



Evaluation of Phase II of the  
**JOINT PROGRAMME  
ON GENDER EQUALITY  
AND WOMEN'S  
EMPOWERMENT  
IN ETHIOPIA**



Empowered lives.  
Resilient nations.



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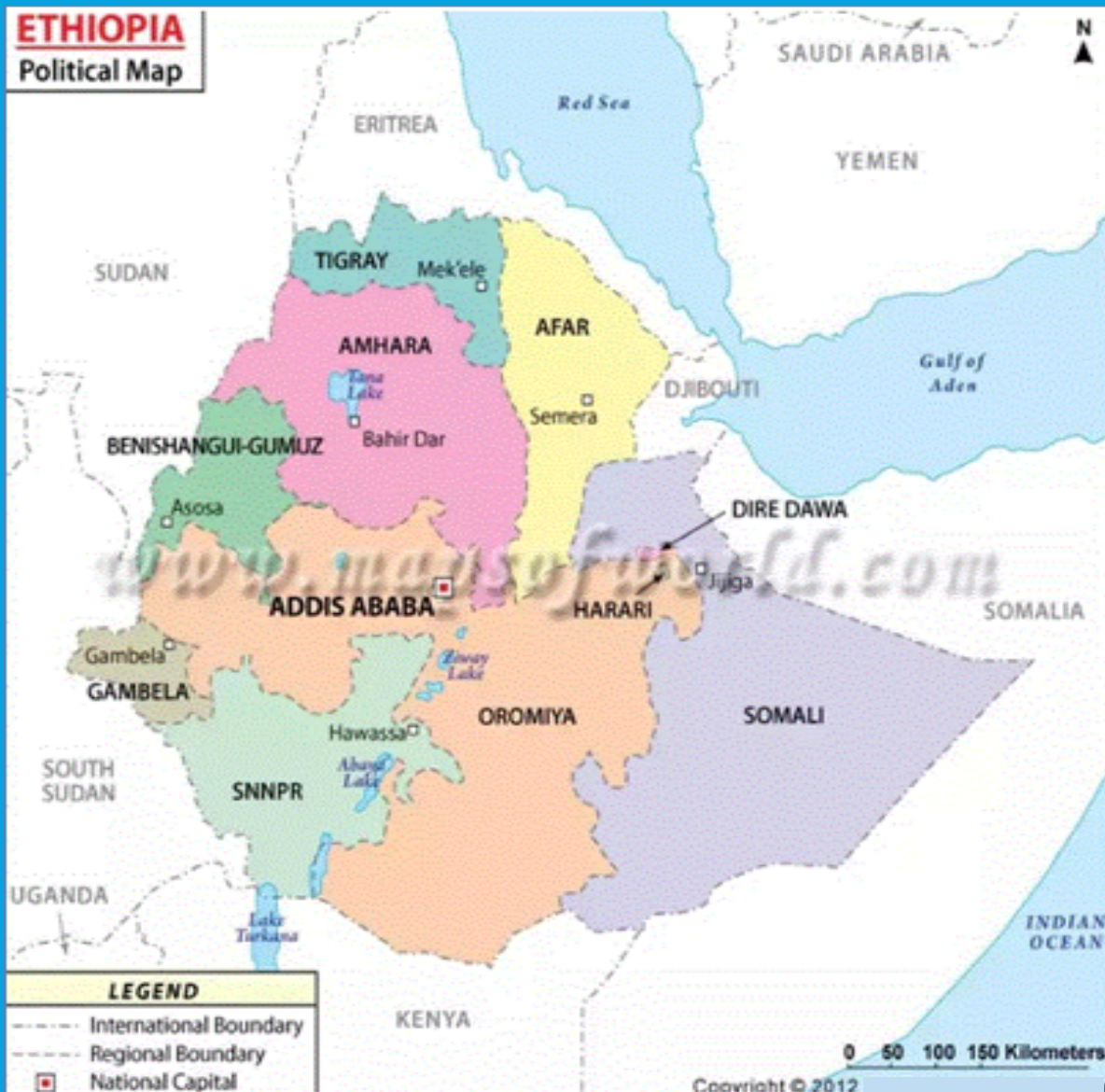


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November 30, 2016



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**Map of Ethiopia**

Regional States/City Administrations visited: Addis Ababa, Amhara, Dire Dawa, Oromia, SNNP, Somalia and Tigray

Word Cloud created by key JP stakeholders selecting key words to describe the impact of the JP GEWE prior to the debriefing workshop on November 30, 2016



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## Acronyms and Abbreviations

<b>AWP</b>	Annual Work Plan
<b>AWSAD</b>	Association for Women’s Sanctuary and Development
<b>BBS</b>	Basic Business Skills
<b>BDS</b>	Business Development Services
<b>BoA</b>	Bureau of Agriculture
<b>BoE</b>	Bureau of Education
<b>BoFED</b>	Bureau of Finance and Economic Development
<b>BoH</b>	Bureau of Health
<b>BoLSA</b>	Bureau of Labour and Social Affairs
<b>BoT</b>	Bureau of Trade
<b>BoWCA</b>	Bureau of Women and Children’s Affairs
<b>BoWCYA</b>	Bureau of Women, Children and Youth Affairs
<b>CBO</b>	Community-based Organization
<b>CC</b>	Community Conversation
<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination Against Women
<b>CSO</b>	Civil Society Organization
<b>DHS</b>	Demographic and Health Survey
<b>EDHS</b>	Ethiopia Demographic and Health Survey
<b>FDRE</b>	Federal Democratic Republic of Ethiopia
<b>FEMSEDA</b>	Federal Micro and Small Enterprises Development Agency
<b>FGM/C</b>	Female Genital Mutilation/Cutting
<b>GBV</b>	Gender-Based Violence
<b>GE</b>	Gender Equality
<b>GER</b>	Gross Enrolment Rate
<b>GERAAS</b>	Global Evaluation System Assessment and Analysis System
<b>GEWE</b>	Gender Equality and Women’s Empowerment
<b>GoE</b>	Government of Ethiopia
<b>GRB</b>	Gender-Responsive Budgeting
<b>GTP</b>	Growth and Transformation Plan of Ethiopia
<b>HRBA</b>	Human Rights Based Approach
<b>HTP</b>	Harmful Traditional Practices
<b>IFAD</b>	International Fund for Agricultural Development
<b>IGA</b>	Income Generating Activity

<b>ILO</b>	International Labour Organisation
<b>IP</b>	Implementing Partner
<b>JP</b>	Joint Programme
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MFI</b>	Microfinance Institution
<b>MIS</b>	Management info system
<b>MoE</b>	Ministry of Education
<b>MoFEC</b>	Ministry of Finance and Economic Cooperation
<b>MoFED</b>	Ministry of Finance and Economic Development
<b>MoWCA</b>	Ministry of Women & Children Affairs
<b>MPTF</b>	Multi-Partner Trust Fund (One United Nations Fund)
<b>MSEs</b>	Micro and small enterprises
<b>NGOs</b>	Non-Governmental Organizations
<b>RBM</b>	Results-based Management
<b>ReMSEDAs</b>	Regional Micro and Small Enterprise Development Agencies
<b>RLF</b>	Revolving Loan Fund
<b>SDG</b>	Sustainable Development Goal
<b>SNNPR</b>	Southern Nations, Nationalities' and Peoples' Regional State
<b>ToR</b>	Terms of Reference
<b>ToT</b>	Training of Trainers
<b>TWG</b>	Technical Working Group
<b>UNCT</b>	United Nations Country Team
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNDP</b>	United Nations Development Programme
<b>UNEG</b>	United Nations Evaluation Group
<b>UNFPA</b>	United Nations Population Fund
<b>UNICEF</b>	United Nations Children's Fund
<b>UN Women</b>	United Nations Entity for Gender Equality and Empowerment of Women
<b>VAW</b>	Violence Against Women
<b>WAssn</b>	Women's associations
<b>WISE</b>	Women in Self Employment
<b>WoFED</b>	Woreda Office of Finance and Economic Development

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## Executive Summary

The evaluation of Phase II of the Joint Programme on Gender Equality and Women's Empowerment (JP GEWE) in Ethiopia was undertaken between October 4, 2016 -December 31, 2016 with the fieldwork undertaken during November 2016.

The purpose of the evaluation is to provide an in-depth assessment of the results of the Joint Programme against the four outcomes of the programme and performance in terms of relevance, validity of design, effectiveness, efficiency, sustainability, coherence, management and coordination.

The evaluation used a mixed approach combining both quantitative and qualitative methods. Triangulation was done by using an array of sources and methods such as focus group discussions, semi-structured interviews, testimonials, a questionnaire and a World Café Stakeholder and debriefing workshop. The evaluation encountered the following limitations: time and financial constraints limited the fieldwork to six vs nine regional administrations; lack of consolidated and amalgamated financial and programmatic information made reporting on financial issues and actual outputs a challenge; gaps in institutional memory due to staff turnover; and the evaluation was not an audit or examine compliance in line with the Global Evaluation System Assessment and Analysis System (GERAAS) which is more closely linked to managing development results for learning.

The JP GEWE examined seven key topics areas: Relevance and Strategic Fit, Validity of Design, Effectiveness, Efficiency, Sustainability, Coherence, Management and Coordination.

**1. Relevance and Strategic Fit.** The evaluation found the JP GEWE highly relevant and strategic, in line with government priorities, target requirements, United Nations Development Assistance (UNDAF) and mandates of United Nations agencies.

**2. Validity of Design.** The Joint Programme (JP) was well designed and the theory of change well-articulated. The following four main outcomes were identified to address key relevant issues: economic empowerment; girls' education; women's leadership and decision-making; and mainstreaming gender equality (GE) into government machinery and ending violence against women.

**3. Effectiveness.** The JP GEWE was able to achieve concrete outcomes in its four outcome areas. With regards to Outcome 1, the revolving fund and associated capacity building trainings and business development support benefitted 3907 women (vs a target of 5400) and provided a livelihood to a significant number of women. For Outcome 2, scholarships for girls, benefitted 23,495 women. This surpassed its target of 22,800 and gave the assisted women an opportunity to complete their studies. Furthermore, around 500 newly appointed women leaders in Amhara Region benefited from transformative and inclusive leadership training. Under Outcome 3, the strengthening of government machinery in gender audits and gender-responsive budgeting, has led to greater awareness of GE in budgeting and programming. However, a major gap has been the inability of the JP GEWE to promote women within its own programme as JP focal points and decision-makers at all levels of Gender Machineries and within the Ministry of Women and Children's Affairs (MoWCA). Outcome 4 has played an important role raising a beacon and combating key gender-based violence (GBV) issues, like child marriage, violence against women (VAW), female genital mutilation (FGM) and abductions, among others. Indeed, the work of community conversations (CCs) around harmful traditional practices (HTPs) has helped create

community awareness around key issues and led to decreases in child marriages, abandonment of FGM and greater coordination between key institutions (health workers, courts, justice and police) on VAW, etc. civil society organizations (CSOs), however, have played a limited role in the programme. Outcome 4 has also built the knowledge and capacities of women's development groups (WDGs), key community structures that play a critical role in addressing GBV and HTPs.

**4. Efficiency.** As the JP GEWE worked through government structures, there were cost savings. However, these were offset by the geographic and thematic dispersion of programme activities making the overall programme less efficient than it could have been. With total funding of USD 35,502,304, and a funding gap of USD 24,987,718 (70 per cent), the JP GEWE overall impact was significantly constrained.

**5. Sustainability.** Many elements of the JP GEWE are sustainable despite the lack of an exit plan. As the programme has worked through government structures, many of the activities are already part of its mandate. The revolving fund will continue to benefit women as long as there is a high repayment rate and trained experts on basic business skills are available at the regional and *Woreda* level to continue providing training prior to disbursing the fund. The scholarships for girls' education at the tertiary level will discontinue without renewed funding. Support provided for Gender-Responsive Budgeting and the use of the Gender Levelling Tool will require continued support to solidify the progress to date.

**6. Coherence.** The JP GEWE had six United Nations agencies participating in the process, making it challenging to achieve coherence. The four outcome areas were not systematically implemented in all regions and were for the most part implemented separately, resulting in missed opportunities for synergies between the outcome areas. While results-based management training was provided in the regions, it was required on a continual basis given the high turnover of staff.

**7. Management and Coordination** of the JP was complex. It was never able to achieve economies of scale or efficiencies due to pooled funding. Each United Nations agency continued to require that their own set of procedures, templates and formats be used. Rather than Delivering as One; the JP delivered as six separate United Nations agencies. Management and implementation capacities have been affected by inadequate staffing in the early years, high staff turnover, and low capacity at the *woreda* and *kebele* levels, which have made reporting and documenting best practices and lessons learned difficult. Annual joint monitoring has not always involved all stakeholders.

A key conclusion to the evaluation is that the JP should not be renewed in its current form. Rather, any future JPs should be both geographically and thematically focused and separate rather than amalgamated. This is because the current JP GEWE is too cumbersome to be able to achieve the desired outcomes. Recommendations have been prioritized and linked to relevant sections of the report. The primary recommendations are directed to the current JP GEWE, whereas general recommendations are directed to any future joint programme on gender equality and women's empowerment. The report makes the following recommendations:

## Primary Recommendations:

1. The Government of Ethiopia (GoE) and participating United Nations agencies should develop an exit plan for Phase II that includes a communication strategy, other options for funding and a calendar to incorporate project activities into the government budget in order to inform all key stakeholders, including implementing partners and communities in the region, of the end of the JP GEWE programme. (Ref. 4.5; 5)
2. United Nations agencies and donors should support separate and thematically focused JPs that continue and strengthen what has been done under Phase II. Examples of such JPs may include: 1) Expanding the current GBV bilateral programme to other agencies and also including a component of economic empowerment; 2) Gender Mainstreaming JP to deepen existing initiatives such as Gender-Responsive Budgeting (GRB), Levelling Tools and Gender Audits and addressing any new emerging issues like Gender Statistics and Sustainable Development Goals (SDGs). (Ref. 5)

## General Recommendations for Any Future JPs or Stand Alone Programme on Gender Equality and Women's Empowerment:

3. GoE and United Nations agencies should ensure affirmative action as an essential element of any GEWE Programme with baseline and targets, mentoring and training to ensure that women can access key JP positions at all levels of decision-making. (Ref. 4.7.3.)
4. United Nations agencies should plan for a budget based on available resource envelope and different fundraising scenarios; any plan with unfunded budget should be accompanied with a clear and achievable fundraising strategy. (Ref. 4.4.1.)
5. Participating United Nations agencies and government counterparts should ensure participation of all relevant stakeholders including sector ministries as well as CSOs in the design of future JPs related to GEWE. (Ref. 4.2.5.)
6. Where a JP programme already exists, participating agencies should avoid parallel activities and instead invest additional resources in the relevant JP or parallel JPs. (Ref.4.4.1.)
7. In designing future JPs on GEWE, United Nations agencies and government counterparts should balance geographic focus vs. national coverage. Select limited number of regions based on prevalence of GEWE issues and expand to other regions given resource availability, scalability and replicability of interventions. (Ref. 4.1; 4.4.2.)
8. In future JPs on GEWE, United Nations Agencies and government counterparts should develop Monitoring and Evaluation (M&E) systems that can systematically collect and report on outputs and outcomes given indicators and targets. Include all donors, stakeholders and implementing partners (IPs) in joint M&E missions with a common checklist and one final monitoring report rather than separate agency reports. Regular results-based management (RBM) and reporting training is also important. (Ref. 4.7.2.-4.7.4.)
9. Balance between direct support and addressing structural issues (i.e. economic empowerment should cover not only direct service delivery, but also structural financial issues that impede women's economic empowerment). (Ref. 4.1.1. and 4.3.1.)
10. Need for greater coordination, communication and transparency: 1) Between programme leads, participating United Nations agencies and partners; 2) Between MoWCA and sector Ministries (i.e. Education, Health, Justice). (Ref. 4.2.5; 4.7; 4.7.4.)

# 1

Background, Context  
and Programme  
Description

Ethiopia has recorded double-digit economic growth over the last decade and has registered impressive progress in reducing poverty. During the past five years, the average annual GDP growth stood at 10.1 per cent.<sup>1</sup> Despite these achievements, Ethiopia is still categorized as a low-income country and faces enormous developmental and governance challenges. Widespread gender inequality is one of the major challenges the country faces in its development process. Although commendable policy, legislative, institutional, strategic and programme measures have been taken to promote gender equality, cultural norms, traditions and practices continue to impede women's substantive equality. The 2015 Gender Inequality Index of the United Nations Development Programme (UNDP) ranked Ethiopia 129 out of 188 countries.<sup>2</sup> While there is evidence of progress in the right direction, this indicates the existence of significant gender inequality in the country.

There are significant gender gaps in all spheres of life. Access to employment, financial services, land and productive assets remains particularly limited for women. Women are overrepresented in formal unemployment, with the largest rates of unemployment recorded among adult and young women, in comparison with men and boys. According to the 2016 CSA survey on urban employment, female unemployment rate (24.7 per cent) is more than double compared to male (9.4 per cent).<sup>3</sup> Moreover, the rate of unemployment among women has increased while the corresponding rates for men decreased from the figures for 2012, which stood at 24.2 per cent for women and 11.4 per cent for men.<sup>4</sup>

Although education sector policies and initiatives have led to marked achievements in increasing the number of enrolled girls and boys across the country, the gender parity index reveals gaps in all levels of education, most significantly at secondary and tertiary levels. The latest data from the CSA indicates that the percentage of female students at primary (grades 1-8), secondary (grades 9-12) and higher education (university or college) reached 47.5, 44.1 and 33.9 per cent in 2011/12 Ethiopian academic year.<sup>5</sup>

Women's representation in politics and decision-making has been increasing steadily, especially within the national and regional legislative bodies. The level of women's representation in the Federal Democratic Republic of Ethiopia (FDRE) House of People's Representatives grew from 27.9 to 38.8 per cent in 2010 and 2015 elections, respectively. Similarly, the number and share of women in managerial positions across economic activities has improved progressively. According to official reports, women's representation in decision-making positions in the civil service, including the judiciary and the private sector increased from 15.45 per cent in 2005<sup>6</sup>

1 National Planning Commission, The Second Growth and Transformation Plan (14/15-19/20), 2015.

2 UNDP, Human Development Reports, 2015.

3 Central Statistics Agency, Ethiopia: Key Findings on the 2016 Urban Employment and Unemployment Survey, December 2016.

4 Central Statistics Agency, The 2012 Urban Employment Unemployment Survey, Statistical Bulletin, Addis Ababa, September 2012.

5 Central Statistics Agency, Statistical Abstract: Education (2012), December 2016.

6 Central Statistics Agency, The 2005 National Labour Force Survey, Statistical Bulletin 365, Addis Ababa, May 2006

to 21.96 per cent in 2012<sup>7</sup> and 29.74 per cent in 2016.<sup>8</sup> The institutional mechanisms for the advancement of women in the country have evolved over time in terms of structure, capacity and leadership. However, much work is still needed to adequately capacitate the institutional and coordination mechanisms for gender equality in the country.

Moreover, violations of women's rights, particularly violence against women and girls continues to be a rampant phenomenon in Ethiopian society.<sup>9</sup> According to 2016 Demographic and Health Survey (DHS) data, more than one-third of ever-married women (35 per cent) are victims of domestic violence while sixty-five per cent of women age 15-49 are victims of FGM/C.<sup>10</sup>

United Nations agencies have been collaborating with the Government of Ethiopia (GoE) in addressing gender issues and gaps in the country. As part of the Delivering as One initiative, the GoE and United Nations agencies in Ethiopia developed and launched Phase I of the Joint Programme on Gender Equality and Women's Empowerment (JP GEWE) in January 2011, which was implemented until 30 June 2013. The second phase of the JP GEWE, as per the programme document, was supposed to run from July 2012 to December 2015. However, it was actually implemented from July 2013 – June 2016 in all nine regions and the two city administrations in Ethiopia. The JP GEWE contributes to the following four outcomes:

- Urban and rural women have increased income for improved livelihoods (Lead: International Labour Organization (ILO))
- Urban and rural women and girls have increased opportunities for education, leadership and decision making (Lead: United Nations Children's Fund (UNICEF))
- Federal and local level government institutions have strengthened their capacity to implement national and international commitments on gender equality (Lead: United Nations Entity for Gender Equality and Empowerment of Women (UN Women))
- Federal and local level institutions and communities have enhanced their capacity to promote and protect the rights of women and girls (Lead: United Nations Population Fund (UNFPA))

The theory of change for this second phase of the JP identifies three areas where change needs to happen in order for progress to be made on gender equality and empowerment of women. For gender equality to be established, changes need to take place at the individual level, at the community level and at the broader societal level. Changes in these three areas are expected to enhance individual's capabilities, promote access to opportunities for women and girls, and enhance the security of women and girls, therefore contributing to gender equality and the empowerment of women.

Six United Nations agencies have participated in the implementation of the second phase of the JP GEWE (United Nations Educational, Scientific and Cultural Organization (UNESCO), ILO, United Nations Development Programme (UNDP), UNICEF, UNFPA and UN Women). The lead implementing agency for the GEWE JP is MoWCA, while the Ministry of Finance and Economic

7 Central Statistics Agency, The 2012 Urban Employment Unemployment Survey, Statistical Bulletin, Addis Ababa, September 2012

8 Central Statistics Agency, The 2016 Urban Employment Unemployment Survey, Statistical Bulletin 581, Addis Ababa, August 2016

9 UN Women (2014). Preliminary Gender Profile of Ethiopia.

10 CSA (2016): Demographic and Health Survey 2016, Key Indicators Report, The DHS Programme, ICF, Rockville, Maryland, USA, pp. 44-45



Cooperation (MoFEC) is the overall coordinator of United Nations programmes in the country. Other ministries as well as other institutions (e.g. Ministry of Education, Ministry of Trade, universities, cooperatives and some NGOs) are also engaged in the implementation of the JP GEWE. From the United Nations side, JP GEWE is co-led by UN Women and UNFPA. UN Women take the lead for technical matters and UNFPA is responsible for financial coordination.

At the start of implementation, the JP GEWE had a total estimated budget of USD 35,502,304. This was broken down to USD 5,730,898 as contributions from participating United Nations agencies, USD 4,783,688 as funded from other sources and USD 24,987,718 unfunded portion to be mobilized. Of the total estimated only 30 per cent of the funding has been secured, leaving a funding gap of 70 per cent.

Photo 1: Meta district's Children and Women Affairs' bureau staff in Oromia region briefs monitoring visitors about the activities under JP GEWE. (Photo credit: UN Women/Fikerte Abebe)



# 2

Purpose, Objectives  
and Scope of the  
Evaluation

## 2.1. Purpose

The evaluation at the end of Phase II of the JP GEWE is scheduled according to the programme's M&E plan. The purpose of the evaluation is to provide an in-depth assessment of the results against the four outcomes of the programme and performance in terms of the relevance, effectiveness, efficiency and sustainability, appropriateness of design and coherence. It also aims to identify lessons learned, good practices, and the factors that facilitated/hindered achievement and provide practical recommendations so as to inform the design, implementation, management and coordination of future joint programmes (see Annex 1 for the Terms of Reference for the Evaluation).

## 2.2. Objectives

The specific objectives of the Phase II End Evaluation are to:

- Assess the extent to which the results of the JP are achieved, keeping into account that the programme suffered from a huge funding gap and examine the extent to which the programme is consistent with national needs (in particular vulnerable group needs) and aligned with Ethiopian Government priorities as well as with UNDAF.
- Determine the extent to which planned programme activities were completed and review the programme design, implementation strategy, institutional arrangements as well as management and operational systems.
- Examine the programme management effectiveness and efficiency in achieving expected results.
- Assess the inter-agency coordination, the leadership and management of the JP, including the management, operational and financial systems laid down by the programme.
- Highlight good practices and lessons learnt and make concrete recommendations on how to improve future joint programming.

This evaluation is an important endeavour to build knowledge and to contribute to organizational learning among United Nations agencies and implementing partners.

## 2.3. Scope

In terms of implementation period, the scope of this particular evaluation focused on JP GEWE Phase II covering the period from July 2013-June 2016. However, the evaluation has made some references to Phase I of JP GEWE where appropriate and necessary. Thematically, the evaluation looked into all activities under the four Outcomes of the JP GEWE. However, as specified in the ToR, this evaluation did not look at the implementation of the Rural Women Economic Empowerment Programme (RWEE) component of the JP GEWE. The geographic scope of the evaluation for the purpose of primary data collection covered the federal government and selected regional states.

# 3

Methodology

## Evaluation Criteria and Elaboration of Key Questions

The Evaluation is designed around seven key topic areas and questions outlined in the TORs and reflected in the Annex: 1) Relevance and strategic fit; 2) Validity of the design 3) Effectiveness; 4) Efficiency; 5) Sustainability 6) Coherence; and 7) Management and coordination. Each evaluation topic has a series of questions, which guided the evaluation. Although impact is not specifically identified in the TORs, it was examined as much as possible within Effectiveness.

### 3.1. Approaches and Methods

#### 3.1.1. A human rights-based and gender-sensitive approach

The evaluation process was informed by the principles of human rights and gender equality. At the outset, the gender equality and human rights perspective was always kept in mind in the framing of evaluation issues. The application of this approach was also evident in the process of the evaluation in various ways, including in terms of ensuring participation of all stakeholders, particularly vulnerable groups and respecting the rights of participants, as well as in terms of using disaggregated data and awareness of human rights and gender-sensitive language in the evaluation outputs.

#### 3.1.2. A participatory approach

A participatory approach was used with the Evaluation Reference Group and key stakeholders with the organization of the World Café Stakeholder Workshop, the debriefing workshop and in focus groups to listen and elicit feedback on the inception report and the overall JP Programme. Case studies of best practices and innovative methods were incorporated into the final report along with Significant Change testimonials.

#### 3.1.3. A utilization focus

With this utilization focus, the intent is to create a value-added exercise that goes beyond an accountability function to include concrete and practical recommendations that can be utilized.

#### 3.1.4. Mixed methods approach

The methodology used mixed methods by combining quantitative (questionnaire analysis, statistical analysis provided in reports) with qualitative methods (interviews, testimonials, case studies and workshops that tap into perceptions and views). The mixed method approach provided for robust findings and enabled the evaluators to triangulate the findings by using multiple sources of information and methods.

In particular, the following methods were used:

1. **The review of documentation** was done at the beginning of the evaluation to provide a solid understanding of the programme, its implementation and progress (See Bibliography for the list of documents reviewed).
2. **Semi-structured interviews** were used with an array of project stakeholders including all the key stakeholder which allowed for a series of key questions to be asked that addressed the scope of the evaluation. An interview guide was prepared and used and can be found in Annex 2 along with a list of those interviewed in Annex 3 and the agenda in Annex 4. The following is a summary of those interviewed broken down by gender as well:

**Table 1: Number of persons interviewed**

Stakeholder Group	F	M	Total
Government of Ethiopia: MoWCA, MoFEC, MoJ, BoWCA, BoFEC, Govt. officials at woreda level	23	17	40
United Nations: UN Women, UNICEF, UNESCO, ILO, UNDP, UNFPA	10	12	22
Beneficiaries	91	23	114
Donors: Norway and Sweden	2		2
Implementing Partners: AWSAD	2		2
<b>Total</b>	<b>128</b>	<b>52</b>	<b>180</b>

3. **Testimonials** were gathered on how the programme has made a difference in the lives of targeted women and in changing their conditions and stories were collected using the Most Significant Change approach.
4. **Focus Group Discussions (FGDs):** A total of 14 FGDs were conducted with beneficiaries of the revolving fund and scholarships as well as members of Community Conversation (CC) groups.
5. **Survey Questionnaire:** A survey questionnaire was administered and collected from 23 stakeholders (11 female and 12 male respondents). See survey questionnaire in Annex 4.
6. A **\*World Café Stakeholder workshop** was organized as a reflective exercise on the programme’s implementation to date and provided important information on the Programme key results in each outcome area, the factors that facilitated and hindered the programme’s implementation; best practices and lessons learned. See Annex 5 for Minutes of this workshop.

A final debriefing workshop was also held at the end of the field mission to present the overall findings (see Annex 6).

Overall, these methods are constructive, evidence-based, interactive, reflective and forward-looking.

### 3.1.5. Sampling

The evaluation applied a purposive sampling design based on the following minimum standards:

- geographic/regional representativeness (including urban/rural settings)
- coverage of all administrative levels (federal, regional and *woreda* levels)
- logistical feasibility given time constraints
- Programme diversity in terms of thematic focus
- Attention to interventions that provide the richest learning opportunities. The project identified interventions with the potential for replication and scaling up, pilot and /or innovative initiatives. Interventions and activities that were not as successful were also looked at to draw lessons learned for the future.

