EVALUATION

Evaluating the Effectiveness of Livelihoods Programs for Refugees in Ethiopia

April 2015

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EVALUATING THE EFFECTIVENESS OF LIVELIHOODS PROGRAMS FOR REFUGEES IN ETHIOPIA

April 2015

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ACRONYMS

AIDS	Acquired Immunodeficiency Syndrome
ALP	Accelerated Learning Program
ARRA	Administration for Refugee and Returnee Affairs
BYG	Backyard Gardening Program
CoC	Certificate of Competency
DoS	United States Department of State
EB	Ethiopian Birr
FGD	Focus Group Discussion
GBV	Gender-based violence
HIV	Human Immunodeficiency Virus
IDP	Internally Displaced Person
IP	Implementing Partner
IRC	International Rescue Committee
JRS	Jesuit Refugee Service
KII	Key Informant Interview
LWF	Lutheran World Federation
M&E	Monitoring and Evaluation
MOU	Memorandum of Understanding
NGO	Non-governmental organization
NRC	Norwegian Refugee Council
PRM	Bureau of Population, Refugees, and Migration
RCC	Refugee Central Committee
SEEP	Small Enterprise Education and Promotion Network
SI	Social Impact, Inc.
SLF	Sustainable Livelihoods Framework
SOW	Statement of Work
TOT	Training of Trainer
TVT	Technical and Vocational Training College
USD	United States Dollar
UNHCR	United Nations High Commissioner for Refugees
WRC	Women's Refugee Commission
WV	World Vision
YEP	Youth Education Pack

EXECUTIVE SUMMARY

Evaluation Purpose

This performance evaluation examines the appropriateness and effectiveness of livelihoods programs for camp-based refugees funded in Ethiopia by DoS/PRM (PRM) during fiscal years 2010-2014 and implemented by three implementing partners (IPs). The purpose of the evaluation is to provide PRM with guidance and learning to support the development and implementation of a robust livelihoods strategy.

Evaluation Questions

The evaluation seeks to answer the following questions:

1. What types of assistance/programs were provided?
2. Who are the recipients of assistance/programs?
3. Were PRM-supported programs designed and implemented using best practices?
4. What was the impact of the programs/assistance?

Each of these included several sub-questions, addressed in the body of the report.

PRM Livelihoods Strategy

Building sustainable livelihoods is critical to achieving PRM's goal of durable solutions and supporting self-reliance for refugees. In May 2014, PRM adopted an internal livelihoods seeking to accomplish three goals:

1. Improve design and implementation of livelihoods programming;
2. Develop and disseminate tools and guidance for program officers and refugee coordinators; and
3. Exert diplomatic efforts to improve livelihoods prospects for populations of concern.

Ethiopia Country Background

As of August 2014, Ethiopia is the host of the largest refugee population in Africa. As of 2015, UNHCR estimated there to be over 682,761 refugees registered in Ethiopia, of which the South Sudanese is the largest population (38%), followed by Somalians (36%), Eritreans (20%), and finally the Sudanese (5%). Many refugees reside in camps near their respective countries' borders. Ethiopia holds formal reservations regarding refugees' right to work in the formal sector and primary education. The government tolerates participation in the informal sector. Ethiopian authorities struggle with limited resources to manage large refugee populations.

Program Response

The International Rescue Committee (IRC) works with refugees in Tigray providing a host of services including trainings on vocational, life, and business skills as well as youth engagement and recreation programs such as sports, discussion groups, fine arts, and "Roots and Shoots." **Jesuit Refugee Services (JRS)** has programs in the Tigray and Dollo Ado regions. In Tigray, youth activities are centered on arts, sports, a community library, and mental health assistance for adults. **The Norwegian Refugee Council (NRC)** currently runs activities in camps in Tigray and Assosa, such as the Youth Education Pack (YEP) and Accelerated Learning Program (ALP). In Assosa, NRC also runs a small business start-up program.

Evaluation Design, Data Collection Methods, and Limitations

This mixed-methods evaluation employed standard rapid appraisal methods of document review, preliminary interviews, key informant interviews (KIIs), focus group discussions (FGDs), and site visits within six camps—three in Assosa (Sherkole, Tongo, and Bambasi), and three in Shire (Mai-Aini, Adi

Harush, and Shimelba). The two-person team interviewed various stakeholders, including staff from PRM, the implementing organizations, the Ethiopian government, program beneficiaries, and other members of the refugee and host communities. Several limitations affected the data collected by the team, including selection and response bias; the restricted timeframe; and other logistical challenges.

FINDINGS AND CONCLUSIONS

Evaluation Question 1: What types of assistance/programs were provided?

1a. What were the types of livelihoods assistance provided?

Activities in Ethiopia primarily entailed developing refugee capacities to build livelihoods. These included trainings on specific trades as well as general business skills that relate directly to income generation. There were also programs to develop life skills through arts and recreational activities. A limited number of activities focusing on improving household food security were also implemented.

Norwegian Refugee Council (Mai Aini, Adi Harush, Sherkole, Tongo and Bambasi) promoted the most activities for livelihoods focused on direct skill development and income generation. NRC implements the **ALP**, which includes courses on literacy, numeracy, English, hygiene, and the environment. In addition, the **YEP** offers vocational trainings. The YEP also aims to equip graduates with necessary business and life skills to secure employment. NRC adopted a standard curriculum for several year-long trainings. Others were given as short term trainings over a few months. Some vocational training graduates are provided with a startup kit consisting of basic tools. In some cases, the tools differed from the ones employed in the trainings. The team found discrepancies between some graduates who are given standard start-up kits and others who submit a request for materials, which NRC then fills. Relatedly, NRC implements a **small business training and start-up program** where beneficiaries receive short trainings in small business management. Groups or individuals develop businesses for which they may receive start-up grants. NRC also holds a **backyard gardening program.** Following the training, participants receive tools and seeds. NRC reported that the program is both intended to improve household food security and provide households with income sources. The team was unable to procure any information about program results.

International Rescue Committee's (Mai-Aini and Shimelba) **youth recreation program** has youth participate in competitive sports teams and receive coaching and mentorship. IRC previously ran **vocational trainings** in carpentry and plumbing, but has shifted towards transferable entrepreneurship education. IRC provides **skill trainings** (computer, hairdressing, and tailoring) integrated with entrepreneurship education. All trainees develop a business plan and then compete for a start-up award. IRC also has a **Roots and Shoots Program**, whereby it creates platforms for youth to engage with their community through caregiving, though this is largely defunct due to lack of resources.

Jesuit Refugee Service's (Mai-Aini Camp) programs fall under the capabilities-related dimension of livelihoods. These include a **psychosocial counseling program,** which trains social workers in the camps to become para-counselors who provide patients with home-based care for patients. The program includes awareness raising and outreach to the refugee community about mental health through media broadcasting pamphlets distribution. The number of trained para-counselors was reduced due to resettlement and recruitment by other organizations. There is reportedly high demand for such services.

JRS has **sport and recreational activities**. These include trainings to become referees—many graduates have gone on to work with IRC's youth program. JRS also implements youth programs in **music and theater**. JRS reports that other IPs have approached theater groups to produce educational films and music groups perform at events. However, demand for these trainings is low. JRS also established a **library**, which provides service to both refugees, the local community, and IP staff.

1b. To what extent did these meet beneficiary needs and preferences for assistance?

IPs have faced challenges to adequately provide basic services and infrastructure for camp residents. Many refugees voiced a desire to meet basic needs, and prioritized these over livelihoods. While these programs were greatly appreciated by the majority of respondents, there is little evidence that these programs have assisted participants in meeting their needs or improving the security of their livelihoods.

Across the board, the team found very few women involved in the livelihoods programs as well as a systematic disregard for gender in program design and implementation. Most vocational trainings were in trades that are more attractive to men, such as carpentry and plumbing.

Participants cited duplication of trainings, such as carpentry and electrical installation, rather than offering a diversity of programs as a concern. The evaluation team observed an overarching lack of livelihoods programming and support for refugees in Shimelba Camp compared with Mai-Aini and Adi Harush Camps.

Resource availability after the trainings at times did not meet the needs of graduates. Some encountered problems with completeness and timely delivery of startup kits. Lack of access to facilities such as workshops during non-teaching hours prevented participants from using newly acquired skills. This was also a concern in the non-training activities; for example, short hours of operation in libraries and youth centers. Counseling and mental health support were reportedly not reaching a critical mass of people.

Evaluation Question 2: Who are the recipients of assistance/programs?

2a. What are the characteristics of refugees who received livelihoods assistance?

The number of participants for livelihoods programs implemented by IRC, NRC, and JRS is small compared with the camp population. Participant targeting criteria was largely the same across IPs and included age, gender, ethnicity, and vulnerability. Many of the activities focused on youth. All IPs work through a mix of local leaders and community organizations to identify participants based on the above criteria. In some cases, there are additional prerequisites; for examples, minimum levels of education, commitment to program completion, and sobriety. Recruitment methods also include referrals and self-identification.

2b. How well did partners reach vulnerable groups with livelihoods assistance?

Quality of participant selection varied, with some participants who seemed to have been appropriately selected, while others were not. The team found that several livelihoods program participants are enrolled in multiple programs. The team also found that several program participants have family members who work for the IP providing the activity. Large numbers of refugee committee members participate in the programs, and it is unclear whether IPs effectively mitigate this bias in the selection process.

Evaluation Question 3: Were PRM-supported programs designed and implemented using best practices?

Ensuring that livelihoods trainers and teachers are equipped with the **necessary skills and experience** to implement educational and vocational trainings is critical. Although some teachers appeared to have been adequately trained for their positions, others were not. Regardless, challenges related to **the limited languages of instruction, and absence or poor quality of teaching materials** such as manuals, and classroom supplies negatively affected the students' benefit from NRC and IRC's vocational courses.

NRC's design of the small business start-up programs did not follow a **specific methodology**: some participants received single grant awards for business start-up and others received grants for group-based business start-ups. The team observed a lack of thought and planning in the design of the activity. The

model was devoid of participant accountability and limited the overall number of participants. The lack of attention placed on the design and implementation of the small business training and start-up program reflects poor attention to sound program strategy.

Discussions with IP staff revealed that despite awareness of the other's activity, there was **no collaboration or learning** between organizations working on similar initiatives.

JRS and IRC's youth and recreation programs for youth embody good practice by **reflecting contextual understanding and awareness** of the needs of their population of concern as well as how best to support them, given their inability to work. In other camps the team visited, services, programs, and facilities for youth were much less established and developed.

To implement best practice, a **comprehensive understanding of the population of concern** and the context in which they live and operate is a minimum requirement. UNHCR and IPs believe that livelihoods can address their priority of reducing secondary migration. Nevertheless, there appears to be a dearth of information among stakeholders about this particular dimension of the refugee context.

Compounding the weaknesses in contextual understanding and monitoring systems, the team found a widespread **deficiency of technical knowledge and experience about livelihoods** and livelihoods interventions among IP program staff. An additional challenge is the **lack of resources, training, and technical support** of field staff from regional and national offices.

3a. Did NGOs conduct baseline assessments such as market and livelihood assessments?

While several market/livelihoods assessments were conducted, not all IPs conducted them on a regular basis or prior to program implementation. Discussions with IP staff found varying degrees of awareness of, and familiarity with, these reports. There appears to be little connection between assessments and program design and implementation decisions.

3b. Were any external evaluations conducted? Any internal M&E?

Overwhelmingly, the evaluation team found that IPs are not engaged in routine and systematic monitoring of their programs and activities. Data about the outcome of trainings and program results was predominantly anecdotal. IPs cited difficulty in keeping track of graduates due to refugees' limited stays in any particular location. The evaluation team received multiple requests demanding better IP follow up and monitoring of programs, and more accountability between PRM, UNHCR, and the IPs.

Evaluation Question 4: What was the impact of the programs/assistance?

Respondents described increased income, improvements in self-confidence and self-esteem, expanded network of friends and community members, greater food security, improved education, and new technical skills. Overall, participants were grateful to be in the programs and to learn new skills they can use after returning home, in resettlement, or to a limited extent while still living in the camps.

4a. Did beneficiaries' asset base change after participating in the programs? In what ways? How long were changes sustained?

The IPs were unable to provide the team with any comprehensive data about participants' earnings. Most information about individuals' assets was anecdotal.

4b. Where beneficiary incomes/assets did not noticeably improve, what are potential reasons for this lack of improvement?

Many factors affect participants' capacity to increase their income and assets. A key factor is the lack of a viable market for the vocational skills provided by the IPs. While opportunities to support IP-led, camp-wide infrastructure projects may provide some graduates with a one-time opportunity to engage in paid work, these are rare and will not significantly change participants' incomes or assets.

4c. What factors influenced the success or failure of the livelihoods programs?

Education levels appeared to have a direct, positive relation to the success of NRC's graduates. Likewise, vulnerable participants tended to struggle or fail with their businesses following graduation.

Some of the NRC participants' small businesses relied on permits to travel outside of the camp for some aspect of their business, which are difficult to secure and maintain. In addition, the level of support from NRC in running start-up businesses after graduation was reportedly low.

A success factor of NRC's YEP program is the agreement between NRC and the Assosa Poly-Technical College. YEP graduates earn nationally-recognized certification. NRC teachers and trainers participate in orientation and training to learn about the curriculum and how to lead the courses. The quality and dedication of instructors is a significant success factor for IRC and NRC's vocational and skill training programs. However, the availability of appropriate resources (e.g. facilities, tools, and technical assistance) to support activities during their implementation and subsequently affects their success. This is particularly true for the start-up grants.

Some respondents underscored how monthly coordination meetings generate understanding between UNHCR, ARRA, and IPs about the types of activities being implemented. However, there was also a perceived lack of effective collaboration between them. One of the biggest issues for livelihoods programs is that IPs still encounter difficulty meeting refugees' basic needs. As a result, the ability of IPs and refugees to think about longer-term outcomes such as self-reliance is severely compromised.

4d. Did PRM-supported programs promote self-reliance?

The only individuals who reported a change in their capacity for self-reliance were the graduates of NRC's small business start-up program. Some said their households were able to purchase clothes, shoes and medicine and diversify their diet. However, these participants remain dependent on camp systems and structures, particularly the monthly food distribution. The lack of program monitoring means the IPs have a poor understanding of participants' self-reliance. It is impossible to determine the extent to which changes will be sustained over time, but it is clear that self-reliance is a distant goal.

4e. How many beneficiaries are employed in the formal sector vs the informal sector?

It is highly unlikely that program participants will ever be employed in the formal sector, at least while they remain in the camps and while Ethiopia's employment laws for refugees remain restrictive.

4f. What were the secondary benefits/costs of participation in livelihoods programs, if any? For example, did participants feel they were more/less vulnerable to abuse and exploitation and/or gender-based violence?

The programs that involve the local community surrounding the camp may be positively affecting the relationship between the refugees and host communities. While there is no solid evidence to support this claim, respondents from several groups in the northern camps (Adi Harush and Mai-Aini) claimed that IRC and JRS's youth and recreation programs reduce secondary migration among the youth population.

RECOMMENDATIONS

Evaluation Question 1: What types of assistance/programs were provided?

Please see the recommendations for questions 2-4 below.

Evaluation Question 2: Who are the recipients of assistance/programs?

- PRM should require IPs to be more involved in the targeting and selection of program participants to ensure an unbiased approach, prohibiting the selection of participants currently enrolled in IP programs and activities. Likewise, IPs need to strictly enforce participation criteria that prohibits advantaged individuals from the community from participating in limited livelihoods programs.
- PRM should review vulnerability criteria for livelihoods programs to ensure that program participants are well-placed to find success and ultimately to benefit from activities or programs.
- PRM should require IPs to submit a gender action plan in proposals for livelihoods programs. This should include developing programs that are appealing to the needs of women and girls and a strong emphasis on recruiting and hiring female employees at all levels.

Evaluation Question 3: Were PRM-supported programs designed and implemented using best practices?

- PRM should insist on proper M&E of their programs, and should require relevant budget lines in all. PRM should consider providing specific resources to UNHCR and IPs for evaluation, particularly in the case of short-term funding, which is a challenge with respect to assessing effectiveness.
- PRM should prioritize establishing evidence about secondary migration in the camps in Shire.
- IPs need to ensure that their trainers and teachers are better prepared and receive more support prior to and throughout training delivery. Likewise, they must ensure that all vocational, entrepreneurial, educational, and youth recreation programs are outfitted with the necessary equipment, tools, supplies, and materials in order to properly deliver the training as designed.
- PRM should ensure that livelihoods programs are implemented by IPs best positioned for the work. Accordingly, NRC should discontinue implementing its business start-up, micro-grant program.
- PRM should continue to fund livelihoods programs focusing on social assets and capital such as those that engage refugee youth in educational, recreational, and social development activities. IRC and JRS should invest more resources in their youth-oriented arts programs.
- IPs should ensure that their field-based staff members in charge of implementing programs are properly skilled in the field/discipline of livelihoods, particularly in camp-based refugee contexts.

a. Did NGOs conduct baseline assessments such as market and livelihoods assessments?

- PRM should contract an extensive situational analysis to understand the existing capacities, as well as needs and priorities of refugee communities.

b. Were any external evaluations conducted? Any internal M&E?

- PRM should develop an internal results-based management system to support the implementation of its Functional Bureau Strategy, including a logic model that demonstrates the sequence of cause-and-effect relationships between activities, outputs, outcomes, and goals.
- PRM, in consultation with UNHCR, should disseminate required livelihoods M&E methodologies to IPs and require them to develop logic models that link program goals to specific indicators and data collection methods (at the process, output, and outcome levels) as part of all proposals.
- PRM should encourage UNHCR and IPs to build capacity in required M&E methodologies. UNHCR and IPs should dedicate time to internal staff trainings for all levels of staff members in basic M&E as well as the development of indicators for outcome monitoring. IPs should include, at a minimum, one full staff position dedicated to monitoring livelihoods programs.

- PRM, UNHCR, and IPs should use M&E information for management and decision-making.

Evaluation Question 4: What was the impact of the programs/assistance?

- IPs should consider limiting the variety of vocational skill trainings they provide, particularly those that do not have a clear market demand. IPs should explore income-generating activities are more dynamic than the standard skill training programs that are repeatedly implemented in camps.
- PRM should promote IPs to explore partnerships with organizations that specialize in micro-credit, savings and loans, and revolving fund models as possible alternatives one-time cash grants.
- PRM should support IRC and JRS to continue offering their youth engagement and recreation programs while encouraging to give more attention, support, including the necessary equipment, materials, and human resources for other important youth-focused programs such as Roots and Shoots, arts, girls discussion groups, library, and mental health programs.

a. Did beneficiaries' asset base change after participating in the programs? In what ways? How long were changes sustained?

