

# Final Evaluation

## Transformative Financing for Gender Equality and Women's Empowerment in Ethiopia Programme

### (2017-2021)



## FINAL REPORT

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August 2021

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## Acronyms

BDPFA	Beijing Declaration and Platform for Action
BOWCA	Bureau of Women and Children Affairs
CIA	Central Intelligence Agency
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CPD	Country Programme Document
CSO	Civil Society Organization
DAC	Development Assistance Committee
ESDP	Education Sector Development Plan
ERG	Evaluation Reference Group
FDRE	Federal Democratic Republic of Ethiopia
GDP	Gross Domestic Product
GE	Gender Equality
GEWE	Gender Equality and Women's Empowerment
GNI	Gender Inequality Index
GRB	Gender Responsive Budgeting
GoE	Government of Ethiopia
GTP	Growth and Transformation Plan
HDI	Human Development Index
HSDP	Health Sector Development Plan
HR	Human Rights
IP	Implementing Partner
IMF	International Monetary Fund
KII	Key Informant Interview
MoF	Ministry of Finance
MWCYA	Ministry of Women, Children and Youth Affairs
M & E	Monitoring and Evaluation
MEL	Monitoring, Evaluation and Learning
OECD	Organization for Economic Co-Operation and Development
PFM	Public Finance Management
SNNPR	Southern Nations, Nationalities and People's Region
SMART	Specific, Measurable, Attainable, Relevant, Time-Bound

SDGs	Sustainable Development Goals
ToR	Terms of Reference
ToC	Theory of Change
UNEG	UN Evaluation Group
UEWCA	Union of Ethiopian Women and Children Association
UN	United Nations
UNDAF	United Nations Development Assistance Framework
WB	World Bank

## Executive Summary

### Overview of the Evaluation Subject

UN Women, in partnership with the Ministry of Finance (MoF) and with support from the governments of Sweden, Norway, and the Netherlands, implemented a four-year “Transformative Financing for Gender Equality and Women’s Empowerment” programme (July 2017-June 2021) in Ethiopia with an estimated budget of USD 2.99 million (actual budget allocation of USD 2,848,233) for the entire programme period. UN Women supports efforts to mainstream gender in national development plans and strategies as well as sectoral strategies through the provision of technical support to national partners. The Programme aimed to establish a gender-responsive planning and budgeting system in Ethiopia to ensure the allocation of resources to adequately and effectively finance gender equality and women’s empowerment commitments.

The Programme's overall goal was to ensure that new and existing internationally and nationally agreed commitments on gender equality and women’s empowerment are adequately and effectively financed in Ethiopia. UN Women identified the following four expected outcomes contributing to the achievement of the overall goal:

- 1) Creating political consensus by the Government of Ethiopia on the need to systematically address Gender Responsive Budgeting (GRB);
- 2) Supporting the reform of fiscal laws, policies, and national action plans to prioritize budgetary allocations in favour of gender equality and women’s empowerment (GEWE);
- 3) Ensuring equitable distribution of international financing to address gender inequalities and the empowerment of women, and for increased resources for GEWE; and
- 4) Strengthening oversight mechanisms for allocations for GEWE, and ensuring the inclusion of parliamentarians, civil society, and women’s organizations in GRB.

The programme was implemented at the federal level and in the three regions in Ethiopia, including Amhara, Southern Nations and Nationalities and People’s Region (SNNPR), and Oromia regions. UN Women worked with MoF at the federal level and its regional structures in Amhara, Oromia, SNNPR, and Tigray towards gender-responsive public financial management systems. The Ministry of Women Children and Youth Affairs (MoWCYA) participated in not only preparing the GRB Guideline, which is a very relevant document to support financing for gender equality initiatives and commitments at different levels (Federal, Sectoral and Regional levels) but was also involved, in the development of all the knowledge products in collaboration with MoF. In addition, the MoWCY organized a programme budgeting and GRB training for the

Regional Bureaus. The programme also worked with selected growth-oriented sectors (Ministry of Agriculture (MoA) and Federal Urban Job Creation and Food Security Agency) to increase financing for gender equality in their respective programmes.

To build the capacity of gender advocates, UN Women partnered with the Budget, Women and Children Standing Committees of the House of People Representatives (HoPR) and women's associations. UN Women also worked with CSOs such as Union of Ethiopian Women and Children Association (UEWCA) to strengthen the capacities of women's associations in Amhara, Tigray and the Dire Dewa City Administration. UN Women strengthened its engagement with the Donor Group on Gender Equality to advocate for increased allocation of international resources to GEWE. Engagement with the embassy of Sweden, Dutch embassy, embassy of Norway, the World Bank (WB) and International Monetary Fund (IMF) build on existing efforts to promote GRB. Other key stakeholders of the Programme were the Office of the Federal Auditor General (OFAG) and the regional Bureau of Women and Children Affairs (BoWCA).

### **Programme Background**

The Programme, Transformative Financing for Gender Equality, was initiated to contribute to the overall goal of adequate and effective financing of new and existing national and international commitments on gender equality and women's empowerment. The focus is on enhancing the capacity of experts on Gender Responsive Budgeting to enable them to consider gender during planning and budgeting through training and South-South experience sharing. The Programme is in line with UN Women's Global Strategic Plan 2018-2021, particularly **outcome 2**: women lead, participate in, and benefit equally from governance systems, contributing to **SDGs** Goal no, 1,2,3,5,10,16 and 17. At the national level, the design is aligned with **UNDAF 2016-2020**, i.e., pillar 4 on good governance, participation, and capacity development and pillar 5 equality and empowerment, Ethiopia's Growth and Transformation Plan II (2016-2020), i.e., strategic pillar 7 on the promotion of gender and youth empowerment and equity; and the country strategy of UN Women Ethiopia.

### **Evaluation Scope and Objectives**

The purpose of the evaluation is for accountability and learning and therefore has provided an in-depth assessment of the programme results against its four outcomes and the programme performance in terms of relevance, effectiveness, efficiency, sustainability, impact, inclusiveness, participation, equality, non-discrimination, and social transformation. The programme end evaluation covered the entire implementation period from July 2017 - June 2021 under its four outcomes. The evaluation focused on all activities undertaken within geographical locations covered by the Programme during the period mentioned above. The evaluation assessment has therefore been conducted at the federal level and in the regions of Amhara, SNNPR and Oromia.

## Evaluation Methods

The evaluation used Participative, inclusive and mixed methods to answer the evaluation questions using credible and gender-responsive data collection methods and analysis techniques. Use of a mixed methodology helped the evaluation team to gather evidence-based information on the various dimensions of the programme interventions, outputs, and outcomes. The evaluation focused on deepening understanding and explaining how the planned results were achieved, establishing change induced by the programme interventions and gaps. The evaluation also identified failure and success factors and their respective contributions to the expected and unexpected outcomes, lessons learned, and recommendations for sustainability and future programming.

Primary and secondary data collection methods were applied during the data collection phase. To collect secondary data, the team conducted a thorough review of relevant literature and programme documents including the programme document, theory of change, progress reports, results framework, monitoring data etc. Primary data was collected through face-to face and remote key informant interviews with key stakeholders who were involved or impacted by the Programme (directly or indirectly). Approved KII guides guided primary data collection for each category of respondents.

## Evaluation Findings

### Relevance

The programme was **aligned to existing national frameworks and recognized the need for gender equality and women's empowerment**. These include the the Beijing Declaration and Platform for Action (BDPFA), and the Maputo Protocol. The Programme is also aligned to the MoWCYA- which was re-formed under Proclamation No. 1097/2018. Under the principle of 'leaving no one behind', gender equality is one of the fundamental principles of SDG 2030 (SDG #5)<sup>1</sup> and therefore the Programme is in line with UN Women's Global Strategic Plan 2018-2021, SDGs, UNDAF 2016-2020, Ethiopia's Growth and Transformation Plan II (2016-2020) and the country strategy of UN Women Ethiopia.

Gender equality and women's empowerment (GEWE) is a national priority and at the center of all policy, legal and institutional frameworks. This is anchored in the national policy framework by mainstreaming gender within key national development plans such as the Growth and Transformation Plan (GTP)-both GTP-I and GTP-II as well as sector-specific plans such as the

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<sup>1</sup> National Democratic Institute, *Gender Informed Governance: Gender Responsive Budgeting*.

Education Sector Development Plan (ESDP), the Health Sector Development Plan (HSDP), Industrial Strategic Plan, etc.

### **Effectiveness**

The programme responded to most of the gaps, challenges and opportunities identified from the gender gap analysis of public finance management (PFM) conducted by UN Women in collaboration with MoF. Progress has been made to address lack of research and data, lack of coordinators of gender actors in resource mobilization, lack of ownership due to GRB being viewed as an extra task, lack of awareness of GRB, lack of technical skills to mainstream gender, weak accountability system (GRB not institutionalized as a requirement), etc. Accordingly, significant changes have been made in public finance management system. The Programme supported and contributed to increased awareness and commitment of different actors to address gender equality at different levels, particularly gender budgeting by sector ministries. As a result, most sectors have a better understanding of planning and budgeting of gender equality and women's empowerment in their sector plans, resulting in an institutional commitment by government and sector offices.

The Programme produced various knowledge products such as the Gender Gap Analysis of the Public Finance Management System in Ethiopia<sup>2</sup>, the Gender Responsive Budgeting toolkit for Women and Children and Budget Standing Committees of Parliament to track budgeting from a gender perspective during the budget hearing sessions, the gender and aid effectiveness manual and toolkit for external resource mobilization directorate, the gender equality audit manual for the Office of the Federal Auditor General, gender equality strategy for MoF and assessment report on gender-responsive budget allocation and implementation within Growth and Transformation Plan (GTP) II.

The programme has contributed to an increased capacity and interest from parliamentarians, requesting for gender equality performance tracking by the sector offices to mainstream gender equality in their programmes, instead of always asking about it only during reporting. The Programme organized an experience sharing/exposure visit to Rwanda and took 11 sector bureau experts and high-level officials to enhance their Capacity on GRB and Gender Budget Statement as part of South-South experience sharing. During the visit to Rwanda, the gender budget statement and its preparation were introduced to the participants, which was an opportunity to

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<sup>2</sup> <https://africa.unwomen.org/en/digital-library/publications/2018/12/gender-gap-analysis>



learn and start using them. Based on the Rwanda experience sharing visit, the Ministry of Agriculture and the Federal Urban Job Creation and Food Security Agency managed to domesticate and pilot the budget statement by developing their respective three-year plans and also submitted their nine-month report.

The programme initiatives were addressed in major fiscal policy pillars such as budget planning (including taxation), macroeconomics, and resource mobilization. The MoF also advocated for gender equality and women's empowerment initiatives in the finance sector, including tax exemption for women products and goods that minimize women's workload.

### **4.3 Efficiency**

The programme management structure and coordination mechanism was efficient in generating the expected results. To leverage partnerships and comparative capacities/expertise, the Programme worked with MoF and other partners, including federal and regional state actors, independent commissions and bodies, the donors, IMF and the WB. Despite the limited number of staff and budget constraints, the Programme performed well and achieved most of the planned results. Most of the challenges were well handled, and the programme team demonstrated significant flexibility, responsiveness, and transition arrangements. The programme invested in documentation and evidence-based programming through research though there were gaps in programme-specific annual progress reports. There were no significant constraints (e.g., political, practical, and bureaucratic) to efficiently address women's rights during the programme implementation. However, though both the MoF and the MoWCYA were expected to coordinate and play an oversight role to ensure all other sectors are accountable, sometimes the two ministries failed to pull in the same direction (complementing each other). There was also, limited monitoring and inconsistent reporting of programme results, especially at outcome and impact levels. The programme team seemed to have focused more on activities and outputs.

### **Impact**

There are no notable impacts of this programme in terms of contributing to increased budgetary allocations for GEWE. However, though the Programme is still in a piloting phase targeting selected government institutions at the federal and regional levels, it started to influence thinking around GRB during budget preparation, approval and implementation. There were good initiatives aimed at building the capacity of government experts and other actors as well as creating awareness on the implementation of GRB in public financing. During the preparation of sector annual plans, gender issues were observed in most sectors, but this was not reflected

during the preparation of the programme budgets. The various capacity-building and training programmes conducted for government sectors have created an opportunity to enhance their staffs' commitment to GRB. The Programme has contributed to institutionalizing gender mainstreaming and/or practicing GRB as a planning tool to realize GEWE.

### **Sustainability**

While the sustainability of programme initiatives and results cannot be fully appreciated at this stage, there are good results that could lead to positive long-term effects and sustainability if strategically and collectively supported. Most of the Programme's accrued benefits, including capacity building and awareness-raising among key stakeholders at federal, sectorial, and regional levels, would continue to stimulate GRB. MoF's increased interest in institutionalizing GRB and the increased number of institutions and sectors initiating gender-responsive budgeting programmes in their respective sector plans can replicate and upscale gender-responsive budgeting work.

The programme initiatives, including the capacity building and the development of the gender budget statements, are some of MoF's priority areas to continue strengthening the GRB initiatives at the federal and regional levels. Through investment in ToTs and collaboration with government institutions, the programme facilitated the availability and access of GRB skills, including the possibility of cascading the training to both the federal and regional levels. In addition, government officials' capacity-building initiatives and experience-sharing visits enabled key stakeholders to effectively participate and promote GRB, an important tool for realizing gender equality and women's empowerment.

### **Cross-cutting issues**

UN Women integrated the four principles of the Human Rights-Based Approach (Non-discriminatory, transparency, participation, and accountability) in the programme design, implementation, monitoring, and evaluation processes. As a result, there was inclusiveness and participation of key stakeholders in the design, implementation and monitoring of the programme. The program initiatives were beneficial to all women, including vulnerable groups such as the elderly, women living with HIV, women living in rural areas, and/or those living with disabilities. The National Assessment of Sectors Performance on GRB, conducted by MoF as part

of the Gender Equality and Women's Empowerment Joint Programme<sup>3</sup>, considered underlying causes for limited progress on engendering sectoral plans and budgets. It identified the main root causes as the lack of effective data collection systems, monitoring and tracking budget allocations and expenditures from a gender perspective, accountability mechanisms and strong collaboration among key stakeholders to institutionalize GRB.

## Recommendations

1. Though the Programme has made some good progress in GRB, a lot still needs to be done to fully integrate GRB in all federal and regional budgetary processes and sectors. Therefore, instead of formulating a new programme, UN Women should consider improving the current Programme (another phase), taking good practices, lessons learned, and recommendations provided in this evaluation. In addition, there should be a prioritization of sectors targeted for institutionalization of GRB as a tool during their planning, budgeting, implementation, and M&E of their program interventions. *(UN Women and MoF)-High priority*
2. Capacity-building initiatives on GRB should be strengthened and scaled up to other government departments and bodies. The capacity of the parliamentarians should continue for the incoming parliamentarians both at the Federal and Regional levels. All relevant Directorates and Departments under the Secretariat Office, such as the Gender Directorate, M&E Department, and Planning Directorate, should be capacitated to effectively play their role in revising sector plans and evaluating progress. This will enable them to have a gender perspective in providing feedback for sector plans. To address the challenges faced due to staff turnover, capacity-building initiatives should be a continuous exercise, especially when there is a change in leadership or staff turnover, to ensure an increased commitment by all stakeholders. As GRB initiative requires to be institutionalized and draw commitment from the leadership. *(UN Women, MoF and MoWCYA)-High priority*
3. There is a need to strengthen coordination and collaboration among key stakeholders to track GRB and promote gender equality and women's empowerment. For instance, since the MoF mainly focuses on the financial aspects, it should work closely with other actors such as the National Planning Commission and the House of People Representatives since they have a significant role in the budget approval process and evaluating sector plans. In addition, the House of People's Representatives' Gender Secretariat Office, which is responsible for

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<sup>3</sup> The Joint Programme on Gender Equality and Women's Empowerment is a national joint programme, where seven United Nations agencies partner with the Government of Ethiopia on enhancing women's economic empowerment, girls' education, institutional capacity building on mainstreaming of gender and ending violence against women and girls.

coordinating all gender-related activities and facilitation of GRB interventions with the parliamentarians, should be given the same attention as the women caucus and the standing committees. *(UN Women, MoF and MoWCYA)*. Similarly, the House of Peoples Representatives (Parliament) should be more accountable in their oversight by pushing other sectors and making them accountable when submitting their budget reports. The sectors should be required to include the gender budget statement and/or disaggregated information showing the priority issues of women and girls with the budget. *(MoF and MoWCYA)-High priority*

4. There should be more experience sharing with other African countries as was done with South Africa, Rwanda and Uganda. There should also be experience sharing among different sectors, including strengthening experience sharing with sectors that have piloted the gender budget statement. *(UN Women, MoF)-Medium priority*
5. To ensure timely implementation and follow-up, key actors, including the UN Women, MoF, MoWCY, etc., should track progress and achievements jointly. Collecting or sharing feedback from each implementing partner will improve coordination and accountability, and therefore, GRB plans should be prepared jointly or shared among IPs and implemented accordingly. Establishing a dedicated steering committee will also facilitate implementation and working together on joint action plans. *(UN Women, MoF and MoWCY) Medium priority*
6. Best practices and good lessons learned, such as identifying gender gaps/assessments, joint planning and monitoring, capacity building (training), and developing more knowledge products and toolkits, should be documented and scaled up. There should be regular revision and updating of the already developed tools and guidelines to adapt to change in governance structures and priorities. Sector offices should be encouraged to conduct situation assessments to identify their respective gender gaps and specific strategies and plans developed to ensure institutionalization of gender financing. This would ensure the tracking of public finance allocations and expenditures for different programmes. To measure the contribution of such a programme, GRB initiatives should be supported with baseline information for planning, monitoring, and tracking the changes in budgeting. *(UN Women, MoF and MoWCYA)- Medium priority*
7. Future programming should focus more on institutionalizing GRB through its integration in various planning and reporting frameworks/templates and also strengthening the use of the gender budget statement and other systems to ensure the inclusion of GRB in programme budget templates, M&E frameworks, etc. In addition, the programme should invest in Information Technology (IT) database management system to maintain efficient and reliable data management for simplified data processing and future analysis. *(UN Women, MoF)-Medium priority*

8. Key stakeholders should advocate for the inclusion of gender budget lines in the programme budget section and incorporate them in the management training provided by the civil service university (capacity building programme of the public sector). In addition to the MoF gender equality strategy, the stakeholders should also lobby and advocate for some of the major sectors to develop their own GRB strategy to effect all the gender-related proclamations in the country. They should also lobby and advocate for gender-responsive curriculum development in Civil Service University and plan to establish a CSOs platform to advocate for GRB. Advocate for the allocation of additional resources (technical and financial) to equip the UN Women team with additional staffing for close support, follow-up, monitoring to the partners. *(UN Women, MoF and MoWCYA)- Medium priority*

# 1 Introduction

## 1.1. Overview of the Evaluation Subject

UN Women, in partnership with the Ministry of Finance (MoF) and with support from the governments of Sweden, Norway, and the Netherlands, implemented a four-year “Transformative Financing for Gender Equality and Women’s Empowerment” programme (July 2017-June 2021) in Ethiopia with an estimated budget of USD 2.99 million (actual budget allocation of USD 2,848,233) for the entire programme period. UN Women supports efforts to mainstream gender in national development plans and strategies as well as sectoral strategies through the provision of technical support to national partners. The Programme aimed to establish a gender-responsive planning and budgeting system in Ethiopia to ensure the allocation of resources to adequately and effectively finance gender equality and women’s empowerment commitments. The programme was hinged upon the following Theory of Change (ToC):

*If* (1) political consensus to address the financing gap in GEWE is created; *if* (2) accountability mechanisms are established for budgetary allocations to mainstream and prioritize GEWE; *if* (3) additional international financing for GEWE is mobilized; and *if* (4) oversight mechanisms for GEWE allocations are strengthened; *then* (5) new and existing nationally and internationally agreed commitments on GEWE will be realized, and Ethiopian women will equally benefit from the financing of national programmes; because (6) additional financial resources for GEWE will be available and effectively used.

The Programme's overall goal was to ensure that new and existing internationally and nationally agreed commitments on gender equality and women’s empowerment are adequately and effectively financed in Ethiopia. UN Women identified the following four expected outcomes contributing to the achievement of the overall goal:

- 5) Creating political consensus by the Government of Ethiopia on the need to systematically address Gender Responsive Budgeting (GRB);
- 6) Supporting the reform of fiscal laws, policies, and national action plans to prioritize budgetary allocations in favour of gender equality and women’s empowerment (GEWE);
- 7) Ensuring equitable distribution of international financing to address gender inequalities and the empowerment of women, and for increased resources for GEWE; and
- 8) Strengthening oversight mechanisms for allocations for GEWE, and ensuring the inclusion of parliamentarians, civil society, and women’s organizations in GRB.

The programme design used the opportunities, best practices, and learning from previous initiatives to establish a system for increasing financing for gender equality so that women and girls can equitably benefit from the allocation of resources. This system was to be realized through evidence generated by gender gap analyses, gender responsive public finance management and donor funding, and the creation of an accountability mechanism with multi-stakeholder coordination and engagement of gender advocates.

UN Women implemented the Programme at the federal level and in the three regions in Ethiopia, including Amhara, Southern Nations and Nationalities and People's Region (SNNPR), and Oromia regions. The Programme deployed strategies such as evidence-based advocacy, capacity development, knowledge building and information sharing, partnership building, coordination, and engaging with different stakeholders to achieve the expected outcomes. The programme design and implementation ensured collaboration with international organizations by bringing experiences to relevant forums on financing for development. In addition, it enhanced collaborative partnerships towards bringing gender-responsive Public Finance Management (PFM) system of the country and women's contribution towards the economy.

