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PROGRAMME DOCUMENT

GOVERNANCE AND DEMOCRATIC PARTICIPATION PROGRAMME (GDPP)

Government of Ethiopia (GoE)

And

United Nations Development Programme (UNDP)

June, 2017

more responsive system of governance and peaceful coexistence. More specifically, the program will deliver on the following five inter-related and complementary outputs:

1) Political processes of federal and regional state legislative bodies are more inclusive and effectively delivering on their constitutional mandates;
2) Federal and regional state systems of governance are more accountable, transparent and are delivering public services in more inclusive and responsive ways;
3) Citizens are more empowered to voice their concern and actively participate in decision-making processes at all levels of the development, governance and political processes and systems;
4) Systems and mechanisms for promoting social cohesion, managing diversity, preventing and managing conflicts, fostering dialogues and building peace are further strengthened at national and sub-national levels; and
5) Access to justice enhanced and human rights promoted and protected across Ethiopia.

Contributing Outcome:

UNDAF (2016 -2020) Outcome #12: "*By 2020, key government institutions and other stakeholders utilize enhanced capacities to ensure equitable, efficient, accountable, participatory and gender-responsive development.*

UNDAF Output 12.1: "Strengthened capacity of key democratic institutions to deliver on their mandates and to promote participation, transparency, accountability and responsiveness.

Related UNDP Strategic Plan Outcome 3: "*Citizens' expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance*".

Total resources required:	USD 40,000,000	
Total resources allocated:		
Funded:	UNDP Trac:	5,000,000
	Donor:	8,500,000
	Government:	-
Unfunded:	26,500,000	

Agreed by:

Government of Ethiopia (MoFEC)	UNDP
Name: ADMASU NEBEBE State Minister	Name:
Signature:	Signature:
Date:	Date:

The Federal Democratic Republic of Ethiopia * Ministry of Finance and Economic Cooperation *

Agreed by Implementing Partners:

	Name	Signature	Date
1. HoPRs:	Negus Lemma Gebre Secretary General of the Secretariat of the House of Peoples' Representatives		22/06/2017
2. EHRC :	Addisu Gebreigzabhier (Dr.) Ethiopian Human Rights Commission Chief Commissioner		22/06/2017
3. EIO :			
4. ~~OFAG~~ OFAG:	Getachew Ambaye Below Attorney General		11/07/2017
5. NEBE:	Merga Bekana Gonfa (Professor) Chairman,National Electoral Board of Ethiopia With a Rank of a Minister		
6. HoF:	Kebede Kayima Shoa Secretary General		28/06/2017

7. CCI: _____ _____ _____

Desalegn Weyessa
Secretary General of Council
of Constitutional Inquiry

FDRE Council of Constitutional Inquiry

8. OAG: _____ _____ _____

OFAG

GEMECHU ADUBISO
Federal Auditor General

Ali Sulaiman
Commissioner

9. FEACC: _____ _____ _____

The Federal Ethics and Anti-Corruption Commission

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ሚኒስትር ዴኤታ

10. MoFPDA: _____ _____ 06/07/17

The Federal Democratic Republic of Ethiopia Ministry of Federal and Pastoralist Development Affairs

Negeri Lencho (Dr.)
Minister

11. GCAO: _____ _____ 13-07-2017

The Federal Democratic Republic of Ethiopia Government Communication Affairs Office

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LIST OF ACRONYMS AND ABBREVIATIONS

AIL	Access to Information Law
SBAA	Standard Basic Assistance Agreement
CCI	Council of Constitutional Inquiry
CCRDA	Consortium of Christian Relief and Development Association
CEWARM	Conflict Early Warning and Response Mechanism
CPD	Country Programme Document
CSD	Conflict Sensitive Development
CSO	Civil Society Organization
CTA	Chief Technical Advisor
DG	Democratic Governance
DI	Democratic Institution
DIF	Democratic Institutions Forum
DIM	Direct Implementation Modality
DIP	Democratic Institutions Programme
DPs	Development Partners
EHRC	Ethiopian Human Rights Commission
EIO	Ethiopian Institute of the Ombudsman
FEACC	Federal Ethics and Anti-Corruption Commission
GCAO	Government Communication Affairs Office
GI	Governance Institutions
GoE	Government of Ethiopia
GTP	Growth and Transformation Plan
IPs	Implementing Partners
HACT	
HOF	House of Federation
HOPR	House of People's Representatives
IGR	Inter-Governmental Relations
M&E	Monitoring and Evaluation
MoFPDA	Ministry of Federal and Pastoral Development Affairs
MoFEC	Ministry of Finance and Economic Cooperation
MoU	Memorandum of Understanding
MoWCA	Ministry of Women and Children Affairs
MP	Member of Parliament
NEBE	National Election Board of Ethiopia
NHRAP	National Human Rights Action Plan
NHRIs	National Human Rights Institutions
NIM	National Execution Modality
NIS	National Integrity System
NSAC	None-State Actors Coalition
OAG	Office of the Attorney General
OAI	UNDP Office of Audit and Investigations
OFAG	Office of the Federal Auditor General
LPAC	Local Project/Programme Appraisal Committee

PAC	Public Accounts Committee
PIM	Programme Implementation Manual
PMB	Project Management Board
PMO	Prime Minister's Office
PMSP	Public Safety-Net Programme
PQA-T	Project/Programme Quality Assurance Template
PRRF	Programme Results and Resource Framework
PTC	Programme Technical Committee
PMU	Programme Management Unit
RBM	Result – Based Management
RSCs	Regional State Councils
SBAA	Standard Basic Assistance Agreement
SDGs	Sustainable Development Goals
SSC	South-South Cooperation
TORs	Terms of Reference
TOT	Training of Trainers
TrC	Triangular Cooperation
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNOHCHR	United Nations Office of the High Commissioner for Human Rights
UNODC	United Nations Office on Drugs and Crime
UPR	Universal Periodic Review

1.0 A BRIEF OVERVIEW OF SOCIO – ECONOMIC SITUATION

The Government of Ethiopia (GoE), within its wider efforts to eradicate poverty and accelerate economic growth and transformation, has articulated a clear development agenda that is complemented by efforts to build and consolidate good governance and democracy. On the economic front, the country has registered double-digit economic growth over the last decade, and consequently has been rated one of the fastest growing economies in Africa (AEO, 2011) and the second fastest mover on human development (UNDP, 2013). Between 2003/04 and 2013/14, Ethiopia's GDP growth averaged 10.8 per cent, compared to an average of 5 per cent for the African region.[1]. The government's agricultural-development-led industrialization (ADLI) strategy has contributed remarkably to the country's overall impressive performance, contributing as much as 7-8% of the annual growth in agricultural production. While expansion in the service sector and growth in agriculture accounted for much of the growth, public investment in social and economic infrastructure including roads and construction (including condominium housing) of mega projects (like dam building) and provision of basic social services such as safe clean water supply and health services grew at a dizzying rate. Achievements in these areas have played an increasingly important role in the country's economic growth and welfare improvements for the Ethiopian people especially over the last ten years.

With the objective of eradicating poverty and improving living standards of its people, the GoE prioritized public expenditures to pro-poor sectors and provided social safety-nets for the most vulnerable populations through the Productive Safety-Net Programme (PSNP), and more recently the high-bred a social safety-net programme that targets the urban population. This dual approach, among others, enabled the country to lift as much as 40% of the poor out of extreme poverty by 2015. According to World Bank data, the percentage of Ethiopians living in extreme poverty (defined as living on less than $0.6 per day) declined from 38.7 per cent in 2004-05 to 26.9 per cent in 2009-2010, a decline of 9.1 per cent annually over a ten-year period.[2]

The bold federal system has enabled a remarkable devolution in "modernity" with regions, and small towns rapidly urbanising and being capacitated to provide public services to their catchment populations in a more devolved and sustainable manner. Urban and rural landscapes have become more inter-connected, with good road and telecommunications infrastructure. Regions, including emerging regional states, now have universities and other tertiary institutions established to ensure that all citizens have an equitable access to education and life-long skills training. Similar improvements have been registered in terms of health and other related facilities. In the GTP II, government has recognised that improving access to public services is not an end in itself. It should continue to invest in systems improvement and standardize and improve the level of quality of social services delivered to its people. The government is now committed to bring about these improvements as it moves along its vision of creating a carbon neutral middle income economy by 2025 and implements SGDs.

The government also recognized and prioritized measures to ensure good governance as a key priority, to strengthen public oversight institutions and to aggressively encourage democratic participation of its

[1]*See: World Bank, Ethiopia, Country Profile: Overview, updated April 7, 2016.*
http://www.worldbank.org/en/country/ethiopia/overview
[2]*See: Ibid.*

citizens in the national development process at all levels, and ultimately to ensure that development benefits are equitably shared and benefit all citizens. This policy orientation will help to address the country's emerging challenges including the increase in social and economic disparities and exclusion, especially among the youth and minority groups. On the overall, government's development goals and aspirations as outlined in the GTP II are well aligned with the SDGs to which the country is firmly committed and provides a solid basis for development cooperation around this program.

2.0 DEVELOPMENT AND GOVERNANCCE CHALLENGES ADDRESSED IN THIS PROGRAMME

Ethiopia is the second most populous country in Africa with nearly 100 million people. Eighty five percent (85%) of these are dependent on rain-fed agricultural-based livelihoods, and environmental and natural resources assets such land and water are most critical inputs in the country's economic transformation. For the country to achieve sustainable development in the coming years, in addition to the environmental pillar, it needs to focus on the other two pillars of sustainable development namely, maintaining high economic growth rates (economic) and social stability(social). The current growth and transformation plan has recognised and embedded strategies around these three pillars with a much clearer vision on what needs to be done to sustain rapid economic growth, while at the same time sustaining the productivity of the country's environmental and natural resource base and confronting negative environmental externalities by building the country's resilience to climate induced shocks. Similarly, there is greater recognition of the need to strengthen interventions aimed at addressing various forms of exclusions and building a more cohesive and stable society. Even though the government has made some efforts, this last dimension may have not received as much investment and policy attention as the other two dimensions of sustainable development—the economy and environment—in the last two decades.

Given the development challenges associated with sub-optimal investments in building social inclusion and national stability, the government and development partners need to prioritize interventions towards state-building, addressing social and economic disparities and promoting inclusive governance and democratic participation in national development at all levels. In so doing, however, there must be a deeper recognition of the national context and ensure that interventions in these areas deliver benefits that support the country to deepen democracy, accommodate diverging voices and ensure participation in ways that also strengthen social cohesion, national consensus and sustain stability. This is one of the most critical development challenges the country needs to confront as it moves ahead toward its vision of ensuring *"citizens' participation, transparency and accountability, rule of law and justice, effective service delivery, consensus building and the full expression of the media"*, as reflected in the GTP II. This program of support is designed to accompany the country's journey on this path by specifically supporting interventions that strengthen the realm of public governance and sustain national stability, and help to consolidate gains in the other two dimensions of sustainable development—namely sustaining rapid economic growth and ensuring sustainable utilisation of the country's natural resource wealth.

