

# Basic Service Delivery JWG TERMS OF REFERENCE

## 1. BACKGROUND

### 1.1. BACKGROUND TO DPG

1. The Government of Ethiopia's primary mechanism of engagement with Development Partners (DPs) takes place through the Development Partners Group (DPG), previously the Development Assistance Group (DAG). DPG is a multi-stakeholder platform, bringing together up to 30 bilateral and multilateral donors to support the Government of Ethiopia (GoE) in the implementation of its Ten-Year Development Plan (TYDP), through enhanced development cooperation and constructive policy dialogue amongst its members and the GoE. Existing bodies under the DPG include:

- The High-Level Development Forum (HLDF): An annual forum established to identify the joint vision, approach and investment priorities of the DPG as the basis for strategic partnership between the Government of Ethiopia and the International Development Community in implementing the Ten-Year Development Plan and Agenda 2030.
- The Effective Development Cooperation Taskforce (EDCTF): A strategic body responsible for ensuring DPG's adherence to Busan Commitments on aid effectiveness;
- Heads of Agency (HoA): A body of up to 30 Heads of Agency tasked with coordination of Donor engagement to improve ODA effectiveness. HoA also support the effectiveness of the JWGs, communicating decisions made in HLDF and HoA discussions to JWGs as relevant, but also fielding questions from JWGs as a feedback mechanism.
- Executive Committee (ExCom): A strategic body of eleven HoA members which meets regularly to make guiding decisions and set the agenda for the HoA.
- Joint Working Groups (JWGs): A series of working groups organized around the TYDP which bring together the Government and DPs at sector/thematic level to conduct joint analysis on sectoral issues, develop sector investment programs and sector financing strategies and monitor results and impact.
- DPG Secretariat: Delivers an efficient and effective secretariat function to DPG, supporting meeting arrangements for senior bodies and provide necessary communication channels for JWG collaboration.

2. The role of the DPG was enhanced in 2022, following the implementation of a series of reforms to upgrade existing functions around the Busan Principles and better align the strategic focus of the DPG with Government of Ethiopia priorities. On the basis of these reforms, the abovementioned structures serve as the basis for aid harmonization with the TYDP and the general promotion of Busan Principles. Additionally, 2022 saw the Government of Ethiopia's launch of the Ten Years Development Plan: A Pathway to Prosperity (2021-2030). The TYDP, which is aligned to the SDGs, forms the basis for the DPG's engagement, and the rationale behind the JWG architecture. These JWGs play a critical role to ensure the effectiveness of development cooperation by aligning aid to government sectoral strategies and priorities, thus providing the foundation for wider DPG effectiveness.

## 1.2. BACKGROUND TO THE SPECIFIC JWG

- History of the JWG under DAG/DPG

3. Building on the successful experience of donor harmonization and coordination around the three phases of the Promoting Basic Services (PBS) program, Development Partners (DPs) namely the African Development Bank (AfDB), the Austrian Development Cooperation (ADC), the UK's Foreign and Commonwealth Development Office (formerly Department for International Development -DFID), the European Commission (EC), Italian Development Cooperation (AICS), and the World Bank have agreed to form a Basic Service Delivery Group (BSDG) and refresh the framework and mechanisms for their coordination and strategic engagement with the Government of Ethiopia on the delivery of decentralized basic services and related cross-cutting issues.

4. The BSDG DPs that traditionally supported the PBS program have continued to provide substantial financial and technical assistance to basic service delivery albeit with different sectoral focus and funding instruments. In order to seize opportunities for improved service delivery under the framework of Ethiopia's Growth and Transformation Plan (GTP II) and underpinned by the recent reorganization of the DPs' program of support to basic services, the Government and the DPs were keen to continue with a harmonized mechanism for dialogue and engagement.

5. Therefore, the Government of Ethiopia (GoE), represented by the Ministry of Finance (MoF), and the above mentioned Basic Service Delivery Group (BSDG) of development partners have entered into a Coordination Arrangement to guide their coordinated engagement through a Common Framework to pursue joint review and dialogue based on a revised terms of reference for the Joint Review and Implementation Support (JRIS) Missions and coordinated and supported by the Service Delivery Secretariat as per the revised Terms of Reference (ToR). This Coordination Arrangement is not legally binding and does not involve a financial commitment from DPs. Any such obligation or commitment will be effected through separate bilateral agreements between the GoE and each member agency in the BSDG. The Service Delivery Secretariat (SDS), an entity housed and managed by the World Bank Ethiopia Country Office has replaced the PBS Secretariat and is tasked with the responsibility of coordinating and facilitating joint monitoring and evidence-based and constructive dialogue on basic service delivery between the GoE and the BSDG DPs. The SDS was funded by FCDO, formerly named DFID), EU and Italian Development Cooperation (AICS) through a Trust Fund arrangement with the World Bank and Currently it is funded by contribution from Austrian Development Cooperation. As per the DPG reform of working groups architecture, the BSDG is rebranded as BSD JWG now comprising representatives from GoE and DPs.