**Field visits** were conducted in 5 of the 9 regional states (Amhara, Oromia, SNNP, Tigray and Somali Regional states) and two of the Federal City Administrations (Dire Dawa and Addis Ababa).

### 3.1.6. Confidentiality

The Evaluation Team sought to uphold the United Nations Evaluation Group (UNEG) Code of Conduct, endorsing key qualities of independence, impartiality, honesty and integrity, competence and accountability. The Evaluation Team also ensured stakeholders rights to provide information in confidence and ensured sensitive information could not be traced to its source.

### 3.1.7. Limitations

A number of limitations have been noted:

1. Time constraints and limited resources did not allow for all nine regions to be visited. However, documentation and monitoring reports for all regions were reviewed.
2. There were gaps in institutional memory due to staff turnover.
3. Information and reporting gaps were time consuming and frustrating, as there were no systems in place that compiled and aggregated financial and programmatic results in each outcome area.
4. It should be pointed out that this evaluation is not an audit. As the Global Evaluation System Assessment and Analysis System (GERAAS) points out: "Evaluation is more closely linked to managing for development results and learning, while audit mainly focuses on compliance."<sup>11</sup> The evaluation team relied on *figures found in* annual reports and partner review meetings that were supplied by *woredas*, the Bureau of Women & Children's Affairs (BoWCA) and MoWCA via the United Nations agencies.

Photo 2: Monitoring team being assisted by Deder district's Children and Women Affairs Bureau during documents verification.  
(Photo Credit: UN Women/Fikerte Abebe)



<sup>11</sup> UN Women (2015). Global Evaluation System Assessment and Analysis System (GERAAS), Independent Evaluation Office. 14.

# 4

Findings



## 4.1. Relevance and Strategic Fit

### 4.1.1. Relevance and realism of planned programme outcomes for situation on the ground

The four components of the JP GEWE Phase II are clearly aligned to the policies and priorities of the GoE. Among others, gender equality and women's empowerment figure prominently in the FDRE Constitution (1995) as well as the gender development sections of the GTP I (2005/06-2010/11), GTP II (2010/11-2015/16), the National Policy on Ethiopian Women (1993), and the Ethiopian Women and Children Development Plan (2010/11-2027/28). The JP GEWE Phase II is also aligned with international normative frameworks and commitments adopted by the country, such as the Convention on the Elimination of Discrimination Against Women (CEDAW) and the Beijing Platform of Action (BPoA).

Key informants interviewed for this evaluation were also unanimous in noting the relevance of the JP GEWE outcomes to the situation on the ground, particularly to the needs and priorities of Ethiopian girls and women. Similarly, the large majority of the informants contacted specifically for this evaluation through questionnaires (91.3 per cent) agreed to the relevance of the JP outcomes to country needs and the particular needs of targeted women and communities despite the dispersion of activities given its national coverage. Other *beneficiaries of the JP have* shown that they appreciated the extent to which the activities they participated in took into account their specific needs.

Some of the outcomes of the JP, particularly outcome 1, focused primarily on the direct delivery of services to targeted women. However, the JP Phase II would have been more relevant and strategic if it had also prioritized addressing structural barriers preventing women from accessing financial services equitably.

### 4.1.2. Degree to which planned programme outcomes were adapted to specific (local, sectorial, etc.) needs or conditions

The design of the JP sought to ensure the participation of key stakeholders. Most of the contacted key stakeholders noted that the four outcomes of the JP reflect the needs of Ethiopian women living anywhere in the country, although some adjustments may be needed to adapt to local contexts. Where adaptations to specific local situations were required, there were efforts to accommodate them in the preparation of annual work plans (AWPs). This was also done by customizing the implementations of some activities to the situation in each locality. For instance, the focus of CCs under outcome 4 varied from region to region by taking into account the prevailing HTPs in the region.

### 4.1.3. Ownership of the programme concept

The programme concept has been captured in the programme's theory of change (ToC) described in the programme document. The ToC clearly emphasizes the linkages among the different interventions/components and the need for a holistic approach to implementation. However, the practical application of this approach proved to be difficult, indicating the existence of gaps in the common understanding and ownership of the programme concept.

## 4.2. Validity of Design

### 4.2.1. Alignment of programme to UNDAF

The JP GEWE programme was designed in a manner that contributes to the gender outcome of the United Nation Development Assistant Framework (UNDAF) 2012-15. The programme is designed to be one implementation modality of UNDAF, specifically to Pillar four– Women, Youth and Children. As rightly stated by a key informant, the *“JP GEWE is a direct implementation of UNDAF Pillar four.”* The programme is further designed to particularly contribute to outcomes 12 and 13<sup>12</sup> of Pillar four. Whereas outcome one, two and three of the JP GEWE are aligned to UNDAF outcome 12, outcome 4 directly contributes to UNDAF outcome 13. It can therefore be concluded that the programme is aligned to UNDAF.

### 4.2.2. Gender analysis undertaken during UNDAF or development of JP GEWE

In the evaluation process, it was noted that the development of this programme was not preceded with any specific gender analysis carried out to inform either UNDAF or the JP GEWE. The JP GEWE is a continuation of Phase I, building on the foundation of the first phase, which had strong gender audit and gender analysis that informed the design of the JP GEWE from the beginning. However, it was observed that the development of the programme tapped into the various researches and surveys carried out by different sector ministries as well as United Nations agencies. Accordingly, the programme document has well-articulated the situation analysis of gender equality and women's empowerment issues in the country vis-a-vis each programmatic component by way of identifying the challenges, opportunities and the strategic areas of intervention and priority areas of action. What the design of the programme lacks is, however, baseline data and targets that would measure progress and clearly identify the situation at the beginning of Phase II.

### 4.2.3. Coherence and realism of intervention logic

The intervention logic of the JP GEWE is captured in the theory of change (ToC) described in the programme document. According to the ToC, for gender equality to happen, changes need to take place at the individual level, within institutions and at the community level. Changes in these three areas are expected to enhance individual capabilities, promote access to opportunities for women and girls, and enhance the security of women and girls, therefore contributing to gender equality and empowerment of women. Analysis of the ToC as well as the planned outcomes, outputs and activities indicate that the design of the JP is logically coherent and realistic. The conceptual linkage among the four outcomes and the need for a holistic approach can be inferred from the ToC. However, the design does not clearly articulate how the linkages among the four components should be pursued in practice.

### 4.2.4. Main strategic components of the programme and link to planned outcomes

The main strategic components of the programme are reflected in the four outcome areas, which contribute to women's economic empowerment, increased opportunities for education, leadership and decision making; strengthened capacity of institutional mechanism on gender equality; and promotion and protection of the rights of women. The core activities of each of the

12 UNDAF Outcome 12: By 2015, women and youth are increasingly participating in advocacy, social mobilization and decision making and benefiting from livelihood opportunities and targeted social services. UNDAF Outcome 13: By 2015, women, youth and children are increasingly protected and rehabilitated from abuse

outcome areas can be seen as having direct contributions to the outputs and outcome areas as well as causal links to one another.

#### 4.2.5. Strategic nature of partners in terms of mandate, influence, capacities and commitment

The evaluation findings noted the fact that the selection of implementing partners for the programme implementation was very strategic given that all the existing partners have the mandate and influence to carry out the activities outlined in the programme. However, it should also be noted that not all the relevant stakeholders, including sector ministries and civil society organizations, were adequately involved at all levels.

Given that the programme has been implemented jointly with the GoE, the women's machineries have been instrumental in the process. The overall responsibility of the JP coordination therefore rested upon MoWCA, whose mandate extends to the coordination of the gender equality work in the country, pointing its strategic position in partnering with JP GEWE.

In terms of influence, all the heads of women's machineries ranging from MoWCA to heads of *woreda* offices are member of cabinets at their respective level, hence strategic in the implementation of the programme as well. Capacities of IPs however, can be considered limited given that women's machineries are more often than not less resourced, in terms of both human and financial resources. The level of IPs capacity in RBM was noted to be very limited.

The evaluation study indicated the level of relevant sectors involvement to be limited regardless of their stake and the strategic positions they acquire in planning and implementing of the JP programmatic components. This was particularly true for component one, two and four where the level of relevant sectors' involvement includes the Ministries of Agriculture (MOA), Education (MOE) and Justice (MoJ), as they are instrumental in ensuring effective planning, implementation and monitoring of the programme. However, the study observed that some of the activities that should be implemented by sectors<sup>13</sup> are being implemented by MoWCA, hinting overlapping mandates. While MoWCA indicated efforts had been made to curb these challenges by transferring some activity items previously assigned to MoWCA to the relevant sector, overlapping mandates between MoWCA and sector ministries have yet to be overcome.<sup>14</sup> This is not, however, necessarily the case in the regions where relevant sectors are at times better positioned in regards to joint planning, implementation and monitoring of the JP. An example of this is Somali region.

One major limitation with regard to the involvement of strategic partners relates to the participation of CSOs. The level of CSOs involvement in the JP is limited, although they could contribute a critical role, especially in Outcome Four. This could be attributed partly to the 2009 Charities and Societies law that limited the involvement of CSOS, including women's organizations, from engaging in rights issues if they obtain more than 10 per cent of their income from foreign sources. However, it was also observed from the key informant interviews that the programme did not exert adequate effort to including the existing CSOs working on the issue.

<sup>13</sup> For example, education component- managing scholarship is at times implemented by MoWCA while MoE is mandated to do it.

<sup>14</sup> The case of setting up a one-stop centre being transferred to MoJ.

### 4.3. Effectiveness

The following section provides an overall summary of accomplishments with regards to each result. Where data is available, it reports on indicators, baseline and targets. Annex 7 also provides a detailed matrix of expected vs. actual results. The lack of consolidated and amalgamated data made it difficult to track with precision the achievement of outputs. Nevertheless, the matrix does show progress being made towards the achievement of outputs and outcomes. This was backed up by the questionnaire, where 57.1 per cent of respondents felt that the programme had achieved all or most of the results and 42.9 per cent felt that some of the results had been achieved.

#### 4.3.1. Progress toward planned outputs and outcomes (expected vs. actual results)

##### 4.3.1.1. Outcome 1: Women have increased income for improved livelihoods

**Output 1.1 Strengthened capacity of microfinance Institutions (MFIs), cooperatives and associations and other relevant institutions to provide diversified financial products and BDS to women**

Indicator 1.1a) Number of financial institutions implementing targeted service packages for women

Baseline: - ; Target: 11

Indicator 1.1 b) No of women who obtained information on BDS from cooperatives/ associations/ (percentage)

Baseline: 5,700; Target: 18,000

Indicator 1.1c) # of women who acquired knowledge on financial and management skills

Baseline: 5,700; Target: 18,000

As one of the key outcome areas of the JP, this outcome aims to increase the number of women who have access to financial and business development services. Considerable progress has been made towards increasing the income of women in the targeted areas through provision of a revolving loan fund, which was preceded by training in basic business skills and technical guidance from experts. The following outlines progress made towards achieving this outcome.

Having taken lessons from phase I of the programme, the second phase of the programme made considerable progress in working more closely with MFIs, saving and credit cooperatives to disburse credit funds to targeted women. Available data<sup>15</sup> indicates that about 80 per cent of the regions, including city administrations have formalized their partnership with MFIs, Saving and Credit Cooperatives (SACCOs) and Rural Saving and Credit Cooperatives (RUSACCOs) by signing a memorandum of understanding (MoU) to channel credit funds to targeted women and ensure the timely recovery of loans. The evaluation findings noted that the loan recovery rate was higher<sup>16</sup> when the funds were channelled through the financial institutions than through the Woreda Office of Women and Children Affairs (WoWCA). This had implications on the possibility of reaching out to more disadvantaged women and the quality of services provided.

<sup>15</sup> Annual report, 2015 and UNDP (2015). Report of the Administrative Agent of the Ethiopian One Fund for the Period 1 January to 31 December 2014

<sup>16</sup> As high 97%, the case of Tigray

During the evaluation field visits, it was observed that the financial institutions are providing the intended services, both trainings and provision of loans to the targeted women. There were some instances however, where the targeted services were channelled through the WoWCA, which had proved to be less effective in Phase 1 of the programme. The lack of mandate, experience and capacity were among the challenges facing the WoWCA when disbursing and managing the revolving funds.

Evidence from monitoring visits and interviews, as well as the World Café Workshop results, indicate that there is coordination and synergy between the various financial institutions that are providing Basic Business Skill (BBS) and financial services to rural and urban women, which could be attributed to the various trainings and technical support provided to these institutions by JP GEWE intervention.

Although the BBS training has a financial management component and the World Café Workshop indicated that women's management skills, such as account keeping, have improved, the quality of output was unsatisfactory. The BBS training provided was considered inadequate and lacking in continuity according to the beneficiaries interviewed *in Dire Dawa, Oromia, SNNP*, and Tigray and other areas. This was further evident by the weak recording of income and expenditure, as highlighted in the recent 2016 monitoring report.

## Actual results

Linkages between Women in Self Employment (WISE), BoWCA and the Regional Micro and Small Enterprises Development Agency (ReMSEDA) were created through the *ToT* conducted for experts drawn from these organizations. The training provided at *the regional* and *woreda* levels aimed at training the BDS providers and encouraging coordinated efforts and technical support *for* each other among stakeholders working on women's economic empowerment. (AR, 2014)

- Women are receiving comprehensive services as a result of strengthened partnership with WoWCA, ReMSEDA and cooperative promotion offices, including support and supervision. (July 5, 2016 Partners Review Meeting),
- The following nine institutions: MFI, SACCOs, RUSACCOS and Woreda Finances, WoWCA, ReMSEDA, Technical and Vocational Education and Training (TVET) and Development Agents (DAs) from agricultural and livestock offices are working closely to provide targeted service packages for women beneficiaries (AR, 2015)
- Over 3,907 disadvantaged women have received entrepreneurship training and other business development support to help them engage in income generating small business activities for the year. Thus, over 8,980 have got BBS in total, against the plan to reach 18,000 (for indicator b and c) (AR, 2015).

The evaluation indicates that the above targets were not reached primarily due to the funding gap.

**Output 1.2 Women have improved entrepreneurship skills and access to women friendly technologies to initiate and run successful businesses**

Indicator 1.2a) # of women who show improvement in the day to day management of their businesses (business plans, income and expenditure records etc.)

Baseline: 1,700; Target: 5,400

In an attempt to achieve this output, entrepreneurship training and other business development support was provided for around 3,907 women to help them engage in income generating business activities. After training, the women were provided with seed money and have started their businesses. The types of business include petty trading, animal fattening, dairy products, coffee seedlings etc. The duration of the BBS training session, as indicated in the annual reports, was planned to be 2-7 days. The evaluation findings and the various discussions held with the beneficiaries indicated that the training was useful to kick-start and help them run their businesses, even though the duration of the training in the regions visited often lasted only two<sup>17</sup>-three days, which was seen as inadequate. Logistical challenges attached to monitoring the beneficiaries and the day-to-day management of women's business by the Regional/Woreda Women's Affairs Offices make the above indicator difficult to track.

In terms of women-friendly technologies available, reports<sup>18</sup> indicate that about 183 women were provided with time and labour-saving technologies in Addis Ababa. These were in Gulele and Arada sub-cities and have been provided with training in utilization of the relevant technologies. The enterprises that were involved included: two cooperatives, with 100 members engaged in pottery production; one women's cooperative with 28 women working on handicrafts (for physically disabled and visually impaired members); one women's association with 10 members producing and selling soap; and four cooperatives with 35 members engaged in food preparation; and one women's group, comprised of 10 members, which is engaged in bread and *injera* baking and selling. All of them have been provided with necessary equipment, tools and related facilities.

It was also noted that this technology led to increases in women's production and earnings. The women potters' in Gulele Sub-City weekly production increased from 500 to 1200 pots, and showed improvements in both quantity and quality of their products. However, this output was hampered as time and labour-saving technologies were not made available to the women due to technical difficulties that were met due to lack of a feasibility study beforehand.

**Actual results**

- 3,907 have started their businesses after receiving business skills training and seed money. (AR, 2015)
- About 3,280 also received entrepreneurship training and other business development support to help them engage in income generating small business activities. (AR, 2015: 6)
- 183 women were provided with time and labour-saving technologies.

<sup>17</sup> BBS trainings were provided for two days in SNNP and Dire Dawa.

<sup>18</sup> UNDP (2015). Report of the Administrative Agent of the Ethiopian One Fund for the Period 1 January to 31 December 2014

**Output 1.3** Women in formal and informal businesses have increased access to financial services

Indicator 1.3 # of women who received credit (disaggregated by formal and informal-not registered or not licensed) (disaggregated by new and existing businesses)

Baseline: 5,700; Targets: 23,000 women

Indicator 1.3b) Number of women who are survivors of VAW who benefit from financial and BDS services

Baseline: TBD; Target: 2,300

The major achievement of this output has been the provision of revolving fund to individual woman and women organized in self-help groups. About 3,907 targeted women have benefited from the fund ranging from 3,000 to 7,000 birr with a repayment loan period from 12-36 months. However, the loan amount was observed to be less (2000 birr), in some areas covered by the evaluation, as in Dire Dawa and SNNP, which was considered too low. In other regions such as Oromia and Amhara, the loan amount was from 3000-5000 birr, which was still viewed as insufficient by some.

*“When you support a woman,  
you support her family, kids and  
husband.”*

The women who benefited from the credit facilities under the revolving fund have used the loans to start up small businesses, generate income and improve their livelihoods. The type of businesses women are engaged in include hairdressing, petty trading, weaving and animal fattening, among others. Accesses to financial resources for women have therefore resulted not only in improving the welfare of women, but also their families. Many beneficiaries interviewed reiterated the fact that they can now send their children to school and have a better nutritional and health status. Some among them have expanded their businesses and acquired assets such as building houses for their families. Moreover, the women have developed a culture of saving, which could benefit them and change their lives beyond the life of the project. It is also important to note that the women are now better organized and empowered to take charge of their lives and previously vulnerable and marginalized women are now more socially active within their communities.

Regardless of the added value of the revolving funds in changing the lives of women and their beneficiaries, the result achieved was way below the intended target of 23,000. The lack of funding was cited as a major impediment of this programme in meeting the intended target.

**Box 1: Story of a woman benefiting from the ILO revolving fund in Tigray**



Azeb Aregawi of the Kola Temben Woreda in Tigray region is 27 years old with 2 children and is a single head of household. She opened a coffee and tea shop in her home with a loan from the ILO supported revolving fund for 5,434 birr (USD \$ 250.00). In the beginning, she used to buy beer and cool it in river. Now she has bought a fridge with her loan which has helped her to expand her business. She received training in how to select and run a business, how to manage customers and how to save and handle money with financial support from UN Women. She serves up to 30-40 people a day and on Fridays up to 150 people. Her loan has been repaid. In the future, Azeb would like to receive more training during the implementation of her business; not just at the beginning. She would also like the loan increased to be able to expand her business.

Photo 3: Woman beneficiary of the revolving fund (Tigray)  
Photo Credit: Françoise Coupal

Cognizant to the lack of strong linkages between the various outcomes, during the evaluation process no VAW survivors were observed to benefit from this output.

**Actual results**

- 3,907 targeted women accessed financial support ranging from 3,000 – 7,000 birr (vs. a target of 23,000). For women organized in cooperatives, the support was as high as 80,000 Birr. (Progress Report, February 2016)
- The credit funds were disbursed through saving and credit cooperatives, micro-finance institutes and *woreda* finance offices. An interest rate of 5-8 per cent was used with the loan period of 1-3 years, depending on the type of business activity selected by the women entrepreneurs. (July 5, 2016 Partners Review Meeting)

**Output 1.4 Women have improved access to markets for their products/service**

Indicator 1.4a) Number of women who are linked to markets (through value chains, trade fairs, market outlets) Baseline: - ; Target 2,300

One of the activities performed by this output is to facilitate better access to markets and create linkages through organization of exhibitions, inter alia. MoWCA and regional BoWCA organized exhibitions for women's entrepreneurs to showcase their products and share experiences.<sup>19</sup>

<sup>19</sup> UNDP (2015). Report of the Administrative Agent of the Ethiopian One Fund for the Period 1 January to 31 December 2014



Although these events provided the opportunity for women beneficiaries to share experiences, exchange lessons and provide markets for their products, they did not guarantee sustainable market linkages. Women beneficiaries that were interviewed in Dire Dawa, who happened to take part in the national exhibition also confirmed this by explaining the difficulties they were having in accessing markets for their products in Dire Dawa. The evidence in this area would suggest that progress towards this particular output has been unsatisfactory given that most of the market linkages created for the targeted women have not been adequate or sustainable.

Nevertheless, there is evidence of market linkages created between women undertaking income generating activities (IGA) and business owners, particularly for women engaged in animal fattening and dairy products. It was indicated that the targeted beneficiaries have taken the initiatives in creating these market linkages. It was also noted that in Amhara region efforts were made by the Woreda's Women's Affairs Office to create market linkages.

Apart from the above, the actual result in terms of meeting the above indicated target has not however been reported on, hence no available data.

#### 4.3.1.2. Outcome 2: Women and girls have increased opportunities for education, leadership and decision-making

The key focus area of this outcome is to increase women and girls' access and opportunities to education as well as to enhance their role in leadership and decision-making. The following section outlines the progress made thus far. It should, however, be noted that the lack of result-based real time reporting and collated aggregate data for this outcome has limited the evaluation findings towards making an overall conclusion on the effectiveness of the output. This could be attributed to the lack of proper documentation, reporting and lack of database in higher learning institutions, compounded with conflicting roles between IPs which defused the lines of reporting.

##### **Output 2.1** Increased participation of girls and women in secondary and tertiary education in targeted areas

Indicator 2.1a) Number of women and girls who access remedial educational/capacity building support per category of service (as defined in standard package Indicator)

Baseline: 1,722 (with UNICEF support in phase one of the GJP); Target: 22,800

Indicator 2.1b) % increase in the number of girls who transition to tertiary education

Baseline: TBD; Target: TBD


Indicator 2.1c) % increase in the number of girls who are retained in tertiary education

Baseline: 54, 159 (MoE data 2010-11); Target: 1625 (3%)

In the effort to increase the participation of girls and young women in secondary and tertiary level of education, various supports were provided to women and girls in forms of financial grants, tutorial classes, school uniform, stationery and menstrual hygiene materials. Some of the key accomplishments include the provision of financial support provided in 2015 by the

programme to a total of 6,854 economically disadvantaged and vulnerable girls in upper primary and lower secondary levels in Gambella, Oromia, Tigray, Amhara, Somali and Southern Nation Nationalities and Peoples Regional State (SNNPR). The evaluation findings noted the added value of the support in terms of improving the participation and retention of female students as well as their promotion to the next grade.

**Box 2: Girls benefiting from educational support in the Somali Region**



Young girls from the Somali region who also benefitted from a scholarship

As one girl explained,

*“without the scholarship I would not have passed 10<sup>th</sup> grade.”*

With the scholarship, young girls received a uniform, school supplies and books, counselling, psychological support and tutoring.

Photo 4: Young women beneficiaries of scholarship  
(photo credit: Francoise Coupal)

Speaking of the success of the intervention, a UNICEF informant from Somali region stated they have observed *‘a significant decrease in the drop-out rate of female students supported by the programme.’*

Moreover, girls’ academic achievements were noted to have increased in the subject areas that they were previously weak in, particularly in science (chemistry, biology, mathematics and physics) and where now competing with boys, as confirmed both by the teachers and students and in the focus group discussion. In the students’ own words, *“because of the tutorial support, we are competing with boys.”* When asked about the added value of the support, students noted that they get more attention in tutorial class since they get in-depth explanations of the questions they pose as well as being able to assist each other. As all female students, they feel more encouraged to ask questions and participate in class. This resulted in better achievements and performance in class, as outlined in the case stories below.

Even though selection criteria for the targeted beneficiaries are on the basis of guidelines developed and contextualized regionally, as evidenced in the available reports,<sup>20</sup> the lack of standardized and clear selection criteria was more often than not the reality on the ground. As a key informant from a participating agency stated, *“the beneficiary selection could be highly political- on the principle of equality and access to all”* as opposed to the actual intent of the programme, primarily benefiting disadvantaged and poor women and girls. This posed a challenge, for instance, in SNNPR when the outcome was taken over by the region’s bureau of education, which disrupted the continuity of the already benefiting vulnerable students selected by BoWCA, an indicator of the lack of clear and consistent criteria as well as coordination among

<sup>20</sup> UNDP (2015). Report of the Administrative Agent of the Ethiopian One Fund for the Period 1 January to 31 December 2014; The Gender Equality and Women’s Empowerment Joint Programme (GEWE JP) annual programme narrative progress report, reporting period, 1 January – 31 December 2015

the relevant sectors in managing the programme.

Photo 5: Beneficiaries actively participate during the joint monitoring visit in the region.  
(Photo Credit: UN Women/Fikerte Abebe)



Apart from financial support, another activity undertaken was the provision of life skills training for female university students. The purpose of the training was to equip female students to better cope with the challenges they face, such as sexual harassment, while attending universities. This was compounded with a life skill module developed by MoWCA for higher learning institutions. However, due to conflicting roles between MoWCA and MoE, the lines of reporting were unclear from these institutions, resulting in lack of reporting on progress on some of the activity items.

In the absence of proper documentation and timely tracking of data in higher learning institutions, it is difficult to establish a conclusion on some of the indicators specified above. For instance, girl students who are either transitioned to tertiary education or retained are indicators that are not reported on. Speaking of these challenges of documentation and tracking indicators, a key informant from UNESCO stated, "***We did not train the universities to document hence, the challenges.***" The informant further emphasized the need to invest in a database and documentation.

Despite these challenges, there is a notable contribution of this intervention towards improved access, retention and attendance rates of the targeted girls, thereby improving their participation in education. Girls that benefited from the different categories of support managed to pass to the next grade, as evidenced in the reports and interviews. It should be noted here that regular class attendance and better achievements are among the criteria of continuous benefit amongst the target group.

## Actual result

- 23,495 female students benefited from the different categories of girls' education support; surpassing its target.
- 8 universities (Addis Ababa, Haromaya, Jimma, Arba Minch, Hawassa, Gondor, Mekele and Bahir Dar) were selected to provide financial support for 200 economic disadvantaged girls. Due to the support, all of the female students improved their participation in school and have been promoted to next grades. (AR, 2014:16).

### Box 3: Girls benefiting from tutorial support

#### Case 1: Monica Aman

Monica is an 11th grade student in Sheik Abdi-Selam School in Jijiga, Somali Region. She has been benefiting from the tutorial class given on mathematics, chemistry, English, physics and biology subjects. She started benefiting from the tutorial class when she was in 10th grade. Prior to tutorial class support, her grades were low, especially in areas of mathematics and physics. She is currently one of the top students of her class, and scored 3.7 in 10th grade school leaving exam. Explaining her achievements, she stated "I've attended the tutorial class and took advantage of it, given that my effort was there too." She went on to say, "Had it not been for this tutorial support, I would not have scored this grade." She explained the better attention and explanations they get in tutorial class since the students' numbers in class are smaller.

#### Case 2: Hanan Hassen

Hanan is a 16-year-old girl who is an 11<sup>th</sup> grade student. She also benefited from the tutorial support when she was in the 9<sup>th</sup> and 10<sup>th</sup> grade. She scored 3.6 in the 10<sup>th</sup> grade exam, making her amongst the best in her class. She noted that she was an average student prior to getting the support of the tutorial class. She previously used to spend weekends at home doing household chores like washing clothes and cooking and had little time for studying. But now, she spends it at school, attending tutorial class and studying, which contributed to her successes.

#### Output 2.2 Increased number of teachers who have knowledge and skills to provide a gender-responsive pedagogy.

Indicator 2.2 a) No of teachers who have knowledge and skills on gender-responsive pedagogy

Baseline: 14, 893; Target: 240

The purpose of this output is to increase the knowledge and skills of teachers on gender-responsive pedagogy. One of the key activities carried out in 2014 was training on gender-sensitive pedagogy for about 309 supervisors, school directors and gender focal persons. The same training was provided for 30 education module writers in 2015, followed by production of a documentary film on female empowerment.

## Actual result

- 309 supervisors, school directors and gender focal persons were trained on gender-sensitive pedagogy (AR, 2014);
- 30 education module writers were trained on gender-responsive pedagogy and a documentary film on female empowerment was produced for advocacy purposes (AR, 2015).

### Output 2.3 Increased number of women and girls obtain basic functional literacy skills

Indicator 2.3 a) No of women that acquired functional literacy skills through GJP supported activities

Baseline: 113,012 (MoE data 3 regions); Target: 3,000

Indicator 2.3b) Number of women entrepreneurs who benefit from functional literacy programmes

Baseline: 28,000 (DWW International); Target: 5,000

There is no available data to report on this output. The evaluation further did not come across any IGA beneficiaries benefiting from functional literacy in the regions visited.