In this regard, it is important to recognise that while the country has recorded overall impressive economic growth rates over the last decade, these improvements need to be sustained over the next few decades in order for the people to experience prosperity and eradicate poverty. Further, the GDP per capita for Ethiopia

is still low at $691 and should increase to $1000 for the country to reach *lower middle income status.* Given a large population base, the country will need to redouble its efforts to sustain high economic growth rates over the next decades in order to attain middle income status by 2025. In addition, it will need to invest in the energies of its people, particularly the youth, and to reap on demographic dividends and dynamize and stabilise the economy. The practice around the world shows that when youth unemployment is high and the economy is not growing fast enough to generate jobs and inspire hope in the youth, and when the policy environment is perceived to be less enabling for tapping on the energies of other actors, especially the unemployed or underemployed young people, conditions become fertile for social strife and instability to occur. Evidence has shown that when young people have felt deeply disenfranchised, deep and pro-longed political and social instabilities largely been fuelled by a deep sense of social, political and economic exclusion and have been prolonged, enormous development benefits have been eroded and countries have struggled to recover back to the pre-crises growth trajectories. It makes all the economic sense to recommend that Ethiopia prioritizes investment in young people and embraces and encourages the youth and minority groups to actively participate in the development process and in making decisions that affect their lives. Investing in good governance, building strong governance and oversight institutions, creating an enabling environment for public transparency and accountability and strong state-citizen relations through elaborate and predictable consultation and collaborative decision-making processes are all critical in sustaining public trust, legitimacy and credibility of the governance system.

Ethiopia also faces a demographic challenge and a youth bulge. With a population of nearly 100 million people, 65 per cent of these are under the age of 25. The government needs to address the growing demand for decent jobs for this large population of young people graduating from tertiary education institutions across the country. This group is now more enlightened and will seek to access greater avenues for decent livelihoods and will demand to actively participate in public governance and decision-making. They will demand for economic and political space, and seek to hold government accountable to deliver social services more equitably. These demands should be seen as positive and good entry points for the government to connect to the energies of its young people and use these energies more productively to turnaround what is now regarded as a demographic challenge into a demographic dividend. This programme is geared towards supporting interventions that would help the country to carefully navigate this transition without upsetting the equilibrium needed to sustain peace and stability—a core prerequisite for sustainable development and freedom.

The Ethiopian Constitution enshrines core democratic principles and freedoms that defines how the country is governed and provides for adequate checks and balances on the systems of governance. Since 1995, Ethiopia adopted a multi-party parliamentary system and a federal structure, devolving power to nine regions and two city administrations. It has embarked on a process of capacitating the governance architecture; reforming the civil service and the justice sector, deepening decentralization and improving the delivery of basic services. Interventions in these areas have undoubtedly improved the delivery of basic social services, strengthened the country's public financial management systems and broadened space for democratic governance. The Constitution is also built on core principles of human rights and the standards of the International Covenants to which Ethiopia is a signatory. And, as provided for in the Constitution, a set of democratic institutions (DI's) have been established, including the legislatures and assemblies at national, regional and local government levels, along with a full set of specialized governance and oversight

institutions. These institutions are critical in consolidating democracy, and strengthening governance and rule of law, and asserting citizen's rights and freedoms across the country. These institutions need to be further nurtured and supported with requisite capacities to enable them to deliver on their constitutional mandates. These capacities cannot be developed overnight, investments in these institutions need to be sustained over the medium to long-term and continuously adjusted to enable governance and oversight institutions to address emerging challenges.

And, while it is recognised that investments have made to enhance capacities of governance institutions over the period of the Democratic Institutions Programme (DIP, 2008-2012)[3], more investments are needed to strengthen functional systems, core capacities of the institutions and competencies of the leadership and staff vested with responsibilities to execute on their legal mandates. Such investments should enable governance institutions to exercise greater independence and protection, gain deeper understanding of their roles, responsibilities and accountabilities, and to acquire requisite capacities to translate their mandates into administrative procedures, routines and protocols and to erect durable organisational practices, norms and values that will inspire public confidence that these institutions will always act independently, transparently and with a greater sense of accountability for results and responsiveness to the citizens. As and when this becomes a regular orientation of how governance institutions work and those serving in these institutions internalize a service-oriented performance culture, their efficiency and effectiveness will certainly improve, positively affecting their public standing, and whole realm of public governance and government effectiveness will be further strengthened.

In recent times, the country has faced civil unrest and protests in some regions of the country. These protests indicate discontent among the population despite the progress. They can be taken as a reminder that building and entrenching democratic institutions in any society is a continuous, gradual and painstaking process. It requires sustained support and concerted efforts on the part of the GoE, its development partners and civil society to optimize the performance of the various structures, systems and mechanisms for democratization and more inclusive and responsive governance. The country is at the development stage where greater focus and investment is needed to improve transparency, inclusivity, and accountability in the public decision-making and to proactively tap on citizen's voices and demands to inform public policy-making and government actions. Investments are certainly needed to transform the oversight and accountability institutions into a dynamic and independent bodies that can deliver on their constitutional mandates to the satisfaction of all stakeholders.

This is basically the ultimate goal of this programme. This programme is developed in full recognition of the governance context and progress achieved with previous engagements and support. It has incorporated recommendations and lessons from the DIP as well as from governance assessment reports that have been undertaken in the recent past. These reports have identified a number of governance challenges and gaps that need to be addressed in order to bolster good governance, strengthen democracy, consolidate peace and stability, and accelerate sustainable development.[4] These include the need to invest in interventions to

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[3] *The programme supported seven key democratic and oversight/accountability institutions: The House of People's Representatives (HOPR) and the Regional State Councils (RSCs), the House of Federation (HOF), the Ethiopian Human Rights Commission (EHRC), the Ethiopian Institution of the Ombudsman (EIO), the Federal Ethics and Anti-Corruption Commission (FEACC), the National Election Board of Ethiopia (NEBE), and the Office of the Federal Auditor General (OFAG).*

[4] *These challenges are documented in DIP final reports, different UNDP Rapid Assessment reports, and government's own reviews and public statement made by government authorities;*

promote a culture of constructive dialogue among different stakeholders including political parties and civil society, improve capacities of democratic and oversight institutions (and indeed the whole public service) to work more independently and transparently, and to strengthen systems of accountability and build integrity systems in government. Of equal importance is the need to invest in strengthening capacities of the legislatures both at federal and regional levels to effectively perform their law making, representation and oversight functions, providing credible oversight over the executive branch. Ethiopia also needs to better manage diversity and consolidate national cohesion and stability, in part by adopting durable structures and approaches for peace-building and conflict management, as well as by fostering inter-governmental relations. Deepening democratic values, broadening space for civic engagement and citizen participation in matters of public interest will be crucial as the country seeks to sustain peace, entrench rights and freedoms, and transitions to middle income status over the coming decade. This programme is designed to respond to these challenges and aspirations of the government and the Ethiopian people as articulated in the country's Constitution and the medium-term development framework, the GTP II.

This programme will therefore, support targeted interventions and actions aimed at addressing these challenges in a systematic and sustainable manner. It will stress the need to support efforts of government to expand democratic participation, ensure adherence to human rights, advance justice and the rule of law, raise the level of transparency and accountability of democratic and governance institutions, and empower citizens to engage and actively participate in national development. The programme also aims to contribute and support government to enhance social cohesion, peace building, and national stability.

3.0 PROGRAMME STRATEGY

This programme supports the achievement of the second five-year Growth and Transformation Plan (**GTP II: 2016-2020),** implementation of the **2030 Agenda for Sustainable Development** and the **Agenda 2063** of the African Union Commission as adopted by the GoE. It argues that strong, inclusive, and responsive democratic institutions are the bedrock for sustaining peace, accelerating inclusive and sustainable development, and consolidating Ethiopia's federal system. The rationale, theory of change, core programming principles, key outputs, and strategic approach of the programme are discussed in the sections below.

3.1 Programme Rationale and Relevance

There is a growing consensus across Government that addressing governance challenges is a top priority and a matter of absolute necessity, and this has been re-echoed in several statements issued by top leadership of the country. It is well understood that weak governance has the potential to derail the country's development vision and will constrain its ability to rapidly progress towards becoming a middle-income country by 2025. The GoE has pledged to undertake *'deep renewal'* in the country's political and governance systems and increase popular participation and engagement, as well as strengthen systems of accountability and transparency at all levels of government. Along this vision, in his speech to the Joint Session of the two Federal Houses on 8 October 2016, the President, H. E. Mulatu Teshome, announced government's intentions to take several measures including: dedicating support to the country's fast growing youth population through employment creation and civic engagement; being more intentional in

managing the country's diversity, addressing issues of instability and maintaining peace and order; revisiting the electoral system to ensure greater participation and representation of a diversity of political views and encouraging public dialogues; and strengthening democratic institutions to ensure accountability and transparency of the government to its citizens;

These pronouncements reinforce the GoE's desire to improve public governance and deepen democracy over the period of the GTP II. These measures will emphasise and prioritise *"citizens' participation, transparency and accountability, rule of law and justice, effective service delivery, consensus building and the full expression of the media"*. These priorities are also closely aligned with outcomes of the Strategic Plan of the United Nations Development Programme (UNDP, 2017 - 2020) and those in the United Nations Development Assistance Framework (UNDAF, 2016 - 2020) for Ethiopia. They also echo commitments made in Agenda 2030, particularly Goal 16: *promoting peaceful and inclusive societies, access to justice and capable and responsive institutions*. Sustaining gains made so far and optimizing the role of the various structures, systems and mechanisms put in place towards democratization, development and transformation is critical. Transforming the governance institutions into vibrant and effective bodies is still work in progress in Ethiopia and requires consistent efforts and support.

All these have necessitated the need to develop a multi-year programme of support to good governance and democracy. Through this Programme, UNDP will work in close collaboration with the two federal houses, the regional state councils (RSCs), and the specialized democratic institutions (DIs), as well as some institutions in the Executive Branch to implement the programme and address governance challenges outlined in this document. UNDP will also closely engage development partners and solicit their willingness to participate and support this critical and timely programme, which is aimed at strengthening good governance and consolidate democracy in Ethiopia over the coming few years.

3.2 Programme Objectives and Expected Outcomes

Designed after a series of consultations with GoE partners – both in the legislative and executive branches, development partners and other stakeholders, this governance programme makes deliberate efforts to align with and leverage Government's renewed commitments to consolidate the positive momentum on advancing good governance and building democracy in Ethiopia, as reflected in the GTP II and recent pronouncements by GoE. **The overarching goal of this programme is to capitalize on existing momentum and opportunities to further advance good governance and entrench democratic principles at all levels and across the country.** The programme aims to support government in its efforts to enhance its responsiveness and to promote an all-inclusive and sustainable development agenda by strengthening public institutions, mechanisms and processes that facilitate and promote transparency, accountability, rule of law and access to justice, and wider civic participation, dialogue, national cohesion and peace.

