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# JeCCDO end line report

MFS II country evaluations, Civil Society component

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This report describes the findings of the end line assessment of the Jerusalem Children and Community Development Organisation (JeCCDO) that is a partner of Edukans Foundation under the ICCO alliance.

The evaluation was commissioned by NWO-WOTRO, the Netherlands Organisation for Scientific Research in the Netherlands and is part of the programmatic evaluation of the Co-Financing System - MFS II financed by the Dutch Government, whose overall aim is to strengthen civil society in the South as a building block for structural poverty reduction. Apart from assessing impact on MDGs, the evaluation also assesses the contribution of the Dutch Co-Funding Agencies to strengthen the capacities of their Southern Partners, as well as the contribution of these partners towards building a vibrant civil society arena.

This report assesses JeCCDO's contribution towards strengthening Civil Society in Ethiopia and it uses the CIVICUS analytical framework. It is a follow-up of a baseline study conducted in 2012. Key questions that are being answered comprise changes in the five CIVICUS dimensions to which JeCCDO contributed; the nature of its contribution; the relevance of the contribution made and an identification of factors that explain JeCCDO's role in civil society strengthening.

Keywords: Civil Society, CIVICUS, theory based evaluation, process-tracing



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# List of abbreviations and acronyms

ABE	Alternative Basic Education
ACSI	Amhara Credit and Savings Institute
CBOs	Community Based Organisations
CCRDA	Consortium of Christian Relief and Development Association
CDI	Centre for Development Innovation Wageningen UR
CFAs	Co-Financing Agencies
CFO	Co-Financing Organisation
CMC	Centre Management Committee
CS	Civil Society
FC	Facilitator for Change
HTP	Harmful Traditional Practices
IFPRI	International food Policy Research Institute
JeCCDO	Jerusalem Children and Community Development Organisation
KEBT	Kebele Education and Training Board
MDG	Millennium Development Goal
MoFa	Ministry of Foreign Affairs
MFS	Dutch co-financing system
NED	Nurture Education Development
NGO	Non-Governmental Organisation
PTSA	Parent, Teacher and Students Associations
SAC	Social Accountability Council
SPO	Southern Partner Organisation
SSI	Semi-structured Interview
TECS	Tracking Trends in Ethiopia 's Civil Society
ToC	Theory of Change
Wageningen UR	Wageningen University & Research centre
WASH	Water Sanitation and Hygiene
WCAT	Wabe Children's Aid and Training

# 1 Introduction

This report presents the civil society end line findings of JeCCDO in Ethiopia which is a partner of Edukans Foundation under the ICCO Alliance. It is a follow-up to the baseline assessment that was carried out in 2012. According to the information provided during the baseline study JeCCDO is working on MDG 2: Education

These findings are part of the overall evaluation of the joint MFS II evaluations to account for results of MFS II-funded or –co-funded development interventions implemented by Dutch CFAs and/or their Southern Partner Organisations (SPO) and to contribute to the improvement of future development interventions. The civil society evaluation uses the CIVICUS framework and seeks to answer the following questions:

- What are the changes in civil society in the 2012-2014 period, with particular focus on the relevant MDGs & themes in the selected country?
- To what degree are the changes identified attributable to the development interventions of the Southern partners of the MFS II consortia (i.e. measuring effectiveness)?
- What is the relevance of these changes?
- What factors explain the findings drawn from the questions above?

The CIVICUS framework that comprises five dimensions (civic engagement, level of organization, practice of values, perception of impact and contexts influencing agency by civil society in general) has been used to orient the evaluation methodology.

## **Changes in the civil society arena of the SPO**

In the 2012 – 2014 period the two most important changes that took place in the civil society arena of the JeCCDO relate to civic engagement and perception of impact. With regards to civic engagement an estimated 75 children with disabilities got access to primary school education. Access to education for disabled children means that they become an integrated part in society.

With regards to perception of impact the most significant changes consist of JeCCDO having built the capacities of Parent, Teacher and Students Associations and Kebele Education and Training Boards who are in charge of managing schools and ensuring that children, also those with disabilities, get access to these schools. These PTSAs and KETBs engage with local governments to solve practical problems that hamper childrens' access to schools. JeCCDO and the other partners in the Amhara cluster have strengthened their relations with the Regional Basic Education Forum and the SPO was able to formulate the rules and regulations of the forum in a more NGO friendly manner.

These findings were obtained through an analysis of documents, a workshop and follow-up interviews with the SPO, and interviews with external resources persons working in civil society organisations that receive support from the SPO; other civil society organisations with whom the SPO is collaborating; public or private sector agents and; external resource persons capable of overlooking the MDG or theme on which the SPO is concentrating.

## **Contribution analysis**

Based upon an analysis of the projects and programmes financed by the Dutch CFAs a selection was made of SPOs to be included in an in-depth process tracing trajectory and those to be included for a quick contribution assessment. JeCCDO was selected for in-depth process tracing.

The evaluation team looked at the extent to which JeCCDO contributed to ensure quality education for marginalised and disabled children: JeCCDO's interventions explain that marginalized and disabled children access education, but other actors also contribute to this outcome.

The evaluation team looked at the extent to which JeCCDO contributed to the increase of the regional budget from 18 million in 2011 to 43 million birr (USD 2.1 million) in 2014. In the first place this can be explained by the federal policy to make more funds available for education. The allocation of these funds is being influenced by a regional forum in which all NGO's in the Amhara cluster participate, the regional Government – NGO forum in which JeCCDO participates, and the experience sharing visits organised by each member of the Amhara cluster and in which government officials and potential donor organisations take part, will provide ideas for the woreda and zonal education bureaus for the allocation of budgets. JeCCDO is a rather big NGO with a good reputation and with strong relations at national, regional and local level: They manage to take high level government officials along on experience sharing visits which is an occasion to influence policies.

### **Relevance**

With regards to the baseline ToC, the relevance of the interventions and outcomes could not be decided upon since outcomes of the trainings provided to educational CBOs were not documented.

With regards to the context in which JeCCDO is operating, its interventions and outcomes are relevant in that they were influential in prioritizing communities where pronounced government gaps were observed in discharging its responsibility of ensuring equitable social services, particularly for the disadvantaged segment of the community, because of their strong relations with the district education office.

With regards to the CS policies of Edukans and the ICCO cooperation, the interventions and outcomes on cluster level are relevant, because the partners made significant progress on community involvement and inclusiveness. However, JeCCDO's activities remained mainly in the establishment of creating a safe learning environment, and less in increasing community involvement. Hence their interventions and outcomes are less relevant with regards to the CS policies of Edukans and the ICCO cooperation.

### **Explaining factors**

The information related to factors that explain the above findings was collected at the same time as the data were gathered for the previous questions. The evaluation team looked at internal factors within the JeCCDO, the external context in which it operates and the relations between JeCCDO and Edukans.

JeCCDO's gained a lot of experience in service provision activities and accordingly they have built strong relations with the local government in complementing their efforts in the education sector by building schools and providing education material. Their efforts in this field are acknowledged by many stakeholders and as a result JeCCDO sees no need to shift their focus to building a stronger civil society or increased community involvement as is expected on cluster level.

An external factor mentioned by the cluster members is the budget always reaching them 4 to 6 months later than due dates which causes delays in implementation of the program. Additionally, the 70-30 law is causing challenges for many organizations, also for the Amhara Cluster partners.

With regards to the relation between Edukans and JeCCDO we observe that the responsibility of the performance of the cluster partners lies with the lead partner WCAT.

The following chapter briefly describes the political context, the civil society context and the relevant background with regards to MDG 2 that JeCCDO is working on. Chapter three provides background information on JeCCDO, the relation of its MFS II interventions with the CIVICUS framework and specific information on the contract with Edukans Foundation. An evaluation methodology has been developed for the evaluation of the Civil Society component which can be found in appendix 2; however, deviations from this methodology, the choices made with regards to the selection of the outcomes for contribution analysis, as well as difficulties encountered during data collection are to be found in chapter 4. The answers to each of the evaluation questions are being presented in chapter 5, followed by a discussion on the general project design in relation to CS development; an assessment of what elements of the project design may possibly work in other contexts or be implemented by other organisations in chapter 6. Conclusions are presented in chapter 7.



## 2 Context

This chapter describes the context in which JeCCDO operates. It focusses in particular on trends with regards to the political context, the civil society context and civil society issues in relation to the MDG 2 that JeCCDO is working on.

### 2.1 Political context

The Ethiopian Government has enacted a five year Growth and Transformation Plan (GTP) to implement over the period of 2011-2015.<sup>1</sup> Two of the major objectives of the plan are to maintain at least an average real GDP growth rate of 11%, meet the Millennium Development goals, and expand and ensure the qualities of education and health services thereby achieving the MDGs in the social sectors (FDRE, 2010). The government acknowledged that NGO's and CSO have an important role to play in the implementation of this plan: According to the preamble of the new charities and societies proclamation NO. 621/2009 of Ethiopia, civil society's role is to help and facilitate in the overall development of the country<sup>2</sup>. This is manifested in the government's approach of participatory development planning procedures. For example, NGOs established a taskforce under the umbrella of the CCRDA to take part in the formulation of the country's first Poverty Reduction Strategy paper formulation. They were a major stakeholder in the planning process of the five year GTP plan. Despite fears that the NO. 621/2009 proclamation was thought to have negative impacts on Civil Society, the number of newly registered charities and societies have increased considerably. 800 new charities and civil societies were registered between 2010/11 and 2011/12 and as of February 2012, these were implementing over 113.916 projects in different social, economic and governance related sectors. Governance related projects comprise interventions in the area of democracy and good governance, peace and security, human rights, justice, and capacity building. The charities and societies are most engaged in the health sector (19.8%), followed by child affairs (11.9%), education (9.2%), governance (8.3%) and other social issues (7.8%). These figures are more or less similar to the pre-proclamation period, and would imply that new charities or societies have replaced foreign and Ethiopian charities that are not allowed to work on sectors related to governance and human rights.<sup>3</sup> This might indicate that there might have been some flexibility in the interpretation of some of the provisions of the proclamation.

### 2.2 Civil Society context

This section describes the civil society context in Ethiopia that is not SPO specific. The socioeconomic, socio-political, and sociocultural context can have marked consequences for civil society, perhaps more significantly at the lower levels of social development. The information used is in line with the information used by CIVICUS.<sup>4</sup>

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<sup>1</sup> *Growth and Transformation Plan 2011 – 2015*, Ministry of Finance and Economic Development, (November 2010), Federal Democratic Republic of Ethiopia

<sup>2</sup> *Charities and Societies Proclamation (proc. no.621/2009)*, February 2009, Federal Negarit Gazeta, Federal Democratic Republic of Ethiopia

<sup>3</sup> UNDP, January 2014, *Civic Engagement for Effective Service Delivery in Ethiopia: Tools, Opportunities and Challenges*, UNDP Ethiopia Working Paper Series No. 2/2014

<sup>4</sup> Mati J.M., Silva F., Anderson T., April 2010, *Assessing and Strengthening Civil Society Worldwide; An updated programme description of the CIVICUS Civil Society Index: Phase 2008 to 2010.*, CIVICUS

## 2.2.1 Socio-economic context

**Table 1**

*Ethiopia's rank on respectively the Human Development Index, World Bank Voice and Accountability Index and Failed State Index*

Ranking Body	Rank	Ranking Scale (best – worst possible)
UN Human Development Index	173 (2013)	1 – 187
World Bank Voice & Accountability Indicators	12 (2012)	100 – 0
Failed State Index	19 (2013)	177 – 1

Sources: UNDP, World Bank Governance Indicators, and Fund for Peace

The Human Development Index (HDI) is a summary measure for assessing long-term progress in three basic dimensions of human development: a long and healthy life, access to knowledge and a decent standard of living.<sup>5</sup> Ethiopia's HDI value for 2013 is 0.435— which is in the low human development category—positioning the country at 173 out of 187 countries and territories. Between 2000 and 2013, Ethiopia's HDI value increased from 0.284 to 0.435, an increase of 53.2 percent or an average annual increase of about 3.34 percent.

An alternative non-monetary measure of poverty and well-being is the Basic Capabilities Index (BSI). This index is based on key human capabilities that are indispensable for survival and human dignity.<sup>6</sup> Ethiopia falls with a BCI of 58 in the critical BCI category, which means the country faces major obstacles to achieving well-being for the population. 10% of children born alive do not grow to be five years old, only 6 % of women are attended by skilled health personnel and only 33% of school age children are enrolled in education and attain five years of schooling.

Ethiopia scores relatively low on the Social and Economic Rights Fulfilment Index (SERF Index)<sup>7</sup>. In 2012 Ethiopia is only protecting 58.10% of all its social and economic rights feasible given its resources, and the situation has worsened between 2010 and 2012. Especially the right to food and the right to housing remain problematic.

The Transparency International's Global Corruption Barometer survey shows how 1,000 Ethiopian people assess corruption and bribery in their home country: A low score indicates that a country is perceived as highly corrupt, while a high score indicates that a country is perceived as very clean. Ethiopia has a Corruption Perception Index score of 3.3 out of 10 in 2014, which places the country on position 110 out of 174 countries.<sup>8</sup> Survey participants were furthermore asked to rate their perceptions of corruption within major institutions in their home country on a scale of 1 to 5, 5 being most corrupt and 1 being least corrupt<sup>9</sup>. With a range of perceived corruption scores from around 2 (military, education and NGO's) to over 3 (private sector, public officials, and judiciary), most major institutions are perceived as corrupt.

Ethiopia's economic freedom score in 2014 is 50.0, making its economy the 151st freest out of 174 countries in the 2014 Index. Its 2014 score is 0.6 point higher than in 2013 due to improvements in five of the 10 economic freedoms, including business freedom, labour freedom, and fiscal freedom. Ethiopia

<sup>5</sup> A long and healthy life is measured by life expectancy. Access to knowledge is measured by: i) mean years of education among the adult population, which is the average number of years of education received in a life-time by people aged 25 years and older; and ii) expected years of schooling for children of school-entry age, which is the total number of years of schooling a child of school-entry age can expect to receive if prevailing patterns of age-specific enrolment rates stay the same throughout the child's life. Standard of living is measured by Gross National Income (GNI) per capita expressed in constant 2011 international dollars converted using purchasing power parity (PPP) rates.

<sup>6</sup> [http://www.socialwatch.org/sites/default/files/BCI-MeasuringProgress2012\\_eng.pdf](http://www.socialwatch.org/sites/default/files/BCI-MeasuringProgress2012_eng.pdf)

<sup>7</sup> [http://www.socialwatch.org/sites/default/files/SERF2012\\_eng.pdf](http://www.socialwatch.org/sites/default/files/SERF2012_eng.pdf)

<sup>8</sup> <http://www.transparency.org/country/#ETH>

<sup>9</sup> <http://www.transparency.org/gcb2013/country/?country=ethiopia>

is ranked 35<sup>th</sup> out of 46 countries in the Sub-Saharan Africa region, and its overall score continues to be below the regional average.<sup>10</sup>

## 2.2.2 Socio-political context

In February 2009, the Government adopted the NO. 621/2009 Proclamation which is Ethiopia's first comprehensive law governing the registration and regulation of NGOs. This law violates international standards relating to the freedom of association. Notably, the Proclamation restricts NGOs that receive more than 10% of their financing from foreign sources from engaging in essentially all human rights and advocacy activities.

The UN Special Rapporteur on the rights to freedom of peaceful assembly and of association, Mr. Maina Kiai, has commented that "The enforcement of these provisions has a devastating impact on individuals' ability to form and operate associations effectively, and has been the subject of serious alarms expressed by several United Nations treaty bodies." Mr. Kiai went on to recommend that "the Government revise the 2009 CSO law due to its lack of compliance with international norms and standards related to freedom of association, notably with respect to access to funding".<sup>11</sup> The Ethiopian Proclamation may effectively silence civil society in Ethiopia by starving NGOs of resources, and thus essentially extinguish their right to expression.<sup>12</sup>

In November 2011, the Ethiopian Charities and Societies Agency issued the Guideline on Determining the Administrative and Operational Costs of CSOs, which is applicable to all charities and societies (international and domestic). Retroactive to July 2011, when approved by the Agency without any consultation with organizations or donors, the "70/30" regulation limits administrative costs for all charities and societies to a maximum of 30% of their budgets.<sup>13</sup>

Freedom of assembly and association are guaranteed by the constitution but limited in practice. Organizers of large public meetings must request permission from the authorities 48 hours in advance. Applications by opposition groups are routinely denied. Peaceful demonstrations were held outside mosques in July 2012, but the security forces responded violently, detaining protestors, including several prominent Muslim leaders. A total of 29 Muslims were eventually charged with offences under the antiterrorism law. They were awaiting trial at year's end.<sup>14</sup>

Table 2

*Ethiopia's rank on respectively the World Bank Rule of Law Index, Transparency International Perception of Corruption Index and Freedom House's Ratings of Freedom*

Ranking Body	Rank	Ranking Scale (best – worst possible)
World Bank Rule of Law Index	31 (2012)	100 – 0
Transparency International perception of corruption index	111 (2013)	1 – 178
Freedom House: Freedom in the World	Status: Not Free Political Rights: 6 Civil Liberties: 6 (2014)	Free/Partly Free/Not Free 1 – 7 1 – 7

Sources: World Bank Governance Indicators, Transparency International and Freedom House

Freedom House evaluates the state of freedom in 195 countries annually. In 2014, Ethiopia scored a 6 on both the political rights and civil liberties ratings, indicating that the country is neither politically free nor

<sup>10</sup> <http://www.heritage.org/index/pdf/2014/countries/ethiopia.pdf>

<sup>11</sup> see UN Human Rights Council, Report of the Special Rapporteur on the rights to freedom of peaceful assembly and of association, Maina Kiai, April 24, 2013.

<sup>12</sup> <http://www.icnl.org/research/monitor/ethiopia.html>

<sup>13</sup> Idem

<sup>14</sup> Idem

performing on protecting civil rights.<sup>15</sup> Its total aggregate scores from the Freedom House Index decreased with 15 points in the 2008-2012 period.<sup>16</sup>

The media are dominated by state-owned broadcasters and government-oriented newspapers. One of the few independent papers in the capital, Addis Neger, closed in 2009, claiming harassment by the authorities. Privately-owned papers tend to steer clear of political issues and have low circulations. A 2008 media law criminalizes defamation and allows prosecutors to seize material before publication in the name of national security<sup>17</sup>.

Trade union rights are tightly restricted. All unions must be registered, and the government retains the authority to cancel registration. Two-thirds of union members belong to organizations affiliated with the Confederation of Ethiopian Trade Unions, which is under government influence. Independent unions face harassment. There has not been a legal strike since 1993.