- Background to the importance of the sector/cross-cutting theme in Ethiopia

6. The BSD JWG have been an important platform for dialogue on the intergovernmental fiscal transfer, decentralized basic service delivery and financing and citizen engagement (Social accountability, Grievance Redress Mechanism, and Financial Transparency and Accountability), PFM, Procurement and environmental and social safeguards. Since its establishment the BSDG have been regularly hosting monthly/bi-monthly meetings and bi-annual Joint Review and Implementation Support Missions (JRISs) which were held in November and May each year which are preceded by pre-JRIS regional missions to selected regions to learn and discuss on

performance and challenges on regional/woreda basic service delivery, financing, SA, FTA and GRM. Key discussion points and agreed actions are summarized in aide-memoire and implementation of those agreed actions were monitored thereafter.

- Recent updates in Basic Service delivery

7. Reflecting the commitment and coordinated support by the GoE and DPs, Ethiopia has witnessed significant expansion of basic service delivery and recorded important outcomes in health, education, water, agriculture and rural roads at decentralized level. Yet, recently due to the poly crisis the country is facing, service delivery outcomes have been facing significant stress and challenge. The pre-JRIS and JRIS missions revealed that the COVID-19 pandemic has negative impact on student learning and the diversion of school resources to the COVID-19 response at regional and woreda level. The reported destruction of over 2000 schools in Tigray, Afar and Amhara due to the conflict has significant effect on service delivery. The health, water and agricultural sectors also faced significant challenge due to COVID and the conflict in northern Ethiopia. The conflict led to destruction of significant number of health and water facilities. Agricultural activities have been hugely disrupted in conflict affected areas with impact on supply of essential commodities at national level.

8. Recent BSD-ESAP3 regional mission noted appreciable efforts by the GoE to deliver basic services despite the concurrent challenges the country has been facing including the conflict in the north. In education, GoE's effort to promote access by constructing new schools in rural areas boarding and model schools, and by introducing school feeding program is commendable. Yet, below target performance was recorded in key results including gender and regional disparity in some results such as GER, NER, Gender parity index; very low (18%) teacher qualification in middle grade (7-8); low gender parity index compared to the national average in several regions. In Health, despite the challenges, improvements were recorded in health extension program coverage, primary health care and sanitation and hygiene at the national level. The encouraging move by the GoE with respect to health care financing is demonstrated through the allocation of 13.8% of total government budget to health; community-based health insurance (CBHI) has shown rapid expansion with additional 60 woredas having started implementing CBHI in 2014 EFY bringing the total CBHI woredas to 894 with a total of 9.8 million CBHI members and Birr 3.98 billion collected from membership fee. Yet, the health coverage was significantly below the national average (78%) for Afar (62%), Gambella (67%) and Somali (67%) regions. The sector's performance was below target for key health results including contraceptive acceptance rate (CAR) which showed regional disparity, ANC 4, and delivery through skilled birth attendant.

9. The decentralized basic service delivery programs have enhanced capacities, strengthened important systems and reforms in PFM, procurement and safeguards at national and sub-national level. In addition, the citizen engagement investments helped the expansion of social accountability in more than 400 woredas, FTA and GRM implementation across the country.

- Linkages to the relevance of the sector/cross-cutting theme under the TYDP

10. The BSD JWG have established working relationship with sector ministries (education, health, water and agriculture). Sectors are invited to present and participate at the bi-annual JRIS to learn and contribute to the regional discussions on basic service delivery, financing, citizen engagement, PFM, procurement, Social accountability, FTA and GRM. But, relation with sector working groups have been very loose and need strengthening.

## 2. RATIONALE & JWG OVERVIEW

11. This ToR outlines BSD JWG's primary functions, scope of engagement, priorities, as well as membership and designated lead agencies among both GoE and DPs. The primary function of BSD JWG is to improve alignment between ODA and the TYDP, laying the foundation for a progressive shift towards a programmatic approach. By promoting the alignment of development cooperation with relevant national sectoral strategies and plans the JWG provide a platform for those active in basic service delivery to exchange information and best practices, and engage in joint analysis, planning and coordination as well as monitor the outcomes of sectoral interventions to achieve national sector targets.

