</i>	-	-	-	
#young people participating in youth centre activities	<i>No data</i>	-	-	-	-But <b>162</b> girl clubs and anti-AIDS clubs were supported in schools -In addition: <b>103</b> AIDS Resource Centres were provided with resources.
Output 6: Young people have up to date information and access to HIV and AIDS and SRH services					
# young people <u>who</u> receive VCT	<i>No data</i>	-	-	-	
# young people who receive SRH services	<i>No data</i>				-But youth friendly health services were set up in <b>14 health centres</b> and <b>4 universities</b> in the region
# condoms distributed	<i>No data</i>				-But more than <b>294 condom outlets</b> were established
#young people reached through community education sessions	<i>No data</i>				-But more than <b>120,000 IEC materials</b> were distributed to woredas and kabeles
Output 7: Viable and sustainable livelihoods schemes for the most vulnerable young people are established					
# young people with IGA or livelihood support	<i>No data</i>				But <b>489 PLHIV</b> were provided with start-up capital for IGAs.
# young people who receive livelihood training	<i>No data</i>			<b>800</b>	In addition: -1,890 CSW were trained on IGA

## Annex 5: Testing the counterfactual: comparison tables

In the following tables we have used data from the Federal HAPCO HIV/AIDS Response Monitoring and Evaluation Report (2012) to set up a comparison of performance against key indicators for regions where the Joint Programme is and is not operating (see main text for commentary).

**Table (a): Regional Performance against indicative indicators for Programme Regions, July 2011-June 2012**

Indicative Indicator	Joint Programme Region														
	Amhara			Oromia			SNNPR			Afar			Addis		
	Planned	Achieved	%	Planned	Achieved	%	Planned	Achieved	%	Planned	Achieved	%	Planned	Achieved	%
# participants in community conversations	8,222,400	429,316	5.2	16,800,000	1,279,473	7.6	9,288,000	1,361,242	14.7	969,600	50,400	5.2	237,600	46,928	19.7
# students reached through life skills education	3,186,46	59,022	1.9	4,080,936	1,738	0	1,742,126	591,911	34.0	12,120	20,066	100+	195,170	172,840	88.6
# condoms distributed	82,691,910	16,855,341	20.4	114,489,096	19,746,525	17.2	76,271,096	61,020,069	80.0	11,234,184	2,213,540	19.7	48,481,102	27,097,501	55.9
# individuals reached through peer education	4,719	20,033	100+	6,183	-	-	98,144	154,588	100+	4,200	12,094	100+	4,925	9,579	100+
# IGAs for CSW & vulnerable women	11,901	7,970	67.0	14,499	124	0.9	8,511	3,275	38.5	863	14	1.6	14,389	5,419	37.7

**Table (b): Regional Performance against indicative indicators for Non-Programme Regions, July 2011-June 2012**

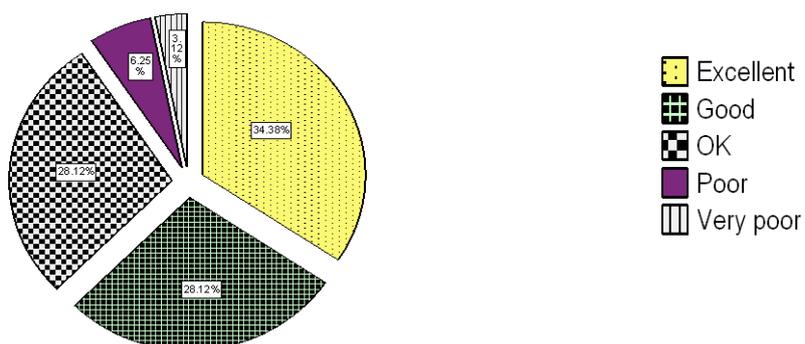
Indicative Indicator	Non-Programme Regions														
	Tigray			Somali			B/Gumuz			Gambella			Dire Dawa		
	Planned	Achieved	%	Planned	Achieved	%	Planned	Achieved	%	Planned	Achieved	%	Planned	Achieved	%
# participants in community conversations	1,761,600	290,061	16.5	2,798,400	150,904	5.4	1,156,800	216,253	18.7	585,600	82,080	14.0	112,800	12,800	11.3
#students reached through life skills education	916,777	82,354	9.0	170,397	-	-	4,649	4,822	100+	42,242	151	0.4	18,000	3,228	17.9
# condoms distributed	33,970,718	14,198,743	41.8	21,046,877	1,428,580	6.8	4,254,328	1,545,083	36.3	2,419,612	619,212	25.6	3,414,172	1,308,008	38.3
#individuals reached through peer Education	1,163	367	31.6	84,294	68,870	81.7	4,451	4,091	91.9	3,579	850	23.7	7,698	9,826	100+
# IGAs for CSW & vulnerable women	4,461	287	6.4	5,062	246	4.9	362	18	5.0	291	250	85.9	1,095	364	33.2