### Output 2.4 Women have increased access to professional and leadership development opportunities

Indicator 2.4 a) No of women and girls enrolled in higher institutions of learning

Baseline: 500 (supported under JP Phase I); Target: 500

Indicator 2.4b) No of women supported to upgrade their professional skills

Baseline: 108 (supported under JP Phase I); Target: 10

There is limited evidence in terms of achieved results on this output in the reports. While there is no available data and information measuring the first indicator, 2.4a, there is, however, evidence towards the effort made to build the leadership capacity of women.

A major activity carried out in 2014 was a leadership training conducted for women that are at medium level management and senior expert positions working in federal and regional civil service institutions. A total of 58 female civil servants participated in the training, which was aimed at improving their leadership skills. Reports<sup>21</sup> note that the training resulted in creating a common understanding on the need to increasing the participation of women in decision-making positions and enhanced leadership skills of the participants.

Training on transformational leadership and decision making was provided to a total of 130 participants in 2015 which is 61 (41M/20F) and 69 (30 M/39 F) from Tigray Regional States and SNNPR respectively. The trainees were drawn from various bureaus and flagship *woredas* in the two regions.<sup>22</sup>

<sup>21</sup> UNDP (2015). Report of the Administrative Agent of the Ethiopian One Fund for the Period 1 January to 31 December 2014

<sup>22</sup> Information provided by UNDP.

Furthermore, more than 500 newly appointed women leaders in Amhara Region benefited from a transformative and inclusive leadership training organized by Amhara BoWCA. The main objective of the training was to build the leadership capacity of the participants, as well as create a platform from which life lessons could be imparted to them from women leaders and role models.<sup>23</sup>

**Output 2.5** Provide increased access to information promoting women's participation in leadership positions in selected sites

Indicator 2.5 a) no of men and women that have access to information in selected sites

Baseline & Target: TBD

One of the activities carried out by the JP in 2015, as indicated in the 2015 One-Fund report, is the support provided to female civil servants to pursue their education through payment of their registration fee for postgraduate courses. Around 70 female civil servants were supported through this scheme. The objective was to improve their educational status so as to enhance their opportunity to compete for leadership positions. The targeted women are yet to graduate, however, figures from JP GEWE I indicate that a significant number of women who were previously supported by the programme have held leadership positions.

**4.3.1.3. Outcome 3: Federal and local Government institutions have increased their capacity to implement national and international commitments on gender equality and women's empowerment**

Outcome 3 places emphasis on strengthening federal and local government institutions to implement national and international commitments on gender equality. Workshop participants felt that the coordination on gender equality among sectors was strengthened. Evidence and interviews revealed that progress has been made on this outcome and its outputs based on the indicators defined by the programme.

**Output**

Indicator 3a) Number of sectors at federal and regional level applying knowledge, skills and tools to integrate gender into their programming

Baseline: 0; Target: 14 sectors

Indicator 3b) Number of sectors at federal and regional level that have increased financing for GEWE programmes.

Baseline: 0; Target: At federal Level 3 sectors & at regional level 3 (2 regional, 1 city administration)

**Actual Results**

By 2015, 22 sectors at the federal level and all sectors in the nine regions have begun to apply gender mainstreaming skills and knowledge to integrate gender into their programming (Annual Report 2015:24).

<sup>23</sup> JP GEWE, Annual report, 2015

Tigray, Oromia, SNNPR and Afar regions have developed manuals and standardized checklist on gender mainstreaming, gender audit, gender analysis and gender-responsive planning and budgeting to support sectors toward the institutionalization of gender mainstreaming.

As a survey respondent noted: "Important gender levelling tools and training materials have been developed and people from line ministries at the federal and regional levels trained on them with support of the programme. This has enhanced the institutional capacity of the gender machinery to mainstream gender in interventions."

GRB assessments were carried out in different regions (SNNP, Amhara, Tigray, Oromia, Ethiopia Somali, Benishangul Gumuz regional states and Dire Dawa and Addis Ababa city administrations) on the status of Federal and regional sectors on engendering their plans and budget using GRB. The studies were undertaken to understand the degree to which sectors are using GRB in their planning and budgeting process in the respective regions, identify the challenges for institutionalization of GRB, identify the need for further improvement and assist the regions to articulate and implement GRB effectively. The findings of the assessment are then used to identify the best practices, lesson learnt and challenges (MoFEC PowerPoint) to inform future programming on GRB.

A key tool developed during Phase II has been the performance-levelling tool developed to measure sector institutionalization (policies, resources and implementation) of gender equality within government ministries. The draft tool was applied to assess the performance of eight sectors in Ethiopia (Agriculture, Water/Energy, Urban Development/ Construction, Health, Small and Medium Enterprises, Labour/Social Affairs and Justice) followed by tailored technical support to those who are not performing well on GEWE. The plan for the future is to support institutions to move further along to become gender-responsive, as the level they currently are at is gender-sensitive (July 2016 Partners' meeting).

There is no information on Indicator 3b about the increased funding for GEWE programmes.

**Output 3.1** Systems in place at federal and local levels to monitor performance on gender-related commitments

Indicators: 3.1a) number of annual sectoral performance reports (at federal or regional levels) using sex disaggregated data and containing progress on gender-related achievements (Note: not the same indicator in 2014)

Indicator 3.1b) comprehensive Ethiopia periodic report on progress in meeting CEDAW commitments

Baseline: 6th and 7th state CEDAW report; Target: 8th state CEDAW report

Indicator 3.1c) Mechanism in place for systematic collection of sex disaggregated data collection and analysis in selected sectors

Baseline: Gap assessment report available on the generation and utilization of sex-disaggregated data at federal level; Target: 10 sectors

## Actual Results:

- As a result of the ToT on systematic data generation, analysis and reporting, there are improvements in disaggregating data by sex and region. A total of 260 people (122M/138F) from regional Bureaus of Education, Agriculture, Health and BoWCA, as well as zonal and *woreda* gender experts from Amhara, Oromia, SNNPR and Somali regions (Partners Review Meeting, July 2016) participated in the ToT. However, the evaluation is unable to give an account of how federal and regional levels are using gender-disaggregated data and reporting on progress as this has not been reported on.
- The programme supported the production of the 8<sup>th</sup> CEDAW state report with a series of consultations held with sectors, parliamentarians and regional structures. The report will be submitted to the CEDAW committee as soon as it is cleared by the Ministry of Foreign Affairs (MoFA).

### Output 3.2 Enhanced capacities of federal and local government institutions to integrate gender into planning and budgeting processes

Indicator 3.2a) Number of line ministries and regional bureaus that have adopted detailed gender-responsive planning (with Monitoring and Evaluation Plan) and budgeting tool

Baseline: 1 (MoFED -GRB training manual and guidelines); Target: 14

Indicator 3.2b) No of personnel who acquired knowledge and skills on gender-responsive planning and budgeting

Baseline: 40 (trained as TOT in Phase I); Target: 40

## Actual Results:

- Since 2012, with the support of the JP GEWE, the Ministry of Finance, among others, has been integrating gender into national policies, strategies and budgets. Planning and budgeting experts have been involved in strengthening gender mainstreaming at the regional level, including *kebeles* and *woredas*, to ensure that programmes and projects benefit both women and men. GRB guidelines have been developed and disseminated to over 1000 people. GRB assessments have been conducted in six regions. For example, Amhara, Oromia and Somali regions have conducted gender ToT for 205 experts (109 women) (Annual Report, 2015).
- Significant support has been provided to the gender machinery both at the federal and regional level towards integrating gender in their planning and implementation of various programme interventions. Accordingly, a sensitization workshop on adaptation and implementation of Gender Mainstreaming was conducted in SNNPR in 2015 and a total of 114 participants, (89 M/ 25 F) heads and experts from various regional, bureau, zonal and *woreda* sector offices attended the workshop to ensure its inclusion in all sectors' plans

The achievements of GRB initiatives include the following:

- Awareness with regard to the gender impacts of budgetary decisions has increased based on the pre-and post-evaluation of training workshops.
- The capacity to analyse budgets from a gender perspective has increased according to the Ministry of Finance.



- Budget processes have become more transparent.
- Potential entry points for GRB have been identified at both federal and regional levels.
- Civil society's participation in the budgetary process has increased according to the Ministry of Finance.
- Budget guidelines and formats have been changing (PB manual has incorporated equity perspective).
- Gender issues have been debated in Parliament and mentioned in the budget speeches of MoFEC.
- A regional network is being established and strengthened to lead continuous and regular joint M&E activities and to share good practices.

**Output 3.3 Knowledge system and networks on gender equality and women's empowerment established/strengthened at federal and regional levels**

Indicator 3.3 a) No. of gender forum/networks established (the forum should have ToR, structure with clear leadership, secretariat and Work Plan)  
Baseline: One forum at federal level; Target: establish forums in all regions

Indicator 3.3b) No of meetings and reports of multi stakeholder fora on gender equality  
Baseline: 0; Target: 24 (1 federal per year, 11 bi-annual for 2 years)

Indicator 3.3c) Comprehensive and consolidated data base of national sex and gender disaggregated information  
Baseline: 0; Target: 1

### Actual Results:

- Two Gender forums (GO and GO-NGO) have been established at federal level; and four GO-NGO forums in bigger regions.
- Four meetings/year for GO forum and two meetings/year for GO-NGO forum held at federal level

The gender forum of sectors convened by MoWCA that has been meeting regularly (quarterly, half yearly and annually) is one of the positive contributions of the gender joint programme. In addition to hearing regular reports from clusters of sectors, different strategic items are discussed in the forum.

The two Gender forums established at the federal level and the four GO-NGO forums have ToRs and a clear leadership and secretariats. The third indicator has not been achieved. A comprehensive and user-friendly database on GEWE still does not exist.

There is no comprehensive and user-friendly data base of information on GEWE. The resource

centre in Tigray while supplied with desks and computers, was devoid of publications, articles and materials on GEWE.

#### 4.3.1.4. Outcome 4: Federal and local level institutions and communities have enhanced their capacity to promote and protect the rights of women and girls

The Stakeholder (World Café) Workshop highlighted the following key results for Outcome 4:

- Strengthened law enforcement in the response to violence against women and girls (VAWG) and HTPs (Data collection mechanisms, special investigation units, trainings, etc.)
- Community-based structures strengthened to respond and prevent VAWG/HTPs (women development groups, religious leaders, faith-based organizations, etc.)
- Established and strengthened referral and coordination mechanisms in the prevention/response to VAWG/HTPs (National Alliance, regional coordination)
- Reduction of HTPs, but only in few regions (not necessarily true for entire JP geographic area)
- Increased availability of comprehensive services to survivors of violence/ HTPs (safe houses/ One Stop Centres)

#### **Outcome Indicator 4a) Number of woredas that have declared abandonment of practice of FGM/C, child marriage and abduction**

Baseline: 20; Target: 60 woredas

#### **Actual Results:**

- As a result of different community mobilization efforts more than 400 communities made public declarations against FGM
- 2418 cases of planned child marriages cancelled and 388 cases of FGM identified and averted
- Adoption of HTP Strategy and Action Plan on FGM/Child marriage and abduction

The end of 2013 saw the adoption of the HTP strategy for the first time since the start of the JP GEWE, the dissemination of the first two-year National Strategy on HTPs (including its launch and translation into local languages), to inform the programming, the Action Plan on ending Early Marriage, and the National Assessment on VAWG (JP 2013 Partners Meetings, pg. 4-5). Furthermore, a significant contribution toward achieving this outcome has been the engagement of law enforcement bodies and faith based organizations to combat HTP (FGM/C and early marriage).

Support was extended to MoWCA to develop a national strategy on HTPs and an action plan on FGM/C, child marriage and abduction. Additionally, a major contribution has been made on the national assessment to generate reliable information on the causes, forms, prevalence, status and consequences of Violence Against Women (VAW) in Ethiopia that can be used to inform policy and programme design as well as provide legal and strategic direction. However, visits to the regions revealed difficulties in real time compiling and collating of information.

Support has been provided to undertake regular CC sessions in more than 70 districts. 800

communities have reached consensus and developed their own customary by-laws to abandon HTPs affecting women and girls.

Given the prevalence of HTPs, in particular FGM/C, commendable results were registered towards abandoning FGM/C in some areas. In the second half of 2013, six *woredas* declared abandonment of FGM/C in Afar. While in 2014, three *woredas* declared abandonment of FGM/C in SNNPR. The abandonment of FGM was recorded in Dalocha *woreda*, Silte Zone, which had already been considered as a 'best practice' example to the extent of being visited by other regions for experience-sharing and learning. The community, however, had not been aware of the need to declare this status officially.

Mindful of this, out of the eight *woredas* targeted in Somali Region, five *woredas* have realized the declaration on the abandonment of FGM/C.<sup>24</sup> These *woredas* have not only declared the abandonment of FGM/C, but have also put in place community bi-laws to monitor compliance. There is also a special investigation unit set up in all of these *woredas* that will handle relevant issues. Given the high prevalence and forms of FGM/C practiced in Somali region, it was highly significant to witness the abandonment of FGM/C in these *woredas*. BoWCA attributes the achievement to community mobilization work done by *the JP*, among others. Inadequate funding, the lack of capacity within the women's machineries in the remaining *woredas* were among the challenges associated with the lack of progress *in the* remaining three *woredas*.

The evaluation process however, did not observe any declaration of abandonment in the areas of child marriage and abduction in the regions visited.

Indicator 4b) Number of women benefitting from the service centres that provide services for survivors of gender-based violence  
Baseline: 800; Target: 5,000  
Indicator 4c) % of women and men who justify spousal violence  
Baseline: Women - 68%, Men - 45%; Target: 35% for both  
Indicator 4d) % satisfaction of survivors of violence on the services available/provided  
Baseline: TBD; Target: 75%  
Indicator 4e) % of cases of abuse, violence, and exploitation filed in courts, which have verdicts reached  
Baseline: TBD; Target: TBD

### Actual Results:

The JP supported four safe houses (one in Hawassa, two in Addis Ababa and one in Benishangul). There are no shelters for women and girl survivors of violence in Afar, Gambella, Tigray, Harari and Somali. The four safe houses have comprehensive service to 2493 survivors of violence. In addition, material support was provided for the shelter/safe house in Dire Dawa through the JP.

<sup>24</sup> The five *woredas* are Gisum, Shinle, Awbre, Keberbeya.

<sup>25</sup> Please note that these are outcome indicators.

Photo 6: During one of the joint monitoring visits, beneficiaries traditionally welcome visitors.  
(Photo Credit: UN Women /Fikerte Abebe)



The programme has not tracked indicator 4c) measuring the percentage of women and men who justify spousal violence or the satisfaction of survivors of violence on the services provided nor does the DHS 2016 provide any information on these indicators.<sup>26</sup> Recent assessments have not been able to rate the quality of services due to lack of national quality standards measurements in Ethiopia.<sup>27</sup> Nevertheless, based on discussions with survivors, women highly appreciated having access to a safe house and receiving multi-pronged support such as psychosocial counselling, legal assistance, health services and life-skills training.

In terms of the percentage of cases of abuse, violence, and exploitation filed in courts, in which verdicts have been reached, the 2015 Annual Report stated that 163 cases of GBV had been filed in court and 49 have had verdicts and others are in the process (2015 Annual Report, 27). Percentages were not available to report on this indicator. This indicates another weakness in reporting by the programme.

<sup>26</sup> The 2011 DHS measured perception (percentage of men (45) and women (68) justifying domestic violence). This was used to set the baseline and target for this output. However, the 2016 DHS measured the actual occurrence/prevalence of domestic violence, not the perception.

<sup>27</sup> UN Women, Shelters for Women and Girls who are Survivors of Violence in Ethiopia, January 2016, p. 23

**Output 4.1** Coordination mechanisms for prevention and response to VAWG established / strengthened at federal and local levels

Indicator 4.1 a) No. of regions that implemented and reported against the HTP strategy

Baseline: 0; Target: 5 regions

Indicator 4.1 b) No of multi-sectoral coordinating systems put in place for the prevention and response of VAWG (mechanism should have a ToR, a structure with clear leadership, secretariat and Work Plan)

Baseline: 1; Target: 9

**Actual Results:**

Prevention and response to VAW has been established and strengthened as follows:

- Work has been undertaken by MoJ to strengthen the multi-sector response to GBV with a study on this in 2014. More than 18 institutions are now working together on a multi-sectoral response, through the National Coordination Body on VAW and Child Justice and 25 members of the Technical Working Group (TWG) are being strengthened in strategic planning to better coordinate prevention and response to VAW.
- A Safe City Network was established in Addis Ababa through a signed MoU.<sup>28</sup>
- Regional coordination mechanisms for prevention and response of VAWG have been established in four regions: Afar, Amhara, SNNP, and Somali regions. The one in SNNP has adapted and endorsed a regional strategy and action plan on addressing VAWC.
- National HTP Platform has been established (Implementing Partners Progress Report; AR 2015: 28). The evaluation also noted the effort made by Somali region to contextualize the HTP national strategy to a local level.
- The JP has supported the national coordination mechanisms such as the National Alliance on Ending Child Marriage and FGM and National Coordinating body on VAWG and Child Justice. Promising initiatives are being implemented through this coordination body.
- Research Mapping on Child Marriage was finalized and disseminated to inform the ECM National Strategy and Programme. The research provides rates of child marriage at *woreda* level by analysing the latest available census, investigates the drivers and protective factors of child marriage in selected hotspot *woredas*, and maps lessons learned and challenges of existing programmes to address the problem.
- Effort is underway to strengthen the capacity of more than 400 women development groups (WDGs) as part of the social mobilization effort to create awareness and prevent HTP/GBV at family and community levels.
- Regional coordination structures have been established in Afar, Amhara, SNNP, Benishangul

<sup>28</sup> JP GEWE, Annual Report, 2014, p. 20; Implementing partners progress reports

Gumuz and Somali regions. The ones in Amhara and SNNP have adapted and endorsed a regional strategy and action plan addressing VAWC. Similar processes are underway in Somali region.<sup>29</sup>

**Output 4.2** Service providers have increased capacity to deliver gender-responsive support (health, psychosocial support, social and economic reintegration) to survivors of violence

Indicator 4.2 a) No. of service providers whose day-to-day standard operating procedures and practices reflect gender sensitivity

Baseline: 8; Target: 14

Indicator 4.2 b) Increased number of facilities that provide services for survivors of VAW

Baseline: 8; Target: 14

Indicator 4.2 c) No. of regions with established referral mechanisms for the prevention and response to VAWG

Baseline: 0 regions; Target: 5 regions

**Actual Results:**

- The majority of the service providers, especially the four safe houses now have standard operating procedures (SOPs). MoJ has noted that SOPs have improved the integration of various services.
- Safe houses and shelters supported by the JP now have comprehensive services that seek to address the psychosocial, health and well-being of survivors of violence. In addition, skill training is provided for survivors to equipping them with livelihood skills that would be of use in their reintegration processes when they leave the shelter. An example of this was observed in AWSAD where survivors get skill training like tailoring, hairdressing, baby-sitting, embroidery and cooking.
- The evaluation further observed the establishment of referral mechanisms in regions such as Somali, SNNP, Amhara and Dire Dawa city administration with the intention of providing comprehensive services to survivors of VAWG. The referral mechanisms established have also been formalized by signing of MoU among the actors involved.

<sup>29</sup> Annual Report, 2015.

**Output 4.3** Law enforcement agencies have enhanced their capabilities (knowledge, skills and systems) to promote and protect the rights of women and girls

Indicator 4.3 a) Number of federal and regional special investigation and prosecution units/ women and children's desks which adopt and use gender-sensitive standard operating procedures for their day-to-day activities

Baseline: 0; Target: 1 Federal 6 Regions

Indicator 4.3 b) Level of knowledge and skill of police, prosecutors and judges about women's rights and VAW

Baseline: TBD; Target: 70%

**Actual Results:**

The MoJ has taken an active and leading role in strengthening the courts, public prosecutors and police commissions with the view of increasing the awareness of VAW, the need for coordination and responsive mechanisms when survivors come into contact with the law and the development of supportive tools like the Manual on Design, Prosecution, Investigation and Litigation. This was supplemented with skills training in March 2015 on legal issues for 45 prosecutors, judges and police and how to manage prisoners with children in the correctional system. The Ministry noted an impact in how public prosecutors and police identify and collect evidence for framing charges against VAW and the use of circumstantial evidence to support litigation. The MoJ also collects data on the annual conviction rates.

The evaluation team observed the establishment of special investigation and prosecution units to responding to VAWC in many of the regions visited, prime examples being in Somali, Dire Dawa and SNNP. In Somali and SNNP these units were seen to extend to the *woreda* level. The establishment of these units has enhanced the coordination between investigation and prosecution stages of survivor's cases as well as reducing the time spent in referrals.

Data has not been compiled and collated on the level of knowledge and skills enhanced as a result of the training.

**Output 4.4** Increased community interventions/actions that promote and protect the rights of women and girls

Indicator 4.4 a) Number of new cases of VAW reported to law enforcement agencies and local administration by members of the community

Baseline: 0; Target: 5,000

Specific data is not available on this indicator. However, CCs have been conducted in all the targeted *woredas* and have covered key HTP topics of priority in the *woreda* ranging from early child marriage, FGM/C, abductions, VAW and harassment, early girls' education and many others involving religious leaders, teachers, health professionals and the general population. These CCs

have been very effective in lowering cases of child marriage, FGM/C and VAW. For example, in the Amaya *woreda* in Oromia, southeast of the country, the community was proud to state that through CCs, they had succeeded in reducing 5-6 daily abductions to only a few monthly. In addition, the revolving fund has helped women start their small business, have a livelihood and provide for their families, as well as enabling their children to attend school. The work that has been done with women's development groups (WDGs) has also helped to build the capacities of these community based structures which are the most influential and effective way to the majority of women and other members of the community in addressing GBV, HTPs and critical community issues and priorities. The JP GEWE has substantially increased their knowledge and enhanced their capacities according to those interviewed.

Photo 7: A beneficiary from Meta district contributes during a group discussion related to the joint monitoring visit. (Photo Credit: UN Women/Fikerte Abebe)



**Output 4.4** Increased community interventions/actions that promote and protect the rights of women and girls

Indicator 4.4 a) Number of new cases of VAW reported to law enforcement agencies and local administration by members of the community

Baseline: 0; Target: 5,000

Indicator 4.4b) Number of *woredas* which have intervention action plans to promote and protect rights of women and girls

Baseline: 0; Target: 60

Indicator 4.4c) number of recognized male champions working to promote and protect the rights of women

Baseline: 0; Target: 11

Data is not available.



#### 4.3.2. Degree of involvement of programme stakeholders in programme implementation

The evaluation revealed the degree of stakeholder's involvement to be fairly good, ranging from programme planning to implementation and monitoring and evaluation.

The AWP's are prepared jointly with IPs, which gives stakeholders much room to manoeuvre in the implementation of the programme according to their priorities. As for beneficiaries, despite their limited involvement at the initial programming stage, yearly plans have been improved upon after monitoring visits based on their feedback. An example could be the increased amount of money that is disbursed to beneficiary women under outcome 1 following their feedback from monitoring field visits.

Furthermore, the evaluation team witnessed a greater degree of IPs involvement in component four where stakeholders are actively involved in the multi-sectoral referral mechanism put in place by the programme for the prevention of and response to GBV. This is illustrated in Dire Dawa, Somali Region, and SNNPR, where stakeholders like BoWCA, BoE, BoJ, BoH, BoLSA and the special investigation unit meet on a regular basis to ensure the proper implementation of the programme. This is also apparent in component three where stakeholders are highly involved in the various coordination mechanisms put in place, as well as in the development of various gender mainstreaming tools and guidelines. At the community level, it was evident that women's groups, as well as religious and clan leaders have been taking part in the implementation of the programme. This is most evident in outcome 4. There was also notable involvement of stakeholders in monitoring the evaluation of the programme, even though challenges are attached to logistics that impede IPs in conducting regular monitoring visits.

#### 4.3.3. Involvement of men and benefits accruing to women and men

The assumption is that a programme on gender equality and women's empowerment will be generally targeted towards women and girls. However, it is evident that this programme has been of benefit to both men and women. This is particularly true for component one where access to financial resources and women's improved income has changed the welfare of the whole family. Beneficiaries of the one-stop centre and special investigation unit have included boys and girls as sexual survivors. Furthermore, men have also been active participants of the CCs in outcome 4. Female beneficiaries indicated the added value of involving men in terms of not only getting spousal support in their business ventures, but also in the fight against HTPs. Given that there are no clear strategies for involvement of men in the programme, further strategies should be explored to adequately involve men, especially in regard to outcome 4.

#### 4.3.4. Contribution of Joint Programme to enhanced ownership and development of National Capacity

There is a consensus among respondents involved in the study that the JP has contributed to enhanced national ownership. Given that the JP GEWE is a programme that is aligned to the priorities and policies of the government, the evaluation team observed a substantial sense of ownership of the programme by the IPs. *"We feel ownership of the programme because the programme activities are very much aligned to the Ministry's plan"*, stated a respondent from MoWCA.

Various kinds of capacity building trainings provided for MoWCA and line ministries by the programme have resulted in the development of gender mainstreaming, budgeting and levelling tools that have contributed to building the capacity of national machineries. Additionally,

increased capacity of planners, budget experts and women machineries in the area of GRB is also another contribution to national development by the JP, as noted by survey respondents.

The findings further indicate the impact of setting up of special investigation unit towards building the capacity of service providers in provision of comprehensive services to survivors of violence against women and children. In the same vein, the various kinds of training provided to social workers in the areas of psychosocial support and case management were cited as examples of capacity development. At the community level, CCs are among the strategies used to mobilize the community, the training provided and the capacity built will remain.

The majority of the survey participants, 60 per cent, are of the opinion that JP's contribution to the development of national capacity is to a medium extent, while 35 per cent thinks of it as a larger extent and 5 per cent as a small extent.

#### 4.3.5. Good Practices

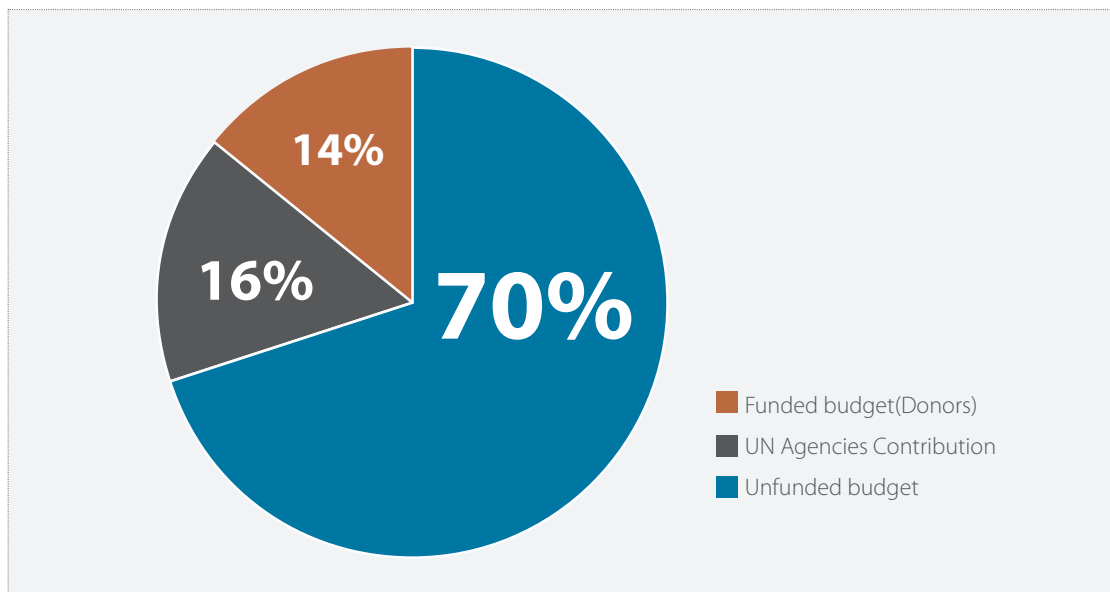
A number of good practices were noted in the stakeholders' workshop, in field visits and interviews:

1. The JP created a coordination mechanism whereby the government structures in target *woredas* ensure that only *woredas or kebeles* not covered by the JP will be targeted for similar interventions (JP Annual Review meeting, February 2016: 2). In Tigray, for example, NGOs that were found to intervene in the same focus area of the JP were made to change their target *woreda* to avoid duplication of efforts. There is a trend in the region where the fund from the JP is so nominal that other organizations have been invited to fund the initiatives so as to make up for the funding gap. Also, Siqqe/NGO took up the interventions of the JP as a best practice and started working on similar areas in the region. (JP Annual Review Meeting Workshop, 2016: 2).
2. MoJ and Mekele University have done excellent work on incorporating gender into their operations. There has been a strong commitment by women in decision-making positions to gender equality and it has been placed as priority to move the MoJ and academic institution to become more gender-sensitive with concrete plans and targets in place.
3. Comprehensive services for survivors (such as one-stop centres and referral linkages) provide much demanded services including psychosocial support, training in potential income generating activities, medical and judicial support; as well as special investigation units and women/child-friendly benches.
4. Increased ownership of stakeholders in programme planning and implementation given the involvement of stakeholders in AWP, training and programme meetings.
5. The launching of the National Alliance on Ending HTPs (child marriage and FGM/C, its coordinating mechanism, initiatives, etc.). CCs methodology has been effective at reducing HTPs in targeted areas as CCs involve all key stakeholders in the community (teachers, health posts, police) as part of the community conversations.
6. Performance levelling tools and gender tools (GRB, Gender Mainstreaming Guidelines, etc.) have assisted the government in understanding where they are on the GE spectrum, where they have the potential to be and how they compare to other government ministries.