To achieve this goal, the Programme will contribute to **three broad outcome areas**, namely: a) ***improved inclusion, social cohesion and sustainable peace; b) responsive, accountable and inclusive systems of governance; and c) empowered and responsible citizens.***



Figure 1: Outcome Areas

The outcome areas are closely linked and will have combined impact on the country's political and governance systems, as well as cohesive and peaceful society. For example, improved inclusion and social cohesion can advance peace and enhance the responsiveness of institutions. Inclusive governments empower their citizens, and empowered citizens in turn can contribute to consolidating national systems, cherish and protect the peace. More specifically, the Programme will deliver on the following five inter-related and complementary outputs:

1) *Political processes of federal and regional state legislative bodies are more inclusive and effectively delivering on their constitutional mandates;*

2) *Federal and regional state systems of governance are more accountable, transparent and are delivering public services in more inclusive and responsive ways;*

3) *Citizens are more empowered to voice their concern and actively participate in decision-making processes at all levels of the governance and political systems;*

4) *Systems and mechanisms for promoting social cohesion, managing diversity, preventing and managing conflicts, fostering dialogues and building peace are further strengthened at national, regional, and local levels;*

5) *Access to justice enhanced and human rights promoted and protected across Ethiopia;*

Description of Outputs:

Output 1: **Political processes of federal and regional state legislative bodies are more inclusive and effectively delivering on their constitutional mandates**

Strengthening the capacities of legislative bodies (both at federal and regional levels) to enable them effectively exercise the three parliamentary functions (representative, law-making, and oversight) is crucial to ensure good governance and political stability. This output will result in increased and targeted support to the HoPRs, RSCs and the OAG for training in initiating and law-making processes, policy research and studies, experience exchange through south-south cooperation, and strengthening of human and

technological capacities. It will also support civic engagement and public participation in the law-making process to ensure the quality, relevance and success of laws and policies. Civil societies will be encouraged to engage in policy research and analysis, in the law-making processes, monitoring and reporting on the impact of laws on citizens. The output will also strengthen the core capacities of key democratic institutions and selected Parliamentary Standing Committees to enable them exercise their legal mandate fully, and ensure checks and balances across the GoE. The key partners are thus HoRPs, OAG, EHRC, EIO, FEAC, OFAG, NEBE, HoF and their regional counterparts and branches.

Output 2: **Federal and regional state systems of governance are more accountable, transparent and are delivering public services in more inclusive and responsive ways**

This output will emphasize strengthening accountability, transparency and responsiveness at federal and regional levels. It will begin with assessment of the level of maturation of the institutions and the challenges they are facing in effectively delivering their constitutional mandates - documenting what has worked and what needs further strengthening - identifying opportunities for consolidating the institutions. Areas that will be the focus of the output include: a) strengthen national accountability and integrity systems beginning with the review of their legal basis, capacities to deliver, internal governance, and their overall impact on national integrity systems; b) establish and facilitate platforms for public scrutiny to consolidate transparency and accountability; c) support the design (review) and operationalization of an effective anti-corruption policy and strategy that is based on a sound diagnostic including the results of Corruption Perception Survey (CPS) and the development of new or review of current anti-corruption policy and strategy; and d) facilitate citizens' access to information through the full implementation of the access to information law. Key partners for this output will include: the FEACC, EIO, OFAG, OAG and Public Account Committees (PACs), as well as their respective counterparts/branches in the regional states.

Output 3: **Citizens are empowered to voice their concern and actively participate in decision-making and political processes at all levels of governance**

The extent to which a country is able to generate and sustain confidence in the democratic process depends on the integrity of the electoral system and the degree to which the voices of its citizens are represented in the political process. The Ethiopian Constitution and the Electoral Law all meet international standards for conducting democratic elections. The government has recently recognized that there are challenges in terms of ensuring representation of diverse views and political interests in the political system and committed to reforms of the electoral system and to expand and encourage public dialogues and engagement. More recently, the Government has initiated establishment of platforms for inter-party dialogues to strengthen Ethiopia's multi-party democracy, and subsequent negotiations between the ruling party and the opposition are taking place. Consistent with the government's own policy declarations, this output will: a) encourage and support constructive engagement and public/political dialogue; b) invest in enhancing professionalism and standards of media practitioners; c) facilitate dialogue and consultations between stakeholders (e.g. NEBE and its stakeholders) to ensure that enabling conditions are in place for civil society and the media to play their role as key actors in democratic governance; and d) facilitate and support civic/voters education to enhance citizens' awareness on civic and political rights and duties. Key partners for this output include: NEBE, HoPRs, EIO and MoFPDA. Other institutions (such as the PMO and GCO) may also directly implement some of the activities or have indirect or supportive roles to play.

Output 4: **Systems and mechanisms for promoting social cohesion, managing diversity, preventing and managing conflicts, fostering dialogues and building peace are further strengthened at national, regional, and local levels**

A strong federal system needs an effective mechanism for managing diversity, guided by clear and acceptable principles, systems and organizational structures. Enhancing the capacities of the HoF and the MoFPDA to pro-actively deal with exclusion (real or perceived), to accommodate diversity (be it religious, ethnic or otherwise) in ways that foster democracy, good governance, tolerance and peaceful co-existence will be important as the country embarks on its development journey. The HoF and MoFPDA are expected to be further capacitated through this programme to manage and mediate over tensions and conflicts between different religious groups, between regional states, between regional states and the federal government, and finally intra-regional conflicts. The system should be robust and agile to quickly respond to intra-regional and inter-governmental tensions and conflicts, thereby promote intra and inter-regional cooperation.

Effective diversity management is another important area for strengthening the federal system. Related to diversity management, the practice of national consensus building on issues of strategic importance is crucial to advance social cohesion and maintain sustainable peace and stability in the country. In this regard, the programme will support efforts towards advancing national consensus across all stakeholders. Key federal institutions (such as the HoF, MoFPFA and regions) will be supported to enhance their capabilities for diversity management.

Ethiopia's long-standing position as an oasis of peace and stability in the volatile Horn of Africa Region is increasingly being threatened by sporadic incidents of inter-ethnic/group conflicts, and growing potential for intra-religious intolerance. Radical and extremist groups are relentless in their attempts to enter the country, although the Government and communities have so far successfully repelled these attempts. Addressing unresolved and latent tensions and conflicts - be it religious, political, ethnic or otherwise - is central to sustaining peace and achieving inclusive and sustainable development. In this respect, building on past endeavours, this output will: a) support establishment of (where they do not exit) or strengthen (where they exist) peace architectures including conflict early warning and response mechanisms at national and local levels; b) promote and support the culture of dialogue and peaceful co-existence among ethnic, religious and other social groups and communities; and c) promote and advocate for the mainstreaming of conflict-sensitivity in national and local development plans, programmes and projects. These activities will begin with a review of existing policies and institutional frameworks for conflict prevention, management and peace building that are in use in Ethiopia to draw on lessons learnt, identify gaps and build on existing capacities. To this end, the programme will support key federal institutions (such as the HoF, MoFPFA) and also selected regions (such as the Council of Nationalities of the Southern Nations, Nationalities and Peoples Region (CoN SNNPR), Gambella and Beneshangul Gumze[5]) to enhance their capabilities for diversity management.

[5] *These three regional states have been prioritized by the government (MOFPDA) for support by this programme, under this output.*

Constitutional interpretation (review) plays an important role in promoting constitutionalism and polity building. The HoF is vested with the powers to arbitrate and resolve constitutional disputes and review the constitutionality of laws or any other executive decisions for that matter. It is aided in these tasks by the Council of Constitutional Inquiry (CCI) consisting of largely legal experts. The programme invests to strengthen the capacities of the CCI and its Secretariat to so that they can effectively exercise their legal functions and responsibilities.

Output 5: Access to justice enhanced and human rights promoted and protected across the Ethiopian society

This output will build on the current accomplishments leading to the effective implementation of the National Human Rights Action Plan II to: a) invest in legal aid, which includes development of a legal aid policy/strategy document, expanding free legal aid services to the poor and vulnerable groups, establishing networking/platform for the legal aid providers, and strengthen the capacity of university law schools and civil society organizations to improve access to justice by women, children, people with disability, the poor and members of other vulnerable groups across Ethiopia; b) strengthen the Office/Secretariat of the NHRAP within the OAG for it to be able to effectively coordinate, monitor and report on the implementation of the Action Plan and support selected key interventions of the Action Plan.; c) capacity building for follow up and reporting on UPR recommendations and other treaty obligations, d) facilitate and support the conduct of a gap assessment of the justice sector to identify capacity gaps and propose actionable recommendations that will inform a future justice support programme; and f) enhance capacities for the promotion and protection of human rights as reflected in the Constitution and the international human rights instruments, which the country has ratified. Key partners of the output are: EHRC and OAG.

3.3 Theory of Change

As discussed in the previous sections, the GoE has set an ambitious development vision, and the country is making considerable progress in achieving this vision, given the impressive performance, hitting a double-digit growth rate for the last several years, which has lifted millions of people out of extreme poverty. Complementing the economic growth with increased citizen participation, further embracing diversity and accommodating divergent political views and interests, respect for and protection of human rights, improvements in governance including curbing corruption and maladministration will, not only propel the country to its vision, it will also protect gains made and consolidate governance institutions. For these to happen however, changing mind set about governance, harmonious state-society relations, the active role of citizens in public affairs, and healthy relations across groups are required. The specialized DIs are at different levels when it comes to capacities required to meeting their legal responsibilities effectively. Some have made significant progress in establishing stronger organizations and systems compared to others, providing ample opportunities to expedite the transformation and sustaining of the democratic governance and peace of the country.

As articulated in the Outputs section, this programme will focus more on efforts of the government/country to widening civic and political participation, increasing the transparency of governance processes, improving the responsiveness and accountability of State institutions to the people, promoting adherence to human rights and access to justice, and ensuring social cohesion and peace. Since the programme is time-bounded and resources are limited, emphasis will be placed on *mission critical* capacity building of key

institutions, as well as strengthening of structures, systems and processes for ensuring transparency and accountability, managing diversity, resolving conflicts, and building peace. It will also provide need-based and tailored support to partner institutions (including DIs, the two Houses and other selected institutions from the Executive branch) to enable them discharge their mandates more fully; promote effective cooperation between the branches of government; and strengthen professional, policy and technical expertise.