- IPs should teach participants of the small business training and start-up program as well as graduates of the vocational and entrepreneurship programs how to keep an organized budget log of their expenses, revenue, and profit. PRM should require all IPs proposing to implement income-generating activities to submit quarterly progress reports with this budget log information.

b. Where beneficiary incomes/assets did not noticeably improve, what are potential reasons for this lack of improvement?

- IPs should conduct thorough market analyses and prepare feasibility plans for all proposals that include vocational skills training with the objectives of employment and income generation.
- IPs need to budget and plan for activities requiring start up kits, materials, and equipment for graduates. Programs that include small business start-up and entrepreneurship training must provide robust support for the development of feasible business plans. Such programs should ensure that targeting is appropriately applied regarding the inclusion of vulnerable individuals.

c. What factors influenced the success or failure of the livelihoods programs?

- IPs should hire specialized instructors for vocational training and business start-up programs.
- IPs must disengage from their reliance on programs and activities that require a stable energy source and think more creatively about the kinds of programs that could more easily be implemented in refugee camp settings where access to a stable energy source is not required.
- PRM should work with UNHCR to establish a livelihoods working group among the IPs to encourage broader research and learning, share IP visions and practices, collaborate on programs and activities falling within the same technical area, and generate a deeper understanding of what works and what does not in each context and among groups. Working groups should be established at both the national headquarters level and the field/camp level and should ensure sharing of information between the two levels on a regular basis. In camps where multiple IPs implement livelihoods programs, more emphasis should be placed on the provision of comprehensive livelihoods interventions.
- PRM should work with UNHCR and other donors to ensure refugees' basic needs are being met.

a. What were the secondary benefits/costs of participation in livelihoods programs, if any? For example, did participants feel they were more/less vulnerable to abuse and exploitation and/or gender-based violence?

- PRM and UNHCR should develop a system to track the flow of refugees around the Shire camps.

INTRODUCTION

Evaluation Purpose

This performance evaluation examines the appropriateness and effectiveness of livelihoods programs for camp-based refugees funded in Ethiopia by DoS/PRM (PRM) during fiscal years 2010-2014 and implemented by three implementing partner organizations (IPs): the International Rescue Committee (IRC), Jesuit Refugee Services (JRS), and the Norwegian Refugee Council (NRC). The purpose of this evaluation is to provide PRM with guidance and learning to support the development and implementation of a robust livelihoods strategy. This evaluation will also provide PRM, multilateral organizations such as the United Nations High Commissioner for Refugees (UNHCR), and IPs with guidance about conducting priority livelihoods activities and programs for camp-based refugees, monitoring field-based livelihoods programs for returned refugees and refugees living in camps, and engaging host country, international, and local IPs in best practices for livelihoods security and the promotion of self-reliance.

Evaluation Questions

The evaluation seeks to answer the following questions:

1. What types of assistance/programs were provided?
    a. What were the types of livelihoods assistance provided? (e.g. technical/vocational training; business training; access to finance; cash grants; in-kind items)
    b. To what extent did these meet beneficiary needs and preferences for assistance?
2. Who are the recipients of assistance/programs?
    a. What are the characteristics of refugees who received livelihoods assistance?
    b. How well did partners reach vulnerable groups with livelihoods assistance?
    c. How many beneficiaries are continuing in the livelihoods activities for which they received assistance?
3. Were PRM-supported programs designed and implemented using best practices?
    a. Did IPs conduct baseline assessments such as market and livelihoods assessments?
    b. Were any external evaluations or internal M&E conducted?
    c. What indicators should PRM use to measure the efficiency and effectiveness of the livelihoods programming it supports?
    d. Based upon the available evidence and the literature review, what are the qualities of successful refugee livelihoods programs? What are recommendations to PRM and other donors for future camp-based and returnee livelihoods programs?
4. What was the impact of the programs/assistance?
    a. Did beneficiaries' asset base change after participating in the programs? In what ways? How long were changes sustained?
    b. Where beneficiary incomes/assets did not noticeably improve, what are potential reasons for this lack of improvement?
    c. What factors influenced the success or failure of the livelihoods programs?
    d. Did PRM-supported programs promote self-reliance?
        i. Were beneficiaries able to meet more of their basic needs?
        ii. What percentage did and for how long?
    e. How many beneficiaries are employed in the formal sector vs the informal sector?
    f. What were the secondary benefits/costs of participation in livelihoods programs, if any? For example, did participants feel they were more/less vulnerable to abuse and exploitation and/or gender-based violence (GBV)?

PRM Livelihoods Strategy

In 2014, the global population of displaced people – refugees and internally displaced people (IDPs) - exceeded 50 million for the first time since World War II, largely due to new or recent displacements in and out of Syria, Central African Republic, and South Sudan.[1] PRM is keenly aware of the need to move beyond providing life-saving assistance and to support long-term approaches to self-reliance.[2] Building sustainable livelihoods is critical to achieving PRM's goal of durable solutions and supporting self-reliance for refugees. Self-reliance, as defined by UNHCR, occurs when individuals, households, or communities "are able to meet basic needs (including protection, food, water, shelter, personal safety, health and education) and to enjoy social and economic rights in a sustainable manner and with dignity."[3]

There are significant challenges to implementing livelihoods programming for refugees. A Danish Refugee Council study conveyed the consensus among 60 practitioners on the difficulty of livelihoods programming and called for improved performance and research on livelihoods support programs for displaced populations.[4] This call echoes the view of UNHCR's Global Strategy for Livelihoods (2014-2018), which identified *learning* as one of four strategic objectives for livelihoods programming.[5] PRM also recognized the need for further developing its livelihoods work, and in May 2014, PRM adopted an internal livelihoods strategy seeking to accomplish three goals:

1. Improve design and implementation of livelihoods programming;
2. Develop and disseminate tools and guidance for program officers and refugee coordinators; and
3. Exert diplomatic efforts to improve livelihoods prospects for populations of concern.

Overview of Livelihoods Frameworks

This evaluation uses the widely accepted definition of livelihoods coined by Chambers and Conroy:

> *"A livelihood comprises the capabilities, assets (including material and social resources), and activities required for a means of living. A livelihood is sustainable when it can cope with and recover from stress and shocks and maintain or enhance its capabilities and assets both now and in the future, while not undermining the natural resource base."*[6]

Many organizations have adapted this definition for their own livelihoods programming, including CARE International and the International Federation of Red Cross and Red Crescent Societies.[7] UNHCR's livelihoods approach focuses on basic necessities and the means to secure them.[8] A comprehensive livelihoods approach for refugees must be based on *components* (capabilities, assets, and activities) and *sustainability* over the long term. The most widely used analysis tool for livelihoods programming is the *Sustainable Livelihoods Framework* (SLF), developed in the 1990s.[9] The framework explores the complex relationships between five elements affecting livelihoods:[10]

- Vulnerability context (including shocks or seasonal trends);
- Assets (including human, natural, financial, social, and physical capital);
- Policies, institutions (government and private sector) and processes (laws, culture, or institutions);
- Individual and household strategies; and
- Outcomes and improved wellbeing.

According to the SLF, household assets are accessed through livelihoods strategies to achieve specific outcomes. This access, however, depends on structures, context, and processes, and asset transfers alone are insufficient for sustainable change.[11] The SLF is the foundation for developing a theory of change, and outlines how livelihoods can be affected by programs and measured in a specific development situation. It emphasizes the importance of participatory approaches to livelihoods planning.[12]

Ethiopia Country Background

Ethiopia has hosted refugees since the early 1980s. In 2014, Ethiopia surpassed Kenya as host of the largest refugee population in Africa. As of March 2015, UNHCR estimated there to be over 682,761 refugees registered in Ethiopia, of which the South Sudanese is the largest population with 261,643 individuals (38.32 %), followed by Somalia, with 246,206 individuals (36.06%), and then Eritreans with 133,348 individuals (19.53%), and finally the Sudanese, with 36,275 individuals (5.31%).[13] Eritrean refugees are hosted in four main camps (Shimelba, Mai-Aini, Adi Harush, and Hitsats) in Tigray province near Shire. The camps are located in remote areas, though Mai-Aini and Adi-Harush are roughly ten kilometers from the nearest market town of My-Tsebri.[14] Sudanese refugees, along with some South Sudanese, Congolese, and refugees of other nationalities, reside in the Benishangul-Gumuz region camps - Sherkole, Tongo, Bambasi, and Ashura. Somali refugees reside in the Dollo Ado and Kijiga camps located in the Somali Region of southern Ethiopia. All camps are managed by UNHCR and the Ethiopian government's Administration for Refugee and Returnee Affairs (ARRA).[15,16] For additional information on the various refugee groups, see Annex IV.

The Ethiopian Constitution states that "any…foreign national lawfully in Ethiopia has, within the national territory, the right to liberty of movement and freedom to choose his residence, as well as the freedom to leave the country at any time."[17] However, freedom of movement has not been observed. In 2004, the Ethiopian Government developed a policy and procedures for persons applying for asylum or refugee registration. These policies and procedures are recorded in the Ethiopian Refugee Proclamation,[18] which incorporates the refugee definitions from both the 1951 UN Refugee Convention and the 1969 Organization of African Unity Refugee Convention. The Proclamation prohibits the government from refusing entry to refugees or asylum seekers fleeing war and generalized violence, and from returning refugees to any country where they would be at risk of violence or persecution. The Proclamation gives refugees the right to obtain international travel documents, such as temporary passports. However, the head of the National Intelligence and Security Service can designate areas where refugees and asylum seekers must live provided these areas "shall be located at a reasonable distance from the border of their country of origin or of former habitual residence."[19] From 1993 until 2009, Ethiopia required Eritrean, Sudanese, and Somali refugees to live in camps near their respective borders and required them to obtain permits to relocate to urban areas or other camps. Permits were issued for reasons such as medical treatment, higher education, or personal security concerns. To obtain such permits, refugees had to apply to UNHCR in writing and provide supporting documents, such as proof of a scholarship or education grant. UNHCR and the government reviewed these applications jointly and only granted ten permits in 2008.[20] After negotiation with UNHCR, in 2010, Ethiopia adopted an "out-of-camp" policy for Eritrean refugees who could "sustain themselves financially or have relatives or friends who commit to supporting them."[21]

Ethiopia is party to the 1951 UN Refugee Convention and the 1967 Protocol, but holds formal reservations regarding refugees' right to work and primary education.[22] Ethiopia does not allow refugees to work legally or to pursue employment in the formal sector. However, the government tolerates participation in the informal sector, including trading in markets, and other short term work.[23] The government only grants work permits to foreigners when there are no qualified nationals available to do comparable work. The government of Ethiopia follows a strict policy of only granting work permits to foreigners when there are no qualified nationals available to do comparable work. These permits are rarely issued to refugees due both to lack of qualified personnel and discrimination against the refugee population. Exercising Ethiopia's reservations to the Refugee Convention's Right to Work clause, the 2004 Refugee Proclamation places the same restrictions on refugees as on other foreigners.[24] For instance, the Constitution offers only citizens the right to manage enterprises and also reserves many property rights for citizens. In some

refugee camps, government authorities have strict regulations about the type of informal work in which refugees can participate. For example, due to environmental and land conservation efforts in Sherkole, Kebribeyah, and Shimelba Camps, kitchen gardens are allowed in less than 15% of refugee households. The cutting of live wood is banned in all refugee camps, and residents must travel longer distances for firewood, often putting them at risk of injury, attack, or rape. The Ethiopian authorities struggle with limited resources to manage large refugee populations. Environmental policies seek to conserve land and resources for the future, but at the cost of human suffering in the present.

Program Response

The **International Rescue Committee (IRC)** has worked with Eritrean refugees in Tigray for over a decade and provides education, water and sanitation, gender and community-based reproductive health services in Hitsats, Adi Harush, Mai-Aini, and Shimelba Camps. This evaluation focused on the IRC's Youth and Livelihoods component which includes the Youth Action Kit, job training focused on construction and other vocational skills as well as business and life skills curricula, and the youth engagement and recreation programs such as sports, discussion groups, fine arts, and "Roots and Shoots." **Jesuit Refugee Services (JRS)** began programming in the Tigray and Dollo Ado regions in 2010 and also serves urban refugees in Addis Ababa. JRS currently works in the Mai-Aini, Melkadida, and Kobe camps (programs implemented at the latter two camps were excluded in this evaluation). In Tigray, youth activities are centered on arts, sports, a community library, and mental health assistance for adults. The **Norwegian Refugee Council (NRC)** started programming in Ethiopia in 2011 and currently runs activities in camps in Tigray and Assosa. NRC's Youth Education Pack (YEP) program began in 2012 in Mai-Aini, Adi Harush, Sherkole, Tongo, and Bambasi camps, focusing on literacy, entrepreneurship, and other vocational skills for youth under 25. NRC implements the Accelerated Learning Program (ALP) in each of the Assosa camps, which includes courses on literacy, numeracy, English, hygiene, and the environment. NRC also runs a small business training and entrepreneurship program for refugees and local community members.

ARRA is the Ethiopian Government agency responsible for refugee protection and oversight. ARRA officially manages all camps in Ethiopia. In partnership with UNHCR, the World Food Program, and IPs, ARRA is also responsible for running many centralized services in each camp including food distribution, health centers, and schools. **UNHCR** has been operating in Ethiopia since 1966 with the mission of "diplomatic negotiations geared to influence Africa's policies on refugees and IDPs and protection and assistance for refugees in Ethiopia."[25] UNHCR manages the registration of asylum seekers and refugees, maintains records in camps and assists with resettlement to third countries. UNHCR coordinates program implementation by local and international non-governmental organizations (NGOs) and conducts an annual needs assessment to inform partners' proposals for funding. UNHCR reviews these proposals to ensure they are in line with UNHCR priorities, then encourages bilateral partners to support the programs that align with best practices. UNHCR both funds and monitors programming in education, water, sanitation, and hygiene, health, and livelihoods, and provides oversight to avoid program redundancy.

Evaluation Design and Data Collection Methods

This mixed-methods performance evaluation employed standard rapid appraisal methods of document review, preliminary interviews, key informant interviews (KIIs), focus group discussions (FGDs), and site visits. The performance evaluation builds on the Desk Review Report submitted to PRM in March 2015 by providing primary data on the livelihoods programs under review as well as accompanying analysis regarding their appropriateness for beneficiary needs and preferences. The evaluation also describes the characteristics of refugees who received livelihoods assistance including the targeting of vulnerable groups, whether livelihoods programs were designed and implemented using best practices such as baseline assessments, market assessments, livelihoods assessments, and program monitoring of effective

indicators, and finally whether or not the livelihoods programs contributed to any changes in beneficiaries' lives. The following five target groups were data sources for the evaluation:

- **Livelihoods and Refugee Technical Experts:** DoS/PRM; Feinstein Center (Tufts University);
- **Donor/United States Government Partners:** DoS/PRM; DoS/Addis Ababa, Ethiopia; UNHCR in Addis Ababa, Assosa, Shire, and Embamadri
- **Implementing Partners:** JRS; NRC; IRC
- **Governmental and Non-Governmental Actors and Collaborators:** ARRA; World Vision (WV); Lutheran World Federation (LWF); Partner for Refugee Service (PRS)
- **Beneficiaries/Program Participants/Refugee Committee Members:** Youth Committee; Women Leader's Committee; Zone Leaders; Refugee Central Committee (RCC); Committee of People Living with HIV/AIDS; Committee of People with Disabilities; Islamic Religious Committee; Tigray Ethnic Committee; Committee of People Engaged in Business; Saho Ethnic Committee; Protestant Religious Committee

Selection of Camps

The evaluation team visited six of the 25 refugee camps in Ethiopia: three in Assosa (Sherkole, Tongo, and Bambasi) near Ethiopia's western border with Sudan, and three in Shire (Mai-Aini, Adi Harush, and Shimelba) near Ethiopia's northern border with Eritrea. The team evaluated programs at each of the three camps in Assosa due to the high level of diversity among the camps. In Shire, the team did not evaluate programs at Hitsats Camp primarily due to time limitations, but also because of its similarity to Adi Harush Camp in terms of many of the criteria listed below. Based on the diversity among the three remaining camps in Shire (Mai-Aini, Adi Harush, and Shimelba), the team decided to evaluate programs at each of them, rather than further narrowing the scope, also in light of the likelihood that evaluation findings among the three camps would differ substantially based on critical factors including the following:

Nationality of camp residents	Ethnicity of camp residents	Year of camp establishment
Accompaniment status (unaccompanied minors/youth vs. families)	Total camp population and demographic structure	Geographic location
Type of livelihoods programs offered by targeted IPs	Extent of camp infrastructure and services provided	Proximity to urban centers and markets

Key Informants and Focus Group Discussion Participants:

The team used a convenience sampling methodology to select key informants and FGD participants, relying entirely upon the IPs to contact and organize each of the target groups described above. The team shared a set of basic sampling criteria with the IPs to guide their sample selection, including the following:

Mix of refugees and local community member participants	Mix of men and women
Mix of former program participants (graduates) and current participants	Mix of nationalities
Mix of youth and adults	Mix of people living in different camp zones
Mix of representatives from different camp committees	10-15 participants maximum per FGD

KIIs were conducted on a one-on-one basis. FGDs were organized to create homogenous groups, for example, male refugee program graduates, or female youth living in a particular camp zone.

Document Review

The evaluation team conducted a document review for the Ethiopia field evaluation in conjunction with work performed for the production of the Desk Review Report. The review included documents from the IPs, international guidelines, established livelihoods frameworks, and grey literature.

Key Informant Interviews

The evaluation team traveled in Ethiopia from January 23 – February 9, 2015. The team conducted individual and group interviews. In total, the team conducted 15 KIIs, primarily with NRC participants in Sherkole Camp. The KIIs were structured around the four overarching evaluation questions and 17 sub-evaluation questions as outlined in the Statement of Work (Annex II). Interviews were semi-structured and based upon the questionnaire (Annex III). Interviews combined both closed- and open-ended questions. In addition to the overarching evaluation questions and sub-evaluation questions, the team explored several, more general areas of inquiry related to the livelihoods context in and around the camps.

Focus Group Discussions

The team collected the majority of its data through FGDs to maximize efficiency, depending on circumstances, appropriateness, and availability of resources. The team conducted a total of 48 FGDs, which included a total of 302 individuals. FGDs included individuals from the following groups: DoS/PRM staff members, UNHCR staff members, IP staff members (JRS, NRC, and IRC), staff from governmental entities, other services providers, and donors, camp committee members and program participants. The team conducted FGDs with participants located in Sherkole, Tongo, Bambasi, Mai-Aini, Adi Harush, and Shimelba Camps. FGD participants represented the following groups:

Youth Committee	Women Leader's Committee	Zone Leaders
Refugee Central Committee	Committee of People Living with HIV/AIDS	Committee of People with Disabilities
Islamic Religious Committee	Tigray Ethnic Committee	Committee of People Engaged in Business
Saho Ethnic Committee	Protestant Religious Committee	ALP students from refugee community
ALP students from local community	YEP students from refugee community	YEP students from local community
Youth program and recreation participants	Refugee incentive workers	ALP instructors
YEP instructors	Small business instructors	Participants in food prep training

Comprehensive data on KII and FGD participants can be found in Annex V.