#### 4.4. Efficiency

The total budget for the programme was estimated at USD \$ 35,502, 303 with the following composition: with United Nations agencies contributing 16 per cent and donors 14 per cent. Thus, there is a huge funding gap of 70 per cent, as can be seen from Figure 1. Major donors included primarily Norway and Sweden.

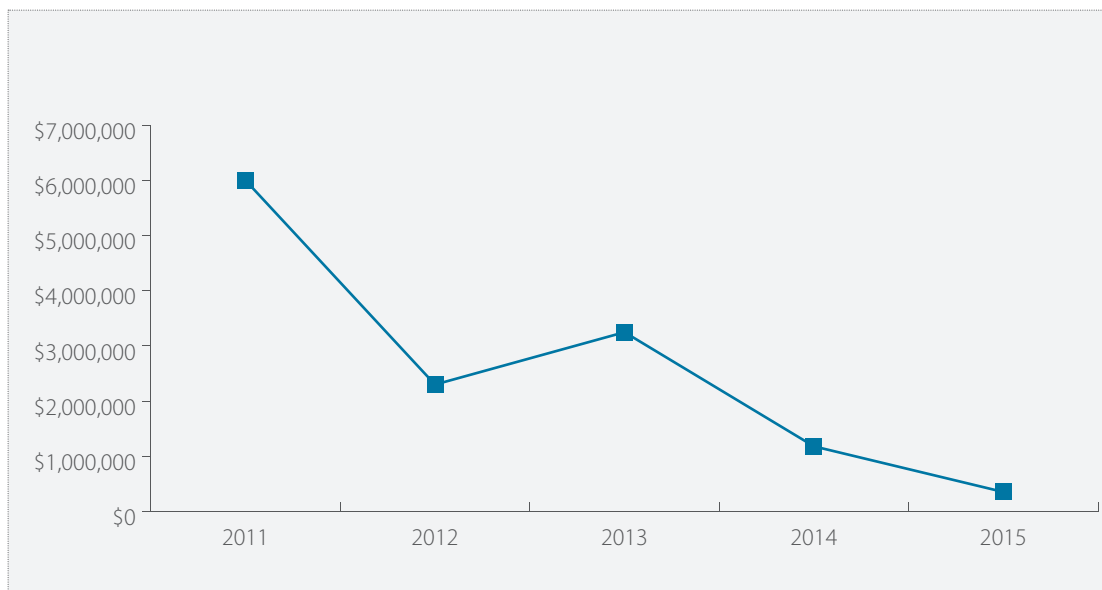
**Figure 1: Budget Composition of the JP Programme**



Source: Rapid Assessment, 2015: p.16

If one looks at trends over time, funding commitments to the JP have sharply decreased since 2011, as can be seen in Figure 2, taking into account the inability of the programme to raise additional funds.

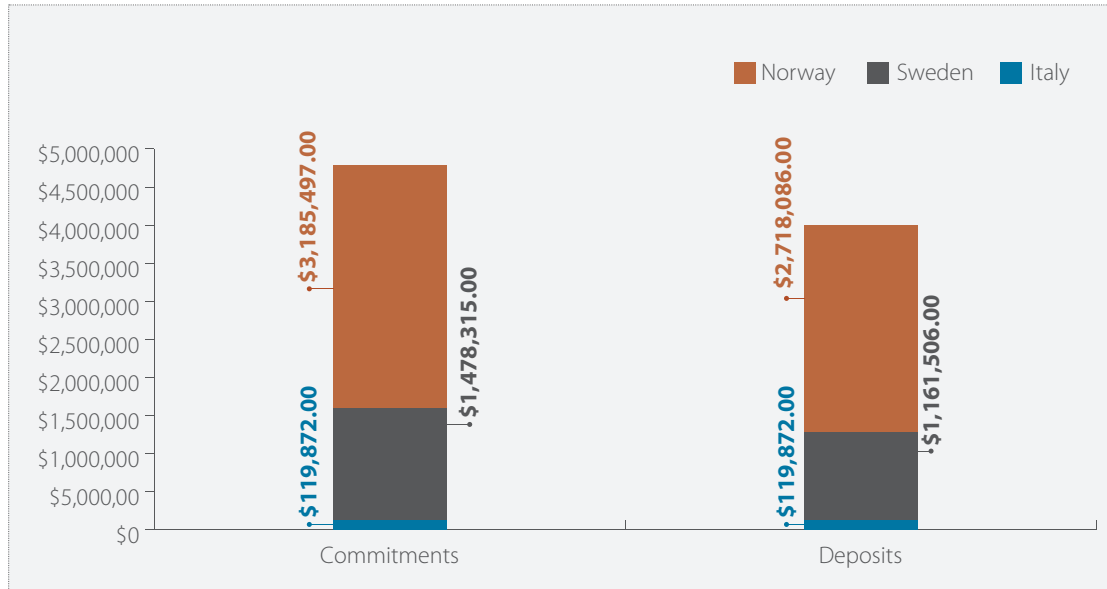
**Figure 2: JP GEWE Commitments**



Source: UNFPA, 2016

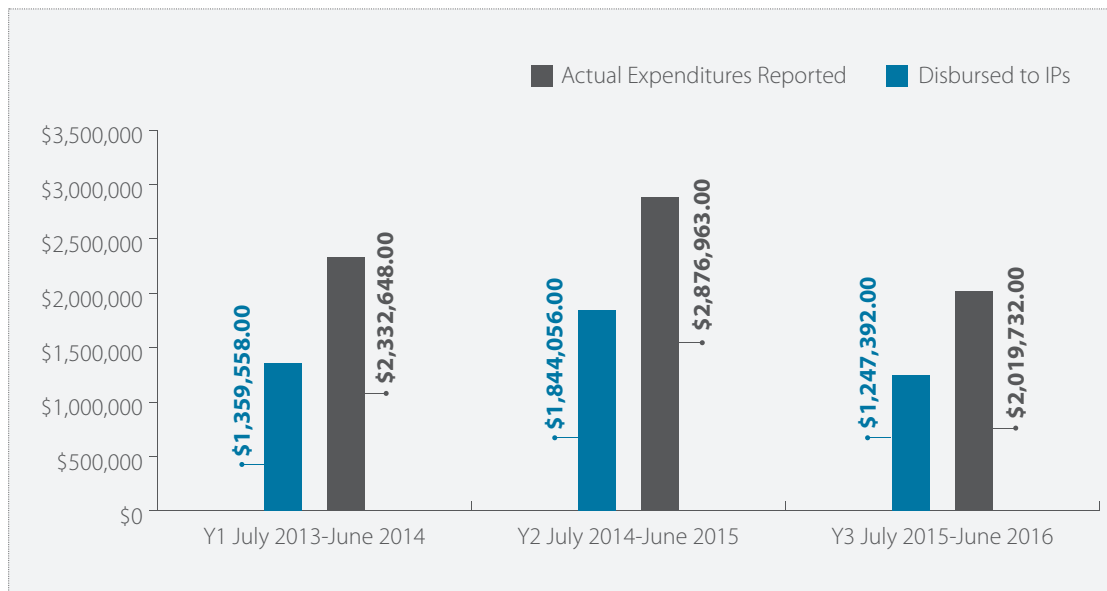
Figure 3 shows how the deposits for Norway do not match commitments as reports have not been submitted in a timely manner to be able to release the latest disbursements.

Figure 3: Commitments vs Deposits Source: UNFPA



Comparing disbursements vs. expenditures as in Figure 4 below, shows that expenditures have far exceeded disbursements as IPs still need to submit reports before funds are released.

Figure 4: Disbursements to Implementing Agencies vs. Expenditures

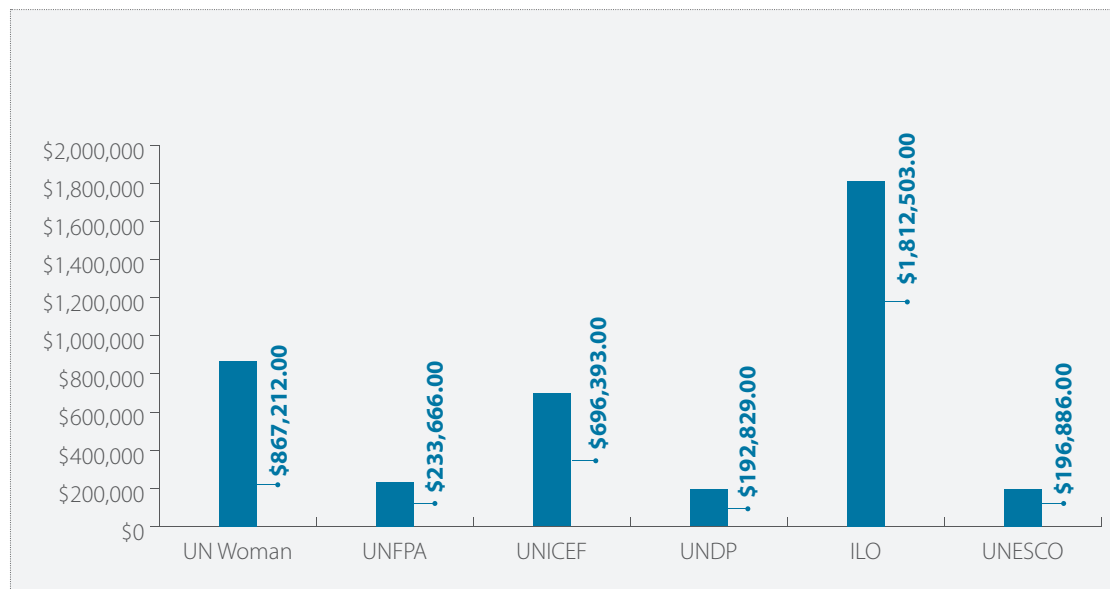


Source: UNFPA

Looking more closely at the distribution of funds by agency, it is apparent that ILO has received the largest share at USD 1,812,503 followed by UN Women at USD 867, 212 followed by UNICEF

at USD 696,393 followed by UNFPA at USD 733,666, UNESCO at USD 196,886 and UNDP at USD 192,829. Final distribution of funds is determined by the Government in consultation with the JP.

**Figure 5: Fund Distribution by Agency**



#### 4.4.1. Adequacy of resources

From the beginning of the programme there has been a huge funding gap which has affected the scope and depth of its impact. Also, the lack of an effective resource mobilization strategy and incentive structure and the existence of parallel GEWE activities by United Nations agencies have served to undermine the JP as a critical source of GEWE interventions.

In reality, there is no real value added for United Nations agencies to contribute to the JP as their own programmes initiatives or projects can compete independently of the fund. As one United Nations agency said, "*We do the bulk of the planning and coordination work*, but received very little for coordination and programme management of the financial resources" as the agency receiving funds did not make the decision on the final allocation of raised resources. The Government makes the final allocation of funds.

#### 4.4.2. Cost-effectiveness and use of funds

Limited information does not allow for an analysis of financial data (e.g. planned versus expenditures or a breakdown of financial resources by areas of work).

There has been some degree of cost effectiveness and sustainability by using existing government systems at the federal and local level. Capacities have been built internally rather than supporting alternative structures. The Government (bureaus) cover all administrative costs, while funds allocated by the United Nations go on programme costs (i.e., as loans for beneficiaries of the revolving fund). Government structures in target *woredas* also make sure that only *woredas* and *kebeles* not covered by the JP will be targeted by similar interventions.<sup>30</sup> Where JP reach is nominal, other organizations have been invited to fund initiatives to make up the shortfall. Similarly, Siqqe, an NGO, took up the interventions of the JP as a best practice and

<sup>30</sup> JP GEWE, Annual Review Meeting: Workshop Report, February 2016, p. 2

started working on similar areas in the region.<sup>31</sup> NGOs found to intervene in the same focus area of the JP were instructed to change their target *woredas* to avoid duplication of efforts.

Feedback from respondents to the survey showed that 51.4 per cent found that resources were used efficiently, followed by 30.4 per cent in the medium extent category and 4.34 per cent indicated a small extent, while 8.69 per cent remained unsure. One survey respondent noted: *"Relative to the importance of the programme, the allocated budget was limited. Therefore, to meet the needs of beneficiaries, resources were used efficiently."*

However, geographic dispersion and scattered results limited cost effectiveness, combined with human resource gaps; high turnover and planned positions have not been filled (i.e. Programme Coordinator post vacant) further limiting the impact of the programme affecting the overall effectiveness and general efficiency of the programme.

#### 4.4.3. Timeliness of programme funds and activities

A key bottleneck of the programme has been the delay in the disbursement of funds from donors in 2015, which resulted in the fund for 2015 being transferred to the beginning of 2016. Some sectors had not started activities in February 2015, although they were consulted in December 2014, as they had not received their funding in time to commence activities as planned. In Gambella, UNICEF allocated budgets under outcome 4. However, funds were not released which created a gap in implementation of the regional plan for the area.

Other issues include 1) international travel where liquidation post facto requires receipts for spending, which incurs delay; 2) notification of a deposit to an IP not received by IP which creates a problem; the liquidation of funds before the end of the programme period i.e. June 30.<sup>32</sup> Similarly, a delay in the submission of reports from stakeholders delays the release of the next tranche.

As a result of these delays, implementing partners were not able to efficiently use resources as they are rushed to implement activities and liquidate the funds before the year ends.

## 4.5. Sustainability

The evaluation team noted that most of the initiatives of the JP are already integrated in the Government's development plan. Hence, the total ownership of the initiatives by the Government is expected to contribute to the sustainability of interventions and achievements. Where sustainability is lacking, the challenge would probably be an inadequate budget coupled with competing priorities that could make government IPs shy away from continuing to work on gender equality interventions started by the JP.

The capacity building in gender mainstreaming has resulted in the development of important tools such as gender-mainstreaming guidelines, levelling tools, gender audit and training manuals and the like, which will continue to be used in the future. The services to survivors of GBV, referral linkages, special investigation units, and one-stop centres are well supported and accepted by the GoE to the extent that GTP II has set a target of expanding such services. As a result of this intervention, social workers previously contracted by the programme to provide psychosocial support are now part of the government structure, indicating the changes brought in as a result of the programmes interventions.

<sup>31</sup> JP GEWE, Annual Review Meeting: Workshop Report, February 2016, p. 2

<sup>32</sup> JP GEWE, Annual Review Meeting, July 5, 2016.

The evaluation findings further note that already existing women's development groups at the community level could sustain the community mobilization aspect of the programme's achievements. The continuity of the JP's intervention in Outcome 2 to providing remedial education and financial support to economically disadvantaged students, as well as educational assistance provided for disadvantaged girls is at risk of discontinuing when the programme comes to an end. This was observed in Somali region where the tutorial support that was previously provided for female students was terminated when the support ended. However, the Government promise to continue the tutorial support component of the programme, although it is currently not running as tutorial classes depend on allowances paid to the teachers. Other components of the programme, such as the economic empowerment could be sustained as long as women repay their loans and the money keeps revolving and benefitting other women.

It should be noted that the intervention does not have an appropriate sustainability or exit strategy attached to its design. In general, while 70 per cent of the survey participants believe the programme achievements will be sustainable to a medium extent after the JP support comes to an end, 22 per cent believes it will be sustainable to a greater extent. In the future, an exit strategy should detail how each intervention will be sustained and whether the Government has budgeted key line items in the programme for funding. A community plan is also critical to inform the community and stakeholders of an exit strategy so that appropriate measures can be taken at the national, regional and local levels.

## 4.6. Coherence

### 4.6.1. Extent of United Nations agencies and implementing partners working together effectively

The JP has enhanced collaboration and synergy among United Nations agencies as well as among involved government sector institutions. The joint programme planning, coordination and monitoring structures or systems such as the Programme Steering Committee, TWG, AWP's development meetings, annual review meetings and joint monitoring missions were instrumental in enhancing collaboration and common understanding among partners. The majority (73.9 per cent) of key informants participated in the survey rated that the level of partners' collaboration and common understanding of interlinks among the components as medium or above.

However, the evaluation observed that although the conceptual linkages among the 4 components can be inferred from the programme's ToC, the practical application of the linkages among the components was not clearly articulated in the programme document. In practice, also no strong evidence was found that the four outcome areas were working with each other. They were implemented mainly as separate projects in complete isolation from each other.

Moreover, the evaluation found that there is a long way to go before United Nations agencies effectively work together and deliver as one. The tendency to give priority to agency level interests is still a challenge. United Nations agencies are still mainly using their own reporting and other procedures in the implementation of the JP. United Nations agencies were mainly dealing with IPs separately/individually and without coordination. One respondent from implementing partners stated that *"The United Nations Agencies are not working jointly as they are supposed to in a joint programme. For instance, sometimes the transfer of budget by UN Women and ILO under Outcome One did not follow the logical order. The budget from UN Women for the provision of BBS training should come before the budget from ILO for the revolving fund. However, this order is sometimes reversed."*

#### 4.6.2. Attention paid to gender, human rights based approaches and results based management

The extent to which the design and implementation of the JP has given adequate attention to gender, human rights based approaches (HRBA)<sup>33</sup> and results based management (RBM)<sup>34</sup> is another evaluation issue under coherence. The programme document stipulates the application of RBM principles in all reporting under the JP. As the programme is premised on the human rights of women, the design of the programme reflects elements of gender and human rights based approach to programming. However, the practical application of HRBA and RBM within the JP was a challenge. Capacity limitations, particularly among IPs, were among the key challenges to effectively apply HRBA and RBM. Although there were efforts to enhance IP's capacity on RBM through training, some contacted *woreda* level IPs stated that they were not covered under these trainings. No training on HRBA was reported. Some IPs also commented that the reporting formats provided by most agencies were not designed to adequately capture results as opposed to outputs.

Some informants mentioned that the Charities and Societies Proclamation issued in 2009 was seen as a constraint against enhancing the application of HRBA. This law classifies CSOs into three categories, i.e. Ethiopian, Ethiopian Resident, and Foreign Charities and Societies. According to the law, only Ethiopian charities and societies are allowed to engage in human rights issues. However, the number and capacity of Ethiopian charities and societies are very limited. This has limited the potential involvement of CSOs in the programme. Moreover, the few CSOs involved in the programme avoided rights language and discourse in the implementation of the programme.

### 4.7. Management and Coordination

The One UN process comprises *five elements: One Programme, One Fund, One Leader, One Office and One Voice*. In theory, this is ideal, making it operational continues to be a big challenge for the United Nations system. While 'Delivering as One UN' JP was seen by the stakeholders' workshop as best practice (in theory), as it reduces duplication of efforts and resources, in practice it was also described as "*highly complicated, complex and problematic*". In fact, there were six voices, six funds, six ways of reporting. As one agency explained, behind each agency is "*their own set of policies and procedures*" that implementing partners had to follow.

#### 4.7.1. Delineation of responsibilities and implementation

The Phase 1 Evaluation had recommended the need for clear roles and responsibilities to ensure greater effectiveness and efficiency. ToRs were prepared and utilized during Phase II to clearly distinguish the different roles and responsibilities of the various United Nations agencies. While this has helped to more clearly delineate roles and responsibilities, implementation of them

33 "A human rights based approach entails consciously and systematically paying attention to human rights in all aspects of programme development. A HRBA is a conceptual framework for the process of human development that is normatively based on international human rights standards and operationally directed to promoting and protecting human rights. A HRBA to gender issues uncovers how human rights issues affect women and men differently and how power relations and gender-based discriminations affect the effective enjoyment of rights by all human beings". (UN Women Training Centre, Gender Equality Glossary, available at: <https://trainingcentre.unwomen.org/mod/glossary/view.php>) Accessed: 30 December 2016

34 "RBM is a management strategy by which all actors, contributing directly or indirectly to achieving a set of results, ensure that their processes, products and services contribute to the achievement of desired results (outputs, outcomes and higher level goals or impact). The actors in turn use the information and evidence on actual results to inform decision-making on the design, resourcing and delivery of programmes and activities as well as for accountability and reporting". (United Nations Development Group, 'Results-based Management Handbook: Harmonizing RBM concept and approaches for improved development results at country level', edited draft October 2011, p.10)



was not so clear. Joint planning, implementation and reporting of the JP Programme remains an ongoing effort and struggle as mentioned earlier. This was also backed up with the survey questionnaire where only 28.6 per cent of respondents felt that responsibilities were delineated and implemented in a complementary fashion.

The JP requires focal JP persons at all levels, clarity of role of MoWCA (coordination/facilitation vs. implementation), greater sector involvement (i.e. the Ministries of Education, Agriculture, Health) and strong systems for collating and reporting that can facilitate management and coordination. This has not been the case so far.

#### 4.7.2. Fulfilment of coordination functions

The JP is noted for its multiple layers of coordination and structures. At the highest level, there is the Steering Committee co-chaired by the Ministry of Finance and Economic Cooperation (MoFEC) and the United Nations Resident Coordinator, who is responsible for managing the One United Nations Fund. There is also the Programme Management Committee (PMC), chaired by MoWCA and UN Women where partners meet once a year to discuss the overall progress of the programme and deal with the larger macro issues like mobilization of funds, extensions, progress of outcomes and evaluation of the programme. The technical working group (TWG) meets more frequently to discuss more technical issues related to operations. Management and coordination arrangements set out in the programme document were largely appropriate and clear, however separating out the financial and technical dimensions between two United Nations agencies was not considered ideal by United Nations agencies. As the capacity of UN Women has increased over the years, the agency believes it could take on both the programmatic and financial aspects of a JP programme and increase both efficiency and effectiveness. Moreover, while the technical committee met monthly, there was disparity with the PMC which, although it never met, maintained responsibility for important programmatic decisions.

Coordination efforts were made (i.e. Joint M&E, Annual Review Meetings, Joint Planning for AWP). Planning for 2014/15 AWP was much more coordinated and practical than previous years (i.e. activities were aligned only with available budget, unlike previous times), and prioritization was taken seriously (Noted in July 5, 2016 Partners Update Progress Meeting).

Funds are disbursed separately by each agency (compared to one pooled fund), with each agency requiring their particular reporting templates, both financial and narrative, to be completed by the IP. As a result, there are no savings in transaction costs.

M&E is another area where joint coordination is important. While the JP envisaged a minimum of two joint field visits a year, in practice, the JP averaged one joint monitoring per year. Donors were not always included nor invited to join the Joint Monitoring and Evaluation of the Programme. This has been viewed negatively by donors who viewed it as an essential part of their mandate and understanding of JP operations. Indeed, donors wanted to be invited more frequently to programme events like the launching of the levelling tool, United Nations Campaigns to End Violence Against Women, or any other relevant programme launch or activity.

There is a need for more clarity around coordination. At the federal level, MoWCA needs a more developed coordination and facilitation role, not only within the Ministry, but also with other related sector Ministries, (Agriculture, Education and Justice). Within MoWCA, there should be a central space within the Programme Management Directorate where all JP GEWE documents, Annual and Monitoring Reports and Minutes of Partners Consultative Meetings are kept.

#### 4.7.3. Management and implementation capacities

Management and implementation capacities have been varied and were challenged by high staff turnover. To address this, the United Nations agreed to have a fully dedicated staff member to follow-up on the programme implementation, as well as to equip the MoWCA with a national coordinator and a financial assistant. However, there has been no national coordinator appointed in the second phase of JP GEWE.

There has been a lack of funding to support capacity-building efforts, especially at the *woredas* and *kebele* levels. This has been highlighted as a key setback against the institution effectively discharging its duties and responsibilities in the regions. The plan was to recruit dedicated staff to handle the JP, however, in most cases staff members also undertake other responsibilities as part of their regular work. Moreover, the majority of the JP positions (8/11) in the regions are held by men; unsatisfactory in a gender equality and women's empowerment programme. The resource limitation has also seriously affected the bureau's supportive role to *woredas* (July 5, 2016 Partners Review Meeting). As one donor described it, *"It is a paradox, that there is a significant funding gap, yet the implementing agencies are not able to absorb and spend all the funds by year end."*

Management and implementation capacities have varied for a number of reasons including the high turnover of staff, limited capacity in gender, RBM and financial management and weak reporting. Various events have also affected the implementation of the programme, such as the 2015 May National Election, the drought and a recent restructuring of the Ministry.

In the February 2016 Annual Review Workshop, it was noted that there was a gap in documentation and reporting, since the people who report and document are different than those who take part in capacity building trainings and review meetings (Annual Review workshop, Feb. 2016: 4). Collecting, compiling, aggregating and reporting on established indicators, targets and baseline with hard figures remains a challenge both at the regional level, federal level and United Nations level.

#### 4.7.4. Programme monitoring and usefulness of programme review

The programme has a comprehensive results framework incorporating, among others, outputs under each of the four outcomes with baselines, indicators and targets per output. However, the results framework is embodied in the Results and Resources Matrix, a large excel sheet, which is not user-friendly nor can be easily printed for reference. The AWP's make reference to the expected outputs and outcomes. However, some of the indicators in the results framework lack baseline data, while some indicators are found to be neither realistic nor appropriate.<sup>35</sup> Moreover, there was no clear and comprehensive M&E framework for the JP with sources of information/means of verification, methods of data collection, frequency/timetable for data collection and responsibility for data collection and analysis corresponding to each indicator.

Programme monitoring methods actually applied in the implementation of the JP include: periodic reports, annual review meetings, rapid assessment and joint monitoring visits. However, some of these monitoring and evaluation activities were not implemented as planned. For

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<sup>35</sup> Examples of difficult to measure indicators requiring a specific survey for example or were not collected include: 1.2a. # of women who show improvement in the day-to-day management of their businesses; 2.2a. # of teachers who have knowledge and skills on gender-responsive pedagogy; 2.3.a. # of women that acquired functional literacy skills through GJP supported activities; 3a. # of sectors at federal and regional level applying knowledge, skills and tools to integrate gender into their programming, to name only a few.

instance, the joint monitoring visits did not take place regularly as planned and did not always include key stakeholders, especially the donors. Moreover, the quality of periodic reports produced by IPs is compromised by lack of adequate monitoring, reporting and RBM skills.

Limited analysis, compilation and collation of information for reporting and decision-making are the other major gaps in the M&E system of the JP. It has been a challenge even for this evaluation to work out the aggregate number of women and girls who benefited from the support provided under the different components of the JP Phase II. There was also limitation in terms of following up and taking corrective measures on issues and recommendations identified in the various monitoring exercises and meetings. For instance, issues such as the lack of thematic and geographic focus, resource gaps, gaps in monitoring and follow up, RBM capacity limitations, etc., were repeatedly raised in the various M&E exercises, including in the rapid assessment. However, the efforts made to follow up and address these issues were not adequate.

Photo 8: Women trainees on transformational leadership from the Amhara region in a small group discussion. (Photo credit: UN Women/Fikerte Abebe)



# 5

Conclusions

The JP GEWE was and continues to be relevant to the appropriate GoE policies and the UNDAF programming framework, as well as the situation of communities and target groups in the geographic areas for implementation. This initial design process took advantage of the lessons from the first phase of the JP as well as existing resources of United Nations agencies, IPs and other actors to inform to develop a coherent and realistic theory of change aligned with the programme context. The JP also adopted a participatory design process, which enabled the programme to accommodate local conditions and contexts. Moreover, the JP has properly identified and engaged strategic partners and utilized effective strategies, including innovative approaches, to take advantage of existing capacities and capitalize on emerging opportunities in implementation.