Women are relatively well represented in Parliament, having won 152 seats in the lower house in the 2010 elections. Legislation protects women's rights, but they are routinely violated in practice. Enforcement of the law against rape and domestic abuse is patchy, with cases routinely stalling in the courts. Forced child labour is a significant problem, particularly in the agricultural sector. Same-sex sexual activity is prohibited by law and punishable with imprisonment.<sup>18</sup>

### 2.2.3 Socio-cultural context

The World Values Survey Wave 2005-2009 asked 1500 Ethiopians the question: "Generally speaking, would you say that most people can be trusted or that you need to be very careful in dealing with people?" Out of 1500 respondents, only 21,4 % stated that most people can be trusted. 66,2% indicated they needed to be very careful.<sup>19</sup> Additionally, only 36,1% of the respondents mentioned 'tolerance and respect for other people' as a quality that needs to be encouraged to learn children at home.<sup>20</sup> 74% of the respondents think that churches are giving adequate answers to people's spiritual needs.<sup>21</sup>

## 2.3 Civil Society context issues with regards to the MDG

The activities in the education sector are since 2010/11 directed by the fourth Education Sector Development Program (ESDP IV), which is part of a twenty-year education sector indicative plan, within the framework of the Education and Training Policy (ETP). The ETP was adopted in 1994 as the country's new constitution became effective and among the important changes which came with it was that education administration was decentralized to the regional states (MOE 2010/2011). The Ministry of Education (MOE) has a coordinating role in the provision of education, and sets forward frameworks and policies while the regions are the main implementers and they control the financing of education.

Primary education is the highest priority for the government and receives the highest share from the total estimated expenditure of ESDP IV (MOE 2010/2011). The federal ministry funds regional governments which allocate funds to Regional Education Bureaus (REBs) which in turn allocate funds to Zonal Education Bureaus (ZEB). Regions have a great deal of discretion in allocating funding to education and in choosing priorities and strategies. In a separate funding stream, the regional councils directly allocate funding to the woreda administrations through block grants and these also have a large amount of discretion in how to allocate these grants. The majority of the woreda block grants, ranging from 33 %

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<sup>15</sup> Puddington, Arch (2013) <https://freedomhouse.org/report/freedom-world/2014/ethiopia-0>

<sup>16</sup> <http://www.freedomhouse.org/sites/default/files/FIW%202013%20Booklet.pdf>

<sup>17</sup> Puddington, Arch (2013) <https://freedomhouse.org/report/freedom-world/2014/ethiopia-0>

<sup>18</sup> Idem

<sup>19</sup> <http://www.worldvaluessurvey.org/WVSONline.jsp>

<sup>20</sup> Idem

<sup>21</sup> Idem

to 66 %, usually go to education, with most of the resources being spent on teachers' salaries. The non-salary budget per student is small.

In recent years, the Ethiopian educational authorities, like governments in several other developing countries have embraced Alternative Basic Education (ABE) programs in an attempt to achieve Education for All. The ABE program is a condensed version of the first cycle of formal primary school (grades 1-4) and is a variation of Non-formal education (NFE) with features similar to the 'community school' approach to education. In 2005/06 the Gross Enrolment Ratio in ABE was at least 5,5 % in Ethiopia and a steadily increasing share of the school age population is enrolled in the program.<sup>22</sup>

In the last five years the number of primary school children has grown from 15,340,786 in 2007/08 to 16,989,784 in 2011/12 showing an 11.0% growth over the same period of time for both boys and girls (MOE 2012). Despite the remarkable growth, the education system is challenged by significant dropout rates and high number of out-of school children. Reaching out the most marginalized out-of-school children which includes children who are in the remotest parts of the country, children from pastoral communities, children who are in food insecure and conflict prone areas and those children who are in difficult circumstance (such as children with disabilities, trafficked children, street children, victims of child labor, etc.) is the most challenging aspect of expanding primary education opportunities. Out-of-school children are found all over Ethiopia. According to the MOE (EMIS:2010), there were 3,015,350 out of school children in Ethiopia making 17.8% of the total primary school age children in the country<sup>23</sup>.

In an effort to reduce poverty and enhance decentralized public service delivery to the poor, the Government of Ethiopia, with the support of International Development Partners, embarked on a project known as the Protection of Basic Social Services in 2006. The PBS program piloted a social accountability initiative in 2006 that helped empower citizens to voice their needs and demands relating to basic public services. In the context of PBS, Social Accountability can be understood as the processes by which ordinary citizens, who are the users of public services, voice their needs, preferences and demands regarding public services; it also brings citizens into dialogue with local governments and service providers to contribute to improved quality public basic services through joint action plans. The Ethiopian Social Accountability Program 1 (ESAP 1) aimed to empower Ethiopia's poor so that they may voice their concerns and priorities over access to basic services – water, sanitation, health, education and agriculture. ESAP1 ended on June 30, 2009, and an independent evaluation was conducted as basis for a new phase. The evaluation revealed that use of appropriate social accountability mechanisms can work in Ethiopia and have beneficial outcomes for the actors involved as well as for the quality of basic services. As a component of PBS 2, the government launched the Ethiopia Social Accountability Program 2 (ESAP2) in February 2012. Working through civil society organizations, ESAP2 tries to bring local governments and service providers into dialogue with citizens and community organizations as an important step in working together in providing better quality public basic services.<sup>24</sup>

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<sup>22</sup> <https://www.duo.uio.no/handle/10852/31206>

<sup>23</sup> Berhanu Berke, Debebe Ero. September 2013. Awareness Raising Activities And Strategies: Ethiopia Research in Support of the Learning Agenda under the Child & Development Alliance, final report Addis Ababa, Ethiopia

<sup>24</sup> <http://esap2.org.et/>

## 3 JeCCDO and its contribution to civil society/policy changes

### 3.1 Background of the SPO

Jerusalem Children and Community Development Organization (JeCCDO) is registered as an Ethiopian resident charity and operates in different parts of the nation with the aim of promoting the wellbeing of children.

It was established in 1985 as an indigenous, non-governmental, humanitarian organization in response to the needs of children who were left orphaned, displaced or lacked proper care and support due to civil war and drought. Since its creation the organisation has reached about 850,000 beneficiaries directly or indirectly per year. Even so, it works for a wider coverage.

JeCCDO has 3 main programmes. The first is Access to Basic Services for Orphans and Vulnerable Children, the second programme is Community Based Disaster Risk Reduction and the third is Capacity Development of Community Based Organisations (CBOs).

JeCCDO's *vision* is to see an Ethiopian society where all citizens promote the wellbeing of children.

Its mission is to facilitate community development processes where the wellbeing of children is effectively promoted in all its target areas.

Its development approach can be summarised as being child centred, family focused and community based whilst ensuring establishing partnerships with local Community Based Organisations. JeCCDO's core values are to stimulate community participation in child centred development, to be accountable and transparent to stakeholders, to respect community values, to ensure sustainability of development outcomes and to collaborate with others and networks to promote the wellbeing of children.

JeCCDO operates namely Bahir Dar (Amhara region), Debre Birhan (woreda), Debrezeit (woreda), Dire Dawa (urban and rural woreda), and Hawassa (SNNPR).

JeCCDO is one of the four NGOs that together implement Edukans' programme "Improving Access to Quality Basic Education for Marginalized Children in Amhara region". Together with Wabe Children's Aid and Training (WCAT), Nurture Education Development (NED) and Facilitator for Change (FC) it is operational in in three administrative zones in the Amhara region.

The programme focuses on Education for All (EFA) and includes Basic Education, Partner Formal Schools Support and Integrated Functional Adult Literacy. The target population consists of school age and pre-school age children for basic and pre-school education, and; adults and youths for integrated functional literacy.

Within the "Amhara Cluster Edukans Partners", JeCCDO's particular added value is that of its Integrated Development Approach and its interventions based upon grassroots community structures (CBOs).

### 3.2 MFS II interventions related to Civil Society

JeCCDO is one of the four NGOs that together implement Edukans' programme "Improving Access to Quality Basic Education for Marginalized Children in Amhara region". Together with Wabe Children's Aid and Training (WCAT), Nurture Education Development (NED) and Facilitator for Change (FC) it is operational in in three administrative zones in the Amhara region.

The programme focuses on Education for All (EFA) and includes Basic Education, Partner Formal Schools Support and Integrated Functional Adult Literacy. The target population consists of school age and pre-school age children for basic and pre-school education, and; adults and youths for integrated functional literacy.

Within the "Amhara Cluster Edukans Partners", JeCCDO's particular added value is that of its Integrated Development Approach and its interventions based upon grassroots community structures (CBOs).

The programme objectives to which JeCCDO contributes are formulated at cluster level:

The first objective relates to Poverty Reduction and aims to provide access to quality basic education for out-of-school children; access to Integrated Functional Adult Literacy for adults and youths and; the education management and planning system in the ABECs and cluster.

The second objective relates to capacity building of civil society organizations that is being translated into improving the teaching learning environment in the schools and ABE centres. A teaching learning environment includes active teaching learning processes that are task related; further engagement of CBOs, CSOs, Centre Management Committee (CMC), Parent Teacher Associations (PTS), woreda and kebele education and training boards.

The third objectives relates to networking and dialogue, which is transformed into the identification of gaps of the implementation capacities of the Amhara cluster members and draw lessons for improvement; an increased commitment of woreda cabinet members to increase the education budget.

The programme relates in the following sense to the CIVICUS framework.

- *Civic Engagement:* The increase in number of children enrolled in primary education, including children with disabilities, and an increase in the number of adults enrolled in the Integrated Functional Adult Literacy (IFAL) Program contribute towards an increased participation of individuals to advance shared interests.
- *Level of Organisation:* JeCCDO aims to network with like-minded NGOs in the education sector and it is also member of the Government initiated NGO network and participates in the Amhara Region General Education Quality Improvement Forum, which will help the organisation to be better positioned in the civil society arena.
- *Perception of impact:* The programme aims to increase the involvement of district education office experts in the planning, management, and quality of education in JeCCDO's intervention area and the consultative meeting with woreda cabinet members to increase the budget for education.

### 3.3 Basic information

Table 3

*JeCCDO basic information.*

Heading	Heading	Heading	Heading	Heading	Heading
Name of SPO Consortium and CFA		Jerusalem Children and Community Development Organisation (JeCCDO) Edukans Foundation			
Project name		Improving Access to Quality Basic Education For Marginalized children in Amhara National Regional State of Ethiopia. This project is implemented by "Amhara Cluster Edukans Partners" which regroups WCAT, JeCCDO, NED and FC.			
MDG/theme on which the CS evaluation focusses		MDG 2: Education			
Start date of cooperation between the CFA and the SPO		A partnership with the Edukans foundation started in 2001. The current contract is signed with WCAT. JeCCDO is one of the partners in the project			
Contracts signed in the MFS II period	Period	# months	Total budget	JeCCDO	Estimation of % for Civil Society
ET1215H01 (with WCAT)	1-1-2012 until 31-1-2012	12	€ 160.000	€ 40.000	57 %
C-002448 (with WCAT)	1-1-2013 until 31-12-2013	12	€ 140.633	€ 40.000	
C-003606 (with WCAT)	1-1-2014 until 31-12-2014	12	€ 107.789	€ 40.000	
	1-1-2015 until 31-12-2015	12	unknown	unknown	
Total			€ 408.422	€ 120.000	

Sources: Contracts between Edukans foundation and WCAT



## 4 Data collection and analytical approach

### 4.1 Adjustments made in the methodology of the evaluation

The project documents made available in the beginning of 2014 only reported at Amhara cluster level and outcomes for JeCCDO specifically were only scarcely mentioned. Based upon this information the evaluation team experienced difficulties in identifying the civil society focus to take into consideration for JeCCDO. It was only after the first workshop with JeCCDO was organised that more information became available and the team could follow the evaluation methodology as planned.

### 4.2 Difficulties encountered during data collection

The evaluation team encountered difficulties in compiling all information from the project documents as a means to obtain a complete overview of outcomes and outputs achieved in line with the logical framework. Whereas the documents received at the beginning of 2014 contain a lot of information, reporting was mainly done at cluster level and not at the level of JeCCDO. It was only after the first workshop and during process tracing that more documents for JeCCDO came available. It was then observed that the reports on cluster level mention different figures and numbers than the documents provided by JeCCDO<sup>25</sup>.

In the field, there were challenges perceived in obtaining data and information both at the SPO level and public offices. SPO members were involved in meetings with donors, stakeholders, and also project visits which coincided with the scheduled evaluation work. For this reason the field work for the evaluation had to be repeatedly rescheduled and thus stretched the assignment duration. Likewise the concerned public offices were busy with meetings and conferences that forced some discussions to be conducted at 8 pm in the evening.

### 4.3 Identification of two outcome areas

This project was selected for in-depth-process tracing. In relation to the CIVICUS framework four strategic orientations for contribution analysis were identified: Ensuring that more people from more diverse background are engaging in civil society activities; ensuring that the organisations that receive support from the SPO are capable of playing their role in civil society – intermediate organisations; strengthening the relations with other organisations in civil society to undertake joint activities, and; influencing policies and practices of public or private sector organisations.

With regards to JeCCDO the focus was to assess to what extent their interventions helped to capacitate the PTSAs and CMCs to enhance inclusive education and hence improve access to quality education for marginalized children.

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<sup>25</sup> Especially on the number of trainings given and the number of disabled children provided with education material.

The second outcome that we looked at is the extent to which JeCCDO is capable to improve the access to quality education for marginalized children by networking and linking different actors in the civil society arena in order to enlarge the room for dialogue and capacity for change.

# 5 Results

## 5.1 Results obtained in relation to intervention logic

An inventory was made of progress being made by JeCCDO in comparison to its project documents, however progress on results was aggregated at Amhara cluster level and hardly any data were available at the level of JeCCDO. This could have hampered the presentation of facts and figures. Additionally allocation of outputs to specific objectives is not always clear, as training and material support is put under poverty reduction and capacity building.

The project comprises three specific objectives:

### 1. *Poverty reduction*

JeCCDO's annual reports elaborate on achievements in this area as JeCCDO's strategy focused on the upgrading and furnishing of ABE centres so they could comply with the new government regulation and become full cycle primary schools. Between 2011-2014, JeCCDO constructed and furnished libraries in three schools, constructed and equipped laboratories in three schools, and delivered combined desks, text books, reference books, stationary and sport materials for six schools. They furthermore planned that access to primary education should be increased by 5 to 10% in 2015 (baseline 2011), 40% of disabled children got improved educational services, and an increase of 30% of literate adults participating in school improvement programs. Until 2014, 5284 got access to primary education compared to 4552 in 2011, which is an increase of 16%. The number of disabled children in primary basic education increased, but the exact numbers could not be retrieved from the progress documents<sup>26</sup>. The number of adults who got access to the Integrated Functional Adult Literacy (IFAL) program increased from 120 in December 2011 to 177 in December 2013<sup>27</sup>, which is an increase of 47,5%.<sup>28</sup>

### 2. *Capacity building of civil society organisations*

Planned outcomes for this objective were formulated as an increase of the percentage of students participating in active teaching learning processes, and 60% of CBOs, CSOs, CMCs, PTAs, woreda and Kebele education and training board involved in school improvement program. Reporting and activities on these objectives was mainly carried out on cluster level. JeCCDO's efforts lay mainly in the area of providing training. Reports mention refresher trainings and training on inclusive education for teachers and facilitators, trainings on active teaching methods, and basic computer trainings.

### 3. *Networking and Dialogue*

The planned outcome formulated is that woreda cabinets increase the budget for the improvement of education quality by 5-10%. JeCCDO reports that at the end of 2012 the budget increased with 2%, but they do not elaborate on their contribution to this change in relation to other actors. They did organise one consultative meeting with the woreda cabinet and they participated in an education conference in the Amhara region and in the joint networking and lobby of the "ATKLT" forum at Debre Markos Town. Additionally, JeCCDO participated in 9 joint discussion forums among CBOs, government, and the community between 2012 and 2014.

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<sup>26</sup> The exact number of disabled students who got access to primary education could not be concluded upon based on the documents. The documents do mention the number of disabled children who were provided with educational material: 15 in 2011, 15 in 2012, and 45 in 2013 (other documents mention the numbers 30 and 45) .

<sup>27</sup> For 2014 data was only available for the first 6 months (January to June). During these first six months 147 persons were enrolled in the FAL program.

<sup>28</sup> Between 2011 and 2014 a total of 400 adults and youth were trained in the IFAL program

Based on the project documents, the most important achievements were made on the first and second objective.

## 5.2 Changes in civil society in the 2012-2014 period

### 5.2.1 Civic engagement

Civic engagement describes the formal and informal activities and participation undertaken by individuals to advance shared interests at different levels. Participation within civil society is multi-faceted and encompasses socially-based and politically-based forms of engagement.

Civic engagement slightly increased since the baseline study, mostly in terms of stakeholder involvement through the implementation of a participatory and result based monitoring and evaluation system (RBME system) made possible with funding from Comic Relief (UK).<sup>29</sup> Another change mentioned by the program staff is that between 2012 and 2014 the project has been implemented via partner CBOs through sub-grant arrangements with intensive capacity development support.<sup>30</sup>

Other developments in the civic engagement area since the baseline include:

- The number of children who got access to primary education increased from 4552 (baseline) to 5284 (December 2013), which is an increase of 16%.
- The inclusion of disabled children has been a focus point since the baseline. More than 30 disabled children were provided with education materials and included in the school system between 2011 and June 2014. During the same period, sign language training was provided to 45 members of families with children with hearing disabilities.
- One of the members of the PTSA in Dilchibo mentions that the school mobilized the community to contribute 50 birr per year to be able to hire two janitors. This model was adopted during an experience sharing visit organised by JeCCDO.
- JeCCDO constructed separate toilets for girls, which led to less absence and higher performance of girls.<sup>31</sup>

No change was observed in terms of JeCCDO’s political engagement.

<b>Score baseline 2012 on an absolute scale from 0-3:</b>	<b>2</b>
<b>Score end line 2014, relative change on a scale of (-2, +2):</b>	<b>1</b>

### 5.2.2 Level of organization

This dimension assesses the organisational development, complexity and sophistication of civil society, by looking at the relationships among the actors within the civil society arena.

JeCCDO continued to be an active member of different platforms at international, national and regional levels. At international level, JeCCDO, represented by its headquarters, is a member of the Coalition for Children Affected by AIDS in Canada and the Better Care Network for Children in the USA. At National level, the organization is a board member of the Consortium of Christian Relief and Development Association (CCRDA), which meets quarterly in Hawassa or Bahir Dar. At regional level, JeCCDO’s field offices in Hawassa (SNNPR region) and Bahir Dar (Amhara region) are the chair and a member of the steering committee of the CCDRA regional platforms respectively.

<sup>29</sup> Interview with management staff

<sup>30</sup> Interview with program staff

<sup>31</sup> Mid- term external evaluation, forth coming

At Amhara Field Office level, JeCCDO is involved in different thematic platforms such as education, health, WASH, Children has increased over the last two years. There are also quarterly meetings with the GO-NGO forum. In most of the cases, JeCCDO plays a leadership role in the regional platforms and networks.<sup>32</sup> These platforms are mainly used for sharing experiences, scaling up good practices and improving program qualities. Topics discussed at this level include: the new CSO legislation mainly on the 70/30 proportions of program and administration cost; environmental and climate change issues particularly on the pollution of lake Hawassa; promotion of women self-help group as a local development approach; and social accountability issues on provision of quality basic services.