The evaluation team facilitated the FGDs by adapting the questions presented in Annex III. FGDs with recipients of services focused on: perceptions of the services offered; changes in knowledge, skills, and assets resulting from participation in programs; perceptions of the value and impact of services or support offered; and recommendations for program improvements.

Site Visits and Direct Observation

The evaluation team conducted site visits and direct observations of livelihoods and youth recreation classrooms and facilities in Sherkole, Tongo, Bambasi, Mai-Aini, Adi Harush, and Shimelba Camps. In

addition, the team visited sites, facilities, and programs operated by NGOs, participant households and businesses, and basic camp facilities and structures such as schools, water pumps, health centers, and markets in each of the camps. The purpose of the site visits varied, with some serving as a way to verify the existence and proper functioning of program materials, such as sewing machines, computers, welding tools, carpentry tools, appliances for food preparation, and classrooms, while others provided the team with an opportunity to see structures and resources in use; for example the JRS and IRC youth recreation centers. The team visited the market places in two camps to examine the types of goods and services refugees are providing and to better understand the economic dimensions of refugees' livelihoods. Observations of the health center, food distribution, and water points helped the team to understand the types of basic resources and services available to the refugee community as well as to observe the processes that refugees pursue to obtain these resources. Visits to small businesses started by NRC and IRC program graduates, such as the barbershop for unaccompanied youth in Mai-Aini Camp, and the bread baking business designed and implemented by a group of four refugees in Sherkole Camp provided the team with a chance to see these operations in action, review their record keeping, and speak with all members of the group about their business.

Site observations included the following:

JRS youth center in Mai-Aini Camp	IRC youth center in Mai-Aini and Shimelba Camp	IRC vocational classrooms in Shimelba Camp
JRS youth center in Mai-Aini Camp	IRC youth center in Mai-Aini and Shimelba Camp	IRC vocational classrooms in Shimelba Camp
NRC vocational classrooms in Mai-Aini, Adi Harush, Tongo, and Bambasi Camps	Participant households of the NRC BYG program in Sherkole and Tongo Camps	Graduates of NRC small business program in Sherkole Camp
Random households in different camp zones in Tongo and Sherkole Camps	Health Center in Tongo Camp	Camp market place in Mai-Aini and Tongo Camps
Water collection sites in Bambasi, Tongo, and Mai-Aini Camps	Food Distribution in Mai-Aini and Adi Harush Camps	PRS classrooms and vocational centers in Tongo Camp
WV classrooms, offices, and vocational centers in Tongo Camp	Graduates of IRC vocational training and entrepreneurship program in Mai-Aini Camp	

Study Limitations

Selection Bias The evaluation team visited 25% of the refugee camps in Ethiopia and interviewed approximately 10% of PRM livelihoods program participants (taken from current, enrolled participants and recent graduates). While the camp sample selection was reasonable based on established criteria and limitations of time and budget, the sample size is small compared to the actual number of refugee camps receiving PRM funding for livelihoods programs and activities. Consequently, evaluation findings cannot be generalized to the overall refugee population nor to all NRC, IRC, and JRS participants. Most FGDs included refugee and local community participants in livelihoods, and youth and recreation programs, refugee committee members, IP staff members, refugee incentive workers employed by the IPs, and refugee and local community teachers and trainers employed by the IPs.[26] Refugees and local community members not actively involved in IP programs or camp committees were not represented in the FGDs.

The over-representation of program participants in the FGDs may have biased the evaluation findings to be more positive or negative about PRM-funded programming.

Response bias occurs when respondents think that providing or withholding certain information may lead to various outcomes (e.g., additional/diminished funding, participation in activities, or threats to personal safety). IP staff members selected the KII and FGD respondents. Though the likelihood that the IPs hand-picked individuals with a particular inclination toward positive program performance is low, particularly based on the data the team collected, a randomly selected sample from a full list of program participants would have eliminated selection bias. The team chose not to pre-sample and randomly select individuals for interviews and FGDs due to the difficulty in securing individuals' availability. In the teams' experience, convenience sampling is a much more time-efficient approach in camp settings. Convenience sampling also prevents NGO staff from communicating with respondents in advance and potentially influencing or biasing the interview or FGD. In Shimelba Camp, the team was told by the refugee social workers and vocational trainers that IP staff spoke with them before their FGD and prompted them about what to share and not to share and how to answer questions. The refugee social workers requested to speak with the team without the involvement of their supervisors in order to feel at ease with sharing accurate information about their activities, roles, and responsibilities. The team, thus, ensured that the discussion was composed of social workers only and was able to conduct a thorough FGD.

Due to the **restricted timeframe**, the evaluators were not able to interview all program participants on a one-on-one basis, which provides more confidentiality to the respondent. To overcome this limitation, the evaluation team conducted several FGDs as female-only or male-only to encourage communication on sensitive topics. All respondents were reminded that their participation was voluntary, their responses would not be attributed, that they were free to not answer questions they were not comfortable with, and that they could end the interview at any time.

Logistical challenges included the limited time allocated to the field work component of the evaluation. With additional weeks in Ethiopia, the team could have employed a more robust methodology and more interviews and site visits. This would have allowed for more representative data and a wider range of perspectives on livelihoods and the camp context, and more information about relations between the refugees and local community members. Travel between camps also required significant time. The team faced significant language and interpretation challenges throughout the data collection period. All camp-based KIIs and FGDs were conducted through interpreters. In Bambasi, Tongo, and Shimelba Camps interpretation was particularly poor and limited the quality of data collected and the total number of FGDs and KIIs the team was able to conduct.

FINDINGS AND CONCLUSIONS

Evaluation Question 1: What types of assistance/programs were provided?

1a. What were the types of livelihoods assistance provided?
Livelihoods activities in Ethiopia primarily entailed developing refugee capacities on specific trades as well as general business skills. There were also programs to develop life skills through arts and recreational activities, as well as mental health programs, which fit under the SLF's human and social assets dimension.

Norwegian Refugee Council (Mai-Aini, Adi Harush, Sherkole, Tongo and Bambasi Camps) promoted the most activities for livelihoods in the strictest sense, in which livelihoods are based on skill development and income generation. Their **Youth Education Program (YEP)** offers vocational trainings in construction and furniture making in Assosa camps and additional trainings in electricity and electronics; metal work; food preparation; garment and textiles; hairdressing; leather craft; and ICT in Shire camps. YEP aims to equip graduates with the skills needed to secure employment with the IPs in the camp or to run their own businesses. NRC adopted the standard Technical and Vocational Training College (TVT) curriculum for trainings in construction, furniture making, metal work, electronics, and food preparation. Hairdressing, tailoring, and leather crafts are given as short term trainings over two to three months. The vocational trainings with TVT certification are one-year programs. The training is given over five days with morning sessions on theoretical aspects and afternoon sessions for hands-on experience in the workshops. According to NRC staff, the workshops are equipped with the necessary machines. However, power shortages are a challenge. Most graduates of construction, furniture making, metal work, electricity and electronics, and food preparation receive a Certificate of Competency (CoC) upon passing an exam.

Some vocational training graduates are provided with a startup kit consisting of basic tools. One NRC staff member in Assosa stated, "*This year we graduated 97 students from YEP in construction and furniture making. We provide them with startup kits to allow them to do the work*." This was confirmed by participants in Sherkole, Bambasi and Tongo; however, participants trained in furniture making said they were trained in the use of electric tools but were given hand tools. NRC's vocational trainings in Mai-Aini camp included metal work, construction, furniture making, and electricity and electronics. Participants in electricity and electronics in Mai-Aini Camp reported that they had not received a start-up kit. This was confirmed by NRC staff and teachers who reported that due to the lack of electricity, start-up kits were not going to be provided for these graduates. The team found a discrepancy between some graduates who are given a standard start-up kit and others who submit a request for materials, which NRC then fills.

The YEP includes life skills, literacy, and numeracy. The latter were given twice a week for participants who cannot read or write, whereas the life skills course is provided to all students. Course content includes modules on: liking myself, knowing myself, dealing with emotions and stress, and helping each other, among others. NRC recently began implementing a **small business program** in Sherkole Camp, where beneficiaries receive a three-day training in small business management including how to develop a business plan, managing a budget, and record keeping. Participants develop business plans either by individuals or groups of four graduates with the assistance of NRC staff. Participants receive a startup grant of 1,500 Ethiopian Birr (EB), approximately $75 United States Dollars (USD). Participants' businesses included petty trading, small shops, bakery, tea shop, food preparation and selling cereals and rations.

Refugees face a lack of variety in their diet as they are unable to supplement monthly food rations. In partnership with the Regional Agricultural Bureau, which provides a training of trainers (ToT) in Sherkole and Bambasi camps, NRC has a **backyard gardening program (BYG).** Participants receive a three-day

training that reviews vegetable disease control, harvesting, cultivation, and composting. Following the training, participants receive tools and seeds. NRC reported that the program is both intended to improve household food security and nutrition as well as to provide households with a source of income. The team was unable to procure any information from NRC about program results. Several respondents in Bambasi Camp stated that they had not received any training, yet had been given seeds and tools.

NRC implements the **accelerated learning program (ALP)** in Bambasi, Tongo, and Sherkole Camps. The ALP includes courses on literacy, numeracy, English, hygiene, and the environment. When questioned about the connection between education and livelihoods, NRC staff reported that basic skill development is the cornerstone of self-reliance and therefore a fundamental aspect of livelihoods programming.

International Rescue Committee's (Mai-Aini and Shimelba Camps) **youth recreation program** centers on a recreation facility with basketball and volleyball courts, a soccer field, and equipment such as a television with video games and a foosball table. Youth participate in competitive sports teams and receive coaching and mentorship on exercise techniques. These activities seek to enhance youths' confidence and self-esteem and encourage them to make healthy and safe life choices, building skills that will assist their transition to adulthood. IRC previously ran **vocational trainings** in carpentry and plumbing, but this ceased due to a shift in approach, budget shortages, and overlapping programming implemented by other NGOs. Following a thorough market assessment, IRC shifted towards transferable entrepreneurship education. Currently, IRC provides **skill trainings** (basic computer, hairdressing, and tailoring) integrated with entrepreneurship education. All trainees develop a business plan and then compete for a start-up award. Based on IRC's available budget, start-up kits are awarded for the winning business plan. IRC in Shimelba Camp reported that 13 graduates of their most recent entrepreneurship program received start-up kits, four of whom were female. In Mai-Aini Camp, seven individuals and/or group businesses were awarded grants in 2014. IRC also has a **Roots and Shoots Program** in the Shire camps, whereby it creates three platforms for youth to engage with their community including caregiving (helping elderly and people with disabilities with fetching water, ration collection, house maintenance), environmental care (soil conservation and planting trees), and animal care. IRC staff in Mai-Aini Camp reported the presence of a **Culture and Fine Arts Program**. Through a FGD with youth participants and IRC social workers, the team learned that the Fine Arts Program consists on pencil drawing and is attended by roughly five children. The team learned that the Roots and Shoots programs are largely defunct due to a lack of resources.

Jesuit Refugee Service (Mai-Aini Camp) has been supported by PRM since 2010. JRS does not engage in specific livelihoods programs, but its programs fall under the capabilities-related dimension of the SLF. These include a **psychosocial counseling program,** which trains social workers in the camps to become para-counselors who provide patients with home-based care. The training is given five mornings a week for three months. The program includes awareness raising and outreach to the refugee community about mental health through media broadcasting and pamphlets distribution. The program previously had ten trained para-counselors, but is currently down to five, as some left for resettlement and others were recruited by another NGO operating in Mai-Aini Camp. According to JRS staff members, there is high demand for their counseling services, as they received requests for similar programming in other camps.

JRS's **sport and recreational activities** center on their recreation facility, which includes a covered, open-air, paved pavilion that houses several basketball and volleyball courts. JRS also trains refugees to become referees for basketball, football, or volleyball, many of whom have gone on to work with IRC's youth program. JRS also implements youth programs in **music and theater**. The theater program teaches youth about script writing and acting. According to one JRS staff, other IPs have approached them to produce educational films on illegal migration, HIV/AIDS, drugs, and other issues in the camps. Music activities include basic music training in playing instruments, sight reading, and vocals. The program has nine

keyboards, six box guitars, and six traditional instruments. Musicians perform traditional and modern music for holidays and graduations. However, demand for these trainings and use of the instruments is low. JRS plans to formally establish a band composed of refugees that can travel to perform at weddings, IP events, and other occasions that could create income-generating opportunities. JRS established a **library** at their center, which provides service to both refugees and the local community. The library has educational books in English and Tigrigna as well as three computers. Two incentive workers serve as librarians. The library hosts reading clubs, which receive awards from JRS to encourage reading. Staff members of IPs also use the library. Though the library operates with PRM funding, other donors fund construction and book purchase. The library reportedly maintains data on its users and collections.

1b. To what extent did these meet beneficiary needs and preferences for assistance?

Refugees living in the Assosa and Shire Camps have very little, if any, access to income or alternative sources of food beyond the monthly ration. Though these camps are technically no longer in an emergency response period, IPs have faced challenges to adequately provide basic services and infrastructure for all camp residents. Interviews with each of the IPs underscored the challenges refugees face due to the shortage of shelters, latrines, and functioning water pumps. Many refugees the team interviewed voiced their desire to be able to meet their basic needs, and prioritized these over livelihoods. For those refugees who are better off, livelihoods were a very high priority.

In Shimelba Camp, which was established over ten years ago, IRC reported that 35% of the camp population defecates openly in fields due to an inadequate number of latrines. Not only does this present a major health hazard, but is has also raised tensions between the refugees and local community members. According to IRC, there have been challenges to increasing and maintaining coverage of functional latrines due to funding constraints; with the available resources from year to year, only a minimal number of latrines can be maintained or newly constructed in a given period. The team interviewed several individuals in Sherkole Camp, which has also been in existence for many years, who were never provided with a proper shelter. Multiple single women reported needing to flee the communal living quarters due to insecurity and having to scavenge to find materials to build a shelter. One female respondent who came on her own to Sherkole Camp was raped, leaving her pregnant with a child and lacking a secure shelter. All of the individuals interviewed remain unable to meet their basic needs and rely entirely upon aid and assistance such as the monthly ration. Even when relying on assistance, refugees are unable to meet their food and nutritional needs. If they need to purchase an item that is not provided in their monthly ration, most are forced to sell part of their ration to acquire the necessary money to purchase the item. Many respondents reported eating as little as one meal a day. Some respondents reported going several days without a meal, particularly at the end of a ration period. While the livelihoods programs were greatly appreciated by the majority of respondents, there is little evidence that they have assisted participants in meeting their needs or improving the security of their livelihoods.

Beneficiaries of the vocational training programs were, in general, very appreciative of the opportunity to learn new skills that they can use after returning home, in resettlement, and to a limited extent while still living in the camps. One of the biggest weaknesses the team identified with regard to meeting beneficiary needs and preferences was the lack of consideration for women in program design. All of NRC's TVT-certified, year-long vocational training courses consisted of traditionally male-oriented skills such as carpentry, metal working, furniture making, and electrical installation and electric repair. While some of the short trainings appealed more to women, such as hair-dressing, food preparation, and tailoring, these courses were not given the same level of attention and importance in terms of their design and implementation. Across the board, the team found very few women involved in the livelihoods programs as well as a systematic disregard for gender in program design and implementation. NRC's YEP instructors in Sherkole Camp reported that among 140 participants in their second group of trainees, only 31 were

female. NRC's YEP instructors in Tongo camp reported that among the 70 participants enrolled in their furniture and construction courses, only three girls were enrolled in the furniture course. JRS's counseling services in Mai-Aini Camp, which include discussion groups for men and women only offer combined group discussions rather than separate groups for men and women. While the majority of refugees in Shire camps are male, livelihoods programs still fall short of effectively targeting female refugees.

The provision of childcare spaces and childcare services for participants of NRC's training programs in Mai-Aini Camp could help to attract and support female participants. However, as mentioned previously, most vocational trainings were in trades that are more attractive to men, such as carpentry and plumbing. There is a lack of evidence supporting women's increased participation due to the presence of these childcare facilities. Activities in tailoring and cosmetology are more appealing to women, and some respondents expressed a greater need for such programs:

> *"I have asked NRC and ARRA how we can employ the young girls who don't do anything at their homes I have asked for tailoring programs and sewing programs, and hair salons, and also for them to prepare meals." (NRC Sherkole Congolese female bread maker)*

Duplication of trainings by IPs, such as carpentry and electrical installation, rather than offering a diversity of programs such as auto mechanics and distance education, was cited as area of concern by participants.

The evaluation team observed an overarching lack of livelihoods programming and support for refugees in Shimelba Camp compared with Mai-Aini and Adi Harush Camps. IRC was the primary IP in Shimelba Camp and staff reported a steep reduction in the activities they have been able to offer due to budget constraints and overall lack of resources. Social workers and program participants in Shimelba cited a steep decline in the quality of programs and also underscored a lack of available resources to properly support livelihoods programs. Refugee respondents and social workers shared that they feel forgotten.

Resource availability after the trainings at times did not meet graduates' needs. Some encountered problems with completeness and timely delivery of startup kits and expressed dissatisfaction with IPs who failed to meet promises of material provision or kits. Lack of access to facilities such as training workshops during non-teaching hours prevented participants from using newly acquired skills. IRC reported that these facilities are not possible to support for refugees' continued use due to the lack of additional budget to run generators. Additionally, IRC stated that given the expensive nature of equipment like computers and the lack of resources to replace them if they become damaged or broken, it is challenging to leave training facilities open for trainees in the absence of supervision. This was also a concern in the non-training activities; for example, short hours of operation in libraries and youth centers were reported as problematic among those wishing to use them. In addition, counseling and mental health support programs, which were viewed as extremely important by members of the refugee community, were reportedly not reaching a critical mass of people, and respondents requested that they be more focused on women. By contrast, the availability of recreational structures, such as volleyball and basketball courts in Assosa and Shire Camps, is highly valued by members of the local communities and refugees alike.

Evaluation Question 2: Who are the recipients of assistance/programs?

2a. What are the characteristics of refugees who received livelihoods assistance?