## Annex 6: Findings of the exit survey on youth friendly services

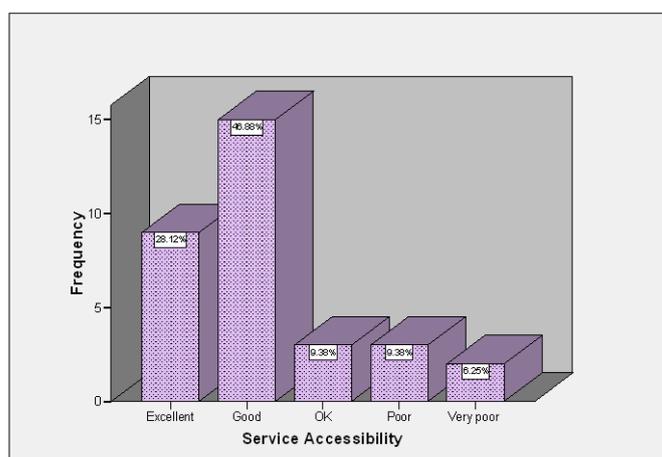
**Sample:** 33 randomly selected service users from 12 programme woredas in Amhara, Oromia, Afar and SNNPR

**Figure 1: Quality of Service Rendered**

As can be seen from the above chart, more than 62 percent of the respondents thought the service was good or excellent, but 28 percent only rated the service quality as average.



**Figure 2: Service Accessibility**



As regards accessibility of the services rendered, 75 percent of the respondents said it was good or excellent but 17 percent rated it as poor or very poor.

**Figure 3: Convenience of Service Opening Time**

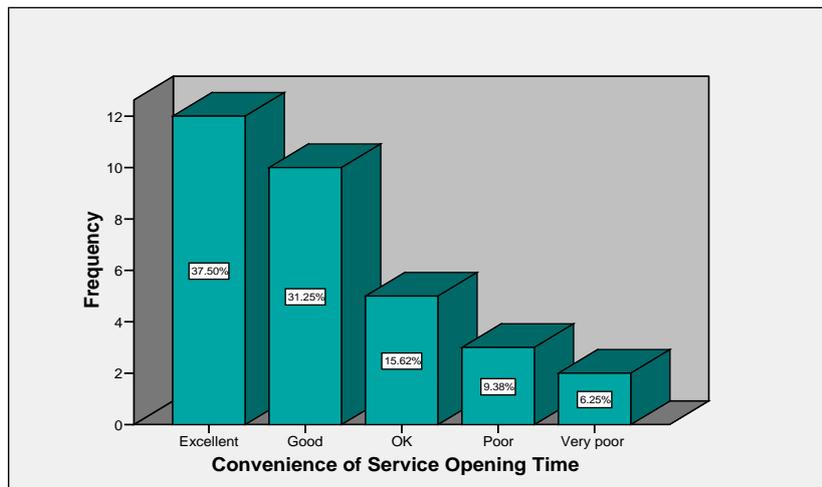
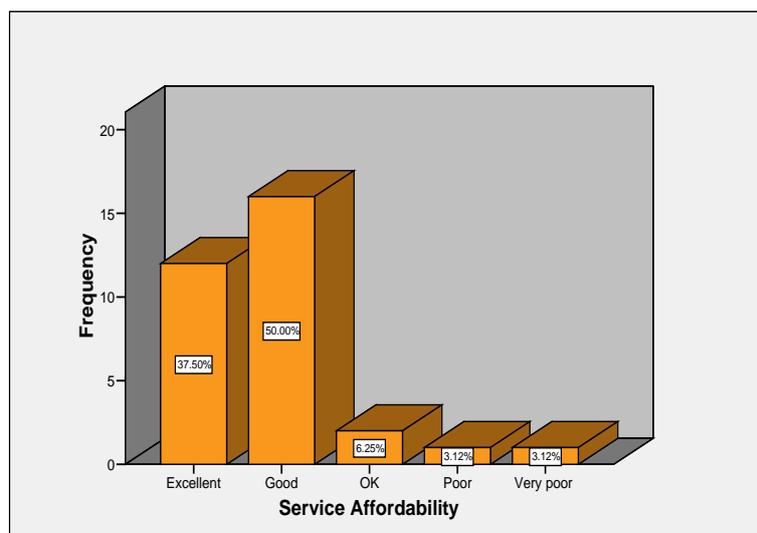


Figure 3 above shows that the service opening time was convenient to the great majority of the respondents. However, around 15 percent of the participants found the service opening time inconvenient.