With regards to the capacity of JeCCDO to secure its resource base, the organization has been able to establish partnerships with new funding partners and scaling up relations with the existing ones.<sup>33</sup> They secured funding from the Baring foundation for the second time and expanded their intervention at Negede Woito Community as of 2013 by mobilizing additional funds from other funding partners in the UK. The intervention in the Negede Woito community deals with socio-economic empowerment of the marginalized people in the community and the construction of model houses. With funding from the Edukans Foundation (secured trough ISEE) a school capacity project was started in the Dek and Yiganda Community in the islands of Lake Tana.<sup>34</sup>

**Score baseline 2012 on an absolute scale from 0-3: 2**  
**Score end line 2014, relative change on a scale of (-2, +2): 1**

5.2.3 Practice of Values

Practice of Values refers to the internal practice of values within the civil society arena. Important values that CIVICUS looks at, such as transparency, democratic decision making, taking into account diversity, are deemed crucial to gauge not only progressiveness but also the extent to which civil society’s practices are coherent with their ideals.

In addition to the review and reflection sessions, JeCCDO has introduced an action committee in each project area, including the project zone in Amhara. These are composed of representatives from relevant government offices and community groups representing the beneficiaries. The action committees are part in the participatory M&E system and promote a participatory approach. For the HIV and Livelihood project in Debre Barhan financed by Stop Aids Now, a project steering committee was established, the members of which are drawn from the government and private sector, NGOs, Debre Berhan University, CBOs and associations of beneficiaries.<sup>35</sup> JeCCDO reports its plans and performances to the action committee and project steering team for transparency, accountability as well as for devising next steps and solutions for challenges.

No significant change was mentioned by the interviewees on the composition of social organs or financial auditing.

**Score baseline 2012 on an absolute scale from 0-3: 1**  
**Score end line 2014, relative change on a scale of (-2, +2): 0**

5.2.4 Perception of Impact

Perception of Impact assesses the perceived impact of civil society actors on politics and society as a whole as the consequences of collective action. In this, the perception of both civil society actors (internal) as actors outside civil society (outsiders) is taken into account. Specific sub dimensions for this

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<sup>32</sup> Interview with management staff  
<sup>33</sup> Interview with program staff  
<sup>34</sup> Interview with management staff  
<sup>35</sup> Interview with management staff

evaluation are the extent to which JeCCDO has contributed to engage more people in social or political activities, has contributed to strengthening CSOs and their networks, has influenced public and private sector policies.

### **Capacity building of CBOs**

The main achievement with MFS funds in this area between 2011 and 2013 is the capacity building of CBOs related to education (mainly being PTSA's, CMC's, the KTEB, and the SAC (Social Accountability Council) in the areas of inclusive learning and the introduction of ICT. JeCCDO planned to introduce ICT materials for 20 Alternative Basic Education schools (ABE) and provided training for their teachers and facilitators. From the documents it could be concluded that 21 CBO participants attended a workshop (topic unknown), and seven teachers and facilitators were trained in computer skills. The program staff adds that JeCCDO linked the CBOs with relevant government sectors for technical support and follow up. In addition, JeCCDO in Bahir Dar has been engaging in Ethiopian Social Accountability Program (ESAP II) focusing on education and WASH since 2013. The aim is to further strengthen Social Accountability Councils which are operating mainly in schools to ensure quality of educational & WASH services. No results have yet been documented on this programme, which is of importance for civil society.

The programme staff furthermore mentions the expansion of JeCCDO to one of the rural kebeles at Dek Island of Lake Tana as an important achievement in the area of client satisfaction. Here a school capacity development project was started aimed at improving access to and quality of primary education at Gurer Primary school. The main activities at Dek Island with the funding from Edukans through ISEE are focusing on school improvement which includes: construction of classrooms, establishment of Water and Sanitation facilities in the school (both under progress at time of the interview); strengthening PTSA through trainings and experience sharing programs; and provision of learning teaching inputs.

A mid-term external evaluation (forthcoming) mentions that JeCCDO provided grants, equipment and furniture to school clubs to enable them generate income to sustain the supports of students from poor families. This is considered a viable strategy to promote access and quality of education in poor and marginalized communities on a sustainable manner.

### **Linking and Networking**

At community level, JeCCDO organised the celebration of the yearly international literacy day and used local media to promote the event. Other forms of networking mentioned at community level are the school competition and child talent development as well as awarding best performing teachers so as to motivate them to achieve more. A downside of the increased participation of school principals in networking activities is their decreased effort to accomplish JeCCDO's activities in line with the planned period of the programs. The principals claim the frequent meetings that they engage in at zonal and regional level are reasons for the low effort they exerted<sup>36</sup>.

In terms of the relation with the public sector on regional level, JeCCDO continued to maintain good relations with the government: the organization received different certificates and awards of recognition mainly from regional governments including the Amhara Region Education bureau and Bahir Dar City Administration.<sup>37</sup> In addition, upon invitations of respective regional governments JeCCDO has been sharing its experiences and good practices in its development approaches including in the education sector to governmental and non-governmental actors mainly in SNNPR and Dire Dawa City Administration.<sup>38</sup> The relation with the regional government is further strengthened via participation in the Amhara Region Basic Education Forum, which was organised eight times between 2011 and 2013<sup>39</sup>. In its engagement in the Forum, JeCCDO together with other member NGOs has managed to influence the government in terms of formulating the rules and regulation of the regional forum in a more NGO friendly manner where every actor has equal stake in the forum. In addition, JeCCDO has also been

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<sup>36</sup> Bi-annual report January –July 2014

<sup>37</sup> Interview with program staff

<sup>38</sup> Interview with management staff

<sup>39</sup> Based on project documents

lobbying the government mainly in Amhara Region to give adequate mass-media coverage in the promotion of education sector.<sup>40</sup>

JeCCDO has also been working closely with government universities mainly in the regional cities, including Addis Ababa University, Debre Berhan University, Hawassa University, Dire Dawa University and Bahir Dar University on research and joint learning and program implementation. Linking with the private sector is in an early stage and falls mainly within the HIV and livelihood project funded by Stop AIDS NOW. On an international level there has been contact with Heineken, and on local level the Amhara Credit and Savings Institute (ACSI) and the Ayou general hospital have been approached for possible collaboration and participation in the project’s steering committee.<sup>41</sup>

On a national level, as a focal organization to provide information to the Development Assistance Group in Ethiopia that is Tracking Trends in Ethiopia’s Civil Society (TECS), and as a Board member of CCRDA, JeCCDO has been involved in the efforts to influence the government to reconsider the new CSA legislation in general and the 70/30 program and administration cost proportion in particular.<sup>42</sup> From the project documents or the interviews conducted the contribution of JeCCDO to outcomes in this area could not be concluded upon.<sup>43</sup>

**Score baseline 2012 on an absolute scale from 0-3: 2**  
**Score end line 2014, relative change on a scale of (-2, +2): 1**

5.2.5 Civil Society Environment

The social, political and economic environment in which civil society operates affects its room for manoeuvre. The civil society context has been described in chapter 3. In this section we describe how ADAA is coping with that context.

In terms of the 70/30 percent regulation, JeCCDO is trying to adapt by initiating new projects that increase the program cost without causing significant administrative costs<sup>44</sup>. Additionally, JeCCDO has become more selective and careful in identifying programs and establishing partnerships.

In accordance with new regulation on the upgrading of ABEs into formal schools in 2012, JeCCDO has transformed all ABEs qualifying for the standards set by the Amhara Region Education Bureau to formal first cycle primary schools. To accomplish this JeCCDO needed to upgrade and equip the ABEs, which was done successfully as all ABEs centred were promoted to formal school structures.<sup>45</sup> As a result of upgrading the ABEs, the CMCs are no longer functional.<sup>46</sup>

**Score baseline 2012 on an absolute scale from 0-3: 2**  
**Score end line 2014, relative change on a scale of (-2, +2): 1**






5.3 To what degree are the changes attributable to the Southern partners?

This paragraph assesses the extent to which some outcomes achieved can be “attributed” to JeCCDO. Starting with an outcome, the evaluation team developed a model of change that identifies different

<sup>40</sup> Interview with Program staff  
<sup>41</sup> Interview with management staff  
<sup>42</sup> Idem  
<sup>43</sup> Additionally, Liana Hoornweg of the ICCO cooperation is not aware of any efforts of JeCCDO in this area.  
<sup>44</sup> Interview with management staff and interview with program staff  
<sup>45</sup> Based on email conversations between Edukans and JeCCDO  
<sup>46</sup> Reflection of research team after workshop with management and program staff

pathways that possibly explain the outcome achieved. Data collection was done to obtain evidence that confirms or rejects each of these pathways. Based upon this assessment, the evaluation team concludes about the most plausible explanation of the outcome and the most plausible relation between (parts of) pathways and the outcome. The relations between the pathways and the outcomes can differ in nature as is being explained in the following table.

**Table 4**  
*Nature of the relation between parts in the Model of Change*

Nature of the relation between parts and other parts or outcome	
The part is the only causal explanation for the outcome. No other interventions or factors explain it. (necessary and sufficient)	
The part does not explain the outcome at all: other subcomponents explain the outcomes.	
The part explains the outcome but other parts explain the outcome as well: there are multiple pathways (sufficient but not necessary)	
The part is a condition for the outcome but won't make it happen without other factors (necessary but not sufficient)	
The part is a contributory cause it is part of a 'package' of causal actors and factors that together are sufficient to produce the intended effect.	

Sources: Mayne, 2012; Stern et al, 2012

The following paragraph assesses JeCCDO's contribution to two outcomes. Each paragraph first describes the outcome achieved and the evidence obtained to confirm that the outcome has been achieved. It then presents the pathways identified that possibly explain the outcomes, as well as present information that confirms or refutes these pathways. The last section concludes in the first place about the most plausible explanation of the outcome, followed by a conclusion regarding the role of the SPO in explaining the outcome.

5.3.1 Access to quality education for marginalised and disabled persons

**The outcome achieved**

The evaluation team looked at the contribution the Parent Teacher Associations, Centre Management Committees, and Kebele Education and Training Boards (KETB) made to improve marginalised children's, including disabled children, access to quality education. In the first place the number of students enrolled increased from 12,185 in 2012 to 14,420 in 7 schools supported by JeCCDO. In the second place more than 30 disabled children were provided with education materials and included in the school system between 2011 and June 2014 and sign language training was provided to 45 members of families with children with hearing disabilities.

The Parent Teacher Associations (for formal schools) and Centre Management Committees (for ABEs) are responsible for the quality of education, the monitoring of children and identification of failing students, and the management of the school budget. Since 2012 they are increasingly following the performance and the ethics of students with regards to learning. The PTSAs and CMCs have been in charge of prioritising activities that improve the quality of the education.

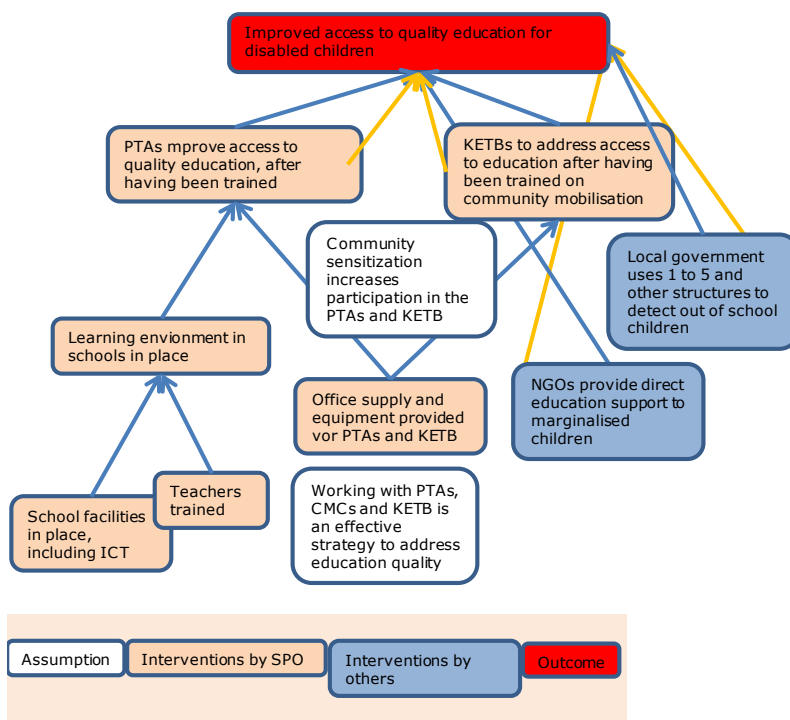
Also the Kebele Training and Education Board has become capable of addressing access to quality education. The board is established at Bahir Dar sub-city level and manages four schools located in the sub-city. Progress in their capacity to perform is reflected in terms of improved and timely registration of students, a decrease of school dropouts and, improved school discipline through continuous discussion with students and the community: prior to JeCCDO's intervention KEBT registration of children would continue until the end of November whereas classes start in September. As of 2011/2012 registration of school children finished in August. The dropout rate decreased from 10 to 5 percent due to the performing KEBTs and enrolment in the 7 schools that JeCCDO supports increased from 12,185 in 2012 to 14,420 children in 2014. The KETBs work together with the PTSAs and CMCs to set priorities for increased access and quality of education at school.



**Pathway 1: PTSAs and CMCs explain improved access to quality education**

Between 2012 and 2014 JeCCDO constructed school facilities, laboratories, libraries and latrines within 4 schools in the Bahir Dar area using MFS II funds. Additionally, the SPO provided ICT equipment and trained the teachers on basic computer training. The schools are managed by the PTSAs (Parent, Teacher and Students Associations) and CMCs (Centre Management Committee) that were strengthened by JeCCDO through providing office supplies and working material. Additionally, JeCCDO provided a workshop on school management and improvement programs in 2013 for 69 PTSA and Kebele Education and Training Board (KETB) members and organised four experience sharing visits for PTSAs, directors, and KETBs between 2011 and 2014.

The role of the PTSAs and CMCs differ per school, but overall both entities are responsible for the quality of education, the monitoring of children and identification of failing students, and the management of the school budget. A PTSA member interviewed elaborates they also use a list of registered households which they receive from Kebele offices to find disabled children. Besides this, they conduct awareness creation on the importance of the inclusiveness of children with a disability, even though the person interviewed admits other actors are more active in awareness creation activities. He furthermore states that the access for blind children has increased due to the implementation of an integrated/inclusive education system and the provision of necessary materials such as brail, tape recorders and walking sticks made available by JeCCDO. Teachers are furthermore trained on inclusive education<sup>47</sup>.



**Figure 1:** Pathways that possibly explain outcomes and conclusions about the nature of the relations between pathways and improved access to quality education for marginalised and disabled children.

As a result of these interventions, disabled children are in some schools able to function within the 1:5 educational system introduced by the government<sup>48</sup>. The PTSA member adds both groups mix well as he

<sup>47</sup> This is also recognised by the education office

<sup>48</sup> In other schools a special class is given to disabled children

observed that the hearing disabled children are mostly very bright in class and support the other students while the other students support the disabled by reading out loud.

Confirming evidence for this pathway is that the PTSAs were able to arrange the provision of one teacher per hearing disabled child during exams even though this is quite expensive.<sup>49</sup> The evaluation team furthermore observed that in the schools with a special class for disabled children, this class was<sup>50</sup> conducted during their presence even without the presence of CMC members. However, it is also mentioned that CMCs are no longer operational after the ABEs become formal schools.

### **Pathway 2: KETBs explain improved access to quality education**

Towards the same outcome, JeCCDO used MFS II funds to provide office supply and work equipment to KETBs (Kebele Education and Training Boards) in order to increase their capacity. These KETBs also received training from JeCCDO on community mobilization and inclusiveness of children into the education system. The idea is that this support creates capable KETBs that can strongly address the issue of access to education.

Whereas the role of the PTSA's and CMC's in improving access to education of marginalized children lies more in facilitating the adaptation process to make the schools accessible for marginalized children, the role of the KETBs is more on the level of awareness creation within the community on the importance of education. The KETBs are well informed on the situation in each household with respect to children and their access to education.<sup>51</sup> They go around the community to organise awareness creation meetings and they register children that are not in school at kebele level (including disabled children)<sup>52</sup>

### **Pathway 3: the local government explains improved access to quality education**

As a rival towards bringing about access to quality education for marginalized children, is the government using a 1:5 structure and community based groups (like women development groups or model households) to gather information and act where needed to bring out of school children to attend schools.

The 1:5 system is applied in all levels of society; students, teachers and community. At the students' level students are put in groups of six, amongst which one outstanding, two medium and three low performing students so they can support each other. The groups in a class report to the principal teacher who then reports to the administration and the administration reports to the PTSA. On the teacher's level, the system is mostly used to cascade trainings and information. At community level, the 1:5 system addresses many topics including access to education. You find this system in both model families and groups.

In terms of disabled children, the education office states that the whole region of Amhara has around 300-400 disabled students in schools and it is believed that 15-20% of the whole population of Ethiopia has one form of disability. The government supports disabled children by providing 350br per month for transportation, 600br per year for a uniform and free materials like wheelchairs, crutches, and brails. The support is mostly given to the visually impaired.

### **Pathway 4: Other NGOs explain improved access to good quality education.**

A second rival pathway consists of the interventions by other NGOs in the area. NGOs in the area provide direct educational support to marginalized and handicapped children by providing supplies like brail, walking cane/ crutches, wheelchairs and school materials.

According to all interviewees, the contribution of other NGOs in the area is mostly on facility provision, construction and the capacity building of teachers and not so much on capacitating the PTSAs and the KETBs. Almost all of the systems (inclusiveness, ICT, toilet, education system) that are in place for

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<sup>49</sup> Interview with school director

<sup>50</sup> Reflection of research team after workshop with management and program staff

<sup>51</sup> Interview with education office

<sup>52</sup> Interview with school director

disabled children were proposed and put in place by NGOs.<sup>53</sup> According to the education office the GO-NGO platform is planning the construction of a school for the disabled in Bahir Dar. On the topic of awareness creation, NGOs contribute by facilitating community conversations with all stakeholders and capacitating the PTAs and KETBs that do the awareness creation.

### **Conclusion**

Broadly speaking there are several trajectories that need to be in place to ensure quality education for marginalised and disabled persons.

In the first place school buildings need to be in place, equipped with the necessary materials and additional tools for disabled children (ramps etc). In the second place, teachers and facilitators (the trainers in the ABE centres), need to have the qualifications and the skills to provide a child centred and learning environment and need to be present during school hours. JeCCDO and other NGOs are contributing to these in Amhara region. In the third place, schools need to be accessible for marginalised and disabled children. This requires a community approach geared to attitude changes in favour of education of children with disabilities. Both the local government, PTAs and KETBs play a role in the mobilisation of these children and in ensuring that they can participate in school classes socially and technically. JeCCDO has provided some training to PTAs and KETBs although these activities are not part of its top priority interventions and other NGOs intervene on the same community issues.