The number of participants for livelihoods and youth engagement programs implemented by IRC, NRC, and JRS is extremely small compared with the number of refugees in each camp. While camp populations range from 6,000 to almost 35,000, most livelihoods activities serve 30 people or less per class of participants, while the number of total beneficiaries per activity hovers in the low 100s. Participant

targeting criteria was largely the same across the three organizations and included age, gender, ethnicity, and vulnerability. Most IPs reported a quota for women (typically a goal of 50%) and local community members (usually at the level of 30%). When questioned about the vulnerability criteria, IPs were challenged to provide a clear and succinct definition.

JRS staff members reported that in Mai-Aini Camp, there are 18,700 refuges of which 80% are between the age of 18 and 45. JRS's sports activities focus on youth aged 14 and above. Participants in theater and music appreciation programs are identified based on self-identified interest. JRS staff members stated that while they encourage girls' participation, it has been difficult to secure their involvement.

> *"We have discussions with the women's leaders and we tell them the programs, we have meetings with the parents' and teachers' association and also with the school teachers. NRC is working with unaccompanied children and they have social workers that work with them and they encourage girls to come to our compound to be involved in our programs. We provide them with sports uniforms and shoes and clothes."*

JRS reported that most of the participants in the music program are male, while sports programs are 50% female and male. JRS works with the local administration to identify program participants from the local community, however the camp is ten kilometers away from the nearest local community and thus their participation is low. A JRS staff member in Mai-Aini said:

> *"Once we announce a call for applicants, we invite ARRA, UNHCR and the RCC for screening and selection. We sit together and as JRS we try to explain the criteria and there should be some consensus between the committee members before entering into the process of selecting people. Representation of ethnic groups and gender balance are among the criteria. As much as possible we give priority to beneficiaries who were not involved in other programs by other IPs."*

JRS's counseling program in Mai-Aini reaches participants through incentive workers who are divided among different camp zones. The incentive worker coordinates with the zone leaders to select community leaders who then select coffee discussion participants. In one coffee discussion program, there are 20 individuals. For their counseling program, JRS uses a referral system from the different IPs and the RCC.

NRC staff members in Assosa stated that they do not play an active role in selecting program participants. NRC's selection criteria include 50% female, 30% local community members, and in general people with disabilities who are capable of participating, priority for large households, and representation from different refugee groups within the camp. NRC's YEP program targets youth between the ages of 15 and 20 years old. According to NRC's Livelihoods Assistant in Sherkole Camp, the small business training and start-up program targets individuals who have been living in the camp for no less than one year, who are free from substance abuse, who are considered vulnerable, who commit to save 50% of the profits from their business, and who have minimum reading, writing, and numeracy skills. NRC shares these criteria with community leaders – RCC, zonal leaders, and the women's group – and based on these criteria the community leaders identify the beneficiaries. Once identified, NRC reviews the list with the community leaders, who then make the final selection.

> *"We discuss with the community – women's group, handicap group, youth group, RCC – they select the beneficiaries in the presence of ARRA and UNHCR and they submit to us. When the committee brings us the list we also check it with UNHCR to make sure those selected are refugees. We think this is a good method for selection. We believe that they know their communities."*

IRC staff members in Addis reported that they also conduct their participant selection by working through the community leadership structures, such as the women's association, the youth association, and the RCC. IRC works with these groups to decide how to target. IRC stated that they target females and refugees' according to their length of stay in the camp – those who stay longer are prioritized. IRC also prioritizes some people with disabilities as long as they are able to benefit from the trainings. Finally, they target different ethnic groups proportionally.

IRC reported that over the years, it experienced a number of concerns with regard to targeting, particularly in terms of the guidance it received from UNHCR pertaining to targeting the most vulnerable households. IRC contends that working with the most vulnerable members of a community is not necessarily the best approach when it comes to livelihoods, as those individuals may not be able to start a business, for example. IRC suggested that targeting a slightly different demographic that is more educated and less vulnerable might allow program participants to effectively launch a business with reliable income. IRC purports that targeting the most vulnerable is different than setting up a sustainable business in the camp to provide a service for the residents and urges PRM to strongly consider its livelihoods targeting criteria.

IRC staff in Mai-Aini Camp stated that their programs focus on youth between the ages of 15 and 29 years old. Selection is based on the following criteria: commitment and interest to finish the training with perfect attendance; lack of other jobs or income sources; lack of engagement in other trainings; family size and children; vulnerability; potential and interest to pursue a business. Participants in IRC's computer training program are expected to have the necessary education background (Female 8+ and Male 10+) and to sit for an entrance exam.

IRC's Youth and Livelihoods Officer in Mai-Aini Camp reported close collaboration with the RCC to select participants for the female hairdressing training. Selection criteria are similar to those stated above but also include: large family size and vulnerability to violence.

2b. How well did partners reach vulnerable groups with livelihoods assistance?

The evaluation team found a range among IPs' participant selection, with some participants who seemed to have been appropriately selected, while others were not. For example, some participants of NRC's small business program have been quite successful with their start-up due to prior knowledge and skills and their existing capacity to leverage what they learned from the training, while others failed completely because they were too vulnerable and not in a position to spend their start-up capital on anything other than meeting their basic needs. The team found several instances in which IPs, in conjunction with their committees, had not selected the most appropriate participants. Specifically, the team found that several livelihoods program participants are enrolled in multiple programs. Almost all of the individuals the team interviewed who are participating in NRC's small business training and start-up program in Sherkole Camp are also involved in at least one additional NRC program such as BYG, ALP, or adult literacy courses.

The team also found that several program participants have family members who are social workers for the IP providing the activity. The team found this among NRC's participants in both Sherkole Camp and in Mai-Aini Camp. The team found when visiting a graduate of IRC's hair dressing training in Mai-Aini Camp, who was a recipient of IRC's small business grant award, that she had also recently graduated from NRC's YEP program as she had certificates of completion for each one. In Mai-Aini Camp, the team was particularly concerned to find that one of the participants in NRC's food preparation training was also a member of the RCC. Not only had she participated in NRC's program, but also in several of IRC's programs.

"I am part of the RCC so when we compare the campaign activities with the other organizations, NRC does not introduce all the activities that are done here. I got to know there is such an opportunity because I was working as a member of the RCC. I am the parliament secretary. With IRC I participated in a leadership training and a reproductive health program. With JRS I took one time a communication skills course. Since we are leaders of the community, the idea is to teach us all of the things that should be known and to pass what we know to the community."

The involvement of the refugee committees in choosing program participants presents challenges due to the "survival of the fittest" mentality that often prevails in camps. Large numbers of refugee committee members participate in the programs, and it is not clear whether IPs are effectively mitigating this bias in the selection process. IPs' lack of attention to repeat beneficiaries is also concerning given the number of refugees who are eligible and would like to participate in the limited offering of livelihoods activities.

Evaluation Question 3: Were PRM-supported programs designed and implemented using best practices?

As detailed in the Desk Review Report, best practices in camp-based livelihoods programs for refugees require that programs are based on:

1. Use of assessments: market assessment, gender analysis, capacities and competencies assessment, contextual analysis, and conflict analysis;
2. Clear length and conditionality with exit strategies or transition plans;
3. Targeting gender, diversity, and vulnerability;
4. Promoting flexibility and adaptability; and
5. Clear understanding of legal and non-legal barriers.

The evaluation team examined livelihood activities largely within the parameters of *good practices* rather than best practices due to PRM and the IPs' relatively recent focus on livelihoods activities for camp-based refugees and the fact that most IPs' activities were designed and implemented on a very small scale vis-à-vis their main programs due to limited availability of resources. The team gave particular attention to the use of assessments, the findings of which are detailed under question 3a.

Ensuring that livelihoods trainers and teachers are equipped with the necessary skills and experience to implement educational and vocational trainings is critical in ensuring effective livelihoods programs. NRC's YEP and ALP instructors in Sherkole, Tongo and Bambasi reported participating in comprehensive, well-designed trainings delivered by the Regional Bureau of Education in Assosa in collaboration with the TVT College. YEP and ALP instructors said the training was relevant and covered topics including planning, assessment, classroom management, psycho-social support, and school and community relations. In addition to the four-day course, an additional three trainings were provided in 2014 focusing on small business, teaching pedagogy, and educational planning. However, refugee instructors from Tongo Camp expressed difficulties with the training due to language barriers. ALP Instructors from Tongo speak the Sudanese language, Odouc, however the training was delivered in English.

NRC's YEP and ALP instructors in Tongo, Bambasi, and Sherkole, reported several challenges with the implementation of their programs, including lack of textbooks, shortage of safety clothing and shoes for the vocational courses, lack of teaching materials, and provision of exams in English. Most students do not speak English and instructors deliver courses in Arabic. Exams are prepared in English to facilitate grading and are then assessed by TVT for student certification. Conducting exams in English also presents a challenge for the majority non-English speaking students who are required to take their exams in English.

> *"For YEP I teach two lessons; literacy and numeracy. I have the curriculum and the teacher's guide but the students don't have any textbooks."* (YEP instructor, Tongo Camp)

> *"For ALP we have received the teacher's manual but only some books for the students –there are not enough books for everyone. We have maybe 10 books and 60 students. The students share the books; one takes it for two days and then they trade with another student. I asked NRC for student textbooks and until now we have not received them. We started teaching in Sept 2014. The text book is in English but the students do not speak or read English."* (ALP instructor, Tongo Camp)

A focus group discussion with YEP and ALP students in Tongo Camp corroborated challenges highlighted by teachers regarding language.

> *"There is one teacher who uses four languages – I would like the others to speak the four languages so the teaching can be done well for everyone. Some teachers it is too difficult to explain the lessons in all of the languages –they have to ask students to help and the teacher doesn't explain things in a good way. There are some students who are very poor in speaking and writing English, so when they are teaching in English and Arabic these students will leave without understanding a single word."* (YEP Student, Tongo Camp)

In Bambasi, teachers also reported insufficient learning and support materials.

> *"On the teaching side we have a shortage of the materials for life skills – to teach there should be a teacher's guide and enough student text books, but we have a shortage of text books. We have literacy and numeracy skills but not books on HIV, health education, or the environment."*

IRC trainers in Shimelba Camp reported the challenges they face due to the lack of necessary support from IRC with basic teaching and learning materials.

> *"We don't have any manual to teach, we don't have a chalkboard, we don't have markers to write on the whiteboard… even the students do not have a manual to follow… the manual we are teaching is from 2003 but the computers are installed with Microsoft office of 2007 so it doesn't relate. As I have been here for a long time the courses that were given 3 years ago, the students were granted handouts and manuals but for the past 3 years I have not seen any."*(IRC Social Workers, Shimelba Camp)

However, IRC staff based in the capital contend that the computer training center is equipped with whiteboard and whiteboard markers and that there are standard training manuals that are used regularly across camps within IRC. They admit that while currently the manual is from 2003 as Microsoft office 2007 was installed only recently, IRC program staff are working with the IRC information technology department to procure an updated manual for office 2007 which will then be rolled out for use in the camps. Following good practices for program design would ensure that basic materials, supports, and practices are in place prior to program launch. Learning materials, textbooks, course curriculums, and appropriate accommodations for students' language needs are foundational elements of effective program implementation, without which programs are bound to suffer, if not to fail.

NRC's design of the small business start-up programs in Sherkole Camp did not follow a specific methodology: some participants received single grant awards for business start-up and others received grants for group-based business start-ups. When questioned about this model, staff members were unable to provide the team with a reasonable explanation for the design choice or to present plans for program learning. The team learned that the design was a reaction to individual participant preferences, reflecting a lack of thought and planning in the design of NRC's small business training and start-up program. The dual model presents opportunities for learning about the challenges and successes of

businesses owned and operated by single owners versus small groups, but NRC struggles with routine monitoring of participants, let alone tracking higher-level outcomes of small business owners.

> *"During the training we made them plan together - we write their plan and share with them their plan… Our intention was to have people working in groups, but we let 15 work on their own to see which was more productive. Some of the groups even separated themselves after they received the money. It is also based on the type of business they selected."* (NRC Sherkole Camp)

Challenges with both models were discussed with program participants in Sherkole Camp. Some reported that their individually-owned businesses had either failed or were significantly struggling, either because of the business design they pursued or because they used the grant money to meet immediate needs. Participants of the group model reported a lack of full participation by some group members and the challenge with leveraging profits from a small business with so many members. Participants of both models reported that they did not receive effective guidance or technical support from NRC in the development and finalization of their business plans and that overall, assistance from NRC with running their business was minimal. In addition to the group versus individual small business start-up model, which lacked thoughtful planning and learning, NRC's model of providing one-time cash grants of 1,500 EB (roughly $75 USD) raised questions and concerns among fellow small business program participants, members of the refugee committees in Sherkole Camp, as well as with staff members of other IP organizations addressing livelihoods in Assosa. The model was devoid of participant accountability and limited the overall number of participants. The lack of attention placed on the design and implementation of the small business training and start-up program reflects poor attention to sound program strategy.

Coordination and collaboration among IPs is the cornerstone of good practice in humanitarian settings. Particularly in light of limited funding for non-emergency programs, IPs should be working together, learning from one another, and ensuring that their programs and activities are complementary rather than duplicative. While pilot programs benefit from multiple methodologies and approaches, opportunities for learning are maximized through the exchange of ideas and information. Discussions with NRC and LWF staff revealed that despite awareness of the other's activity, there was no collaboration or learning between them. In a resource scarce environment, the absence of IP collaboration and the proposal to replace sound camp infrastructure such as latrines and stoves with expensive alternatives is not good practice.[27]

Youth and recreation programs do not promote income generation or food security, but rather are designed with the goal of helping to improve self-esteem and solidify the social networks of the many youth in the Shire camps. For a camp population that needs to complete primary school and is too young to engage in income-generating activities, JRS and IRC's programs serve a vital need by building social, physical, and human capital. As such, JRS and IRC's programs embody good practice by reflecting contextual understanding and awareness of the needs of their population of concern as well as how best to support them. These programs in Mai-Aini Camp do not employ a one-size fits all model, but rather accommodate refugees' dynamic needs. In many other camps the team visited, services, programs, and facilities for youth were much less established and developed compared with those in Mai-Aini Camp.

> *"For young, unaccompanied minors we provide training in basketball, football, volleyball… the sports decrease stress in the camp and decrease secondary movement… it makes them busy and protects them from drinking alcohol and smoking… we help to avoid hopelessness in the camps. We encourage them to continue academics and create awareness on child protection and gender-based violence. Our programs are like therapy – a healthy way of dealing with your feelings… The focus of our work is to keep them in the camp and give them options."* (JRS Staff, Mai-Aini Camp)

Refugee youth program participants who participated in the FGD reinforced the appropriateness and importance of both JRS and IRC's youth-oriented programs:

> *"I have a great desire to play soccer since I was a child so while I am playing soccer I can build my health and I can also reserve myself from harmful behaviors. When I see people who do not have a desire to play any kind of sport they go and smoke, drink, and do all of this bad stuff, but since I have a great desire to play football, I dedicate my time to play football here."* (IRC youth participant, male)

> *"I have a great desire for art because when I paint and when someone paints he can communicate all the things that you have inside with the picture and the paint. Especially women rule the world all the time I like to paint a woman holding a world."* (IRC youth participant, female)

To implement best, or even good, practices, a comprehensive understanding of the population of concern and the context in which they're living and operating is a minimum requirement. A priority for UNHCR and IPs in the northern camps in Shire is understanding and preventing secondary migration among the Eritrean refugees, primarily youth. UNHCR and the IPs believe that livelihoods programs potentially can reduce secondary movement. Given the importance of this issue, the team was concerned to find a dearth of information and understanding among UNHCR and IP staff about this dimension of the refugee context.

Two of the largest camp registrations in Shire are reported to be Adi Harush Camp (34,090 registered refugees as of December 31, 2014) and Mai-Aini Camp (17,808). However, the team's observation of shelters and individuals gathered to receive food distributions in these camps indicate a population of only approximately 10,000 residents in either location. Discussions with UNHCR staff in Embamadri revealed that ARRA's figures for the number of refugees collecting monthly rations in Mai-Aini Camp were below 10,000 individuals. The IPs are eager to demonstrate a correlation between their livelihoods, youth, and recreation programs and the reduction in secondary migration. However, the general inadequacy in understanding this issue, coupled with complete absence of effective program monitoring, means that the correlation between livelihoods program and secondary migration cannot be determined. When probed about a possible correlation between their programs and secondary migration, IRC staff reported that they have no idea how many of their program participants have left for secondary migration and that that they have challenges monitoring their graduates as many depart for secondary migration; this happens with some training participants even during the courses themselves. NRC staff in Mai-Aini camp were quick to draw a connection between their YEP program and reduced secondary migration. However, according to the NRC staff, there is no systematic program monitoring and follow up with program graduates, and thus likely no reliable data on this phenomenon:

> *"I cannot say the exact number of the graduates right now because most of them are not here… they took secondary migration. I don't know how many have left the camp. In each department there are less than 10 people who are still here."* (NRC Livelihoods Assistant, Sherkole)

Compounding the weaknesses in contextual understanding and monitoring systems, the team found a widespread deficiency of technical knowledge and experience among IP program staff about livelihoods and livelihoods interventions. Meetings with IP staff members in headquarters in Addis Ababa revealed at best a moderate understanding of the livelihoods needs of camp-based refugees in Ethiopia, and among field and camp-based staff members there was a deficiency of experience and technical knowledge of livelihoods. An additional challenge is the lack of resources, training, and technical support of field staff from regional and national offices. In Shire, for example, all of NRC's vocational and skill training programs in Mai-Aini and Adi Harush Camps, including the responsibility of securing employment for program

graduates, are managed by one Livelihoods Program Officer and one Livelihoods Program Assistant, neither of whom have a technical background or sufficient expertise in livelihoods.

3a. Did NGOs conduct baseline assessments such as market and livelihoods assessments?
While several market/livelihoods assessments were conducted in the Ethiopian camps either by the IPs themselves, or in collaboration with UNHCR, not all IPs conducted these assessments on a regular basis or prior to program implementation.[28] Most of these were carried out prior to 2014. Among the available assessment reports, each identified existing skills and assets in the camps as well as the communities' self-proclaimed needs and desires and made recommendations for adjusting program activities to align them more closely to these realities. The assessments noted differences in these findings by sex. Discussions with IP staff at headquarters, regional, and camp levels found varying degrees of awareness of, and familiarity with, these reports. Most described the report as a "wish list" of refugee and local community desires for programming and activities. Staff members were challenged when asked to explain the link between programming decisions and livelihoods or market assessments. In particular, when queried about the decision to continue with vocational and entrepreneurship programs for which graduates are now sitting idle and unemployed, IP staff members struggled to draw connections between the market context, refugees' skills and capacities, and programming decisions. There appears to be little connection between assessments and program design and implementation decisions.