12. BSD JWG is established as the core mechanism for the harmonization and alignment within basic service delivery, with the aim of moving towards a more programmatic approach. The BSD JWG will be the main forum for sector-level planning and budgeting. JWGs are guided by and promote the Busan commitments on aid effectiveness<sup>1</sup>, which the Government of Ethiopia and members of DPG committed to in 2011.

### 2.1. JWG GUIDING PRINCIPLES

13. The guiding principles of the BSD JWG include the following:

- Government leadership through participation in the JWG;
- Alignment with Government policies as set out in the TYDP;
- Commitment to joint analysis as the foundation for programmatic harmonization;
- Predictability, over both the short- and medium-term;
- Commitment to coordination through the JWG sector mechanisms as a first resort;
- Mutual accountability;
- Communication with other JWGs to avoid duplication while enhancing complementarity;
- Commitment to managing results through an annual work plan.
- Commitment to supporting the triple-nexus (where applicable).

### 2.2. SCOPE OF JWG ENGAGEMENT

14. The scope of the BSD JWG is sub-national (regional and woreda) basic service delivery in education, health, water, rural roads and agriculture. The cross-cutting areas of focus are: (i) Service delivery and emerging priorities, (ii) Sustainable Financing and (iii) Citizens' Engagement. The BSD JWG complements existing sector level and program specific technical and policy dialogue at national level by focusing on strategic issues that cut across basic service sectors and issues that call for better vertical (between levels of government) and horizontal (between sectors) linkages.

### 2.3. JWG GENERAL OBJECTIVES

The general objective of the JWG is to create a platform for the Government and donors to engage and enable dialogue for ensuring effective coordination and cooperation in the sector. This is achieved through:

- Enhanced Development Cooperation at the Sector Level: By promoting the exchange of information within donors working in the sector, and committing to regular engagements to conduct joint analysis, JWG's facilitate the harmonization of donors and government programs and strategies in a particular area. This would include reporting major donor investments (as a sector mapping) for substantial flows, to aid coordination.
- Alignment with the TYDP: The promotion of GoE policies, strategies and programs at the sector level, on the basis of the TYDP, through the leadership of relevant mandated Ethiopian Ministries.
- Enhance ODA Effectiveness Through Dialogue and Joint Analysis & Planning: Ensure regular dialogue and the establishment of a joint analysis document allows to overcome ODA resource fragmentation and maximize investment returns and multipliers through collaborative approaches. This should include joint planning to reach consensus on how the Government and DPs can jointly deliver finance to best meet the needs of the sector;
- Monitoring and Evaluation: Provide a forum for GoE and DPs to mutually review the implementation of sector development on the basis of the JWG Results Framework, as informed by the TYDP objectives and targets. M&E can also integrate actions marked as triple-nexus. The JWG Results Framework can also act as a basis for donor mapping of key flows.
- Communication and Coordination of Sector Updates with the Wider DPG Structure:
- The outcome of joint analysis under a JWG has significant value to wider development efforts in Ethiopia. JWG's should ensure that sector updates and outcomes of their engagement (e.g., identification of gaps and recommendation of interventions) are disseminated both vertically (contribute to higher level dialogue at the HoA and HLDF) and horizontally (contribute to outcome of other JWG's) across the DPG to support broader strategic outcomes.
- Expansion of Sector Engagement Beyond DPG Representations: In line with the Busan Principles, the JWG will actively seek out and encourage the participation of experts from non-traditional donors, private sector and civil society representatives, as well as subnational government, in sector discussions, where possible.

#### 2.4. SPECIFIC OBJECTIVES

15. The specific objective of the BSD JWG is to promote greater aid and development effectiveness in service delivery in Ethiopia by:

- Facilitating policy dialogue on basic service delivery and its governance
- Promoting DP harmonization,
- Joint vetting of the design of future service delivery programs,
- Promoting sector linkages and mainstreaming cross cutting issues,

- Joint monitoring and coordinated engagement and dialogue with the Government of Ethiopia on strategic issues concerning basic services and thereby leveraging foreign and domestic financing for service delivery. and sub-sectors.

### 3. JWG PROCESSES & SOPs

#### 3.1. MEETING FREQUENCY

16. The BSD JWG will meet bi-monthly (once in two months) to discuss on decentralized basic service delivery and related cross cutting issues. Frequency of meetings can be altered by the agreement of permanent members or ad hoc meetings held at the request of the JWG Chair, HD pillar co-chairs or DPG HoA & ExCom. The BSD JWG meeting will provide minutes to be made public on the DPG website, as internal report, providing inputs into DPG and HLDF deliberation.