**Figure 4: Service Affordability**



The service, as can be seen from Figure 4, is affordable for more than 87 percent of the respondents. Only about six percent of the respondents found the service not affordable.

**Figure 5: Staff Friendliness**

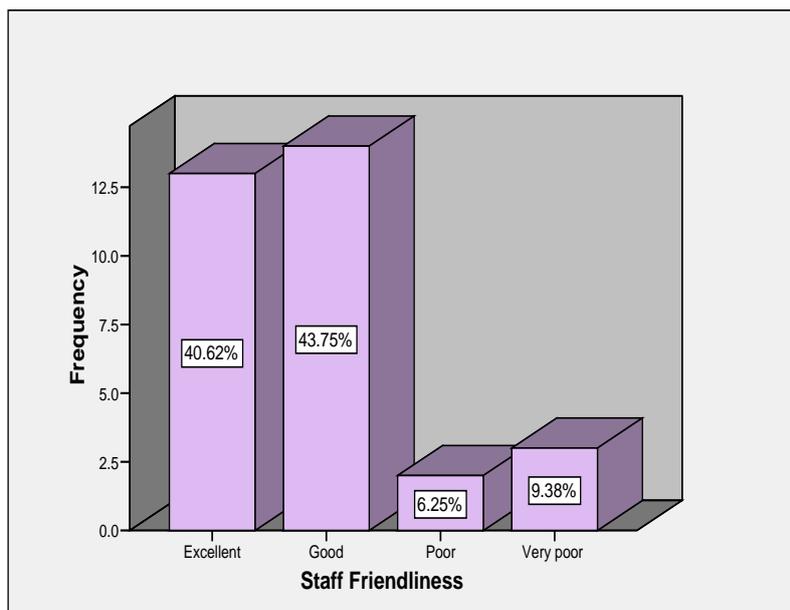
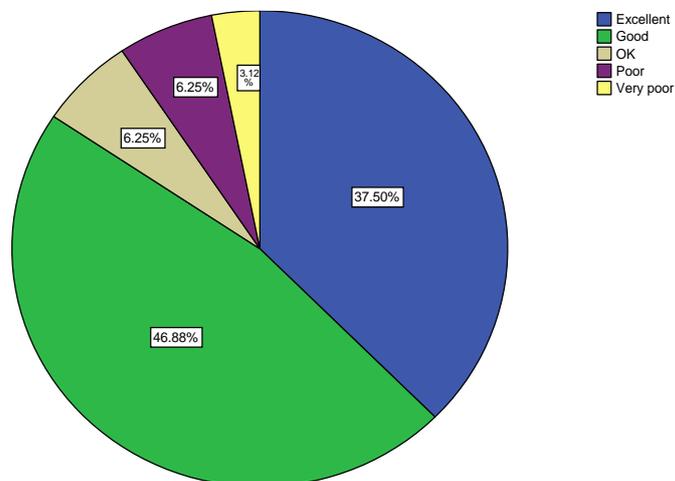


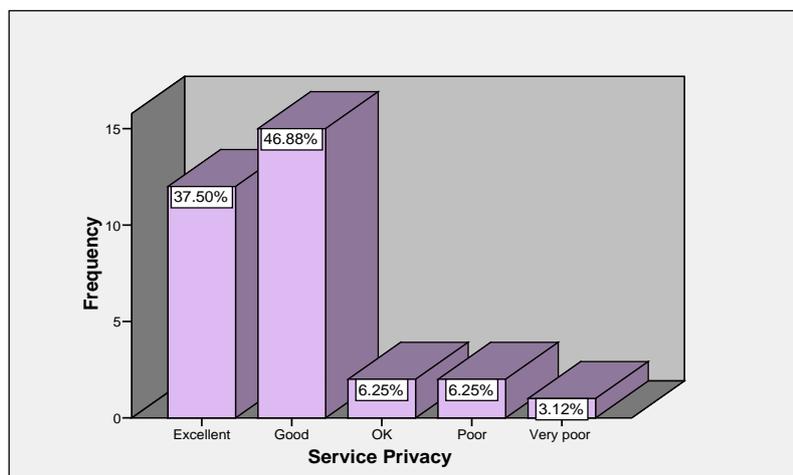
Figure 5 shows that, in most cases, clients considered service providers to be friendly. However, 17 percent of service users rated staff friendliness as poor or very poor.