Although there have been some gaps and limitations (especially in relation to budgets, lack of synergies between components, reporting and coordination), the achievements of the JP GEWE are noteworthy. The evaluation has found high levels of stakeholder satisfaction in the activities and results of the JP, including among representatives of key institutional actors and beneficiaries. The use of innovative and flexible strategies (e.g. shifting to MFIs, savings and credit cooperatives under Outcome One; the transformation of CCs under Outcome Four) was important in this respect. The revolving fund is already in place and could continue to provide access to financial resources and services for women. The outputs of capacity building activities, which have already been integrated by targeted institutions like the MoJ and MoFEC, are also likely to be useful. The programme's achievements appear to be particularly high under components relating to gender mainstreaming and protection of the rights of women and girls (e.g. CCs)

While the confidence of key government institutional stakeholders on the continuation of JP results is substantial, one should note that further follow-up and support may be crucial in relation to some of the activities and results of the JP. Moreover, although the JP GEWE is reaching its conclusion, there appears to be no clear understanding among most IPs as to whether or not the programme will continue or on how to sustain programme activities and results. For this reason, an exit plan with a clear communication strategy is needed for JP stakeholders.

On the other hand, the evaluation has found that despite important achievements, the JP GEWE faced challenges, gaps and limitations that have significantly affected the effectiveness and efficiency of the programme. Some of these are attributable to design and implementation issues, such as lack of geographic and thematic focus, coupled with challenges in resource mobilization, which appear to have had significantly adverse impacts on the efficiency and effectiveness of the programme.

Much of the estimated budget for the JP GEWE (70 per cent) remained unfunded through the entire programme. At the outset, the initial funding gap for the programme was very large in terms of commitments. The evaluation also noted declining commitments and increasing recurrence of delays in delivery of funds which remain as the programme comes to a close. The existence of parallel JPs and/or agency specific GEWE initiatives has posed challenges in ensuring adequate commitments and funding to the JP.

The linkages between the major activities, outputs and core outcomes as well as interlinkages among the components are evident in the design of the JP GEWE. However, the programme implementation does not appear to have fully utilized the opportunities for linkages across components, especially service delivery, capacity building and policy level. Instead, the

evaluation found evidence of disparate focus of interventions under the outcomes, i.e. direct service provision under Outcomes 1 and 2 versus more structural issues under Outcomes 3 and 4. Divergent levels of understanding and ownership of the programme concept, as well as capacity limitations among IPs contributed to this challenge.

The JP GEWE Phase II programming endeavoured to capitalize on lessons in coordination from the first phase and there is some evidence of increased collaboration among key institutional actors resulting from the programme. Yet, the design and implementation of the JP GEWE faced challenges in relation to stakeholder engagement and coordination, including among United Nations agencies and IPs. In relation to United Nations agencies, one apparent challenge is the existence of other JPs and gender focused programmes, shifting attention towards agency level priorities and inter-agency competition. Moreover, while there have been clear examples of good practice in this respect, the JP also had limitations in terms of engaging all relevant actors and stakeholders, especially CSOs and sector bureaus.

The evaluation found persisting capacity issues among IPs, especially at the lower levels of the gender machinery, including human resources. Capacity gaps were also evident on HRBA and RBM, despite notable efforts under the JP. The JP GEWE also faced significant challenges relating to follow up, monitoring, tracking and utilization of M&E results.

The evaluation found evidence of initial efforts to put in place a comprehensive and realistic monitoring and evaluation framework with baseline, targets and benchmarks. However, there also appear to be major gaps in terms of compiling consolidated data on programme implementation in a timely manner for both reporting and informing decision-making. Similarly, the evaluation has identified some limitations in the implementation of the M&E framework in terms of uniformity, regularity and stakeholder engagement. Gaps in documentation and reporting, mostly due to capacity issues and lack of established data systems, were particularly significant.

For the above reasons, this evaluation does not recommend a third phase of the programme in its current form, but smaller more geographically and thematically focused JPs as the current JP GEWE is too cumbersome to achieve desired outcomes.

Photo 9: Roman Alish (right) gives service to her customers with her employee (left) at the hair salon in Dire Dawa that she opened using the loan provided through the programme. (Photo credit: UN Women/Fikerte Abebe)



# 6

Recommendations



In retrospect, events have overtaken the JP. As previously noted, there are a significant number of parallel JPs and agency specific GEWE initiatives not channelled through the JP such as the Rural Economic Empowerment Programme; the JP GBV in humanitarian settings; UNICEF early girls' education programmes, and others. In comparison, a large JP programme like the JP GEWE can appear too cumbersome and bureaucratic to invest in. The JP has not been able to overcome inter-agency competition to become a highly efficient and effective pooled fund for gender investments. As a result, this evaluation makes a number of primary recommendations to address the current JP GEWE and proposes a set of recommendations that pertain to future Joint Programmes in general. Recommendations have been prioritized and relevant sections of the report referred to for each recommendation.

### 6.1. Primary Recommendations:

1. The GoE and participating United Nations agencies should develop an exit plan for Phase II that includes a communication strategy, other options for funding and a calendar to incorporate project activities into the Government budget in order to inform all key stakeholders like the implementing partners and communities in the region of the end of the JP GEWE programme. (ref. 4.5; 5)
2. United Nations agencies and donors should support separate and thematically focused JPs that continue and strengthen what has been done under Phase II. Examples of such JPs may include: 1) the current GBV bilateral programme could be expanded to other agencies and also include a component of economic empowerment; 2) Gender Mainstreaming JP to deepen existing initiatives like GRB, Levelling tools and Gender Audit, and address any new emerging issues like Gender Statistics and SDGs; (ref. 5)

### 6.2. General Recommendations for any future JPs or stand-alone programme on gender equality and women's empowerment:

1. GoE and United Nations agencies should ensure affirmative action as an essential element of any GEWE programme with baseline and targets, mentoring and training to ensure that women can access key JP positions at all levels of decision-making. (ref. 4.7.3.)
2. United Nations agencies should plan for a budget based on the available resource envelope and different fundraising scenarios; any plan with unfunded budget should be accompanied with a clear and achievable fundraising strategy. (ref. 4.4.1.)
3. Participating United Nations agencies and government counterparts should ensure participation of all relevant stakeholders including sector ministries as well as CSOs in the design of future JPs related to GEWE. (ref. 4.2.5.)
4. Where a JP already exists, participating agencies should avoid parallel activities and instead invest additional resources in the relevant JP or parallel JPs. (ref.4.4.1.)
5. In designing future JPs on GEWE, United Nations agencies and government counterparts should balance geographic focus vs. national coverage. Select limited number of regions based on prevalence of GEWE issues and expand to other regions given resource availability, scalability and replicability of interventions. (ref. 4.1; 4.4.2.)
6. In future JPs on GEWE, United Nations agencies and government counterparts should

develop M&E systems that can systematically collect and report on outputs and outcomes given indicators and targets and include all donors, stakeholders and IPs in Joint M&E missions with common checklists and one final monitoring report vs separate agency reports. Regular RBM and reporting training is also important. (ref. 4.7.2.-4.7.4.)

7. Balance between direct support and addressing structural issues (i.e. economic empowerment should cover not only direct service delivery, but also structural financial issues that impede women's economic empowerment). (ref. 4.1.1. & 4.3.1.)
8. Need for greater coordination, communication and transparency: 1) Between programme leads, participating United Nations agencies and partners; 2) Between MoWCA and sector Ministries (i.e. Education, Health, Justice). (ref. 4.2.5; 4.7-4.7.4.)

Photo 10 Employees of the 'one stop' center for victims of Gender Based Violence in Dire Dawa use the computer provided to efficiently store and access data. (Photo Credit: UN Women/Fikerte Abebe)



# 7

Lessons Learned  
and Challenges

## 7.1. Lessons Learned

The programme has learned a number of important lessons such as:

- Strengthen resource mobilization, geographic and thematic focus to maximize the impact of the JP; improve efficiency and develop best practices that can be documented and replicated
- Baseline and realistic targets are important to measure and report on results
- More investments on data and evidence collection e.g. Management Information System (MIS), research to ensure strategic interventions and results based reporting
- Ensure that those who report and document reporting are those in capacity-building workshops and who also participate in review meetings otherwise reporting will suffer
- Involvement of all relevant sectors e.g. education, justice (e.g. MoFEC, Agriculture, MFI, CSOs) is essential for substantial technical input and to complement the facilitation role of MoWCA depending on the thematic focus of future JPs
- Use of government structures contributes to sustainability, efficiency and effectiveness
- Working with community-based structures, religious leaders, faith-based organizations (FBOs) and CSOs to address root causes of gender inequalities is effective
- Use of financial institution for credit delivery has enhanced the effectiveness and sustainability of the revolving fund
- Align activities with available budget to avoid unachievable expectations
- Involving men in HTPs contributes to buy-in and helps to change attitudes around HTP

## 7.2. General Challenges:

- Delivering as One United Nations was a huge challenge for the effective management, both financial and programmatic, of the programme.
- Achieving synergies and inter-outcome collaboration has been a challenge.
- Lack of funding to support capacity building efforts, especially at the *woreda* and *kebele* levels, does not allow for these levels to effectively discharge their duties and responsibilities. The resource limitation has also seriously affected the bureau's supportive role to *woredas*.
- The mismatch between resources mobilized and pledged as well as a lack of a strong resource mobilization strategy.
- High government staff turnover that affected the institutional memory.
- There is still less attention given to capture and document results, lessons and impacts of intervention while reporting (this is virtually true in all regions). Attention given to substantive reporting is very low. (AR 2015: 18)
- Lack of RBM capacity among IPs that hampered reporting on results as opposed to activities
- Too wide and scattered JP intervention coverage/ lack of geographic and thematic focus

## Challenges for each outcome area are as follows:

### Outcome 1:

- In some regions, the loan amount is considered too low and the loan repayment period too short (i.e. one year in Oromia).
- The creation of market linkage for women engaged in IGA is not uniform and in some regions access by rural target women to potential markets is limited.
- Due to shortages of logistics such as vehicles, it has been a challenge for Woreda Women's Affairs experts to travel to rural *kebeles* and provide targeted women BDS and mentorship. Similarly, shortages or a total absence of budget for monitoring is a challenge. During monitoring visits, *woreda* and zonal level BoWCAs in some regions indicated that the budget that comes to them is only earmarked for transfer to project beneficiaries. This challenge has resulted in a limited monitoring and follow-up activities that was supposed to be undertaken by BoWCA experts.
- Delay in submitting reports at *woreda* level often due to lack of capacity and IT equipment. (MR: 2014)
- Lack of uniform approach for credit modalities

### Outcome 2:

- Discontinuity of financial support for girls that pass to preparatory school, while some are forced to join TVET although they have high grades that could enable them to join preparatory and then university.
- Delay in releasing funds for female university students. In some cases, a lump-sum is given at the end of the academic year.
- Since cost of living is rising, the money was found to be minimal.
- There is a need to provide structured and continuous life skills trainings for students due to financial constraints (MR: 2014).
- Lack of documentation and database on higher institutions

### Outcome 3 Challenges:

- Inadequate human capacity for effective implementation and harmonization of gender mainstreaming, especially at the lower level (AR, 2015: 18)
- A series of delays that are caused by late liquidation of funds by IPs which leads to late release of funds by agencies. The reluctance to request funds by IPs, the lack of interface between BoWCAs and BoFEDs.
- BoFEDs at the regional level and technical difficulties that arise due to lack of capacity in terms of using FACE forms have also been challenges that were identified.
- Mismatch between allocated and the required budget to implement planned activity.
- Lack of institutionalization of GRB in the Planning and Budgeting System of Sectors

- The lack of accountability regarding institutions that are not performing well on levelling tool, given that MoWCA does not have the mandate to enforce anything with line ministries.

**Outcome 4:**

- There is a demand from CC facilitators for some form of incentive for their effort.
- Outcome 4 should be complimented with the revolving fund and HTPs to enable women to run IGAs.
- Although the community strongly condemns abduction, it is still being observed and even sometimes being arranged by close family members.<sup>36</sup>

Photo 11 Kimiyaa, A leader of women's cooperative supported by the programme in the Meta district receives a certificate of recognition for her successful leadership. (Photo credit: UN Women/Fikerte Abebe)



36 JP GEWE Mid-Term Review, November 2014



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Photo 12: Over 500 Women leaders in the Amhara region attend a five-day gender focused transformative leadership training in the Bahir Dar town. (Photo credit: UN Women/Fikerte Abebe)



# 9

**Annex 1:** Terms of Reference

**Annex 2:** Interview Guide

**Annex 3:** List of Meetings

**Annex 4:** Agenda

**Annex 5:** Survey Questionnaire

**Annex 6:** World Café Minutes

**Annex 7:** Debriefing Minutes

**Annex 8:** Expected vs Actual Results

## 9.1. Annex 1: TERMS OF REFERENCE FOR END-EVALUATION OF PHASE II

**Programme Title:** Ethiopia Joint Programme on Gender Equality & Women's Empowerment (JP GEWE)

**Duration:** July 2013–December 2015 (extended up to 31 June 2016)

**Total estimated budget:** USD 41,502,304 (before merger with the Joint Programme on Rural Women Economic Empowerment the total budget of the JP was - 35,502,304)

Coordinating Agencies: UN Women & UNFPA

Administrative Agent (One United Nations Fund): Multi-Partner Trust Fund MPTF)

### I. Description of the Programme

The GoE - United Nations Joint Flagship Programme on Gender Equality and Women's Empowerment (JP GEWE) brings together six participating United Nations agencies<sup>37</sup> and multiple Government of Ethiopia line ministries and entities coordinated by Ministry of Finance and Economic Cooperation (MoFEC formerly known as Ministry of Finance and Economic Development) and Ministry of Women and Children Affairs (MoWCA formerly known as Ministry of Women, Children and Youth Affairs). The JP GEWE was launched in 2011 for an initial pilot phase planned to last 18 months from January 2011 until June 2012. The first phase was extended twice, first to December 2012 and then to 30 June 2013 to allow for the completion of planned activities. The first phase was initiated as a result of UNDAF 2007-2011 mid-term review, which identified result areas for which the United Nations system would benefit from an increasingly harmonized and scaled up programmatic approach. Additionally, Ethiopia had a status of Delivering as One self-starter and the 'flagship' programmes were meant to drive forward innovation in operational modalities towards increased alignment and effectiveness of delivery. The first phase was evaluated in 2013. The second phase of JP GEWE was further extended to last until 30 June 2016 to align it with the start of the new UNDAF 2016-2020 and to align it with GoE's Growth and Transformation Plan (GTP) second cycle (2015/2016-2019/2020).

The second phase of JP GEWE was built on the 'lessons learned' and progress in operational effectiveness from JP GEWE Phase I, to provide a multi-year programming framework with mechanisms in place for medium-term monitoring aligned to the UNDAF 2012-2015 and the Growth and Transformation Plan (GTP) 2010/11-2014/15 results framework. This phase also brought on board the efforts of three more United Nations agencies, namely FAO, IFAD and WFP, that are endeavouring to accelerate the economic empowerment of poor rural women. As per the agreement reached between MoFED and UNCT, the Rural Women Economic Empowerment Programme (RWEE) has been integrated into the JP GEWE, specifically into Outcome One and Two, for improved linkages and synergies, which will ensure complimentary activities, results and impact with the GEWE JP. This evaluation will not be looking at the implementation of the RWEE component of the JP GEWE.

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<sup>37</sup> ILO, UN Women, UNICEF, UNESCO, UNDP and UNFPA

The JP GEWE (both Phase I and Phase II) was the first United Nations programme to receive financial support through the Ethiopia One United Nations Fund, established in January 2011. The One Fund is intended to facilitate the realization of One United Nations Programme outcomes by strengthening the planning and coordination process, aligning the funding allocation to the needs of the One United Nations Programme and channelling funds towards the highest priority needs of the country.

The GoE-UNDP High-Level Steering Committee exercises overall oversight of the programmatic response and modalities in place to operationalize 'Delivering as One' in Ethiopia. The JP GEWE also has a Steering Committee, which is responsible for prioritization, resource allocation decisions and progress review specific to the JP GEWE. In terms of communication, joint resource mobilization, progress review and consolidated reporting, UN Women, jointly with MoWCA, is the responsible co-lead, while UNFPA is the co-lead responsible for operational and financial management and monitoring, jointly with MoFED. Thematically each of the four focus areas is coordinated by an assigned agency, which is responsible for strategic guidance, resource mobilization and progress monitoring within the result area. They are:

- 1. Rural and urban women have increased income for improved livelihoods (ILO):** This outcome of the JP seeks to increase access to financial and business development services by Vulnerable Women. This will be achieved by strengthening the capacities of financial institutions, BDS providers, associations and cooperatives to provide diversified financial products and Business Development Services to urban and rural women; by increasing access to training and information on financial and business development services for women (in formal and informal businesses), by increasing access to credit for women (in formal and informal businesses), and developing a national strategy and implementation framework for microfinance services targeted to vulnerable groups. The programme also seeks to improve food security and nutrition in rural target households.
- 2. Rural and urban women and girls have increased opportunities for education, leadership and decision making (UNICEF):** Under this outcome the JP seeks to increase opportunities for education, leadership and decision-making for women and girls in rural and urban localities. This will be achieved by increasing numbers of girls and women who receive support for secondary and tertiary education; increasing numbers of teachers who have knowledge and skills to provide a gender-responsive pedagogy; increasing numbers of women and girls who obtain basic functional literacy skills; increasing women's access to professional and leadership development opportunities and increasing the general public awareness on women's participation in leadership.
- 3. Federal and local level government institutions have strengthened their capacity to implement national and international commitments on gender equality (UN Women):** under this component, the JP seeks to strengthen the capacity of federal and local government institutions to implement national and international commitments on gender equality. This will be achieved by putting in place systems at federal and local levels to monitor performance on gender-related commitments and increasing the existing capacities of federal and local government institutions for gender-responsive planning and budgeting.
- 4. Federal and local level institutions and communities have enhanced their capacity**

**to promote and protect the rights of women and girls (UNFPA):** Under this outcome, the JP seeks to enhance the capacity of formal and informal institutions at national and local levels to promote and protect the rights of girls and women. This will be achieved by establishing knowledge networks on gender equality and women's empowerment at federal and regional levels, establishing/strengthening coordination mechanisms for prevention and response to VAWG at federal and local levels, increasing capacity of service providers to deliver gender-responsive support (health, psychosocial support, social and economic reintegration) to survivors of violence, enhancing the capabilities (knowledge, skills and systems) of law enforcement agencies to promote and protect the rights of women and increasing community interventions/actions that promote and protect the rights of women and girls.

## II. Purpose and Scope of the evaluation

### Purpose:

The evaluation at the end of Phase II of the JP GEWE is scheduled in line with the programme's M&E plan. The purpose of the evaluation is to provide an in-depth assessment of the results against the four outcomes of the programme and performance in terms of the relevance, effectiveness, efficiency and sustainability, appropriateness of design and coherence. It also aims to identify lessons learned, good practices, and the factors that facilitated/hindered achievement and provide practical recommendations so as to inform the design, implementation, management and coordination of future joint programmes.

The specific objectives of the Phase II End evaluation are to:

- Assess the extent to which the results of the joint programme are achieved taking into account that the programme suffered from a huge funding gap and examine the extent to which the programme is consistent with national needs (in particular vulnerable group needs) and aligned with Ethiopia government priorities as well as with the UNDAF;
- Determine the extent to which planned programme activities were completed and review the programme design, implementation strategy, institutional arrangements as well as management and operational systems.
- Examine the programme management effectiveness and efficiency in achieving expected results.
- Assess the inter-agency coordination, the leadership and management of the JP, including the management, operational and financial systems laid down by the programme
- Highlight good practices and lessons learnt and make concrete recommendations on how to improve future joint programming;

This evaluation is an important endeavour to building knowledge and to contribute to organizational learning among United Nations agencies and implementing partners.

### Scope:

The end of the Phase II programme evaluation will cover the period July 2013-December 2015 (extended up to 31 June 2016) and the four Outcomes. All United Nations participating organizations and main implementing partners of the joint programme will be at the centre of the evaluation. The evaluation will cover all regions in the country including the two city administrations and selected districts. Specific sites for the evaluation will be further worked out by the respective United Nations agencies during the actual planning of the evaluation process.

### Clients:

The clients of the evaluation and main audience of the report are:

- Relevant staff in implementing partners including federal and local governmental institutions, technical committees and participating CSOs;
- UN Women - United Nations System Coordination Division;
- Relevant staff, Technical Units and head of units in the participating United Nations agencies;
- Headquarters of participating United Nations agencies;
- Development partners;

## III. Key Evaluation Questions

The final evaluation questions and relevant evaluation instruments will be determined during the inception stage.

Relevance and strategic fit:

- Are the planned programme outputs and results relevant and realistic for the situation on the ground?
- Do they need to be adapted to specific (local, sectoral etc.) needs or conditions?
- Have the stakeholders taken ownership of the programme concept?

### Validity of design:

- How the programme is aligned to the UNDAF and was a gender analysis conducted during the UNDAF or the development of the JP GEWE. If undertaken, did the gender analysis offer good quality information on underlying causes of inequality to inform the JP?
- Is the intervention logic coherent and realistic, taking into account the phases of the programme from joint programming towards a joint programme? What needs to be adjusted? (refer to the programme Results Matrix)
- Do results causally link to the intended outputs (immediate outcomes) that link to the outcomes and broader impact (development goal)?
- What are the main strategic components of the programme? How do they contribute and logically link to the planned outcomes? How well do they link to each other?
- How strategic are partners in terms of mandate, influence, capacities and commitment?
- How appropriate and useful are the indicators described in the programme document in assessing the programme's progress? Are the targeted indicator values realistic and can they



be tracked? If necessary, how should they be modified to be more useful? Are the means of verification for the indicators appropriate?

### Effectiveness:

- Is the programme making sufficient progress towards its planned outputs? Will the programme be likely to achieve its planned outputs upon completion?
- How have stakeholders been involved in programme implementation?
- Have the quantity and quality of the outputs produced so far been satisfactory? Do the benefits accrue equally to men and women?
- How has the JP enhanced ownership and contributed to the development of national capacity?
- Are United Nations agencies working together more effectively?
- How was the programme monitored and reviewed? To what extent was this exercise useful and used?

### Efficiency:

- Have resources been used efficiently? Have activities supporting the strategy been cost-effective?
- Have programme funds and activities been delivered in a timely manner? If not, what were the bottlenecks encountered?
- Are there sufficient resources (financial, time, people) allocated to integrate human rights and gender equality in the design, implementation, monitoring and evaluation of the JP?
- Were there any constraints (e.g. political, practical, and bureaucratic) to addressing human rights and gender equality efficiently during implementation? What level of effort was made to overcome these challenges?

### Sustainability:

- Did the intervention design include an appropriate sustainability and exit strategy (including promoting national/local ownership, use of national capacity, etc.) to support positive changes in human rights and gender equality after the end of the intervention?
- To what degree did partners change their policies or practices to improve human rights and gender equality fulfilment (e.g. new services, greater responsiveness, resource re-allocation, improved quality etc.)?

### Coherence:

- To what degree are partners working towards the same results with a common understanding of the inter-relationship between interventions?
- To what extent are approaches such as attention to gender, human rights based approach to programming and results based management understood and pursued in a coherent fashion?

### Management and Coordination:

- How well are responsibilities delineated and implemented in a complementary fashion?
- How well have the coordination functions been fulfilled?
- Were management and implementation capacities adequate?
- How effectively does the programme management monitor programme performance and results?
- Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined?
- Is relevant information and data systematically being collected and collated?
- Is information being regularly analysed to feed into management decisions?
  - Has the programme made strategic use of coordination and collaboration with other Joint Programmes to increase its effectiveness and impact?

## IV. Methodological Approach

The evaluation methodology will be developed by the Evaluation Team and presented for approval to the Evaluation Steering Committee. The methodology should use a combination of quantitative and qualitative research methods that are appropriate to address the main evaluation questions. These methods should be applied with respect of human rights and gender equality principles and facilitate the engagement of key stakeholders. Measures will be taken to ensure data quality, validity and credibility of both primary and secondary data gathered and used in the evaluation.

The evaluation will be carried out following UNEG Norms and Standards (see <http://www.uneval.org/>), UN Women Evaluation Policy as well as the Ethical Guidelines for evaluations in the United Nations system.<sup>38</sup> In line with Norms and Standards a management response will be prepared for this evaluation as practical means to enhance the use of evaluation findings and follow-up to the evaluation recommendations. The management response will identify who is responsible, what are the action points and the deadlines.

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<sup>38</sup> Annex I of this TOR.

## Evaluation process

Evaluation Phases	Deliverables	Dates/ working days	Meetings
<b>Phase 1</b> Preparations	Draft TOR	15 days	
	Establishment of Evaluation Reference Group		
	Discussion and endorsement of final evaluation TOR		Yes (Evaluation Reference Group)
	Post RFQ, assess bids and contract evaluators		
	Preparation of evaluation dissemination strategy		
<b>Phase 2</b> Evaluation design & desk review	Conduct desk review	5 days	
	Drafting and presentation of evaluation inception report, data collection tools and instruments		Yes (Evaluation Reference Group)
	Submission of final inception report		
<b>Phase 3</b> Data collection & field visits to regions	Field missions to selected Federal ministries and Regional bureaus	30 days	Yes (participating United Nations agencies, government, DGGE, partners, beneficiaries etc.)
	Preparation of draft evaluation report		
	Presentation and validation of evaluation findings to stakeholders and collect feedback		Yes (Evaluation Reference Group)
<b>Phase 4</b> Finalization	Preparation of final evaluation report	10 days	
	Preparation of management response and input into JP II		
	Implementation of evaluation dissemination strategy		

Documents that will be shared with evaluators

- GTP and Policy Index
- UNDAF 2012-2015
- JP GEWE II Prodoc
- Programme work plans
- Progress reports (and presentations on progress and achievements)
- Interim reports
- Midterm evaluation report
- Publications and promotional materials
- Reports on specific activities
- Documents related to programme achievements
- Reports of JP GEWE Review meeting workshops

## V. Main Outputs of the Evaluation and Reporting Structure

The evaluators will be expected to deliver:

- Inception report that includes a detailed evaluation design including evaluation work plan, key questions, data collection and analysis methods. This framework should be developed in participatory manner by the evaluation team and the Evaluation Reference Group before commencement of the evaluation;
- A draft evaluation report for review by Evaluation Reference Group;
- Presentation of draft findings at validation meeting;
- A final evaluation report incorporating comments made on the draft report in addition to having annexes of specific findings from the evaluation and recommendations;

Accordingly, the following reporting structure is suggested for the final report:

1. Title page (1 page)
2. Table of Contents (1 page)
3. Executive Summary (2 pages)
4. Acronyms (1 page)
5. Background and Programme Description (1-2 pages)
6. Purpose of Evaluation (1 page)
7. Evaluation Methodology (1 page)
8. Findings, Analysis, Conclusions, and Recommendations (no more than 15 pages). This section's content should be organized around the ToR questions and include the findings, conclusions and recommendations for each of the subject areas to be evaluated
9. Lessons learned and challenges (1-2 pages)
10. Annexes: including the terms of reference, evaluation work plan and any other relevant documents.

## VI. Management Arrangements and Time Frame

In line with United Nations Evaluation Group Norms and Standards, an Evaluation Reference Group will be constituted to serve as sounding board and consultative body to ensure the active involvement of stakeholders. The evaluator/s will report directly to the evaluation reference group which will serve as the primary contact point for the evaluation team. The Evaluation Reference Group will help to provide a balanced picture of views and perceptions regarding achievements and limitations of the JP. It will make the evaluation more relevant through providing inputs and feedback throughout the evaluation process. The Group will also help to ensure ownership of evaluation findings and recommendations through prompting users of the evaluation and other stakeholders into action during and after the evaluation.

Specifically, the Evaluation Reference Group will:

- review ToR, inception report, methodology and data gathering tools;
- take part in the evaluation inception and debriefing session and provide feedback on the different evaluation products (evaluation inception and draft report);
- provide relevant background information to the evaluation team as relevant;
- review the draft and final evaluation report;
- participate in stakeholder meetings and feedback sessions where deemed necessary; and
- participate in the validation meeting of the final evaluation report and support dissemination of evaluation results

The Evaluation Reference Group will consist of the following representatives:

- MoWCA & MoFEC
- United Nations agencies participating in the JP

The evaluation will be done in 60 working days starting from 15 August – 30 October 2016. A detailed work plan will be elaborated by the evaluation team during the inception phase based on inputs from the Evaluation Reference Group.

## VII. Accountabilities

UN Women, UNFPA and MOWCA will be accountable for coordination of stakeholders involved, organizing field-visits, focus groups, providing translator/interpreter and other logistical issues. They will give approval for the final evaluation report.