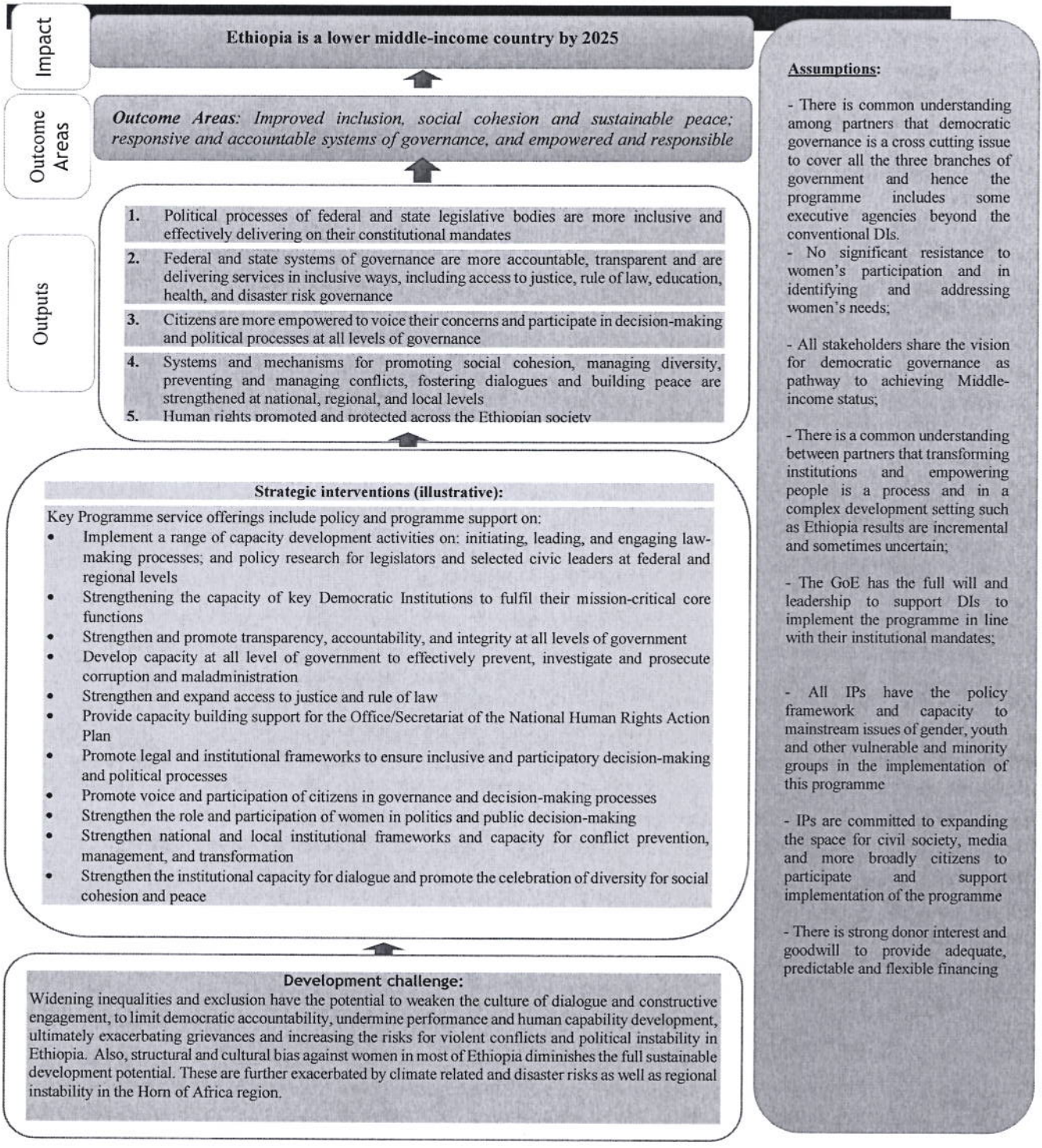
Transformation requires combined and balanced progress on several fronts: economic and political governance, environmental sustainability and governance, and sustaining peace and stability. Consistent with these principles, the UNDP Country Programme Document for Ethiopia (2016 -2020) is based on three pillars: a) accelerating economic growth and poverty reduction; b) dealing with climate change and resilience-building; and c) strengthening democratic governance and capacity development. Outcomes from these pillars are inter-dependent. Reversing climate change requires effective governance including environmental governance and disaster risk management, both of which depend on strong macro-economic policies. The empowerment of the population, especially the most vulnerable who tend to be left behind or exposed can serve as the first line of defense against climate and disaster risks.



Figure 2: UNDP CPD Pillars

UNDP's Strategic Plan also demands synergy across all disciplines, initiatives and practices. Throughout implementation, UNDP will align activities of this Programme with those of the two other pillars. Outcome indicators will also be jointly designed to ensure synergy and cross-team collaboration and partnerships with other teams in UNDP, with UN agencies, as well as with other democratic governance initiatives and actors. Implementing partners will also be requested to seek synergy.

Figure 3: Theory of Change Model



3.4 Strategic Approach

The Programme recognizes that the Ethiopian development context is dynamic, where the pathways to achieving agreed development goals, especially those of governance, are complex and challenging. Major disruptions whether because of environment stresses (such as the El Nino) or political unrests (such as the recent protests) have the potential to significantly derail and/ or stifle programme implementation. The programme has therefore, adopted a resilience-based approach to planning and implementation. Resilience-based planning and implementation is a dynamic and flexible process designed with multiple pathways to the desired impacts with key milestones. The key milestones are embedded with short feedback cycles: monitoring, learning, and adapting responses and activities in real-time. This programme is also opportunistic: opportunistic in the sense locating and seizing on emerging challenges and entry points to pursue the desired goal and outcomes. The Programme is thus, designed in such a way that it responds to major programming and political developments with potential opportunities and entry points, but also with challenges for achieving the planned results. It also seeks outcomes that are transformative and the implementation arrangements are flexible.

3.4.1 Annual Planning and Mid-term Reviews

While the programme will be running for five years, strategic interventions will be prioritized for the first half of implementation period (two years). The overarching programme results, particularly the outcome and output level results, would remain the same for the entire programme period, but the activity level outputs and the indicative activities may be (re)defined for each year based on current programme context and entry points that are readily available.

A Mid – Term Review will be conducted at the end of the first half of the programme period to reflect on progress made, challenges faced and lessons learned, identify priorities for the remaining period, and respond to emerging issues and new developments. The output indicators may be reviewed based on the findings and recommendations of the mid-term review.

Programme implementation during the second half will be informed by the Mid-Term Review. It is assumed the range of comprehensive assessments and institutional strengthening initiatives planned in the Programme will contribute to capacity development at all levels of government, leading to the achievement of Programme results.

The final year will basically be the wrap up year in which progress made through the Programme in particular will be reviewed and assessed. As such, it will focus on gathering, codifying, packaging and disseminating the lessons learnt throughout the implementation of the Programme. The outcomes of the Programme including the systems, policies, tools, and resources supported by the programme can be made available to the Government to inform future policy decisions, planning and programming.

The indicative programme activities, which are outlined in this programme document, are reflected in the **Multi – Year Action Plan**[6], along with estimated required budget, and will form the basis for annual work

[6] A complete Multi -Year Annual Work Plan is provided in a separate Xcel Sheet.

plan per implementing partner each year. The core activities and targets outlined in this programme document are only indicative/illustrative. At times, they are framed in generic terms. They can thus be reviewed, elaborated and adjusted on an iterative basis (during preparation of Annual Work Plans) as priorities for each year are clarified and tangible opportunities are identified. UNDP will work closely with the GoE and with participating development partners to collectively adjust programme targets and activities, define key milestones to ensure that the program achieves its intended objectives.

3.4.2 Focus on transformative results and strengthening synergy across governance institutions

This programme has made a deliberate effort to move away from a *"blanket approach"* to capacity building, and hence, the focus would be more on interventions tailored to specific circumstances and needs of each and every participating institution. Unlike the DIP, the precursor programme, which focused largely on capacity building, this Programme seeks institutional transformation that is sustainable. Indeed, capacity building support is important, but not an end in itself. This time around the Programme seeks to enhance core capacitates of implementing partners that are required to effectively discharge their core functions and responsibilities. It intends to achieve transformation, which is a deep change, begins first by addressing the root causes of institutional inefficiency, fragility or failure, influencing cultural change and other practices that are entrenched in society. It requires long-term support to education, socialization, interaction of groups, exchange of experiences and learning, and reflecting on lessons learnt from practices. In view of that, the programme advocates for and supports agency - specific institutional change strategies. Such support can contribute to transformation, depending on how it is done. The programme also seeks to strengthen synergy and collaboration between implementing partners and beyond.

3.4.3 Result-orientation and value for money

The programme will follow a Result-Based Management (RBM) approach, which focuses on performance and the achievement of programme results (outputs, outcomes and impacts), rather than delivery of activities. At most effort will be made to ensure maximum results for every investment. Ensuring synergy and complementarity (between interventions and various actors) remains to be one of the key design principles. The programme will also look at opportunities to create economies of scale by building joint initiatives that benefit several of the IPs, with a view to promoting complementarity, and reducing long term operational costs.

3.4.4 *Flexible implementation arrangements*

National Implementation Modality (NIM) will be used as the main implementation modality. The Programme will also employ other implementation arrangements that involve also short and long-term technical assistance, twining arrangements and partnership building, as and when the need arises and based on consultation and agreement with concerned IPs. The Programme will be supported by a management and technical team at UNDP, which will pro-actively and continuously work with all partners and implementing institutions to ensure that the orientation and directions are on track towards the desired outcomes. There will be increasing focus on various forms of technical assistance than in earlier projects. In addition, the Programme Technical Committee (PTC) will be expected to have strong technical, as well as managerial and monitoring capacities for it to be able to provide quality assurance. Implementing,

reflecting, learning, adjustments, and progress monitoring will be the central programme management approaches and tools throughout the programme.

4.0 PROGRAMME RESULTS AND PARTNERSHIPS

Implementation of activities across the five outputs will be anchored on the country's medium term development strategy and the core principles and values as enshrined in the Ethiopian Constitution as well as the UNDAF, and will seek to uphold and advance principles of impartiality, protection of human rights, and promotion of gender equality, and will also prioritize participation of young people in public governance and decision-making.

Tailored capacity development tools will be developed and applied to all outputs, and periodically reviewed and monitored to ensure that progress is made towards achieving set programme objectives and targets. Partnerships with implementing institutions and organizations will be based on core principles of collaboration and mutual interest, and these will be agreed and monitored throughout the partnership and the programme lifespan. The outputs, indicative activities and results, as well as partnership frameworks are further discussed and elaborated in the subsequent sections below.