**Figure 6: Staff Skill**



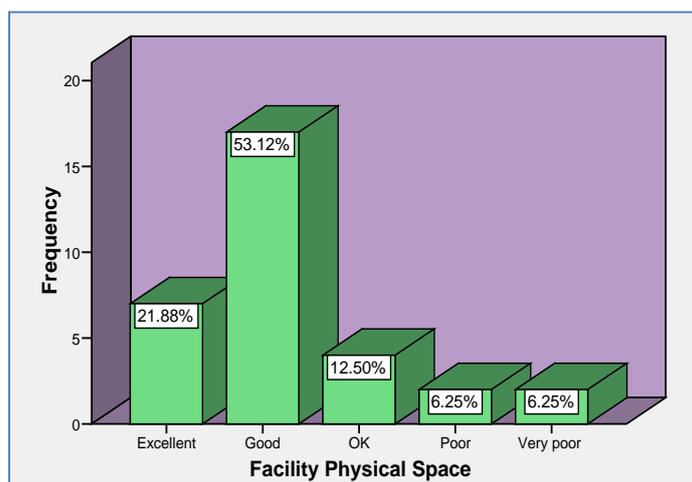
84 percent of service users thought the skill of the service providers was good or excellent but 16 percent rated the skills as average, poor or very poor.

**Figure 7: Service Privacy**



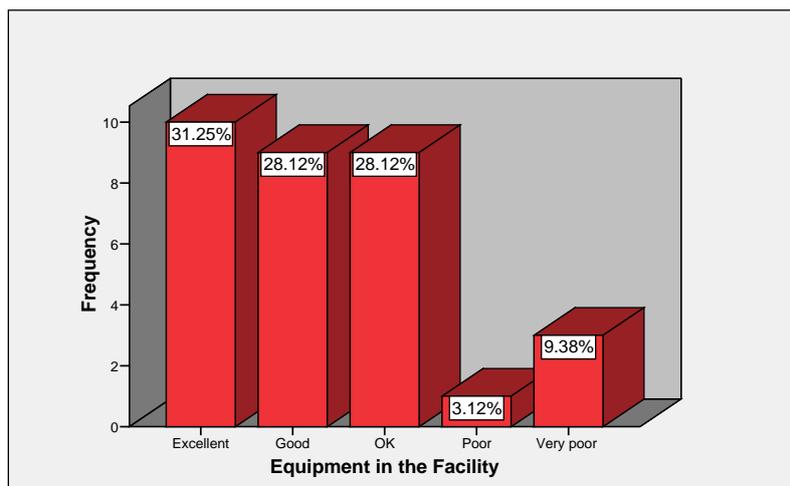
As can be seen from Figure 7 above, most service users were satisfied with the level of service privacy but some considered it poor or very poor.

**Figure 8: Physical Space of Facility**



The above figure shows that the majority of the respondents were happy with the physical space at the facility but some 25% rated it as average, poor or very poor.

**Figure 9: Equipment in the Facility**



As indicated in Figure 9, more than 85 percent of the respondents were satisfied with the standard of equipment at the site but some 12 percent rated it as poor or very poor.