Stakeholders and implementing partners (IPs) in this Programme were federal and regional governments and non-governmental actors. The main implementing partner was the MoF. Therefore, UN Women worked with MoF at the federal level and its regional structures in Amhara, Oromia, SNNPR, and Tigray towards gender-responsive public financial management systems. The Ministry of Women Children and Youth Affairs (MoWCYA) participated in not only preparing the GRB Guideline, which is a very relevant document to support financing for gender equality initiatives and commitments at different levels (Federal, Sectoral and Regional levels) but was also involved, in the development of all the knowledge products in collaboration with MoF. In addition, the MoWCY organized a programme budgeting and GRB training for the Regional Bureaus. The programme also worked with selected growth-oriented sectors (Ministry of Agriculture (MoA) and Federal Urban Job Creation and Food Security Agency) to increase financing for gender equality in their respective programmes.

To build the capacity of gender advocates, UN Women partnered with the Budget, Women and Children Standing Committees of the House of People Representatives (HoPR) and women's associations. UN Women also worked with CSOs such as Union of Ethiopian Women and Children Association (UEWCA) to strengthen the capacities of women's associations in Amhara, Tigray and the Dire Dawa City Administration. UN Women strengthened its engagement with the Donor Group on Gender Equality to advocate for increased allocation of international

resources to GEWE. Engagement with the embassy of Sweden, Dutch embassy, embassy of Norway, the World Bank (WB) and International Monetary Fund (IMF) build on existing efforts to promote GRB. Other key stakeholders of the Programme were the Office of the Federal Auditor General (OFAG) and the regional Bureau of Women and Children Affairs (BoWCA).

An external team of two consultants was engaged to independently evaluate the Programme using UN Women evaluation guidelines including, but not limited to, the UN Evaluation Group (UNEG) Norms and Standards for evaluations and Global Evaluation Report Assessment and Analysis System (GERAAS). An internal Evaluation Reference Group (ERG)<sup>4</sup> was established to provide quality assurance of the evaluation process.

## **1.2. Programme Background**

As mentioned in the DAC Guidelines for Gender Equality and Empowerment of Women in Development Cooperation (1999), gender equality is recognized as a vital issue for development and development cooperation.<sup>5</sup> Often, gender equality commitments are not sufficiently considered or included during the design and financing stages of planning, which exacerbates gender inequality in many countries.<sup>6</sup> Adequate financing of national development plans and strategies is a condition for the achievement of national development priorities. Implementing gender equality commitments at the country level requires governments to formulate policies and procedures that actively promote gender equality and guarantee women's rights while allocating sufficient financial resources for this purpose. Therefore, a gender equality perspective needs to be adequately considered during the design and budgeting stages of the planning process to ensure that resources and interventions equally benefit women and men.

Budget is a major pillar that contributes to the recognition and inclusion of the majority of the population (women) in development initiatives. Without a budget in any sector (e.g., education, health, agriculture, etc.), gender-responsive programmes and projects may not be implemented, and sex-disaggregated data often get neglected. Increasing financing for gender equality recognizes that planning, resource allocation, and development priorities and initiatives show disaggregated data by sex and this helps determine the greatest needs and to direct resources to those areas. It also enables stakeholders to monitor how resources allocated are utilized to bridge gender gaps and contribute to gender equality and women's empowerment. Gender Responsive

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<sup>4</sup> UN Women Ethiopia CO

<sup>5</sup> <https://www.oecd.org/dac/gender-development/28313843.pdf>

<sup>6</sup> See: <http://gender-financing.unwomen.org/en/areas-of-work/planning-and-budgeting>.



Budgeting (GRB) therefore aims to mainstream gender into public budgets, looking into how financial resources are allocated considering women and men. GRB is used to shape policies, set priorities, and provide the means to meet all citizens' social and economic needs. GRB also helps governments understand potential adjustments in resources needed to achieve their priorities and commitments to achieve gender equality and advance women's rights as stipulated in international conventions, commitments, and goals.

The Beijing Declaration and Platform for Action (BDPFA) adopted in 1995 calls upon governments to integrate gender concerns into policies and programs, including allocation of resources for programmes that benefit women disproportionately. The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), adopted by the United Nations (UN) in 1979, was ratified by many countries and subsequently entered into force in 1981. The convention underlines that gender inequality results from discrimination against women; and calls for governments to take practical steps in addressing the same. The Maputo Protocol, established by the African Union (AU) in 2005, guarantees women's choice in all key areas and is the main legal instrument for the protection of the rights of women and girls in Africa. Under the principle of 'leaving no one behind', gender equality is one of the fundamental principles of SDG 2030 (SDG #5).<sup>7</sup>

Beyond ensuring accountability to women's rights, GRB is also a step towards improved public transparency and economic efficiency. In collaboration with other development agencies, UN Women has been supporting the Government of Ethiopia in planning and implementing GRB. Most of the organization's support has been through capacity-building regarding gender-responsive budgeting. During the GTP I implementation, the Government, in partnership with UN Women CO and the European Commission (EC), implemented a programme, "Increasing Accountability in Financing for Gender Equality," from 2011 to 2015. It sought to enhance the scale and scope of financing for national gender equality commitments and strengthen government and donor accountability for implementing gender equality commitments in financing decisions and practices. As a result, the Government pursued various GRB initiatives to integrate gender issues into national policies, strategies, and budgets.

The MoF Gender Directorate, in collaboration with UN Women, recently conducted an assessment of the GTP II for its gender inclusiveness and resource allocation. The GTP II is one of the most extensive programmes in addressing the pro-poor policy the country is addressing.

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<sup>7</sup> National Democratic Institute, *Gender Informed Governance: Gender Responsive Budgeting*.

The assessment has provided significant input for future efforts in filling the identified gaps in gender equality and women's empowerment. There are also opportunities and best practices documented to strengthen future efforts on and GEWE particularly on GRB.

The Programme, Transformative Financing for Gender Equality, was initiated to contribute to the overall goal of adequate and effective financing of new and existing national and international commitments on gender equality and women's empowerment. The focus is on enhancing the capacity of experts on Gender Responsive Budgeting to enable them to consider gender during planning and budgeting through training and South-South experience sharing. The Programme is in line with UN Women's Global Strategic Plan 2018-2021, particularly **outcome 2**: women lead, participate in, and benefit equally from governance systems, contributing to **SDGs** Goal no, 1,2,3,5,10,16 and 17. At the national level, the design is aligned with **UNDAF 2016-2020**, i.e., pillar 4 on good governance, participation, and capacity development and pillar 5 equality and empowerment, Ethiopia's Growth and Transformation Plan II (2016-2020), i.e., strategic pillar 7 on the promotion of gender and youth empowerment and equity; and the country strategy of UN Women Ethiopia.

## 1.3 Country Context

### 1.3.1 Political context

The Federal Democratic Republic of Ethiopia is the second-most populous country in the African continent, with a population of 108 million (51 percent female) and a population growth rate of 2.85 percent<sup>8</sup>. Located in north-eastern Africa, also referred to as the Horn of Africa, Ethiopia is a federal state subdivided into ten ethno-linguistically-based regional states and two city administrations. Ethiopia comprises the Federal Government and state members<sup>9</sup>, with legislative, executive, and judicial powers. The House of Peoples' Representatives is the highest authority of the Federal Government<sup>10</sup> and has the power to legislate in all matters assigned by the constitution to federal jurisdiction<sup>11</sup>. Accordingly, it enacts specific laws on different issues, including ratifying the federal budget. In the states, the State Council is the highest organ of

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<sup>8</sup> CIA World Factbook, December 2019

<sup>9</sup> See: [www.ethiopia.gov.et/web/pages/the-structure-and-division-of-power](http://www.ethiopia.gov.et/web/pages/the-structure-and-division-of-power).

<sup>10</sup> See: <http://country.eiu.com/article.aspx?articleid=251907609&Country=Ethiopia&topic=Summary&subtopic=Political+structure>.

<sup>11</sup> See: [www.ethiopia.gov.et/the-house-of-peoples-representatives](http://www.ethiopia.gov.et/the-house-of-peoples-representatives).

authority and its powers and functions include administering the state budget. During the 2015 general elections, women representatives won 39 percent of the total of 547 seats<sup>12</sup>.

With Dr. Abiy Ahmed's appointment as Prime Minister (PM) in April 2018 by the Ethiopian People's Revolutionary Democratic Front (EPRDF), the political landscape in Ethiopia changed dramatically.<sup>13</sup> The new Prime Minister promised political, economic, and social reforms and to bring unity, peace, and democracy to Ethiopia.<sup>14</sup> Half a year after rising to the position of prime minister in Ethiopia, Abiy Ahmed appointed a cabinet that included an unprecedented 50% women, including the first female minister of defense.<sup>15</sup> This was noteworthy, because women had not been well-represented in Ethiopian political leadership. Ethiopian lawmakers appointed the country's first female president, Sahle-Work Zewde and although the position is ceremonial in Ethiopia, the move was historic" as it showed women would play key roles in Ethiopian politics.<sup>16</sup>

In November 2019, the PM was awarded the Nobel Peace Prize for his efforts, in particular for his contributions towards ending a twenty-year long "cold war" between Ethiopia and neighbouring Eritrea.<sup>17</sup> Progress has been made in several areas, including making peace with Eritrea, the release of political prisoners, and inviting political exiles to return to Ethiopia, as well as reopening the space for civil society with the amendment of the Civil Society Proclamation, anti-terrorism laws, and the reform of the Ethiopian Human Rights Commission (EHRC).<sup>18</sup> When the Federal Government postponed the national elections initially scheduled for August 2020, tentatively to 5 June 2021, due to the COVID-19 pandemic, some opposition parties including the TPLF heavily criticized this decision and accused the Prime Minister of unlawfully extending his mandate.

Despite the Federal Government's orders, the Tigray Regional Government announced that it would hold its regional elections as scheduled and conducted the election on 9 September 2020 but the Federal Government nullified the election held in Tigray, labelling it unconstitutional. Almost a month later, on 3 November 2020, the Federal Government accused TPLF for attacking

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<sup>12</sup> The International Institute for Democracy and Electoral Assistance (International IDEA)

<sup>13</sup> [https://reliefweb.int/sites/reliefweb.int/files/resources/ethiopia\\_2021\\_humanitarian\\_needs\\_overview\\_hno.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/ethiopia_2021_humanitarian_needs_overview_hno.pdf)

<sup>14</sup> *ibid*

<sup>15</sup> *ibid*

<sup>16</sup> *ibid*

<sup>17</sup> *ibid*

<sup>18</sup> [https://reliefweb.int/sites/reliefweb.int/files/resources/ethiopia\\_2021\\_humanitarian\\_needs\\_overview\\_hno.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/ethiopia_2021_humanitarian_needs_overview_hno.pdf)

the Northern Command post in Mekelle, killing and injuring Federal Government soldiers and commandeering weapons and ammunition.<sup>19</sup> The Prime Minister ordered the Ethiopian National Defense Forces (ENDF) to commence a military offensive against TPLF and also announced a six-month state of emergency in Tigray.<sup>20</sup>

Beyond Tigray, several situations of generalized unrest have prompted security incidents in Oromia which have had severe impact on humanitarian operations in and around the Region as well as in neighboring Benishangul Gumuz, Gambela, SNNP and Somali Regions. The most prominent were violent protests in June/July 2020, following the killing of a local socially influential and politically active Oromo artist Hachalu Hundessa on 29 June in Addis Ababa. These incidents resulted in loss of lives, casualties, detentions (over 5,000 people), population displacement (9,000 people), destruction of private and public property (including humanitarian assets), road blockade and movement restrictions. The situation significantly affected humanitarian operations in terms of partial suspension of life-saving assistance due to insecurity.<sup>21</sup>

Ethiopia's June 21, 2021 elections were held following important reforms that allowed political parties and civil society to emerge as electoral actors and the National Election Board of Ethiopia (NEBE) to take important steps to build its capacity and credibility.<sup>22</sup> Though the overall electoral process leading to the June 21 elections was fraught with major and varied challenges in the election environment, it showed important improvements over past elections, particularly regarding the establishment of the national electoral body, and facilitation of national election monitoring by the contestants and CSOs.<sup>23</sup> According to the results announced by the National Electoral Board of Ethiopia (NEBE), Ethiopia's governing Prosperity Party won the most seats in the country's parliamentary election (410 out of the 436 contested seats in Ethiopia's federal parliament).<sup>24</sup>

In Addis Ababa, the Prosperity Party (PP) won 22 parliamentary seats while an independent candidate secured 1 seat out of 23 constituencies. In Afrar Region which represented by 8

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<sup>19</sup> [https://reliefweb.int/sites/reliefweb.int/files/resources/ethiopia\\_2021\\_humanitarian\\_needs\\_overview\\_hno.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/ethiopia_2021_humanitarian_needs_overview_hno.pdf)

<sup>20</sup> *ibid*

<sup>21</sup> *ibid*

<sup>22</sup> International Republican Institute (IRI) and National Democratic Institute (NDI), Ethiopia June 21, 2021 National Elections Report

<sup>23</sup> *ibid*

<sup>24</sup> *ibid*

parliamentarians, PP won 6 seats in the election held at the same number of constituencies. In Amhara Region, PP secured 114 parliamentary seats while National Movement of Amhara attained 5 in polls that took place 128 constituencies. In Benshangul Region, PP secured 3 seats from election held in same number of constituencies. PP has won 1 seat in Dire Dawa out of election in 2 constituencies. In Gambela Region which has 89 seats in parliament, PP has got 3 from election held in same number of constituencies. In Oromia Region, PP has won 167 seats while independent candidates have claimed 3 in election held in 170 constituencies. PP has won all 19 seats for which voting was held in Sidama region. Out of 85 constituencies in Southern Nations Nationalities and Peoples Region, PP has won 75 while Ethiopian Citizens for Social Justice Party (EZEMA) secured 4 and Gedio People Democracy Organization

### 1.3.2 Economic and Social Context

Ethiopia has seen remarkable economic growth, poverty reduction, and progress in social development in the last decades. Over the past decade, Ethiopia's economy has grown an average of 9.8 per cent per year, marked with a decline in overall poverty in rural and urban areas.<sup>25</sup> While this trend was expected to continue, with initial gross domestic product (GDP) growth projections for 2020 at just over 10 per cent, the impact of COVID-19 have slowed down economic growth, with current International Monetary Fund (IMF) projections suggesting a dip in the growth rate to 3.7 per cent with projections of a slight revival in 2021.<sup>26</sup>

The Ethiopian authorities have developed their very own ambitious "Homegrown Economic Reform Plan" tailored to the country's needs and preferences.<sup>27</sup> As well as helping to address the foreign exchange shortage, the program will also aim to reduce debt vulnerabilities.<sup>28</sup> The program builds on the authorities' actions by ensuring public sector borrowing is in line with lower debt levels and stronger oversight of state-owned enterprises.<sup>29</sup> Whereas monetary policy will aim to bring inflation into single digits, exchange rate reform will address foreign exchange shortages and increase exchange rate flexibility and, combined with structural reform, will further improve export competitiveness.<sup>30</sup> Revenue reforms and efforts to increase the efficiency

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<sup>25</sup> The World Bank in Ethiopia: Overview', The World Bank, 2020,

<https://www.worldbank.org/en/country/ethiopia/overview>

<sup>26</sup> Humanitarian Needs Overview Ethiopia, OCHA Feb 2021

<sup>27</sup> <https://www.imf.org/>

<sup>28</sup> ibid

<sup>29</sup> ibid

<sup>30</sup> ibid

of public investment will ensure that infrastructure and social spending needs are met while maintaining sustainable debt levels.<sup>31</sup>

Ethiopia recently constructed the Grand Ethiopian Renaissance Dam (GERD), an hydropower dam, along the Abbay/Blue Nile River.<sup>32</sup> The purpose of the GERD is to lift millions of people out of poverty and provide access to electricity to more than 60 million Ethiopians and provide affordable electricity to the service, industrial and agriculture economic sectors.<sup>33</sup> The GERD will also offer regulated flow which will help the downstream countries to better manage their respective reservoirs.<sup>34</sup>The GERD will reduce negative impacts of climate change such as recurrent floods and capture 90 percent of the sediment protecting irrigation canals and equipment from damages caused by sedimentation.<sup>35</sup>

Despite significant economic growth, development indicators and reports indicate the country remains among the low human development countries worldwide and has seen little change relative to other countries.<sup>36</sup> Ethiopia remains predominantly agricultural, with 80 percent of its population living in rural areas.<sup>37</sup> Ethiopia's Human Development Index (HDI) value for 2019 was 0.485, putting the country in the low human development category, ranking 173 out of 189 countries and territories. The 2018 global human development report shows that Ethiopia is among countries with low Gender Development Index (ratio of female to male HDI values), scoring 0.846. Economic growth has been driven by the growth in agriculture and services sectors, contributing 37 and 47 percent of Gross Domestic Product (GDP) respectively in 2015/16. Education continues to lag, with close to half of Ethiopians unable to read or write and low mean years of schooling.

### **1.3.3 Gender and Human Rights context**

According to the 2018 global human development report, Ethiopia's Gender Inequality Index (GNI) score is one of the lowest. Ethiopia ranked 121st out of 160 countries on GNI, scoring 0.502. In Ethiopia, gender roles and stereotypes contribute to structural barriers in women's and girls' lives, leading to gender discrimination and inequality. Four in ten young women were married

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<sup>31</sup> *ibid*

<sup>32</sup> <https://ethiopianembassy.org/the-grand-ethiopian-renaissance-dam-project-gerdp/>

<sup>33</sup> *ibid*

<sup>34</sup> *ibid*

<sup>35</sup> *ibid*

<sup>36</sup> World Bank. 2019 Ethiopia Gender Diagnostic Report: Gender Innovation Policy Initiative

<sup>37</sup> *ibid*

before the age of 18.<sup>38</sup> Despite recent government policies to address gender inequality, women and girls in Ethiopia remain strongly disadvantaged compared to boys and men in several areas, including literacy, decision-making, economics, ability to make choices about their sexual and reproductive health, education, livelihoods, access to housing, land, and property (HLP) rights, access to legal identity and civil documentation, family dynamics, as well as in their ability to claim their basic human rights.<sup>39</sup>

Gender inequality exacts a significant toll on multiple dimensions of development in Ethiopia.<sup>40</sup> Mean years of schooling for females is just 1.6, less than half of the already low mean years of schooling for males, at 3.7 years. <sup>41</sup>There is also a gap at the secondary school level; enrolment rates are 10.8 percent for women, and 20.7 percent for men in 2016.<sup>42</sup> In the economic sphere, women are acutely affected by discriminatory policies and gender norms-women are nearly three times as likely as men to be unemployed.<sup>43</sup> Women are obliged to take on vulnerable forms of employment that fail to protect their basic labour rights.<sup>44</sup> Unpaid care and domestic work also serve as a severe constraint to gender equality and women's empowerment.<sup>45</sup> These and other drivers of inequality between women and men and girls and boys determine gender inequality trends in Ethiopia. <sup>46</sup>This gender disparity also adversely affects their health and wellbeing as well as access to livelihood/income, as well as access to basic services.<sup>47</sup> Sex- and gender-based discrimination, together with intersectional factors that may negatively affect women and girls' access to opportunities and services (elderly, women living with HIV, women living in rural areas and/or those living with disability) place them at further risk of marginalization.<sup>48</sup>

Inequality is manifested in widespread violence against women and girls. One out of four Ethiopian women has experienced physical violence since the age of 15, and 1 out of 10 Ethiopian

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<sup>38</sup> Ethiopia Demographic Health Survey 2016 – Table 4.3, pg. 72. %age of women aged 20 to 24 who were first married or in union before age 18', CSA, 2017

<sup>39</sup> [https://reliefweb.int/sites/reliefweb.int/files/resources/ethiopia\\_2021\\_humanitarian\\_needs\\_overview\\_hno.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/ethiopia_2021_humanitarian_needs_overview_hno.pdf)

<sup>40</sup> the UNDP Human Development Report Office database, available from: <http://hdr.undp.org/en/data>.

<sup>41</sup> *ibid*

<sup>42</sup> *ibid*

<sup>43</sup> *ibid*

<sup>44</sup> *ibid*

<sup>45</sup> *ibid*

<sup>46</sup> *ibid*

<sup>47</sup> Concluding Observations. Ethiopia, 2011 (File no. CEDAW/C/ETH/CO/6-7), para. 18. In general recommendation No. 31 of the CEDAW Committee and general comment No. 18 of the CRC Committee on harmful practices, 2014, (File no. CEDAW/C/GC/31- CRC/C/GC/18), para. 7', CEDAW Committee

<sup>48</sup> *ibid*

women has experienced sexual violence since the age of 15.<sup>49</sup> GBV is both a cause and consequence of this gender inequality. Emergencies heighten the exposure to and impact of GBV, including domestic violence, sexual violence (including as a weapon of war) and perpetuating pre-existing harmful practices (such as child and early marriage, and prostitution). Prevalence of female genital mutilation (FGM) also increases under emergencies, despite the practice having been made illegal in Ethiopia.<sup>50</sup> There is very limited information on persons living with physical disabilities (prevalence is estimated at 17.6 per cent of the Ethiopian population (World Bank & WHO, 2011), while for common mental illness, the prevalence in the general population is 22 per cent.<sup>51</sup>

Significant barriers to gender equality and women's economic empowerment remains, with high unemployment and segregation of women into low-skilled and informal works<sup>52</sup>. Though women make up more than 40 percent of the agricultural labor force and head approximately 25 percent of all farming households, they have less access to land and other factors of production (e.g. lack of agricultural assets, capital/access to credit, technologies, entrepreneurship, etc) than men.<sup>53</sup> Women continue to face significant barriers in the workforce. Women experience high rates of unemployment (50 percent), seasonal employment, and temporary employment. Researches also evidence that women are also less likely than men to be paid for their work. Furthermore, for women active in the workforce, their productivity lags behind that of men. According to the World Bank study (WB)<sup>54</sup>, female farmers have lower rates of agricultural productivity than their male counterparts, and in entrepreneurship, women-owned firms underperform those owned by men in an array of critical dimensions, including profitability, survival rate, average size, and growth trajectory.