JeCCDO's interventions therefore are necessary to explain increased access of marginalised and disabled children to quality education, but not sufficient: other actors as well contribute to this outcome.

### 5.3.2 Increased budget for education

For the second strategic orientation –networking- the same impact outcome was defined 'improving access to quality basic education for marginalized children'. This contribution analysis looks at the extent to which JeCCDO and the other members of the Amhara Cluster, were able to influence policies at Amhara regional level.

Due to the existence of networks like the Government – NGO network where NGOs such as the Amhara cluster and others get to share experiences and ideas and discuss on issues relating to education the budget assigned for education has increased from around 18 million in 2011 to 43 million birr in 2014<sup>54</sup>.

#### **Pathway 1- the Amhara cluster regularly attends forum meetings at regional level**

##### *Information confirming this pathway*

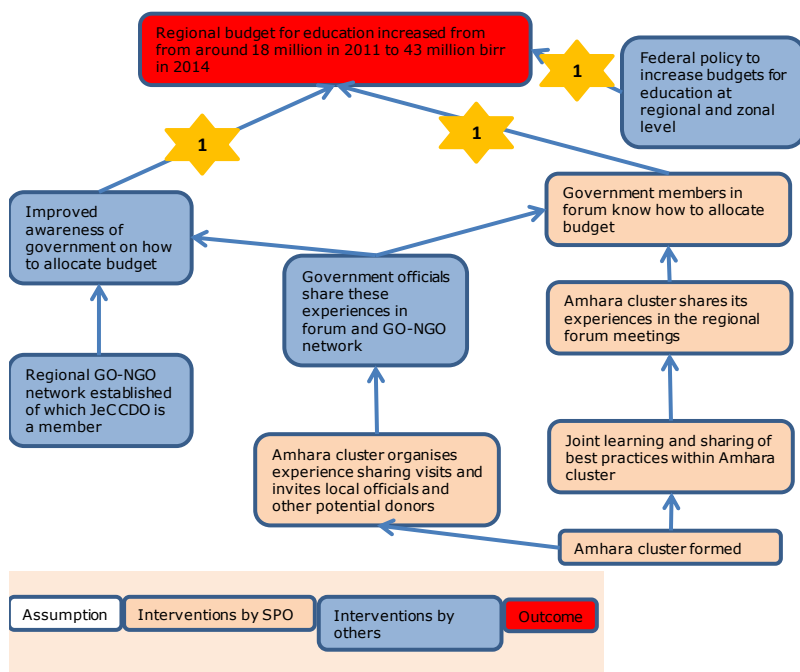
At regional level, each member of the Amhara cluster tries to engage with the Region General Education Quality Improvement forum of the government. The first pathway is believed to lead to the outcome of increased access to education for marginalized children, because the Amhara Cluster regularly attends the forum meetings, and presents its best practices and lessons learned regarding its work at the woreda level. As a result, their work has become more visible at the regional level and it is being respected by other stakeholders (including the regional government). As the cluster members are using the same approach, repetition of experiences by different NGOs in the forum resonates better amongst the audience and increases the visibility of the efforts by the Amhara cluster. In consequence the cluster has gained in respect and enables them to make suggestions for improved quality of- and access to- education that will be taken seriously.

The educational budget is being discussed in this forum but the forum is not that active as the district Government – NGO meetings. However the discussions in the regional forum raise the awareness of government officials at both district and regional level.

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<sup>53</sup> Interview with education office

<sup>54</sup> JeCCDO, WCAT and also the education bureau



**Figure 2:** Pathways that possibly explain outcomes and conclusions about the nature of the relations between pathways and the increased budget for education in Amhara region.

The forum meetings in which the Amhara cluster participated between 2011 and 2014 led to an increased attention for input provisions for schools, for identifying areas where schools were needed to ensure access to education.<sup>55</sup> The cluster was also made responsible for checking areas with severe community conditions that impede these communities to pay for school facilities and to provide focused support<sup>56</sup>. According to WCAT the quality of education improved, especially in terms of usage of supporting materials, it to be interpreted as the contribution of the cluster.

The forum was initiated by JeCCDO and as a result the cluster members play an important role in the discussions of the forum.<sup>57</sup> Additionally, JeCCDO is a large organisation and has a good image which increases their bargaining position and credibility.<sup>58</sup> The education office however argues that one cannot really pick one or two NGOs playing a more important role in the forum as each NGO shares his experiences and provides his own input.

*Information rejecting this pathway*

Evidence rejecting this pathway is an alternative approach taken on by the cluster to influence policy, which are the experience sharing visits organised between the member partners. During these visits other stakeholders, like government officials or potential donors, are invited along.<sup>59</sup> This way there is room for the partners to show best practices, to build a trust relationship and create a support base with important stakeholders. Because JeCCDO is a well-known organisation and maintains good relations with the government, the government officials that join these visits are high up and influential.<sup>60</sup>

**Pathway 2: JeCCDO is a member of the district government – NGO network**

An alternative pathway to increase access to education via networking is formed by JeCCDO being a member of the district GONGO network called GONGOs.

<sup>55</sup> It was decided that there should at least be 1 school in one kebele  
<sup>56</sup> Interview with WCAT  
<sup>57</sup> Interview with WCAT  
<sup>58</sup> Interview with Aniley Amentie (DEC)  
<sup>59</sup> Interview with Liana Hoornweg-ICCO cooperation  
<sup>60</sup> Interview with Aniley Amentie (DEC)

The GONGO is established at the district level and here budget issues are being discussed when NGOs raise the issue. It is at this level also that issues such as enrolment or quality of education at kebele level are being raised.

JeCCDO, along with 25 other NGOs, participates in this network which is a formal government network for the education sector. This network comes together to discuss the government's direction and how NGOs can support the government in increasing children's access to education and in improving quality education. In these meetings NGOs also report on their efforts.<sup>61</sup> The GONGOs network is smaller<sup>62</sup> than the forum and their meetings are more frequent.<sup>63</sup>

This pathway assumes that because JeCCDO is part of the GO-NGO network, it is able to share and discuss its best practices with other NGOs and concerned government offices in order to influence interventions and policy in the education sector, and therefore it plays a positive role in improving the education quality in the region. Because of the more frequent meetings, there is more room to discuss topics at the district GONGO level: only a limited amount of topics discussed here will be touched upon in the forum.<sup>64</sup>

### **Pathway 3: Primary education is the highest priority for the government**

As already mentioned in paragraph 2.3, primary education is the highest priority for the government and the federal ministry makes funds available to regional governments that then allocate funds to Regional Education Bureaus (REBs), followed by transfers to Zonal Education Bureaus (ZEB). Regions have a great deal of discretion in allocating funding to education and in choosing priorities and strategies. In a separate funding stream, the regional councils directly allocate funding to the woreda administrations through block grants and these also have a large amount of discretion in how to allocate these grants. The majority of the woreda block grants, ranging from 33 % to 66 %, usually go to education, with most of the resources being spent on teachers' salaries. The non-salary budget per student is small.

### **Conclusion**

The education budget has increased significantly from 18 million in 2011 to 43 million birr (USD 2.1 million) in 2014. In the first place this can be explained by the federal policy to make more funds available for education. With regards to the allocation of these funds, the forum meeting and that of the GONGO network could inform the government at regional level on the most effective strategies to improve the quality of education. At woreda level, the experience sharing visits organised by each member of the Amhara cluster and in which government officials and potential donor organisations take part, will provide ideas for the woreda and zonal education bureaus for the allocation of budgets. The aforementioned pathways are seemingly a part of a causal package that together explain the outcomes.

JeCCDO's role in this is considerable, because it is a rather big NGO with a good reputation and with strong relations at national, regional and local level: They manage to take high level government officials along on experience sharing visits which is an occasion to influence policies.

## **5.4 What is the relevance of these changes?**

### **5.4.1 Relevance of the changes in relation to the Theory of Change of 2012**

The 2012 theory of change constructed with JeCCDO formulates one overall goal: "improve access to quality education in the Amhara region". The focus for civil society strengthening was to increase the

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<sup>61</sup> JeCCDO also participates in other networks initiated by other NGOs with various aims, but none of these networks is directly related to improving access to basic education.

<sup>62</sup> All NGOs in the GONGO will also participate in the Region General Education Quality Improvement forum

<sup>63</sup> Interview with JeCCDO staff

<sup>64</sup> Interview with the education office

involvement of CSOs in school management, which has been realised by the strengthening of PTSA's, KETBs, and the social accountability council (SAC). The interventions needed to strengthen these CBOs were 1) training and experience sharing, 2) material support, 3) networking and collaboration between CBOs and 4) creating an enabling environment in school management.

The situation of the PTSA's in 2010 was described in terms of no gender balance, a low degree of involvement in the management of schools and irregular meetings. JeCCDO expressed their goal to work towards PTSA's of which 50 % are women and to improve the performance of these PTSA's. In terms of performance, their focus was to expand the PTSA's responsibility from not only fixing students' disciplines, but also to be involved in improving the quality of education. According to JeCCDO, the education management in Basic Education Centers in the operational areas improved, because members of PTSA's, CMCs, and KETBs were trained in playing their roles in school improvement program in 21 schools and ABE centres and experience sharing visits were conducted. However, the reports do not mention any outcomes related to these activities. Information on gender balance in 2014 is missing in the documents provided.

During the baseline, JeCCDO also expressed the need to capacitate KETBs. In 2010, KETBs were established but not operational because the *kebeles* were not in a position to run them.<sup>65</sup> The goal was expressed that KETBs would increase the number of solved cases by 50 % in 2014 and that they will meet more regularly (75 % of meetings conducted according to standard). The project documents did not provide information whether these targets were met.

#### 5.4.2 Relevance of the changes in relation to the context in which the SPO is operating

The current (2014) access to education in the Amhara region is 89%.<sup>66</sup> In accordance with new regulation on the development of ABEs to formal schools in 2012, JeCCDO has transformed all ABEs qualifying for the standards set by the Amhara Region Education Bureau formal first cycle primary schools. To accomplish this JeCCDO needed to upgrade and equip the ABEs, which was done successfully as all ABEs centred were promoted to formal school structures.

In this regard, JeCCDO complemented the government efforts in accessing quality education to children. Additionally, the project, together with the district education office, selected and addressed the schools, which were among the least performing before the intervention.<sup>67</sup> The majority of the communities served by the target schools are poor and had no adequate income to send their children to school. By doing so, JeCCDO also prioritized communities where pronounced government gaps were observed in discharging its responsibility of ensuring equitable social services, particularly for the disadvantaged segment of the community.

#### 5.4.3 Relevance of the changes in relation to the policies of the MFS II alliance and the CFA

On the ICCO-alliance level, capacity building of southern partners is selected as a focal point and approximately 50% of the MFS II budget is allocated to reach this goal. Consequently, training is provided on cluster level to increase impact and also to increase the level playing field for policy influencing by creating a mass.<sup>68</sup> Next to building capacity, accountability towards the community is an important theme on alliance level. To involve the community, community dialogues are organised on kebele level by the cluster partners. It is said that JeCCDO also organises these community dialogues<sup>69</sup> but this could not be verified based on the project documents.

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<sup>65</sup> Baseline report JeCCDO

<sup>66</sup> Project plan considerations 2014

<sup>67</sup> Mid-term evaluation report by Geda consult, Forthcoming

<sup>68</sup> Interview with Liana Hoornweg – ICCO cooperation

<sup>69</sup> Idem

ICCO expressed its appreciation for the clusters performance on implementing inclusive education.<sup>70</sup> Compared to the other cluster members however, JeCCDO's outcomes in this area remain limited.<sup>71</sup> Within the Edukans' Star Model<sup>72</sup>, JeCCDO's efforts are concentrated on the 'a safe learning environment' pillar as their outcomes mainly lay in improved education service provision and less on the 'inclusiveness of parents and community' pillar, even though both the leading partner as the CFA suggested they would divide their efforts over the pillars.<sup>73</sup>

## 5.5 Explaining factors

### 5.5.1 Internal factors

Historically, JeCCDO's gained a lot of experience in service provision activities and accordingly they have built strong relations with the local government in complementing their efforts in the education sector by building schools and providing education material.<sup>74</sup> Their efforts in this field are acknowledged by many stakeholders and as a result JeCCDO sees no need to shift their focus to building a stronger civil society or increased community involvement as is expected on cluster level.<sup>75</sup>

On the financial part, JeCCDO did not budget for personnel and other overhead costs.<sup>76</sup> I was also observed by the financial department of the CFA, that the civil society items in the program plan did not match the budgeted items in 2013.

### 5.5.2 External factors

An external factor mentioned by the cluster members is the budget always reaching them 4 to 6 months later than due dates which causes delays in implementation of the program.<sup>77</sup> Additionally, the 70-30 law is causing challenges for many organizations, also for the Amhara Cluster partners. As previously mentioned, 70% of costs have to be directed to project implementation, 30% is for training, overhead and networking. This is perceived as very tight, considering that the capacity building of partners and community based organizations (such CMC's and PTSA's) have to paid from this budget. Ignoring these rules leads to disapproval of the program from the government, as a result of which the program may have to be terminated.

Other external factors that may have influenced the program's impact are the disinclination of teachers to use computers in their day to day teaching learning activities and the delay in the completion of school infrastructures such as libraries by contractors which resulted in to provide service to students in accordance with the framed schedules.<sup>78</sup>

### 5.5.3 Relations CFA-SPO

The ICCO cooperation, representing Edukans, is the contracting partner. The role of the ICCO Alliance is to finance and advise the cluster during the implementation. For this reason, the program officer Education of the ICCO Alliance in Kampala coordinates the direct contact with the Amhara cluster. Relations between this program officer and the cluster lead WCAT are good, but her influence on the

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<sup>70</sup> Feedback on progress reporting 2014

<sup>71</sup> Interview with Liana Hoornweg – ICCO cooperation

<sup>72</sup> <http://kennisbank.edukans.nl/de-edukans-aanpak/670-het-edukans-ster-school-model/>.

<sup>73</sup> Interview with Liana Hoornweg – ICCO cooperation

<sup>74</sup> Idem

<sup>75</sup> Idem

<sup>76</sup> Project plan considerations 2014

<sup>77</sup> In 'Amhara cluster explanations'

<sup>78</sup> Bi-annual report JeCCDO January-June 2014

strategy of individual cluster members is minimal as this mandate has been handed over to the lead partner WCAT.<sup>79</sup> In October 2014, explanation was asked by the Edukans on a perceived shift of focus from the cluster from creating better access to the relevance and quality of education.<sup>80</sup> Additionally, the specific attention to children with disabilities was perceived as positive, though it was asked whether the outcomes of the efforts to include them could be monitored and shared.

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<sup>79</sup> Interview with Liana Hoornweg – ICCO Alliance

<sup>80</sup> Peer review WCAT cluster by Jennifer de Boer



## 6 Discussion

### 6.1 Design of the intervention

Research on Non-Formal Education (NFE) initiatives indicate that this type of approaches to education may be more relevant and accessible to students and community members than formal education, including that it may enhance the participation of girls and marginalized populations. It may also be less costly to both the implementers and the communities than formal education (Anis, 2007). Other research suggests that NFE in reality are, or may be perceived as being neither of second rate to formal education, and thus neither be more relevant to the communities nor enhance the demand and participation in education (Bedanie et al., 2007).

A study conducted by Linussen (2009) looked at how participants and guardians of participants perceive the quality and relevance of the Alternative Basic Education (ABE) program in the Amhara National Region of Ethiopia. The findings indicate that the participants of the program and guardians of participants in ABE which were included in the study valued the ABE program positively to a large extent. Some areas of improvement were identified, such as the infrastructure of the Alternative Basic Education Centres (ABEC); the order and discipline in the ABECs; and the attendance of the facilitators. In other areas, such as the organization of the education and the intended strategies on adapting to local needs were perceived to be of good quality, but it should be ensured that those intentions are being followed up in practice.

JeCCDO handed over the ABEs to the government in accordance with government regulation and adopted the approach of providing educational services to the ABE centres. Additionally they moved their focus to IFAL and the integration of disabled children into the school system. In terms of civil society building, JeCCDO's intervention strategy of being an educational service provider is not built on community involvement and linking and networking within the civil society arena by bringing influential actors together in either community conversation groups or committees. In contrast to the other Amhara cluster members, JeCCDO is not putting an emphasis on the organisation of community dialogues. As a result, the potential of building community capacity to ensure common action for good quality and accessible education is not reached. This makes the sustainability of the program questionable.

In terms of replicability, the construction of libraries, laboratories or latrines and the provision of educational material is replicable. However, JeCCDO's strong relation with the government on multiple levels has developed over the years as has its reputation. The local evaluation team also sees the advantages of these good relations: Working on a given location for a number of years and establishing close relationship with local public offices is a great asset, especially when touching cultural issues such as girls' education. Currently however, JeCCDO's good relations are only minimally used for policy influencing activities.

# 7 Conclusion

## **Changes in the civil society arena of the SPO**

In the 2012 – 2014 period the two most important changes that took place in the civil society arena of the JeCCDO relate to civic engagement and perception of impact. With regards to civic engagement an estimated 75 children with disabilities got access to primary school education. Access to education for disabled children means that they can become an integrated part in society.

With regards to perception of impact the most significant changes consist of JeCCDO having built the capacities of Parent, Teacher and Students Associations and Kebele Education and Training Boards who are in charge of managing schools and ensuring that children, also those with disabilities, get access to these schools. These PTSAs and KETBs engage with local governments to solve practical problems that hamper childrens' access to schools. JeCCDO and the other partners in the Amhara cluster have strengthened their relations with the Regional Basic Education Forum and the SPO was able to formulate the rules and regulations of the forum in a more NGO friendly manner.

## **Contribution Analysis**

The evaluation team looked at the extent to which JeCCDO contributed to ensure quality education for marginalised and disabled children. JeCCDO's interventions explain that marginalized and disabled children access education, but other actors also contribute to this outcome.

The evaluation team looked at the extent to which JeCCDO contributed to the increase of the regional budget from 18 million in 2011 to 43 million birr (USD 2.1 million) in 2014. In the first place this can be explained by the federal policy to make more funds available for education. The allocation of these funds is being influenced by a regional forum in which all NGO's in the Amhara cluster participate, the regional Government – NGO forum in which JeCCDO participates, and the experience sharing visits organised by each member of the Amhara cluster and in which government officials and potential donor organisations take part, will provide ideas for the woreda and zonal education bureaus for the allocation of budgets. JeCCDO is a rather big NGO with a good reputation and with strong relations at national, regional and local level: They manage to take high level government officials along on experience sharing visits which is an occasion to influence policies.

## **Relevance**

With regards to the baseline ToC, the relevance of the interventions and outcomes could not be decided upon since outcomes of the trainings provided to educational CBOs were not documented

With regards to the context in which JeCCDO is operating, its interventions and outcomes are relevant in that they were influential in prioritizing communities where pronounced government gaps were observed in discharging its responsibility of ensuring equitable social services, particularly for the disadvantaged segment of the community, because of their strong relations with the district education office.