4.1 Programme Outputs and Results

Output 1: Political processes of federal and regional state legislative bodies are more inclusive and effectively delivering on their constitutional mandates

Activity Result 1.1: Improved capacity of legislative staff and elected representatives to discharge their legislative, representation and oversight functions

Under this activity, support will be provided to undertake a comprehensive assessment of current law making mechanisms and practices, capacity of research staff of law-makers, and the law-making resource centres available to law-makers. Existing platforms for citizen engagement in the law-making processes will also be reviewed. Based on the findings, a capacity strengthening strategy will be developed and a range of capacity development activities implemented on, leading to significantly improved quality, relevance and viability of laws. Some of the indicative core activities will include the following:

- Provide tailor-made training to elected representatives and legislative staff (including drafting staff of the Executive Branch) at federal and regional levels on: initiating, leading and engaging law-making processes; the design and quality of laws; conducting policy research for legislators at federal and regional levels; required skills for policy and legal analysis; and the practical steps required to put the powers into practice; gender and environment-sensitive law-making processes;

- Provide technical assistance and twinning arrangements for parliamentary leaders and legislators and south-south exchanges to strengthen cross-fertilization of experiences and skills, and contribute to cross-state collaboration and networking;

- Support development of guidelines/manuals that guide law-making process/cycle (from initiation to approval, including pre-and-post legislation impact assessment);

- Assist to develop (improve, where they exist) systems, manuals and guidelines for the effective functioning of Standing Committees;

- Provide technical assistance to the Public Accounts Standing Committees (PAC) and Finance and Budget Standing Committees at federal and regional levels to effectively assess the quality of public budget and financial management, including the audit reports of the OFAG/ORAGs;

- Assist HoPRs and RSCs to ensure compliance with recommendations and reports of the specialized DIs;

- Support HoPRs and RSCs to increase and expand outreach to their constituencies and verse in grievance management and facilitating inter-face meetings and dialogue with constituencies;

- Provide awareness training for citizens and civic leaders to equip them with the necessary knowledge and skills to engage in law-making processes based on evidence and in line with legal provisions, thereby contributing to the quality and legitimacy of laws, and increasing public compliance;

- Support review of the effectiveness of selected laws and administrative provisions relevant to good governance, and how they affect minority and vulnerable groups including women, children and the youth;

- Support establishment of systems for digitalization of parliamentary documents to facilitate easy access by the public including web-based access system;

- Support establishment of systems for easy access of laws including to the public (through codification, consolidation, digitalization and web-based system, and translation of key laws to selected regional languages);

- Support establishment of networking and paper-free systems to enable the HoPRs Secretariat provide efficient and quality support to the MPs,

- Asist the establishment of capacities necessary for printing of laws/proclamations promulgated by the parliament; and

- Support constituency building including strengthening of outreach and communication capacities of the House;

Activity Result 1.2: Capacity of key Democratic Institutions[7] to fulfil their mission-critical core functions strengthened

[7] *For this purpose key democratic Institutions may include HOPR, HOF, EIO, EHRC, NEBE, OFAG, and CCI, as well as their regional counterparts and branches.*

Integrity and credibility of democratic institutions depend in large part on public perceptions, which itself is shaped by the ability of DIs to respond in a professional and satisfactory manner to grievances, complaints and queries lodged by the public. This activity result will focus on building public confidence and trust in democratic institutions through awareness raising, improving operational frameworks of the institutions, improving public relations through platforms for dialogues between democratic institutions, on the one hand, and the public at all levels on the other. Indicative activities may include:

- Support to build institutional frameworks and systems for continuous capacity building, training and experience-sharing to enable democratic institutions' internal adaptation, innovation and benchmarking. This will also include building effectiveness platforms and facilities for continuous learning, improvement and innovation as well as cost-effectiveness. For example, where feasible, this will include establishment of systems for continuous training, conducting capacity assessments, development of curricula and training/learning plans, putting in place a trainer of trainers program and their international certification, among others. These will be coordinated for DIs to ensure cost effectiveness and maximize on economies of scale;

- Support to put in place well-resourced training facilities that is equipped with web-based learning platforms and linked to related international training facilities and provision of regular and systematic training courses;

- Link human resource policies of democratic institutions to training/learning and skills development to incentivize human resource development (including awarding certificates or diplomas or promotion);

- Strengthen effective and user-friendly grievance redress and complaint management mechanisms, including stronger investigative, monitoring and reporting capacities for some of the key DIs;

- Strengthen systems of coordination and networking amongst different institutions, programmes and inter-departments to improve efficiency and effectiveness, as well as create synergy and avoid duplication of efforts;

- Strengthen the Democratic Institutions Forum (DIF), including establishing presence at regional level, to effectively serve as a platform for consultations, dialogue, planning, knowledge management and networking, amongst DIs and other stakeholders on strategic governance and democracy issues;

- Support development of institutional knowledge management and sharing systems, including establishment of a well-resourced resource centre that would serve all DIs, justice institutions, and professionals and researchers in the fields;

- Support establishment of systems such as data-base/case management systems and (online) library facilities (EHRC) to facilitate knowledge and data management;

- Support capacities of the DIs to engage media, civil society and other stakeholders;

- Support DIs to develop and strengthen partnership and communications strategies.

Output 2: **Federal and regional state systems of governance are more accountable, transparent and are delivering services in more inclusive and responsive ways**

Activity Result 2.1: Transparency, accountability and integrity systems at all levels of government promoted and strengthened

This activity result will involve strengthening of accountability and integrity systems across institutions. It will focus on vertical accountability - strengthening of integrity systems and feedback mechanisms through which citizens engage public institutions; on reinforcing the independence and quality reporting of IPs; and on strengthening systems and mechanisms/institutions that promote transparency and accountability across the public sector. Support will be provided to: a) the PAC (both at federal and regional levels) to enable it utilize enhanced knowledge and capacity to ensure government ministries, agencies and bureaus to comply with the recommendations of the OFAG/ORAGs and implement fully the elements set out in the action plans prepared in response to the OFAG's reports; b) the effective implementation of the Access to Information Law (AIL); c) civil society and the media to constructively engage with government on advancing good governance and strengthening transparency and accountability of public institutions. Key activities envisaged include:

- Strengthen integrity and accountability systems, including feedback and complaint handling and redress mechanisms;
- Support establishment of IT-supported case management and referral systems (of corruption and maladministration cases);
- Provide capacity building/technical assistance to the key accountability institutions (OFAG, PAC, FEACC, EIO) to enable them deliver effectively on their core functions;
- Engage the media and civic society to be more responsible and proactive in ensuring financial transparency and social accountability of public institutions;
- Support the full implementation of the Freedom of Information Law through a well-resourced and capacitated EIO;
- Support promotion of ethics and integrity to the public through the media, ethics/anti-corruption structures, schools and academic institutions;
- Facilitate the conduct of public perception surveys on the performance of selected governance institutions from time to time;
- Assist to develop of ethical standards or codes of conduct for public officials and civil servants and support monitoring/follow of its implementation;
- Support implementation, monitoring and reporting on UNCAC review recommendations;

- Support capacities to review contract management and administration systems for the mega public investments;
- Support the design of anti-corruption strategy and integrity system for private sector and follow up with its implementation;

Activity result 2.2: Capacity at all level of government to effectively prevent, investigate and prosecute corruption and maladministration strengthened

This activity result will begin with a comprehensive assessment of the institutions and mechanisms in place for combating corruption, including a review of the impact of the current anti-corruption strategy and the gaps that exist, if any. This will be followed by development of a comprehensive state of the art anti-corruption strategy that includes: support to the participation of the media and civil society organizations and the public as a whole; adherence to the principles of the rule of law and access to justice; proper management of public property and transparent public procurement procedures, and sound management of public finance. Key partners of this activity will include the FEACC, EIO, OFAG and OAG, as well as their respective counterparts/branches in the regional states. The Public Account Committees (PAC) of the legislative bodies in particular will be a target for support to ensure the transparency and accountability of the public accounts. Key interventions envisaged include:

- Support development or review of a robust national anti-corruption policy and sector-based strategies targeting high risk sectors, which include land administration, customs and tax, construction, public procurement and the justice sector; and support capacity building activities thereof;

- Assist development and operationalization of different tools for detecting, measuring and tracking corruption;

- Build monitoring, investigative, prosecutorial and judicial capacities on corruption, and maladministration cases;

- Provide technical assistance to PAC to ensure transparency and accountability of public accounts through monitoring of the implementation of audit recommendations;

- Strengthen capacity for conducting Corruption Perception Surveys regularly - on certain intervals;

- Support twinning arrangements to share knowledge on anti-corruption strategies and integrity systems; and

- Support promotion of public awareness on ethics and integrity by the FEACC and REACCs, as well as educational institutions;

Output 3: Citizens are empowered to actively participate in decision-making and political processes at all levels of governance

Activity result 3.1: Improved legal and institutional frameworks to ensure more inclusive and participatory decision-making and political processes

This activity result will include support to on-going efforts to undertake legal and institutional reforms to strengthen the overall integrity of the electoral process and to broaden the political space. This will specifically include support to the NEBE and HoPRs to engage all political parties, media and CSOs in a national dialogue on improving the electoral legal framework. Support will include also providing resources to NEBE for its own capacity strengthening and internal reforms. Key activities envisaged include:

- Support facilitation of platforms for multi-stakeholder (government, NEBE, media, political parties, women and youth groups) dialogues on the legal and institutional framework for improved democratic elections in Ethiopia;

- Support dialogue fora among political parties to further improve the political and democratic space and make it as inclusive as possible for all political interests and participation in elections (this may also involve facilitation of experience sharing and learning opportunities);

- Support political parties' consultative forum and NEBE's engagement with its stakeholders including development of capacity and systems necessary to facilitate such engagement;

- Strengthen capacities for deeper understanding of challenges, opportunities, and drivers for democracy and elections in Ethiopia, through ongoing and systematic research and dialogue and external learning opportunities;

- Facilitate the conduct of baseline study on citizen's awareness of their civic rights and duties;

- Strengthen capacities and develop strategies and tools to conduct civic and voters' awareness raising programmes/activities; and

- Provide capacity building support for NEBE and HoPR and other relevant bodies to enable them lead the electoral and administrative reform process, as well as to facilitate public debate and dialogue on the reform issues;

Activity Result 3.2: Improved voice and participation of citizens in governance and decision-making processes

Voice and participation are the corner-stones of a stable and inclusive society. Where a governance system allows for wider participation and creates space for dissenting views; and development is perceived to be inclusive, then violent conflicts are significantly lower and sustainable peace is stronger. This activity will support the GoE and its institutions (such as MoFPDA, HoPRs) to increase and institutionalize public consultations and dialogues with the aim to create national consensus on issues of strategic importance; support civil society and the media to work with local communities in monitoring good governance, in the delivery of public services, and in the implementation and monitoring of government programmes, as part of promoting social accountability; support media institutions to build professional competencies of journalists in investigative reporting on complex and sensitive topics; working with official reports and statistical data; and ensure gender, ethnic and religious sensitivity in reporting. Key activities would involve:

- Support stakeholders' consultations and dialogue (GoE/PMO, MoFPDA, Civil Society) to enhance the operational environment for civil society and media and their active participation in and contributions to the development process in general, in the operations of democratic institutions, which will strengthen democratic governance in the country;

- Assist partner democratic institutions in developing and mainstreaming social accountability mechanisms in their mainstream operations;

- In partnership with relevant government partners, support media institutions to build professional competencies in the sector, including development of Code of Conduct, enhancing capacity of journalists in investigative reporting on complex and sensitive topics, working with official reports and statistical data;

- Support the conduct of comprehensive assessment of the media sector that informs targeted support to strengthen the role of the media in promoting democratic governance and social accountability including establishing a media resource centre;

- Provide capacity building support to government communicators and public relation officers on effective communication skills; and

- Support national youth and children ethics development initiatives, assist in developing and operationalization of comprehensive civic education programme and curriculum for schools and civic awareness;

Activity result 3.3: Enhanced role and participation of women and youth in political and public decision-making processes