As in other regions of Ethiopia, SNNPR is a deeply rooted patriarchal society where men hold primary power in private and public life.<sup>55</sup> This social system influences cultural norms, practices and traditions and has rooted gender stereotypes regarding the roles and responsibilities of

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<sup>49</sup> [https://reliefweb.int/sites/reliefweb.int/files/resources/ethiopia\\_2021\\_humanitarian\\_needs\\_overview\\_hno.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/ethiopia_2021_humanitarian_needs_overview_hno.pdf)

<sup>50</sup> [https://reliefweb.int/sites/reliefweb.int/files/resources/ethiopia\\_2021\\_humanitarian\\_needs\\_overview\\_hno.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/ethiopia_2021_humanitarian_needs_overview_hno.pdf)

<sup>51</sup> Prevalence of common mental illnesses in Ethiopia: A systematic review and meta-analysis', *Neurology, Psychiatry, and Brain Research*, 2018, <https://www.sciencedirect.com/science/article/abs/pii/S0941950018300733>

<sup>52</sup> UNDP. 2018 Ethiopia National Human Development Report 2018: Industrialization with a Human Face

<sup>53</sup> *ibid*

<sup>54</sup> World Bank (WB) 2019: Gender Diagnostic Report,

<sup>55</sup> EDHS 2016 pg, 306



women and men in the family and in society.<sup>56</sup> Women and girls have traditionally performed their roles in the domestic sphere, and those activities are often considered inferior.<sup>57</sup> In SNNPR, the proportion of women (aged 15-49) who have ever experienced psychological, physical or sexual violence by their current or most recent husband/partner is 22 per cent, 18 per cent and 6 per cent, respectively.<sup>58</sup> The proportion of women who believe that a husband is justified in hitting or beating his wife in various circumstances is 66 per cent, while 15 per cent of men shared the same opinion.<sup>59</sup>

In Oromia region, gender equality interventions, such as promoting economic empowerment of women, promoting girls' education, etc., are integrated into Oromia's sectoral programmes.<sup>60</sup> Nevertheless, there are serious concerns related to gender equality in the region.<sup>61</sup> Just like in SNNPR, Oromia Regional State has a patriarchal society in which men hold primary power in private and public life.<sup>62</sup> The Tigray Regional State is the northern-most of Ethiopia's nine regional states and around 25% of the population currently lives in urban areas (total population, 4.3 million).<sup>63</sup> Traditionally, a combination of restrictive cultural and structural factors has resulted in women often not gaining access to the benefits of farming.<sup>64</sup> Female-headed households, highly prevalent in the region, are particularly vulnerable to economic and social exclusion.<sup>65</sup> Although manifested differently according to local contexts, a complex set of drivers underpins forced displacement and mixed migration in Northern Ethiopia: lack of economic opportunities, marginalization, land degradation and drought, and food insecurity are at the roots of the problem.<sup>66</sup>

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<sup>56</sup> Ibid p., 306

<sup>57</sup> ibid p., 306

<sup>58</sup> Ibidp., 306

<sup>59</sup> Ibid., pp 283 and 284

<sup>60</sup> <https://www.unicef.org/ethiopia/media/2341/file/Oromia%20region%20.pdf>

<sup>61</sup> ibid

<sup>62</sup> ibid

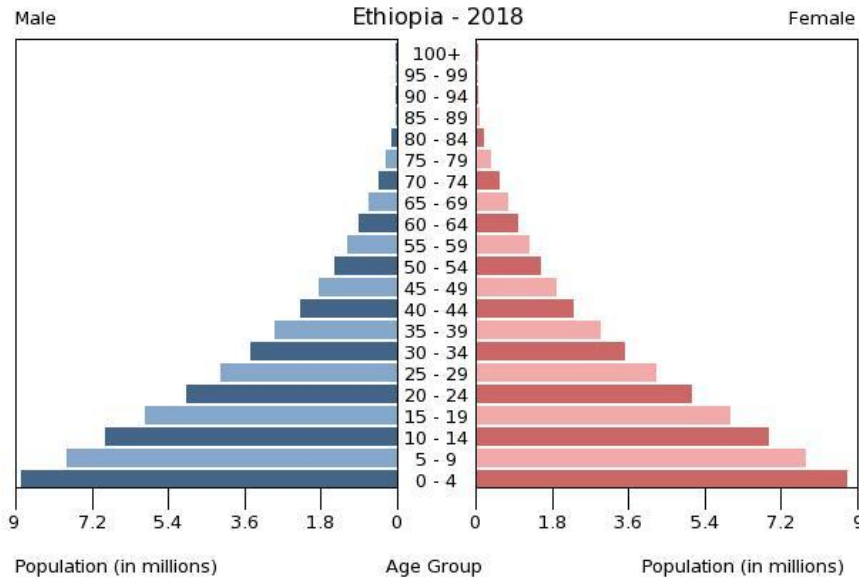
<sup>63</sup> [https://ec.europa.eu/trustfundforafrica/sites/default/files/t05-eutf-hoa-et-76\\_-\\_stability\\_and\\_socio-economic\\_development](https://ec.europa.eu/trustfundforafrica/sites/default/files/t05-eutf-hoa-et-76_-_stability_and_socio-economic_development)

<sup>64</sup> ibid

<sup>65</sup> ibid

<sup>66</sup> ibid

Figure 2: Ethiopian population by Sex and Age group(CIA World factbook)



Increasing financing for gender equality is crucial to ensure that women and men and girls and boys have access to and benefit from all social and economic development initiatives and allocated resources of the country. Since Ethiopia adopted international human rights standards on gender equality and the rights of women and girls, some measures have been introduced to create an enabling environment for the advancement of women and girls. Significant gains have been made towards achieving the formal equality of women through the reform of several laws, including family law, labor law, pension law, and criminal law.<sup>67</sup> Gender equality and women’s empowerment has also featured in the nation’s development and poverty reduction policies and strategies. Several institutional arrangements and valuable measures have been introduced to operationalize the commitments made at the national and international levels.<sup>68</sup>

The Government of Ethiopia (GoE) is strongly committed to promoting gender equality and women’s empowerment to address the existing inequalities in the social, economic, and political sectors since the ratification of the national constitution. Accordingly, the Government has adopted several institutional and policy measures that support these goals. Gender equality and women’s empowerment (GEWE) is positioned as a national priority and at the center of all policy, legal and institutional frameworks. GEWE has been integrated into ongoing development

<sup>67</sup> <https://www.et.undp.org/content/ethiopia/en/home/gender-equality.html>

<sup>68</sup> *ibid*

processes yielding momentous achievements over the past years. GEWE is anchored in the national policy framework by mainstreaming gender within key national development plans such as the Growth and Transformation Plan (GTP)-both GTP I and GTP II and sector-specific plans such as the Education Sector Development Plan (ESDP), the Health Sector Development Plan (HSDP), Industrial Strategic Plan, etc.

To address current gender gaps, the Government, in alignment with SDG 5 on gender equality, has a pillar on women and youth empowerment in the GTP II. The Government has integrated a Gender Responsive Budgeting (GRB) in the programme budget process in the Amended Finance Administration Proclamation No. 970/2016 (Article 20, sub-article 3).<sup>69</sup> The Proclamation requires sectors to integrate gender perspectives into the preparation of budget programmes to enhance the participation and benefit of women from the economy. The GoE developed a gender perspective plan to address the gaps and challenges in addressing the rights and development aspects of women, children, and youth in the social, economic, and political spheres. The plan focusses on strengthening and ensuring women and children rights and protection; ensuring fair participation and representation of women and youth in leadership and decision-making; addressing the existing attitudes and practices of the society to increase the full participation and benefit of women, children, and youth; ensuring equitable benefits for women, children, and youth in the economic and social sectors; and enabling women and youth to play an active role in the economic and social spheres.

Despite the Government putting policies, strategies, and programmes to support the mainstreaming of gender equality and women's empowerment initiatives, the lack of strong institutionalizing of these efforts left the gender equality gap still a challenge in advancing in the social, economic, and political spheres. Following the amended Finance Administration Proclamation No. 970/2016, the Ministry of Finance, with the support of UN Women, has developed and launched Gender Responsive Budgeting (GRB) Guidelines that facilitate the efforts to increase and track national planning and budget allocations related to achieving GEWE. Accordingly, the MoF has integrated gender into budget calls in all sectors at the federal level and regions such as Amhara and the Southern Nations, Nationalities, and Peoples Region (SNNPR). This was followed by the identification of gender gaps in sectors vital to economic growth and designing interventions in annual ministerial plans.

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<sup>69</sup> Federal Government of Ethiopia Financial Administration (Amendment) Proclamation 9167. Proclamation No. 970/2016

According to the Gender Gap Analysis of the Public Finance Management System<sup>70</sup>, some of the significant gaps identified include the limited progress in integrating gender in planning and budgeting by sector offices and the lack of consistent integration of gender equality in fiscal policy development in general and revenue generation. Gender issues have not been adequately covered in the performance audits of the Office of the Federal Auditor General Ethiopia (OFAG). The study also noted the key challenges in devising gender-responsive PFM, including the following: limited GRB awareness and skill, lack of GRB ownership, weak accountability system, high turnover of trained staff, and gaps in gender-disaggregated data.

The 25th anniversary commemoration of the Beijing Declaration and Platform for Action in 2020 (Beijing 25 +) Ethiopia report highlighted a lack of disaggregated data on the implementation of measures under the GRB provisions of the Finance Proclamation and its impact in drawing significant resource mobilization to eliminate discrimination of all forms. Studies still show a wide gender gap in the budget in many sectors, and budget constraints continued to be a major challenge for gender equality and the advancement of women in Ethiopia.<sup>71</sup>

## **2. Evaluation Purpose, Objectives and Scope**

### **2.1 Evaluation Purpose and Objectives**

The purpose of the evaluation is for accountability and learning and therefore has provided an in-depth assessment of the programme results against its four outcomes and the programme performance in terms of relevance, effectiveness, efficiency, sustainability, impact, inclusiveness, participation, equality, non-discrimination, and social transformation. The final evaluation highlights the performance of the programme indicators as well as provides actionable recommendations for sustainability and improvement of future programme implementation. The evaluation findings are of interest to the following key stakeholders: Relevant staff from IPs, including federal and local government institutions and CSOS; Target beneficiary communities and individuals; UN Women ECO programme staff; International organizations such as IMF and World Bank; and Development partners.

The general objective of this evaluation is to assess the Programme's contributions towards financing gender equality and women's empowerment initiatives. The specific objectives are to:

- a) Assess the extent to which the programme results are achieved and examine the Programme's

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<sup>70</sup> UN Women, MoF, August 2018: Gender Gap Analysis of the Public Finance Management System of Ethiopia

<sup>71</sup> EFDRE, May 2019: Fifth National Report on Progress made in the Implementation of the Beijing Declaration and Platform for Action (Beijing +25)

alignment with relevant international agreements and conventions, national needs, government priorities, and the UNDAF.

- b) Review the programme design, implementation strategy, institutional arrangements, as well as management and operational systems.
- c) To analyze and reflect on the overall progress of the Programme and the validity of its identified strategies.
- d) Assess the effectiveness and organizational efficiency in progressing towards the achievement of gender equality and women's empowerment results as defined in the intervention.
- e) Assess the relevance of the programmes' contribution to the national measures to establish a gender-responsive planning and budgeting system in Ethiopia to ensure that resources are allocated to adequately and effectively finance gender equality and women's empowerment commitments.
- f) Assess the sustainability of the intervention in achieving sustained gender equality and women's empowerment.
- g) Determine the impact of the intervention in terms of gender equality and women's empowerment.
- h) Analyze how the human rights approach and gender equality principles were integrated into the programme implementation.
- i) Document good practices, innovations, and lessons learned and provide concrete and actionable recommendations for future programming.

## **2.2 Scope of the Evaluation**

The programme end evaluation covered the entire implementation period from July 2017 - June 2021 under its four outcomes. The evaluation focused on all activities undertaken within geographical locations covered by the Programme during the period mentioned above. The evaluation assessment has therefore been conducted at the federal level and in the regions of Amhara, SNNPR and Oromia.

## **Evaluation Criteria and Questions**

The evaluation seeks to answer the following questions focused around the UN Women criteria of relevance, effectiveness, efficiency, sustainability, impact, inclusiveness, participation, equality, non-discrimination, and social transformation. These criteria are aligned with the

OECD/DAC<sup>72</sup> criteria and the UNEG evaluation criteria as outlined in the UNEG/ GERAAS norms and standards of evaluations. The evaluation findings have been presented for each of these criteria. The evaluation process was guided by the following seven key evaluation questions and more detailed sub-questions are addressed and presented in an evaluation matrix (Annex 5)

1. How appropriate and relevant is the Programme (**Relevance**)?
2. To what extent is the Programme successful in achieving its planned outcomes and targeted results (**Effectiveness**)?
3. How efficient is the programme implementation (**Efficiency**)?
4. How sustainable are programme interventions and results (**Sustainability**)?
5. What are the intended and unintended changes that have occurred due to the Programme interventions (**Impact**)?
6. To what extent has the programme strategy and implementation integrated cross-cutting issues (**gender equality and human rights; Inclusiveness and participation; and Social transformation**)?

### 3. Approach and Methodology

#### 3.1 Evaluation Approach

The evaluation approach and methodology was guided by the objective, scope, and purpose of the evaluation as outlined in the Terms of Reference (ToR) and the inception report. The team used Participative, inclusive and mixed methods to answer the evaluation questions using credible and gender-responsive data collection methods and analysis techniques. Use of a mixed methodology helped the evaluation team to gather evidence-based information on the various dimensions of the programme interventions, outputs, and outcomes.

The evaluation focused on deepening understanding and explaining how the planned results were achieved, establishing change induced by the programme interventions and gaps. The evaluation also identified failure and success factors and their respective contributions to the expected and unexpected outcomes, lessons learned, and recommendations for sustainability and future programming. Though the evaluation mainly applied qualitative methods, quantitative data collected from secondary data sources has been included and referenced.

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<sup>72</sup> The Organization for Economic Co-Operation and Development (OECD) and Development Assistance Committee (DAC)

### **3.1 Data sources:**

Desk Review of programme documents and relevant literature: This included the review, and analysis of relevant literature, programme document, monitoring reports, annual progress reports, programme budget and financial statements, UN Women's Global Strategic Plan (2018-2021), UN Women country strategic note, UNDAF (2016-2020), national and international gender equality instruments, Ethiopia finance proclamations, etc .

Key Informant Interviews (KIIs): These included interactive meetings with the focal points from MoF (Treasury directorate director/former gender director), MoWCYAs, Ministry of Agriculture, SNNPR Bureau of Women and Children Affairs, Federal Urban Job creation and Food Security Agency, OFAG, The House of People Representatives (Women Caucus Office & Secretariat Office), embassy of Norway, embassy of Sweden, embassy of Netherlands, UEWCA, IMF and the World Bank. KII participants were purposefully selected by the consultants in consultation with UN Women programme staff.

Outcome harvesting was used to assess how the programme's strategic partnerships contributed to GRB results at national level. To measure outcomes and change induced by the programme interventions and gaps, the key informant interview (KII) question guides included specific questions to describe outcomes and how and to what extent the programme interventions contributed to those outcomes. This also included questions to establish some of the success stories (most significant change) as a result of the programme interventions. Process tracing was used to enable the evaluation team to identify the mechanisms of change and the potential contributions of the programme interventions. This was done by applying tests to examine the strength of evidence linking potential causes to the changes observed.

### **Phases of the Evaluation**

Generally, the evaluation has been undertaken in three phases.

#### **i) Phase One: Evaluation Planning Phase**

This phase included the following tasks (a) A preliminary review of the programme documents and a kick-off consultative meeting with the UN Women Ethiopia programme team and the internal ERG to get a good understanding about the programme. The evaluation team also conducted a desk-review of relevant literature and considered the entire internal and external environment of the programme implementation. (b) Based on the initial desk study a stakeholder mapping and sampling was done. The evaluators then developed an inception report alongside

data collection tools/KII interview guides. The evaluation design (inception report) was discussed and validated in consultation with the programme evaluation internal ERG.

### **ii) Phase Two: Data Collection/Validation Phase**

primary and secondary data collection methods were applied during the data collection phase. To collect secondary data, the team conducted a thorough review of relevant literature and programme documents including the programme document, theory of change, progress reports, results framework, monitoring data etc. Primary data was collected through face-to face and remote key informant interviews with key stakeholders who were involved or impacted by the Programme (directly or indirectly). However, KIIs with programme team, government ministries and sectors at federal level, HoPR, OFAG, donors/aid agencies, UEWCA, the IMF, the world bank as well as bureau focal points were conducted virtually. Approved KII guides guided primary data collection for each category of respondents. The team ensured flexibility, especially by allowing KII participants to input into the evaluation process. The evaluators applied the conceptual framework of assessing outcomes and changes in behavior and relationships among target groups as a result of the programme activities and actions. The evaluation team used participative and interactive methods to assess the program performance, outputs and outcomes, and factors enabling or hindering positive outcomes.

### **iii) Phase 3: Analysis, Debriefing, and Report Writing**

Data analysis involved triangulation and content analysis, and the team has ensured interpretation of results/findings remains objective and is not influenced by the evaluators' judgement and perspectives. During consultations with key stakeholders, the evaluation team accurately took notes of feedback from the respondents and thereafter keenly read through and summarized the data to identify key findings that directly answer the evaluation questions. The team then developed a framework by identifying broad ideas, phrases and assigned codes to them. Based on the data coding, the team identified themes-looking for the most common responses to questions, identifying observations or patterns that could answer the evaluation questions, including areas that could be explored further.

### **Sampling and Sample Size Determination**

The programme team provided a list and contacts of all stakeholders/focal points who were directly involved in the programme interventions (federal and regions). They also sent an introductory email to the focal points. Since the total number of potential respondents was not high and there was a possibility of not securing appointments with some of the stakeholders, the evaluation team purposefully reached out to all the focal points as potential KII respondents. The evaluators, with support from the programme team, made several follow-ups and by the end of



data collection phase, managed to interview a total sample of 21 respondents (including KIIs with Oromia BoF, Amhara PC and Tigray BoF focal points). The evaluation team ensured data collected was adequate, reliable, and representative.