With regards to the CS policies of Edukans and the ICCO cooperation, the interventions and outcomes on cluster level are relevant, because the partners made significant progress on community involvement and inclusiveness. However, JeCCDO's activities remained mainly in the establishment of creating a safe learning environment, and less in increasing community involvement. Hence their interventions and outcomes are less relevant with regards to the CS policies of Edukans and the ICCO cooperation.

## **Explaining factors**

JeCCDO's gained a lot of experience in service provision activities and accordingly they have built strong relations with the local government in complementing their efforts in the education sector by building schools and providing education material. Their efforts in this field are acknowledged by many stakeholders and as a result JeCCDO sees no need to shift their focus to building a stronger civil society or increased community involvement as is expected on cluster level.

An external factor mentioned by the cluster members is the budget always reaching them 4 to 6 months later than due dates which causes delays in implementation of the program. Additionally, the 70-30 law is causing challenges for many organizations, also for the Amhara Cluster partners.

With regards to the relation between Edukans and JeCCDO we observe that the responsibility of the performance of the cluster partners lies with the lead partner WCAT.

**Design**

With regards to the design of the intervention, JeCCDO’s intervention strategy of being an educational service provider is not built on community involvement and linking and networking within the civil society arena by bringing influential actors together in either community conversation groups or committees. In contrast to the other Amhara cluster members, JeCCDO is not putting an emphasis on civil society building, ensuring that communities see the importance of sending their children, also the disabled to school. As a result, the potential of building community capacity to ensure common action for good quality and accessible education is not reached. This makes the sustainability of the program questionable.

**Table 5**  
*Summary of findings.*

When looking at the MFS II interventions of this SPO to strengthen civil society and/or policy influencing, how much do you agree with the following statements?	Score
The CS interventions were well designed	4
The CS interventions were implemented as designed	3
The CS interventions reached their objectives	5
The observed outcomes are attributable to the CS interventions	4
The observed CS outcomes are relevant to the beneficiaries of the SPO	6

Score between 1 to 10, with 1 being "not at all" and 10 being "completely".

# References and resource persons

## **Documents by SPO**

<i>Title</i>	<i>Year</i>
Brief Description of the Amhara Cluster Program (2011-2015): WCAT,NED, FC and JeCCDO	?
Final project proposal Amhara Cluster	2010
Amhara Cluster annual report (April to December 2011)	2011
Financial summary for the four organizations 2012	2012
Financial plan summary for the year 2013 Amhara Cluster Organizations	2013
Physcial plan for the year 2013 Amhara Cluster Organizations	2013
Progress report Amhara Cluster Partners 2012	2013
Amhara cluster physical plan 2014	2014
Amhara cluster financial plan 2014	2014
Brief description of the Amhara Cluster program 2014	2014
Annual project update 1-1-2013 until 31-12-2013	2014
Progress report JeCCDO 2012	2012
Bi-annual progress report JeCCDO January-June 2014	2014
Monitoring report JeCCDO	2014
Amhara Cluster Partners project proposal 2012	2012

## **Documents by CFA**

<i>Title</i>	<i>Year</i>
'Briefing on the questions raised'- email conversation between ICCO Kampala (Liana Hoornweg & Gerald Nuwamanya) and WCAT (Mestika Negash)	2014
Contract Edukans-WCAT 1-1-2012 until 31-12-2012	
Contract ICCO Cooperation – WCAT 1-1-2013 until 31-12-2013	2013
Contract ICCO & Kerk in Actie – WCAT 1-1-2012 until 31-12-2012	2012
Project Plan considerations 2014	2014
Project Plan considerations 2012	2012
Summary EAT-assessment report	2012
Feedback on progress reporting 2014	2014
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## **Documents by Alliance**

<i>Title</i>	<i>Year</i>
ICCO Alliance Progress Report	2011
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### Resource persons consulted

<i>Name of key informant</i>	<i>Organisation</i>	<i>Function in organisation</i>	<i>Relation with SPO</i>	<i>Contact details including e-mail.</i>
Mulugeta Gebru	JeCCDO	Executive Director		jeccdo@ethionet.et
Girma Kebede	JeCCDO	Program Manager		jeccdo@ethionet.et
Bayable Balew	JeCCDO	Head, Access to Basic Service (ABS) Unit		jeccdo@ethionet.et
Hailu Tafesse	JeCCDO	Head, Climate Change AdaPTSAtion, Disaster Risk Reduction and Livelihood Unit		jeccdo@ethionet.et
Jad Alemu	JeCCDO	Senior ABS Program Officer		jeccdo@ethionet.et
Mulugeta Kassa	Education bureau	Vice Chairman of the City Administration Education bureau		
Endalew Siyoum	Meskerem 16 primary school	Teacher	Receives support to work on beneficiaries	-
Tadesse Tewolde	Hidar 11 Sub-City Training and Education Board	Member	Receives support to work on beneficiaries	-
Tadesse	Hidar 11 Sub-City Training	Member	Receives support to	-

Alemayehu Zeleke Tegegn	and Education Board Meskerem 16 School Parents and Teachers Association (PTSA)	Chairperson	work on beneficiaries Receives support to - work on beneficiaries
Shawel Dawud	Meskerem 16 School Parents and Teachers Association (PTSA)	Member	Receives support to work on beneficiaries
Efrem Tigab	WTCA office	Amhara Cluster Coordinator	Collaborating with - SPO
Mulugeta Gebru	JeCCDO	Executive Director	jeccdo@ethionet.et
Girma Kebede	JeCCDO	Program Manager	jeccdo@ethionet.et
Bayable Balew	JeCCDO	Head, Access to Basic Service (ABS) Unit	jeccdo@ethionet.et
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# Appendix 1 CIVICUS and Civil Society Index Framework

CIVICUS, the World Alliance for Citizen Participation is an international alliance of members and partners which constitutes an influential network of organisations at the local, national, regional and international levels, and spans the spectrum of civil society. It has worked for nearly two decades to strengthen citizen action and civil society throughout the world. CIVICUS has a vision of a global community of active, engaged citizens committed to the creation of a more just and equitable world. This is based on the belief that the health of societies exists in direct proportion to the degree of balance between the state, the private sector and civil society.

One of the areas that CIVICUS works in is the Civil Society Index (CSI). Since 2000, CIVICUS has measured the state of civil society in 76 countries. In 2008, it considerably changed its CSI.

## 1.1 Guiding principles for measuring civil society

**Action orientation:** the principal aim of the CSI is to generate information that is of practical use to civil society practitioners and other primary stakeholders. Therefore, its framework had to identify aspects of civil society that can be changed, as well as generate knowledge relevant to action-oriented goals.

**CSI implementation must be participatory by design:** The CSI does not stop at the generation of knowledge alone. Rather, it also actively seeks to link knowledge-generation on civil society, with reflection and action by civil society stakeholders. The CSI has therefore continued to involve its beneficiaries, as well as various other actors, in this particular case, civil society stakeholders, in all stages of the process, from the design and implementation, through to the deliberation and dissemination stages.

This participatory cycle is relevant in that such a mechanism can foster the self-awareness of civil society actors as being part of something larger, namely, civil society itself. As a purely educational gain, it broadens the horizon of CSO representatives through a process of reflecting upon, and engaging with, civil society issues which may go beyond the more narrow foci of their respective organisations. A strong collective self-awareness among civil society actors can also function as an important catalyst for joint advocacy activities to defend civic space when under threat or to advance the common interests of civil society vis-à-vis external forces. These basic civil society issues, on which there is often more commonality than difference among such actors, are at the core of the CSI assessment.

**CSI is change oriented:** The participatory nature that lies at the core of the CSI methodology is an important step in the attempt to link research with action, creating a diffused sense of awareness and ownerships. However, the theory of change that the CSI is based on goes one step further, coupling this participatory principle with the creation of evidence in the form of a comparable and contextually valid assessment of the state of civil society. It is this evidence, once shared and disseminated, that ultimately constitutes a resource for action.

**CSI is putting local partners in the driver's seat:** CSI is to continue being a collaborative effort between a broad range of stakeholders, with most importance placed on the relationship between CIVICUS and its national partners.

## 1.2 Defining Civil Society

The 2008 CIVICUS redesign team modified the civil society definition as follows:

*The arena, outside of the family, the state, and the market – which is created by individual and collective actions, organisations and institutions to advance shared interests.*

*Arena:* In this definition the arena refers to the importance of civil society's role in creating public spaces where diverse societal values and interests interact (Fowler 1996). CSI uses the term 'arena' to describe the particular realm or space in a society where people come together to debate, discuss, associate and seek to influence broader society. CIVICUS strongly believes that this arena is distinct from other arenas in society, such as the market, state or family.

Civil society is hence defined as a political term, rather than in economic terms that resemble more the 'non-profit sector'.

Besides the spaces created by civil society, CIVICUS defines particular spaces for the family, the state and the market.

*Individual and collective action, organisations and institutions:* Implicit in a political understanding of civil society is the notion of agency; that civil society actors have the ability to influence decisions that affect the lives of ordinary people. The CSI embraces a broad range of actions taken by both individuals and groups. Many of these actions take place within the context of non-coercive organisations or institutions ranging from small informal groups to large professionally run associations.

*Advance shared interests:* The term 'interests' should be interpreted very broadly, encompassing the promotion of values, needs, identities, norms and other aspirations.

They encompass the personal and public, and can be pursued by small informal groups, large membership organisations or formal associations. The emphasis rests however on the element of 'sharing' that interest within the public sphere.

### 1.3 Civil Society Index- Analytical Framework

The 2008 Civil Society Index distinguishes 5 dimensions of which 4 (civic engagement, level of organisation, practice of values and perception of impact), can be represented in the form of a diamond and the fifth one (external environment) as a circle that influences upon the shape of the diamond.

*Civic Engagement*, or 'active citizenship', is a crucial defining factor of civil society. It is the hub of civil society and therefore is one of the core components of the CSI's definition. Civic engagement describes the formal and informal activities and participation undertaken by individuals to advance shared interests at different levels. Participation within civil society is multi-faceted and encompasses socially-based and politically-based forms of engagement.

*Level of Organisation.* This dimension assesses the organisational development, complexity and sophistication of civil society, by looking at the relationships among the actors within the civil society arena. Key sub dimensions are:

- Internal governance of Civil Society Organisations;
- Support infrastructure, that is about the existence of supporting federations or umbrella bodies;
- Self-regulation, which is about for instance the existence of shared codes of conducts amongst Civil Society Organisations and other existing self-regulatory mechanisms;
- Peer-to-peer communication and cooperation: networking, information sharing and alliance building to assess the extent of linkages and productive relations among civil society actors;
- Human resources, that is about the sustainability and adequacy of human resources available for CSOs in order to achieve their objectives:
  - Financial and technological resources available at CSOs to achieve their objectives;



- International linkages, such as CSO’s membership in international networks and participation in global events.

*Practice of Values.* This dimension assesses the internal practice of values within the civil society arena. CIVICUS identified some key values that are deemed crucial to gauge not only progressiveness but also the extent to which civil society’s practices are coherent with their ideals. These are:

- Democratic decision-making governance: how decisions are made within CSOs and by whom;
- Labour regulations: includes the existence of policies regarding equal opportunities, staff membership in labour unions, training in labour rights for new staff and a publicly available statement on labour standards;
- Code of conduct and transparency: measures whether a code of conduct exists and is available publicly. It also measures whether the CSO’s financial information is available to the public.
- Environmental standards: examines the extent to which CSOs adopt policies upholding environmental standards of operation;
- Perception of values within civil society: looks at how CSOs perceive the practice of values, such as non-violence. This includes the existence or absence of forces within civil society that use violence, aggression, hostility, brutality and/or fighting, tolerance, democracy, transparency, trustworthiness and tolerance in the civil society within which they operate.

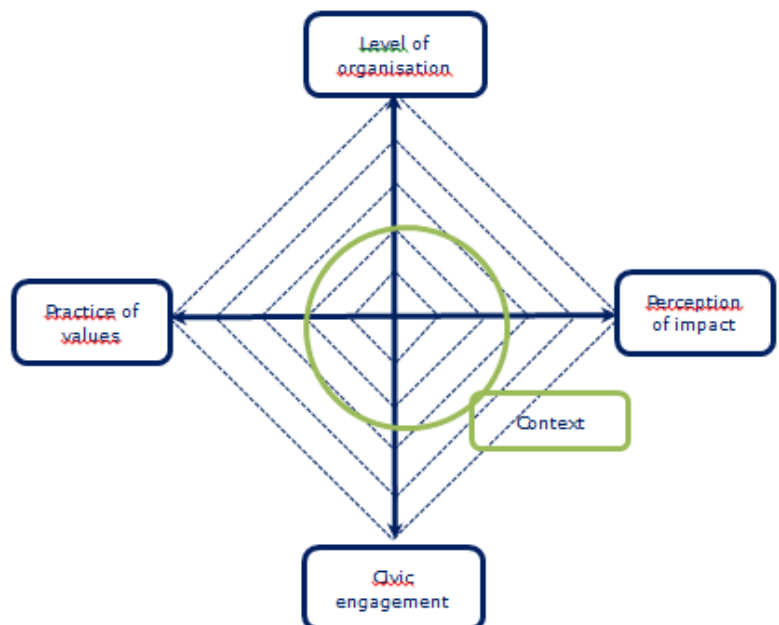
*Perception of Impact.* This is about the perceived impact of civil society actors on politics and society as a whole as the consequences of collective action. In this, the perception of both civil society actors (internal) as actors outside civil society (outsiders) is taken into account. Specific sub dimensions are

- Responsiveness in terms of civil society’s impact on the most important social concerns within the country. “Responsive” types of civil society are effectively taking up and voicing societal concerns.
- Social impact measures civil society’s impact on society in general. An essential role of civil society is its contribution to meet pressing societal needs;
- Policy impact: covers civil society’s impact on policy in general. It also looks at the impact of CSO activism on selected policy issues;
- Impact on attitudes: includes trust, public spiritedness and tolerance. The sub dimensions reflect a set of universally accepted social and political norms. These are drawn, for example, from sources such as the Universal Declaration of Human Rights, as well as CIVICUS’ own core values. This dimension measures the extent to which these values are practised within civil society, compared to the extent to which they are practised in society at large.

*Context Dimension: External*

*Environment.* It is crucial to give consideration to the social, political and economic environments in which it exists, as the environment both directly and indirectly affects civil society. Some features of the environment may enable the growth of civil society. Conversely, other features of the environment hamper the development of civil society. Three elements of the external environment are captured by the CSI:

- Socio-economic context: The Social Watch’s basic capabilities index and measures of corruption, inequality and macro-economic health are used to portray the socioeconomic context that can have marked consequences for civil society, and perhaps most significantly at the lower levels of social development;



- Socio-political context: This is assessed using five indicators. Three of these are adapted from the Freedom House indices of political and civil rights and freedoms, including political rights and freedoms, personal rights and freedoms within the law and associational and organisational rights and freedoms. Information about CSO experience with the country's legal framework and state effectiveness round out the picture of the socio-political context;
- Socio-cultural context: utilises interpersonal trust, which examines the level of trust that ordinary people feel for other ordinary people, as a broad measure of the social psychological climate for association and cooperation. Even though everyone experiences relationships of varying trust and distrust with different people, this measure provides a simple indication of the prevalence of a world view that can support and strengthen civil society. Similarly, the extent of tolerance and public spiritedness also offers indication of the context in which civil society unfolds.

# Appendix 2 Methodology

This appendix describes the evaluation methodology that was developed to evaluate the efforts of Dutch NGOs and their Southern Partner Organisations (SPO) to strengthen Civil Society in India, Ethiopia and Indonesia. The first paragraph introduces the terms of reference for the evaluation and the second discusses design issues, including sampling procedures and changes in the terms of reference that occurred between the 2012 and 2014 assessment. The third paragraph presents the methodologies developed to answer each of the evaluation questions. The evaluation team uses the qualitative software programme NVIVO and how this is being used is presented in paragraph 1.4.

## 2.1 Introduction

### 2.1.1 Terms of reference for the evaluation

The Netherlands has a long tradition of public support for civil bi-lateral development cooperation, going back to the 1960s. The Co-Financing System ('MFS) is its most recent expression. MFS II is the 2011-2015 grant programme which meant to achieve sustainable reduction in poverty. A total of 20 consortia of Dutch Co Financing Agencies have been awarded €1.9 billion in MFS II grants by the Dutch Ministry of Foreign Affairs (MoFA).

One component of the MFS II programme addresses the extent to which the Southern Partners of the Dutch Consortia are contributing towards strengthening civil society and this evaluation assesses this contribution for Southern Partner countries in Indonesia, India and Ethiopia. The evaluation comprised a baseline study, carried out in 2012, followed by an end line study in 2014.

The entire MFS II evaluation comprises assessments in eight countries where apart from a civil society component, also assessments towards achieving MDGs and strengthening the capacity of the southern partner organisations by the CFAs. A synthesis team is in place to aggregate findings of all eight countries. This team convened three synthesis team meetings, one in 2012, one in 2013 and one in 2014. All three meetings aimed at harmonising evaluation methodologies for each component across countries. CDI has been playing a leading role in harmonising its Civil Society and Organisational Capacity assessment with the other organisations in charge for those components in the other countries.

This appendix describes the methodology that has been developed for the evaluation of the efforts to strengthen civil society priority result area. We will first explain the purpose and scope of this evaluation and then present the overall evaluation design. We will conclude with describing methodological adaptations, limitations and implications.

### 2.1.2 Civil Society assessment – purpose and scope

The overall purpose of the joint MFS II evaluations is to account for results of MFS II-funded or –co-funded development interventions implemented by Dutch CFAs and/or their Southern partners and to contribute to the improvement of future development interventions.

The civil society evaluation is organised around 5 key questions:

- What are the changes in civil society in the 2012-2014 period, with particular focus on the relevant MDGs & themes in the selected country?
- To what degree are the changes identified attributable to the development interventions of the Southern partners of the MFS II consortia (i.e. measuring effectiveness)?
- What is the relevance of these changes?

- Were the development interventions of the MFS II consortia efficient?
- What factors explain the findings drawn from the questions above?

Furthermore, the evaluation methodology for efforts to strengthen civil society should:

- Describe how a representative sample of Southern partner organisations of the Dutch CFAs in the country will be taken
- Focus on five priority result areas that correspond with dimensions of the Civil Society Index (CSI) developed by CIVICUS (see paragraph 6.4 - Call for proposal). For each of those dimensions the call for proposal formulated key evaluation questions.
- Should compare results with available reference data (i.e. a CSI report or other relevant data from the country in question).

The results of this evaluation are to be used by the Dutch Ministry of Foreign Affairs, the Dutch Consortia and their partner organisations. The evaluation methodology has to be participatory in the sense that Dutch Consortia and their partner organisation would be asked to give their own perception on a range of indicators of the adjusted CIVICUS analytical framework in 2012 and in 2014.

## 2.2 Designing the methodology

### 2.2.1 Evaluation principles and standards

The overall approach selected is a participatory, theory-based evaluation through a before and after comparison. This paragraph briefly describes these principles and how these have been translated into data collection principles. It also describes how a 'representative sample' of Southern Partner Organisations was selected and how the initial terms of references were adjusted with the consent of the commissioner of the evaluation, given the nature of the evaluation component and the resources available for the evaluation.