## VIII. Evaluation Team

An international evaluation consultant supported by a national evaluation expert will undertake the evaluation. The evaluation team will be assembled to ensure the right mix of evaluation expertise, knowledge of the national context and expert knowledge of gender issues.

## Required Background and Experience

<b>International consultant</b>	<b>National consultant</b>
<ul style="list-style-type: none"> <li>• Advanced Degree in Social Sciences, Development Studies or other relevant field and with formal research skills. A special training in Monitoring and Results Based Management is considered an asset.</li> <li>• At least 7 years' experience in conducting evaluations <u>as team leader</u></li> <li>• High proficiency in English</li> <li>• Ability to manage and supervise evaluation teams and ensure timely submission of quality evaluation reports</li> <li>• Experience in leading complex evaluations e.g. of United Nations Joint Programmes, Delivering as One etc.</li> </ul>	<ul style="list-style-type: none"> <li>• Advanced Degree in Social Sciences, Development Studies or other relevant field and with formal research skills.</li> <li>• At least 5 years' experience in conducting evaluations</li> <li>• High proficiency in English</li> <li>• Fluent in English and Amharic / local language</li> </ul>

Required competencies for both International / National consultant

- Knowledge of issues concerning governance, women's rights and gender equality
- Specific knowledge in the area of democratic governance, economic empowerment, GBV and/or gender mainstreaming
- Excellent facilitation and communication skills
- Experience with focus group discussions and key informant interviews
- Ability to deal with multi-stakeholder groups
- Ability to write focused evaluation reports.
- Wide experience in quantitative and qualitative data collection methods.
- Willingness and ability to travel to the different project's sites in the country.
- Ability to work in a team.

### Core values / guiding principles:

The evaluators will adhere to the following core values and guiding principles:

- Integrity: Demonstrating consistency in upholding and promoting the values of UN Women in actions and decisions, in line with the United Nations Code of Conduct.
- Cultural sensitivity/valuing diversity: Demonstrating an appreciation of the multicultural nature of the organization and the diversity of its staff. Demonstrating an international outlook, appreciating differences in values and learning from cultural diversity.

## IX. Applying for the consultancy

Applications should include:

- Cover letter stating why you want to do this work, your capacity and experience and available start date.
- It should also indicate whether you apply for the International or National consultancy
- Detailed CV (UN Women P11)- this can be down loaded from the UN Women website
- Applications with the above details should be sending to UN Women Ethiopia country office until latest August 15, 2016

### ANNEX I: ETHICAL CODE OF CONDUCT FOR THE EVALUATION

It is expected that the evaluators will respect the Ethical Code of Conduct of the United Nations Evaluation Group (UNEG). These are:

- **Independence:** Evaluators shall ensure that independence of judgment is maintained and that evaluation findings and recommendations are independently presented.
- **Impartiality:** Evaluators shall operate in an impartial and unbiased manner and give a balanced presentation of strengths and weaknesses of the policy, programme, project or organizational unit being evaluated.
- **Conflict of Interest:** Evaluators are required to disclose in writing any past experience, which may give rise to a potential conflict of interest, and to deal honestly in resolving any conflict of interest which may arise.
- **Honesty and Integrity:** Evaluators shall show honesty and integrity in their own behaviour, negotiating honestly the evaluation costs, tasks, limitations, scope of results likely to be obtained, while accurately presenting their procedures, data and findings and highlighting any limitations or uncertainties of interpretation within the evaluation.
- **Competence:** Evaluators shall accurately represent their level of skills and knowledge and work only within the limits of their professional training and abilities in evaluation, declining assignments for which they do not have the skills and experience to complete successfully.
- **Accountability:** Evaluators are accountable for the completion of the agreed evaluation deliverables within the time frame and budget agreed, while operating in a cost-effective manner.
- **Obligations to Participants:** Evaluators shall respect and protect the rights and welfare of human subjects and communities, in accordance with the United Nations Universal Declaration of Human Rights and other human rights conventions. Evaluators shall respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity, while using evaluation instruments appropriate to the cultural setting. Evaluators shall ensure prospective participants are treated as autonomous agents, free to choose whether to participate in the evaluation, while ensuring that the relatively powerless are represented.
- **Confidentiality:** Evaluators shall respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source.

- **Avoidance of Harm:** Evaluators shall act to minimize risks and harm to, and burdens on, those participating in the evaluation, without compromising the integrity of the evaluation findings.
- **Accuracy, Completeness and Reliability:** Evaluators have an obligation to ensure that evaluation reports and presentations are accurate, complete and reliable. Evaluators shall explicitly justify judgments, findings and conclusions and show their underlying rationale, so that stakeholders are in a position to assess them.
- **Transparency:** Evaluators shall clearly communicate to stakeholders the purpose of the evaluation, the criteria applied and the intended use of findings. Evaluators shall ensure that stakeholders have a say in shaping the evaluation and shall ensure that all documentation is readily available to and understood by stakeholders.
- **Omissions and wrong-doing:** Where evaluators find evidence of wrong-doing or unethical conduct, they are obliged to report it to the proper oversight authority.

## 9.2. Annex 2: Key Informant Interview Guide

### Key Informant Interview Guide

#### Steps:

- Introduction of evaluator/s and interviewee
- Introduction of the interview purpose
- Obtain the consent of the interviewee
- Question and answer

#### Guiding Questions

Introductory Questions:

- Tell us about the involvement of your organization in the programme?
- What have been some of the key successes and challenges facing the programme?

#### Relevance and strategic fit:

1. To what extent has the programme addressed relevant country needs, particularly the needs of targeted women and girls?
2. To what extent is the programme aligned to national policies and priorities? Do they need to be adapted to specific (local, sectoral etc.) needs or conditions?
3. To what extent the programme objectives and results have taken into account specific local, sectoral and institutional needs, priorities or conditions?
4. Were there major changes in priorities that should have been addressed by the programme?
5. To what extent relevant stakeholders have been involved/consulted in the formulation and implementation of the programme so as to identify national priorities?
6. To what extent the planned programme outputs and results are relevant to international commitments, national policies, UNDAF and donor policies?



7. Have the major stakeholders taken ownership of the programme concept?
8. To what extent major stakeholders understand the programme concept and committed to it?

### Validity of design:

9. How is the programme aligned to the UNDAF?
10. What was the information basis for the development of the programme? Was a gender analysis conducted during the UNDAF or the development of the JP GEWE. If undertaken, did the gender analysis offer good quality information on underlying causes of inequality to inform the JP?
11. Was the overall design, including the intervention logic, strategies and partners of the programme appropriate, coherent and realistic? What needs to be adjusted?
12. Do you have a clear idea of the Programme's strategic outcomes and outputs? Do results causally link to the intended outputs (immediate outcomes) that link to the outcomes and broader impact (development goal)?
13. How strategic are partners in terms of mandate, influence, capacities and commitment?
14. To what extent the indicators to measure progress/achievement and their means of verifications included in the programme document are appropriate and useful?

### Effectiveness:

15. Do you have a clear idea of the programme's outputs? If so, is the programme making sufficient progress towards its planned outputs? To what extent has the programme achieved its planned outputs or result areas?
16. How was the quality of the outputs or benefits delivered by the programme?
17. How has the JP enhanced ownership and contributed to the development of national capacity?
18. How have stakeholders been involved in programme implementation?
19. Have the quantity and quality of the outputs produced so far been satisfactory? How have the benefits accrued to women and men?

### Efficiency:

20. Are sufficient resources allocated to the programme, particularly to integrate human rights and gender equality in the programme?
21. Have resources been used efficiently, in a cost-effective manner?
22. Have programme funds and activities been delivered in a timely manner? If there were delays, what were the causes?
23. What were the major challenges to ensure efficiency? What level of effort was made to overcome these challenges?
24. Are there sufficient resources (financial, time, people) allocated to integrate human rights and gender equality in the design, implementation, monitoring and evaluation of the JP?

25. Were there any constraints (e.g. political, practical, and bureaucratic) to addressing human rights and gender equality efficiently during implementation?

### **Sustainability:**

26. Did the intervention design include an appropriate sustainability and exit strategy (including promoting national/local ownership, use of national capacity, etc.) to support positive changes in human rights and gender equality after the end of the intervention?
27. Are there any changes in institutional policy, structure, system, etc., that would contribute to the sustainability of achieved results of the programme?
28. What will continue after the programme has ended?

### **Coherence:**

29. What were the efforts made and the challenges faced to ensure the coherence between the different components of the programme implemented by different institutions?
30. To what degree are partners working towards the same results with a common understanding of the inter-relationship between interventions?
31. To what extent are approaches such as attention to gender, a human rights-based approach to programming and results based management understood and pursued in a coherent fashion?
32. Are United Nations agencies working together more effectively?

### **Management and Coordination:**

33. Was the management and coordination arrangement set out in the programme document appropriate and realistic? Were the roles and responsibilities of the structures and institutions involved in the management of the programme clearly defined and understood by all?
34. Were management and implementation capacities adequate?
35. How well have the coordination functions have been fulfilled?
36. Were there efforts to coordinate and ensure complementarity with other JPs?
37. How well are responsibilities delineated and implemented in a complementary fashion?
38. How was the programme monitored and reviewed? To what extent was this exercise useful and used?
39. How effectively does the programme management monitor programme performance and results?
40. Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined?
41. Is relevant information and data systematically being collected and collated?
42. Is information being regularly analysed to feed into management decisions?
43. Has the programme made strategic use of coordination and collaboration with other joint programmes to increase its effectiveness and impact?

## Guiding Questions: Implementing Partners

Introductory Questions:

- Tell us about your involvement in the programme?
- How long have you been involved?
- What has worked well? And what has not work well?
- What have been some of the key successes and challenges facing the programme?

## Implementing partners

Component one: Economic Empowerment

1. How many women have started and expanded businesses one year after receiving financial services and BDS?
2. Have women's cooperatives and groups been linked to markets? If so, to what extent have their incomes increased?
3. To what extent has individual woman's income that is provided with financial and BDS's service increased?
4. Is there any national strategy developed and adopted by the government for microfinances? If yes, what is it?

## Component two: Education, Leadership and Decision-Making

- Has the level of girls GER at lower secondary in JP targeted regions increased? If so, why? If not, why not?
- Has the level of girls qualified to join preparatory increased? In particular, for Addis Ababa, Benishagul Gumuz, Gambella and Oromia?<sup>39</sup> If so, why? If not, why not?
- What is the level of women's participation in leadership positions in local institutions, such as RUSSCO, local committees etc.? Has it increased since JP intervention? If so, why? If not, why not?
- Has the level of women's participation in senior level management of the civil service increased since JP intervention? If yes, why? If not, why not?
- Have women been supported to upgrade their professional skills? If yes, what kind of support have they received?
- Do women and girls have access to remedial education or capacity building support? If yes, please explain the kind of support they've received.
- To what extent have girls been transitioning to tertiary level of education? Please provide some data.
- To what extent have girls been retained in tertiary level education? Has there been a decrease in the level of girls drop-out after JP intervention? If yes, why? If no, why not?
- To what extent have women acquired basic functional literacy skills through JP support?

39 Baseline GER: Addis Ababa 39.1; Benishangul Gumuz 8.4; Gambella 3.2; and Oromia 5.6  
Target: 5% increase for the four regions

- Have women entrepreneurs benefited from functional literacy programmes? If yes, what was the added value?
- What is the level of women's enrolment in higher learning institutions?

### **Component three: Institutional Mechanism (Federal and local government)**

- Which are the sectors, at federal and regional level, that are integrating gender into their programming? And how are you integrating gender? Do you have gender mainstreaming guidelines/tools? Do you have budget allocated for gender mainstreaming? If yes, has the budget allocated for gender been increasing or decreasing?
- How has gender been covered at sectoral performance reports, in terms of using sex-disaggregated data and gender-related achievements?
- Which are the ministries and regional bureaus that have adopted gender-responsive planning along with M&E plans and budgeting tools?
- Do federal and local personnel have acquired knowledge and skills on gender-responsive planning and budgeting? If so, how?
- Are there gender forums/networks that have been established at federal and regional levels? If so, do they have a structure with clear leadership, ToR, secretariat and work plan?

### **Component four: Human Rights and GBV**

- How many women and girls have benefited from centres that provide services for survivors of GBV?
- Are there regions that are implementing and reporting in line with the HTP strategy? If yes, which are they?
- Are there *woredas* in your region that have declared abandonment of FGM/C? If yes, please list them.
- Are there multi-sectoral coordinating systems put in place for the prevention and response of GBV? If yes, do they have a ToR and a structure with clear leadership?
- Do service providers have standard operating procedures and practices? If yes, do they reflect gender-sensitivity?
- Which are the regions that have referral pathways in place for the prevention and response of GBV? What are the challenges and successes of these referral pathways?

### **Review some of the key evaluation topics (Relevance, validity of design, effectiveness, efficiency, sustainability, coherence, management and coordination)**

## Beneficiaries

### Background Questions:

- Tell us about the support you have received from UN Women
- What has worked well with the support you have received?
- Have there been any challenges?
- What has been the key impact of this support?

### Economic empowerment

1. What are some of the financial institutions that are implementing targeted package services for women? What kind of services do they provide?
2. Where do you receive information on BDS? What kind of information do you receive? To what extent has the information been useful?
3. Have you acquired knowledge on financial and management skills? What kind of knowledge have you received?
4. Did you show improvement on the day-to-day management of your businesses after receiving information and knowledge? If yes, how? And if not, why not?
5. Do you have access to markets? If so, how? And if not, what are the challenges?
6. Have you<sup>40</sup> benefited from functional literacy programmes? If yes, what was the added value?

### Human right and GBV

1. Have survivors of VAW been benefiting from financial and BDS services provided? If yes, please list the types of services you have received.
2. What kind of services do survivors of violence against women and girls receive from centres? And how much does it help survivors with their condition?
3. Are there referral pathways for survivors of GBV? If yes, explain about the referral mechanism with different stakeholders (shelter, medical care, legal aid, psychosocial support etc.)
4. Do you know where to go to when incidence of VAW occurs? Is the referral mechanism clear?

### Education and leadership

- What kind of support do you get from JP? Do you have access to remedial education or capacity building support? If yes, please explain the kind of support you have been receiving and its added value.
- Have you been benefiting from functional literacy programmes? If yes, please explain the benefits of this programme.
- Please explain the challenges and success stories, if any, you've observed after the JP intervention/support.

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<sup>40</sup> Women entrepreneurs

### 9.3. Annex 3: List of Meetings

Name	Position	Organization
Letty Chiwara	Country Representative	UN Women
Funmi Balogun	Deputy Country Representative	UN Women
Yelfigne Abegaze	National Programme Coordinator	UN Women
Heran Ayele	Programme Specialist EAWW Specialist	UN Women
Simegn Kuma	Programme Officer	UN Women
Desset Abebe	Programme Officer	UN Women
Teshay Gette	Gender Programme Officer	UNFPA
Bethlehem Solomon	National Programme Associate	UNFPA
Bethlehem Kebede	Programme Specialist Gender and Human Rights	UNFPA
Dereje Alemu	Programme Officer	ILO
Ellen Alem	Gender and Social Development Specialist	UNICEF
Afewerk Fekadu	Programme Officer	UNDP
Samuel Asnake	Programme Officer	UNESCO
Tewabech Tamrat	Finance Officer	UNESCO
Neteru Wondwosen	Director, Gender Directorate	MoFEC
Mesfin Zewdie	Team Leader	MoWCA
Seleshi Tadesse	Mobilization and Women Economic Empowerment Director	MoWCA
Inku Asnake	Director (Women, Children, Youth and Crosscutting Issues Directorate)	MoJ/Attorney General Office
Wosenyelesh Admasu	Former Director (Women, Children, Youth and Crosscutting Issues Directorate)	MoJ/Attorney General Office
Akberet Hile	Deputy Head	AA, Kolfe Keranio Sub-City Prosecution Office
Bikile Asfaw	Project Expert	Oromia BoWCA
Bertukan Damtew	Office Head	Mulo Woreda (Oromia) BoWCA
Hirphesa Terfa	Expert	Mulo Woreda (Oromia) BoWCA
Melkamu Adar	Expert	Mulo Woreda (Oromia) BoWCA
Eshetu Ewnete	Programme Coordinator	Amhara BoWCA
Taglo Layew	AV/Director, Project Preparation and Monitoring Directorate	Amhara BoWCA
Eshete Alene	Process Owner, Human Rights Issues	Amhara BoJ
Belynesh Gedefaw	Deputy Head	Lay Gaint Woreda (Amhara) BoWCA
Genet Assefa	Project Expert	Lay Gaint Woreda (Amhara) BoWCA

Maru Yetayehal	Project Coordinator	Guwagusa Shikudad Woreda (Amhara) BoWCA
Tesfu Alemu	Regional Programme Coordinator	UNFPA (Tigray)
Hafta Gebreuas	JP Focal Officer	Tigray BoWCA
Leake Haileselassie	Finance Officer	Tigray BoFED
Glselasse Kidanu	Programme Officer for GEWE	Tigray BoFED
Abriha Gebru	Office Head	Kola Temben Woreda (Tigray) BoWCA
Hadish Abraha	M&E Expert	Kola Temben Woreda (Tigray) BoWCA
Salih Siraj	Expert	Kola Temben Woreda (Tigray) BoWCA
Gebresselassie Hilaf	Expert (Revolving Fund)	Abyi Adi Woreda (Tigray) BoWCA
Abeba Asefaw	Expert (Revolving Fund)	Abyi Adi Woreda (Tigray) BoWCA
Fitsum Gebre		Tigray BoWCA
Bershu Teklay	Assistant Coordinator	Tigray BoWCA
Byu Girmay	Expert	Tigray BoWCA
Beriha Gabena		Tigray BoWCA
Alemat Amare	Deputy Bureau Head	Tigray BoWCA
Rahel Tsegay	Gender Expert, Gender Office	Mekelle University
Muluka Mohammed	Bureau Head,	Dire Dawa, BoWCA
Rahel Balcha	Social Scientist	Dire Dawa, Federal Instance Court
EtaWork Tesfaye	Public prosecutor	One-Step centre, Dire Dawa
Wongel	Investigator	One-Stop Centre
Ifrah Ahmed	Gender officer	BOWCA, Somali region
Hussein Abdlahi	United Nations Executive Committee Coordinator	BOFED, Somali Region
Mahadha Kassim	Education Officer	UNICEF Somali Region
Mohomal Mohmoud	Child Protection Officer	UNICEF Somali Region
Ali Ahmed Munim	M&E Officer, UNICEF	UNICEF Somali Region
Atsede Ayza	D/Head	SNNPR, BOWCA
Abraham Seteayehu	United Nations Assisted Programmes Coordinator	BoFED, SNNPR
Ato Tesfaye Mamo	Capacity Building Coordinator/JP Focal Person	SNNPR, BOWCA
Wogayehu Getu	Project Coordinator	BoJ, SNNP
Anette Dahlström	Counsellor, Human Right, Democracy and Gender	Sweden Embassy
Tsige Alemayehu		Norway Embassy
Maria Munir	Founder/Executive Director	AWSAD
Meti Dereje	Programme Officer	AWSAD

## 9.4. Annex 4: Agenda

Date updated December 1, 2016

Meeting schedule for consultants JP GEWE end evaluation

Date	Time	Meeting @	Remark
<b>November 9, 2016</b>	9:30	UNFPA (Tehay Gette)	
	11:00	AWSAD (Maria Munir)	At AWSAD office
	2:00	MoFEC (W/ro Neteru Wondwosen)	
	4:00	UN Women (Yelfigne)	
<b>November 10, 2016</b>	9:00	ILO (Derje Alemu)	To be re scheduled
	10:30	MoWCA (Ato Mebratu Yimer)	At MoWCA
	2:00	ILO rescheduled (6 <sup>th</sup> -7 <sup>th</sup> floor old building)	
	3:00	UNCEF (Ellen Alem)	
	4:30	UNDP (Afewerk Fekadu)	
<b>November 11<sup>th</sup>, 2016</b>	9:00	UNESCO	
	10:00-2:00	Inception workshop @ UN Women 9 <sup>th</sup> floor	
	2:10	Sweden Embassy (Anette Dahlström)	
<b>November 14<sup>th</sup></b>	9:30	MoWCA	2-hour meeting
	4:00	MoJ rescheduled for 25 <sup>th</sup> of November	
<b>November 15<sup>th</sup></b>	8:30	Norway Embassy (Tsiga Alemayehu/0911504499)	
	9:00	BoWCA	
	11:00	UN Women (Mme Letty)	
	1:30	Prosecutor working at Torhayloch (Akberet) The meeting is expected to take place at Tor Hailoch at 8:00 local time. The office is located in the building where Kaldis coffee is, 5 <sup>th</sup> floor, office number 513. Akiberet tel- 0911250621	
<b>November 25<sup>th</sup></b>	10:00	Desset Abebe (UN Women)	
	10:00	MoJ (Enku and Woseneyeleshi)	
<b>November 28<sup>th</sup></b>	9:00	UNFPA Bethlehem Solomon, National Programme Associate Bethlehem Kebede, Programme Specialist Gender and Human Rights	
	4:00	Heran Ayele, UN Women EAW	
November 29 <sup>th</sup>	4:30	WEE team, UN Women Simegn Kuma	
November 30	2:00- 5:00	Debriefing meeting with 15 participants (UN women, UNFPA, UNDP, Norwegian embassy, MoWCA and Oromia women children Affairs bureau)	
December 1 <sup>st</sup>	1:00-1:20	Funmi Balogun, Deputy county representative UN Women	



Travel schedule is arranged as detailed below [ The week of November 14<sup>th</sup> ]

Date	Traveling	Name of traveller	Means of transportation
<b>November 15<sup>th</sup>,2016</b>	Addis Ababa – Dire Dawa	<b>Meron Genene</b> Dire Dawa BoWCA: W/ro Muluka 0927913367 Head of BoWCA (currently in a meeting so we could not reach her. Will update you) Dawit 0911540958 JP GEWE Coordinator BoWCA (he is already informed and can take you through all the interventions) Dire Dawa Safe House and One Stop Centre: 0915036279 Rahel Safe House Coordinator (will accompany you to visit both the safe house and one stop centre)	Air Ticket
<b>November 17,2016</b>	Dire Dawa – Jig-jiga	<b>Meron Genene</b> Contact person from BoWCA: Ato Gizaw – 0915749082 1. Ifrah Ahmed – BoWCA Gender department head & also focal person for the Gender joint programme – Contact # 0915752526 2. Rahma Mahamud – BoWCA bureau head – contact # 0933002689 3. You can also talk to UNCEF Education, CP & Ellen for the different outcomes.	Air Ticket
<b>November 19,2016</b>	Jigjiga -Addis Ababa	<b>Meron Genene</b>	Air Ticket

Date	Traveling	Name of traveller	Means of transportation
<b>November 14<sup>th</sup> -15<sup>th</sup>,2016</b>	Addis Ababa	Francoise Coupal and Yoseph Endeshaw	Car to travel within Addis
<b>November 16<sup>th</sup>-18<sup>th</sup> ,2016</b>	Addis Ababa -Oromia (Sheno and Bora)	Francoise Coupal and Yoseph Endeshaw	Car (four-wheel drive)

The week of November 21<sup>st</sup>,2016

Date	Traveling	Name of traveller / travelling area and contact	Means of transportation
<b>November 20-24</b>	Tigray region, Mekele town	Francoise Coupal Woreda 1 – Tanqua Abergele Woreda 2 – Qola Temben and Abayi Adi Town Mr. Haftey – 0914756298 (Tigray BoWCA focal person) Ms. Meaza – 0914705761 Tigray BoWCA Mr. Leake – 0914705581 Tigray BoFED <ul style="list-style-type: none"> <li>• Discussion with UNFPA regional office and BoFED</li> <li>• Discussion with district stakeholder Kola Temben</li> <li>• Travel to village and discussed with beneficiaries</li> <li>• Discussion with district stake holders Abyi Adi town (urban)</li> <li>• Discussion with regional stakeholders BOWCA</li> <li>• Discussion with university</li> </ul>	Air ticket

<b>November 21-24</b>	SNNPR (Hawassa)	Meron Genene The target Districts are – Dalocha woreda (Silte Zone) and Mareko woreda (Gurage Zone). The first woreda might be changed yet since all the woredas are adjacent this could safely be used to assume the distance for renting the vehicle.	Car
<b>November 21-24</b>	Amhara	Yoseph Woreda 1 – Guwagusa Shikudad (inside Awi zone) Woreda 2 – Lay Gayint Ms. Fantaye – 0911705038 Head, Amhara BoWCA Mr. Alemseged – 0918701117, Focal Person, Amhara BoWCA (Ato Awoke – will get his address soon)	Air ticket

### 9.5. Annex 5: Survey Questionnaire

#### Introduction

The Government of Ethiopia-United Nations Joint Programme on Gender Equality and Women's Empowerment (JP GEWE) is a programme designed to run from 2013-2016. Now that the JP implementation period is drawing to a close, an independent team of evaluators has been engaged to evaluate the programme. The evaluation will look at progress made under the four Priority Areas and evaluate the extent to which the JP has met its overarching development goal. This questionnaire has been developed as part of an evaluation exercise designed to assess the Joint Programme operations, administration, and outcomes in order to identify lessons and good practices that can improve future gender equality and women's empowerment joint programmes and joint programming in Ethiopia.

We would be very grateful for your time in providing answers to the following questions with as much specificity, clarity and candidness as possible. **Your answers are confidential.**

In responding to a YES or NO or other close-ended questions, please provide additional information if necessary to serve as illumination to the specific question.

We thank you for your time and candour.

#### 1. Respondent Profile

**Gender:** Male \_\_\_\_\_ Female \_\_\_\_\_

#### Institution

United Nations Agency       Government       NGO/CSO       Private Sector  
 Current Position of Respondent in the Institution

#### Represented:

How long have you involved in the management or implementation of the JP GEWE?  
 \_\_\_\_\_

One year       2 years'       3 years       4 years

#### 2. Which of the 4 JP GEWE outputs does your organization work in?

Women's economic empowerment  
 Education, leadership and decision making

Strengthened Institutional mechanism for Gender Equality and Women's Empowerment

Promotion and Protection of rights of women and girls

### 3. Relevance

3.1 The JP is expected to respond to the needs of the country in terms of the development and gender context. In your opinion and related to the output area that you work on, to what extent has the programme responded to country needs and the particular needs of women and children?

To a large extent       To a medium extent  
 To a small extent       Unsure/Don't know

3.2 To what extent have the JP goal and objectives need to be adapted to specific local, sectoral) needs and conditions?

To a large extent       To a medium extent  
 To a small extent       Unsure/Don't know

#### Comments:

3.3 To what extent have the stakeholders understood and taken ownership of the joint programme concept?

To a large extent       To a medium extent  
 To a small extent       Unsure/Don't know

#### Examples:

### 4. Effectiveness

4.1 To what extent has the programme achieved its intended results in your output area/s?

Achieved all or most of the results       Achieved some of the results  
 Achieved very few of the results       Unsure/Don't know

4.2 To what extent has the JP GEWE contributed to the development of national capacity to address gender equality and women's empowerment issues?

To a large extent       To a medium extent  
 To a small extent       Unsure/Don't know

#### Examples:

### 5. Efficiency

5.1 Have resources been used efficiently? Have activities supporting the strategy been cost-effective?

To a large extent       To a medium extent  
 To a small extent       Unsure/Don't know

#### Any examples?

5.1 Have programme funds and activities been delivered in a timely manner?

To a large extent       To a medium extent  
 To a small extent       Unsure/Don't know

5.2 Were there any constraints (e.g. political, practical, and bureaucratic) to addressing human rights and gender equality efficiently during implementation?

- To a large extent       To a medium extent  
 To a small extent       Unsure/Don't know

**Comments:**

**6. Coherence**

6.1 To what extent are approaches such as attention to gender, human rights based approach to programming and results based management understood and pursued in a coherent fashion?

- To a large extent       To a medium extent  
 To a small extent       Unsure/Don't know

6.2 To what degree are partners working towards the same results with a common understanding of the inter-relationship between interventions?

- To a large extent       To a medium extent  
 To a small extent       Unsure/Don't know

**7. Sustainability**

7.1 Do you believe that the programme achievements will be sustained after the JP support comes to an end?

- To a large extent       To a medium extent  
 To a small extent       Unsure/Don't know

**How?**

7.2 To what degree did partners change their policies or practices to improve human rights and gender equality fulfilment (e.g. new services, greater responsiveness, resource re-allocation, improved quality etc.)?