### 1.1 Performance Indicators

The indicators that were used for measuring performance results at the outcome and output levels are indicated in Table 1 below;

**Table 1:**

NO	OUTCOMES/OUTPUTS	INDICATORS
1	<b>Outcome 1:</b> Political consensus created by the Government to address the GEWE financing gap	<ul style="list-style-type: none"> <li>Improved allocation of specific resources in national financing strategies to implement SDG 5 and Pillar 8 of the GTP II</li> </ul>
	<b>Output 1.1:</b> Availability of data and evidence on gender financing gaps increased	<ul style="list-style-type: none"> <li>Gender gap analysis of the last five years (2012-2016) of the budget of the agriculture sector conducted</li> <li>Gender gap analysis of the last five years (2013-2017) of the budget of the job creation sector conducted</li> <li>Published gender gap analysis for advocacy</li> </ul>
	<b>Output 1.2:</b> Agriculture and Job Creation sectors address the gender budget gap and increase financing for gender equality in their programmes	<ul style="list-style-type: none"> <li>Percentage increase in financing for gender equality to adequately address gaps in the agriculture and job creation sectors</li> </ul>
	<b>Output 1.3:</b> Awareness created among MoF and relevant stakeholders on the benefits of GEWE to achieve sustainable development using the evidence of the gender gap analysis	<ul style="list-style-type: none"> <li>Number of policy briefs published and disseminated widely</li> <li>Number of awareness-raising events held</li> <li>Positive feedback was received from users of policy briefs and event participants</li> </ul>
2	<b>Outcome 2:</b> Fiscal laws, policies, and national action plans of the Government prioritize budgetary allocations in favour of GEWE	<ul style="list-style-type: none"> <li>Availability of budgetary laws that have specific provisions for gender equality and women's empowerment</li> </ul>
	<b>Output 2.1</b> The institutional capacity of MoF and its regional structures in selected regions as well as city administrations built for gender-responsive public financial management and planning	<ul style="list-style-type: none"> <li>Accountability tools on gender-responsive public financial management developed and implemented</li> <li>MoF and selected regional BoFECs capacitated on gender-responsive public finance management using the tools</li> <li>The capacity of the Gender Directorate in MoF and gender departments in selected BoFECs enhanced</li> </ul>

	<b>Output 2.2</b> Institutionalization of the engendered training curriculum on programme budgeting by MoF in partnership with the Civil Service University ensured	<ul style="list-style-type: none"> <li>• Gender-responsive training curriculum on programme budgeting available at the Civil Service University</li> <li>• Number of experts at the university providing training based on the training curriculum</li> </ul>
3	<b>Outcome 3:</b> Additional financing for gender equality and women’s empowerment mobilized, including from private and international financing sources	<ul style="list-style-type: none"> <li>• Evidence of measures in place to ensure an increase in resource allocation for GEWE from international resources</li> </ul>
	<b>Output 3.1</b> Enhanced capacity of the External Resources Mobilization Directorate of MoF to ensure the gender responsiveness of donor fund allocation	<ul style="list-style-type: none"> <li>• Guideline developed with/for MoF to ensure gender-responsiveness of international resources allocation</li> <li>• Number of MoF experts trained on gender-responsive resource allocation based on the guideline</li> </ul>
	<b>Output 3.2</b> Innovative financing mechanisms and instruments identified for increased resources for gender equality and women’s empowerment	<ul style="list-style-type: none"> <li>• Findings of the assessment published and disseminated</li> </ul>
4	<b>Outcome 4:</b> Accountability on spending for results is increased in Ethiopia.	<ul style="list-style-type: none"> <li>• Availability of system to track public GEWE allocation</li> </ul>
	<b>Output 4.1</b> Capacity of gender advocates (including Budget and Finance, Women and Children Standing Committees of Parliamentarians) to advocate for increasing financing for gender equality and to demand accountability and transparency on spending enhanced	<ul style="list-style-type: none"> <li>• Number of gender advocates who have reported increased knowledge on advocacy for increasing financing for gender equality and women’s empowerment</li> <li>• Number of sector plans that received comments at the budget hearing relating to GRB</li> </ul>
	<b>Output 4.2</b> Multi-stakeholder group set up to provide oversight of GEWE allocations, and members’ capacities built	<ul style="list-style-type: none"> <li>• Multi-stakeholder group set up</li> <li>• Number of institutions with strong capacity to analyze the impact of their investment on gender</li> <li>• Number of review meetings held by the multi-stakeholder group to assess their progress</li> </ul>

### 3.2 Ensuring quality

The evaluation team used best practices, including adherence to the UN Evaluation Group (UNEG) norms, GERAAS Evaluation Methodology and regular consultations with the evaluation reference group. The evaluation criteria and key evaluation questions outlined were further

refined and organized into an evaluation matrix. To ensure quality, the evaluation team developed and submitted for approval by the ERG an inception report and data collection tools/qualitative interview guides. KIIs with various stakeholders were conducted using the approved interview guides. The evaluation team remained independent from UN Women, and the evaluation reference group and clear reasons for evaluative judgements and the acceptance or rejection of comments on evaluation products were given.

### **3.3 Ethical issues**

The evaluators adhered to the principles of the Ethical code of conduct of the UN Evaluation Group (UNEG). These include evaluator obligations of independence, confidentiality, impartiality, credibility, honesty and integrity, competence, accountability, obligations to participants, avoidance of harm, accuracy, completeness, reliability, omissions, and wrongdoing. Where necessary, the evaluation team did not disclose respondents' real names and personal details during and after interviews-pseudo names may be used. The Evaluators were sensitive to identify any potential ethical issues and approaches that might compromise the evaluation process. Before Interviews, the evaluation team clearly explained to respondents the objective of the evaluation, data collection methodology and seek their informed consent.

### **3.4 Gender and Human rights**

The methodology used was gender-sensitive, conflict-sensitive, and respected the principles of Do No Harm. The evaluation team's significant experience collecting data has been consistently guided by international humanitarian standards and the implementation of the 'Do No Harm' and 'Light Footprint' humanitarian principles during data collection. During KIIs, the evaluators did not experience any vulnerabilities but still applied the necessary skills to obtain fully-informed consent and conducted interviews with the required sensitivity before and during data collection. In addition, concerns about KII participants' safety were considered at each evaluation phase to guarantee that all activities were conflict-sensitive ((e.g., choice of venues for interviews, tool design, etc.) and did not place participants at risk.

### **3.5 Challenges and limitations**

1. Due to the COVID-19 global pandemic and the resultant travel restrictions, the evaluation team could not conduct face-to-face interviews with some stakeholders. Therefore, some of the interviews were conducted remotely.
2. Due to the political context, especially the recent 6<sup>th</sup> general elections in Ethiopia, and logistical challenges, some of the key stakeholders who had been selected as KII or survey participants were not able to give their input to the evaluation process. Therefore, the

evaluation team faced some challenges scheduling KII meetings with some of the key stakeholders. As a mitigation measure, the evaluation team sent several reminders (follow-up emails) to potential KII participants and were flexible to conduct interviews based on the availability of the KII participants

3. The team could not travel to the regions to contact interviews with regional stakeholders and therefore relied on online methods (telephone, zoom or skype interviews) for primary data collection in those regions. There were no internet connectivity challenges that prevented the evaluation team from reaching all stakeholders. However, some of the stakeholders, especially in the regions indicated they had not participated much in the project activities and therefore did not participate in the planned KIIs.
4. There was no baseline data to make comparative analysis of the programme contribution at end line.

## 4. Evaluation Findings

### 4.1 Relevance

1. As good practice, during the programme design, UN Women and MoF conducted a **comprehensive analysis and consultations with various stakeholders from the government, non-governmental organizations, CSOs to identify gaps, opportunities and priorities for interventions (gender gap analysis)**. This was aimed at establishing a national gender-responsive planning and budgeting system to respond to the challenges identified by the gender gap analysis. **UN Women and MoF also identified key lessons from the implementation of the “Increasing Accountability in Financing for Gender Equality” programme.**
2. The programme was **aligned to existing national frameworks and recognized the need for gender equality and women’s empowerment**. These included: **The Constitution**, which asserts in several articles the equal rights of women and men (Article 35); **The National Women’s Policy**, which is a guiding framework for the work on GEWE; **Pillar 8 on Women and Youth Empowerment in the GTP II**; **Pillar 5 on Equality and Empowerment of the United Nations Development Assistance Framework aligning with the GTP II**, where Outcome 14 states that the United Nations will provide technical assistance to ministries to undertake gender-responsive planning and budgeting<sup>73</sup>; and **Gender directorates in each sectoral ministry** and in most regional sector bureaus to lead on and lobby for engendering sectoral policies,

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<sup>73</sup> United Nations Development Assistance Framework for Ethiopia, 2016-2020.

strategies and programmes. There is strong willingness and leadership by the Government, specifically MoFEC, on establishing a gender-responsive planning and budgeting system.

3. **The programme was aligned with national, regional and international commitments and instruments.** The Government of Ethiopia has been a signatory to several international and regional declarations and instruments for gender equality and women's empowerment, which protect women and girls from discrimination and gender-based violence. Specifically, the Programme was aligned to international human rights standards on gender equality and the rights of women and girls, including the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) underlines that gender inequality is a result of discrimination against women; and calls for governments to take practical steps in addressing the same; the Beijing Declaration and Platform for Action (BDPFA) which calls upon governments to integrate gender concerns into policies and programs including allocation of resources for programmes that benefit women disproportionately; and the Protocol to the African Charter on the Rights of Women in Africa (Maputo Protocol) which guarantees women's choice in all key areas and is the main legal instrument for the protection of the rights of women and girls in Africa. The Programme is also aligned to the MoWCYA of the Federal Democratic Republic of Ethiopia (FDRE), which was re-formed under Proclamation No. 1097/2018 and mandated to have power and duties to address women, children, and youth affairs in the preparation of policies, laws and development programmes and project to ensure the overall well-being and equal rights of women, children and youth of the country. Under the principle of 'leaving no one behind', gender equality is one of the fundamental principles of SDG 2030 (SDG #5).<sup>74</sup>
4. The Programme is in line with UN Women's Global Strategic Plan 2018-2021, particularly outcome 2: women lead, participate in and benefit equally from governance systems that contribute to SDGs Goals 1,2,3,5,10,16 and 17. At the national level, the programme was designed in alignment with UNDAF 2016-2020, Pillar 4 on good governance, participation, and capacity development and pillar 5 equality and empowerment, Ethiopia's Growth and Transformation Plan II (2016-2020), i.e., strategic pillar 7 on the promotion of gender and youth empowerment and equity; and the country strategy of UN Women Ethiopia.
5. Public bodies recognize GRB as a practical tool for transforming national legal and policy commitments to gender equality and women's empowerment. The national GRB guideline, developed by MoF, with financial and technical support of UN Women requires public bodies to integrate gender and women's empowerment in their sector's development programme preparation. Gender equality and women's empowerment (GEWE) is a national priority and

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<sup>74</sup> National Democratic Institute, *Gender Informed Governance: Gender Responsive Budgeting*.

at the center of all policy, legal and institutional frameworks. It has been integrated into ongoing development processes yielding momentous achievements over the programme implementation period. This is anchored in the national policy framework by mainstreaming gender within key national development plans such as the Growth and Transformation Plan (GTP)-both GTP-I and GTP-II as well as sector-specific plans such as the Education Sector Development Plan (ESDP), the Health Sector Development Plan (HSDP), Industrial Strategic Plan, etc.

6. In terms of the quality of the formulation of the main strategic components and how they contribute and logically link to the planned outcomes, the evaluation findings show that **the programme was designed as a result-oriented, coherent and focused framework**. However, **the programme results frame work** contained in the project document lists the indicators but with missing baseline and target data. To report on progress, the programme extracted the respective indicators and the data from the annual reports of the UN Women country strategic note. **Some of the indicators especially at the impact level were not SMART** since the results framework did not show gender sensitive budgetary allocations at baseline and end line.
7. **The programme theory of change, interventions and approaches addressed the needs and priorities of target beneficiaries, particularly government ministries and sectors, the HoPR/ Parliament, CSOs and non-governmental actors.** The full and effective implementation of the relevant international and national policy and legal commitments on gender equality and women's empowerment requires a political commitment to make available enough financial resources for gender equality and women's empowerment. GEWE GRB involves integrating a gender perspective in budgetary decisions, policies and programmes, and adequate financing of specific programmes to secure equality between women and girls and boys. The findings from the GTP-II assessment on the GRB process and GEWE conducted by MoF (Women Children and Youth Affairs' Directorate) with financial and technical support from UN Women Ethiopia country office indicated that gender is not seriously considered in the budget formulation and approval stages. The federal and regional sectors have not yet realized the full gender-responsive budget planning process. Notably, the sectors have gaps in understanding, identification of gender issues, gender perspective vision, mission, objective, gender perspective indicators, and gender-responsive systems for tracking expenditure to realize an effective GRB process.
8. The implementing partners in this programme were **federal and regional governments, as well as non-governmental actors who had the mandate, influence, capacities and commitment to operationalize GRB**. Since 2016, the MoF is mandated to oversee the planning and implementation of development programmes, and the allocation of necessary resources. This is critical to ensuring that Ethiopia implements its second Growth and

Transformation Plan (GTP II) and the SDGs. The Gender Directorate of MoF works closely with sectoral ministries to promote GRB. The Gender Directorate closely collaborates with the Budget Administration Directorate to integrate gender in the budgeting system of the country. The Ministry of Women, Children, and Youth of the Federal Democratic Republic of Ethiopia (FDRE) is re-formed under Proclamation No. 1097/2018 and is mandated to have power and duties to address women, children, and youth affairs in preparing policies, laws, and development programmes and projects to ensure the country's overall well-being and equal rights. The programme also worked with selected growth-oriented sectors (Ministry of Agriculture (MoA) and Federal Urban Job Creation and Food Security Agency), to increase financing for gender equality in their respective programmes. To build the capacity of gender advocates, UN Women partnered with the Budget and Women and Children Standing Committees of Parliamentarians, women's associations and CSOs.

## **4.2 Effectiveness**

The Programme supported many government efforts in promoting gender equality and women's empowerment and specifically GRB in public financing. Each of the four programme components made a varying degree of progress towards achieving results at outcome and output levels. Based on desk review of project documents and interviews with key stakeholders, what stands out as good progress is support to the GoE in terms of capacity building, the production of knowledge products, awareness raising initiatives, policies/legal frameworks and sectoral guidelines and strategies.

9. The programme responded to most of the gaps, challenges and opportunities identified from the gender gap analysis of public finance management (PFM) conducted by UN Women in collaboration with MoF. Progress has been made to address lack of research and data, lack of coordinators of gender actors in resource mobilization, lack of ownership due to GRB being viewed as an extra task, lack of awareness of GRB, lack of technical skills to mainstream gender, weak accountability system (GRB not institutionalized as a requirement), etc. Accordingly, significant changes have been made in public finance management system. The gender gap assessment of the PFM system in Ethiopia was conducted in major sectors at the beginning of the program and identified many gender gaps. This was an entry point for addressing GRB objectives for gender equality and women's empowerment initiatives. Based on the assessment conducted in the higher education sector, measures have been taken in budget allocations in narrowing the gap between girls' participation. Some of the initiatives include tutorial classes for girls, economic/financial support for girls from low-income families, provision of sanitary pads, and other awareness and empowerment works have been

done.

10. KIIs with key stakeholders show this Programme has effectively introduced GRB to most sectors and contributed to enhanced political goodwill and government commitment to implement and integrate GRB. During the predecessor Programme (Increasing Accountability in Financing for Gender Equality) implemented by UN Women and the EC (2011-2015), it was challenging to introduce and make the gender experts in various sectors familiar with GRB. There was much resistance to GRB, mainly due to a lack of knowledge or fear that it would involve extra work. This programme conducted various training and capacity building, particularly how to include gender components within their planning and reporting at the federal and regional levels. As a result, there is an increased commitment by the Government sectors, which still requires support from other actors that already have experience in supporting GRB initiatives e.g UN Women. The programme provided support to MoF Gender Directorate, particularly in preparing the gender equality strategy, which is a milestone for the Directorate in strengthening the gender equality and women's empowerment initiatives in the Ministry. Even though the proclamation revision (970 /2016) process was started before this programme, the inclusion of gender equality and women's empowerment in the proclamation has facilitated some initiatives such as drawing commitments on GRB by relevant actors.
11. The Programme supported and **contributed to increased awareness and commitment of different actors to address gender equality at different levels, particularly gender budgeting by sector ministries**. As a result, most sectors have a better understanding of planning and budgeting of gender equality and women's empowerment in their sector plans, resulting in an institutional commitment by government and sector offices. One of the programme's best results from the south-south experience sharing in Rwanda is the Gender Budget Statement (budget tracking tool) as the best practice from Rwanda. Federal job creation and agriculture piloted the Gender Budget Statement (GBS). Currently, both sectors have planned their three-year programme budget plans using the GBS The gender budget statement includes the specific planned activities, baseline data, targets, and the budget allocated. This helps sectors track gender indicators and results achieved and clearly understand and 'verify' their progress on gender equality and women's empowerment. Having gender-responsive plans (goal, objective, activities) such as the inclusion of sex-disaggregated data in sector plans contributes to ensuring gender-responsive budgeting, e.g., The Ministry of Agriculture disaggregates households by female-headed households and male-headed households. Three policy briefs, including the gender gap analysis of the PFM, were published and disseminated to stakeholders widely for advocacy. In addition, three awareness-raising events on gender-responsive PFM were held and 75% of the users



of the policy briefs and event participants reported positive feedback. With support from the programme, The PFM of the Government of Ethiopia was reviewed from a gender perspective and gaps were identified with practical recommendations. Most of the key stakeholders shared how the programme had contributed to the changes observed in reflecting gender issues in programme goals, objectives and targets of various sectoral ministries.

12. The Programme supported the Government's efforts of giving GRB more attention in the public sector by building the capacity of sector offices to advocate and create awareness about GRB. Most of the stakeholders indicated that this programme was one of MoF's best initiatives focused on promoting gender equality and women's empowerment. Training and capacity-building initiatives were provided using GRB manuals and various knowledge products developed during the programme implementation. Training on gender and public financing was provided to regional (Tigray, Amhara, Oromia, and Dire Dawa) sector offices and Cabinet members. GRB is also incorporated in the Programme's budget training delivered by the Civil Service University for all the sector offices and the Regional Bureaus. The GRB training is also included in the yearly refresher course by the Civil Service University for the budget holders (planning departments). In addition, including the Gender Directorate of the sector offices is also contributing to the GRB initiative as they follow up on the implementation. Though there were some challenges in terms of staff turnover and deployments of job positions within government sectors, overall, the capacity-building component was effective.
13. During the implementation of the Transformative Gender Financing Programme, different capacity-building initiatives and training manuals, particularly on how to address GRB in public financing, were developed at the federal and regional levels. These training and capacity-building initiatives, such as training staff from various sectors and the Parliament's Secretariat, seem to yield some results, e.g., Parliament recently announced that the budget should include gender indicators. In addition, UN Women trained more than 120 experts (including judicial officers and programme level staff) and these key experts have been requesting the budget directorate to integrate gender when they report on their budgets. However, there was a feeling among stakeholders that these initiatives should be systemized and institutionalized because when trained persons are deployed to another sector, this affects the GRB gains.
14. The Ministry of Women, Children and Youth Affairs (MoWCYA), in collaboration with MoF, has conducted several GRB capacity-building and training initiatives. The Ministry is also advocating for continuous capacity-building efforts on financing for gender equality. The MoWCY also participated in preparing the GRB Guideline, which is a very relevant document

to support financing for gender equality initiatives and commitments at different levels (Federal, Sectoral and Regional levels). The Ministry also organized a programme budgeting and GRB training for the Regional Bureaus. The evaluation noted that, though the MoWCYA could have played a major role in pushing various sectors to be more accountable on GRB, the Ministry focused more on training and other activities instead of oversight and coordination across all the sectors.

15. The Programme **produced various knowledge products such as the Gender Gap Analysis of the Public Finance Management System in Ethiopia<sup>75</sup>** and the Gender Responsive Budgeting toolkit for Women and Children and Budget Standing Committees of Parliament to track budgeting from a gender perspective during the budget hearing sessions. Other products include the **gender and aid effectiveness manual and toolkit for external resource mobilization directorate** on mobilizing resources from a gender perspective and the gender equality audit manual for the Office of the Federal Auditor General. **Additional knowledge products are being developed, such as gender equality strategy for MoF** and assessment report on gender-responsive budget allocation and implementation within Growth and Transformation Plan (GTP) II.
16. Despite having several policies and proclamations, one of the main challenges for the GRB implementation has been the lack of accountability among different sectors and Parliament. **The programme enhanced the capacity of targeted parliamentarians (Women and youth and budget standing committees) to question sectoral Ministries on their plan and budget from a gender perspective.** A toolkit to support Parliament to better implement GRB was published and distributed to members of Parliament. Using the GRB toolkit for members of parliament, the capacity of 60 House of People's Representative gender secretariat staff was enhanced in terms of gender-responsive budgeting. However, there was a perception that the **Programme did not provide enough training using the GRB toolkit for parliamentarians.** This was partly due to delays and postponement of the 6<sup>th</sup> general elections, which affected the implementation of some programme activities.
17. The programme has contributed to an increased interest from parliamentarians, requesting for gender equality performance tracking by the sector offices to mainstream gender equality in their programmes, instead of always asking about it only during reporting. The MoF Gender Directorate, participates in the budget hearing process and is mandated to review programme plans from a gender lens. Accordingly, with the support of the House of Representatives Gender Standing Committees and the women caucus group, the Directorate

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<sup>75</sup> <https://africa.unwomen.org/en/digital-library/publications/2018/12/gender-gap-analysis>

monitors and advocates for the inclusion of gender equality and women's empowerment. To do this, the MoF ensured gender was reflected in all the budget calls and was addressed during the Parliament's budget hearing processes. **Though the MoF did well by initiating GRB and communicating with the parliamentarians to overview budget reports from a gender perspective, there was a perception that the engagement and collaboration with the parliamentarians, especially the secretariat, was minimal and therefore needed improvement.**

18. One of the gaps identified in the Gender Gap Analysis of the PFM System was that gender issues were not been adequately covered in the performance audits of the Office of the Federal Auditor General Ethiopia (OFAG). With active involvement and participation of both the gender and performance audit departments, the programme supported the OFAG in developing the gender equality audit manual and facilitated consultations and trainings for senior staff representing different departments as part of the manual development. This was a good learning process since most OFAG team members were not aware of the existence of the gender audit manual. The OFAG also showed its commitment by establishing a gender audit team with representatives from different departments to pilot the manual.
19. Consistent implementation of the gender audit by the Office of Federal Auditor General continues to serve as a tool for ensuring/measuring other agencies' commitment to gender. The OFAG considers gender as one of the performance audit areas and has therefore committed to conducting at least one gender audit per year since they currently have a better understanding and knowledge in conducting gender audits. With the support of this Programme, gender is mainstreamed in all processes of performance audits of the various federal agencies. The OFAG ensured that any performance audit was in line with goal 5 of the sustainable development goals (achieve gender equality and empower all women and girls). According to OFAG members interviewed, UN Women would be requested to provide technical support in disseminating the gender audit manual.
20. **Despite the positive progress, there is still a need for equipping the OFAG staff with the necessary knowledge, documentation, and reporting of gender audits.** The OFAG needs more support from UN Women in conducting staff training and continuous support/backstopping to conduct gender audits effectively. Based on the initiative of the MoF Gender Directorate, a request was submitted to UN Women to support the OFAG in the design and implementation of gender audits. Developing the Capacity of the OFAG is a strategic means of tracking gender budgeting by sector offices. This has also created the opportunity for awareness-raising on gender for sector ministries to track internal planning, expenditures, and monitoring and reporting approved budgets.
21. The Programme has significantly contributed to the designing of gender-responsive resource

mobilization strategies by MoF. One of the MoF focus areas under resource mobilization is gender integration in aid mobilization, which currently includes gender indicators in the application processes and objectives. The MoF has produced a “gender and aid effectiveness” manual and trained 30 experts (11 females and 19 Male) from MoF Economic Cooperation Directorate and other related Directorates on gender-responsive external resource mobilization. The training was given to professionals engaged in gender and external resource mobilization. The manual contributes to enhancing MoF external resource mobilization and related directorates' capacity and strengthening the accountability system within the ministry to address gender gaps in international financing. Besides the manual and based on the request from the aid actors, the Programme developed a toolkit on how to mobilize international external resources from a gender perspective. The toolkit was developed based on the manual for specific use by economic cooperation experts in MoF to provide a brief step-by-step guide to conduct gender responsive external resource mobilization. As a result, professionals within the external resource mobilization Directorate are well aware of it and utilize this toolkit to mobilize the resources from a gender perspective.