**Figure 10: Clarity of Information Given**

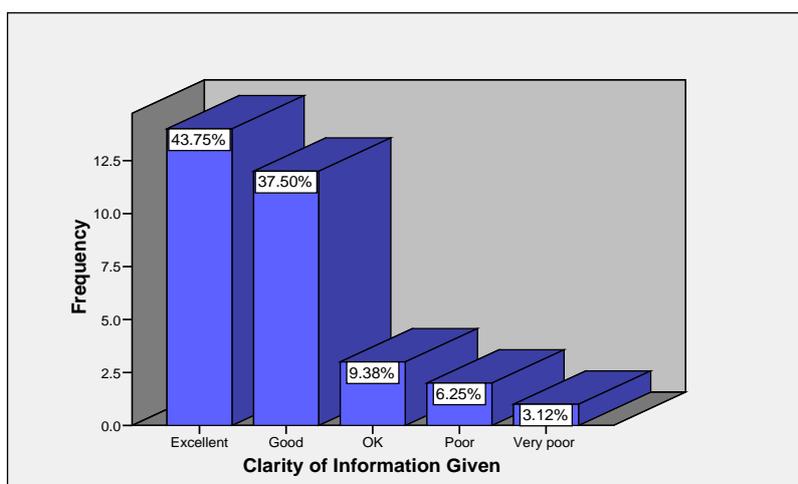


Figure 10 above shows that most respondents considered they were given clear information by staff but some 19 percent thought that the clarity of the information was average, poor or very poor.

## Annex 7: Case studies

### Arbaminch

#### **Supporting young people with disabilities**

The following story tells us about the benefits that young people with physical disability obtained from the JP program and also demonstrates that to what extent they are empowered and able to exercise their rights. The story may also justify the need for scaling up efforts to reach more young people with physical disabilities.



Zenebech is a 27 years old young woman. She has physical impairment and uses a wheel chair. She told the story as follows:

“ kebele has selected me for IGA. The reason for selection was that I am young, disabled and economically weak. Kebele identified me for IGA when I was 24. I am benefiting from group IGA. We are five. All of us are females but it is only me who is physically disabled. Four of us are married. After I got involved in the IGA, I got married and have three children. Our initial capital was birr 25,000. We got the work place within the terminal from the government. We

serve tea, coffee, soft drinks, canned water and snacks. The cafeteria has a very good location and the business is lucrative. On average we earn up to 1,500 birr per month.

In this (Arbaminch) town there are discriminatory and negative attitudes towards disabled people. The people take physical disability for inability. I had a small beauty salon before I joined this IGA. But when customers see my physical impairment they lose interest to visit my salon again. If I did not get this chance I would end up on the streets. We have now 10,000 birr in group saving and I have 1500 birr saving in my individual account. Now I am economically self-sufficient but I am always thinking of my friends who are physically disabled and have no support. In Arbaminch there is no support for people with physical impairments. In an attempt to create access to some of the physically impaired young people I have discussed and persuaded my group members to bring 5 physically impaired young people in the group. We also reported the case to the Small and Micro Enterprise Office of the town to consider our intents. We also have a plan to renovate the shelter and increase our income through diversifying the services.

### Arbaminch

#### **Assisting young women to complete their education**

I am Kassetch. I am now 22. I live with my mother and brother. My mother has no adequate income to support two of her children. She only lives on the meagre income she gets from our deceased father's pension. I completed my 10<sup>th</sup> grade education and joined Technical and vocational training and studied surveying. Towards the end of the course I was unable to cover the necessary expenses for my education. I then dropped out of school and spent my time in places that can expose young people to vulnerability. I was in bad conditions when I learnt that Joint Programme has begun organizing young people for IGAs. I applied and

selected for individual IGA. I took part in a five days entrepreneurship training organized by Joint Programme in collaboration with the town's women, children and youth office. Following the training I received birr 3000 (500 for saving) and opened up a beauty salon. I have worked for a year and three months. I was able to increase my income and spent birr 4000 to buy additional Cask. I get on average birr 200 per day. I have deposited birr 2000 in a bank and able to support my brother and mother. I paid birr 1500 and completed my class and received diploma in surveying. The business has become more competitive. I should buy the necessary materials for the salon in order to be competitive but I am afraid of the government tax system. My friend has recently closed her business as she was asked to pay higher tax than she earned. If things go well I plan to strengthen my business and open up a restaurant. (May 28, Arbaminch)

### Semera

#### ***Advancing rights through economic independence***

I am 18 years old IGA beneficiary. I was selected because I was vulnerable due to various social and economic factors. I am engaged in goat trading. I started this business with seed money -5,000.00 ETB. Before starting the business, I was given training on how to keep a business running and how to manage any money I might get from the business. After this, I bought four goats. I kept them for a while, and when they got fattened, I sold them all for 8,000.00 ETB. This first profit gave me courage to continue working on the business. Now, I have 8 thousand ETB in cash [she showed me the money] and nine goats. Each of these goats is worth at least 2,000.00 ETB. In other words, I will have a minimum of 18,000.00 ETB if I take them to the market. So at this point in time, I am relieved of any financial stress. I can do what I want to do for my mother and myself. Now, I am planning to continue my junior education –which I had dropped due to economic problems. Although we cannot change everything overnight (like the HTPs and FGM that happened to me), at least these days I don't accept anything that will negatively affect my body or something that I don't want, for example, "Absuma" [marriage to a cousin]. If I am forced into marriage then I can take the case to the court "Sheriah" or Women's Affairs office. I will marry someone that I love or want to live with. You see I feel that I am empowered. I am no more economically dependent—I have money that I can use at any time to protect my rights.