#### *Recognition of complexity*

The issues at stake and the interventions in civil society and policy influence are complex in nature, meaning that cause and effect relations can sometimes only be understood in retrospect and cannot be repeated. The evaluation methods should therefore focus on recurring patterns of practice, using different perspectives to understand changes and to acknowledge that the evaluation means to draw conclusions about complex adaptive systems (Kurtz and Snowden, 2003)<sup>81</sup>.

Changes in the values of the Civil Society Indicators in the 2012-2014 period are then the result of conflict management processes, interactive learning events, new incentives (carrots and sticks) that mobilise or demobilise civil society, rather than the result of a change process that can be predicted from A to Z (a linear or logical framework approach)<sup>82</sup>.

#### *A theory-based evaluation*

Theory-based evaluation has the advantage of situating the evaluation findings in an analysis that includes both what happened over the life of the project as well as the how and why of what happened (Rogers 2004). It demonstrates its capacity to help understand why a program works or fails to work, going further than knowing only outcomes by trying to systematically enter the black box (Weiss 2004).

Theory-based evaluations can provide a framework to judge effectiveness in context of high levels of complexity, uncertainty, and changeability when traditional (impact) evaluation methods are not suitable: the use of control groups for the civil society evaluation is problematic since comparable organizations with comparable networks and operating in a similar external environment would be quite difficult to identify and statistical techniques of matching cannot be used because of a small n.

<sup>81</sup> C. F. Kurtz, D. J. Snowden, The new dynamics of strategy: Sense-making in a complex and complicated world, in IBM Systems Journal vol 42, no 3, 2003)

<sup>82</sup> Caluwe de, L & Vermaak H. (2003) "Learning to Change. A Guide for Organization Change Agents" Sage Publications.

Because SPO's theories of change regarding their efforts to build civil society or to influence policies may alter during the 2012-2014 period, it requires us to develop a deep understanding of the change process and the dynamics that affect civil society and policies. It is important to understand what has led to specific (non-) changes and (un)-expected changes. These external factors and actors, as well as the SPO's agency need to be taken into account for the attribution question. Linear input-activities-outputs-outcomes-impact chains do not suffice for complex issues where change is both the result of SPOs' interventions as those by other actors and/or factors.

Therefore, the most reasonable counterfactual that can be used for this evaluation is that of considering alternative causal explanations of change (White and Philips, 2012). Therefore the SPOs' Theory of Change constructed in 2012 is also related to a Model of Change constructed in 2014 that tries to find the ultimate explanations of what happened in reality, including other actors and factors that might possibly explain the outcomes achieved.

#### *Triangulation of methods and sources of information*

For purposes of triangulation to improve the robustness, validity or credibility of the findings of the evaluation we used different types of data collection and analysis methods as well as different sources of information. The CIVICUS analytical framework was adjusted for this evaluation in terms of providing standard impact outcome indicators to be taken into account. Data collection methods used consisted of workshops with the SPO, interviews with key resource persons, focus group discussions, social network analysis (during the baseline), consultation of project documents; MFS II consortia documents and other documents relevant to assess general trends in civil society.

#### *Participatory evaluation*

The evaluation is participatory in that both baseline and end line started with a workshop with SPO staff, decision makers and where possible board members. The baseline workshop helped SPOs to construct their own theory of change with regards to civil society. Detailed guidelines and tools have been developed by CDI for both baseline and follow-up, and these have been piloted in each of the countries CDI is involved in. Country based evaluators have had a critical input in reviewing and adapting these detailed guidelines and tools. This enhanced a rigorous data collection process. Additionally, the process of data analysis has been participatory where both CDI and in-country teams took part in the process and cross-check each other's inputs for improved quality. Rigorous analysis of the qualitative data was done with the assistance of the NVivo software program.

#### *Using the evaluation standards as a starting point*

As much as possible within the boundaries of this accountability driven evaluation, the evaluation teams tried to respect the following internationally agreed upon standards for program evaluation (Yarbrough et al, 2011). These are, in order of priority: Utility; Feasibility; Propriety; Accuracy; Accountability. However, given the entire set-up of the evaluation, the evaluation team cannot fully ensure the extent to which the evaluation is utile for the SPO and their CFAs; and cannot ensure that the evaluation findings are used in a proper way and not for political reasons;

## 2.2.2 Sample selection

The terms of reference for this evaluation stipulate that the evaluators draw a sample of southern partner organisations to include in the assessment. Given the fact that the first evaluation questions intends to draw conclusions for the MDGs or the themes (governance or fragile states) for each countries a sample was drawn for the two or three most frequent MDGs or themes that the SPOs are working in.

The Dutch MFS II consortia were asked to provide information for each SPO regarding the MDG/theme it is working on, if it has an explicit agenda in the area of civil society strengthening and/or policy influence. The database then give an insight into the most important MDG/themes covered by the partner organisations, how many of these have an explicit agenda regarding civil society strengthening and/or policy influence. For Indonesia, 5 partner organisations were randomly selected for respectively MDG 7 (natural resources) and 5 for the governance theme. For India 5 SPOs were selected for MDG 1 (economic or agricultural development) and 5 others for the theme governance. The sample in Ethiopia

consists of 3 SPOs working on MDG 4,5 and 6 (Health); 3 SPOs for MDG 2 (education) and 3 SPOs for MDG 1 (economic or agricultural development).

### 2.2.3 Changes in the original terms of reference

Two major changes have been introduced during this evaluation and accepted by the commissioner of the MFS II evaluation. These changes were agreed upon during the 2013 and the 2014 synthesis team meetings.

#### *The efficiency evaluation question:*

During the June 2013 synthesis meeting the following decision was made with regards to measuring how efficient MFS II interventions for organisational capacity and civil society are:

*[...] it was stressed that it is difficult to disentangle budgets for capacity development and civil society strengthening. SPOs usually don't keep track of these activities separately; they are included in general project budgets. Therefore, teams agreed to assess efficiency of CD [capacity development] and CS activities in terms of the outcomes and/or outputs of the MDG projects. This implies no efficiency assessment will be held for those SPOs without a sampled MDG project. Moreover, the efficiency assessment of MDG projects needs to take into account CD and CS budgets (in case these are specified separately). Teams will evaluate efficiency in terms of outcomes if possible. If project outcomes are unlikely to be observed already in 2014, efficiency will be judged in terms of outputs or intermediate results (e-mail quotation from Gerton Rongen at February 6, 2014).*

#### *Attribution/contribution evaluation question*

During the June 2013 NWO-WOTRO workshop strategies were discussed to fit the amount of evaluation work to be done with the available resources. Therefore,

1. The number of SPOs that will undergo a full-fledged analysis to answer the attribution question, were to be reduced to 50 percent of all SPOs. Therefore the evaluation team used the following selection criteria:
  - An estimation of the annual amount of MFS II funding allocated to interventions that have a more or less direct relation with the civil society component. This implies the following steps to be followed for the inventory:
    - Covering all MDGs/themes in the original sample
    - Covering a variety of Dutch alliances and CFAs
2. The focus of the attribution question will be on two impact outcome areas, those most commonly present in the SPO sample for each country. The evaluation team distinguishes four different impact outcome areas:
  - The extent to which the SPO, with MFS II funding, engages more and diverse categories of society in the 2011-2014 period (Civicus dimensions "Civic engagement" and "perception of impact")
  - The extent to which the SPOs supports its intermediate organisations to make a valuable contribution to civil society in the 2011 -2014 period (Civicus dimension "Level of organisation" and "perception of impact")
  - The extent to which the SPO itself engages with other civil society organisations to make a valuable contribution to civil society in the 2011-2014 period (Civicus dimension "level of organisation")
  - The extent to which the SPO contributes to changing public and private sector policies and practices in the 2011-2014 period (Civicus dimension "perception of impact")
3. The CS dimension 'Practice of Values' has been excluded, because this dimension is similar to issues dealt with for the organisational capacity assessment.

The aforementioned analysis drew the following conclusions:

**Table 6**  
*SPOs to be included for full-fledged process tracing analysis.*

Country	SPO in the in-depth analysis	Strategic CS orientation to include
Indonesia	Elsam, WARSI, CRI, NTFP-EP, LPPSLH	<ol style="list-style-type: none"> <li>1. Strengthening intermediate organisations AND influencing policies and practices</li> <li>2. If only one of the two above mentioned is applicable, then select another appropriate impact outcome area to look at.</li> </ol>
India	NNET, CWM, CECOEDCON, Reds Tumkur, CSA	<ol style="list-style-type: none"> <li>1. Enhancing civic engagement AND strengthening intermediate organisations</li> <li>2. If only one of the two above mentioned is applicable then select another appropriate impact outcome area to look at.</li> </ol>
Ethiopia	OSSA, EKHC, CCGG&SO, JeCCDO and ADAA	<ol style="list-style-type: none"> <li>1. Strengthening the capacities of intermediate organisations AND SPO's engagement in the wider CS arena</li> <li>2. If only one of the two above mentioned is applicable then select another appropriate impact outcome area to look at.</li> </ol>

Source: Consultation of project documents

## 2.3 Answering the evaluation questions

### 2.3.1 Evaluation question 1 - Changes in civil society for the relevant MDGs/topics

Evaluation question 1: *What are the changes in civil society in the 2012-2014 period, with particular focus on the relevant MDGs & themes in the selected country?*

*Indicators and tools used*

In line with the CIVICUS Civil Society Index, a scoring tool was developed in 2012 which comprises 17 indicators. The selection was inspired by those suggested in the terms of reference of the commissioner. Each indicator was, also in line with the CIVICUS index accompanied by an open evaluation question to be used for data collection in 2012 and 2014. In 2012 the scoring tool contained four statements describing the level of achievements of the indicator and scores ranged from 0 to 3 (low score - high score).

A comparison of the scores obtained in 2012 informed the evaluation team that there was a positive bias towards high scores, mostly between 2 and 3. Therefore during the 2014 assessment, it was decided to measure relative changes for each indicator in the 2012 – 2014 period, as well as the reasons for changes or no changes and assigning a score reflecting the change between -2 (considerable deterioration of the indicator value since 2012) and +2 (considerable improvement).

In 2012 and based upon the Theory of Change constructed with the SPO, a set of *standard indicators* were identified that would ensure a relation between the standard CIVICUS indicators and the interventions of the SPO. However, these indicators were not anymore included in the 2014 assessment because of the resources available and because the methodology fine-tuned for the attribution question in 2013, made measurement of these indicators redundant.

Also in 2012, as a means to measure the 'level of organisation' dimension a *social network analysis tool* was introduced. However this tool received very little response and was discontinued during the end line study.

*Key questions to be answered for this evaluation question*

In 2012, SPO staff and leaders, as well as outside resource persons were asked to provide answers to 17 questions, one per standard indicator of the scoring tool developed by CDI.

In 2012, the SPO staff and leaders were given the description of each indicator as it was in 2012 and had to answer the following questions:

1. How has the situation of this indicator changed compared to its description of the 2012 situation? Did it deteriorate considerably or did it improve considerably (-2 → +2)
2. What exactly has changed since 2012 for the civil society indicator that you are looking at? Be as specific as possible in your description.
3. What interventions, actors and other factors explain this change compared to the situation in 2012? Please tick and describe what happened and to what change this led. It is possible to tick and describe more than one choice.
  - Intervention by SPO, NOT financed by any of your Dutch partners .....
  - Intervention SPO, financed by your Dutch partner organisation .....(In case you receive funding from two Dutch partners, please specify which partner is meant here)
  - Other actor NOT the SPO, please specify.....
  - Other factor, NOT actor related, please specify.....
  - A combination of actors and factors, INCLUDING the SPO, but NOT with Dutch funding, please specify...
  - A combination of actors and factors, INCLUDING the SPO, but WITH Dutch funding, please specify...
  - Don't know
4. Generally speaking, which two of the five CIVICUS dimensions (civic engagement, level of organisation, practice of values, perception of impact, environment) changed considerably between 2012 – 2014? For each of these changes, please describe:
  - Nature of the change
  - Key interventions, actors and factors (MFS II or non-MFS II related) that explain each change (entirely or partially).

#### *Sources for data collection*

During the baseline and the end line and for purposes of triangulation, several methods were used to collect data on each (standard) indicator:

- Self-assessment per category of staff within the SPO: where possible, three subgroups were made to assess the scores: field staff/programme staff, executive leadership and representatives of the board,, general assembly, and internal auditing groups if applicable completed with separate interviews;
- Interviews with external resource persons. These consisted of three categories: key actors that are knowledgeable about the MDG/theme the SPO is working on and who know the civil society arena around these topics; civil society organisations that are being affected by the programme through support or CSOs with which the SPO is collaborating on equal footing, and; representatives of public or private sector organisations with which the SPO is interacting
- Consultation and analysis of reports that relate to each of the five CIVICUS dimensions.
- Project documents, financial and narrative progress reports, as well as correspondence between the SPO and the CFA.
- Social network analysis (SNA), which was discontinued in the end line study.

During the follow-up, emphasis was put on interviewing the same staff and external persons who were involved during the baseline for purpose of continuity.

### 2.3.2 Evaluation question 2 – “Attribution” of changes in civil society to interventions of SPOs.

*Evaluation question 2: To what degree are the changes identified attributable to the development interventions of the Southern partners of the MFS II consortia (i.e. measuring effectiveness)?*

#### *Adapting the evaluation question and introduction to the methodology chosen*

In line with the observation of Stern et al. (2012) that the evaluation question, the programme attributes, and the evaluation approaches all provide important elements to conclude on the evaluation design to select, the teams in charge of evaluating the civil society component concluded that given the attributes of the programmes it was impossible to answer the *attribution* question as formulated in the



Terms of References of the evaluation and mentioned above. Therefore, the evaluation teams worked towards answering the extent *to which the programme contributed towards realising the outcomes*.

For this endeavour explaining outcome process-tracing<sup>83</sup> was used. The objective of the process tracing methodology for MFS II, in particular for the civil society component is to:

- Identify what interventions, actors and factors explain selected impact outcomes for process tracing.
- Assess how the SPO with MFS II funding contributed to the changes in the selected impact outcomes and how important this contribution is given other actors and factors that possibly influence the attainment of the outcome. Ruling out rival explanations, which are other interventions, actors or factors that are not related to MFS II funding.

#### *Methodology – getting prepared*

As described before a limited number of SPOs were selected for process tracing and for each country strategic orientations were identified as a means to prevent a bias occurring towards only positive impact outcomes and as a means to support the in-country evaluation teams with the selection of outcomes to focus on as much as was possible, based upon the project documents available at CDI. These documents were used to track realised outputs and outcomes against planned outputs and outcomes. During the workshop (see evaluation question on changes in civil society) and follow-up interviews with the SPO, two impact outcomes were selected for process tracing.

#### *Steps in process tracing*

1. Construct the theoretical model of change – by in-country evaluation team

After the two impact outcomes have been selected and information has been obtained about what has actually been achieved, the in-country evaluation team constructs a visual that shows all pathways that might possibly explain the outcomes. The inventory of those possible pathways is done with the SPO, but also with external resource persons and documents consulted. This culminated in a Model of Change. A MoC of good quality includes: The causal pathways that relate interventions/parts by any actor, including the SPO to the realised impact outcome; assumptions that clarify relations between different parts in the pathway, and; case specific and/or context specific factors or risks that might influence the causal pathway, such as for instance specific attributes of the actor or socio-cultural-economic context. The Models of Change were discussed with the SPO and validated.

2. Identify information needs to confirm or reject causal pathways as well as information sources needed.

This step aims to critically reflect upon what information is needed that helps to confirm one of causal pathways and at that at same time helps to reject the other possible explanations. Reality warns that this type of evidence will hardly be available for complex development efforts. The evaluators were asked to behave as detectives of Crime Scene Investigation, ensuring that the focus of the evaluation was not only on checking if parts/interventions had taken place accordingly, but more specifically on identifying information needs that confirm or reject the relations between the parts/interventions. The key question to be answered was: "What information do we need in order to confirm or reject that one part leads to another part or, that X causes Y?". Four types of evidence were used, where appropriate:<sup>84</sup>

- *Pattern evidence* relates to predictions of statistical patterns in the evidence. This may consist of trends analysis and correlations.
- *Sequence evidence* deals with the temporal and spatial chronology of events predicted by a hypothesised causal mechanism. For example, a test of the hypothesis could involve expectations of the timing of events where we might predict that if the hypothesis is valid, we should see that the event B took place after event A. However, if we found that event B took place before event A, the test

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<sup>83</sup> Explaining outcome process tracing attempts to craft a minimally sufficient explanation of a puzzling outcome in a specific historical case. Here the aim is not to build or test more general theories but to craft a (minimally) sufficient explanation of the outcome of the case where the ambitions are more case centric than theory oriented. The aim of process tracing is not to verify if an intended process of interventions took place as planned in a particular situation, but that it aims at increasing our understanding about what works under what conditions and why (Beach & Pedersen, 2013).

<sup>84</sup> Beach and Pederson, 2013

would suggest that our confidence in the validity of this part of the mechanism should be reduced (disconfirmation/ falsification).

- *Trace evidence* is evidence whose mere existence provides proof that a part of a hypothesised mechanism exists. For example, the existence of meeting minutes, if authentic, provides strong proof that the meeting took place.
- *Account evidence* deals with the content of empirical material, such as meeting minutes that detail what was discussed or an oral account of what took place in the meeting.

3. Collect information necessary to confirm or reject causal pathways

Based upon the inventory of information needs the evaluation teams make their data collection plan after which data collection takes place.

4. Analyse the data collected and assessment of their quality.

This step consists of compiling all information collected in favour or against a causal pathway in a table or in a list per pathway. For all information used, the sources of information are mentioned and an assessment of the strength of the evidence takes place, making a distinction between strong, weak and moderate evidence. For this we use the traffic light system: **green letters mean strong evidence**, **red letters mean weak evidence** and **orange letter mean moderate evidence**: The following table provides the format used to assess these issues.

Table 7

*Organisation of information collected per causal pathway and assessing their quality*

Causal pathway	Information that confirms (parts of) this pathway	Source of information	Information that rejects (parts of) this pathway	Source of information
Pathway 1	<b>Information 1</b>	Source of information	<b>Information 1</b>	Source of information
Part 1.1	<b>Information 2</b>	Source of information	<b>Information 2</b>	Source of information
Part 1.2	<b>Information 3</b>	Source of information	<b>Information 3</b>	Source of information
Etc	etc	etc	etc	etc
Pathway 2	<b>Information 1</b>	Source of information	<b>Information 1</b>	Source of information
Part 2.1	<b>Information 2</b>	Source of information	<b>Information 2</b>	Source of information
Part 2.2	<b>Information 3</b>	Source of information	<b>Information 3</b>	Source of information
Etc.	etc	etc	etc	etc
Pathway 3				






Sources: Dieuwke Klaver

5. Assessing the nature of the relations between parts in the model of change

The classification of all information collected is being followed by the identification of the pathways that most likely explain the impact outcome achieved. For this the evaluators assess the nature of the relations between different parts in the MoC. Based upon Mayne (2012) and Stern et al (2012) the following relations between parts in the MoC are mapped and the symbols inserted into the original MoC.