This activity result will include strengthening the capacity of women and youth leaders and groups to actively participate in national and regional legislative processes, improve capacity of women legislators to lead gender responsive legislative processes, as well as strengthening the Women's Caucus to advocate for particular needs of women; and training parliamentary staff in gender analysis and gender mainstreaming in laws and policies. The activities will be undertaken at federal and regional levels, and key activities envisaged include the following:

- Develop and roll out comprehensive leadership training programme in areas such as understanding gender issues, media, public speaking, negotiation, and constituency engagement for women and youth elected leaders, senior female legislative staff, and young women with leadership potential at federal and regional levels;

- Develop and implement advocacy strategy for increasing opportunities for women and youth in public leadership;

- Strengthen parliamentary Women's Caucuses at federal and regional levels;

- Promote and assist DIs to facilitate conditions for the participation of civil society in programme implementation and monitoring;

- Build capacity of parliamentary staff at federal and regional levels to enhance their knowledge and skills in gender analysis and impact monitoring; and

- Build capacity of Standing Committees to fully incorporate the voices of women and youth in their core functions;

Output 4: **Systems and mechanisms for promoting social cohesion, managing diversity, preventing and managing conflicts, fostering dialogues and building peace are further strengthened at national, regional, and local levels**

Activity result 4.1: National and local institutional frameworks and capacity for conflict prevention, management, and transformation further strengthened

UNDP has been partnering with MoFDPA to enhance national capacity for conflict prevention and management and peace building. These efforts have been instrumental in terms of setting-up local conflict management mechanisms. Nevertheless, there is a lot to be done in building national capacity to detect, analyse and prevent conflicts, and properly manage them when they arise. The Ministry and UNDP have also agreed to expand scope of their partnerships extending to other mandates of the ministry, notably diversity management and social inclusion. Building on the progress thus far, the programme will support expansion and strengthening of early warning systems, strengthening peace architectures, including establishment of strong national dialogue platforms and mechanisms for peace (including inter-religious dialogue); and the promotion of tolerance and peaceful co-existence. Further, programme will support initiatives towards strengthening the federal system as a form of shared and collective governance, inclusivity and accommodation of diversity. Key intervention areas include:

- Support the development and implementation of a comprehensive national conflict prevention, management and resolution and peace building strategy through an inclusive multi-stakeholder process;

- Establish/strengthen conflict early warning and response systems at national and local levels (capacity building, technological support, trend analysis), and are in use;

- Support establishment of National and Regional Peace Councils and provide backstopping support to local peace architectures, which are also drawing upon traditional dispute resolution mechanisms;

- Facilitate benchmarking and experience exchanges on the functioning of peace architectures organized between Ethiopia and relevant countries including study tours;

- Strengthen capacities for knowledge harvesting, documentation, and sharing with partner institutions; and

- Support mainstreaming of conflict sensitivity in all local and national development plans, programmes and projects;

Activity result 4.2: The culture of dialogue, tolerance and social cohesion fostered, and institutional capacity for diversity management strengthened

Ethiopia is a multi-ethnic, multi-lingual and multi-religious society. It can only thrive if it celebrates and harnesses the vast potential of diversity. Expanding the democratic space, promoting the culture of dialogue, and protecting the rights of all are the bedrock for multi-ethnic societies. A set of interventions under this activity result will focus on supporting establishment of systems and providing resources for promoting dialogues across the country; strengthening government and social institutions and mechanisms to manage diversity and foster social cohesion; promoting the role of women and youth in conflict resolution, management and peace building; supporting the strengthening of civic and peace education and their incorporation in the school curriculum; and undertaking a nation-wide assessment and analysis of the risk of radicalization and violent extremism. These will be informed by a comprehensive mapping and analysis of national and local conflicts and their overall impact on sustainable development and on sustaining peace. Specific interventions would involve the following:

- Support the conduct of research and assessments on areas that help to consolidate the federal system (the policy and actual practice of Ethiopia's federalism, minority rights, dispute resolution mechanisms between states, etc.);

- Commission research and studies on identified areas related to social cohesion, social inclusion and diversity management;

- Support incorporation of civic and peace education in all regular school curriculums;

- Support research (and dialogue) for deeper understanding of trends and dynamics of radicalization and violent extremism;

- Support the development of policy and strategies (and its implementation) to deter radicalization and extremism;

- Promote and support active engagement and participation of women, youth and traditional/community structures and leaders in conflict resolution and peace building activities at national and sub-national levels;

- Support promotion of secularism, tolerance and peaceful co-existence, including de-radicalization efforts of the government with the full participation of religious institutions, civic societies and communities;

- Strengthen select regional states (particularly SNNPR, Gambella and Benishangul-Gumuze) to effectively manage diversity in their respective regions;

Activity result 4.3: Systems and mechanisms of constitutional interpretation strengthened

The programme supports capacity building of the CCI and its Secretariat so that they can effectively exercise their legal functions and responsibilities which in turn promotes social cohesion and polity building. The following indicative activities are envisaged under this activity result:

- Strengthen constitutionalism and constitutional interpretation systems through capacity building interventions to the members of the Constitutional Affairs Standing Committee, and their respective technical staffs;

- Support CCI Secretariat to enable it better support the works of the CCI, including establishment of web-based case management system;

Output 5: Access to justice enhanced and human rights promoted and protected across the Ethiopian society

Activity Result 5.1: Access to justice and rule of law promoted

The government of Ethiopia has made significant strides over the years to reform the justice and rule of law sector. Access to justice has significantly been improved, but challenges remain, especially as relates to transparency, efficiency and integrity of the justice sector. Also, access to justice particularly to the poor and other disadvantaged members of society remains a challenge. A strong and coordinated approach by free legal aid service providers is required within a supportive policy/legal framework in delivering effective, efficient and relevant legal aid service to the needy across Ethiopia. This programme will invest in the endeavour to expand free legal aid service to the needy and vulnerable groups of society. It will also support the conduct of an assessment of the justice sector to identify capacity gaps and challenges, and to propose tangible recommendations for the strengthening of the justice and rule of law sector. Key activities would include:

- Assist in the design of the necessary legal framework for implementation of the Legal Aid Strategy, and establishment of coordination mechanism and build necessary capacity thereof;

- Support EHRC to collaborate with public universities, networks of free legal aid providers, civil society organizations and other legal aid providers to expand and provide legal aid services to the most vulnerable population across the country;

- Undertake outreach and public awareness on access to justice and free legal aid services; and

- Conduct a comprehensive justice sector situational analysis and capacity assessment with actionable recommendations to inform design of a 'stand-alone' justice sector support programme;

Activity Result 5.2: National Human Rights Action Plan (NHRAP II) effectively implemented and monitored

GoE has developed and adopted a second generation of the National Human Rights Action Plan (NHRAP II), to be implemented from 2017-2021. The NHRAP is a major document that will guide all GoE efforts for the next five years in the promotion, protection and fulfilment of human rights, including implementing conventions adopted by international human rights treaty bodies, such as the Universal Periodic Review (UPR). This programme will help resource the Secretariat of the NHRAP including building human and technology capacities to effectively coordinate activities of implementing and monitoring and reporting agencies to track progress. Key interventions will include:

- Provide training and awareness to members of law enforcement and security bodies on human rights protection and promotion as elaborated in the Human Rights Action Plan, including on the use of "soft power" by security agencies;

- Build coordination and monitoring capacities of the Secretariats (national and regional) including provision of capacity building trainings and technology capacities;

- Support implementation of selected key UPR recommendations and its monitoring process,

- Build capacity of relevant bodies to meet the country's human right treaty obligations including timely reporting to treaty bodies.

- Support EHRC to promote and protect human rights with focus on the promotion of the rights of vulnerable groups;

- Support and facilitate participation in UPR processes and human rights reporting body deliberations;

- Support capacity development for research on human rights issues, publication and dissemination of the research products and selected human rights reports;

4.2 Partnerships and Stakeholders Engagement

To meet programme objectives and outputs outlined above, multi-stakeholder partnerships will be fostered with a wide range of government institutions (from the three branches), donor partners, civil society organizations, religious institutions; some of them as direct implementers, and others assuming facilitation/supportive roles. Government and civil society partnership will be a key aspect across a range of programme implementation. The principles for partnership will include forging synergy where possible, sharing products and expanding knowledge base, developing and implementing advocacy strategies including network of support especially among the underserved and vulnerable groups. The programme will move deliberately and cautiously, with care to ensure that there is broad agreement among partners on programme objectives, expected outcomes/outputs and prioritized activities planned to be supported, but also on implementation approaches being sought. Following are the key partners of the Programme:

- ***Government Coordinating/Responsible Agency***: MoFEC is responsible for the overall coordination of UN Assisted Programmes in Ethiopia and as such assumes the ultimate responsibility, on behalf of the Government of Ethiopia, and is accountable for results and resources under Government management. MoFED and UNDP will provide oversight on quality assurance, ensuring that programme resources are utilized effectively and efficiently in the achievement of the programme results.

- ***Implementing Partners:*** Eleven government institutions are identified as programme implementing partners. They are: (1) House of Peoples' Representative (HoPRs/RSCs), (2) Ethiopian Human Rights Commission (EHRC), (3) Ethiopian Institute of the Ombudsman (EIO), (4) Office of the Federal Auditors General (OFAG/ORAGs), (5) National Electoral Board of

Ethiopia (NEBE), (6) House of Federation (HoF), (7) Council of Constitutional Inquiry (CCI), (8) Office of the Attorney General (OAG), (9) Federal Ethics and Anti-corruption Commission (FEACC/REACCs), (10) Ministry of Federal and Pastoralist Development Affairs (MoFPDA), and (11) Government Communication Affairs Offices (GCAO). These institutions will be responsible for implementation of the programme activities and achievement of the results, in accordance with the UNDP NIM and Government of Ethiopia PIM guidelines.

- Government implementing partners will be highly encouraged to engage and forge partnerships with other relevant Non-State Actors (NSA) in programme implementation, monitoring and evaluation. This would involve a range of civil society organizations who would be enlisted through PMO/MoFPDA and CSO networks, journalist associations/media houses who would be enlisted through GCAO and the Media Council, as well as academia, some of which already work with DIs.

- UNDP will actively seek synergy and coordination with other concerned UN agencies, particularly with the Human Rights Office of the High Commissioner (UNHROHC), UN Women and UN Organization for Disease and Crime Control (UNODC). UNDP/the Programme will also make conscious efforts to create effective linkages with other similar initiatives.

- UNDP/the Programme will make every effort to find appropriate avenues to include participation of the most vulnerable, particularly women and the youth at different phases of the Programme. Contributing donors would be encouraged to provide valuable inputs into programme design, monitoring and evaluation, as well as sharing lessons and good practices.

5.0 PROGRAMME RESOURCES

Technical assistance (international and national): This will be a significant cost element in the programme budget, and substantially larger than was the case in DIP. The engagement of professional experts and advisors to support key aspects of capacity development interventions and to assist in the development of policies, strategies, operational manuals, approaches and systems will be encouraged, as deemed necessary. Accompanying support of experts with focus on knowledge building and skills backstopping, where needed will be supported. In some cases, it will be preferable, even necessary to bring in a national expert (s) and UN Volunteers, on a medium to longer-term contract to work closely with a particular unit or department within the partner institutions, or to take on a specific role in supporting a particular function, to provide focused support and facilitation for programme activities and to work towards results.