- To a large extent       To a medium extent  
 To a small extent       Unsure/Don't know

**8. Management and Coordination**

8.1 To what extent are responsibilities delineated and implemented in a complimentary fashion?

- To a large extent       To a medium extent  
 To a small extent       Unsure/Don't know

8.2 How do you assess the actual coordination of the programme (both at output and programme levels)?

- To a large extent       To a medium extent  
 To a small extent       Unsure/Don't know

8.3 How was the programme monitored and reviewed? To what extent was this exercise useful and used?

- To a large extent       To a medium extent  
 To a small extent       Unsure/Don't know

9. Additional information

9.1 What are the core gender equality and women’s empowerment related problems in the country? Have these been addressed by the JP?

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9.2 What were the most serious challenges in terms of programme design, implementation, monitoring and evaluation?

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9.3 What are the major lessons to be drawn from the design and implementation of the JP?

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9.4 What recommendations do you have to improve similar future programmes, in terms of programme thematic focus, management and administration, strategies, working procedures, stakeholder’s participation, etc.?

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Any other comments are helpful:

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Thank you!

## 9.6. Annex 6: World Café Minutes

Inception Meeting Presentation,  
Discussion and World Café Workshop,  
Friday, November 11, 2016

### Opening:

Yelfigne Abegaz from UN Women made opening remarks welcoming all participants.

In attendance were about 18 representatives from UN Women, UNESCO, UNICEF, ILO, MoFEC, MoWCA and others including evaluation consultants. (*See attendance list at end*)

### Plenary on the inception report:

#### **Francoise opened the plenary on the inception report submitted previously.**

Mesfin from MoWCA requested for clarification from the evaluation team on why they did not include all nine regions in their sampling as stated in the JP GEWE ToR. He also asked for the justification of why some *woredas* were selected and others were left out.

He asked whether the evaluation team addressed the comments on the report given by the evaluation reference group via email.

He also commented that analysis and conclusion should stand separately in the evaluation report rather than together in one section.

Francoise responded to Mesfin's questions saying that all nine regions are still being covered in the evaluation and that information and data from all nine regions will be processed. Only for the purpose of primary data gathering and field visits will the evaluation team go to selected regions, she said. Yoseph added that the team will be reviewing reports from all regions, but that field visits will be made to selected regions only for logistic and other reasons. He explained that for the number of *woredas* and target population of the JP, their sampling is by all standards adequate.

Regarding the format of the inception report, Francoise explained that they followed UN Women guidelines and that conclusion and recommendations appear in two places throughout the report: one at the end of each section and one at the very end of the report.

Another participant suggested that one of the ethnic groups from SNNPR and Afar should be included in the field visit sites. Following on this, Desset from UN Women asked if as suggested, the evaluation team would travel to SNNPR and Afar for primary data collection. Francoise responded saying the team will have to discuss the matter.

### World Café for deep conversations

Francoise described how to use the World Café method to deepen conversations. Groups periodically move from table to table to discuss specific questions at each table, and one person from each group stays behind to brief the oncoming group about the discussion they just held. Through this method, all groups managed to give feedback on all evaluation topics.

Yoseph added that they want to take advantage of all participants being there in one place. He said that they seek to receive their reflections on the key results of this programme, the major lessons learned, strengths, weaknesses, best practices and recommendations.

**Exercise 1:** Groups sat around tables each designated with one outcome area. Using post-its, groups were asked to identify the top five important results in their outcome areas.

Outcome 1: Women have increased income for improved livelihoods.

Outcome 2: Women and girls have increased opportunities for education, leadership and decision making.

Outcome 3: Federal and Local level government institutions have strengthened their capacity to implement national and international commitments on gender equality and women's empowerment.

Outcome 4: Federal and local level institutions and communities have enhanced their capacity to promote and protect the rights of women and girls.

After discussions, groups read out their key results and posted them under their outcome areas.

Photo 13: Some of the beneficiaries from the Eastern Harerga zone with the solar lamps and livestock they purchased using the profit from the businesses supported through loans and skills provision. (Photo credit: UN Women/Fikerte Abebe)



**Key Results that came out of the word cafe workshop**

Outcome 1	Outcome 2	Outcome 3	Outcome 4
<ul style="list-style-type: none"> <li>6000 women have started income generating activities. More than 6000 women have access to micro credits (This figure is different from the one on page 12.)</li> <li>Strengthened network of IPs for the delivery of financial and BDS</li> <li>Improved access to markets, products and services</li> <li>Women's management skills (such as accounts keeping) have improved</li> <li>Women in the target group have improved their income</li> </ul>	<ul style="list-style-type: none"> <li>Gender clubs in 21 public universities strengthened through capacity building, financial assistance and material support</li> <li>Life skill module prepared and distributed to 21 public universities. Pool of life skills trainers created. (around 840 trainers)</li> <li>Approx. 10,000 young girl university students enhanced their study, negotiation, and communication skills through life skills training (this is not reflected under findings of outcome 2)</li> <li>Girls' learning achievement improved as a result of financial support</li> <li>Dropout rate has reduced; semester results have improved (150-300 girl students in each university)</li> <li>Enhanced leadership capacity of more than 700 women leaders in the civil service in Amhara region and 300 women in Oromia.</li> <li>Improved school performance of 6,854 most vulnerable girls in upper primary and lower secondary levels in Gambella, Oromia, Tigray, Amhara, Somali and SNNPR (JP GEWE AR, 2015:6).</li> </ul>	<ul style="list-style-type: none"> <li>Coordination on gender equality among sectors strengthened</li> <li>CEDAW reporting and follow up strengthened</li> <li>Gender-responsive budgeting capacity of planners and budgeting institutions strengthened based on the GRB guideline</li> <li>Gender mainstreaming guideline developed and used to enhance the capacity of women machineries</li> <li>Performance levelling tool developed to measure sector institutionalization of gender equality</li> </ul>	<ul style="list-style-type: none"> <li>Strengthened law enforcement in the response to VAWG and HTPs (Data collection mechanisms, special investigation units, trainings, etc.)</li> <li>Community-based structures strengthened to respond and prevent VAWG/HTPs (women development groups, religious leaders, FBOs, etc.)</li> <li>Established and strengthened referral and coordination mechanisms in the prevention/ response to VAWG/HTPs (National Alliance, Regional coordination)</li> <li>Reduction of HTPs but only in few regions (not necessarily true for entire JP geographic area)</li> <li>Increased availability of comprehensive services to survivors of violence/ HTPs (safe houses/ OSC)</li> </ul>



## Factors that facilitated or hindered achievement of results

Factors that facilitate	Factors that hinder
<p>Joint planning (although delays have been encountered)</p> <p>Enabling policy</p> <p>Good coordination</p> <p>Multi-sectoral approach</p>	<p>Limited resources</p> <p>RBM capacity (despite trainings given)</p> <p>Gaps in M&amp;E</p> <p>Limited involvement of CSOs</p> <p>Geographic area too wide</p> <p>Mandate overlap between agencies and sectors</p> <p>Lack of follow up mechanism</p> <p>Lack of timely release of fund</p> <p>Weak accountability</p> <p>Programme management communication not functional</p> <p>Reporting delays</p> <p>Inconsistency in enabling circumstances</p> <p>High turnover</p> <p>Lack of coherence in the implementation of outcomes</p> <p>Lack of institutional memory</p>

## Lessons learned

<p>Strengthen resource mobilization</p> <p>More investment on data and evidence e.g. MIS, Research</p> <p>Involvement of all relevant sectors e.g. education, justice (e.g. MoFEC, agriculture, FeMSEDA, MFI)</p> <p>Geographical focus</p> <p>Working with community-based, religious leaders (FBOs) to address root causes of gender inequalities is effective</p> <p>More CSOs should be involved in programme implementation</p> <p>Thematic focus</p> <p>Mandate clarity</p> <p>Fewer United Nations agencies for improved joint programming</p> <p>Use of financial institution for credit delivery has enhanced sustainability of the revolving fund</p> <p>Male engagement is crucial for GEWE</p> <p>Focus on poor/disadvantaged girls</p> <p>More work on accountability, gender mainstreaming</p> <p>Review capacity building packages</p>
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## Examples of Best Practice

Delivering as One - United Nations JP – reduces duplication of efforts and resources  
 Comprehensive services for survivors e.g. one-stop centre, safe  
 Ownership of stakeholders in programme planning, implementation and M&E  
 Gender sector forum  
 Gender resource centres set up at regional level in Tigray and Oromia  
 National Alliance on Ending HTPs (child marriage and FGM/C) (its coordinating mechanism, initiatives, etc.)  
 Performance levelling tools + gender instrument tools  
 Special investigation units and women/child-friendly benches  
 Coordination for financial and non-financial service delivery  
 Gender-responsive budgeting at planning (Amhara/ Limokumkum)  
 Violence against women module introduced in the Ethiopia Demographic and Health Survey (EDHS)  
 Packages that complement toward holistic improvement for large numbers of women and girls e.g. (education, health, HTP, finance, etc.)  
 Reaching many disadvantaged women and girls in districts nation wide  
 Sex-disaggregating software being developed  
 Women in Amhara, their leadership enhanced  
 One-stop centres  
 Capacity building of women development groups

## Practical Recommendations to inform design, implementation, management and coordination of future joint programmes

Geographic focus  
 Realistic planning and budgeting  
 RBM methodology to be strictly followed and standardized at all levels  
 Strong accountability and coordination mechanism on both sides – United Nations and government  
 Robust resource mobilization to be considered  
 Participation of stakeholders other than gender machinery and CSOs  
 Thematic focus  
 Designate JP focal persons/units in all structures  
 Consider the Ethiopian calendar in budget planning and reporting, etc.  
 Resource pool

## Closing

Participants briefly discussed on the priority points under each evaluation topic.

When asked by Francoise if they liked the World Café method, participants responded positively.

**Rahel** from UNICEF said that it helped her to check to what extent others shared her opinion. Francoise said that what was good about World Café is that ideas come from partners; evaluators do not put ideas in the partners' minds.

**Yelfigne** added as a challenge that visibility and communication of JP outputs is inadequate as the programme outputs are not well documented and disseminated.

**Yelfigne** made concluding remarks thanking everyone for taking part in the useful exercise. She encouraged all to continue to be active in the process.

**Francoise** said that a debriefing workshop would take place in the afternoon of 30 November and a validation workshop a few weeks later.

## Attendance

	Name	Organization
1	Meti Dereje	AWSAD
2	Ellen Alem	UNICEF
3	Neteru Wondwosen	MoFEC
4	Mesfin Zewdie	MoWCA
5	Behailu Geremedhin	UNFPA
6	Heran Ayele	UN Women
7	Dereje Alemu	ILO
8	Meron Genene	Consultant
9	Yoseph Endeshaw	Consultant
10	Luwam Zenebe	UN Women
11	Tewabech Tamrat?	UNESCO
12	Bikile Asfaw?	OWCAB
13	Samuel Asnake Wollie	UNESCO
14	Dereje Legesse	Oromia BoWCA
15	Linda Yohannes	UN Women
16	Desset Abebe	UN Women
17	Yelfigne Abegaz	UN Women
18	Francoise Coupal	Mosaic
19	Anette Dahlström	Swedish Embassy

## Agenda for Workshop:

Joint Programme on Gender Equality and Women's Empowerment

Friday, November 11, 2016

Location: UN WOMEN

<b>8:45</b>	Registration
<b>9:00-9:30</b>	Introductions:
	Welcoming Remarks by UN WOMEN: Letty Chiwara
	Introduction of Evaluation Team: Françoise Coupal, Yoseph Endeshaw and Meron Genene
	Introduction of Workshop Participants
<b>9:30-9:45</b>	Stakeholder Engagement Workshop Objectives of the Workshop, Methodology
<b>9:45-10:10</b>	Key Results of the Programme
<b>10:10-10:30</b>	Prioritizing Key Results
<b>10:30-10:45</b>	Coffee break
<b>10:45-11:45</b>	Small group discussion on the following topics:
	Table 1. Strengths and Limitations of the Phase II Programme
	Table 2. Lessons Learned to improve programming and Best or Promising Practices
	Table 3. Recommendations for design, implementation, management and coordination of future joint programmes
	Table 4. Sustainability. What is needed to ensure local capacity and long-term viability of the Programme?
<b>11:45-12:00</b>	Questionnaire
<b>12:00-12:30</b>	Plenary and Prioritizing Results
<b>12:30</b>	Concluding remarks



## Debriefing presentation

The evaluation is to give an in-depth assessment of the results against the four key outcomes in terms of relevance, effectiveness, sustainability, appropriateness of design and coherence. They also looked at some of the lessons learned, good practices and factors that facilitated and hindered the achievement of results and provide practical recommendations.

The presentation<sup>42</sup> covered objective, scope, methodology used for collecting data, findings, including challenges, good practices and recommendations.

As part of the evaluation, the consultants were given 28 questions covering seven topic areas to respond within 60 page of final report: **Relevance and strategic fit, validity of the design, effectiveness, efficiency, sustainability, coherence, management and coordination.**

The key methods for data collection used by consultants was review of documentation, desk review, semi-structured interviews with key stakeholders, testimonials and case studies, FGD with beneficiaries and community members, survey questioners, workshop (World Café with stakeholders).

In terms of field visits, they covered federal IPs, Dire Dawa, Tigray, Somali, Oromia and SNNPR. Consultants said they have interviewed 180 (128 females and 52 male) individuals from government offices, United Nations agencies, beneficiaries, donors and implementing partners (AWSAD).

Time constraints, limited resources to cover all regions and staff turnover which created gaps in institutional memories were mentioned as limitations of the evaluation.

Following the above introduction, findings as per outcome were also presented by consultants. Details are included in the attached PPT presentation.

## Discussion points and suggestions

- A question of attribution of the JP to results particularly related to HTPs and the national alliance on GBV, given the various similar interventions on the area, was raised. The response from the consultants was attribution of results to the JP was not difficult as they made sure that their sample **woredas** for a particular outcome specifically benefited from the JP and no other project. However, 100 per cent attribution of the JP to the National Alliance cannot be made.
- Consultants were asked what means of verification they have used? They replied monitoring reports, the result based management report, annual partner review meetings, etc. and the figures may change as updated reports are received. In terms of women who received the revolving fund we met women who received a first round and second round so here the question was do we count that beneficiary once or twice?
- With regards to identifying how many of the women have been successful in the education or economic empowerment this evaluation is not able to give us numbers. The evaluation team is able to give numbers only on the few cases like the economic empowerment which is easy to count and measure or present case stories. That is a limitation of this assessment and it was suggested to be pointed as one limitation of the findings.

42 Annex II

- Another comment made by a participant was that, when it comes to achievements in terms of quantity or number of beneficiaries whose life has changed for the better, the JP can not be said to achieve its ambitious target. However, the JP has been successful in changing the lives of those women who have benefited from its interventions. Individual cases and testimonials can be an evidence to this change (taking the interviewed women as sample);
- Under Outcome 1, it would be good to include that there have been challenges, like non-repayment of loans and have they been affected by the drought, or how does climate change affect them?
- As explained by consultants, one thing women suggested was that although they have received training when they begin business, they would also appreciate follow up trainings.
- It was asked what were the factors that impede civil society organizations (CSOs) in engagement with the implementation of the JP. Consultants said that who did the selection of partners, the charities and societies law could be some factors for minimal participation of CSO's, but if efforts have been made it would have been possible to increase more CSO's.
- It was commented that geographic dispersion comes from a more equity intention and if we focus it more it will be difficult to address the needs of many that are living in poverty. This comment was discussed among participants and some pointed out that it is an issue of prioritization and focusing. It can also start with a focused approach, show impact and efficiency and when more funds are found to expand and scale up. With 26 per cent of Ethiopian living under the poverty line it's very difficult to reach every person, but what the programme aims at is to demonstrate how things can work and generate evidence on best practices and pass the same on to other stakeholders, including the government.
- One of the comments by the consultants was that the JP, particularly on Outcome 1, focused on individuals and it would have been better if structural factors were given due emphasis for greater impact. By structural factors the consultants meant policies that guide financial service to women and microfinance institutes. They stated that stronger impact and sustainable results could have been registered if these were targeted for advocacy and intervention directed towards making them gender-sensitive and enabling them to deliver gender-sensitive services.
- A participant reacted to this observation by stating that the JP indeed tried to address structural issues as Outcome 1 also focused on financial service delivering institutions and worked on building their capacity to deliver gender-sensitive services. The number of individual beneficiaries was a bit exaggerated as their number is higher than the institutions targeted.
- It was pointed out that for donors to support programme results and commitments as well as follow up of recommendations is important. The previous evaluation of JP GEWE I was carried out and recommendation were given. It would be good if this evaluation could look into the given recommendations to see if they were considered in the implementation of Phase II or if not, why they were not considered.
- Limitation of the evaluations should include means of verifications for the assessments.
- In the methodology section mixed methods have been used, but where are the qualitative

survey results? What we have shown was qualitative and to what extent can we use the evaluation so that it can be representative? The sample taken is not enough to represent the whole population.

- Why wasn't an evaluability assessment carried out and it would be good if the consultants could address this issue in their final finding. The consultants responded that their ToR does not cover an evaluability assessment and there should have been dates set aside for this if it was considered essential.
- If there is no M&E plan for the JP, what is the reference point for the conclusion of the evaluation?
- What kind of quantitative analysis has been used? At this stage, it is very difficult to make a quantitative analysis because there is no updated data. The evaluation team mentioned the results of the questionnaire and the evaluation matrix would provide quantitative data.
- On Outcome 4 Effectiveness: the numbers on *woredas* that declared FGM/C is under reported, UNICEF could give data on that for better evaluation result.
- Information on the involvement of sectors apart from MoWCA, like MoJ and the BoJs and what their level of engagement was in JP, both in the planning and implementation will interest UN Women and other agencies.
- The report should include information with regards to recommending what works best in joint programme and involving number of agencies; like what kind of system should be put in place in terms of leadership, mandate and implementation.
- The referral mechanism put in place at least in terms of putting the structures of the special investigation units was not mentioned in the debriefing and it needs to be included.
- The data collection has been a challenging not only to consultants, but for the JP as a whole. For example, the number of *woredas* that declared action against FGM/C should have been reported in the annual report and the consultants would have been able to easily pick the numbers from the reports. The reasons for this lack of data and reporting of number should also be looked into. There has to be a recommendation and a solution if a JP is to be planed again, as it is not at the evaluation stage that we have to get aggregated data, but rather at the reporting stage.
- On the other hand, other participants commented saying, the evaluation team should collect information from the field to triangulate the result, and compare impact with the planned activities rather than collecting them from United Nations agencies (owners of the programme)
- Consultants have replied saying given the time constraints, it's difficult for them to collect all the data from the field. They also recommended a system where everybody can input quantitative and qualitative results at the field. Putting in place an independent system to store data will help everyone share knowledge and information easily. It requires a whole system that can be used at all levels to store data (a system that can be stored in the i-cloud that people can input to and see the results of others or a system that facilitates the collection of data).
- UNFPA also agreed that they are facing challenges when it comes to financial reporting and



compilation of data. They also set a reminder that all agencies should send financial reports ASAP.

- With regard to limitation of the *woredas* in participating of the planning, it was commented that the plan comes from the *woreda* level basically and that is combined as an annual plan. Participant from MoFEC also supported this claim.
  - Yet, consultants stated that they have observed that some *woredas* were not involved in planning and that there was a top down approach.
  - It was agreed to have a clearer approach and use numbers to clarify how many *woredas* were not included in the planning activities.
- In terms of men leading JP positions, it was commented that the number of men holding the key position (8 out of 11 focal points) shows us that we should not only focus on provision of services to women in order to empower them, rather we need to also find other means to ensure their empowerment.
- There was also a point mentioned on the dichotomies of services and institutions. A participant said '*when we strengthen institutions services will be better so that the structures will support the women and men as needed and rather than doing the bits and pieces by giving services, It's better to ask where do we put the most resources to make the most impact? and act accordingly*'.
- In terms of the coordination between United Nations agencies, it was difficult as there were six agencies with six working modalities trying to deliver as one. This has also created a burden on IPs as there is no one reporting modality despite the fact that there is one AWP and they were requested to report to each agency separately. So, we have to see how we can work as one and deliver as one by answering questions on what the added value is in working as one, why did we go that way, what needs to change in terms of political commitment, recourse, accountability etc....

### Closing remark by Mme Funmi

Mme Funmi closed the session by thanking everyone for all the efforts in implementing the JP and for coming to the debriefing meeting. She said this is not an end but a new beginning and an incentive to do even greater things. She concluded by thanking the consultants.

### 9.8. Annex 8: Expected vs. Actual Results

(14 December 2016 version; updated by UNICEF, UNFPA and UN Women)

JP GEWE Phase II: Expected vs Actual Results (2013-2016) repetitive, this has already been addressed under each outcome area

Expected Results	Indicators and target	Actual Result
<p><b>JP Outcome 1.</b> Women have increased income for improved livelihoods.</p>	<p>Indicator 1a) Number of women who have started and expanded their business one year after receiving BDS and financial services Baseline: 1,700 Target: 5,400</p> <p>Indicator 1b) % increase of income of women's cooperatives/ groups who are linked to markets Target: 15% by 2015</p> <p>Indicator 1c) % increase of income of individual women who are provided with financial and BDS services Target: 50% by 2015</p>	<p>Over 3,907 Women have started their business after receiving business skills training and seed money. (Progress report: Feb 2016)</p> <p>More than 3,907 disadvantaged women have accessed basic business development training and other business support services to enable them start income generating activities (5 July 2016 Partners Review Meeting),</p> <p>As a result, over 3,907 women have improved their business skills and engaged in different livelihood activities/business including individual and group business: agro business like seedling growing, animal husbandry, petty trade etc. (JP GEWE – Monitoring report,</p> <ul style="list-style-type: none"> <li>• Women have developed confidence in speaking in public meetings,</li> <li>• Their ability on control over household finance has improved as the husbands are convinced that women are capable of earning</li> <li>• Their saving skill and business mentality improved</li> <li>• Target women's income has increased due to their individual businesses, savings and working in the cooperative: enabled them sending their children to school, and improving their working condition in the household</li> <li>• As a result of gender sensitization as WEE Component, gender awareness improved among some husbands who were found to be supportive of their wives' business</li> </ul> <p><b>Major Challenges:</b></p> <ul style="list-style-type: none"> <li>• In some regions, the loan amount is very low as compared to the purchasing power of the currency and the IGA a woman beneficiary might decide to engage in.</li> <li>• In other instances, the loan repayment period is too short i.e. 1 year in Oromia.</li> <li>• The creation of market linkage for women engaged in IGA is not uniform and in some regions limited access by rural target women to potential markets is limited.</li> <li>• Due to shortage of logistics such as vehicle, it has been a challenge for woreda women's affair office experts to travel to rural kebeles and provide targeted women Business Development Services (BDS) and mentorship. Similarly, shortage or a total absence of budget for monitoring is a challenge. During monitoring visits, woreda and zonal level BoWCYAs in some regions indicated that the budget that comes to them is only earmarked to be transferred directly to project beneficiaries. This challenge has resulted in a limitation in monitoring and follow up activities that was supposed to be undertaken by BoWCYA experts.</li> <li>• Another in connection to target women is, though they are able to pay their loans on time they might not have adequate capacity to sustain for various reasons. Accordingly, women who fail to keep up with a constant success rate fall back to poverty regardless of them being able to start business initially.</li> <li>• Delay in submitting reports at woreda level usually created due to lack of Capacity and IT Equipment's. (MR: 2014)</li> </ul>

<p><b>Output 1.1.</b> Strengthened capacity of MFIs, Cooperatives and Associations and other relevant institutions to provide diversified financial products and BDS to women</p>	<p>Indicator 1.1a) Number of financial institutions implementing targeted service packages for women Baseline: - Target: 11</p> <p>Indicator 1.1 b) No of women who obtained information on BDS from cooperatives/Associations/ (percentage) Baseline: 5,700 Target: 18,000</p> <p>Indicator 1.2b) #of women who acquired knowledge on financial and management skills Baseline: 5,700 Target: 18,000</p>	<p><b>Under Outcome 1</b></p> <ul style="list-style-type: none"> <li>Under Outcome 1, inadequate loan amount, which mainly does not take into account the type of businesses beneficiary women are involved in, has been reported as a challenge. Similarly, women beneficiaries in some regions had a challenge finding premises to run their business.</li> <li>Lack of continuous follow up and technical support to those targeted under IGA is another challenge under Outcome 1.</li> <li>In some regions loans disbursed during Phase I are still not recovered. This negatively affects the possibility of reaching out to other disadvantaged women who don't have access to such loans. (AR, 2015: 18)</li> </ul>
<p><b>Output 1.2.</b> Women have improved entrepreneurship skills and access to women friendly technologies to initiate and run successful businesses</p>	<p>Indicator 1.2a) # of women who show improvement in the day to day management of their businesses (business plans, income and expenditure records etc.) Baseline: 1,700 Target: 5,400</p>	<p>Linkage between WISE, BOWCYA and Micro and Small Enterprises Development Agency created through the ToT conducted for experts drawn from both organizations. This being both at regional and woreda level aimed at capacitating the BDS providers and encouraging coordinated efforts and technical support to each other among the stakeholders working on women's economic empowerment. (AR, 2014)</p> <p>Women are receiving comprehensive services as a result of strengthened partnership with WoWCA, Micro and Small Enterprise Development Agency and cooperative promotion offices including their support and supervision, women are getting comprehensive services. (5 July 2016 Partners Review Meeting).</p> <p>Indicator 1.1.b has not been reported on.</p> <ul style="list-style-type: none"> <li>Nine institutions i.e. MFI, SACCOs, RUSACCOS and Woreda Finances, WoWCA, MSE, TVET and DAs from Agricultural and Livestock Offices work closely to provide targeted service package for women beneficiaries (AR, 2015)</li> </ul> <p>Over 3,907 disadvantaged women have received entrepreneurship training and other business development support to help them engage in income generating small business activities for the year. Thus, over 8,980 have got BDS in total against the plan to reach 18,000 (for indicator b &amp; c) (AR, 2015)</p>
<p><b>Output 1.2.</b> Women have improved entrepreneurship skills and access to women friendly technologies to initiate and run successful businesses</p>	<p>Indicator 1.2a) # of women who show improvement in the day to day management of their businesses (business plans, income and expenditure records etc.) Baseline: 1,700 Target: 5,400</p>	<p>3,907 have started their business after receiving business skills training and seed money. (AR, 2015)</p> <p>Following the TOTs for master trainers, the woreda experts were trained to cascade the training to the women. Thus, Basic Business Skill (BBS) training sessions were held from 2-7 days and focused on business idea generation, income and expense recording, business plan development, types and processes of animal husbandry, preparation of animal fodder to mention few. The trainings were facilitated by WoWCA by coordinating its efforts with the pertinent partners such as MSE Offices, TVET and Agriculture offices. This is one of the approaches employed to ensure sustainability of the BDS.</p> <p>The women have also received entrepreneurship training and other business development support to help them engage and run income generating small business activities. (AR, 2015: 6)</p>

<p><b>Output 1.3.</b> Women in formal and informal businesses have increased access to financial services</p>	<p>Indicator 1.3 No of women who received credit (disaggregated by formal and informal-not registered or not licensed) (disaggregated by new and existing businesses) Baseline: 5,700 Target: 23,000 women</p> <p>Indicator 1.3b) Number of women who are survivors of VAW who benefit from financial and BDS services Baseline: - Target: 2,300</p>	<p>3,907 targeted women accessed financial support ranging from 3,000 – 7,000 birr. For women organized in cooperatives the support was as high as 80,000 Birr. (AR, 2015)</p> <p>The credit funds were disbursed through saving and credit cooperatives, micro finance institutes and woreda finance offices. Interest rate of 5-8 per cent used with the loan period of 1-3 years, depending on the type of business activity selected by the women entrepreneurs. (5 July 2016 Partners Review Meeting)</p>
<p><b>Output 1.4.</b> Women have improved access to markets for their products / services</p>	<p>Indicator 1.4a) Number of women who are linked to markets (through value chains, trade fairs, market outlets) Baseline: - Target: 2,300</p>	<p>250 women in Addis Ababa City Administration have got access to time and labour saving technologies. The access has improved their productivity and access to market. As result the women and their extended families are benefiting in many directions. For instance, 70 cooperative members from Menagesha Potters Cooperative and their extended families are dependent on the pottery business and sometimes the members even work during the nights to earn more income for their families. Their members have to take care of eight family members on average. Some of them have responsibility to support 11 or 12 dependents.</p>
<p><b>Output 1.5</b> A national Strategy and implementation framework for micro finance services targeted to vulnerable groups is developed</p>	<p>Baseline: No strategy Target: Strategy developed and adopted by the government</p>	