Table 8

*Nature of the relation between parts in the Model of Change*

Nature of the relation between parts and other parts or outcome	
The part is the only causal explanation for the outcome. No other interventions or factors explain it. (necessary and sufficient)	
The part does not explain the outcome at all: other subcomponents explain the outcomes.	
The part explains the outcome but other parts explain the outcome as well: there are multiple pathways (sufficient but not necessary)	
The part is a condition for the outcome but won't make it happen without other factors (necessary but not sufficient)	
The part explains the outcome, but requires the help of other parts to explain the outcome in a sufficient and necessary way (not a sufficient cause, but necessary) → it is part of a causal package	

Sources: Mayne, 2012; Stern et al, 2012

## 6. Write down the contribution and assess the role of the SPO and MFS II funding

This final step consists of answering the following questions, as a final assessment of the contribution question:

- The first question to be answered is: What explains the impact outcome?
- The second question is: What is the role of the SPO in this explanation?
- The third question, if applicable is: what is the role of MFS II funding in this explanation?

### *Sources for data collection*

Information necessary to answer this evaluation question is to be collected from:

- Interviews with resource persons inside and outside the SPO
- Project documents and documentation made available by other informants
- Websites that possibly confirm that an outcome is achieved and that the SPO is associated with this outcome
- Meeting minutes of meetings between officials
- Time lines to trace the historical relations between events
- Policy documents
- etc

### 2.3.3 Evaluation question 3 – Relevance of the changes

Evaluation question 3: *What is the relevance of these changes?*

The following questions are to be answered in order to assess the relevance of the changes in Civil Society.

- How do the MFS II interventions and civil society outcomes align with the Theory of Change developed during the baseline in 2012? What were reasons for changing or not changing interventions and strategies?
- What is the civil society policy of the Dutch alliance that collaborates with the SPO? And how do the MFS II interventions and civil society outcomes align with the civil society policy of the Dutch alliance that collaborates with the SPO?
- How relevant are the changes achieved in relation to the context in which the SPO is operating?
- What is the further significance of these changes for building a vibrant civil society for the particular MDG/ theme in the particular context?

### *Sources for data collection*

For this question the following sources are to be consulted:

- Review of the information collected during interviews with the SPO and outside resource persons
- The 2012 Theory of Change
- Interview with the CFA liaison officer of the SPO;
- Review of reports, i.e: the civil society policy document of the Dutch Alliance that was submitted for MFS II funding, relevant documents describing civil society for the MDG/ theme the SPO is working on in a given context.

### 2.3.4 Evaluation question 4, previously 5 - Factors explaining the findings

Evaluation question 4: *What factors explain the findings drawn from the questions above?*

To answer this question we look into information available that:

- Highlight changes in the organisational capacity of the SPO
- Highlight changes in the relations between the SPO and the CFA
- Highlight changes in the context in which the SPO is operating and how this might affect positively or negatively its organisational capacity.

### *Sources for data collection*

Sources of information to be consulted are:

- Project documents

- Communications between the CFA and the SPO
- Information already collected during the previous evaluation questions.

## 2.4 Analysis of findings

A qualitative software programme NVivo 10 (2010) was used to assist in organizing and making sense of all data collected. Although the software cannot take over the task of qualitative data analysis, it does 1) improve transparency by creating a record of all steps taken, 2) organize the data and allow the evaluator to conduct a systematic analysis, 3) assist in identifying important themes that might otherwise be missed, and 4) reduce the danger of bias due to human cognitive limitations, compared to "intuitive data processing" (Sadler 1981). The qualitative data in the evaluation consisted of transcripts from semi-structured interviews, focus group discussions workshops, field notes from observation, and a range of documents available at the SPO or secondary information used to collect reference data and to obtain a better understanding of the context in which the CS component evolves.

To analyse this diverse collection of data, several analytical strategies are envisioned, specifically content analysis, discourse analysis, and thematic analysis. Although each of these strategies can be understood as a different lens through which to view the data, all will require a carefully developed and executed coding plan.

Data have been coded according to: standard civil society indicator; outcome included for in-depth contribution analysis; relevance, and; explaining factors.

This qualitative analysis will be supported by a limited amount of quantitative data largely arising from the score assigned by the evaluation team to each performance indicator described in the civil society scoring tool. Other quantitative data in this study are drawn information provided in background literature and organisational documents as well as the Social Network Analysis method.

## 2.5 Limitations to the methodology

### 2.5.1 General limitations with regards to the MFS II evaluation

#### *The MFS II programme and CIVICUS*

Although the MFS II programme stated that all proposals need to contribute to civil society strengthening in the South<sup>85</sup>, mention was made of the use of the CIVICUS framework for monitoring purposes. The fact that civil society was to be integrated as one of the priority result areas next to that of organisational capacity and MDGs became only clear when the MoFA communicated its mandatory monitoring protocol. In consequence, civil society strengthening in the MFS II programmes submitted to the ministry is mainstreamed into different sub programmes, but not addressed as a separate entity.

This late introduction of the Civil Society component also implies that project documents and progress reports do not make a distinction in MDG or theme components vs those of civil society strengthening, leaving the interpretation of what is a civil society intervention our outcome and what not to the interpretation of the evaluation team.

At the same time the evaluation team observes that SPOs and CFAs have started to incorporate the organisational capacity tool that is being used in the monitoring protocol in their own organisational assessment procedures. None of the SPOs is familiar with the CIVICUS framework and how it fits into their interventions.

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<sup>85</sup> Policy Framework Dutch Cofinancing System II 2011 - 2015

#### *Differences between CIVICUS and MFS II evaluation*

CIVICUS developed a Civil Society Index that distinguishes 5 dimensions and for each of these a set of indicators has been developed. Based upon a variety of data collection methods, a validation team composed of civil society leaders provides the scores for the civil society index.

Major differences between the way the Civil Society Index is been used by CIVICUS and for this MFS II evaluation is the following:

1. CIVICUS defines its unit of analysis in terms of the civil society arena at national and/or subnational level and does not start from individual NGOs. The MFS II evaluation put the SPO in the middle of the civil society arena and then looked at organisations that receive support; organisations with which the SPO is collaborating. The civil society arena boundaries for the MFS II evaluation are the public or private sector organisations that the SPO relates to or whose policies and practices it aims to influence
2. The CIVICUS assessments are conducted by civil society members itself whereas the MFS II evaluation is by nature an external evaluation conducted by external researchers. CIVICUS assumes that its assessments, by organising them as a joint learning exercise, will introduce change that is however not planned. With the MFS II evaluation the focus was on the extent to which the interventions of the SPO impacted upon the civil society indicators.
3. CIVICUS has never used its civil society index as a tool to measure change over a number of years. Each assessment is a stand-alone exercise and no efforts are being made to compare indicators over time or to attribute changes in indicators to a number of organisations or external trends.

#### *Dimensions and indicator choice*

The CIVICUS dimensions in themselves are partially overlapping; the dimension 'perception of impact' for instance contains elements that relate to 'civic engagement' and to 'level of organisation'. Similar overlap is occurring in the civil society scoring tool developed for this evaluation and which was highly oriented by a list of evaluation questions set by the commissioner of the evaluation.

Apart from the overlap, we observe that some of the standard indicators used for the civil society evaluation were not meaningful for the SPOs under evaluation. This applies for instance for the political engagement indicator "How intense is your (individual staff or organisational) participation in locally-nationally elected bodies and/or sectoral user groups?".

#### *Measuring change over a two-year period*

The MFS II programme started its implementation in 2011 and it will finish in 2015, whereas its evaluation started mid-2012 and will end in the beginning of 2014. The period between the baseline and the end line measurement hardly covers 2 years in some cases. Civil society building and policy influence are considered the type of interventions that requires up to 10 years to reap significant results, especially when taking into account attitudes and behaviour. Apart from the fact that the baseline was done when MFS II was already operational in the field for some 1,5 years, some SPO interventions were a continuation of programmes designed under the MFS I programme, hence illustrating that the MFS II period is not a clear boundary. Contracts with other SPOs ended already in 2012, and practically coincided with the baseline assessment being conducted at the moment the relationship with the CFA had practically ended.

#### *Aggregation of findings*

Although working with standard indicators and assigning them scores creates expectations of findings being compared and aggregated at national and international level, this may lend itself to a quick but inaccurate assessment of change. Crude comparison between programs on the basis of findings is problematic, and risks being politically abused. The evaluation team has to guard against these abuses by ensuring the necessary modesty in extrapolating findings and drawing conclusions.

#### *Linking the civil society component to the other components of the MFS II evaluation*

The Theory of Change in the terms of reference assumes that CFAs are strengthening the organisational capacity of their partners, which is evaluated in the organisational capacity components, which then leads to impact upon MDGs or upon civil society. Because the evaluation methodology designed for both the organisational capacity and the civil society evaluation require considerable time investments of the SPOs, a deliberate choice was made not to include SPOs under the organisational capacity component in

that of Civil Society. This may possibly hamper conclusions regarding the assumption of capacitated SPOs being able to impact upon civil society. However, where information is available and where it is relevant, the civil society component will address organisational capacity issues.

No such limitations were made with regards to SPOs in the MDG sample, however, apart from Indonesia; none of the SPOs in the civil society sample is also in that of MDG.

## 2.5.2 Limitations during baseline with regards to the methodology

A very important principle upon which this evaluation methodology is based is that of triangulation, which implies that different stakeholders and documents are consulted to obtain information about the same indicator from different perspectives. Based upon these multiple perspectives, a final score can be given on the same indicator which is more valid and credible.

For Ethiopia this has not always been possible:

- A Survey Monkey questionnaire was developed to assess the intensity of the interaction between stakeholders in the Basic Education Network of Ethiopia. Out of 85 actors that were invited to fill in this 5 minute questionnaire, none of them effectively filled in the questionnaire. The online Social Network Analysis aims at having both the opinion of the SPO on the intensity of the interaction with another actor, as well as the opinion of the other actor for triangulation. Important reasons for not filling in this form are that actors in the network are not technology savvy, or that they have difficulties in accessing internet.
- With regards to filling in offline interview forms or answering questions during interviews a number of civil society actors did not want to score themselves because they do not benefit from the interventions of the MFS II projects. Having the scores of their own organisations will help to assess the wider environment in which the SPO operates and possibly an impact of the SPO on other civil society organisations in 2014.
- All respondents working for CSOs are working on a voluntary basis. It has not been easy for the evaluation team to fix appointments with them. Voluntary work so high staff turn-over → new staff is not knowledgeable about the interview topics ( loss of institutional memory)
- SPOs in Ethiopia are not influencing public sector policies but are implementing these public sector policies. This means that most often there will be no efforts to influence those policies, but efforts are made to make those policies operational at local level and to revitalise them.

## 2.5.3 Limitations during end line with regards to the methodology

### *Project documentation*

The methodology assumed that project documents and progress reports would be helpful in linking project interventions to the CIVICUS framework and obtaining an overview of outputs-outcomes achieved versus planned. These overviews would then be used to orient the in-country evaluation teams for the quick or in-depth contribution analysis.

In practice the most recent progress reports were hardly available with the CFAs or were made available later in the process. These reports often were not helpful in accumulating outputs towards to the planned outputs and even outcomes. Hardly any information is available at outcome or impact level and no monitoring systems are available to do so. Key information missing and relevant for civil society impact (but also to track progress being made on effects of project interventions) is for instance a comprehensive overview of the organisational performance of organisations supported by the SPO. For a number of SPOs the reality was different than the progress reports reflected which meant that constant fine-tuning with the in-country evaluation team was necessary and that CDI could not always provide them with the guidance needed for the selection of impact outcomes for contribution analysis.

A number of organisations that the evaluation team looked at for the civil society component are working in a programmatic approach with other partner organisations. In consequence reporting was organised at the programme level and to a lesser extent at the level of the individual partner, which seriously

hampered the possibilities to get oversight on outcomes and output achieved. This was the case with EKHC and MKC-RDA, ERSHA, EfDA and JeCCDO.

The Ethiopian evaluation team made the following evaluation remarks with regards to the methodology.

*1. What worked?*

The team had no difficulties in triangulating information obtained from different resource persons (Government, beneficiaries and SPOs) which helped to cross check information.

The document analysis by CDI, including providing guidance for the fieldwork has been helpful for the team.

The use of the Models of Change for process-tracing helped both the evaluation team as the SPO staff in obtaining a clear picture of the inputs, out puts and outcomes and to get a general picture of the evaluation.

*2. What didn't work and why?*

There was repetition in a number of questions in the evaluation methodology, such the forms used during the workshop with the SPO, the interviews with the SPO after the workshops; questions were interpreted by the SPO staff of being more or less the same and therefore made them less interested to go into detail or be specific.

The workshop form to be filled in for the CS indicators was long and therefore answers given may have been too general. Some of the questions were not clear and seemed similar to the others and therefore were misunderstood and got wrong responses.

*3. Challenges encountered*

The team observes that it was very difficult to obtain exact information from resource persons, including those representing the SPOs. Resource persons were able to give facts based upon general observations in most cases but were not able to provide figures. Therefore the in country team suggests to identify a number of indicators during the baseline and to ask the SPO and their headquarters to monitor those indicators since the baseline as a means to inform the end line study.

Some beneficiaries were not aware or did not keep track of numbers and figures, making it also difficult to confirm or reject quantitative information from the SPO. The in-country evaluation team suggests to incorporate quantitative analysis in the evaluation of the CS component.

The partner organisations do not keep records of progress and what they document is available in hard copy. They also keep (monthly) records but do not aggregate these.

High staff turnover within the SPOs also hampered the evaluation.

# Civil Society Scoring tool - baseline

## Civil Society Assessment tool – Standard Indicators

Dimension	Outcome domains		Question	Statements				x	What are factors (strengths, weaknesses) that explain the current situation?
				0	1	2	3		
Civic engagement	1	Needs of marginalised groups	How does your organisation take the needs of your beneficiaries/target groups, in particular marginalised groups into account in your planning, actions, activities, and/or strategies?	Are NOT taken into account	Are POORLY taken into account	Are PARTLY taken into account	Are FULLY taken into account	Question not relevant, because .....	
	2	Involvement of target groups	What is the level of participation of your beneficiaries/target groups, in particular marginalised groups in the analysis, planning and evaluation of your activities?	They are INFORMED about on-going and/or new activities that you will implement	They are CONSULTED by your organisation. You define the problems and provide the solutions.	They CARRY OUT activities and/or form groups upon your request. They provide resources (time, land, labour) in return for your assistance (material and/or immaterial)	They ANALYSE PROBLEMS AND FORMULATE IDEAS together with your organisation and/or take action independently from you.	Question not relevant, because .....	
	3	Political engagement	How intense is your (individual staff or organisational) participation in locally-nationally elected bodies and/or sectoral user groups?	No participation	You are occasionally CONSULTED by these bodies	You are a member of these bodies. You attend meetings as a participant	You are a member of these bodies. You are chairing these bodies or sub groups	Question not relevant, because .....	



organisation level of	5	Relations with other organisations	In the past 12 months what has been the most intensive interaction you had with other CSOs?	No interaction at all	Networking - Cooperation: Inform each other; roles somewhat defined; all decisions made independently	Coordination - Coalition: ideas and resources shared; roles defined and divided; all have a vote in decision making	Collaboration: organisations belong to one system; mutual trust; consensus on all decisions.	Question not relevant, because .....	
	5	Frequency of dialogue with closest CSO	In the past 12 months how many meetings did you have with the CSO that you have most intensive interaction with?	No interaction at all	Less than 2 times a year	Between 2 and 3 times a year	More than 4 times a year	Question not relevant, because .....	
	6	Defending the interests of marginalised groups:	Which CSO are most effective in defending the interests of your target groups? In the past 12 months, how did you relate to those CSOs?	No interaction at all	Networking - Cooperation: Inform each other; roles somewhat defined; all decisions made independently	Coordination - Coalition: ideas and resources shared; roles defined and divided; all have a vote in decision making	Collaboration: organisations belong to one system; mutual trust; consensus on all decisions.	Question not relevant, because .....	
	7	Composition current financial resource base	How does your organisation finance institutional costs such as workshops of the General Assembly (if applicable); attendans to workshops of other CSOs; costs for organisational growth and/or networking?	Depends on 1 international donor	Depends on few financial sources: one fund cover(s) more than 75% of all costs.	Depends on a variety of financial sources; one fund cover(s) more than 50% of all costs.	Depends on a variety of sources of equal importance. Wide network of domestic funds	Question not relevant, because .....	
Practice of Values	8	Downward accountability	To what extent can mandatory social organs (steering committee, general assembly, internal auditing group) ask your executive leaders to be accountable to them?	(financial) information is made available and decisions are taken openly	They fulfil their formal obligation to explain strategic decisions and actions	They react to requests of social organs to justify/explain actions and decisions made	Social organs use their power to sanction management in case of misconduct or abuse	Question not relevant, because .....	
	9	Composition of social organs	What % of members of your mandatory social organs belong to the marginalised target groups you are working with/for?	Between 0-10 % of all members of the social organs	Between 11-30 % of all members of the social organs	Between 31-65 % of all members of the social organs	More than 65% of all members of the social organs	Question not relevant, because .....	

	10	External financial auditing	How regularly is your organisation audited externally?	Never	Occasionally, upon request of funders	Periodically and regularly, because our external funder asks for it	Periodically and regularly, because it is part of our code of conduct	Question not relevant, because .....	
Perception of impact	11	Client satisfaction	What are the most important concerns of your target groups? How do your services take into account those important concerns?	Majority of target groups are NOT satisfied	Majority of target groups are POORLY satisfied	Majority of target groups are PARTLY satisfied	Majority of target groups are MOSTLY satisfied	Question not relevant, because .....	
	12	Civil society impact.	In the past 12 months, what impact did you have on building a strong civil society?	You have not undertaken any activities of this kind	You have undertaken activities of this kind but there is no discernible impact	You have undertaken activities of this kind but impact is limited	You have undertaken activities and examples of significant success can be detected.	Question not relevant, because .....	
	13	Relation with public sector organisations.	In the past 12 months, what interaction did you have with public sector organisations to realise your programme and organisations' objectives?	No direct interaction	You have been invited by public sector organisations for sharing of information	You have been invited by public sector organisations for regular consultations (but public sector decides)	Formal and regular meetings as a multi-stakeholder task force.	Question not relevant, because .....	
	14	Relation with private sector organisations	In the past 12 months, what interaction did you have with private sector organisations to realise your programme and organisations' perspective?	No direct interaction	You have been invited by private sector organisations for sharing of information	You have been invited by private sector organisations for regular consultations (but public sector decides)	Formal and regular meetings as a multi-stakeholder task force.	Question not relevant, because .....	
	15	Influence upon public policies, regulations	How successful have you been in influencing public policies and practices in the past 2 years?	No activities developed in this area	Some activities developed but without discernible impact	Many activities developed in this area, but impact until so far has been limited	Many activities developed in this area and examples of success can be detected	Question not relevant, because .....	