22. The gender and aid effectiveness manual and toolkit have been translated into action by including gender-specific objectives and resource allocations for gender equality and women’s empowerment initiatives. The resource mobilization templates have been revised to include gender equality and women’s empowerment. In collaboration with IMF, gender was included as one of the variables in macroeconomic assessment. The study on 'women and the economy' assessed the gaps and the opportunities for the advancement of the role of women in macroeconomics.
23. The Programme organized an experience sharing/exposure visit to Rwanda and took 11 sector bureau experts and high-level officials to enhance their Capacity on GRB and Gender Budget Statement as part of South-South experience sharing. The Rwanda exposure visit was an eye-opener for the participants to advocate for gender-responsive financing. Government staff who participated in the exposure visit to Rwanda and South Africa gained a lot in transformative approaches on gender equality and GRB. In addition, the participants were able to learn that Ethiopia needs to work more on Gender Financing. During the visit to Rwanda, some gender tracking tools such as the gender budget statement and its preparation were introduced to the participants, which was an opportunity to learn and start using them. The gender budget statement includes the specific planned activities, baseline data, targets, and the budget allocated. This helps sectors track gender indicators and results achieved and clearly understand and 'verify' their progress on gender equality and women’s empowerment.
24. Based on the Rwanda experience sharing visit, the Ministry of Agriculture and the Federal

Urban Job Creation and Food Security Agency managed to domesticate and pilot the budget statement. The two pilot agencies (Ministry of Agriculture and Urban Job Creation) prepared their gender budget statements during their annual budget planning process and presented them to the Ministry of Finance and the Parliaments for approval. The Ministry of Agriculture and Federal Job Creation, both with large budget allocations, also developed their respective three-year plans using the gender budget statement and also submitted their nine-month report based on the gender budget statement. It was reported that in one of the joint workshops, these two piloting sectors gave a very interesting presentation on the gender budget statement. The overall plan is to share that experience with other sectors and have the gender budget statement endorsed by the Government. Parliament and the MoF will then require the gender budget statement to be attached whenever there is a budget report. This shows how the Programme has significantly contributed to strengthening initiatives on GRB at the country level. If this GRB is endorsed by the Government and taken up so that every sector is required to use it, this will be a significant achievement.

25. The participants of the Rwanda visit realized that the overall commitment by the leadership at all levels is one of the areas where Ethiopia needs to work more in translating gender equality objectives into action. They also learned that GRB is not about having a separate budget for gender but ensuring how sector plans participate and benefit both women and men in the domain. Accordingly, they learned how Rwanda's accountability systems have been developed from top to down. Efforts have already been made to create a similar system by creating awareness for all members of Parliament and the Regional representatives. The exposure visit to Rwanda and the awareness creation forums have helped assess Ethiopia's position in addressing the gender gaps at different sectors and levels. Leading Ministries such as the Ministry of Women, Children, and Youth Affairs need strengthening to hold all sectors accountable in the gender mainstreaming work. After the Rwanda exposure visit, with the lead of the MoF Gender directorate, there was "a way forward" consultations held with all participants.
26. The programme initiatives were addressed in major fiscal policy pillars such as budget planning (including taxation), macroeconomics, and resource mobilization. For example, in collaboration with the IMF, working paper entitled "Women and the Economy in Ethiopia"<sup>76</sup> was published assessing the macro economic impact of existing gender gaps in Ethiopia<sup>76</sup>. The assessment findings were used to advocate for the macroeconomic returns by closing the gender gaps. The MoF also advocated for gender equality and women's empowerment

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<sup>76</sup> IMF Country Report No. 18/355

initiatives in the finance sector, including tax exemption for women products and goods that minimize women's workload.

## Performance Indicators

Results Chain	Indicators	Baseline (2017)	Target (2021)	Status	Remarks
<b>Aim/goal:</b> New and existing internationally agreed commitments on gender equality and women's empowerment are adequately and effectively financed, and Ethiopian women enjoy equal benefits from the	% of sectoral budget allocated to gender equality and women's empowerment				
<b>Outcome 1:</b> Political consensus created by the Government to address the GEWE financing gap					
<b>Output 1.1</b> Availability of data and evidence on gender financing gaps increased	- Gender gap analysis of the last five years (2012-2016) of the agriculture sector budget conducted.	0	1	Status: Achieved Value:1 Source: AWP 2021	<b>100% done</b>  - Gender gap analysis finalized - Gender equality indicators are included within the Framework for Assessing the Public Finance Management (PEFA).
	- Gender gap analysis of the last five years (2013-2017) of the budget of the job creation sector conducted	0	1	Status: Achieved Value:1 Source: AWP 2021	

	- Published gender gap analysis for advocacy	0	2	Status: Achieved Value:2 Source: AWP 2021	
<b>Output 1.2</b> Agriculture and Job Creation sectors address the gender budget gap and increase financing for gender equality in their programmes.	- Percentage increase in financing for gender equality to adequately address gaps in the agriculture and job creation sectors	0	Missing	Missing	- Enhanced the capacity and knowledge of 72 experts from the Federal Job creation Agency and MoWCYA and its regional bureaus on GRB and program budgeting. - Agriculture and Job Creation sectors started planning and reporting using the GBS and this created accountability toward GRB
<b>Output 1.3</b> Awareness created on the benefits of GEWE to achieve sustainable development using the evidence of the gender gap analysis	- Number of policy briefs published and disseminated widely	0	5	Status: Partially achieved Value: 3 Source: AWP 2020	- The PFM of the Government of Ethiopia was reviewed from a gender perspective and gaps were identified with practical recommendations - Awareness has been created on gender-responsive PFM - All participants who participated in experience sharing by experts from Uganda and Rwanda stated that they learnt how to allocate resources clearly for GEWE during budget preparation. - Policy brief on gender gap analysis of the PFM prepared and disseminated for advocacy
	- Number of awareness-raising events held	0	1	Status: Surpassed Value: 3 Source: IP/monitoring report	
	- Positive feedback received from users of policy briefs and event participants	0	50%	Status: Surpassed Value: 75% Source: UN Women Annual Report and IP/MoF	



				monitoring data; pre- & post-training survey	
<b>Outcome 2: Fiscal laws, policies and national action plans of the Government prioritize budgetary allocations in favour of GEWE</b>					
<b>Output 2.1</b> The institutional Capacity of MoF and its regional structures in selected regions as well as city administrations built for gender-responsive public financial management and planning	- Accountability tools on gender-responsive public financial management developed and implemented	0	1	Status: Achieved Value: 1 Source: UN Women annual report, MoF report	<ul style="list-style-type: none"> <li>- Gap analysis report on gender-responsiveness of PFM.</li> <li>- MoF directorates capacity enhanced using manuals and toolkits developed through support of the Programme</li> <li>- Policy brief on Gender gap analysis published and disseminated for sectors and other stakeholders.</li> <li>- The gender and aid effectiveness training manual was developed</li> <li>- The capacity of 32 experts in the first round of training in resource mobilization from gender perspective was enhanced.</li> <li>- A toolkit to support Parliament to better implement GRB published and distributed to members of Parliament.</li> <li>- The capacity of 60 secretariat of the parliament enhanced on the gender responsive budgeting using the GRB toolkit for members of parliament</li> <li>- UN Women in collaboration with IMF and MoF organized a high-level dialogue on 'Macro-Economic Impacts of Gender Inequality: Seizing the opportunity for sustainable change'. Attended by 73</li> </ul>
	- MoF and selected regional BoFECs capacitated on gender-responsive public finance management using the tools	0	6	Status: Achieved Value: 6 Source: AWP 2020	
	- Capacity of the Gender Directorate in MoF and gender departments in selected BoFECs enhanced	0	6	Status: Achieved Value: 6 Source: AWP 2020	

					<p>participants from various Government and non-government organizations.</p> <ul style="list-style-type: none"> <li>- IMF and UN Women conducted a study on women labor force participation (LFP) in Ethiopia and economic implications that was endorsed by the PM. The study shows that significant gender gaps in wages and productivity exist, particularly in agriculture. Female managed farms in Ethiopia are 24% less productive than male managed farms due to the plot size, land quality, household duties, lower use of inputs and unpaid care work. Women also are less likely to own businesses as they face significant constraints; so only 16.6% of registered businesses in 2014 were owned by women.</li> <li>- establishment of a national gender database and sex-disaggregated data and creation of a monitoring and evaluation system on gender were presented.</li> <li>- Government representatives confirmed to consider the gaps and recommendations as one of the priority issue to support the country development.</li> <li>- 11 sector bureau experts and high-level officials enhanced their Capacity on</li> </ul>
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					<p>GRB and Gender Budget Statement through South-South experience sharing to Rwanda and various trainings.</p> <ul style="list-style-type: none"> <li>- UN Women assessed the capacity needs of regional bureaus and identified 280 high-level officials and experts from 44 sectors which were trained on GRB and concept of Gender Budget Statement in SNNPR.</li> <li>- With the participation of 20 officials from Ministry of Finance, Ministry of Agriculture, Ministry of Women, Children and Youth and Federal Urban Job Creation and Food Security Agency, experts from Uganda and Rwanda shared their experience on budget preparation from gender perspective which is part of gender responsive PFM.</li> </ul>
<p><b>Output 2.2:</b> Institutionalization of the engendered training curriculum on programme budgeting by MoF in partnership with the Civil Service University ensured</p>	<p>- Gender-responsive training curriculum on programme budgeting available at the Civil Service University</p>	0	1	Status: Not achieved	<ul style="list-style-type: none"> <li>- The training curriculum on program budgeting was not accomplished due to absence of willingness from the University side. It is hoped that this will be done in the next phase of the programme.</li> </ul>
	<p>- Number of experts at the university providing training based on the training</p>	0	0	0	

	curriculum				
<b>Outcome 3: Additional financing for gender equality and women's empowerment mobilized, including from private and international financing sources</b>					
<b>Output 3.1</b> Enhanced capacity of the External Resources Mobilization Directorate of MoF to ensure the gender-responsiveness of donor fund allocation	- Guideline developed with/for MoF to ensure gender-responsiveness of international resources allocation	0	1	Status: Achieved  Value: 1  Source: MoF report and availability of the guideline	- UN Women enhanced the capacity on mobilizing external resource from the perspective of gender for different directorates within the MoF such as bilateral economic cooperation, international finance institution cooperation, budget preparation and administration, fiscal policy, strategic planning, project monitoring and evaluation, debt management, UN Agencies, CRGE, Regional Economic Cooperation, European Union Economic Cooperation, Ethio-China Economic Cooperation, Channel one Programs Coordinating on mobilizing external resource from gender perspective using the toolkit developed on gender and aid effectiveness.  - UN Women developed Gender and Aid Effectiveness toolkit and build the Capacity of 30 experts (11 Female and 19 Male) from MoF Economic Cooperation Directorate and other related Directorates on gender responsive external resource mobilization. The training enabled experts to consider gender issues during the procedures of external resource mobilization within the economic cooperation directorate.
	- Number of MoF experts trained on gender-responsive resource allocation based on the guideline	0	70	291	

<p><b>Output 3.2</b> Innovative financing mechanisms and instruments identified for Increased resources for gender equality and women's empowerment</p>	<p>- Findings of the assessment published and disseminated</p>	<p>0</p>		<p>50%</p>	<p>- UN Women supported the Ministry of Finance to develop a Gender Equality Strategy whose main objective is to establish a framework that helps to ensure gender equality through transformation of public finance and its management, fiscal policy, and its implementation, Public- Private Partnership (PPP), external resources mobilization, and economic cooperation in creating a prudent macro-economy. The strategy aims to ensure that women and men benefit equally from the designed and enacted fiscal policies, reforms, and government spending. The strategy guides the overall approach used to mainstream gender in policy making as well as in the day-to-day execution of the Ministry's activities. This work builds on years of UN Women's support on Gender Responsive Budgeting (GRB) and done with the framework of mainstreaming gender equality in the implementation of the 'Home-grown Economic Reform'</p>
<p><b>Outcome 4: Accountability on spending for results is increased in Ethiopia.</b></p>					
<p><b>Output 4.1</b> Capacity of gender advocates (including Budget and Finance,</p>	<p>- Number of gender advocates who have reported increased knowledge on</p>	<p>0</p>	<p>30%</p>	<p>Status: Surpassed Value: 70%</p>	<p>- UN Women build the capacity of economic sectors on the concepts of GRB, gender budget statement and program budgeting to consider gender in the planning and budgeting process.</p>

Women and Children Standing Committees of Parliamentarians) to advocate for increasing financing for gender equality and to demand accountability and transparency on spending enhanced	advocacy for increasing FfGE			Source: UN Women and MoF training reports	- As part of the plan to ensure that new and existing internationally and nationally agreed commitments on gender equality and women's empowerment are adequately and effectively financed in Ethiopia UN Women implemented the Programme at the federal level and in the three regions in Ethiopia, including Amhara, Southern Nations and Nationalities and People's Region (SNNPR), and Oromia regions. Enhanced capacity of targeted parliamentarians (Women and youth and budget standing committees) to question sectoral Ministries on their plan and budget from a gender perspective. The toolkit to support Ethiopian Parliament to better implement Gender Responsive Budgeting was published and shared to members of Parliament
	- Number of sector plans that received comments at budget hearing relating to GRB	0	2	Status: Surpassed Value: 6 Source: MoF reports	
<b>Output 4.2</b> Multi-stakeholder group set up to provide oversight of GEWE allocations, and members' capacities built	- Multi-stakeholder group set up	0	0	No progress	- Multi stake holder group setup on GRB was not implemented due to the COVID-19 situation. This will be included in the next phase of the programme - In 2019, UN Women signed an agreement with MoF to implement different activities regarding financing for gender equality. - In 2020, this was revised and focused to work on advocacy and awareness creation to prevent COVID 19
	- Number of institutions with strong capacity to analyse the impact of their investment on gender	0	Missing	No progress	
	- Number of review meetings held by the multi-	0	Missing	No progress	

	stakeholder group to assess their progress				<ul style="list-style-type: none"><li>- UN Women in collaboration with MoF implemented a project on Media and Advocacy on COVID 19 to protect women and girls. MoF signed a contract with Fana Broadcasting Corporation to implement the above project.</li></ul>
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### 4.3 Efficiency

27. The Transformative Financing for GEWE management structure and coordination mechanism was efficient in generating the expected results. The UN Women Ethiopia Office managed the programme under the overall supervision of the UN Women Representative to Ethiopia, the Africa Union and the United Nations Economic Commission for Africa, and with the programmatic guidance of UN Women's Eastern and Southern Africa Regional Office, Economic Empowerment Unit and Governance and National Planning Unit at headquarters. UN Women, as executing agency, was responsible for the timely execution of the programme and provided oversight of all activities implemented by programme partners.
28. To leverage partnerships and comparative capacities/expertise, the Programme worked with MoF and other partners, including federal and regional state actors, independent commissions and bodies, the donors, IMF and the WB. These partnerships complemented existing capacities in achieving GRB. UN Women closely supported MoF in implementing the Programme and strengthening gender equality initiatives in the Ministry. Some of the programme activities, such as researches, were delivered in collaboration with international agencies such as the IMF and WB. In addition, UN Women worked with CSOs such as UEWCA to strengthen the capacities of women's associations in Amhara, Tigray and the Dire Dewa City Administration. Before the Covid-19 pandemic, programme activities were delivered on time, and plans were effectively executed. However, the COVID-19 pandemic affected the timely implementation and execution of activities because of the limited communication channels, relatively high staff turnover, and sick leaves by infected staff. Despite these challenges, the two pilot sector ministries (Agriculture and Job Creation sectors) managed to prepare their gender budget statements for the 2021 financial year on time.
29. Despite the limited number of staff and budget constraints, the Programme performed well and achieved most of the planned results. The programme deployed a qualified and experienced team and seconded one staff to the MoF Gender Directorates to closely coordinate and support the Ministry in implementing the programme activities. The UN Women National Planning programme was generally understaffed and the programme functioned without a substantive programme specialist for almost two years- one programme analyst, one Junior consultant, and one staff seconded and based at the Ministry of Finance. According to KII participants, there was a need for additional staff to efficiently and effectively implement the programme activities.
30. The UN Women staff provided all the necessary support for the programme implementation, follow-up and monitoring, including coordination among the implementing partners (IPs). Most of the challenges were well handled, and the programme team demonstrated significant



flexibility, responsiveness, and transition arrangements. The programme invested in documentation and evidence-based programming through research though there were gaps in programme-specific annual progress reports. There was limited monitoring and inconsistent reporting of programme results, especially at outcome and impact levels. The programme team seemed to have focused more on activities and outputs. At the end of year two, a planned mid-term review to assess progress and guide any course corrections required to achieve desired results better was not done.

31. There were no significant constraints (e.g., political, practical, and bureaucratic) to efficiently address women's rights during the programme implementation. However, though both the MoF and the MoWCYA were expected to coordinate and play an oversight role to ensure all other sectors are accountable, sometimes the two ministries failed to pull in the same direction (complementing each other). For example, whereas the MoWCY felt that GRB should be under its docket, the MoF argued this was a financial issue initiated by the MoF. This negatively affected the coordination, efficiency, and effectiveness of GRB initiatives. In addition, high staff turnover and transfers within various sectors affected the momentum already created in promoting GRB. Sometimes staff who had been capacitated and trained on GRB-related issues were transferred and/or their positions taken over by new leadership with limited or no knowledge on GRB and gender equality and women's empowerment.

**Though the programme funds have been utilized below the planned budgetary allocations (49%), limited financial resources impacted on the planning and rolling out of programme activities.** The initial planned budget for the programme was \$2,999,660.00, but the programme only managed to secure funding for USD 1,441,608 (48%). Table 1 below shows the budget allocations and amounts utilized for each year as at April 30, 2021. Details about the financial management of the programme are provided in the UN Women annual audit reports.

Table 1: Budget allocations and amounts utilized

Year	Donor	Amount allocated	Amount Utilized in USD	Remark
2017	The program was approved in July so there was no donor.		<b>20,000</b>	There is only one activity conducted in this year, Gender gap analysis of the Public Finance Management (PFM). The estimated amount was 20,000
2018	Sweden (only one donor funded the	182,471	113,334.97	

	projects on this year)			
	<b>Sub Total</b>	<b>182,471</b>	<b>113,334.97</b>	62.1%
2019	Sweden	564,437	229,148.37	
	Norway	76,000	26,793.99	
	<b>Sub Total</b>	<b>640,437</b>	<b>255,942.36</b>	40%
2020	Sweden	253,98	114,653.62	
	Norway	112,012	73,835.36	
	Netherlands	259,405	116,589.37	
	<b>Sub Total</b>	<b>396,815</b>	<b>305,078.35</b>	77%
2021	Sweden	147,798	28244.87	
	Norway	35,000	750	
	Netherlands	39,087	600	Budget report is up to April 30
	<b>Sub Total</b>	<b>221,885</b>	<b>29,594.87</b>	13.3%
<b>Grand Total Budget</b>		<b>1,441,608</b>	<b>703,950.55</b>	49%

#### 4.4 Impact

32. There are no notable impacts of this programme in terms of contributing to increased budgetary allocations for GEWE. However, though the Programme is still in a piloting phase targeting selected government institutions at the federal and regional levels, it started to influence thinking around GRB during budget preparation, approval and implementation. There were good initiatives aimed at building the capacity of government experts and other actors as well as creating awareness on the implementation of GRB in public financing. During the preparation of sector annual plans, gender issues were observed in most sectors, but this was not reflected during the preparation of the programme budgets. The various capacity-building and training programmes conducted for government sectors have created an opportunity to enhance their staffs' commitment to GRB. The Programme has contributed

to institutionalizing gender mainstreaming and/or practicing GRB as a planning tool to realize GEWE.