Twinning programmes and partnerships (North-South and South-South): Where there is a demand by IPs, and where there is a scope for long-term cooperation to strengthen the performance of an institution, and there are obvious candidates as partners among peer institutions in other countries that have years of effective functioning behind them, it will be useful to facilitate twinning arrangements. Such arrangements will be funded by the programme and based on a tri-partite MoU (the two direct partners and UNDP), and an agreed work plan with specified and concrete and realistic deliverables/results. These will focus on achieving agreed benchmarks in enhancing performance of mission-critical functions. In addition to twinning arrangements, the programme management team may wish to develop a *partnership strategy* with policy think - tanks, training/research institutions, universities or other specialized organizations to deliver a part of the programme or a piece of activities, instead of separately contracting individual consultants.

Study visits: Some visits will be integrated with twinning programmes. When integrated with other components of the work plan for a specific institution, or cross-institutional process, study tours will be a valuable mechanism for exposure of beneficiaries to the experience of other institutions/countries in dealing with similar challenges, and in presenting options to be considered in adapting current practice. All study visits will be need-base, carefully planned, with participants carefully selected on the basis of objective criteria, and more importantly with clear learning objectives.

Equipment hardware supply: This will not be a major component of the programme, since a substantial contribution was made by DIP to supporting such facilities, including the purchase of vehicles. Rather, the focus would be on the *software aspects* – research, development of strategies, systems and mechanisms, training and human resource development, etc. It is understood that, particularly in the area of training systems, Resource Centres and IT facilities, some modest additional costs will be incurred under this heading. It will be the responsibility of the participating institutions and the GoE to deal with any costs in terms of physical facilities.

Establishment and staffing of a Project Management Unit within UNDP: This involves initial and recurrent costs over the five years of the programme (Chief Technical Assistant/Programme Manager, up to five programme personnel), office set-up, including computers and IT facilities, and on-going cost of services, maintenance and utilities and other operating costs, such as utilization of UNDP pooled services. Funds will be allocated (as part of the overall budget) to cover these and other institutional direct costs (in some cases), including contingency funds.

UNDP staff time (Country Office): Costs include time of the Governance Programme Analyst and Governance Programme Specialist for regular monitoring, regular meetings with CTA and, from time to time, Programme Technical Committee (PTC), meetings with visiting experts and GoE partners, review of regular monthly, quarterly and annual financial and physical reports; time of the Governance and Capacity Development Team Leader for regular review of and update on the programme, regular meetings of PMB and PTC, occasional meetings with GoE and DPs; and regular meetings with the Chief Technical Assistant (CTA). In addition, the programme will make demands on the time of UNDP Finance, Procurement and Human Resources Units, as well as IT and logistical support.

Programme finance/budget: In financial terms, the Programme is estimated to cost **US$40 million** over five years (2017 – 2021), out of which **US$ 15 million** is budgeted for the first half of the programme period, and the remaining **US$25 million** for the remaining period. The budget will be distributed across the five (5) result areas/outputs, further broken down per activities planned by the respective implementing partners. Performance budgeting is a key feature of the programme. Hence, to ensure optimal use of programme resources, budget will not be prorated across implementing partners. Rather, programme budget will be assigned to the key outputs areas/activity results. How much goes to which result area (and implementing partner) would be determined based on the volume and nature of activities under each result area, which will be discussed and agreed after close consultation with the respective implementing partners, and also taking into consideration funds availability and absorption capacities. UNDP will allocate matching funds throughout programme life from its core resource, but bilateral donors would be highly encouraged to support the programme. GoE partner's contributions will be reflected in terms of staff time, office facilities and other operational costs.

6.0 PROGRAMME MANAGEMENT ARRANGEMENTS

The programme will be overseen by a Programme Management Board (PMB), co-chaired by MoFEC and UNDP. It will include representatives of MoFEC and all implementing partners. In addition, two representatives of contributing development partners will be full members of the PMB. The Board will adopt detailed guidelines for programme administration and operations, on the basis of the Programme Implementation Manual (PIM), which will be developed in due course. It will approve annual plans and budget allocations, and receive and review annual progress and financial reports. It will also address, and consider or propose remedies to any issues brought to its attention that require policy decision. These may relate to policy and substantive matters, partnership and cooperation, management of operations and financial allocations.

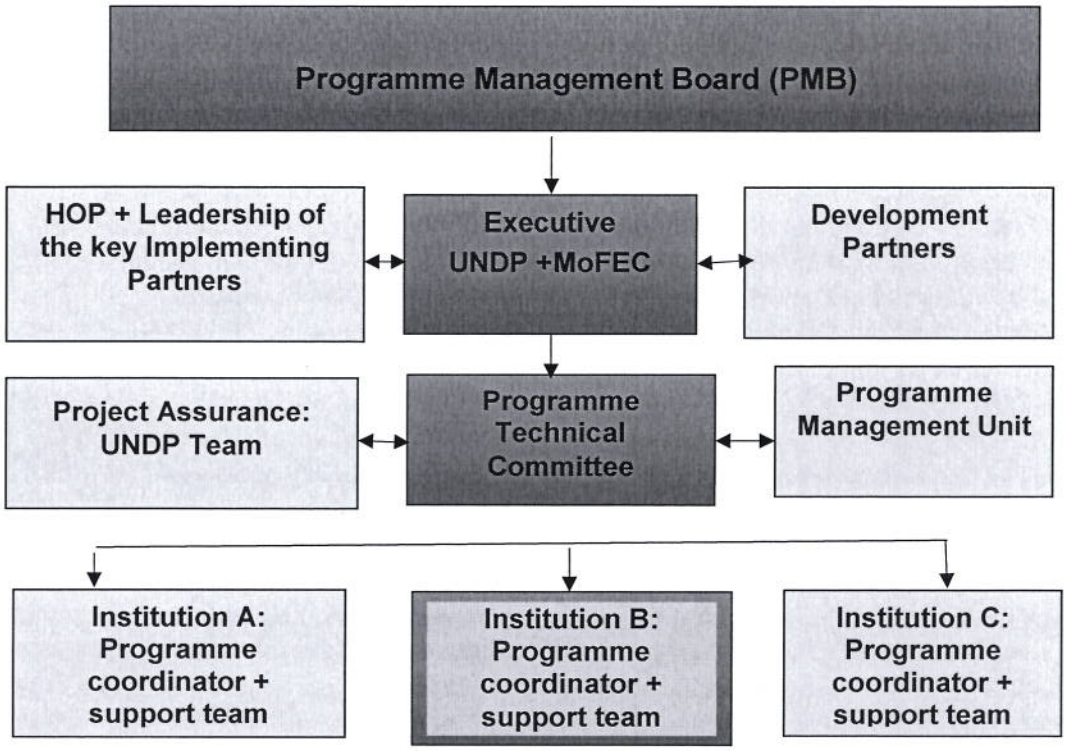
In addition to the PMB, a Programme Technical Committee (PTC) will be established, with senior representatives from implementing institutions. The PTC will be co-chaired by UNDP and one of the participating government institution (a rotational approach can be adopted). Contributing donors shall nominate one representative to the PTC (if they wish). The PTC will have programme quality assurance mandate, and as such will provide technical, operational and logistical support in the implementation of the programme. A Programme Management Unit (PMU) will be set up at UNDP to support day-today programme management and operations. The PMU will serve as the Secretariat to the PMB and the PTC. Terms of Reference both for the PMB and PTC will be developed and endorsed that would guide the work of these two management structures.

In terms of the process, Annual Work Plans will be drawn by each IP based on the Mulit-Year Plan and with technical support from the PMU and submitted to the PTC for further review and quality assurance. Draft plans will then be submitted to MoFEC and UNDP for further review and endorsement before presentation to the PMB for final approval.

Concerning channelling of programme finance, funds shall be channelled to a pool resource (trust fund) under a common basket to be managed by UNDP, applying standard UN accounting and reporting systems and procedures. First year Programme budget allocation will be drawn by UNDP team and endorsed by PMB. Once, all programme management structures are in place, budget proposal from IPs will be consolidated by the PMU, scrutinized and endorsed by the PTC and approved by the PMB. Programme budget will be replenished based on financial need projections to be furnished by the PMU, with agreed timeframe.

Once cleared and signed, this Programme Document provides the framework for cooperation between partners (GoE, DPs and UNDP). UNDP and the respective DPs may sign a separate contribution/cost sharing agreement, as and when required.

PROGRAMME MANAGEMENT STRUCTURE



Each implementing partner shall assign a Programme Coordinator as a focal person. Each IP may also set up a Sub - Committee or Programme Support Team, which meets on regular bases and oversees programme implementation at individual institutions level. Programme personnel from the PMU shall participate in the meetings, as required. The Sub-Committees/Programme Support Teams will formulate proposals for the annual planning and budgeting exercise, which may include recommendations for consideration by the PTC, eventually by the PMB. Each Sub-Committee will designate an M&E Officer, who will work closely with his/her counterpart in the PMU in monitoring and preparing progress reports, following a format to be provided by the PMU.

The PMU will be headed by a senior Chief Technical Advisor - CTA/Programme Manager, who will report, substantively to the UNDP Governance and Capacity Development Team Leader and the PTC, and administratively to the UNDP Country Director, while liaising with the Governance Programme Analyst/Specialist in UNDP and the respective focal persons in the IPs. The CTA will manage the programme on behalf of UNDP, and based on the approved annual work plan, budget and the overall programme results framework. A five-member PMU will be recruited who will report to the CTA, including: a Project Officer, M&E Specialist, Finance Officer, Communications Specialist and Driver/Logistics Officer who will have primary responsibility, among other duties, for supporting the CTA in monitoring and reporting. At least two of them will have a strong background on governance and gender issues. One of the four will have more extensive management experience and be designated as Acting/Deputy Programme Manager, as and when needed.

The PMU will be well-integrated into UNDP operations and will need to draw on core and pooled services and facilities. It will need adequate, well-furnished office space and equipment. It will also have one vehicle, and the ability to make use of the UNDP vehicle pool, as required. The CTA and Programme staff will need to be out of the office a great deal of their time, and will also need to meet with counterparts at the programme's beneficiary partner organizations. In addition, it may also be necessary to recruit and assign programme and finance officers and UN Volunteers who would be based in the IPs and provide them with the required technical assistance.

7.0 RISKS AND ASSUMPTIONS

The global-level risks facing the programme emanate from unforeseen changes in donor priorities, global financial instability and an increase in the incidence of complex emergencies.