		Influence upon private sector agencies' policies, rules, regulations.	How successful have you been in influencing private sector policies and practices in the past 2 years?	No activities developed in this area	Some activities developed but without discernible impact	Many activities developed in this area, but impact until so far has been limited	Many activities developed in this area and examples of success can be detected	Question not relevant, because .....	
	16								
context Environmental			In the past 2 years, how did your organisation cope with these changes in the context that may have been positive or negative consequences for civil society.	No analysis of the space and role of civil society has been done.	You are collecting information of the space and role of civil society but not regularly analysing it.	You are monitoring the space and role of civil society and analysing the consequences of changes in the context for your own activities. Examples are available.	You are involved in joint action to make context more favourable. Examples are available.	Question not relevant, because .....	
	17	Coping strategies							



## Appendix 3 Civil Society Scores

### In-country team to fill in the scores for each SPO

This table presents the appreciation of the evaluation team regarding changes occurred for each indicator between 2012 and 2014 on a scale of -2 to + 2

- 2 = Considerable deterioration

- 1 = A slight deterioration

0 = no change occurred, the situation is the same as in 2012

+1 = slight improvement

+2 = considerable improvement

Dimension		Indicators	Question	Change
Civic engagement	1	Needs of marginalised groups	How does your organisation take the needs of your beneficiaries/target groups, in particular marginalised groups into account in your planning, actions, activities, and/or strategies?	+1
	2	Involvement of target groups	What is the level of participation of your beneficiaries/target groups, in particular marginalised groups in the analysis, planning and evaluation of your activities?	+1
	3	Political engagement	How intense is your (individual staff or organisational) participation in locally-nationally elected bodies and/or sectoral user groups?	0
Level of organisation	5	Relations with other organisations	In the past 12 months what has been the most intensive interaction you had with other CSOs?	+1
	5	Frequency of dialogue with closest CSO	In the past 12 months how many meetings did you have with the CSO that you have most intensive interaction with?	+1
	6	Defending the interests of marginalised groups	Which CSO are most effective in defending the interests of your target groups? In the past 12 months, how did you relate to those CSOs?	+1
	7	Composition current financial resource base	How does your organisation finance institutional costs such as workshops of the General Assembly (if applicable); attendance to workshops of other CSOs; costs for organisational growth and/or networking?	0
Practice of Values	8	Downward accountability	To what extent can mandatory social organs (steering committee, general assembly, internal auditing group) ask your executive leaders to be accountable to them?	+1
	9	Composition of social organs	What % of members of your mandatory social organs belong to the marginalised target groups you are working with/for?	0
	10	External financial auditing	How regularly is your organisation audited externally?	0
Perception of impact	11	Client satisfaction	What are the most important concerns of your target groups? How do your services take into account those important concerns?	+1
	12	Civil society impact.	In the past 12 months, what impact did you have on building a strong civil society?	+1
	13	Relation with public sector organisations.	In the past 12 months, what interaction did you have with public sector organisations to realise your programme and organisations' objectives?	+1
	14	Relation with private sector organisations	In the past 12 months, what interaction did you have with private sector organisations to realise your programme and organisations' perspective?	+1

	15	Influence upon public policies, rules, regulations	How successful have you been in influencing public policies and practices in the past 2 years?	+1
	16	Influence upon private sector agencies' policies, rules, regulations.	How successful have you been in influencing private sector policies and practices in the past 2 years?	0
<b>CS context</b>	17	Coping strategies	In the past 2 years, how did your organisation cope with these changes in the context that may have been positive or negative consequences for civil society.	+1

# Appendix 4 Changes in civil society indicators between 2012 and 2014

## 1. Civic Engagement

### 1.1. Needs of marginalised groups SPO

The following table presents the number of beneficiaries reached for different activities through the poverty reduction component.

The SPO reported 16% increase in the number of children participating in basic education program from 4996 in the baseline to 5284 in 2013. Likewise, the number of children with disabilities who were provided with educational materials and were able to attend education with inclusive approach showed more than double increase in 2013 compared to the baseline figure. Increase was also observed in the number of adults who got access to the Integrated Functional Adult Literacy (IFAL) program. Noticeable change was also observed on the supply of learning materials to schools. But the list of realized outputs reported by the SPO was limited compared to its planned outputs. The number of beneficiaries reported by the SPO is stated in the table below.

Table 9

*Number of beneficiaries reached through the poverty reduction component*

Poverty Reduction	2011	2012	2013	2014 (January – June)	Total
Children participating in basic education programs	4996	4996	5284 (4578 <sup>86</sup> )		
Supply of learning materials to schools	4		145	1016 <sup>87</sup>	
Adults, women and youth participating in functional adult literacy program	120	195	177 (333 <sup>88</sup> )	147	
Adults, women and youth participating in functional adult literacy program	120	195	177 (333 <sup>89</sup> )	147	
Children with disabilities provided with educational materials and attending education with inclusive approach	15 (4 <sup>90</sup> )	15 (7 <sup>91</sup> )	45 (35 <sup>92</sup> or 40 <sup>93</sup> )		75
Number of families trained on sign language			28	17	45
Number of managers, directors, experts and educational supervisors are trained on inclusive education			57		57

Source: project documents provided early 2014

The SPO closely works with schools and community based organizations in delivering its support to the beneficiaries. It sees the CBOs as instrumental entity for ensuring the participation of beneficiaries in project planning, implementation, monitoring and evaluation. The SPO highlighted that most of its projects have been implemented by partner CBOs through sub-grant arrangements with intensive capacity development supports. The SPO viewed this as one of the major changes compared to the

<sup>86</sup> In progress report JeCCDO 2013 provided by evaluation team November 2014

<sup>87</sup> Number of reference books provided

<sup>88</sup> In progress report JeCCDO 2013 provided by evaluation team November 2014

<sup>89</sup> In progress report JeCCDO 2013 provided by evaluation team November 2014

<sup>90</sup> In 'JeCCDO report' provided by evaluation team November 2014

<sup>91</sup> In 'JeCCDO report' provided by evaluation team November 2014

<sup>92</sup> In progress report JeCCDO 2013 provided by evaluation team November 2014

<sup>93</sup> In 'JeCCDO report' provided by evaluation team November 2014

baseline. The realized output reported by the SPO, however, showed the presence of change in some activities and not in others. Change was reported on (i) training provided to 68 teachers and facilitators on active learning method in 2013, and (ii) the provision of (three) joint discussion forums among CBOs, governments and the community in 2013.

**Score: +1**

### **1.2. Involvement of target groups SPO**

The activities that were implemented by the SPO were classified into three major Categories. These are poverty reduction, civil society strengthening, and networking and dialogue. Provision of educational materials for primary school children was made under the poverty reduction component which facilitated the teaching learning process for the children at the targeted schools. Trainings were provided for teachers on active teaching methodology with the aim of promoting inclusive education. The other focus of the project was on adult community members of the targeted community through functional adult literacy (FAL) which enabled them in every aspect of their life apart from the actual literacy and numeracy. Every input that are essential to conduct the FAL activities were fulfilled by the project. This includes stationery and pedagogical materials. In addition to this teaching aide were purchased and distributed to the targeted schools.

With regard to civil society strengthening, the SPO conducted workshops and trainings that aimed at strengthening the capacity of the PTSAs, KETB, and SAC (Social Accountability Council). The trainings that were administered to these institutions provided them with the ability and know-how to improve the management of the school and contribute to the quality of education.

Under the networking and dialogue component various activities were conducted, including celebration of an international literacy day, along with school competition and child talent development as well as awarding best performing teachers. The CSOs interviewed by the evaluation team pointed out the presence of noticeable change since the baseline. It was mentioned that education boards were able to intervene in school operations that help improve the timely registration of students. The involvement of the board helped in minimizing dropouts as well as improved school discipline. In addition, the board was instrumental in prioritizing the activities to be performed in each school it works with. In addition, it was involved in equipping or repairing various materials at class level such as blackboard, tables, chairs, etc. Likewise, PTSAs were instrumental in improving peace in the school, constructing new classes and repairing existing ones, as well as equipping the laboratory and library.

**Score: +1**

### **1.3.Intensity of political engagement SPO**

The SPO does not involve in political activity whatsoever.

**Score: 0**

### **1.7.Trends in civic engagement.**

The SPO reported the presence of positive trend concerning civic engagement. The positive trends were observed on the number of children who got access to primary education, the number of disabled children who got access to primary education, and the number of adults who got access to the integrated functional adult literacy (IFAL) program. On a cluster level the number of adults who got access to IFAL program in 22 schools reached 3621 in 2013 as compared to the baseline figure of 1743 adults. Furthermore, 597 IFAL instructors were capacitated.

**Score: +1**



## 2. Level of Organisation

### 2.1. Relations with other organisations SPO

JeCCDO is a member of the Amhara Cluster which was formed with the objective of drawing lessons, identify gaps and improve the implementation capacity of the cluster members. The cluster engaged with the education office of the local government through forums and sensitization workshop. In addition to the Amhara cluster, the involvement of JeCCDO with other SPOs has increased over the last two years. For instance, the SPO is an active member of different platforms both at national and international levels. At national level, the SPO is a board member of CCRDA, member of forums such as WASH, OVC network, etc. It is also an active member of HIV and Livelihood Learning and Linking Trajectory, HIV and Health forums, Environment/Green forums, Consortium of Organizations Promoting Self-Help Group, among others. JeCCDO is still chairing the board for Consortium of Organizations Implementing Self-Help Group approach. Due to its involvement in different thematic platforms (such as education, health, WASH, Children etc.) the SPO's relation with other SPOs has been increasing over the last two years. In most of the cases, JeCCDO plays leadership roles in the platforms and networks. It used these platforms for experience sharing, scaling up of good practices and improving program qualities.

**Score: +1**

### 2.2. Frequency of dialogue with closest civil society organisation SPO

JeCCDO has been participating in dialogues with members of the Amhara Cluster. It also engaged in dialogues with the CSOs it works with on key thematic issues such as on the new CSO legislation mainly on the 70/30 ratio of program versus administration cost, environmental and climate change issues, promotion of women self-help group, and social accountability issues on provision of quality basic services

The frequency and regularity of meetings with networks, platforms and forums has improved in the periods under review. This includes (i) monthly updates meeting of WASH, HIV and Health Forums, (ii) quarterly meetings of the consortium of organizations implementing SHGS, (iii) quarterly meetings of the HIV and Livelihood Learning and linking Trajectory, (iv) monthly meetings with partner CBOs at project areas, (v) quarterly meetings of GO-NGO forums at regional levels, and (vi) quarterly meetings of the steering committees of the CCRDA regional platforms mainly in Bahir Dar (Amharra region). On cluster level several dialogs have been conducted as of the baseline period. This includes celebrating international literacy day and disability day, consultative meetings with woreda cabinet members, and organizing school competition.

**Score: +1**

### 2.3. Defending the interests of marginalised groups SPO

JeCCDO was able to expand its intervention at Negede Woito Community as of 2013, by mobilizing additional fund from partners in the UK. The intervention deals with socio-economic empowerment of the marginalized Negede-Woyto community and construction of model houses. During the past two years, JeCCDO also initiated a new education project in an isolated community mainly on the Island of Lake Tana (Dek and Yiganda Community) and the Gende Tesfa Community in Dire Dawa City. It also provided training and various awareness creation workshops on inclusive education to various concerned CBOs (particularly PTSAs and KETBs) it works with. On the Amhara cluster level the activities performed include participation in literacy and disability days, and consultative meeting concerning performance differences and the influencing factors of the high and low score achiever students.

**Score: +1**

#### **2.4.Composition financial resource base SPO**

JeCCDO continued applying the same strategy in financing institutional costs. Thus, the situation is the same as in 2012. In other words, the SPO is still financing its institutional costs from its strategic grants and certain project funds allocated for institutional capacity development and program support costs.

**Score: 0**

### **3. Practice of Values**

#### **3.1.Downward accountability SPO**

In addition to the review and reflection sessions, JeCCDO has put in place community groups which oversee the performance and quality of its programs. These include project steering teams and action committees at each project areas. The members of the action committee represent relevant government offices and community groups, mainly representing the beneficiaries. The members of the steering team are drawn from the government and private sector, NGOs, Debre Berhan University, CBOs and associations of beneficiaries. JeCCDO reports its plans and performances to the action committee and project steering team for transparency, accountability as well as for devising next steps and solutions for challenges.

**Score: +1**

#### **3.2.Composition of social organs SPO**

There is no change compared to the situation in the baseline. The SPO's framework does not have a mechanism that allows the inclusion of marginal target groups in the general assembly. As a result marginalized target group member are not members of mandatory social organs.

**Score: 0**

#### **3.3.External financial auditing SPO**

Annual regular external auditing is a requirement both by the Ethiopian law as well as funding partners. Thus no change has taken place as far as auditing is concerned. The SPO audits its accounts by external auditors annually and as per the requirements and standards. The audit is approved by the general assembly and sent to all concerned stakeholders including donors and the government.

**Score: 0**

### **4. Perception of Impact**

#### **4.1.Client satisfaction SPO**

JeCCDO conducts guided reviews and reflections with beneficiaries and implementing partners to assess the concerns of its target groups. One of the comments provided by the CBOs and public actors was the need to expand JeCCDO's activity to rural schools. Over the past two years, JeCCDO expanded its reach by starting interventions in new areas which include Dek and Yiganda rural Kebeles and Hamusit town in Amhara Region and Godino community in Oromiya region. This project is aimed at improving access to and quality of primary education at Gurer Primary school. The main activities were focusing on school improvement which includes construction of classrooms, establishment of water and sanitation facilities in the school, strengthening PTAs through trainings and experience sharing programs, and provision of learning teaching inputs. Thus, client satisfaction is measured by the expansion of its activities to new locations and addresses the needs of the community.

**Score: +1**

#### **4.2. Civil society impact SPO**

There is a considerable change at organizational level in terms of establishing and implementing result based monitoring, evaluation and learning as well as documentation system. JeCCDO institutionalized this system by opening a separate unit and putting the necessary human resource in place. This brought about important improvements in tracking organizational and programmatic changes and process for decision making and learning. In order to ensure sustainability of impacts the SPO has linked the CBOs with relevant government sectors for technical support and follow up. In addition, JeCCDO has been engaging in Ethiopian Social Accountability Program (ESAP II) focusing on education and WASH. This helped to further strengthen Social Accountability Councils which are operating mainly in schools to ensure quality of educational & WASH services. The capacity of CBOs including PTSAs & KETBs has been enhanced through trainings, experience sharing and material support towards sustaining the outcomes.

The SPO constructed school facilities, laboratories, libraries and latrine within 4 schools in Bahir Dar (Amhara region). Furthermore, the SPO provided ICT equipment and trained the teachers on ICT which all contributes to the strengthened capacity of schools. As a result the facilities were effectively managed by the PTSAs and CMCs that are strengthened through office supplies, work equipment etc provided by JeCCDO.

**Score: +1**

#### **4.3. Relation with public sector organisations SPO**

JeCCDO engages with the public sectors in the localities it operates. It continued maintaining the good relation with the government at different levels. Due to its enhanced engagement and performance in the development sector, its relation with the public sector has been increased in all its operational areas. In recognition of its contributions, the regional governments including the Amhara Region Education Bureau and Bahir Dar City Administration awarded the SPO with Certificates. In addition, JeCCDO has been involved in sharing its experiences and good practices to various governmental and non-governmental actors.

The SPO has been closely working with government universities mainly in the regional cities. These include Addis Ababa University, Debre Berhan University, Hawassa University, Dire Dawa University and Bahir Dar University. The cooperation focuses on research and joint learning and program implementation. Furthermore, the SPO engaged in different platforms of governmental and non-governmental actors on issues of climate change, women empowerments, education, livelihood and HIV, WASH and children and youth issues.

At the Amhara cluster level several consultative meetings with the woreda cabinet members were held about the budget allocation and related matters as well as on the performance differences of children and the influencing factories.

**Score: +1**

#### **4.4. Relation with private sector agencies SPO**

The SPO have been in contact with international business ventures such as Heineken. It is also working with some business organization namely, Amhara Credit and Saving Institute (ACSI) and Ayu General Hospital in Debre Berhan town for the implementation of a HIV and Livelihood project. The changes observed in this regard were creating interests and winning the goodwill of the private business establishments to work together. It was also able to receive technical and professional support from these companies in providing credit services and supporting activities for orphan and vulnerable children support. In addition the firms engage in the project as members of the project's steering team.

**Score: +1**

#### **4.5. Influence upon public policies, rules, regulations SPO**

JeCCDO is a focal organization that provides information to TECS (Tracking Trends in Ethiopia's Civil Society) project. The project, among others, has conducted researches on the issues and challenges for CSOs in complying with the law and guidelines of the 2009 charities and societies proclamation. Furthermore, as a Board member of CCRDA, JeCCDO has been involved in the efforts to influence the government to reconsider the new CSA legislation in general and the 70/30 program and administration cost proportion in particular.

The SPO has also been actively involved in the Amhara Region Basic Education Forum initiated by the regional government. JeCCDO together with other member NGOs has managed to influence the rules and regulation of the forum to be NGO friendly and also every actor to have equal stake in the platform. In addition, JeCCDO has been lobbying the government mainly in Amhara Region to give adequate mass-media coverage in the promotion of education sector. The changes observed since the baseline in this regard include carrying out media based promotion on quality basic education, public awareness creation on promotion of girls education, implementation of workshop and training for government representatives in the education sector focusing on basic education, integrated function adult literacy, school improvement and inclusive and early childhood education. Furthermore, members of the Amhara cluster invested in a critical dialogue with the regional government at different level and participated in relevant forums and campaigns. This was done while taking into account the anti-advocacy laws that are put in place by the government of Ethiopia.

**Score: +1**

#### **4.6. Influence upon private sector agencies' policies, rules, regulations SPO**

There is no change observed in this indicator

**Score: 0**

## **5. Civil Society context**

### **5.1. Coping strategies**

JeCCDO is responding to the changing environments. It used to operate one ABE centre in the past but it ceased the operation as the regional government considered ABEs not relevant since it managed to attain full coverage of primary education. As the ABE qualified for the standards set by the Amhara Region Education Bureau, it was transformed to formal first cycle primary schools.

But, the challenging aspects of the 2009 charities and societies proclamation are still remaining to be difficult for the SPO as it has been the case before two years. But the SPO is trying to cope with these challenges by being more sensitive to costs categorized by the government as overhead expenditures. It is also focusing more on capital intensive projects that would enhance the proportions of program spending. JeCCDO continues empowering communities and CBOs so that they can engage in areas of program interventions restricted for JeCCDO. Using the new legislation as an opportunity, JeCCDO proceeded with the establishment of training centre for CBOs and other development actors mainly in Debre Zeit and licence is already secured. Preparations are also under way to set up another centre in Bahir Dar. In connection with this, JeCCDO has recently initiated the process for engaging itself in social enterprising program.

**Score: +1**



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