<p><b>JP outcome 2.</b> Women and girls have increased opportunities for education, leadership and decision making</p>	<p>Indicator 2.1a) % increase of girls GER at lower secondary in the JP targeted regions Baseline-GER: Addis Ababa 81.1; Benishangul Gumuz 48.4; Gambella 61.4; and Oromia 32.9 Target-GER: increase every year by 3% for AA; 5% for Benishangul Gumuz and Gambella; and 3% for Oromia Indicator 2.1b) % increase of girls qualified to join preparatory (grade 11 and 12) Baseline GER: Addis Ababa 39.1; Benishangul Gumuz 8.4; Gambella 3.2; and Oromia 5.6 Target: 5% increase for the 4 regions Indicator 2.1c) % increase of women in senior level management in the civil service Baseline: TBD Target: TBD Indicator 2.1d) Number of women in leadership positions within local institutions (including RU-SACCOs, Local committees, etc.) Baseline: TBD Target: TBD</p>	<p><b>Major Challenges</b></p> <ul style="list-style-type: none"> <li>Discontinuity of financial support for girls that pass to preparatory school while some are forced to join TVET although they have a very good result that enables them joins Preparatory and then universities.</li> <li>Delay in releasing fund for female university students where in some cases they are given a lump-sum amount at one go at the end of the year.</li> <li>Where funding is disbursed on time, the amount has been raised as an issue. Since cost of living is rising, the money was found to be minimal.</li> <li>In ability to provide structured and continuous life skills trainings for students due to financial constraints.</li> <li>(MR: 2014)</li> </ul> <p><b>Under Outcome two (AR 2015: 18)</b></p> <ul style="list-style-type: none"> <li>Although efforts are ongoing to foster female leadership in the civil service (Tigray, Oromia and SNNPR), women participation in decision-making and leadership is still remained a big challenge in all visited regions</li> <li>Under outcome 2, major challenges were shortage of funding to reach out to more girls who are in need of support and the fact that girls who have completed lower secondary level with UNICEF support still face economic challenges to pursue upper secondary and tertiary levels of education.</li> </ul>
<p><b>Output 2.1.</b> Increased participation of girls and women in secondary and tertiary education in targeted areas)</p>	<p>Indicator 2.1a) Number of women and girls who access remedial educational/capacity building support per category of service (as defined in standard package Indicator) Baseline: 1,722 (with UNICEF support in phase one of the JP GEWE) Target: 22,800 Indicator 2.1b) % increase in the number of girls who transition to tertiary education Baseline: TBD Target: TBD Indicator 2.1c) % increase in the number of girls who are retained in tertiary education Baseline: 54,159 (MoE data 2010-11) Target: 1,625 (3%)</p>	<ul style="list-style-type: none"> <li>23, 495 female students benefited from the different categories of girls' education support (AR, 2014)</li> <li>8 universities (Addis Ababa, Haremaya, Jimma, Arba Minch, Hawassa, Gondor, Mekele and Bahir Dar) were selected to provide financial support for 200 economically disadvantaged girls. Due to the support, all of the female students improved their participation in school and have been promoted to next grades. (AR, 2014:16).</li> <li>The biggest challenge here appears that it is MoWCA and not MoE that is disbursing the fund to Universities. As the ministry does not have adequate technical capacity to do the same, there is a delay in transferring funds and following up with fund disbursement and securing report</li> <li>A total of 6,854 most vulnerable girls in upper primary and lower secondary levels in Gambella, Oromia, Tigray, Amhara, Somali and SNNPR received targeted support by the JP (AR, 2015: 6).</li> </ul>

<p><b>Output 2.2.</b> Increased number of teachers who have knowledge and skills to provide a gender-responsive pedagogy.</p>	<p>Indicator 2.2 a) No. of teachers who have knowledge and skills on gender-responsive pedagogy Baseline: 14,893 Target: 240</p>	<ul style="list-style-type: none"> <li>• 309 supervisors, school directors and gender focal persons were trained on gender-sensitive pedagogy (AR, 2014);</li> <li>• -30 education module writers were trained on gender-responsive pedagogy and a documentary film on female empowerment was produced for advocacy purposes. (AR, 2015);</li> </ul>
<p><b>Output 2.3.</b> Increased number of women and girls obtain basic functional literacy skills</p>	<p>Indicator 2.3 a) No. of women that acquired functional literacy skills through JPGEWE supported activities Baseline: 113,012 (MoE data 3 regions) Target: 3,000</p> <p>Indicator 2.3b) Number of women entrepreneurs who benefit from functional literacy programmes Baseline: 28,000 (DWW International) Target: 5,000</p>	<p>More than 500 newly appointed women leaders in Amhara Region benefited from a transformative and inclusive leadership training organized by Amhara BoWCA. The main objective of the training was to build the leadership capacity of the participants as well as create a platform whereby they taken life lessons from women leaders and role models.</p>
<p><b>output 2.4.</b> Women have increased access to professional and leadership development opportunities</p>	<p>Indicator 2.4 a) number of women and girls enrolled in higher institutions of learning Baseline: 500 (supported under JP Phase I) Target: 500</p> <p>Indicator 2.4b) No of women supported to upgrade their professional skills Baseline: 108 (supported under JP Phase I) Target: 108</p>	
<p><b>Output 2.5.</b> Provide increased access to information promoting women's participation in leadership positions in selected sites</p>	<p>Indicator 2.5 a) no of men and women that have access to information in selected sites Baseline: TBD Target: TBD</p>	

<p><b>JP Outcome 3.</b> Federal and local government institutions have strengthened their capacity to implement national and international commitments on gender equality</p>	<p>Indicator 3a) Number of sectors at federal and regional level applying knowledge, skills and tools to integrate gender into their programming Baseline: 0 Target: 14 sectors</p> <p>Indicator 3b) Number of sectors at federal and regional level that have increased financing for GEWE programmes Baseline: 0 Target: At Federal Level 3 sectors Target: At Regional level 3 (2 regional, 1 city administration)</p>	<p>22 sectors at federal level and all sectors in 9 regions applied gender mainstreaming skills and knowledge to integrate gender in their programming. (AR, 2015: 24)</p> <p>July 5, 2016 Partners Review Meeting:</p> <p>MoWCA was capacitated to negotiate with the National plan commission to integrate gender-sensitive indicators and targets in the GTP II and their sector plan.</p> <p>With the support of the JP Amhara, Oromia and Somali regions have conducted a gender ToT for 205 (109 f) experts. UNICEF has trained over 618 experts.</p> <p>Sector specific gender audit/analysis was completed for 7 sectors four of which were started in the previous year.</p> <p>To support sectors towards the institutionalization of gender mainstreaming Tigray, Oromia, SINPR and Afar regions have developed manuals and standardized checklist on gender mainstreaming, gender audit, gender analysis and gender-responsive planning and budgeting</p> <p><b>Major challenges to outcome 3:</b></p> <p>Inadequate human capacity for effective implementation and harmonization of gender mainstreaming, especially at the lower level (AR, 2015: 18)</p> <p>A series of delay that is caused due to late liquidation of funds by IPs, which leads to late release of funds by Agencies. The reluctance to request fund by IPs, the lack of interface between BoWCYAs and BoFEDs at the regional level and technical difficulties that arise due to lack of capacity in terms of FACE form use also have been challenges that were identified.</p> <p>Mismatch between allocated and the required budget to implement planned activity.</p> <p><b>General Challenges</b></p> <p>Lack of funding to support capacity building efforts especially at woredas and kebele level. This has been remarked as a key setback for the institution not to effectively discharge its duties and responsibilities as desired. The resource limitation has also seriously affected the bureau's supportive role to woredas (p. 19 of 33)</p> <p>There is still less attention given to capture and document results, lessons and impacts of intervention while reporting (this is virtually true in all regions). Attention given to substantive reporting is very low. (AR 2015: 18)</p>
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<p><b>Output 3.1.</b> Systems in place at federal and local levels to monitor performance on gender-related commitments</p>	<p>Indicator 3.1a) number of annual sectoral performance reports (at federal or regional levels) using sex disaggregated data and containing progress on gender-related achievements (Note: not the same indicator in 2014)</p> <p>Baseline: 7 partial Target: 15 comprehensive</p> <p>Indicator 3.1b) comprehensive Ethiopia periodic report on progress in meeting CEDAW commitments</p> <p>Baseline: 6th and 7th state CEDAW report Target: 8th state CEDAW report</p>	<p>Federal sector ministries and public originations forum 2005 budget year annual performance evaluation undertaken as per the GTP sectors target &amp; CEDAW recommendations where challenges were identified and good practices were shared among the participants drawn from Federal and Regional bureaus. Sector plans of MoH, MoA, and FeMSEDA were reviewed and guidance was secured under the leadership of MoWCYA. (AR, 2014: 17)</p> <p>Annual sector reviews held in Adama, which brought together 416 participants (149 F/267M) from Federal, Regions, youth and women associations, United Nations agencies, parliamentarians and CSO representatives.</p> <p>The forum has enabled stakeholders to receive feedback on their performance on previous year and on the plan and the strategies identified for the current year (2006EFY).</p> <p>Federal MoWCYA is implementing the action plan. Following the federal level action plan trainings and popularization have been carried out at the regions.</p> <p>MoWCYA is in the process of preparing the 8th state CEDAW report (AR, 2014:18)</p> <p>CEDAW Report due date has been extended to 2016 with a view to use the data from the final GTP I report. A technical working group has been set up and collection of data from regions and sector bureaus is finalized. (AR, 2015: 25)</p> <p>5 July 2016 Partners Review Meeting:</p> <p>As a result of the TOT on systematic data generation, analysis and reporting there is improvement in disaggregating data by sex and region. A total of 260 (122M/138F) drawn from regional Bureau of Education, Agriculture, Health and BoWCA, zonal and woreda gender experts in Amhara, Oromia, SNNPR and Somali regions.</p> <p>8th CEDAW state report produced through series of consultation held with sectors, parliamentarians and regional structures. The report has been submitted to the Ministry of Foreign Affairs.</p>
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<p><b>Output 3.2.</b> Enhanced capacities of federal and local government institutions to integrate gender into planning and budgeting processes</p>	<p>Indicator 3.2a) Number of line ministries and regional bureaus that have adopted detailed gender-responsive planning (with Monitoring and Evaluation Plan) and budgeting tool                  Baseline: 1 (MOFED-GRB training manual and guidelines)                  Target: 14</p> <p>Indicator 3.2b) No of personnel who acquired knowledge and skills on gender-responsive planning and budgeting                  Baseline: 40 (trained as TOT in Phase I)                  Target: 40</p>	<p>Pro-poor sectors (Agriculture, education, health, water) and four regions (Amhara, Tigray, Oromia and SNNPR) have adopted the National GRB guideline and based on that, region are developing standardized checklist to guide their planning and budget process.</p> <p>10-15 regional sectoral bureaus have been capacitated on Gender-Responsive Budgeting in Amhara, SNNPR and Oromia.</p> <p>In Oromia, Amhara and South regional experts from 10-15 sectors have been trained in Gender-Responsive Budgeting. 60 were trained in Oromia, 51 in Amhara and in South 50 were trained.</p> <p>In Amhara and SNNPR, the trained regional experts have cascaded the knowledge in GRB by training zonal experts.</p> <p>Sensitization workshop has also been conducted in SNNPR where the regional Cabinet agreed to develop a checklist of gender issues for each sector and to endorse the checklist for planning by sectors and for reviewing by BoFED.</p> <p>(AR, 2014: 18; Training report for SNNPR and Amhara. Partners report for the three regions)</p> <p><b>AR 2015:</b></p> <p>Gender-responsive planning and budgeting guideline is prepared at national level and every line ministries at federal level and some regions have virtually made efforts to implement the guideline, although there remains a lot with the detail of the analysis</p> <ul style="list-style-type: none"> <li>• 255 experts took part in a TOT on gender mainstreaming tools (136 female, 119 male) (Amhara, Oromia, Federal sector ministries)</li> <li>• 114 participants (89 male / 25 female) in SNNPR took part in a sensitization workshop on Adaptation and Implementation of Gender Mainstreaming Tools.</li> </ul> <p><b>(Source: Training report for SNNPR and Amhara. Partners report for the three regions; AR, 2015: 25)</b></p> <p>109 participants (75 male / 34 female) who are members of regional council and standing committees and from Zonal and Special Woreda in SNNPR attended training on Gender Mainstreaming, Gender-Sensitive Planning and budgeting</p>
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<p><b>Output 3.3.</b> Knowledge system &amp; networks on gender equality and women's empowerment established/ strengthened at federal and regional levels</p>	<p>Indicator 3.3 a) No of gender forum/networks established (the forum should have TOR, structure with clear leadership, secretariat and Work Plan) Baseline: One forum at federal level Target: establish forums in all regions</p> <p>Indicator 3.3b) Comprehensive and user friendly data base of information on GEWE Baseline: 0 Target: 1 national</p>	<p>MoWCA upgrade and update its resource centre which is being used as data and information source on gender-related issues.</p> <p>MoWCYA in collaboration with the central statistics authority will popularize the findings of the pilot time use survey and facilitate the major study on time use survey at national level. (AR, 2014: 19).</p> <p><b>AR, 2015:</b></p> <ul style="list-style-type: none"> <li>• 2 Gender forums (Go and Go-NGO) have been established at federal level; and 4 Go-NGO forums in bigger regions.</li> <li>• 4 meetings/year for Go forum and 2 meetings/year for Go-NGO forum held at federal level</li> <li>• 1 national gender and sex disaggregated data and information compiled and consolidated</li> <li>• Training on systematic data collection, recording, analysis and reporting in SNNPR delivered for a total of 54 (26 male/ 28 female) participants (AR, 2015: 26)</li> </ul> <p>Other: South-South cooperation between India and Ethiopia strengthened in the area of women's economic empowerment took place in 2013. Top governmental officials drawn from Ministry of Women, Children and Youth Affairs, the Ministry of Agriculture, the Ministry of Education, the Ministry of Health and regional bureaus of Women, Children and Youth Affairs visited Kerala, India (Delegation report) AR, 2016: 20.</p> <p><b>5 July 2016 Partners Review Meeting:</b></p> <ul style="list-style-type: none"> <li>• Training on transformational leadership and decision-making was given for a total of 650 newly designated middle level leaders in Amhara, Tigray and SNNPR</li> <li>• A Gender Resource Centre set up in Tigray and Oromia Regions. An MoU is signed between Tigray BoWCA and University of Mekele to undertake a comprehensive scientific study on gender issues in the region and to develop a software as part of the Gender Resource Centre</li> <li>• The federal gender forum of sectors carried out quarterly, mid-year and annually has been instrumental in leveraging integration of gender in the GTP II and respective sector plans for the coming five years (2016-2020)</li> </ul>
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<p><b>JP Outcome 4:</b> Federal and local level institutions, and communities have enhanced their capacity to promote and protect the rights of women and girls</p>	<p>Indicator 4a) Number of woredas that have declared abandonment of practice of FGM/C, child marriage &amp; abduction                  Baseline: 20                  Target: 60 woredas</p> <p>Indicator 4b) Number of women benefitting from the service centres that provide services for survivors of gender-based violence                  Baseline: 800                  Target: 5,000</p> <p>Indicator 4c) % of women and men who justify spousal violence                  Baseline: Women - 68% Men - 45%                  Target: 35% for both</p> <p>Indicator 4d) % satisfaction of survivors of violence on the services available/ provided                  Baseline: TBD                  Target: 75%</p> <p>Indicator 4e) % of cases of abuse, violence, and exploitation filed in courts, which have verdicts reached                  Baseline: TBD                  Target: TBD</p>	<p>In the second half of 2013, 6 woredas have declared abandonment of FGM/C in Afar and in 2014 3 additional in Afar, 2 woredas in Tigray and 3 woredas in SINNP have declared abandonment of FGM/C;</p> <p>Child Marriage and FGM/C were reported and abandoned through anti-HTP committees and WDG</p> <p>As a result of community and school-based social mobilization interventions, communities have been able to protect more than 10,000 girls from undergoing the practice of child marriage and FGM respectively. 1,348 women affected by FGM (Opening of scars and safe delivery) supported</p> <p>Support has been provided to undertake regular community conversation sessions in more than 70 districts. 800 communities have reached consensus and developed their own customary by-laws to abandon HTPs affecting women and girls.</p> <p><b>AR 2015:</b></p> <ul style="list-style-type: none"> <li>• 4 woredas have declared abandonment of FGM/C in 2015</li> <li>• In 2015, 2340 GBV survivors have benefited from the comprehensive service provided by 4 safe houses</li> <li>• Since its establishment in May 2012, 861 women and 6,428 children have received comprehensive service at the one stop centre in Addis Ababa;</li> <li>• 163 cases of GBV filed in courts and 49 have reached verdicts and others are on process (AR 2015: 27)</li> </ul> <p><b>5 July 2016 Partners Review Meeting:</b></p> <ul style="list-style-type: none"> <li>• Strengthened capacity of National Alliance to end Child Marriage and FGM in Ethiopia</li> <li>• Through the National Girls' Summit held in June 2015 to end CM and FGM by 2025, a National HTP Platform was launched by the Deputy Prime Minister</li> <li>• Research Mapping on Child Marriage was finalized and disseminated to inform the ECM National Strategy and Programme. The research provides rates of child marriage at woreda level by analysing the latest available census, investigates the drivers and protective factors of child marriage in selected hotspot woredas, and maps lessons learned and challenges of existing programmes to address the problem</li> <li>• Strengthen the capacity of more than 400 women development groups (WDGs) as part of the social mobilization effort to create awareness and prevent HTP/GBV at family and community levels.</li> <li>• As a result of different community mobilization efforts more than 400 communities made public declarations against FGM</li> </ul>
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<ul style="list-style-type: none"> <li>• 2,418 cases of planned child marriages cancelled and 388 cases of FGM identified and averted</li> <li>• 2,590 GBV survivors have benefited from the comprehensive service provided by the safe houses, including the one in Dire Dawa</li> <li>• Strengthened capacity of community members in Dire Dawa on the prevention of VAWG and HTPs in Dire Dawa</li> <li>• Strengthened the capacity of Dire Dawa Justice Sector in the prevention and response to VAWG; GBV Data recording and managing software system in place (Police Commission) and material support provided to the Children Bench /court</li> <li>• In 2015, 163 cases of GBV filed in courts and 49 have reached verdicts and others are on process</li> </ul>	<p><b>Challenge</b></p> <p>There is a demand from CC facilitators for some form of incentive for their effort. It was mentioned that due to the poor economic situation, the improvement made in fighting the HTP could be dragged back. So, they urged for the United Nations to extend the support to economically empowering the community through marketable skills and start-up funds to enable them run income generating activities.</p> <p>Although the community is strongly condemning, abduction is being observed and even sometimes being arranged by close family members. (MR:2014)</p>

<p><b>Output 4.1</b> Coordination mechanisms for prevention and response to VAWG established / strengthened at federal and local levels.</p>	<p>Indicator 4.1 a) No of regions that implemented and reported against the HTP strategy Baseline: 0 Target: 5 regions</p> <p>Indicator 4.1 b) No. of multi-sectorial coordinating systems is put in place for the prevention and response of VAWG (mechanism should have a TOR, structure with clear leadership, secretariat and Work Plan) Baseline: 1 Target: 9</p>	<p>National Coordination Body on VAWC at federal level strengthened and playing a key role in ensuring the inclusion of relevant components for VAWC prevention and response in sector plans and reports based on the National Strategy on VAWC;</p> <ul style="list-style-type: none"> <li>Supported the government technically and financially to publish the National Strategy and Action Plan on Harmful Traditional Practices against Women and Children in Ethiopia and also translated the document into local languages: Amharic, Afan Oromo, Afar'af and Somali.</li> <li>Amhara and Somali are in the process of establishing a coordination mechanism.</li> <li>Safe City Network established in Addis Ababa through signed memorandum of understanding. (AR, 2014: 20; Implementing partners progress reports)</li> </ul> <p>Under the prevention and Management of Gender-Based Violence component it has been able to provide comprehensive services (physical shelter, psycho-social support, medical services, self-defence, legal aid and income-generating interventions) for 2,493 survivors of violence through the four safe-houses. Model clinics established within selected government hospitals have been able to reach out and provide services for 1,141 survivors of sexual violence. In addition, 450 women with fistula problem, 1,707 women with uterine prolapse problem have received appropriate service through partnership established with different organizations at different levels. Hotline service established in higher learning institution level has reached out and provided information and counselling for more than 687 students of higher learning institute.</p> <p><b>AR 2015:</b></p> <p>Regional coordination structures have been established in Afar, Amhara, SNNP, Benishangul Gumuz and Somali regions. The ones in Amhara and SNNP has adapted and endorsed a regional strategy and action plan on addressing VAWC. Similar processes are underway in Somali region.</p> <ul style="list-style-type: none"> <li>National HTP Platform has been established (Implementing Partners Progress Report; AR 2015: 28)</li> </ul> <p><b>5 July 2016 Partners Review Meeting:</b></p> <ul style="list-style-type: none"> <li>Institutionalized data generation on Violence against Women through the inclusion of VAW module in the EDHS 2016</li> <li>Advocated for the inclusion of data on FGM/C on EDHS 2016</li> <li>National assessment on the availability, accessibility, quality of and demand for rehabilitative and reintegration of services for women and girls who are survivors of violence produced.</li> </ul>
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<p><b>Output 4.2.</b> Service providers have increased capacity to deliver gender-responsive support (health, psycho-social support, social and economic reintegration) to survivors of violence</p>	<p>Indicator 4.2 a) No. of service providers whose day-to-day standard operating procedures and practices reflect gender-sensitivity. Baseline: 8 Target: 14</p> <p>Indicator 4.2 b) Increased number of facilities that provide services for survivors of VAW Baseline: 8 Target: 14</p> <p>Indicator 4.2 c) No. of regions with established referral mechanisms for the prevention and response to VAWG Baseline: 0 regions Target: 5 regions</p>	<p>The newly established one stop centre in Dilechora hospital in Dawa has secured financial support to provide service in its full capacity</p> <p>92 survivors of violence have so far received medical, psycho-social, legal, shelter and other basic services. (AR, 2014: 21)</p> <ul style="list-style-type: none"> <li>• 188 Medical Doctors trained on standard service provision</li> <li>• 4,791 survivors with severe problems received service through established referral linkage (Coordination)</li> <li>• 10,456 targeted stakeholders have received RH service at YFS (including FP, testing and treatment of VCT, STI &amp; Pregnancies)</li> <li>• Integration of GBV into the medical curriculum and FGM into the training of midwifery</li> <li>• Standard Operating Procedures for the prevention and responses of sexual violence has been developed and launched in collaboration with different stakeholders, Ministry of Health, MoWCA, psychological, legal/justice and police</li> </ul> <p>The one stop centre in Addis Ababa has provided service to women and child survivors of violence;</p> <p>A one stop centre has been established in Adama, Oromia inside Adama hospital and has been providing service to women and child survivors of violence;</p> <p>Referral pathways have been established in Amhara, SNNP and Somali regions and are providing service to women and child survivors of violence.</p> <p>Special investigation and prosecution units have been established and strengthened under the Ministry and Bureaus of Justice looking in to cases relating to women and children.</p> <p><b>AR 2015:</b></p> <ul style="list-style-type: none"> <li>• Out of a total of 974 child marriage cases, 565 have been successfully cancelled. The rest of the cases are still under process. - One stop centre and child investigation unit in Dire Dawa has been strengthened to provide services for survivors of violence (AR 2015: 28).</li> </ul> <p><b>5 July 2016 Partners Review Meeting:</b></p> <ul style="list-style-type: none"> <li>• "Strengthened capacity of the National Coordinating Body on VAWC and Child Justice through enhancing knowledge and skills of technical committee members"</li> </ul>
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<p><b>Output 4.3.</b> Law enforcement agencies have enhanced their capabilities (knowledge, skills and systems) to promote and protect the rights of women and girls</p>	<p>Indicator 4.3 a) Number of Federal and regional special investigation and prosecution units/ women and children's desks which adopt and use gender-sensitive standard operating procedures for their day to day activities                  Baseline :0                  Target: 1 Federal 6 Regions</p> <p>Indicator 4.3 b) Level of knowledge and skill of police, prosecutors &amp; judges about women's rights and VAW                  Baseline: TBD                  Target: 70%</p>	<ul style="list-style-type: none"> <li>The newly established child crime investigation unit in the Bureau of Justice of Dire Dawa has secured financial support to provide service in its full capacity</li> <li>70 prison administration officers (45 male and 25 female) consisting of heads of the prison centres, focal points from women and children protection unit (desk), police officers within prison administration, women and gender focal persons from region and the nine prison administration offices in Regional State of Tigray attended a two-days capacity building training session during the reporting period.</li> <li>71 police officers (46 male and 25 female) comprising of chief of police, deputy chief of police, investigators, commanders, lieutenants and community policing from regional level structures and seven operational districts in Regional State of Tigray (Tsegede, Welkait, Tselemti, L/Adyabo, T/Adyabo, K/Tenben and R/Alamata) attended a three-days training on Gender-Based Violence (GBV) AR, 2014: 22)</li> </ul> <p><b>AR 2015:</b></p> <ul style="list-style-type: none"> <li>50 police officers and public prosecutors (39 female and 10 male) from the special GBV investigation units in the 10 sub-cities of Addis Ababa city administration and representatives from Dire Dawa have been equipped with skills to prevent and respond to cases of violence against women and girls, with particular emphasis on evidence collection and weighing</li> <li>40 kebeles in Afar region have established community level surveillance systems to identify and report cases of child marriage and FGM/C.</li> <li>Four woredas in Afar region are capacitated with training and office equipment. 780 staff from law enforcement bodies 20 woredas of Amhara region were trained. (AR 2015: 29).</li> </ul>
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<p><b>Output 4.4.</b> Increased community interventions/actions that promote and protect the rights of women and girls</p>	<p>Indicator 4.4 a) Number of new cases of VAW reported to law enforcement agencies and local administration by members of the community Baseline: 0 Target: 5,000</p> <p>Indicator 4.4b) Number of woredas which have intervention action plans to promote and protect rights of women and girls Baseline: 0 Target: 60</p> <p>Indicator 4.4c) number of recognized male champions working to promote and protect the rights of women Baseline: 0 Target: 11</p>	<p><b>AR 2014:</b> 26 woredas have facilitated community dialogue sessions covering more than 4,000 community members. This is expected to lead to community actions against HTPs in the remaining years of the programme.</p> <ul style="list-style-type: none"> <li>Facilitated awareness raising and community dialogues were organized for 235 and 794 for community members in Dire Dawa and Amhara respectively</li> <li>Individuals who have been practicing FGM/C have been in custody in Dire Dawa city administration (AR, 2014: 22-23; implementing Partners Progress Report)</li> </ul> <p><b>AR 2015:</b></p> <ul style="list-style-type: none"> <li>Strengthened capacity of community members in 9 kebeles of Dire Dawa on the prevention and response to GBV and HTPs in Dire Dawa</li> <li>13 woredas in Afar, 35 woredas in Somali and 20 woredas in Amhara are implementing a comprehensive plan of action aimed at eliminating HTPs in particular FGM/C and child marriage. The interventions include facilitated dialogues, targeted religious and clan leaders' engagement, dissemination of information through media, IEC material dissemination and sensitization of adolescent girls.</li> <li>287,789 community members were reached in Amhara with legal literacy. (Implementing Partners Progress Report; AR 2015: 30).</li> </ul> <p>July 2016: VAW Module incorporated in the EDHS 2016 for the first time and standalone survey will not be undertaken anymore; EDHS data collection almost finalized</p> <p>5 July 2016 Partners Review Meeting: National Male Engagement Guideline on GEWE developed</p>
<p>JP Management Outcome: Gender JP effectively coordinated, implemented managed</p>	<p>Indicator 5a) Improved Programme Delivery rates Baseline: TBD Target: 100%</p> <p>Indicator 5 b) Timely submission of Programme Reports</p>	<p>Donor reports are always delivered timely.</p> <p>Challenges: Huge gap in a reporting that follows RBM principles both from United Nations agencies and Government IPs. As United Nations agencies mainly depend on IPs to get quality report the problem is highly linked. Delay in fund release causing delay in implementation causing delay in reporting is a cyclical challenge faced by the implementation of the programme.</p>
<ul style="list-style-type: none"> <li>Programme management reflects SMART indicators and baselines and targets</li> <li>The joint programme has capacity in place to enable an effective programme implementation</li> <li>A clear evidence base generated from high quality studies, and evaluations for JP implementation, decision-making, and accountability</li> <li>The joint programme management conforms with all required risk management, oversight and accountability measures</li> </ul>		

**Source: Outcomes, Outputs, Baseline, Indicators and Targets drawn from Integrated Results and Resources Framework; Actual results drawn from Annual and Periodic Reports, Rapid Assessment**