#### **4.5 Sustainability**

33. While the sustainability of programme initiatives and results cannot be fully appreciated at this stage, there are good results that could lead to positive long-term effects and sustainability if strategically and collectively supported. MoF's increased interest in institutionalizing GRB and the increased number of institutions and sectors initiating gender-responsive budgeting programmes in their respective sector plans can replicate and upscale gender-responsive budgeting work. The government's commitment to establish a gender-responsive planning and budgeting system has contributed to the revision of the financial administration proclamation, which requires gender issues to be considered during public budget preparation. Most of the Programme's accrued benefits, including capacity building and awareness-raising among key stakeholders at federal, sectorial, and regional levels, would continue to stimulate GRB. UN Women worked with MoF and regional BoFECs to build their capacity to ensure that public financial management is gender-responsive. This high-level intervention has the potential to make the programme results sustainable.
34. The programme initiatives, including the capacity building and the development of the gender budget statements, are some of MoF's priority areas to continue strengthening the GRB initiatives at the federal and regional levels. In addition, being one of the strategic tools for MoF to enhance gender equality and women's empowerment, GRB is included in the Ministry's gender equality strategy, which was recently developed with support from the Programme. The gender equality strategy intends to ensure equal participation and benefit of women from every policy and intervention made by the ministry of finance and its affiliate entities.
35. The evaluation noted that the programme design did not include a detailed exit strategy to foster the sustainability of results and mitigate risks. However, through investment in ToTs and collaboration with government institutions, the programme facilitated the availability and access of GRB skills, including the possibility of cascading the training to both the federal and regional levels. Similarly, capacity-building programmes for budget holders are an ongoing plan for the Gender Directorate of MoF and the regional bureaus. GRB training was included in the national budget training programme by the Civil Service University, which is provided every year for staff from various government sectors. The capacity building given to federal sectoral ministries and regional bureaus will continue being facilitated by the MoWCYA in collaboration with the regional women's affairs bureaus.

36. It is expected that evidence on gender financing gaps will have a long-lasting effect, encouraging selected sectors to monitor resource allocation from a gender perspective in yearly plans. In addition, government officials' capacity-building initiatives and experience-sharing visits enabled key stakeholders to effectively participate and promote GRB, an important tool for realizing gender equality and women's empowerment.

#### **4.6. Cross-cutting issues**

37. UN Women integrated the four principles of the Human Rights-Based Approach (Non-discriminatory, transparency, participation, and accountability) in the programme design, implementation, monitoring, and evaluation processes. As a result, there was inclusiveness and participation of key stakeholders in the design, implementation and monitoring of the programme. The programme was implemented in close collaboration with federal and regional governments and non-governmental actors such as the MoF (including BoFEC), the Ministry of Agriculture and Natural Resources, Ministry of Urban Development and Housing, Federal Urban Job Creation and Food Security Agency, Budget, and Women and Children Standing Committees of Parliamentarians, Women's machineries in sectoral ministries and regional bureaus, Women's associations, Civil society organizations (UEWCA) etc. In addition, the gender gap analysis that was conducted at the start of the programme was done in collaboration with respective sectoral ministries to track budget allocations for GEWE and provide data on GEWE financing. This data is necessary to ensure rural women's participation in and benefit from agricultural activities, the key needs, costs in financial and human capacity terms. Therefore, the program initiatives were beneficial to all women, including vulnerable groups such as the elderly, women living with HIV, women living in rural areas, and/or those living with disabilities.

38. Good practices and lessons learned from similar programmes were considered in the programme design. For example, under the GTP I, the Government, in partnership with UN Women and the EC, implemented a programme, "Increasing Accountability in Financing for Gender Equality," from 2011 to 2015. It sought to enhance both the scale and scope of financing for national gender equality commitments and strengthen government and donor accountability for implementing gender equality commitments in financing decisions and practices. As a result, the Government pursued a variety of GRB initiatives to integrate gender issues into national policies, strategies and budgets. Some achievements include the development of GRB guidelines by MoFEC to assist sectoral ministries with engendering their annual plans and budgets. A first step was to integrate gender into budget calls in all sectors at the federal level and the regions, such as Amhara and the Southern Nations, Nationalities

and Peoples Region (SNNPR), followed by the identification of gender issues in sectors important to economic growth and the design of interventions in annual ministerial plans.

39. The National Assessment of Sectors Performance on GRB, conducted by MoF as part of the Gender Equality and Women's Empowerment Joint Programme<sup>77</sup>, considered underlying causes for limited progress on engendering sectoral plans and budgets. It identified the main root causes as the lack of effective data collection systems, monitoring and tracking budget allocations and expenditures from a gender perspective, accountability mechanisms and strong collaboration among key stakeholders to institutionalize GRB. In addition, it reviewed progress by federal and regional ministries and bureaus in growth-oriented sectors on engendering plans and budgets, following capacity-building based on GRB guidelines<sup>78</sup>.
40. In designing the programme, UN Women and MoF identified key lessons from implementing the programme "Increasing Accountability in Financing for Gender Equality." These align with the challenges identified by the gender gap analysis and feed into the programme, "Transformative Financing for Gender Equality in Ethiopia," aimed at establishing national gender-responsive planning and budgeting systems. Some of the major lessons learned include: 1) Data collection systems and high-quality gender statistics are needed to monitor the quantity and quality of financing and implementation of national gender equality commitments; 2) Strengthening monitoring and tracking of budget allocations and expenditures makes visible the gendered nature of public spending priorities, and creates the evidence needed to improve budget allocations, and to hold governments and donors accountable for delivering on their gender equality commitments; 3) National ownership and political support for gender equality commitments are key for mobilizing adequate financing and implementing gender equality commitments; 4) Strengthening national budgetary laws and legal frameworks is very important to ensure that women's priorities and gender equality outcomes are adequately addressed and resourced in national planning and budgeting systems and processes; 5) Investments in ongoing technical and capacity development support to national partners and donors are needed to create important institutional shifts in the way governments and donors assess, finance and transform gender equality commitments into meaningful results; 6) Multi-stakeholder partnerships, civil society engagement and collaboration are important for learning, policy dialogue, priority-setting

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<sup>77</sup> The Joint Programme on Gender Equality and Women's Empowerment is a national joint programme, where seven United Nations agencies partner with the Government of Ethiopia on enhancing women's economic empowerment, girls' education, institutional capacity building on mainstreaming of gender and ending violence against women and girls.

<sup>78</sup> MoFEC, 2016, *Assessment of practice and experience on GRB institutionalization among selected sectors*.

and a comprehensive response in addressing the multiple dimensions of gender inequality.

41. The programme used targeted gender-specific interventions and collaborated with key stakeholders to address gender gaps during the design and budgeting stages of the planning process to ensure that resources and interventions equally benefit women and men. As a result, the programme has contributed to significant progress in ownership and commitment to GRB initiatives, especially by both the MoF and MoWCYA, who consider it one of the GEWE gaps to be addressed.
42. Programme initiatives/benefits such as capacity building and training programmes were appropriately aligned and packaged to respond to identified gender gaps in the country. By supporting the advocacy efforts of civil society (women's rights organizations and networks, and gender experts), the Government (the national women's machinery, gender focal points in line ministries, and women parliamentarians) and donors (gender focal points), the programme sought to influence the policy-making process (e.g., the inclusion of gender equality priorities, targets and indicators in sectoral plans, and the engendering of fiscal policies), budgeting process (GRB in national and sectoral budgets), aid management systems and modalities, and accountability systems (such as performance monitoring tracking systems). Even though all the regions in Ethiopia are currently changing from using "line item budgeting" to "programme budget" approach the GRB initiative is being scaled out to other non-targeted regions (e.g., Benishangul, and Gambella), which are also considered as "emerging regions."

## Challenges, Good practices and Lessons learned

### 5.1 Good practices and lessons learned

43. The development of tailored and contextualized knowledge products, including the gender audit manual; the Gender Gap Analysis of the PFM system in Ethiopia<sup>79</sup>; the GRB toolkit for Women and Children and Budget Standing Committees of Parliament to track budgeting from a gender perspective during the budget hearing sessions; the gender and aid effectiveness manual and toolkit for external resource mobilization directorate on mobilizing resource from a gender perspective; and the gender equality audit manual for the Office of the Federal Auditor General. Other knowledge products and capacity-building initiatives are the gender budget statements, the GRB toolkits for the parliamentarians. Additional knowledge products were being developed (in progress), such as the gender equality strategy for MoF and assessment report on gender-responsive budget allocation and implementation

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<sup>79</sup> <https://africa.unwomen.org/en/digital-library/publications/2018/12/gender-gap-analysis>

within GTP II. Some of the knowledge products are the first of their kind in Africa, and other African countries have been learning from and working to domesticate them.

44. The South-to-south experience and knowledge sharing with countries such as Morocco, Uganda, and Rwanda was one of the best practices that other country offices should emulate. The programme used information and knowledge to facilitate capacity development and South-South exchange towards increasing gender-responsive planning and budgeting. In Morocco, a GRB initiative has achieved concrete results through better resource allocation to respond to gender needs. In Rwanda, GRB has been used to coordinate policy efforts to meet international commitments on gender issues. Planning and budgeting in Uganda has undergone several reforms to achieve inclusive growth and development (including all vulnerable groups).
45. The Gender Budget Statement preparation adopted from Rwanda's experience was an eye-opener and this has helped to clearly understand and 'verify' the gender equality and women empowerment works by the MoA and Federal Urban Job Creation and Food Security Agency. Furthermore, as the statement includes the specific activities, baseline data, target, and budget allocated, this helps track the indicators and results achieved.

## **5.2 Challenges**

46. High staff turnover, especially at MoF: Staff turnover is a challenge for government institutions and sectors that have trained staff on specific subject matters. Sometimes staff who had been capacitated and trained on GRB-related issues were transferred and/or their positions taken over by new leadership with limited or no knowledge on GRB and gender equality and women's empowerment. These staff transfers affected the momentum already created in implementing GRB. In addition, whenever staff turnover occurs, the new staff either need a new introduction to GRB or might not appreciate its importance and value.
47. Though both the MoF and the MoWCY are expected to coordinate and play an oversight role to ensure all other sectors are accountable in GRB, sometimes the two ministries did not pull in the same direction by complementing each other and creating synergy. For example, whereas the MoWCY feels that GRB should be under its docket, the MoF argues this is a financial issue initiated by the MoF. This negatively affects the coordination, efficiency, and effectiveness of GRB initiatives.
48. There was no accountability mechanism to hold staff and the leadership for failure to implement GRB. Therefore, gender issues were sometimes assigned to individuals who did not have experience or commitment to gender equality. This contributed to gaps in the effective implementation of GRB in that particular department or sector. Gender equality and women's empowerment initiatives and results are achievable with goodwill by the political

leaders and top management. However, without the accountability mechanisms in place, some gender-related issues are overlooked when there is a change in management or staff transition. The momentum on the adoption and institutionalization of gender-transformative approaches in some sectors/offices was affected and slowed down by staff and leadership who were resistant to change and lack of commitment to perform gender-related tasks.

49. The Covid-19 pandemic negatively affected the timely planning and implementation of activities, and therefore some feedback on the difficulty to practice gender statement by sectors were not received on time.
50. Lack of consistency and sustainability in the use of different valuable knowledge products. If these knowledge products are continuously used and practiced within the respective organizations, greater results on GRB would be achieved.
51. The performance audit is still implemented/conducted without considering gender aspects, contributing to the lack of a strong focus on GEWE. This practice needs to be changed by building the capacity of the audit team.
52. Lack of baseline data to understand the existing gaps in financing for gender equality and women's empowerment and to measure the programme contribution.
53. Continuous delays in implementation of programme activities and lack of quality reports from the IPs.

## 6. Conclusions and Recommendations

This section presents the main final evaluation conclusions and recommendations. The conclusions and recommendations are based on the evaluation matrix and are derived from triangulation of evidence from various sources, informed by the findings of the review, and discussions with the various stakeholders.

### 6.1 Conclusions

**Conclusion 1:** The programme was appropriate and relevant to the context, needs and priorities of gender equality and women's empowerment in Ethiopia. It was aligned with and contributed to the relevant national, regional and international normative frameworks and commitments, including Ethiopia country development priorities, various proclamations (MoF and MoWCYA), GTP II, UN Women's Global Strategic Plan 2018-2021, UN Women CDP/Strategic note, UNDAF Ethiopia 2016-2020, CEDAW, BDPFA, the Maputo Protocol and the SDGs (for gender equality and women empowerment in Ethiopia).

The evaluation findings 2, 3, 4 and 5 provide evidence that the programme was aligned with the country's development priorities and needs. The Government of Ethiopia has been a signatory to several international and regional declarations and instruments for gender equality and



women's empowerment, which protect women and girls from discrimination and gender-based violence.

**Conclusion 2:** The programme intervention logic/strategy was relevant to the context of gender equality and women empowerment in Ethiopia. The main strategic components, various interventions and approaches of the programme logically linked and contributed to the programme's Theory of Change (ToC). Though the programme was designed as a result-oriented, coherent and focused framework, some parts of the results framework did not indicate baseline data and targets.

The evaluation findings 6 and 7 provide evidence that the results framework was plausible and doable but some of the indicators especially at the impact level were not SMART. During the programme design, the entire results framework only listed the indicators at output, outcome and impact level but with missing baseline and target data.

**Conclusion 3:** Each of the four programme components made a varying degree of progress towards achieving results at outcome and output levels. The programme successfully introduced GRB to most sectors and contributed to enhanced political goodwill and government commitment to implement and integrate GRB. As a result, there is an increased awareness and institutional commitment by most of the sectors in planning and budgeting for GEWE in their sector plans. However, there is room to do more to effectively integrate GRB in PFM.

This corresponds to most of the evaluation findings on the progress of the programme initiatives. The programme contributed to some changes observed in reflecting gender issues in programme goals, objectives and targets of various sectoral ministries. Most of the stakeholders indicated that this programme was one of MoF's best initiatives of promoting gender equality and women's empowerment.

**Conclusion 4:** The programme design and implementation promoted collaboration with other countries and international organizations, by bringing experiences to relevant forums on financing for development. It enhanced collaborative partnerships towards bringing gender-responsive Public Finance Management (PFM) system of the country and women's contribution towards the economy.

Based on evaluation findings 23 and 24, the programme used South-South information and

knowledge exchange to facilitate capacity development towards increasing gender-responsive planning and budgeting. Government who participated in the experience sharing/exposure visit to Rwanda and South Africa gained a lot in transformative approaches on gender equality and GRB. During the visit to Rwanda, some gender tracking tools such as the gender budget statement and its preparation were introduced to the participants, which was an opportunity to learn and start using them. This helps sectors track gender indicators and results achieved and clearly understand and 'verify' their progress on gender equality and women's empowerment. The programme used information and knowledge to facilitate capacity development and South-South exchange towards increasing gender-responsive planning and budgeting.

**Conclusion 5: The programme responded to most of the gaps, challenges and opportunities identified from the gender gap analysis of public finance management (PFM) conducted by UN Women in collaboration with MoF.**

This corresponds to evaluation findings 9, 10,18,21,22 and 25. Progress has been made to address lack of research and data, lack of coordinators of gender actors in resource mobilization, lack of ownership due to GRB being viewed as an extra task, lack of awareness of GRB, lack of technical skills to mainstream gender, weak accountability system (GRB not institutionalized as a requirement), etc. This was an entry point for addressing GRB objectives for gender equality and women's empowerment initiatives.

**Conclusion 6: The Transformative Financing for GEWE management structure and coordination mechanism was efficient in generating the expected results. To leverage partnerships and comparative capacities/expertise, the Programme worked with MoF and other partners, including federal and regional state actors, independent commissions and bodies, the donors, IMF and the WB. These partnerships complemented existing capacities in achieving GRB.**

This is based on evaluation finding 28. Despite the limited number of staff and budget constraints, the Programme performed well and achieved most of the planned results. The programme deployed a qualified and experienced team and seconded one staff to the MoF Gender Directorates to closely coordinate and support the Ministry in implementing the programme activities. Most of the challenges were well handled, and the programme team demonstrated significant flexibility, responsiveness, and transition arrangements. The programme invested in documentation and evidence-based programming through research though there were gaps in

programme-specific annual progress reports. However, there was room in the area of monitoring and inconsistent reporting of programme results, especially at outcome and impact levels. The programme team seemed to have focused more on activities and outputs e.g at the end of year two, a planned mid-term review to assess progress and guide any course corrections required to achieve desired results better was not done.

**Conclusion 7: There was no clear accountability mechanism to hold staff and the leadership to account for failure to implement GRB and this negatively affected the coordination, efficiency, and effectiveness of GRB initiatives.**

This was based on evaluation finding 14, 27 and 36. Though both the MoF and the MoWCYA were expected to coordinate and, together with parliament, play an oversight role to ensure all other sectors are accountable in GRB, sometimes the two ministries did not pull in the same direction by complementing each other to create synergy. For example, whereas the MoWCYA felt that GRB should be under its docket, the MoF believed this was a financial issue initiated by the MoF. Staff turnover is a challenge for government institutions and sectors that have trained staff on specific subject matters.

**Conclusion 8: The programme was implemented as designed though timely implementation of programme activities was affected by external factors such as the Covid-19 pandemic, the political conflict in Tigray and the 6<sup>th</sup> general elections slowed down and affected implementation of programme activities.**

This is based on the evaluation findings 28 and 49. Before the Covid-19 pandemic, programme activities were delivered on time, and plans were effectively executed. However, the COVID-19 pandemic affected the timely implementation and execution of activities because of the limited communication channels, relatively high staff turnover, and sick leaves by infected staff. Despite these challenges, the two pilot sector ministries (Agriculture and Job Creation sectors) managed to prepare their gender budget statements for the 2021 financial year on time.

**Conclusion 9: While the sustainability of programme initiatives and results cannot be fully appreciated at this stage, there are good results that could lead to positive long-term effects and sustainability if strategically and collectively supported. Most of the Programme's accrued benefits, including various knowledge products, capacity building and awareness-raising**

**among key stakeholders at federal, sectorial, and regional levels, would continue to stimulate GRB.**

This is based on evaluation finding 33,34,35 and 36. The programme initiatives, including the capacity building and the development of the gender budget statements, are some of MoF's priority areas to continue strengthening the GRB initiatives at the federal and regional levels. Through investment in ToTs and collaboration with government institutions, the programme facilitated the availability and access of GRB skills, including the possibility of cascading the training to both the federal and regional levels. The development of various knowledge products is one of the strategies of the programme to make it sustainable by continuing the implementation of GRB initiatives.

**Conclusion 10:** The Programme has significantly contributed to designing gender-responsive resource mobilization strategies by MoF. One of the MoF focus areas under resource mobilization is gender integration in aid mobilization, which currently includes gender indicators in the application processes and objectives. The MoF has produced a “gender and aid effectiveness” manual and trained 30 experts from MoF Economic Cooperation Directorate and other related Directorates on gender-responsive external resource mobilization.

This corresponds to evaluation finding 15, 21 22 and 43. The training was given to professionals engaged in gender and external resource mobilization. The manual and toolkit contributes to enhancing MoF external resource mobilization and related directorates' capacity and strengthening the accountability system within the ministry to address gender gaps in international financing. The gender and aid effectiveness manual and toolkit were translated into action by including gender-specific objectives and resource allocations for gender equality and women's empowerment initiatives. The resource mobilization templates have been revised to include gender equality and women's empowerment. In collaboration with IMF, gender was included as one of the variables in macroeconomic assessment. The study on 'women and the economy' assessed the gaps and the opportunities for the advancement of the role of women in macroeconomics.