The lack of comprehensive needs assessments focusing on refugee livelihoods or baseline assessments of program beneficiaries undermines the learning potential of PRM-funded programs in Ethiopia. Information on livelihoods remains largely anecdotal and there is no accurate characterization of the challenges and opportunities within the camps in general, or capabilities and gaps among the refugee communities in particular. IPs have only a limited understanding of skill building, income generating, and food security activities and have not fully explored programs that may be appropriate for the various camps and communities. This threatens the development and implementation of effective programs and hinders understanding about the outcomes of livelihoods programs. The lack of data or vulnerability indicators in targeting livelihoods activities results in a failure to translate knowledge into practical livelihoods strategies and reduces the effectiveness of ongoing livelihoods programs. Baseline assessments are necessary to evaluate the effectiveness of programming, and mapping of opportunities and challenges, capabilities and gaps is important to designing effective and appropriate programs.

3b. Were any external evaluations conducted? Any internal M&E?
Overwhelmingly, the evaluation team found that IPs are not engaged in routine, systematic monitoring of their programs and activities. The only data IPs seemed to collect was the number of program participants. In some cases, this data was recorded, tracked, and stored on posters hung on the interior office walls, in other cases, it was stored on a computer. When queried about the kinds of indicators they monitor, not one IP indicated familiarity with the term indicator and some mistook it for target. Data about the outcome of trainings and program results, including data on employment, small business revenue, and expenditures was predominantly anecdotal. Particularly concerning was a general lack of monitoring of vocational and skill training program graduates as well as recipients of small business grants and entrepreneurship awards. The goal of the programs was employment for graduates and to support them in developing and launching small businesses, but most IPs had little to no information on graduates.

> *"Our indicator is the number of beneficiaries. When NRC signed an agreement with UNHCR we set this target. There is a person who is receiving medical treatment now who is responsible for this program. He is in Addis for medical check-up since last Monday. We don't' know when he will be back. He is the one who normally collects this information."* (NRC, Sherkole)

In response to a question regarding the status of IRC's vocational training graduates, IRC reported:

> *"These refugees may go to a third country and use that skill, or they may use it in the camp to make money and sustain their livelihood. Most refugees are not stable here in the camp – most of them are not here. Maybe 4 or 5 for each class are still in the camp. I tried to link the carpenters with the latrine construction and the plumbing with the water program. We did not have a system to track how many of them received a job, how much money they made, how long they kept the job. Previously we were only providing the skill training. Now we are doing this, following up, with the 7 individuals who are doing the business start-up."* (IRC, Mai-Aini Camp)

IRC Mai-Aini further explained that they are now starting to follow up with the vocational training graduates who receive the start-up awards (for which graduates compete based on business plan proposals). When asked why they are not following up with all of the graduates, IRC cited the challenges entailed with this, including:

> *"We have graduated 788 people from computer, but we can't follow up with all of them. It's too difficult. If you find them in one address today, maybe they will move somewhere else tomorrow."* (IRC, Mai-Aini Camp)

A consistent challenge with the Eritrean refugees is that for many, their stay is very short in the camps until they arrange their travel for onward movement. Many do not come to actually live in refugee camps, but rather use refugee camps as transit to move to other destinations.

Monitoring of NRC's programs in Adi Harush Camp was quite poor. They did not have a list of program graduates, and that most had left the camp. One staff member said only a few graduates had been able to engage in employment or to pursue business opportunities. The evaluation found that UNHCR also fails to provide systematic and appropriate monitoring, oversight, and support to the IPs, despite this being UNHCR's primary role. The IPs report a low-level of interaction with UNHCR, the main opportunity for which are the monthly coordination meetings. UNHCR staff in Assosa, Shire, and Embamadri revealed a lack of familiarity with IPs' livelihoods, and youth and recreation programs. The evaluation team rarely, if ever, saw UNHCR staff on the ground in the camps. Program Officers in Shire reported that they are lucky if they visit the camps twice per month. Finally, the team found that PRM and UNHCR do not require grantees to undertake routine program monitoring or to report on anything but a limited number of program outputs such as the number of participants disaggregated by sex, time of the training, duration of the training, and place of the training, according to JRS staff in Mai-Aini Camp. Interestingly, the evaluation team received multiple requests from refugee committee members, program participants, and teachers and trainers demanding better IP follow up and monitoring of programs, and more accountability between PRM, UNHCR, and the IPs.

Evaluation Question 4: What was the impact of the programs/assistance?

When asked about the programs in which they participated, respondents described increased income, improvements in self-confidence and self-esteem; expanded networks of friends and community members; greater food security; improved education; and new technical skills. Some participants of NRC's small business training and start-up program said income from their business had enabled them to supplement their family's needs (shoes, clothes, medicine), and had made them feel more confident:

> *"I don't need to beg someone to buy the shoes, I can get the business money to do this. I was in a place feeling so bad and thinking so much but now I don't have time to think I have the business and I got knowledge about how to run a business."* (NRC small business participant, refugee female – Sherkole Camp)

Overall, participants were grateful to be in the programs and to learn new skills they can use after returning home, in resettlement, or to a limited extent while still living in the camps. More documentation of participants' comments can be found in Annex I.

4a. Did beneficiaries' asset base change after participating in the programs? In what ways? How long were changes sustained?

The IPs were unable to provide the team with any comprehensive data about participants' earnings. Most information assets was anecdotal and gathered directly from program participants during KIIs and FGDs.

Earnings data were not available from IRC staff or participants of IRC programs. An example of a challenge related to this, according to IRC staff, is business owners not wanting to share information on profit, suspecting they might be asked to repay the amount of the money received for start-up, which is not the case. According to a FGD with 20 female participants in Mai-Aini Camp, some women are sporadically employed by IRC to tailor school uniforms for IRC's schools, and have made up to 3500 EB ($170 USD) over the course of three months. Graduates of the hairdressing training said they could demand 30 to 70 EB ($1.50-3.50 USD) for a common Ethiopian hair-style. A FGD with male refugee participants of IRC's barbering and tailoring trainings in Mai-Aini Camp said they had difficulty finding work because of lack of access to sewing machines. They said graduates of the program had been involved in school uniform production earning 30 EB per uniform completed. Graduates of the barbering training said they had started a small business cutting the hair of unaccompanied refugee children. IRC gave them a space and paid them 9 EB ($0.50 USD) per haircut. However since January, care for unaccompanied minors has been transferred to NRC, who no longer pays the young barbers to provide their service; instead, the barbers give haircuts for free. NRC staff in Sherkole Camp reported that some participants of the small business training and start-up program are profiting by as much as 4000, 5000, and 6000 EB ($195-300 USD). However, NRC did not provide the team with any evidence of monitoring of participants' financial earnings. Lack of routine program monitoring by the IPs meant the evaluation team was unable to determine whether gains in financial earnings have been sustained over any period of time or whether earnings will continue in the future. Only one small business group in Sherkole Camp, the bread-baking business, appeared to be keeping records of their expenditures and revenues.

4b. Where beneficiary incomes/assets did not noticeably improve, what are potential reasons for this lack of improvement?

Many factors affect participants' capacity to increase their income and assets: poor business plan design, lack of support and guidance from the IP with business start-up and implementation, lack of clarity for a successful model of small business program regarding single or group loan and cash grant versus revolving fund, lack of a viable market for the vocational skills, failure to provide graduates with start-up kits, participant vulnerability. Several of these factors are discussed below under question 4c.

A key factor is the lack of a viable market for the vocational skills provided by the IPs. Trade skills such as metal working, electrical installation, construction, and furniture making are unlikely to be in high demand in the refugee camp settings of Assosa and Shire. While opportunities to support IP-led, camp-wide infrastructure projects may provide some graduates with a one-time opportunity to engage in paid work, these opportunities are rare and will not significantly change participants' incomes or assets.

4c. What factors influenced the success or failure of the livelihoods programs?

Participants of NRC's small business training and start-up program who possessed higher education and previous experience as business owners or skilled workers were better able to maintain their businesses following graduation from the programs. Participants who had low levels of education or little prior experience tended to be more vulnerable and often included single mothers, survivors of gender-based

violence, and individuals suffering from life-threatening illnesses. These participants tended to struggle or fail with their businesses following graduation.

Some of the NRC participants' small businesses relied on permits to travel outside of the camp for some aspect of their business. These permits are often difficult to secure, raising the question of why IPs would endorse business models that rely on pass permits. At least three of the 13 individuals the team interviewed reported terminating their business due to difficulties with permits (see Annex I).The level of NRC support and participant follow-up with the small business program was an issue. NRC staff members' role is to provide guidance, review, feedback, and mentorship for all participants launching a business. Interviews with participants found NRC lacking in terms of assisting participates to develop sound, reasonable business plans. NRC's small business start-up program is based on one-time cash grants rather than a revolving fund model where recipients are required to repay a loan. A few of the individuals interviewed said they used their grant money to purchase food and other pressing household needs.

A success factor of NRC's YEP program is the Memorandum of Understanding (MOU) between NRC and the Assosa Poly-Technical College. The MOU allows NRC to adapt their training curriculum from the TVT curriculum associated with the National University system. Students graduating from NRC's trainings earn nationally-recognized certification. NRC teachers and trainers participate in orientation and training to learn about the curriculum and how to lead the courses. Several of NRC's vocational training programs had classrooms and workshops well provisioned with the necessary tools and materials to support effective learning. The team was impressed by NRC's woodworking, metal working, leather working, food preparation, tailoring, hairdressing, and computer classrooms and workshops in Mai-Aini, Adi Harush, and Bambasi. These classrooms were stocked with a variety of tools in working condition.

The availability of resources to support youth engagement and recreation is a significant factor in the success of IRC and JRS's youth and recreation programs. JRS's covered, open-air recreation center with basketball courts, volleyball courts, and shaded areas provided an appealing and appropriate facility.

The quality and dedication of instructors is a significant success factor for IRC and NRC's vocational and skill training programs. NRC YEP participants had substantial praise for some Ethiopian teachers and instructors who brought to their job a great deal of experience, high levels of education, and training in their discipline. IRC participants of the youth recreation program commended their instructors, trainers, and coaches, many of whom were members of the refugee community, for their commitment and dedication to the youth and the programs despite working under challenging conditions with scarce resources and support from IRC. IRC's social workers in Mai-Aini and Shimelba camps expressed high levels of dedication to their jobs and commitment to making a difference in the lives of their fellow refugees despite the very challenging circumstances they're living in and the minimal pay, limited resources, and lack of training and support they have received from IRC to perform their jobs.

Many NRC and IRC graduates of the vocational training programs failed to receive their start up kits or a major piece of equipment they require to carry out their trade, such as the specialized metal welding and wood working machines on which they were trained. Even graduates of the hair dressing and tailoring programs do not have the proper equipment they need to undertake small jobs around the camp. Although there are not sufficient resources to provide start-up kits to every graduate, the IRC does provide start-up kits to some graduates based on a business plan competition. IRC cautioned that even if funds were sufficient to provide all graduates with start-up materials, over-saturation of the market with too many similar businesses would need to be prevented.

Lack of tools and equipment in the workshops also prevents properly carrying out the training or activity. JRS's library has restricted hours of operation and lacks of books and resources in local languages. Most books and reference materials are in English, as are computer keyboards. Non-English resources have limited value to intended users, and diminish the success of the program. IRC's fine arts program is outfitted with only paper and pencils and JRS's music class also reported a very small stock and limited variety of musical instruments. NRC and IRC staff members in Mai-Aini, Adi Harush, and Shimelba Camps reported that power was often, if not permanently, unavailable. Some IPs invested in generators for backup power, yet in Shimelba and Adi Harush, social workers and program participants reported long stretches of time when even the generator was not functioning and classes had to be cancelled.

Another factor contributing to program success are the monthly coordination and planning meetings that bring IPs together with UNHCR and ARRA. Some respondents underscored how these meetings generate understanding between IPs about the types of activities being implemented. On the other hand, the monthly meeting with UNHCR and ARRA is seen by several respondents as more of a report-out than a real opportunity for real collaboration and learning. The absence of a comprehensive approach to addressing livelihoods also contributes to program failures. The IPs use a variety of livelihoods definitions, most focusing on food security and income generation or the economic dimensions of livelihoods. In instances where IPs implement activities that address different dimensions of livelihoods, such as in Mai-Aini Camp, where JRS is implementing mental health programs, NRC implements vocational training programs, and IRC implements entrepreneurship programs, there was a lack of linkages between programs. One of the biggest issues for livelihoods programs is that IPs still encounter difficulty meeting refugees' basic needs such as shelter and latrines, largely due to funding constraints, where need far exceeds the ability of available resources. Refugees also struggle to meet basic needs. This compromises their ability to think about longer-term outcomes such as livelihoods security and self-sufficiency.

4d. Did PRM-supported programs promote self-reliance?

The lack of monitoring means IPs have a poor understanding of participants' self-reliance. It is impossible to determine the extent to which changes will be sustained over time, but it is clear that this is a distant goal. The only individuals who reported a change in their capacity for self-reliance were the graduates of NRC's small business start-up program. As documented under question 4, some said their households were able to purchase clothes, shoes, and medicine, and diversify their diet. However, these participants remain dependent on camp systems and structures, particularly the monthly food distribution.

4e. How many beneficiaries are employed in the formal sector vs the informal sector?

It is highly unlikely that program participants will ever be employed in the formal sector, at least while they remain in the camps and while employment laws for refugees remain restrictive. As discussed above, very few participants of NRC and IRC's vocational entrepreneurship programs are gainfully employed due to numerous contextual and resource challenges, and only a few participants of NRC's small business programs have managed to start and maintain a small business. Most vocational training graduates sit idle due to a lack of resources.

4f. What were the secondary benefits/costs of participation in livelihoods programs, if any? For example, did participants feel they were more/less vulnerable to abuse and exploitation and/or gender-based violence?

The programs that involve the local community surrounding the camp may be positively affecting the relationship between the refugees and host communities. While other factors also foster this relationship, IP staff, program participants, and refugee committee members alike voiced support for continuing to involve the local community in livelihoods and youth programs as a way to increase understanding and communication among refugees and community members. While there is no solid evidence to support

this claim, respondents from several groups in the northern camps (Adi Harush and Mai-Aini) claimed that IRC and JRS's youth and recreation programs reduce secondary migration among the youth population. Of the 19 youth (7 girls and 12 boys) participants of IRC's program whom the team interviewed, on average, participants had spent 4.05 years living in the camp. Without data regarding average length of stay for all youth residents of the camp, it is not possible to say whether this participant average is higher or lower than the camp average however, four years is quite a long time and it is possible that youth in these programs are less likely to migrate than their non-participating counterparts.

RECOMMENDATIONS

Evaluation Question 1: What types of assistance/programs were provided?

Please see the recommendations for questions 2-4 below.

Evaluation Question 2: Who are the recipients of assistance/programs?

Recommendations for Implementing Partners

IPs should be much more involved in the targeting and selection of program participants to ensure an unbiased approach. Following submission of a participant list from the selection committee, IPs should conduct a short interview with proposed participants to ascertain their capacity to successfully participate in and benefit from the program or activity.

IPs need to place a strong emphasis on recruiting and hiring female employees from the national level all the way to the camp level. Female staff should be members of the technical program team and not only fill administrative positions. They should be involved in the assessment of female refugee needs and capacities, design, and implementation of livelihoods programming.

IPs need to strictly enforce participation criteria that prohibits advantaged individuals from the community, such as camp committee members, from participating in limited livelihoods programs. These programs should be designed and implemented with the goal of assisting less-privileged and vulnerable members of the community. Vulnerability manifests in many different ways. It is unlikely that every vulnerable person or household will also be challenged with meeting basic needs and thus facing a tradeoff between successful participation and demands of securing those basic needs. Vulnerability should very much remain a prominent selection criteria for participation, however it must be assessed with more nuance in terms of the extra kinds of supports, incentives, and assistance that vulnerable people may need in order to successfully participate in a given program or activity.

IPs need to place more importance on developing livelihoods programs that are appealing to the needs of women and girls. Programs should be based on sound evidence as collected through a gender analysis with a focus on livelihoods capacities and gaps among the refugee women and girls. The assessment should make special considerations for any differences between women and girls from different countries or of different ethnicities. Programs should not only demonstrate a nuanced and informed design, but also an implementation approach that considers how best to recruit and support women and girls to maintain their participation in programs as well as to find success following graduation.

Recommendations for PRM

PRM should require IPs to be more heavily involved in selecting program participants. Participant selection that relies too heavily on camp committee members carries too much bias and has been shown

through this evaluation to be prone to manipulation. With such limited resources and spaces for a select few participants, it is critical that program resources reach the right people based on targeting criteria.

PRM should require IPs to institute strict selection criteria prohibiting the selection of participants currently enrolled in IP programs and activities. Participant selection criteria should seek to engage refugees who have never participated in an IP program or activity. Criteria should ban RCC members from participating, as well as members of their households. Instances in which programs and activities are designed and implemented with the goal of complementarity and achieving greater levels of outcome sustainability through participation in multiple programs should be considered on an individual basis.

PRM should require IPs to submit a gender action plan in their proposals for livelihoods programs. The gender action plan should include evidence of a systematic gender analysis use to inform the development of livelihoods programs and activities that appropriately and comprehensively address the livelihoods needs of men, women, youth, and the elderly.

PRM should encourage IPs to establish a gender-balanced staff from the national level down to the camp level. IPs are systematically lacking representation of female staff members at all levels, which significantly impedes the design and implementation of gender-sensitive livelihoods programs.

PRM should review its vulnerability criteria for livelihoods programs to better ensure that program participants will be well-placed to find success and ultimately to benefit from the activity or program.

Evaluation Question 3: Were PRM-supported programs designed and implemented using best practices?

The programs showed substantial shortcomings in their design and implementation, underscoring the need for more thoughtful, comprehensive, and collaborative planning and implementation.

Recommendations for Implementing Partners

IPs need to ensure that their trainers and teachers are better prepared and receive more support prior to and throughout training delivery. While some teachers received thorough and appropriate training upon joining NRC, trainers and teachers in other locations reported that they did not receive sufficient preparation and orientation. IRC should likewise ensure that their trainers and instructors are properly trained and supported to carry out their roles and responsibilities. IRC should provide special skill-building and orientation support for teachers and trainers from the refugee community who often lack the same level of education and skills as their Ethiopian counterparts.

IPs must ensure that all vocational, entrepreneurial, educational, and youth recreation programs are outfitted with the necessary equipment, tools, supplies, and materials in order to properly deliver the training as designed. IPs should ensure that these items are of sufficient quality and quantity for all students to engage in effective learning such as sewing machines, wood-working tools, metal welding machines, kitchen utensils and utilities, hair-dressing implements, and computers. IPs must ensure that learning materials such as library books and resources, in the case of JRS, and course materials, handouts, curriculums, and course books, in the case of NRC and IRC, are provided in the appropriate languages for all students. In addition to learning materials, IPs must also ensure that teaching materials are provided to all teachers, trainers, and instructors including course curriculums, calendars and planning books, grade books, chalkboards with sufficient chalk and erasers, and resource books such as computer manuals and training manuals for courses like electrical repair, carpentry, and metal work.