7.1 Critical Assumptions

Effective implementation of this Programme and realization of intended objectives are subjected to certain assumptions. The following are some of the critical assumptions underlying the Programme:

- There is a shared vision by stakeholders (GoE, UNDP & DPs) on programme purpose and expectations, including a common understanding on the concept and purpose of capacity building;
- There is a common understanding between partners that transforming institutions and empowering people is a process, and in a complex development setting, results are incremental and sometimes uncertain;
- There is openness on the part of the IPs to embrace innovation and adopt flexibility during the implementation of programme activities;
- All IPs have the policy framework and capacity to mainstream issues of gender, youth and minority groups in the implementation of this programme;
- The GoE/IPs are committed to engage civil society and media to participate and support implementation of the programme; and
- There are adequate financial and other resources to support implementation of the programme;

7.2 Risks and Mitigation Measures

The development context in Ethiopia is dynamic, which suggests that the Programme will take place in a relatively high risk context; and therefore, the Programme will put in place the following risk mitigating measures:

Table 1: Critical Risk and Mitigation Response

Risk Category	Risks Factor	Mitigating Response
Delivery Risk	○ Inadequate capacities of IPs to implement the programme ○ Disagreements between partners on the pathways and implementation strategy occurring mid-way in project implementation	✓ Assess the knowledge, skills, and delivery capacities of all IPs prior to all partnership agreement, and include capacity development support in all partnership agreements; ✓ Undertake regular reviews at short interval to track implementation bottlenecks and address all delivery deficiencies in time; ✓ Negotiate and ensure, ahead of Programme implementation flexibility to use NIM and DIM interchangeably where they are most appropriate to facilitate speedy and quality of delivery; ✓ Hold regular meetings between partners to exchange views and to ensure all stakeholders are fully participating in the decision-making and continuous monitoring exercises;
Protection Risk	○ Programme activities raise sensitive grievances and increase the potential for inter-group tensions or conflicts at local levels ○ Public dialogue and opportunity for open expression of views risks the safety and security of people involved ○ Some traditional mechanisms and practices limit the voice of women and youth, the most victimized groups. These systems have the potential to inadvertently reinforce silencing of victims	✓ Assess the capacity and tolerance of institutions (police, traditional and religious institutions, etc.) to open dialogue and the participation of women; ✓ Ensure structures with specialized skills in addressing women-specific violations where social and cultural sensitivity are established and supported; ✓ Provide preparatory training for members of the National Police and other law enforcement bodies; ✓ Organize women's groups to monitor women's participation in programme activities and report to UNDP and GoE primary partners in real time; ✓ Design and ensure the implementation of a robust gender mainstreaming and women's protection checklist that account for the special needs of women and ensure all implementing partners report on it on regular basis; ✓ Undertake extensive education and along with the communities, design methodologies that address the concerns of women and youth; ✓ Ensure women's organizations including the female lawyers and security officers participate in the design of the methodology for the women's process;
Access Risk	○ High level of insecurity cut off some programme implementation areas	✓ Regular early warning systems will be designed for all communities, and programme implementation will be informed by these systems; ✓ Regular programme feedback mechanisms will include security assessment; ✓ The programme is designed based on scenario and it is flexible with a range of options - the loss of one opportunity will allow programme implementer to cultivate the next options;
Fiduciary Risk	○ Programme funds miss-sued or diverted to other use by Implementing Partners ○ Limited success in mobilization of funding due to limited donor interest	✓ Make all security preparation and save –guard mechanisms before embarking on programme implementation; ✓ Institute rigorous quarterly review process through an independent management and audit process; ✓ Introduce and maintain robust financial management and control systems, and reporting within short intervals; ✓ Require all staff involved in the programme to sign a confidentiality agreement; ✓ Identify and address issues and concerns donors may have that hinder them from joining the programme;

		✓ Tap into UNDP and GoE's own resources and align relevant aspects of the programme to other programmes where achieving the results are similar;
Disruption from Shocks and Crisis	o New waves of protests and political unrest o Climatic and environmental related disasters and/social and political shocks that could divert attention and resources to emergency relief, ultimately leading to disruption of programme activities o Cross-border and inter-group conflicts undermine cohesion and stability	✓ Obtain political buy-in, backing and protection for sensitive activities in the programme including public dialogues and ensuring diversity in the political system; ✓ Invest in integrated early warning and response systems that include conflict, climate, political instability and disaster risks and factor warning in the design and adapting of programme activities; ✓ Maintain flexibility and short feedback cycles throughout programme implementation; ✓ Monitor and regularly update the risk register to be able to respond to emerging issues in a timely manner;
Impact Risk	o Political culture and deference to authority undermine meaningful and frank engagement of the public to influence genuine transformation o Traditional norms and cultural practices inhibit the full participation and empowerment of women and girls	✓ All training programmes will include mind-set change, the principles of service, and engaging constituency; ✓ Invest in sustained public awareness campaigns to raise civic consciousness; ✓ Support regular dialogue between political leaders, civil society and the public; ✓ Ensure the mainstreaming of gender in all activities of the Programme with explicit gender monitoring plan; ✓ Invest in tailored support to women representatives and ensure all data and reports from the programme will be sex disaggregated;

8. 0 MONITORING, EVALUATION, REPORTING AND AUDIT

8.1 Monitoring and Evaluation

The PMU will be in charge of regular monitoring and reporting. A full-fledged Monitoring and Evaluation Plan will be developed within the first year of the programme (once the PMU is on board), and agreed by all stakeholders. This will form the basis for tracking progress. Implementing parterres are required to submit annual progress and financial reports to MoFEC and UNDP in line with approved work plan and budget, and based on standard reporting template. UNDP in turn will prepare consolidated report and share the same to the government and development partners within agreed timeframe. Stakeholders annual review meetings will be arranged by MoFEC and UNDP to assess programme performance and to agree on priorities for the coming year. Two independent programme reviews will also be conducted – one at the end of the second year, and another towards the end of the programme. In accordance with UNDP's programming policies and procedures, the programme will be monitored through the standard monitoring and evaluation plans.[8]

[8] *Note: Monitoring and Evaluation Plans are found in Annex II-1 and Annex II-2. Monitoring and evaluation plans should be adapted to programme context, as needed.*

9.0 SUSTAINABILITY AND KNOWLEDGE MANAGEMENT

9.1 Sustainability

Overall programme implementation is guided by the PMB, in consultation with MoFEC and UNDP and contributing development partners, with the objective of achieving optimal outputs in good governance and democracy building. In the final year of the Programme, drawing on lessons obtained from annual progress reports and the Mid-Term Review, consultations will be held by the PTC and then by the PMB on the development of an exit strategy and next steps for each participating institution and thematic areas, which the programme has supported. This should ensure a smooth exit and sustainability of gains made.

9.2 Knowledge Management

Knowledge collection, analysis and sharing are built into the design of all activities and are overseen by specialists in UNDP and those of implementing partners. The programme will feature a set of knowledge products ranging from policy papers, technical guidelines, advocacy materials and multimedia content. Programme will also organize knowledge –sharing events from time to time, with the objective to facilitate experience sharing and cross fertilization of good practices among implementing partners.

In addition, an aspirational objective of the programme is to build a training system complete with professional staff, curricula, and documentary and reference resources. Careful documentation of proceedings and lessons emerging from implementation, as well as legislations, research products, papers and manuals produced during the Programme implementation will be shared with all stakeholders. IT resources will be strengthened and utilized. IPs will be encouraged to maintain open – door policy that allows public utilization of their resources to contribute to the research community on democratic governance, peace building, and institution building. Programme review and evaluation reports will also be made available on the UNDP Ethiopia web-site.

10.0 LEGAL CONTEXT AND RISK MANAGEMENT

10.1 Legal Context

This Programme Document[9] shall be the instrument referred to as such in Article One (1) of the Standard Basic Assistance Agreement (SBAA) between the Government of and the UNDP, signed on (date). All references in the SBAA to "Executing Agency" shall be deemed to refer to "Implementing Partner."

The programme will be implemented by the Implementing Partners using the national Implementation Modality (NIM), and in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to

[9] The term "Programme Document" as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Project Document, including those with responsible parties, subcontractors and sub-recipients.

ensure best value for money, fairness, integrity, transparency, and effective competition, the financial governance of UNDP shall apply.

10.2 Risk Management

Programme will be governed by the following principles:

- Consistent with Article III of the SBAA, the responsibility for the safety and security of the Implementing Partner and its personnel and property, and of UNDP's property in the Implementing Partner's custody, rests with the Implementing Partner. To this end, the Implementing Partner shall: a) put in place an appropriate security plan and maintain the security plan, considering the security situation in the country where the programme is being carried; and b) assume all risks and liabilities related to the Implementing Partner's security, and the full implementation of the security plan. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the Implementing Partner's obligations under this Programme Document.

- The Implementing Partner agrees to undertake all reasonable efforts to ensure that no UNDP/Programme funds received pursuant to the Programme Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the UN Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml.

- Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (SES) (http://www.undp.org/ses) and related Accountability Mechanism (http://www.undp.org/secu-srm). The Implementing Partner shall: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other programme stakeholders are informed of and have access to the Accountability Mechanism.

- All signatories to the Programme Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to programme sites, relevant personnel, information, and documentation.

- The Implementing Partner will take appropriate steps to prevent misuse of funds, fraud or corruption by its officials, consultants, responsible parties, sub-contractors and sub-recipients in implementing the programme or using UNDP/programme funds. The Implementing Partner will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP.

- The requirements of the following documents, then in force at the time of signature of the Programme Document, apply to the Implementing Partner: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation (OAI) Guidelines. The Implementing Partner agrees to the requirements of the above documents, which are an integral part of this Programme Document and are available online at www.undp.org.

- In the event that an investigation is required, UNDP has the obligation to conduct investigations relating to any aspect of UNDP projects and programmes. The Implementing Partner shall provide its full cooperation, including making available personnel, relevant documentation, and granting access to the Implementing Partner's (and its consultants', responsible parties', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with the Implementing Partner to find a solution.

- The signatories to this Programme Document will promptly inform one another in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality. Where the Implementing Partner becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, the Implementing Partner will inform the UNDP Resident Representative/Country Director, who will promptly inform UNDP's Office of Audit and Investigations. The Implementing Partner shall provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation;

- UNDP shall be entitled to a refund from the Implementing Partner of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document. Such amount may be deducted by UNDP from any payment due to the Implementing Partner under this or any other agreement. Recovery of such amount by UNDP shall not diminish or curtail the Implementing Partner's obligations under this Project Document.

- Where such funds have not been refunded to UNDP, the Implementing Partner agrees that donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities under this Programme Document, may seek recourse to the Implementing Partner for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Programme Document.

- Each contract issued by the Implementing Partner in connection with this Programme Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from the Implementing Partner shall cooperate with any and all investigations and post-payment audits.

- Should UNDP refer to the relevant national authorities for appropriate legal action any alleged wrong-doing relating to the project, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all

individuals found to have participated in the wrong-doing, recover and return any recovered funds to UNDP.

- The Implementing Partner shall ensure that all of its obligations set forth under this section are passed on to each responsible party, subcontractor and sub-recipient and that all the clauses under this section are included, *mutatis mutandis*, in all sub-contracts or sub-agreements entered into further to this Programme Document.