## **6.2 Recommendations**

9. As stated under evaluation findings 9,11,12,20,21,25,32 and 33, though the Programme has made some good progress in GRB, a lot still needs to be done to fully integrate GRB in all federal and regional budgetary processes and sectors. Therefore, instead of formulating a new

programme, UN Women should consider improving the current Programme (another phase), taking good practices, lessons learned, and recommendations provided in this evaluation. In addition, there should be a prioritization of sectors targeted for institutionalization of GRB as a tool during their planning, budgeting, implementation, and M&E of their program interventions. *(UN Women and MoF)-High priority*

10. According to evaluation findings 16, 20,35 and 42, capacity-building initiatives on GRB should be strengthened and scaled up to other government departments and bodies. The capacity of the parliamentarians should continue for the incoming parliamentarians both at the Federal and Regional levels. All relevant Directorates and Departments under the Secretariat Office, such as the Gender Directorate, M&E Department, and Planning Directorate, should be capacitated to effectively play their role in revising sector plans and evaluating progress. This will enable them to have a gender perspective in providing feedback for sector plans. Capacity building for the leadership and management team of IPs is very relevant hence needs to be strengthened. To address the challenges faced due to staff turnover, capacity-building initiatives should be a continuous exercise, especially when there is a change in leadership or staff turnover, to ensure an increased commitment by all stakeholders. As GRB initiative requires to be institutionalized and draw commitment from the leadership. *(UN Women, MoF and MoWCYA)-High priority*
11. Based on evaluation finding 14, 27 and 36, there is a need to strengthen coordination and collaboration among key stakeholders to track GRB and promote gender equality and women's empowerment. These include the MoF, MoWCYA, House of Representatives, women caucus groups, plan commission, etc. For instance, since the MoF mainly focuses on the financial aspects, it should work closely with other actors such as the National Planning Commission and the House of People Representatives since they have a significant role in the budget approval process and evaluating sector plans. In addition, the House of People's Representatives' Gender Secretariat Office, which is responsible for coordinating all gender-related activities and facilitation of GRB interventions with the parliamentarians, should be given the same attention as the women caucus and the standing committees. *(UN Women, MoF and MoWCYA)*

To address the gaps and lack of accountability, key government institutions should closely work together to bring accountability mechanisms within the system. The MoF should follow up and track the use of gender budget statements and take corrective actions (including penalties) to hold sectors accountable. On the other hand, the budget directorate can intervene and request the inclusion of gender in the respective sector budgets. The budget directorate in the MoF should play a significant role in this area since the ministry is the one who requests

the sectors to prepare their plans and their budget needs and ceiling. The MoWCY has the mandate to hold other Sector Offices accountable for gender equality and women's empowerment commitments and therefore should be considered a key IP, closely working in collaboration with MoF. To ensure visibility, the Gender Directorate in the MoF should be well structured (not detached from other programmes within the sectors) and should have a horizontal communication mechanism. Similarly, the House of Peoples Representatives (Parliament) should be more accountable in their oversight by pushing other sectors and making them accountable when submitting their budget reports. The sectors should be required to include the gender budget statement and/or disaggregated information showing the priority issues of women and girls with the budget. *(MoF and MoWCYA)-High priority*

12. According based on evaluation findings 23 and 24, there should be more experience sharing with other African countries as was done with South Africa, Rwanda and Uganda. These countries were chosen based on their successful implementation of GRB initiatives and efforts to meet international commitments on gender equality and women's empowerment. There should also be experience sharing among different sectors, including strengthening experience sharing with sectors that have piloted the gender budget statement. *(UN Women, MoF)-Medium priority*
13. According evaluation findings 11,39 and 42 to ensure timely implementation and follow-up, key actors, including the UN Women, MoF, MoWCY, etc., should track progress and achievements jointly. Collecting or sharing feedback from each implementing partner will improve coordination and accountability, and therefore, GRB plans should be prepared jointly or shared among IPs and implemented accordingly. Establishing a dedicated steering committee will also facilitate implementation and working together on joint action plans. *(UN Women, MoF and MoWCY) Medium priority*
14. Based on evaluation findings 1, 38 and 40, best practices and good lessons learned, such as identifying gender gaps/assessments, joint planning and monitoring, capacity building (training), and developing more knowledge products and toolkits, should be documented and scaled up. There should be regular revision and updating of the already developed tools and guidelines to adapt to change in governance structures and priorities. Sector offices should be encouraged to conduct situation assessments to identify their respective gender gaps and specific strategies and plans developed to ensure institutionalization of gender financing. This would ensure the tracking of public finance allocations and expenditures for different programmes. To measure the contribution of such a programme, GRB initiatives should be supported with baseline information for planning, monitoring, and tracking the changes in budgeting. *(UN Women, MoF and MoWCYA)- Medium priority*

15. Based on evaluation finding 7 and 13, future programming should focus more on institutionalizing GRB through its integration in various planning and reporting frameworks/templates and also strengthening the use of the gender budget statement and other systems to ensure the inclusion of GRB in programme budget templates, M&E frameworks, etc. In addition, the programme should invest in Information Technology (IT) database management system to maintain efficient and reliable data management for simplified data processing and future analysis. *(UN Women, MoF)- Medium priority*
16. Based on evaluation finding 17, 23 and 26, key stakeholders should advocate for the inclusion of gender budget lines in the programme budget section and incorporate them in the management training provided by the civil service university (capacity building programme of the public sector). In addition to the MoF gender equality strategy, the stakeholders should also lobby and advocate for some of the major sectors to develop their own GRB strategy to effect all the gender-related proclamations in the country. They should also lobby and advocate for gender-responsive curriculum development in Civil Service University and plan to establish a CSOs platform to advocate for GRB. Advocate for the allocation of additional resources (technical and financial) to equip the UN Women team with additional staffing for close support, follow-up, monitoring to the partners. *(UN Women, MoF and MoWCYA)- Medium priority*

## ANNEXES

### Annex 1: Terms of Reference

#### **Terms of Reference for Programme Final Evaluation on Transformative Financing for Gender Equality and Women’s Empowerment in Ethiopia**

Location:	Ethiopia
Application Deadline:	xxxx 2021
Type of Contract:	Special Service Agreement (SSA)
Post Level:	International Consultant
Languages Required:	English, knowledge of local languages would be an asset
Starting Date:	xxxx 2021
Typology of the consultancy:	International consultant
Duration of Contract:	30 working days within the period of four months

#### I. Background (programme context)

Countries identify and articulate development priorities through national development plans and strategies. Often, gender equality commitments are not sufficiently considered or included during the design and financing stages of planning, which exacerbates gender inequality in many countries. Adequate financing of national development plans and strategies is a condition for the achievement of national development priorities. The implementation of gender equality commitments at country level requires governments to formulate policies and strategies that actively promote gender equality and guarantee women’s rights, while allocating sufficient financial resources for this purpose. Therefore, a gender equality perspective needs to be properly considered during the design and budgeting stages of the planning process in order to ensure that resources and interventions equally benefit women and men.

Gender Responsive Budgeting (GRB) aims at mainstreaming gender into public budgets, looking into how financial resources are collected and allocated with respect to women and men. GRB is used to shape policies, set priorities and provide the means to meet the social and economic needs of all citizens. It helps governments understand potential adjustments in resources needed to achieve their priorities and commitments to achieve gender equality and advance women’s rights as stipulated in international conventions, commitments and goals, including the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing platform for action and the Sustainable Development Goals (SDGs) . Beyond ensuring accountability to



women's rights, GRB is also a step towards improved public transparency and economic efficiency. Increasing financing for gender equality recognizes that planning, resource allocation and prioritization of development initiatives have to be disaggregated, by sex, among other parameters, to understand where the greatest needs are, to direct resources to those areas, and to monitor how resources and planning bridge gender gaps and contribute to the empowerment of women.

Ministry of Finance (MoF) leads nationally in promoting GRB and has mandated its Gender Directorate to engage relevant directorates within the Ministry, demonstrating political will and direction. While progress has been made in integrating gender in the revised financial administration proclamation and budget call, and building the capacity of experts and officials using the GRB guidelines, an accountability mechanism to ensure that gender is integrated in sectoral planning and budgeting processes is not yet in place. This limits the government's ability to realize its commitment to uphold the rights of Ethiopian women, including through the financing of national programmes.

The programme Transformative Financing for Gender Equality was initiated with the aim of contributing to the overall goal of adequate and effective financing of new and existing national and international commitments on Gender Equality and Women Empowerment. The programme document has been implemented since July 2017 at the federal level and in regional states including Amhara, Oromia, SNNPR and Tigray in partnership with Ministry of Finance (MoF), Ministry of Women Children and Youth (MoWCY), Ministry of Agriculture (MoA), Federal Job creation and Food Security Agency (FJCFSA) and their regional counterparts including CSO. The focus is on enhancing the capacity of experts on Gender Responsive Budgeting to enable them to consider gender during planning and budgeting through training and South-South experience sharing. The program also generated a pool of knowledge products and data as one of the strategies to create discussion and influence intervention and also as sustainable mechanism for institutions to consider gender responsive budgeting when implementing their programs. In addition, in collaboration with international organizations such as International Monetary Fund (IMF) high level dialogue was organized on key findings of the gender inequality impacts to Ethiopia's economic growth.

The programme is in line with UN Women's Global Strategic Plan 2018-2021 particularly outcome 2: women lead, participate in and benefit equally from governance systems which contributes to SDGs Goal no, 1,2,3,5,10,16 and 17. At national level, it was designed in alignment with UNDAF 2016-2020 i.e. pillar 4 good governance, participation and capacity development and pillar 5 equality and empowerment, Ethiopia's Growth and Transformation Plan II (2016-2020) i.e. strategic pillar 7 on promotion of gender and youth empowerment and equity; and the country strategy of UN Women Ethiopia.

The final evaluation is expected to ensure the success of the programme based on practical observations and findings of the result framework of the programme specially output and outcome indicators. The findings of the evaluation will also be used to prepare future programme document based on identified key lessons and challenges in the implementation of the programme. This programme final evaluation is strategic in terms of realizing the main goal of the project which is establishing a gender-responsive planning and budgeting system in Ethiopia to ensure that resources are allocated to adequately and effectively finance gender equality and women's empowerment commitments.

Therefore, the UN Women Ethiopia Country Office is thus seeking a national and international consultant to conduct the programme end evaluation of Transformative Financing for GEWE in Ethiopia. The evaluation should follow the guiding documents for evaluation at UN Women, including the Evaluation Policy, Evaluation Chapter of the POM, the GERAAS evaluation report quality checklist, the United Nations System-wide Action Plan Evaluation Performance Indicator (UN-SWAP EPI) and the UN Women Evaluation Handbook. These documents serve as the frame of reference for the Evaluation Manager and the evaluation consultant(s) for ensuring compliance with the various requirements and assuring the quality of the evaluation report.

## **II. Description of the programme**

The four-year programme (July 2017-2021) used the opportunities, best practices and learnings so far, and work towards ensuring that a system is established for increasing financing for gender equality so that women and girls can equitably benefit from the allocation of resources. This system is realized through evidence generated by gender gap analyses, engendered public financial management and donor funding, and the creation of an accountability mechanism with multi-stakeholder coordination and engagement of gender advocates.

The programme "Transformative Financing for Gender Equality and Women's Empowerment in Ethiopia" was launched in July 2017 and ran for four years so far with a total estimated budget needed of USD 2.99 million and actual budget allocated of \$ 2,848,233 for four years of the programme period. The program was so far implemented at the federal and in the following regions of Ethiopia: Amhara, SNNPR and Oromia. The overall goal of the programme is to ensure that new and existing internationally and nationally agreed commitments on gender equality and women's empowerment are adequately and effectively financed in Ethiopia.

The four-years programme has the following expected outcomes:

- (1) Political consensus enhanced by the government to address the GEWE financing gap,
- (2) Fiscal laws, policies and national action plans of the government prioritize budgetary allocations in favour of GEWE,
- (3) Allocation of resource on GEWE from international financing sources Increased
- (4) Oversight mechanism on allocation towards GEWE in Ethiopia Strengthened

With a view to achieving the expected outcomes, the programme, has deployed the following strategies:

- Evidence-based Advocacy
- Capacity development
- Knowledge building and information sharing
- Partnership building, coordination and engaging with different stakeholders

The programme ensured coordination within the international organization by bringing experiences to relevant forums on financing for development. It enhanced collaborative partnerships with International Monetary Fund (IMF) and World Bank (WB) towards bringing gender responsive Public Finance Management (PFM) system of the country and women's contribution towards the economy.

Stakeholders as implementing partners (IP) in this programme are federal and regional governments, as well as non-governmental actors. From government organizations, UN Women worked with selected growth-oriented sectors such as the Ministry of Agriculture, and the Ministry of Urban Development and Housing to increase financing for gender equality in their respective programmes. UN Women also worked with MoF and its regional structures in Amhara, Oromia, SNNPR and Tigray, towards bring gender responsive budgeting. To build the capacity of gender advocates, UN Women partnered with a CSO, Union of Ethiopian Women and Children Association (UEWCA) to build the capacity women associations to advocate on GRB at federal and regional level. The program also produced different knowledge products such as the Gender Gap Analysis of the Public Finance Management system In Ethiopia; Gender Responsive Budgeting toolkit for Women and Children and Budget Standing Committees of the Parliament to overview budget from gender perspective during budget hearing; gender and aid effectiveness toolkit for external resource mobilization directorate on how to mobilize aid from gender perspective; gender audit manual for Office of the Federal Auditor General a performance audit guide from gender perspective are among the few knowledge products with In the program period.

Major donors of the programme include:

- Government of Sweden, through the Embassy of Sweden Ethiopia.
- Government of Norway, through the Royal Norwegian Embassy in Ethiopia
- Government of Netherlands, through the Embassy of Netherlands in Ethiopia

Under the overall supervision of the UN Women Representative to Ethiopia, Africa Union and UNECA, and with the technical guidance of UN Women East and Southern Africa Regional Office (ESARO), the programme was managed by the UN Women ECO National Planning and Budgeting Team. The team was composed of the following staff:

- Programme manager (PM) with the overall responsibility of providing technical support and capacity-building for high quality implementation and guarantying high-quality financial management and reporting to UN Women and donors. (Due to the sudden death of the

program manager the program does not have PM for the past one year and four months and was led by the programme analyst)

- Programme Analyst with the role of supporting the PM and strengthen the programme's intended outputs in this area while also providing support to the programme partners.
- Junior consultant assists with the role of supporting the program analyst.

### **III. Purpose (and use of the programme end evaluation)**

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, sustainability, impact, inclusiveness, coherence, participation, equality, non-discrimination, and social transformation.

The evaluation will be undertaken with the following key stakeholders in mind:

- Relevant staff from IPs, including federal and local government institutions and CSOs
- Target beneficiary communities and individuals
- UN Women ECO programme staff
- International organizations such as IMF and World Bank
- Development partners

### **IV. Objectives (evaluation criteria and key questions)**

The specific objectives of the evaluation are to:

- Assess the extent to which the results of the programme are achieved and examine to what extent the programme is aligned with relevant International agreements and conventions, national needs, government priorities as well as with the UNDAF.
- Review the programme design, implementation strategy, institutional arrangements as well as management and operational systems.
- To analyze and reflect on the overall progress of the programme and the validity of its identified strategies.
- Assess effectiveness and organizational efficiency in progressing towards the achievement of gender equality and women's empowerment results as defined in the intervention.
- Assess the relevance of the contribution of the programme to the national measures to establish a gender-responsive planning and budgeting system in Ethiopia to ensure that resources are allocated to adequately and effectively finance gender equality and women's empowerment commitments.
- Assess the sustainability of the intervention in achieving sustained gender equality and women's empowerment.
- Determine the impact of the intervention with respect to gender equality and women's empowerment.
- Analyse how human rights approach and gender equality principles were integrated in implementation.

- Document good practices, innovations and lessons learnt and provide concrete and actionable recommendations for future programming.

Below is a list of preliminary evaluation questions, the specific programme end evaluation questions and relevant evaluation instruments will be determined during the inception stage. The evaluation questions should be defined in consensus with the evaluation management group and the evaluation reference group. The evaluation should be based on the following criteria:

### **Design Level:**

#### **Relevance**

- To what extent is the intervention relevant to the needs and priorities as defined by beneficiaries? Are they aligned to national priorities?
- To what extent is the intervention aligned with relevant national, regional and international normative frameworks for gender equality and women's empowerment?
- What are UN Women's comparative advantage in this area of work compared with other UN entities and key partners?
- 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?
- Do the activities and strategies address the problems identified?
- Are the planned outputs and results relevant and realistic for the situation on the ground?
- Is the intervention logic coherent and realistic?
- How strategic are partners in terms of mandate, influence, capacities and commitment? To what extent had implementing partners an added value to solve the development challenges stated in the programme document?
- To what extent did the programme have a useful and reliable M&E strategy that contributed to measure development results?
- 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?

### **Process level:**

#### **Efficiency**

- To what extent does the management structure of the intervention support efficiency for programme implementation?
- 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 enough resources (financial, time, human resources) allocated to integrate human rights and gender equality in the design, implementation, monitoring and evaluation of the programme?
- Were there any constraints (e.g. political, practical, and bureaucratic) to addressing the rights of women efficiently during implementation? What level of effort was made to overcome these challenges?

**Ownership in the process:** Effective exercise of leadership by the country's national/local partners in development interventions.

- To what extent did the targeted population, citizens, participants, local and national authorities make the programme their own, taking an active role in it? What modes of participation (leadership) have driven the process?
- Have the stakeholders taken ownership of the programme? If so, how?
- To what extent and in what ways has ownership or the lack of it, impacted in the efficiency and effectiveness of the NP Programme?

### **Results level:**

**Effectiveness:** Extent to which the objectives of the development intervention have been achieved.

- What has been the progress made towards achievement of the expected outcomes and expected results? What are the results achieved?
- What are the reasons for the achievement or non-achievement?
- To what extent did the programme contribute to achievement of results in terms of ensuring that new and existing internationally and nationally agreed commitments on gender equality and women's empowerment are adequately and effectively financed in Ethiopia?
- How have stakeholders been involved in the programme implementation?
- How was the programme monitored and reviewed? To what extent was this exercise useful and used? Have any good practices, success stories, lessons learned, or transferable examples been identified and documented?

### **Impact**

- To what extent was gender equality and women's empowerment advanced as a result of the programme implementation?
- To what extent can the changes that have occurred as a result of the NP Programme be identified and measured?
- How did the programme contribute to the identified changes?
- What were the unintended effects, if any, of the intervention?
- What are the notable impacts of the programme on the lives of women and men?

**Sustainability:** Probability of the benefits of the intervention continuing in the long term.

- 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 the protection of the rights of women after the end of the intervention?
- To what extent have NP national partners undertaken the necessary decision and course of actions to ensure the sustainability of the effects of the Programme?
- How has the programme enhanced ownership and contributed to the development of national capacity in order to ensure sustainability of efforts and benefits?
- How will the benefits of the intervention be secured for rights holders (i.e. what accountability and oversight systems were established)?

### **Gender Equality and Human Rights**

- To what extent have gender and human rights considerations been integrated into the programme design and implementation?
- Have the programme interventions been following equality and non-discrimination principles at all time?

### **Inclusiveness and Participation**

- Was the designing, implementation and monitoring process of the programme participatory?
- Have stakeholders been given the chance to give their inputs? How useful was the process?

### **Social transformation**

- How has the programme contributed to the intended social transformation in terms of building capacity to ensure that public financial management is gender-responsive?
- What were the key strategies used to bring about attitudinal change of society towards promoting transformative financing for GEWE?

In late 2019, the OECD revised the DAC evaluation criteria and introduced an additional standard around “coherence” to the initial 5 criteria. The evaluation will apply five out of the now 6 OECD/DAC evaluation criteria (relevance, effectiveness (including normative, and coordination mandates of UN Women), efficiency, coherence and sustainability) and Human Rights and Gender Equality as an additional criterion.

## **V. Scope of the evaluation**

The programme end evaluation will cover the implementation of the programme from July 2017 - July 2021 under its four outcomes. This final evaluation is expected to highlight the achievements as well as actionable recommendations for sustainability and improvement of future programme implementation. The evaluation will focus on all activities undertaken and geographical locations covered by the programme during the above-mentioned period.

The evaluation team is expected to establish the scope and limitations of the programme end evaluation, especially in terms time frame, geographic coverage, thematic and programmatic coverage in addition to identifying which stakeholders will be included or excluded from the evaluation process. These will need to be discussed in the inception workshop. The evaluation team (one national consultant and one international consultant selected by UN Women) is expected to undertake a rapid evaluability assessment in the inception period and an initial assessment of the availability of secondary data in the country office necessary for the evaluation. Additionally, if the evaluation team will encounter any constraint – such as limited travel or accessibility to project sites - these limitations should be understood and generalizing findings should be avoided where a strong sample has not been used. In addition, cultural aspects that could impact the collection of data should be analysed and integrated into data collection methods and tools. Evaluators are expected to include adequate time for testing data collection tools.

## **VI. Evaluation design (process and methods)**

The evaluation should follow a summative approach and promote inclusion and participation by employing gender equality and human rights responsive approaches with a focus on utilization, empowerment or feminist approaches. The design should take into consideration that no comprehensive baseline document exists and that this information will first have to be gathered from various documents and resources (Annual Workplans, Implementing Partner Agreements, etc.).

The evaluation will be carried out following the UN Evaluation Group (UNEG) Norms and Standards (see <http://www.unevaluation.org/document/detail/1914>), UN Women Evaluation Policy as well as the Ethical Guidelines for evaluations in the UN system. The evaluation will also apply the UN Women GERAAS evaluation report quality checklist, the UNEG Technical Note on the SWAP Evaluation Performance Indicator and the UNW Evaluation Handbook. 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 deadlines.

### **Methods**

The programme end evaluation methodology will be developed by the Evaluation Team and presented for approval to the Evaluation Reference Group. It should enable achievement of the evaluation purpose, be aligned with the evaluation design, address the evaluation criteria and answer the key questions through credible and gender-responsive techniques for data collection and analysis. Gender-responsive evaluation applies mixed-methods (quantitative and qualitative data collection methods and analytical approaches) that are appropriate to address the main evaluation questions, to account for complexity of gender relations and to ensure participatory and inclusive processes that are culturally appropriate.



The evaluation is expected to apply a gender-responsive approach to assessing the contribution of the programme to development effectiveness. It should identify expected and unexpected changes in target and affected groups. It is anticipated that the evaluation will apply process tracing to identify the mechanisms of change and the probable contributions of the programme. It is anticipated that mixed qualitative and quantitative data will be collected, and case studies of different target groups will be developed, compared and contrasted. The evaluation team will identify which factors, and which combinations of factors, are most frequently associated with a higher contribution of the programme to expected and unexpected outcomes.

The methods should include a wide range of data sources (e.g. documents, field information (collected by IPs during implementation and UN Women ECO during field visits), institutional information systems, financial records, beneficiaries, staff (from both IPs and UN Women), funders, experts, government officials and community groups). The evaluation team is particularly encouraged to use participatory methods to ensure that all stakeholders are consulted as part of the evaluation process. The evaluators are also expected to develop a sampling frame and specify how it would address the diversity of stakeholders. Furthermore, due to possible travel restrictions, it is expected that the methods include creative options for virtual/online participation and data collection.

The evaluation team is encouraged to use a wide range of relevant participatory data collection tools, including:

- (Group) Interviews
- Secondary document analysis
- Observations
- Multimedia (photography, drawing)

The evaluators should take measures to ensure data quality, reliability and validity of data collection tools and methods and their responsiveness to gender equality and human rights. For instance, the limitations of the sample (representativeness) should be stated clearly and the data should be triangulated (cross-checked against other sources) to help ensure robust results.