### Adama University

#### ***Creatively extending support to students in need***

Adama University is a public university in the Oromia Regional State. Before the introduction of the Joint Programme, the university was trying to address HIV, reproductive health and gender issues through different clubs in the campus and through the support of NGOs. With the introduction of the Joint Programme, the university has been able to provide continuum of services to the male and female students. In consultation with the Joint Programme coordinators, the university management assessed the needs of the students and submitted a request to establish a recreational centre within the campus as a place for students to receive services and to generate income to support students with financial problem. The Joint Programme has provided two pool tables. Now the university administration, rents out these pool tables for 12,060 ETB a month. A total of 365 students who had financial problem (some of them are orphans) received "pocket money" of 100-150 ETB a month to help them out. In addition, female students have been provided with educational materials, soap, and sanitary pads. -Past experience shows that female students with financial problems sometimes engage in commercial sex work and intergenerational sex, which impacts on their academic performance and can lead to academic dismissal. Due to the stigma related to academic dismissal back home, most of female students prefer to stay around the university or downtown and engage in commercial sex work or domestic work and this can make them

vulnerable to reproductive health problems. Many students who used to get support through this IGA have now graduated with good academic status. So, this IGA in Adama University had helped many students to continue their education and achieve their academic goals.



## Annex 8: Key informants interviewed

Name	Institution	Position
Abebe Getahun	Bahir Dar Regional HAPCO	M&E Officer
Abegaz Tadesse	Sebeta Hawas Woreda HAPCO	Joint Programme Coordinator
Afewerk Tesfu Aobena	Gonder Woreda HAPCO	HAPCO Officer
Ahmed Mohammed Babe	Awah Fentale Woreda HAPCO	Head Officer
Almaz Hadgu	Addis Ababa Region, HIV/AIDS Multisectoral Response	Core Process Leader
Amarech Yorefu	Sululta Youth and Sport Office	Head Officer
Antenbiye Dagne	Dilla University Semera Campus	Clinic Laboratory Technician
Aschalew Kasser	Developmental Bible	Project Manager
Assefa Diro	Sebeta Hawas Woreda Health Office	Core Process Leader
Ato Alemayehu W/Giorgis	Arbaminch Town Multisectoral HIV/AIDS Prevention and Response Coordination and Leadership	Core Process Officer
Ato Meskele Lera	FHAPCO	Deputy Head, FHAPCO
Ato Serawit Elias	Dilla Town Multisectoral HIV/AIDS Prevention and Response Coordination and Leadership	Core Process Officer
Ayana Tafere	UNICEF	National Programme Officer
Ayehu Samuel	Dilla Town Women, Children, Youth Affairs Office	Office Head
Beletech Inurusalem	Dera High School	Girls Club Information Centre Facilitator
Bekele Ketema	Sululta Mayor Office	Head Officer
Berhan Araya	Adama University, Gender Office	Head Officer
Binyam Shiferaw	Dilla University	HAPCO Coordinator
Dawit Yetagesu	Addis Ababa Region, HIV/AIDS Multisectoral Response	Resource Mobilisation Officer and UNDAF Programme Coordinator
Demeke Hangaso	Sebeta Hawas Woreda Health Office	Technical expert
Dereje Dejene	Adama University	Health Centre Head and HAPCO Coordinator