NRC should discontinue implementing its small business start-up, micro-grant program. Aid agencies and NGOs that do not specialize in micro-grants should not try to implement poorly-designed, one-off business programs, but instead should sub-contract to organizations that are experts in this domain of livelihoods and development.

IRC and JRS should invest more resources – both human and physical – in their youth-oriented music, theater, and fine arts programs. These programs provide much-needed, important outlets and supports to the large population of at-risk youth who populate the northern Ethiopian camps of Mai-Aini, Adi Harush, and Hitsats. These activities should have an appropriate number and diversity of working instruments, variety and quality of art supplies, and materials and props. Furthermore, these programs should be given the same level of importance in terms of the teachers and trainers who run them.[29 1]

IPs need to ensure that their field-based staff members in charge of implementing and overseeing livelihoods programs are properly trained and skilled in the field/discipline of livelihoods, particularly in the camp-based refugee context. Addis-based, national staff need to develop systems and tools to provide their field-based colleagues with stronger technical guidance and support to do their jobs. Not only do many field-based staff lack education and training in livelihoods, but also they are burdened with incredibly heavy workloads and responsibilities.

NRC should reach out to LWF to establish collaborative partnership in the pursuit of an effective bio-gas pilot program. Working together will support the effective use of existing infrastructure, minimize duplication of efforts, and increase the potential for learning. If new stoves are determined to be essential for the utilization of bio-gas, then NRC should propose a way to build them using refugee labor and skills as well as existing stoves and materials that IPs, UNHCR, and ARRA have already invested in.

Recommendations for PRM

PRM should insist on proper M&E of their programs, and should require relevant M&E budget lines in all proposals for livelihoods programs.

PRM should continue to fund livelihoods programs focusing on social assets and capital such as those that engage refugee youth in educational, recreational, and social development activities. Activities such as those implemented by JRS and IRC focusing on youth and recreation should continue to receive funding while PRM should also seek to better support other types of programs for youth such as fine arts, music, theater, and discussion groups and peer mentorship and leadership groups. These kinds of activities may contribute to positive secondary outcomes, such as reduction of secondary migration.

PRM should prioritize establishing evidence about secondary migration in the northern Ethiopian camps in Shire. PRM should work with UNHCR and ARRA to monitor refugee camp populations, possibly via the food distribution system. PRM should deploy independent researchers to examine this issue and recommend a systematic way to track refugee flows and movements in and out of the camps.

PRM should ensure that livelihoods programs are implemented by IPs best positioned for the work. PRM, through its requests for proposals, should request detailed information about the IP's expertise in livelihoods including how they define it, programs they have implemented in the past (past performance), and the skills/qualifications of their staff who are in charge of implementing and overseeing the programs.

a. Did NGOs conduct baseline assessments such as market and livelihoods assessments?

PRM should contract an extensive situational analysis to understand the existing capacities, as well as needs and priorities of refugee communities. The situational analysis should include participatory assessments to identify the opportunities and challenges for implementing livelihoods activities in the context of the camp and surrounding communities. It should also seek to assess the capabilities, existing assets, skill and knowledge gaps, and aspirations of the refugee community members. Data collected should be disaggregated by nationality, sex, and age. Such a situational analysis should be conducted through partnership with UNHCR, ARRA, and other agencies in country.

PRM should consider providing specific resources to UNHCR and IPs for program evaluation, particularly in the case of short-term funding, which is a challenge with respect to assessing effectiveness. Dedicated funding to support evaluation designs that are implemented across the lifespan of programs and are capable of assessing attribution and change over time are preferred to final evaluations that are conducted only at the end of the program period and often draw insufficient conclusions.

b. Were any external evaluations conducted? Any internal M&E?

NGOs struggle with M&E, and could not effectively demonstrate livelihoods outcomes or learning from PRM-funded programs. In particular, the absence of outcome-level standardized indicators during the time that these programs were implemented (FY 2009-2012) prevented PRM from substantially learning about these livelihoods programs. While PRM has started issuing a series of standardized livelihoods indicators in its 2014-2015 funding cycle, they require some strengthening and refinement as well as the accompaniment of thorough guidance regarding how to apply and use them.

Recommendations for PRM

PRM should develop an internal results-based management system to support the implementation of its Functional Bureau Strategy, including a logic model that demonstrates the sequence of cause-and-effect relationships between activities, outputs, outcomes, and goals. The logic model could explicitly cover livelihoods programs for camp-based refugees as well as demonstrate how livelihoods activities should be integrated into all PRM interventions.

PRM, in consultation with UNHCR, should disseminate required livelihoods M&E methodologies to IPs. The methodologies should allow flexibility related to context while supporting the need for standardization of livelihoods indicators, timeframes, tracking of unintended positive and negative consequences, and staff accountability in humanitarian settings. Use of common methodologies will enable PRM to make comparisons across settings about the impact of livelihoods support programs.

PRM should encourage UNHCR and implementing partners to build capacity in required M&E methodologies. NGO implementers use multiple methods for M&E as well as diverse livelihoods indicators within and across countries. M&E capacity building workshops would provide NGO staff with increased understanding of required M&E methodologies and important tools to collect and report evidence about the successes of livelihoods programs in humanitarian settings.

PRM should require IPs to develop logic models that link program goals to indicators and data collection methods (at the process, output, and outcome levels) as part of all proposals. PRM should require IPs to report on all indicators specified in logic models, including on outcome measures.

PRM, UNHCR, and IPs should work together to utilize information collected for M&E purposes to inform routine program management and decision-making. Monitoring data should be used to guide decisions

on funding priorities, continuation or termination of funding for various programs and activities already in place, trigger field visits by Refcoords, and many other important management decisions. PRM should develop a plan for how to utilize monitoring data and apply it to these types of decisions and actions.

Recommendations for implementing partners

UNHCR and IPs should dedicate time to internal staff trainings for all levels of staff members (from national headquarters down to the field level) in basic M&E as well as the development of indicators for outcome monitoring.

IPs should include, at a minimum, one full staff position dedicated to monitoring livelihoods programs. Requiring existing staff members and refugee social worker assistants to undertake program monitoring is not feasible. Including M&E directly in budgets, both in terms of staff time and additional, needed resources, will help to ensure that program monitoring is given the necessary attention and dedication.

Evaluation Question 4: What was the impact of the programs/assistance?

Recommendations for Implementing Partners

IPs should consider limiting the variety of vocational skill trainings they provide, particularly those that don't have a clear market demand, such as construction and wood working, electrical installation, and metal working. Instead, IPs should focus on small business creation and skill development that can actually support refugees with small, odd jobs, such as food preparation, and which don't require such a substantial investment in equipment and resources.

IPs should explore income-generating activities that are more dynamic than the standard tailoring, wood-working, and hairdressing skill training programs that are repeatedly implemented in camps. Such ideas might include developing high-value, globally-marketable products with natural, local ingredients that are readily available in Ethiopia, such as honey. Given the current awareness of the plight of the honey bee, products helping to preserve the bee while supporting local honey production could be quite valuable on the international market, or even among high-end shoppers in regional capitols like Addis, Cairo, and Nairobi. Other products that are more basic, but are in high demand on a national level could be produced in the camps and marketed in regional capitols. In speaking with ARRA officials about these ideas, the team found that ideas such as these would be within the legal right of refugees to pursue.

Recommendations for PRM

PRM should promote IPs to explore partnerships with organizations that specialize in micro-credit, savings and loans, and revolving fund models as possible alternatives to their current one-time cash grant model for small business start-up. While the evaluation found some successful participants of NRC's small business, it would behoove NRC and other IPs exploring income-generation activities, to work with specialists and test a variety of models to identify which is most effective.

PRM should support IRC and JRS to continue offering their youth engagement and recreation programs while encouraging to give more attention, support, including the necessary equipment, materials, and human resources for other important youth-focused programs such as IRC's Roots and Shoots, fine arts, girls discussion groups, music, and drama programs and JRS's drama, music, arts, library, and mental health programs. These programs and activities will help to engage a different sub-set of refugee youth and have been under resourced in comparison to the recreation and fitness programs.

a. **Did beneficiaries' asset base change after participating in the programs? In what ways? How long were changes sustained?**

Recommendations for Implementing Partners

IPs should teach participants of the small business training and start-up program as well as graduates of the vocational and entrepreneurship programs how to keep an organized budget log of their expenses, revenue, and profit. Graduates should be provided with the necessary materials to support this practice. IPs should require graduates to provide them with monthly reporting of these figures, as well as information about how they have spent or saved any profit they have made. This practice will improve the IPs' ability to monitor their graduates' income generation and asset development.

Recommendations for PRM

PRM should require all IPs proposing to implement income-generating activities to submit quarterly progress reports with budget log information for all program graduates. Follow up with program graduates should be conducted for a full year to track progress over time. To effectively require sustain program monitoring following implementation, PRM should provide IPs with guidance about multi-year funding opportunities where year 2 budgets can be composed primarily of program M&E funds.

b. Where beneficiary incomes/assets did not noticeably improve, what are potential reasons for this lack of improvement?

Recommendations for Implementing Partners

IPs should conduct thorough market analyses and prepare feasibility plans for all proposals that include vocational skills training with the objectives of employment and income generation. Proposals should include a clear and detailed explanation of the support graduates will receive to both secure and maintain employment. IPs that are not technically positioned to undertake a rigorous market analysis should sub-contract a team or another firm to assist with this key step of the program design phase.

IPs delivering small business start-up and entrepreneurship training must provide more robust support for the development of feasible business plans. All graduates who receive start-up grants or who are awarded start-up kits to implement a small business should receive an on-going package of services and support from the IP including routine coaching, technical guidance, and assistance securing peer to peer mentoring. Peer-to-peer mentoring could entail facilitated sessions where successful program graduates provide graduates who may be struggling or looking for inspiration, with insight, examples, and recommendations for trouble-shooting from their own experience as small business owners.

IPs implementing small business start-up and entrepreneurship programs should better ensure that their program targeting is appropriately applied regarding the inclusion of vulnerable individuals. These individuals should be thoroughly considered on a case-by-case basis to ensure that their participation will be meaningful, successful, and reinforcing of improved self-confidence and self-esteem.

IPs need to better budget and plan for activities requiring start up kits and special materials and equipment for graduates. Numerous program graduates from both IRC and NRC vocational and entrepreneurship programs reported not receiving their start-up kits. IPs reflecting on this situation expressed several reasons for this shortcoming including the lack of sufficient budget to cover costs for start-up kits, timely purchase order requests between field and regional/national offices, the unimportance of providing certain graduates, such as electrical installation, with start-up kits when no opportunities for employment exist in the camps. Regardless of the challenges, IPs must maintain participant expectations by preparing in advance to distribute start-up kits so that graduates can keep their momentum and be as equipped as possible to respond when any employment opportunities arise.

c. What factors influenced the success or failure of the livelihoods programs?

Recommendations for Implementing Partners

IPs should prioritize hiring specialized, well-trained and TVT certified teachers and instructors for their vocational training and small business start-up programs. Employing skilled individuals not only ensures higher course quality, but also serves to build the appreciation and enthusiasm for IP courses among participants. At the same time, IPs should focus on employing as many refugee social workers as possible. When necessary, IPs should ensure that refugee social workers in charge of program implementation have received appropriate on-the-job coaching, mentoring, preparation, training, and support to ensure that they are able to carry out their roles and responsibilities with confidence and effectiveness.

In camps where multiple IPs are implementing livelihoods programs, more emphasis should be placed on the provision of comprehensive livelihoods interventions rather than solely on activities that stimulate food and economic security. IPs should aim to specialize in various dimensions of livelihoods protection and development and should work together to meet all the livelihoods needs among the various refugee populations.

IPs must disengage from their reliance on programs and activities that require a stable energy source and think more creatively about the kinds of programs that could more easily be implemented in refugee camp settings where access to a stable energy source is not required.

Recommendations for PRM

PRM should encourage UNHCR and IPs to collaborate on programs and activities falling within the same technical area. In particular, PRM should request that all funding proposals demonstrate knowledge of other livelihoods programs in the region and the proposed program will reinforce existing ones and avoid duplication of efforts. PRM should encourage UNHCR to support IPs meeting monthly to share program learning and troubleshoot challenges and obstacles with regard to livelihoods interventions.

PRM should work with UNHCR to establish a livelihoods working group among the IPs to encourage broader research and learning, share IP visions and practices for livelihoods, and generate a deeper understanding of what works and what does not in each context and among each group of individuals. Working groups should be established at both the national headquarters level and the field/camp level and should ensure report-outs and sharing of information between the two levels on a regular basis.

PRM should work with UNHCR and other donors to ensure refugees' basic needs are being met even after the emergency phase of an operation has subsided. In better understanding the situation regarding outstanding basic needs, PRM will be better placed to determine whether longer-term programming focused on livelihoods is indeed appropriate or possible.

d. What were the secondary benefits/costs of participation in livelihoods programs, if any? For example, did participants feel they were more/less vulnerable to abuse and exploitation and/or gender-based violence?

Recommendations for PRM

PRM should place a premium on working with UNHCR to develop a system to track the flow of refugees in and out of the camps in northern Ethiopia. It is critical for effective program support and implementation to acquire not only a solid understanding of the dimensions surrounding this critical issue, but also to collect tangible data on actual human movement.

ANNEXES

Annex I: Detail of FGD discussions

One refugee male participant from Sudan reported that he has been able to add to his family's monthly food ration, including eating meat. Another said he has been able to diversify the goods in his small shop and engage in poultry production. He invested his profits from selling chickens to buy goats and has been able to send his children to a private school during the summer when the school run by ARRA in the camp is closed. He says he feels confident about himself as he's leading a normal life and he has no time to worry. A third refugee male from Congo said he uses his increased income from the business to buy medicine for his family that is not available in the health center. He said he has developed strong relationships with his business partners and feels proud and confident that the business is doing well.

> "Yes there are many changes – before I didn't have any money, but now I am occupied and I have some things. Before I just stayed at my house… we can buy vegetables and soap and before that I didn't have." (NRC small business participant, refugee female – Sherkole Camp)

> "I changed my life to work with many people… I have gained a lot of knowledge to work and to have something to help my life. Before I didn't know how to make the bead but now I know how to do it… the time before I was at home I was thinking about my life and my original country and I was suffering, but now I don't have that time to think I am enjoying the small business." (NRC small business participant, refugee female – Sherkole Camp)

> *"Now I have enough money, a little better than before… when they give me the money I start living well with good food and good clothes for my children…I can buy juice and clothes for my children and shoes and the rest of the money I put it away and keep it."* (NRC small business participant, local community member female – Sherkole Camp)

The team conducted a FGD with youth participants of IRC's youth and recreation programs and inquired with the respondents about what they were gaining from their involvement in IRC's programs and what their dreams are for themselves.

"I want to work hard here, to study, and I want to stay healthy so when it's God's will when I go there (abroad) I want to continue my education and my sports there. When I say God's will I mean resettlement – legally." (IRC refugee youth participant, boy – Mai-Aini Camp)

"Being in a refugee camp you are exposed to many things, and what I chose to do is to learn what is good for me especially. I chose art because I think that in a later life it will help me to maintain my future so that is why I am working hard and learning hard." (IRC refugee youth participant, girl – Mai-Aini Camp)

"Everybody thinks for himself to get the good things in life, so what I chose is to be strong in my education and it will pay off later." (IRC refugee youth participant, boy – Mai-Aini Camp)

> *"We are having maximum opportunity of education here so tolerating all of the hardships the ones who have planned to reach some kind of destination or place they are learning here, they are using their opportunity of education. If someone is granted resettlement and have no education it is a waste of everything, so it is hard to learn there abroad it is better to learn here."* (IRC refugee youth participant, girl – Mai-Aini Camp)

One participant in a FGD with refugee social workers for IRC's youth and recreation programs in Shimelba Camp captured the program impact on youth from the refugee and local community:

> *"The advantages of sports… the youth community is becoming a powerhouse because they are uniting with each other and it's a good life to have. The solidarity games they are playing with the local community is also strong because it creates a chance to develop tolerance and to respect each other. We are moving as the world is moving, wherever the sportsman go they will have this kind of self-esteem and knowledge."* (IRC social worker youth and recreation program, refugee male – Shimelba Camp)

In Sherkole Camp, a female Burundian member of the refugee community who participated in NRC's small business program was a single recipient of the 1500 EB grant money. She started a small shop where she sells things like juice, matchbooks, and biscuits and reported that she has earned a profit of 400 EB from her business. Another female NRC program participant from the local community surrounding Sherkole Camp reported that after receiving the 1500 EB to start a small restaurant she has been able to increase her financial assets by 5,500 EB. A female member of the refugee community in Sherkole Camp who started a bread baking business with three other participants reported that each day they make a profit of approximately 100 EB, which they divide among the four members with each person receiving 25 EB. 4 members of the refugee community, 1 female and 3 males, who started a small business together after participating in NRC's small business training and start-up program in Sherkole Camp reported various levels of savings including 3000, 3500, and 4000 EB however they all said that they still have to sell part of their monthly rations for additional money to buy things like firewood. A Sudanese male member of the refugee community who started a small business following graduation from the NRC program reported a monthly income of 400-600 EB and currently has about 3000 EB in savings. Another Sudanese male member of the refugee community who started his own business with the 1500 EB from NRC reported that he made a profit of 750 EB in the first month and now has a saving of 4500 EB. He also shared that he is able to contribute 100 EB per month to an informal social security savings program among his community members in the camp.

One participant in Sherkole Camp who escaped from captivity in the Congo struggled with her business. This woman was HIV positive, and learned about the NRC program from nurses she met at the health center. After the training program, she started a business on her own selling food from her ration in Assosa town. After three months, she was forced to stop as the price for beans dropped and it became difficult for her to procure a pass permit to travel to Assosa.

> *"Now I am finished and I don't have a business. I have not talked with NRC about this. I was afraid because they told us that if you lose money we will take you to jail. Yes, NRC told us that; the one who trained us told us this. He is one of the YEP teachers he is Sudanese."* (NRC Small Business Participant, refugee female, Congo - Sherkole Camp)

Another Congolese, female refugee participant of NRC's small business program reported that the group business she started requiring the purchase of fish in Assosa town, and thus, the weekly procurement of a pass permit, failed shortly after launch.