#### 3.2. REPORTING

17. The BSD JWG will provide quarterly progress reports on the execution of activities under the JWG's results framework to HD Pillar co-chairs that will report about the group activities during the EDCTF, HoAs meetings or ex-coms. In addition, on an annual basis, BSD JWG will provide update on the state of the JWG's mandated area. This update will support DPG leadership and GoE to establish an agenda for the forthcoming High Level Development Forum. This annual report will include:

- A concise summary of the state of the sector, including primary impact/outcome indicators as well as targets stated in the TYDP or sectoral plans (with each presenting updated data on results),
- A review of key sectoral challenges and priorities for the period 2023/24-2024/2025,
- Sector resourcing needs
- A summary of achievements observed in the year.

#### 3.3. COMMUNICATION

18. The BSD JWG would develop a short and concise communication strategy both for internal (JWG, DPG, HLDF) needs, but also for wider outreach (i.e., to the regions, media, civil society, etc.) as part of their standardized Terms of Reference. Communications can be supported through the wider DPG secretariat function, DPG website, and support from the Ministry PR and Communications.

##### 3.3.1. Vertical Relations with DPG

19. The BSD JWG will have an annual check-in with DPG leadership, and maintain a flow of information on sector performance, challenges and resourcing needs, with the secretariats linked to the DPG secretariat arrangement. This will include quarterly reporting to ExCom on the execution of the JWG Annual Work Plan and Results Framework.

##### 3.3.2. Cross-JWG Engagement

20. The BSD JWG engagement with other JWGs is an imperative to improving wider aid effectiveness through exposure to new ideas/best practices, removal of policy silos, limiting duplication of efforts, and ensuring that the technical expertise of JWG members increases its value offer. Communication between JWGs should be conducted through the JWG secretariat function, and may include notes sharing, joint meetings, joint commissioning of studies, or commitment for more formalized collaboration around joint analysis on a given topic. This is

particularly important for thematic JwGs, which tend to engage on cross-cutting topics which should be mainstreamed across existing sectors.

### 3.4. ANNUAL WORKPLAN & RESULTS FRAMEWORK

21. The BSD JwG will maintain a standard work plan and results framework linked to the TYDP, to be reviewed every 6 months, and shared with GoE and DPG leadership. The annual work plan will commence from 8<sup>th</sup> July to 7<sup>th</sup> July of the following year and linked to wider three-year medium-term planning cycle, as outlined by the Ministry of Planning and Development. Models for both a Work Plan and Results Framework are provided in this ToR.

## 4. JwG MEMBERSHIP & GOVERNANCE

### 4.1. MEMBERS OF THE JwG

22. The BSD JwG will comprise Channel One Coordination Directorate (COPCD) representing the GoE and DPs supporting decentralized basic service delivery in Ethiopia. These DPs include the African Development Bank (AfDB), the Austrian Development Cooperation (ADC), the UK's Foreign and Development Office (FCDO), the European Commission (EC), Italian Development Cooperation (AICS), and the World Bank. The group is open to other development partners who support decentralized basic service delivery in Ethiopia. Representatives from other working groups may be invited to the bi-monthly meetings depending on the agenda and in to the bi-annual Joint Review and Implementation Support Missions (JRISs).

### 4.2. JwG CHAIR / CO-CHAIRS

23. The BSD JwG will be jointly co-chaired by the GoE and DPs. COPCD will be the Co-chair representing the GoE, the World Bank will serve as the permanent co-chair for the BSD JwG and another co-chair role (currently Italian Development Cooperation in the co-chair) will be rotating between other BSD DPs annually. The responsibilities of the Co-Chairs include:

- Chair the JwG meetings and the bi-annual JRISs.
- Provide strategic leadership & direction of the work of the JwG, including expansion or revision of JwG scope of engagement,
- Be in charge of the annual development of the JwG's work plan and results framework as well as ensuring effective monitoring and implementation of both.
- Outline key policy issues of priority for discussion with JwG members;
- Set/approve the JwG meeting agenda at least 1 week in advance of any meeting, regular or extra-ordinary.
- Ensure effective consultation and decisive decision-making during JwG meetings to come to decisions which achieve the JwG's intended outcomes;
- Oversight of the management and establishment of internal structures of the JwG (e.g. establishment of sub-groups and/or ad-hoc/temporary bodies such as task forces on specific thematic areas);
- Work closely with the secretariat to ensure effective dissemination of information and exchange of experiences between JwGs as well as provide feedback to senior DPG bodies;

- Inform through HD pillar co-chairs ExCom/HoA on emerging policy issues and challenges & represent the JWG at DPG HoA and ExCom meetings upon request.
- Facilitate donor harmonization and alignment by sharing key programming and investment priorities;
- Leading dialogue with additional government interlocutors on technical and programmatic issues.