Name	Institution	Position
Djanabou Mahonde	UNICEF	Chief, Child Protection Section
Dursit Abedshikur	UNFPA	National Programme Officer
Ermias Emiru	Addis Ketema Sub-City Health Office	M&E Officer for HIV/AIDS Programmes and Acting Coordinator for the Joint Programme
Ermias Eshetu	Sululta Youth Center	Head Officer
Esayas Wesya	Dera Woreda Small Scale Micro Development Office	Local Officer
Eshetu WodeMariam	Adama University	Special Assistant to the President
Eyerusalem Woldemariam	Royal Norwegian Embassy	Programme Officer
Fikkeraddis Assef Ziyew	Dera Health Centre	Clinical Nurse
Gebeyehu Jubere	Adami Tulu Jedo Komobolcha Woreda HAPCO	Joint Programme Coordinator
Geremew Zerfu	Sululta TVET Education Office	Head Officer
Getachew Kebede	Addis Ketema Woreda 05 Youth Center	Youth Center Manager
Girma Daba	Adama University	Dean of Student Affairs
Håvard Hoksnes	Royal Norwegian Embassy	Counsellor/Head of Development Cooperation
Jbeyesya Refarse	Ministry of Education	Education Sector –HIV Mainstreaming Officer
Jillo Kedir	Jillo Kedir Youth and Sports Affairs Office (Adami Tulu Jedo Komobolcha Woreda)	Local Officer
Kassahun Emiru	University of Gonder	HIV/AIDS Programme Officer
Kedija Bedaso	Adami Tulu Jedo Komobolcha Woreda	Senior Nurse –Head of Health/HIV/AIDS Office
M. Tewdros	Dera Woreda HAPCO	Head Officer
Mahdi Yassin	Adama City Health Office	HIV/AIDS Prevention Control Coordinator
Matewos Manaye	Shecha (Arbaminch) Youth Center	Youth Center Manager
Mesay	UNFPA	M&E Officer
Mesay Solomon	Addis Ketema Woreda 05 Youth Center	Laboratory technician
Meskele Lera	Federal HAPCO	Deputy Director
Million Melaku	UNFPA	Finance Associate and previous NORAD program assistant

Name	Institution	Position
Mogeus Menna	Higher Education Institutions Partnership Forum	Chairperson
Mohammad Ibrahim	Awash Fentale Education Office	Woreda Supervisor for Schools
Mohammad Umar	Awash Fentale Health Centre	Head Officer
Mohammad Yayo Alewam	Afar Regional HAPCO	Head of Office
Mr Temeta	Bahir Dar Regional HAPCO	Joint Planning and M&E Officer
Mr Yihalem	Bahir Dar Regional HAPCO	Finance and Procurement Officer
Mulat Alem	Bahir Dar Regional HAPCO	Head of Office
Samia Mohammed	UNICEF	Project Officer
Sampson Bekele (Rev)	Developmental Bible	Head of Department
Sasahulesh Girma	Arbaminch University	Senior Nurse –All Campus Clinics Coordinator
Semeret Fikre	Dilla University Semera Campus	Clinic Head
Shewainesh Tilahu	Developmental Bible	Project Accountant
Soloman Fanta	Awash Fentale Women, Children and Youth Affairs Office	Youth Affairs Officer
Tadesse Belete	Dilla University HAPCO	HIV/AIDS Resource Center Head
Tadesse H/Mariam	UNFPA	Programme Officer/Regional coordinator, SNNPR
Tadu Alemu	Adama Labour and Social Affairs Office	Coordinator
Telile Gebeyehu	Women, Children and Youth Affairs Office (Adami Tulu Jedo Komobolcha)	Office Head
Tesfahun Alem	Bahir Dar Regional HAPCO	UNDAF Finance Officer
Tesfaye Abate	Sululta Microfinance and Small Enterprise Office	Deputy Head
Tigest Ashenafi	SNNPR, HIV/AIDs Multisectoral Response	Core Process Representative
Tirowork Akise	MOWCYA	HIV/AIDS Officer
Tsegereda Belay	Arbaminch Town HAPCO	Joint Programme Coordinator
Umer Melese	Gonder Woreda HAPCO	Joint Programme Coordinator
Waga Assefa	Dera Women, Children and Youth Affairs Office	Office Head

Name	Institution	Position
Wondwossen Temiess	UNICEF	National Programme Officer
Yayo Mohammad	Afar Region UNDAF	Coordinator
Yeshiwork Yigfaw	Dera High School	Girls Club Coordinator
Yidnekachew Tilahun Taffera	UNFPA	Amhara Region Programme Officer
Yirgalem Ashagrie	Bahir Dar Zone HAPCO	Head Officer
Yohannes Woldeab	Sululta Finance Office	Fund Accountant
Zehara Humed Ali	Afar Region, Women Children and Youth Affairs Bureau	Head Officer
Zenebework Nigatu	Gonder Woreda HAPCO	Head Officer
Zerihun	UNICEF	Programme Officer SNNPR

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