Sometimes it will be one month and we have not received the pass permit to go to Assosa. We lost money when we aren't able to go to Assosa to buy the fish. It's not possible to have someone send the fish here, we have to pick it up. When I bring the fish here I sell it to people in the camp. We have a place on the road where we sell the fish. Some give us the cash directly, others we give credit. Usually they reimburse me after 1 week. We sell the fish fresh, we don't cook it. All of us sell the fish. The business is not going well, our group divided the money and I took my part of the money to build a house. I didn't have a house - I was staying somewhere on the edges of the camp in the transit center but no one had given me a house yet. It was not a good place for me and my children, it wasn't safe. People come at night to hassle me and my children. They stole our belongings."
(NRC Small Business Participant, refugee female, Congo - Sherkole Camp)

Annex II: Evaluation Statement of Work

Evaluating the Effectiveness of Livelihoods Programs for Refugees and Refugee Returnees in Burundi and Ethiopia

NATURE AND PURPOSE

The purpose of this solicitation is to obtain the services of a contractor to carry out an evaluation, lasting up to 10 months, of livelihoods programming supported by the Bureau of Population, Refugees, and Migration (PRM) for refugee populations in targeted countries. The evaluation will consist of: (1) a comprehensive desk review and analysis of best practices and recurring issues regarding the implementation of livelihoods programming for refugees, global in scope, including but not limited to Africa; (2) field-based evaluations in two countries (Burundi and Ethiopia) where PRM has made significant investments in refugee livelihoods programs; and (3) elaboration of guidance that can be used in future evaluations of livelihoods proposals and programmatic outcomes . Both the desk review and the field-based evaluations should prioritize identifying: (1) the qualities of successful refugee livelihoods programs; (2) whether PRM-supported programs were designed and implemented using best practices; (3) whether PRM-supported livelihoods programs promoted self-sufficiency; (4) whether self-sufficiency was a realistic objective; and (5) the secondary benefits/impact, if any, of participation in livelihoods programs. The evaluation will also analyze the economic, social and legal factors that influence the success or failure of livelihoods programs in refugee settings. Recommendations should be concrete, actionable, and provide guidance, checklists, and indicators for PRM to consider when: (1) writing requests for proposals that include livelihoods components; (2) reviewing proposals with livelihoods components; (3) monitoring livelihoods programming in the field; and (4) engaging host governments, multilateral partners and Non-Governmental Organizations (NGOs) on refugee livelihoods. The contractor will coordinate with PRM, UNHCR, and NGOs.

BACKGROUND

PRM's mission is to provide protection, ease suffering, and resolve the plight of persecuted and uprooted people around the world on behalf of the American people by providing life-sustaining assistance, working through multilateral systems to build global partnerships, promoting best practices in humanitarian response, and ensuring that humanitarian principles are thoroughly integrated into U.S. foreign and national security policy. The United States government, through PRM, is the largest bilateral donor to UNHCR as well as the International Committee of the Red Cross (ICRC), the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), and among the largest bilateral donors for the International Organization for Migration (IOM). PRM funds NGOs to fill critical gaps in programming by international organizations and host governments. It is important to note that the Bureau considers its humanitarian diplomacy to be as important as its programming.

Securing durable solutions for refugees is a PRM priority. It is generally accepted that there are three durable solutions for refugee populations: (1) safe and voluntary return to country of origin; (2) local integration in country of asylum; and (3) resettlement to a third country. Refugees are often outside of their country for many years before safe, voluntary return is possible. Further resettlement is possible only for a limited number of refugees. It is generally believed that refugees with access to livelihoods are better able to care for and protect themselves and their families. Therefore, promoting livelihoods, and thus self-sufficiency/self-reliance to the extent possible, is important for both refugee protection and assistance. From a legal perspective, the 1951 Refugee Convention/1967 Protocol confer on refugees the right to seek employment, to engage in other income-generating activities, to own and dispose of property, to enjoy freedom of movement and to have access to public services such as education (though these may be constrained in practice by host governments even when those governments are a party to

the Convention). From an economic perspective, if refugees are able to exercise these rights, they are better able to establish sustainable livelihoods, to become more self-sufficient, and to become less dependent on humanitarian assistance.

Approaches to promoting livelihoods may vary dramatically upon whether a refugee is residing in a camp or a city. In camps, livelihoods are often impeded by restrictions the host government has placed on travel, denial of ability to work in the formal sector, and/or use of available land for farming. In camp settings, refugees are often more dependent on the international humanitarian community for food, shelter, and other basic necessities of life. While refugees in cities may face formal restrictions on their ability to work, many still find livelihoods in the informal sector allowing them to be more self-sufficient than they otherwise would be in camps. However, commodities are often more expensive in urban areas and poverty for urban refugees is an enormous challenge. Research commissioned by PRM indicates that the ability of urban refugees to become more self-sufficient is strongly influenced by their integration into surrounding host communities over time. This includes research conducted by Church World Service on promoting access to protection and basic services for urban refugees and the Women's Refugee Commission research on promoting access to livelihoods in cities with large populations of urban refugees. Links and summaries of these and other research projects and evaluations, including an impact evaluation of PRM humanitarian assistance for the repatriation and reintegration of Burundi refugees, are available at: http://www.state.gov/j/prm/...

The contractor will:

- **Conduct a global desk review**; analyzing best practices/recurring mistakes in implementing livelihoods programs for refugees worldwide in order to contextualize the evaluation. The evaluation will include but not be limited to Africa and should take into account gender dynamics. The evaluation team should draw from both grey and white literature, discussions with key stakeholders, and research to determine where livelihoods promotion with refugees in Africa and the rest of the world has and has not been successful and reasons why. The review should take into account how limitations imposed by various host governments on the ability of refugees to work, farm, or travel affects livelihood interventions.

- **Carry out field-based evaluations in Burundi and Ethiopia,** where PRM has supported livelihoods programming with refugee populations. Field evaluations will assist in determining to what extent PRM-supported programming has been successful in promoting livelihoods over the long term. The evaluations should answer the following questions with an emphasis on developing best practices, lessons learned, and actionable recommendations to inform the programming and diplomacy of PRM and its partners.
- Were PRM-supported programs designed and implemented using best practices? How, for example by conducting market and livelihoods assessments?
- What were the types of livelihoods assistance provided (e.g. technical/vocational training; business training; access to finance; cash grants; in-kind items)? To what extent did these meet beneficiary needs and preferences for assistance?
- What were the characteristics of refugees received livelihoods assistance? How well did partners reach members of vulnerable groups (e.g. women; female heads of household; older persons; youth; persons with disabilities) with livelihoods assistance?
- What percentages of beneficiaries are still continuing in the livelihoods activities for which they received assistance? In other words, if someone was trained as a tailor in 2009, is s/he a tailor at present?

- Did beneficiary incomes or asset holdings increase after receiving livelihoods assistance? If so, what is the range of percentage increases, and what is the average amount of time it took to improve self-reliance? For how long were increases sustained?
- Is there is a difference in the success of the livelihoods programs according to the year/period of the beneficiaries' repatriation?
- Where beneficiary incomes/assets did not noticeably improve, what are potential reasons for this lack of improvement? Are there demographic differences (e.g., by gender) in the outcomes of livelihoods programming? Elaborate.
- Did PRM-supported livelihood programs promote self-sufficiency? In other words, did PRM livelihoods programs enable beneficiaries to meet more of their basic needs then would have been able to otherwise possible? If so, how? What percentage did and for how long?
- How many graduates of the livelihoods programs are employed in the formal sector v. the informal sector?
- What indicators should PRM use to measure the efficiency and effectiveness of the livelihoods programming it supports?
- What were the secondary benefits/impact of participation in livelihoods programs, if any? For example, did refugee livelihoods participants feel they were less vulnerable to sexual abuse and exploitation and/or gender-based violence?
- Based upon the available evidence as well as the literature review, what are the qualities of successful refugee livelihoods programs? What are recommendations to PRM and other donors for future livelihoods programs?

Annex III: Data Collection Instruments

Questions for NGOs

NGO Name:_____

Funding from PRM or UNHCR?_____

Camp locations working in:_____

Date started receiving support from PRM:_____

1. How do you define a livelihood program/activity?
2. Which formal definition of livelihoods do you follow, if any?
3. What is your organization's approach to livelihoods?
4. What is the history of livelihood programming within your NGO (compared with other technical areas?)
5. Which livelihood activities are you currently implementing in each camp? (ask them to list the activities they consider to be livelihood oriented)
6. On what basis did you choose to provide these livelihood services and activities?
    a. Have you conducted needs assessments and baseline studies to inform these programs?
    b. Has the program been designed and implemented using best practices? If so, what are they?
7. What are the goals of your livelihood programs/activities?
8. How do you target your livelihood programs?
9. Are there any special considerations you must observe for livelihoods programs in the camp settings? (compared with urban settings?)
10. What are the pressing needs in terms of livelihoods in the various camps?
11. What are some of the biggest challenges in terms of implementing livelihoods programs in the camps?
12. What are some of the biggest opportunities in terms of implementing livelihoods programs in the camps?
13. Do your project objectives clearly state a proposed effect on refugees' livelihoods?
14. Do you have the necessary institutional arrangement and resources to carry out project activities?

15. Do you have internal M&E system?

    a. If yes, what indicators do you keep track of so as to measure project impact?
    b. What kind of evidence of activity success or challenges has been generated?
    c. How does this evidence help project decision making and revisions?

16. Have you ever conducted internal or externally commissioned evaluation of the program? If yes what was the main finding and how does is help to revisit the program?

17. To what extent have your livelihood activities met beneficiary needs and preferences for assistance?

18. What changes have there been in the community since you started implementing your livelihood activities?

    a. Which of these changes are attributable/contributable to the project?

19. In your opinion, how well did the program reach members of vulnerable groups (e.g. women; female heads of household; older persons; youth; persons with disabilities) with livelihoods assistance?

20. Did beneficiary incomes or asset holdings change after participating in your livelihood activities?

    a. If so, what is the range of percentage increases, and what is the average amount of time it took to improve self-reliance?
    b. For how long were increases sustained?

21. In your opinion what are the main issues/challenges that camp-based refugees are facing in Ethiopia?

22. From your experience, what is your general observation/knowledge of current livelihood programs for refugees?

23. What types of livelihoods programs are most effective among camp-based refugees in bringing about positive, sustainable changes?

KII for NRC Livelihood Program Beneficiaries – Assosa

NRC livelihood programs in Assosa between 2012-2014 include the following activities:

- House and latrine construction training and apprenticeship = 100 refugees trained in 2012
- Backyard gardening = 750 refugees in 2013, 1752 HH assisted in 2014
- Apprenticeship training in basic construction, shelter maintenance, school renovation = 240 refugees in 2013
- Accelerated Learning Program (ALP), youth education, and apprenticeship =
- Literacy training = 833 in Sherkole, 667 in Bambasi in 2014
- Small business development training = not listed in program documents
- Seed money for alternative livelihood programs = not listed in program documents

Begin with an introduction to the respondent about purpose of the interview, length of the interview, voluntary, confidentiality, anonymity, right to abstain from answering any questions.

1. Refugee Respondent Characteristics:
    a. Note sex of respondent:
    b. Where are you from originally?
    c. What is your first language?
    d. Do you speak any other languages?
    e. How long have you been away from your home?
    f. How long have you been in Ethiopia?
    g. How long have you been in this camp?
    h. Are you here alone or did you come with family?
    i. Are there other members of your home community living in this camp?
    j. How many members of your HH?
    k. Did you go to school?
    l. Until what age & level of education?
    m. How old are you now?
    n. Are you married?
    o. Do you have any children?
    p. What do you do when you wake up in the morning?
    q. What do you do in the afternoon?
    r. What do you do in the evening/at night?
    s. What do you do when you are sick?
    t. What do you do when your children are sick?
    u. What do you do when you are having a baby?
    v. Where do you go when you have a conflict you need to resolve?
    w. What skills are you missing that would make your life easier?

2. Program Beneficiary Questions:
    a. What NRC programs have you been involved in?
    b. When did you first become involved in the program?
    c. Was your involvement based on your preference/voluntary?
    d. Are you still involved in the program? If not, when did you finish?

e. What kind of assistance have you received?
f. Did the program help you in any way?
g. Are you able to meet more of your basic needs as a result of participating in the program?
h. Has your income changed since participating in the program?
i. (for those who received vocational and/or entrepreneurial training) Have you received employment as a result of the training?
j. Do you feel differently as a result of the program?
    i. More secure?
    ii. More at risk?
    iii. More confident?
k. Did you experience any problems as a result of participating in the program?
l. Would you choose to participate in the program again if given the opportunity?
m. What would you change about the program?
n. Are there other programs you would prefer to have?

3. <u>General Livelihood Questions About Respondent's HH:</u>
    a. What material is your house made from?
    b. Does your HH have access to safe drinking water? How long does it take to get there from your HH?
    c. Does your HH have access to clean latrines? How long does it take to get there from you HH?
    d. Does your HH have access to cooking fuel? (verify type of cooking fuel and where it is obtained) How long does it take to get there from your HH?
    e. How many members of your HH have gone to school? (as best as possible, try to ascertain number of years for each and sex of each)
    f. In the past year, has anyone in your household suffered from sickness or disease?
    g. Was that person/people able to receive treatment from a health facility?
    h. Are any members of your HH disabled? If yes, what special consideration are they given?
    i. Who are the main income earners of your HH?
    j. What are the main sources of income for your HH?
    k. Does your HH have any savings?
    l. Is your HH able to borrow food or credit when necessary? If so, from whom/where?
    m. What are the main differences in roles and responsibilities between men and women in your HH?
    n. What are the major risks to your HH? (flood, vermin, theft, disease, drought, disability, death of income earner etc.)
    o. What does your HH do when these risks occur?
    p. Who helps your HH when there is a problem?
    q. In the past year have you faced any social problems? (religious, neighbors, other groups in the camp, political)
        i. If so, how did you fix these problems?
    r. How often do members of you HH have to skip a meal due to lack of food?
    s. How often do members of your HH eat less than they would like to due to lack of food?

t. What do you do when your HH does not have enough food to eat?
u. What kinds of services does your HH have access to in the camp? (school, training, healthcare, social engagement/entertainment, mental health, financial)
v. What kind of trainings have you received in the past year?
w. Have any of those trainings increased your income or improved your HH in any way?
x. In the past year, has anyone in your HH been involved in community development work? If so what? (helped with marriage, built infrastructure, helped community recover from shock, other)
y. Does your HH feel safe and protected within the camp? If no, explain why not.
z. Do women in your HH experience different risks or security concerns than men?
aa. Are there challenges that youth in your HH face? If yes, please specify.
bb. Where does your HH get information?

Annex IV: Ethiopia Refugee Context

Eritrean Refugees

Eritrea gained independence from Ethiopia in 1993. Since independence, Eritrea has been governed by a transitional legislature under President Isaias Afwerki whose autocratic reign has become increasingly repressive, particularly since 2001, which has led to an exodus of Eritrean refugees who have fled into northern Ethiopia.[30] In 1998, a border war erupted between Ethiopia and Eritrea. During this two and a half year conflict, nearly 100,000 Eritreans sought asylum in Ethiopia. The vast majority of Eritrean refugees in Ethiopia are young men, fleeing to avoid indefinite conscription into the Eritrean military, or their families, in fear of persecution for disloyalty to the regime.[31] Since the UN gained control of the border in 2000, a steady stream of refugees have sought asylum in northern Ethiopian refugee camps, escaping the threat of torture and tyranny by the Eritrean government. Eritrean refugees are primarily from the Tigrinya ethnic group; they are generally from urban areas and fled to avoid mandatory conscription. A minority of Eritrean refugees are from the Kunama ethnic group; they are generally from poorer rural areas and escaped Eritrea to avoid persecution for disloyalty to the government.[32]

Eritrean refugees in Ethiopia are hosted in camps located in the Tigray province near the town of Shire. The camps are set in remote areas roughly ten kilometers away from the nearest market town of May Tsebri.[33] The three main camps in this region are Shimelba Camp (2004), Mai-Aini Camp (2008), and Adi Harush (2010).

Shimelba

The Shimelba refugee camp is comprised of 63% Tigrinya, 33% Kunama, and 7% ethnic Afar, Bilen, and Saho people. In 2010 the camp was comprise of over 75% men and over 70% unmarried people. The large gender imbalance in Shimelba Camp has led to gender-based violence and a prevalence of forced marriage.[34]

Mai-Aini

The Mai-Aini refugee camp has a significant youth population, including over 1,250 separated or unaccompanied minors. From October 2011 to August 2013, around 500 minors disappeared from the camp, many leaving as a result of lack of opportunity for income generation.[35] Mai-Aini Camp is significantly more permanent than the other Tigray camps, with solid construction instead of tents, central electricity, and a sizeable commercial area.

Adi Harush

The Adi Harush refugee camp is disproportionately comprised of young Eritrean men fleeing indefinite military service in Eritrea. The camp has a commercial area which is made up of permanent structures while the majority of housing for refugees remains impermanent tents. The commercial area offers many trades and services including a general provisions store, tea/coffee shops, restaurants, hotels, movie theaters, tailors, barbers, donkey cart taxis, vegetable stands, bakeries, a library, and mobile phone sales and repair.[36]

Sudanese and South Sudanese Refugees

In the early 1980s, Sudanese refugees began fleeing their home country due to prolonged ethnic and religious conflict. By 1991, over 300,000 Sudanese refugees had sought refuge or asylum in Ethiopia. Although the population reduced gradually through the 1990s and early 2000s, the situation became protracted in 2002 when ethnic clashes between Anuak and Nuer tribes as well as religious clashes

between northern and southern Sudanese resulted in another influx of refugees and the establishment of additional camps in the Assosa region of Ethiopia including Sherkole , Tongo , and Ashura camps.[37]

In 2011, war in Sudan's Blue Nile State resumed, despite a 2005 Comprehensive Peace Agreement, due to a prolonged concentration of power and resources in Khartoum at the expense of the peripheral regions.[38] Although South Sudan gained independence in July of 2011 after over two decades of civil war, the border remained unstable and the independence did not bring an end to internal violence. Approximately 150,000 people fled South Sudan to seek refuge in neighboring countries, Ethiopia being a common host. In December 2013, violence erupted again in South Sudan between South Sudanese government forces and those still loyal to the former vice president, Riek Machar.[39] As South Sudan has continued to face a humanitarian crisis due to lack of food, water, and shelter, the South Sudanese refugee population has increased to nearly 300,000, making up 45% of Ethiopia's total refugee population.[40] The majority of Sudanese refugees currently reside in the Benishangul-Gumuz region camps, while the majority of South Sudanese reside in Gambella region camps. All camps are managed by UNHCR and ARRA.