#### 4.3. JWG SECRETARIAT

24. Until the closure of the Enhancing Shared Prosperity through Equitable Services (ESPES) program in May 2024 and depending on funding availability from BSD DPs, the SDS can provide secretarial function for the JWG for another year. From June 2024 onwards, to improve JWG effectiveness (impact) and efficiency (value for money) the secretariat function provided by the Service Delivery Secretariat housed in the World Bank can continue if DPs contribute to the multi-donor fund from which the SDS will be funded. Participating DPs can provide indicative commitment to fund the SDS under the Human Capital Operation which is expected to be approved by the World Bank Board this fiscal year. Based on current experience for the SDS to execute its function it needs to be adequately staffed with a minimum of three full time dedicated national staff. If the SDS is not going to be there the BSD JWG need to work-out a mechanism of coordination in the long-run.

25. The SDS will adequately manage the JWGs administration, strengthen linkages between subgroups (if any), coordinate and share information with other DPG structures (including other JWGs), meet the information and communication needs of the JWG, and track performance as well as report results. The secretariat will directly report to the Co-Chairs of the JWG, to ensure effective delivery of the JWG mandate. Responsibilities of the secretariat will include:

- Provide the administrative support necessary to DPG co-chairs and members to organize regular meetings and prepare (and monitor) annual work plans.
- Facilitate meetings of the JWG in a timely basis and ensure that priorities and concerns of all JWG members are engaged in advance of and during the JWG meetings;
- Record minutes and decisions undertaken in JWG meetings and disseminate these across JWG participants, to HD pillar co-chairs and through it to HoA/ExCom as well as publish these on the DPG website;
- Organize pre-JRIS missions and bi-annual JRISs in collaboration with COPCD. In this respect it will prepare ToR, agenda for the JRIS, facilitate discussions at the JRIS, prepare opening and closing remarks for co-chairs and prepare aide-memoire at the end of the JRIS. COPCD is responsible to identify and convene relevant government staff (from different sectors and levels of government) to meetings and missions and to follow up and report on agreed actions and deliverables. COPCD and BSD DPs will share the costs of the JRIS missions (e.g. cost of conference venue including lunch and refreshments, stationary, and travel costs of government participants) with the exact contribution to be discussed/negotiated for each mission.
- Facilitate and coordinate analytical work and inputs into JWG meetings on key sector-wide strategy and planning issues;



- Support JWG co-chairs to regularly review JWG members and ensure that all relevant and active stakeholders are represented in the membership;
- Act as point of contact for all external communication including other DPG structures, Government Bodies (including at the sub-national level) and private sector & civil society representatives;
- Pro-actively lead engagement with other JWGs through information sharing and joint analysis by arranging knowledge sharing events and actively selecting and showcasing best practices and lessons learned;
- Facilitate and coordinate necessary information gathering for reporting on the implementation of JWG annual work plan and results framework;
- Establish a repository of GOE policies, strategies, guidelines, laws and regulations, and lessons from past and on-going programming relevant to the JWG sector area;
- Actively take triple-nexus arrangements into consideration as deemed necessary.
- Establish and maintain a database of DPG Members, non-traditional donors, donors' Implementing Partners (IPs) NGOs and private sector stakeholders engaged in the relevant JWG sector area;
- Prepare and submit quarterly reports on the operations and the activities of the JWG secretariat to Co-chairs.

#### 4.4. STRUCTURE OF SUB-WORKING GROUPS

19. BSD JWG may establish Sub-Groups and ad-hoc Task Teams under its leadership, in consultation with and subject to endorsement by EDCTF.

### 5. WORKPLAN, RESULTS FRAMEWORK AND KPIS

26. As highlighted above the BSD JWG will adopt the standardized workplan and result framework templates with clear performance baselines and metrics for the work of the JWG, along with an associated timeline for the execution of such activities. The BSD JWG will work on key Performance Indicators for the JWG aligned to the TYDP / Sector Strategies, and will focus on critical higher level KPIS that allow results to be tracked at the outcome and impact levels. Ideally, KPIS would be tiered by impact, allowing a small number of core indicators to emerge, that can assist in tracking overall impact.