Somali Refugees

Due to the Somali civil war and the ousting of President Mohamed Siad Barre, nearly 630,000 Somali refugees fled to southern Ethiopia by 1991. Ethiopians who shared clan ties with Somali refugees also fled local communities and registered as refugees to live in the camps. Additionally, the camps received a portion of Ethiopian nationals who had originally fled to Somalia during the Ethiopian Civil War (1974 – 1991), which led to the overthrowing of Emperor Haile Selassie and the independence of Eritrea. As a result, UNHCR began a presence in Ethiopia in the early 1990s by organizing an assistance program to help the returnees integrate back into local communities.[41] As tensions lessened in Somalia in the late 1990s, UNHCR-organized repatriation from Ethiopia and Djibouti to Somalia began and continued through 2005. In December 2006, Ethiopia invaded Somalia, ousting the Islamic Courts Union, and resulting in another influx of refugees to southern Ethiopia. In 2008, the Ethiopian government established two refugee camps near Dollo Ado to host the new influx of displaced people. Although Ethiopia withdrew from Somalia in early 2009, distress migration out of Somalia due to famine and continued conflict began to rise and continued through 2012. After a steady influx of refugees to Ethiopia and other neighboring countries, the UN declared the famine over in February 2012 with over 800,000 Somalis having sought refuge outside Somali borders during the crisis.[42]

The Somali refugees currently residing in Ethiopia come from various Somali tribes. The Somali refugee population is approximately 53% female and 47% male with 52% of the total Somali refugee population being children under the age of 11. Somali refugees are hosted almost exclusively in the Dollo Ado camps. A slow stream of refugees continues to trickle into these camps as people flee Somalia due to harassment and fear of forced recruitment by conflicting Somali militant groups.[43]

Annex V: People Interviewed

Stakeholder Staff

Date	Location	Name	Title	Organization
1/22/2015	Addis	Peter Vrooman	Deputy Chief of Mission, US Embassy	DoS
1/22/2015	Addis	Neway Alemayehu	Program Officer	JRS
1/22/2015	Addis	Fr. Endashaw Debrework	Director	JRS
1/22/2015	Addis	Mulugeta W'evesus	Staff Member	JRS
1/22/2015	Addis	Kristin Alderman	Refugee Coordinator	PRM
1/22/2015	Addis	David Horton	Food for Peace Officer, Office of Assets and Livelihoods in Transition	USAID
1/23/2015	Addis	David Murphy	Country Director	IRC
1/23/2015	Addis	Andrea DeGaetani-Buttram	Deputy Director, Programs	IRC
1/23/2015	Addis	Anbessie Wake	Livelihoods Program Officer	IRC
1/23/2015	Addis	Ahmednur Abdi	Country Director	NRC
1/23/2015	Addis	Betselot Teklu	Program Officer	NRC
1/23/2015	Addis	Andreas Needham	Associate Communications and Public Information Officer	UNHCR
1/25/2015	Assosa	Iris Blom	Head of UNHCR Sub-Office, Assosa	UNHCR
1/26/2015	Assosa	Yared Ayele	Livelihood Project Coordinator	NRC
1/26/2015	Assosa	Ssese William Kirya	Associate Community Services Officer	UNHCR
1/27/2015	Sherkole Camp	Bruk Kebede	Program Officer	ARRA
1/28/2015	Tongo Camp	FGD (4 M, 1 F)	YEP and ALC Instructors	NRC
1/28/2015	Tongo Camp	Sebahat Belay	Director	PRS
1/29/2015	Bambasi Camp	FGD (5 M, 2 F)	YEP and ALC Instructors, Biogas Project Facilitator, Livelihoods Officer	NRC
1/30/2015	Sherkole Camp	Gitatu	Staff Member	NRC
1/30/2015	Sherkole Camp	Joshua	Assistant	NRC
1/30/2015	Sherkole Camp	Solomon	Education Coordinator	NRC
2/1/2015	Shire	Stanly Miseleni	Head of Sub-Office, Shire	UNHCR
2/1/2015	Shire	Jennifer Chuwa	Program Officer	UNHCR
2/1/2015	Shire	Thomas	Head of Field Office, Embamadri	UNHCR
2/2/2015	Mai-Aini Camp	Fanuel	Head of Programs	JRS
2/2/2015	Mai-Aini Camp	Biniam	Head of Music Department	JRS
2/2/2015	Mai-Aini Camp	Hiwot	Head of Counseling	JRS
2/2/2015	Mai-Aini Camp	Tewodros	Head of Sports Education	JRS

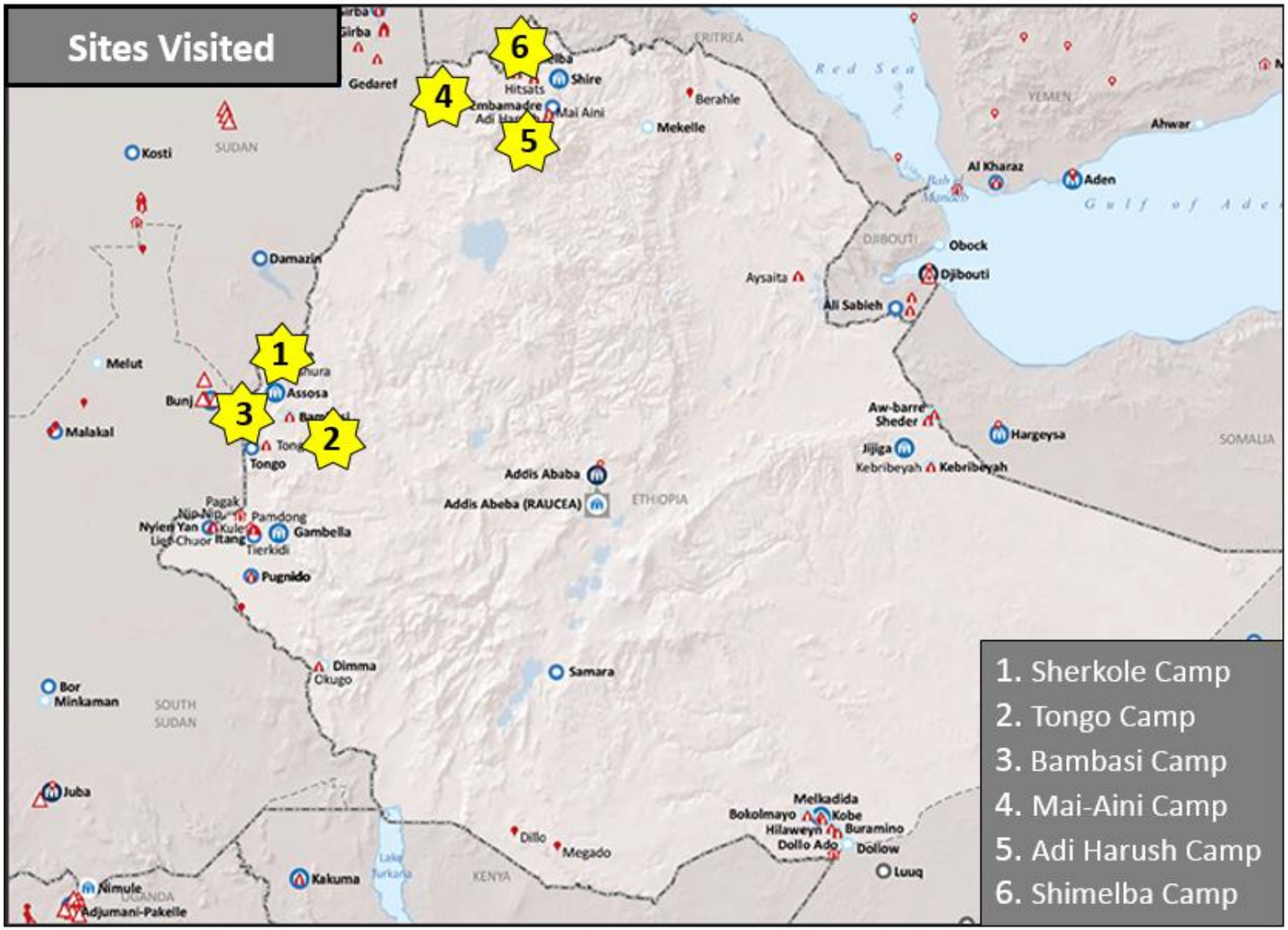
2/4/2015	Mai-Aini Camp	Daniel	Project Officer for YEP	NRC
2/4/2015	Mai-Aini Camp	Menbere	Electrical-Working Trainer	NRC
2/4/2015	Mai-Aini Camp	Gebrekidan	Metal-Working Trainer	NRC
2/4/2015	Mai-Aini Camp	Dawit	Furniture-Making Trainer	NRC
2/4/2015	Mai-Aini Camp	Yemane	Livelihoods Assistant	NRC
2/4/2015	Mai-Aini Camp	Tilahun	YEP Central Administrator	NRC
2/4/2015	Mai-Aini Camp	Netsanet	Life Skills Trainer	NRC
2/5/2015	Adi Harush Camp	Aster	Life Skills Trainer	NRC
2/5/2015	Adi Harush Camp	Mahir	Electrical-Working Trainer	NRC
2/5/2015	Adi Harush Camp	Selas	Metal-Working Trainer	NRC
2/5/2015	Adi Harush Camp	Mahlet	Garment and Textile Trainer	NRC
2/5/2015	Adi Harush Camp	Girmachew	YEP Coordinator	NRC
2/6/2015	Shimelba Camp	Haftom	Program Officer	IRC
2/6/2015	Shimelba Camp	Meresa	Program Assistant	IRC
2/9/2015	Addis	Shewaye Tike	CYPD Coordinator	IRC
2/9/2015	Addis	Andrea DeGaetani-Buttram	Deputy Director, Programs	IRC
2/9/2015	Addis	Peter Vrooman	Deputy Chief of Mission, US Embassy	DoS
2/9/2015	Addis	Ayalew Aweke	Deputy Director	ARRA
2/9/2015	Addis	Neway Alemayehu	Program Officer	JRS
2/9/2015	Addis	Andreas Needham	Associate Communications and Public Information Officer	UNHCR
2/9/2015	Addis	Jose Barrena	Program Officer	UNHCR
2/9/2015	Addis	Waddington Chinogweaya	Livelihood Officer	UNHCR
2/9/2015	Addis	Judit Prigge	Program Officer	UNHCR
2/9/2015	Addis	Sam Tadesse	Assistant Program Officer	UNHCR
2/9/2015	Addis	Canina Vedrik Hansen	Regional Program Advisor	NRC
2/9/2015	Addis	Asbjorn Lode	Program Director	NRC

Program Beneficiaries

Date	Location	Number	Program	Organization
1/28/2015	Tongo Camp	4 (3 M, 1 F)	YEP	NRC
1/28/2015	Tongo Camp	2 (1 M, 1 F)	YEP	NRC
1/29/2015	Bambasi	8 (7 M, 1 F)	Backyard Gardening	NRC
1/29/2015	Bambasi	2 (1 M, 1 F)	Backyard Gardening	NRC
1/30/2015	Sherkole Camp	8 (3 M, 5 F)	Backyard Gardening	NRC
1/30/2015	Sherkole Camp	2 (0 M, 2 F)	Small Business	NRC
1/30/2015	Sherkole Camp	4 (3 M, 1 F)	Small Business	NRC
1/30/2015	Sherkole Camp	10 (7 M, 3 F)	Camp Committee	NRC
2/2/2015	Mai-Aini	15 (11 M, 4 F)	Incentive Workers	JRS
2/3/2015	Mai-Aini	19 (12 M, 7 F)	Youth Programs	IRC
2/3/2015	Mai-Aini	20 (0 M, 20 F)	Tailoring, Business, and Hairdressing	IRC
2/3/2015	Mai-Aini	7 (7 M, 0 F)	Tailoring, Computer Skills, and Hairdressing	IRC
2/3/2015	Mai-Aini	7 (6 M, 1 F)	Camp Committee	IRC
2/4/2015	Mai-Aini	3 (0 M, 3 F)	Incentive Workers	NRC
2/4/2015	Mai-Aini	4 (0 M, 4 F)	Food Preparation	NRC
2/4/2015	Mai-Aini	11 (11 M, 0 F)	Electronics, Metal-Working, Furniture-Making	NRC
2/5/2015	Adi Harush	5 (3 M, 2 F)	Incentive Workers	NRC
2/5/2015	Adi Harush	23 (10 M, 5 F)	Camp Committee	NRC
2/5/2015	Adi Harush	13 (9 M, 4 F)	Garment and textile, furniture-making, food preparation, construction, hairdressing	NRC
2/6/2015	Shimelba	4 (4 M, 0 F)	Tailoring	IRC
2/6/2015	Shimelba	11 (8 M, 3 F)	Youth Programs	IRC
2/6/2015	Shimelba	11 (9 M, 2 F)	Electronics and Entrepreneurship	IRC
2/6/2015	Shimelba	12 (10 M, 2 F)	Camp Committee	IRC

Key	
Addis Ababa	
Western Camps	
Northern Camps	

Annex VI: Map of Sites Visited



[1] "World Refugee Day: Global Forced Displacement Tops 50 Million for the first Time in Post-World War II Era." UNHCR 2014. http://www.unhcr.org/53a155bc6.html

[2] "About PRM." http://www.state.gov/j/prm/about/index.htm

[3] "Promoting Livelihoods and Self-Reliance: Operational Guidance on Refugee Protection and Solutions in Urban Areas." UNHCR, 2011. p. 15

[4] The study sought to identify areas of current consensus on effective approaches to the design, implementation and monitoring of livelihood support programs among displacement affected populations. World Bank & Danish Refugee Council, *Livelihoods Support Projects for Displaced Persons: Global Expertise and Lessons Learnt. Draft* April 2014, p.3

[5] UNHCR. "UNHCR Global Strategy for Livelihoods: 2014-2018." http://www.unhcr.org/530f107b6.html

[6] Chambers, R. and G.R. Conway. "Sustainable Rural Livelihoods: Practical Concepts for the 21st Century." Institute of Development Studies, 1991.

[7] According to the IFRC, "Livelihoods comprise the capabilities, assets and activities required for generating income and securing a means of living. Sustainable livelihoods refer to people's capacity to generate and maintain their means of living, and enhance their own well-being as well as that of future generations." (IFRC guidelines for livelihoods programming, 2011)

[8] UNHCR defines livelihoods as "activities that allow people to secure the basic necessities of life, such as food, water, shelter and clothing. Engaging in livelihoods activities means acquiring the knowledge, skills, social network, raw materials, and other resources to meet individual or collective needs on a sustainable basis with dignity." UNHCR. "Global Strategy for Livelihoods 2014-2018." 2014. p.7

[9] For a useful overview of the SLF, see Guidance Note on Recovery: Livelihood http://www.unisdr.org/files/16771_16771guidancenoteonrecoveryliveliho.pdf Accessed December 23, 2014.

[10] DFID Sustainable Livelihoods Guidance Sheets, pg. 1

[11] The framework identifies "natural resources, technologies, their skills, knowledge and capacity, their health, access to education, sources of credit, or their networks of social support" as the poor's assets from which they can build livelihoods. It goes on to note that "The extent of their access to these assets is strongly influenced by their *vulnerability context*, which takes account of trends (for example, economic, political, technological), shocks (for example, epidemics, natural disasters, civil strife) and seasonality (for example, prices, production, employment opportunities). Access is also influenced by the prevailing social, institutional and political environment, which affects the ways in which people combine and use their assets to achieve their goals. These are their *livelihood strategies*." IFAD, http://www.ifad.org/sla/

[12] UNDP. (2013). "Livelihoods & Economic Recovery in Crisis Situations." http://www.undp.org/content/dam/undp/library/crisis%20prevention/20130215_UNDP%20LER_guide.pdf

[13] 2015 UNHCR Country Operations Profile-Ethiopia, http://www.unhcr.org/pages/49e483986.html.

[14] NRC Labor Market Assessment- North West Tigray March 2012

[15] Forced Migration Online. *Refugee Situations in Ethiopia*. http://www.forcedmigration.org/research-resources/expert-guides/ethiopia/refugee-situations-in-ethiopia

[16] 2015 UNHCR Country Operations Profile-Ethiopia, http://www.unhcr.org/pages/49e483986.html.

[17] U.S. Committee for Refugees and Immigrants. World Refugee Survey: Ethiopia, 2009. http://www.refugees.org/resources/uscri_reports/archived-world-refugee-surveys/2009-wrs-country-updates/ethiopia.html

[18] The full document can be found at http://chilot.me/2011/08/29/refugee-proclamation-no-4092004/
[19] USCRI, 2009
[20] USCRI, 2009
[21] UN News Centre. *UN Welcomes Ethiopian Policy to Allow Eritrean Refugees to Live Outside Camps*, 2010. http://www.un.org/apps/news/story.asp?NewsID=35576#.VPn-jeHPaSw
[22] The full document can be found at http://www.unhcr.org/3b66c2aa10.html
[23] U.S. Committee for Refugees and Immigrants. World Refugee Survey: Ethiopia, 2009. http://www.refugees.org/resources/uscri_reports/archived-world-refugee-surveys/2009-wrs-country-updates/ethiopia.html
[24] USCRI, 2009
[25] UNHCR: At a Glance, 2014. p. 1 http://et.one.un.org/index.php?option=com_docman&task=doc_download&gid=240&Itemid=476
[26] Each of the camps visited during the evaluation employed a similar committee structure for leadership and representation of refugees, including committees of religious leaders, women leaders, neighborhood leaders, and youth leaders, among others. Committees are composed of elected officials who serve a term period of approximately two years. In addition to the internal camp committees, each of the NGOs operating in the camp was supported by either paid or volunteer groups of refugees who typically comprised the majority of that NGO's staff. Examples include the SGBV Committee, community mobilizers, and youth theater group, among others.
[27] NRC staff asserted the need to modify the LWF-built latrines to support NRC's design of the biogas digester. *"The toilets built by LWF are not appropriate to supply the biogas with human waste, so they need to re-design the toilets before they can scale up. The toilet needs to have a pipe going directly from the toilet to the digesters. 1 digester can support three stoves. You need the waste from three families to support the digester."* (NRC Staff, Bambasi Camp). LWF said the existing latrines in Bambasi Camp are well suited for producing biogas and do not need to be replaced to support the development of a biogas program.

[28] These include: UNHCR-led Participatory Assessments in Shire 2011-2013; IRC's Participatory Market Assessment in Adi Haroush, 2011; NRC's Labour Market Assessment in Tigray, July 2012; UNHCR et al's Joint Education Assessment in Dollo Ado, June 2013; NRC's Education Baseline Assessment and Market Survey in Dollo Ado, May 2014; and NRC's market assessment in Assosa, August 2014
[29] IRC staff report that their program staff do invest time and resources to orient, train, and mentor refugee trainers and social workers, but due to high turnover of refugee staff, many trained individuals have left for secondary movement, meaning there is a continuous need to provide such training and orientation, which is not the case in other refugee camp settings.
[30] CIA World Fact Book: Eritrea. https://www.cia.gov/library/publications/the-world-factbook/geos/er.html
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