In terms of data source, the following documents will be shared with the evaluation team by UN Women ECO:

- Programme Document of the four-year NP programme
- Ethiopia's second Growth and Transformation Plan (GTP II)
- United Nations Development Assistance Framework (UNDAF) 2016-2020
- Programme work plans
- Progress reports (and presentations on progress and achievements)
- Donor reports
- IPs reports
- Publications and promotional materials

- Reports on specific activities
- Documents related to programme achievements
- Revision of the Ethiopia Strategic Note (2017-2021) conducted in 2018

## VII. Stakeholder participation

The evaluators are expected to discuss during the Inception Workshops how the process will ensure participation of stakeholders at all stages:

- Preparation (inception workshop)
- Conduct (consultation of stakeholders; stakeholders as data collectors; interpretation)
- Reporting and use

The evaluators are encouraged to further analyse stakeholders' role according to the following characteristics:

- System roles (target groups, programme controllers, sources of expertise)
- Gender roles (intersections of sex, age, household and, community roles)
- Human rights roles (rights holders, principal duty bearers, primary, secondary and tertiary duty bearers)
- Intended users and uses of the respective evaluation

The evaluators are encouraged to extend this analysis through mapping relationships and power dynamics. It is instrumental to a successful evaluation to focus in particular on participation of rights holders - especially women to ensure the application of a gender-responsive approach. It is also important to specify ethical safeguards that will be employed. The evaluators are expected to validate findings engaging with stakeholders through workshops, debriefings or other forms of engagement.

## VIII. Time frame

The evaluation will be done within 30 working days starting from the date of signing the consultancy agreement. A detailed work plan will be developed by the evaluation team during the inception phase based on inputs received from the Evaluation Reference Group.

Evaluation Phases	Deliverables	Dates/ working days	Meetings
Phase 1 Preparation	Desk review	8 days	
Phase 2 Conduct	Rapid evaluability assessment of the programme		
	Evaluation design and inception report drafting,		

	Presentation of inception report and data collection tools and instruments	10 days	Yes (Evaluation Reference Group)
	Submission of final inception report		
	Data collection and field visits		Yes (participating agencies, government, Donor group for gender equality (DGGE), partners, beneficiaries etc.)
	Presentation of preliminary findings		Yes (participating agencies, government, Donor group for gender equality (DGGE), partners, beneficiaries etc.)
<b>Phase 3 Reporting</b>	Preparation of draft evaluation report	7 days	
	Presentation and validation of evaluation findings to stakeholders and collect feedback		Yes (Evaluation Reference Group)
	Preparation of final evaluation report	5 days	

**IX. Expected deliverables**

Deliverable	Time frame for submission	Person responsible (all stages will be coordinated by the evaluation manager)	Payment schedule
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<p><b>Inception report:</b> This report will be completed after initial desk review of programme documents. It will be maximum 7 pages in length and will include:</p> <ul style="list-style-type: none"> <li>• Introduction</li> <li>• Background to the evaluation: objectives and overall approach</li> <li>• Identification of evaluation scope</li> <li>• Main substantive and financial achievements of the programme</li> <li>• Description of evaluation methodology/methodological approach (including considerations for rights-based and gender-responsive methodologies), data collection tools, data analysis methods, key informants, an Evaluation Questions Matrix, Workplan and deliverables</li> <li>• Criteria to define the mission agenda, including “field visits”</li> </ul> <p>This report will be used as an initial point of agreement and understanding between the consultant and the evaluation manager and reference group</p>	5-8 days	Evaluation Team with engagement of the Evaluation Reference Group and approved by Evaluation Management Group	30%
<p><b>Draft Evaluation Report</b></p> <ul style="list-style-type: none"> <li>• The draft report will contain the same sections as the final report and will be 15-20 pages in length.</li> <li>• It will also contain an executive report of no more than 2 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its main findings, conclusions and recommendations</li> </ul>	8 days	Evaluation Team. To be reviewed by the Evaluation Reference Group	40%
<p>Presentation on draft findings at the validation meeting</p>	1 day	Evaluation Team	
<p><b>Final Evaluation Report</b> (incorporating comments made on the draft report in addition to having annexes of specific findings from the evaluation and recommendations) It will be maximum 25 pages in length and will include:</p> <ul style="list-style-type: none"> <li>• Cover Page</li> <li>• Executive summary (maximum 2 pages)</li> <li>• Programme description</li> <li>• Evaluation purpose and intended audience</li> </ul>	5 days	Approved by Evaluation Management Group	30%

<ul style="list-style-type: none"> <li>• Evaluation methodology (including constraints and limitations on the study conducted)</li> <li>• Evaluation criteria and questions</li> <li>• Findings and Analysis</li> <li>• Conclusions</li> <li>• Concrete recommendations including on suggested review for the result framework of the program (prioritized, structured and clear)</li> <li>• Lessons Learnt</li> <li>• Annexes, including interview list (without identifying names for the sake of confidentiality/anonymity) data collection instruments, key documents consulted, TOR etc.</li> </ul> <p>An executive summary will include a brief description of the programme, its context and current situation, the purpose of the evaluation, its intended audience, its methodology and its main findings, conclusions and recommendations. The Executive Summary should “stand alone”.</p>			
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The evaluation manager (UN Women M&E focal point) will assure the quality of the evaluation report. The draft and final evaluation report will be shared with the Evaluation Reference Group and the Evaluation Management Group for quality review. The final report will be approved by the evaluation management group. The final evaluation report will be independently assessed using quality standards outlined in the UNW Global Evaluation Reports Assessment and Analysis System (GERAAS). The final evaluation report and evaluation management responses will be publicly disclosed in the UNW GATE system.

The final report should follow the standard table of contents for an evaluation report:

- I) Title and opening pages
- II) Executive summary
- III) Background and purpose of the evaluation
- IV) Programme description and context
- V) Evaluation objectives and scope
- VI) Evaluation methodology and limitations
- VII) Findings
- VIII) Conclusions
- IX) Recommendations
- X) Lessons Learned

**ANNEXES:** ToR; Documents consulted; lists of institutions/stakeholders interviewed or consulted, and sites visited; analytical results and methodology related documentation, such as evaluation matrix; list of findings and recommendations.

## **X. Management of evaluation**

At UN Women the evaluation phases are:

Stage 1: Planning

Stage 2: Preparation: This includes the stakeholder analysis and establishment of the Reference Group, Evaluation Management Group, development of the ToR, and recruitment of the evaluation team

Stage 3: Conduct: Inception workshop, data collection and analysis

Stage 4: Reporting: Presentation of preliminary findings, draft and final reports

Stage 5: Use and follow up: Management response, dissemination of the report, and follow up to the implementation of the management response

The evaluations will have the following management structures:

Country Office Evaluation Manager: for coordination and day-to-day management with support from NP programme team; Evaluation Management Group for administrative support and accountability: Country Representative or Deputy Country Representative, M&E Officer, Regional Evaluation Specialist (in advisory capacity), NP Programme Manager. Evaluation Reference Group for substantive technical support: UN Women programme staff, national government partners, development partners/donors, UNCT representatives former and current UN Women Civil Society Advisory Group Members. These should be selected based on the stakeholder analysis.

**The main roles and responsibilities during the process are:**

### **Evaluation team**

- To avoid conflict of interest and undue pressure, the members of the evaluation team need to be independent, implying that they must not have been directly responsible for the design, or overall management of the subject of the evaluation, nor expect to be in the near future.
- Evaluators must have no vested interest and must have the full freedom to conduct their evaluative work impartially. They must be able to express their opinion in a free manner.
- The evaluation team prepares all evaluation reports, which should reflect an agreed-upon approach and design for the evaluation from the perspective of the evaluation team and the evaluation manager

**Evaluation manager:** To maximize stakeholder participation and ensure a gender-responsive evaluation, the evaluation manager should support the evaluator(s) during data collection in the following ways:

- Consult partners regarding the evaluation and the proposed schedule for data collection
- Arrange for a debriefing by the evaluator(s) prior to completion of data collection to present preliminary and emerging findings or gaps in information to the evaluation manager, evaluation management and reference groups
- Ensure the stakeholders identified through the stakeholder analysis are being included and provide logistical support as necessary contacting stakeholders and arranging for transportation.
- Ensure that a gender equality and human rights perspective is streamlined throughout the approach, and that the evaluator(s) is abiding by the ethical principles outlined below.

### **Evaluation Management group**

- To oversee the evaluation process and will be coordinated by the evaluation manager.
- Provide substantive comments and operational assistance throughout the preparation of reports.
- Where appropriate, participates in meetings and workshops with other key partners and stakeholders before finalization of reports.
- Have the responsibility of final approval of the evaluation ToR, selection of the external evaluation team, inception report and final evaluation report.

### **Evaluation reference group**

- Serve as sounding board and consultative body to ensure the active involvement of stakeholders
- Serve as the primary contact point for the evaluation team
- Provide a balanced picture of views and perceptions regarding achievements and limitations of the programme
- Provide inputs and feedback throughout the evaluation process
- Provide support to ensure ownership of evaluation findings and recommendations through prompting users of the evaluation and other stakeholders into action during and after the evaluation.
- 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;
- Participate in the validation meeting of the final evaluation report and support dissemination of evaluation results

- A ToR with detail roles and responsibilities can be drafted by the evaluation manager and agreed upon by the group themselves

## **XI. Evaluation team composition, skills and experiences**

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 in general and transformative financing for GEWE in Ethiopia in particular.

### **Required Background and Experience**

International consultant:

- Advanced Degree in Social Sciences, Development Studies, Gender, Women studies or other relevant field and with formal research skills. A professional training in Monitoring and Evaluation and Results-Based Management is considered an asset.
- At least seven years of progressive experience in conducting evaluations as team leader Internationally
- High proficiency in English
- Ability to manage and supervise evaluation teams and ensure timely submission of quality evaluation reports

National consultant:

- Advanced Degree in Social Sciences, Development Studies, Gender, Women studies or other relevant field and with formal research skills.
- At least five years of experience in conducting evaluations
- High proficiency in English
- Fluent in Amharic / local language

### **Required competencies for both International / National consultant**

- Strong knowledge of issues concerning women's rights, gender equality, women's empowerment and transformative financing for GEWE.
- Specific technical knowledge of financing for Gender Equality and Women's Empowerment and Gender responsive planning and budgeting,
- Experience in working with UN agencies and UN programmes and evaluations
- Excellent facilitation and communication skills
- Experience with focus group discussions and key informant interviews
- Ability to deal with multi-stakeholder groups; as well as displaying cultural sensitivity
- Ability to write focused evaluation reports; as well as excellent writing skills (in English)
- Broad 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 UN 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.

## **Applying for the consultancy**

**Applications should include:**

### **Proposal**

- Brief summary (not more than 3 pages) of the proposed methodology for the evaluation, including the involvement of stakeholders during each step.
- Proposed process for disseminating the results of the evaluation.
- Team structure, roles and responsibilities and time allocation if applicable.
- Detailed work plan.

### **Attachments**

The following items should be included as attachments (not included in the page limit):

- Indicate whether you apply for the International or National consultancy.
- Cover letter stating why you want to do this work, summary of consultant experience and background and available start date.
- Detailed CV (UN Women P11) - of all the participating consultants. This can be downloaded from the UNDP website.
- List of the most relevant previous consulting projects completed, including a description of the projects and contact details for references.
- At least three sample reports from previous consulting projects (all samples will be kept confidential) or links to website where reports can be retrieved (highly recommended).

Applications with the above details should be sent to Dina Assefa (dina.assefa@unwomen.org) until latest \_\_\_\_\_.

## **XII. Ethical code of conduct**

It is expected that the evaluators will respect the Ethical Code of Conduct of the UN 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, program, 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 timeframe 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 UN 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 harms 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 wrongdoing:** Where evaluators find evidence of wrong-doing or unethical conduct, they are obliged to report it to the proper oversight authority.

Please also refer to the UN Women Evaluation Consultants Agreement Form, UNEG Ethical Guidelines and Code of Conduct for Evaluation in the UN system.

## **ANNEXES**

After the selection of the evaluation consultant/firm, the following documents should be appended to the ToR:

- UN Women GERAAS evaluation report quality checklist
- UN Women Evaluation Consultants Agreement Form
- UNEG Norms for Evaluation in the UN System
- UNEG Standards for Evaluation in the UN System
- UN Women Evaluation Handbook

## Annex 2: Evaluation Matrix

Evaluation Criteria	Evaluation questions	What to look for	Data sources	Data Collection Methods	Analysis methods and criteria for comparisons
<b>Relevance</b>	1. To what extent is the programme aligned with and contributes to the relevant national, regional and international normative frameworks (including Ethiopia country development priorities, GTP II, UN Women CDP, UNDAF Ethiopia 2016-2020, and the SDGs) for gender equality and women empowerment in Ethiopia?	<ul style="list-style-type: none"> <li>• How the programme is aligned with the relevant national, regional and international instruments, and normative frameworks.</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documents and relevant literature</li> <li>• Consultations with key stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Context analysis</li> <li>• Triangulation</li> </ul>
	2. To what extent is the programme intervention logic/strategy relevant to the context of gender equality and women empowerment in Ethiopia? How were women's needs and priorities identified and addressed in the different GRB initiatives?	<ul style="list-style-type: none"> <li>• How the programme is responsive to the needs and priorities of women particularly financing for GEWE.</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documents and relevant literature</li> <li>• Theory of Change (ToC) and results framework</li> <li>• Consultations with key stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Context analysis</li> </ul>
	3. To what extent do the main strategic components of the programme logically link and contribute to the programme's Theory of Change (ToC)? Is the intervention logic coherent and realistic?	<ul style="list-style-type: none"> <li>• If the programme Theory of Change (ToC) is plausible and realistic.</li> </ul>	<ul style="list-style-type: none"> <li>• Theory of Change (ToC) and results framework</li> <li>• Consultations with key stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Context analysis</li> <li>• Contribution analysis</li> </ul>

	4. How strategic are partners in terms of mandate, influence, capacities, and commitment?	<ul style="list-style-type: none"> <li>Stakeholder mapping and their respective mandate, influence, capacities, and commitment</li> </ul>	<ul style="list-style-type: none"> <li>Programme documents and progress reports</li> <li>Consultations with key stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>Documentation review</li> <li>Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholder mapping</li> </ul>
	5. To what extent is the programme results framework (indicators) plausible and doable (using SMART Criteria)?	<ul style="list-style-type: none"> <li>Whether the results framework has SMART indicators and targets.</li> </ul>	<ul style="list-style-type: none"> <li>Results framework</li> <li>Progress reports</li> <li>Consultations with key stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>Documentation review</li> <li>Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>Evaluability assessment</li> </ul>
<b>Effectiveness</b>	1. Is the programme being implemented as designed? To what extent were the programme outputs and outcomes achieved?	<ul style="list-style-type: none"> <li>The intervention logic against progress reports</li> <li>Achievement of planned programme results (outputs and outcomes)</li> </ul>	<ul style="list-style-type: none"> <li>Pogramme documents and progress reports</li> <li>Consultations with key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>Documentation review</li> <li>Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>Document synthesis</li> <li>Triangulation</li> </ul>
	2. What factors contributed to the achievement or non-achievement of these results.	<ul style="list-style-type: none"> <li>Analysis/evidence gathering work undertaken by UNW and IPs as part of GRB work</li> </ul>	<ul style="list-style-type: none"> <li>Progress results</li> <li>Consultations with key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>Documentation review</li> <li>Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>Document synthesis</li> <li>Triangulation</li> </ul>
	3. To what extent did the programme contribute to the achievement of results in terms of ensuring that new and existing internationally and nationally agreed commitments on gender quality and women's empowerment are adequately and effectively financed in Ethiopia?	<ul style="list-style-type: none"> <li>Initiatives and activities carried out and changes in sectorial (Agriculture and job creation) budgeting processes, MoF instruments, allocations, and capacities as a result of the programme implementation</li> </ul>	<ul style="list-style-type: none"> <li>Relevant national and international instruments and normative frameworks.</li> <li>Programme documents</li> <li>Consultations with key stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>Documentation review</li> <li>Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>Contribution analysis</li> <li>Outcome mapping/harvesting</li> <li>Most Significant Change</li> </ul>
	4. What challenges (if any) emerged during the programme	<ul style="list-style-type: none"> <li>Programme results-Planned and achieved</li> </ul>	<ul style="list-style-type: none"> <li>Pogramme documents and progress reports</li> </ul>	<ul style="list-style-type: none"> <li>Documentation review</li> </ul>	<ul style="list-style-type: none"> <li>Context analysis</li> </ul>

	implementation? Has the programme adapted to changes in the context and emerging challenges during programme implementation?	<ul style="list-style-type: none"> <li>• Factors that may have affected programme results.</li> </ul>	<ul style="list-style-type: none"> <li>• Achievement of indicator targets</li> <li>• Consultations with key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Document synthesis and triangulation</li> </ul>
	5. Were there any unintended or unexpected results achieved by the programme that can be documented as lessons learned?	<ul style="list-style-type: none"> <li>• Unexpected results</li> <li>• Factors that may have affected programme results.</li> <li>• Any unintended or unexpected results</li> </ul>	<ul style="list-style-type: none"> <li>• Achievement of indicator targets-Results framework and progress reports</li> <li>• Consultations with key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Contribution analysis</li> <li>• Document synthesis and triangulation</li> </ul>
	6. To what extent did the programme have an effective and reliable M & E strategy?	<ul style="list-style-type: none"> <li>• M &amp; E strategy</li> <li>• monitoring and evaluation mechanisms</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documents and monitoring reports</li> <li>• Consultations with key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Document synthesis and triangulation</li> </ul>
<b>Efficiency</b>	1. To what extent is the programme management structure and coordination mechanism, as outlined in the programme document, efficient in generating the expected results? What specific modes of engagement have been most efficient?	<ul style="list-style-type: none"> <li>• Programme management and coordination mechanisms</li> <li>• Effectiveness and efficiency of programme monitoring systems and programme data management protocols.</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documents-management structure, work plans, progress reports.</li> <li>• Consultations with key stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Document synthesis and triangulation</li> <li>• Process tracing</li> </ul>
	2. To what extent has there been an economical use of financial and human resources?	<ul style="list-style-type: none"> <li>• Is expenditure according to the planned budget? Was there over/under expenditure?</li> </ul>	<ul style="list-style-type: none"> <li>• Budgets, financial statements, and accountability systems</li> <li>• Consultations with key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Document synthesis and triangulation</li> </ul>

	3. Are there enough resources (funds, human resources, time, expertise, etc.)? Have resources been allocated strategically to achieve the desired outputs and outcomes?	<ul style="list-style-type: none"> <li>• If the programme is being implemented according to design and if there are any delays.</li> </ul>	<ul style="list-style-type: none"> <li>• Budgets, financial statements, and accountability systems</li> <li>• Consultations with key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Document synthesis and triangulation</li> <li>• Contribution analysis</li> </ul>
	4. Were there any constraints (e.g. political, practical, and bureaucratic) to addressing the rights of women efficiently during implementation? What level of effort was made to overcome these challenges?	<ul style="list-style-type: none"> <li>• Criteria used in resource allocations and any constraints to addressing the rights of women.</li> </ul>	<ul style="list-style-type: none"> <li>• Progress reports</li> <li>• Consultations with key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Context analysis</li> <li>• Contribution analysis</li> </ul>
<b>Sustainability</b>	1. To what extent are the programme initiatives and achievements sustainable beyond the programme period?	<ul style="list-style-type: none"> <li>• Involvement, commitment, and ownership of programme interventions by key stakeholders</li> <li>• Collaboration with government and other actors</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documents and Progress reports.</li> <li>• Relevant literature</li> <li>• Consultations with key stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Context and situational analysis.</li> <li>• Document synthesis and triangulation</li> </ul>
	2. To what extent does the programme design promote ownership, mutual accountability, inclusivity, and managing for GRB results to ensure the sustainability of efforts and benefits?	<ul style="list-style-type: none"> <li>• Involvement, commitment, and ownership of programme interventions by key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documents- Theory of Change and results framework</li> <li>• Consultations with key stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Document synthesis and triangulation</li> <li>• Stakeholder mapping/analysis</li> </ul>
	3. Have the programme interventions and institutional framework created adequate capacities for sustained results? Did the design include	<ul style="list-style-type: none"> <li>• Institutional capacities of key stakeholders to continue with GRB</li> <li>• Whether the programme has an exit plan/strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documents and intervention logic</li> <li>• Progress reports</li> <li>• Consultations with key stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Document synthesis and triangulation</li> <li>• Stakeholder mapping/analysis</li> </ul>

	appropriate sustainability and an exit strategy?				
	4. Are there any economic, social, or political risks and challenges that may jeopardize the sustainability of the programme outcomes? How will the benefits of the interventions be secured for rights holders?	<ul style="list-style-type: none"> <li>• Risks, threats, and challenges in adopting GRB and GEWE initiatives</li> <li>• Availability of Funding for relevant GRB activities post programme</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documents and theory of change and assumptions</li> <li>• Consultations with key stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Document synthesis and triangulation</li> <li>• Context and situation analysis</li> </ul>
	5. What best practices and lessons learned from the programme should be documented for future programming?	<ul style="list-style-type: none"> <li>• Best practices and lessons learned.</li> </ul>	<ul style="list-style-type: none"> <li>• Progress reports</li> <li>• Consultations with key stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Contribution analysis</li> <li>• Triangulation</li> </ul>
	6. What recommendations could be considered in future programming or to ensure the sustainability of programme achievements? Are there innovative approaches that the programme could adapt?	<ul style="list-style-type: none"> <li>• Stakeholder Recommendations</li> </ul>	<ul style="list-style-type: none"> <li>• Progress reports</li> <li>• Consultations with key stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews (KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulation</li> </ul>
<b>Impact</b>	1. What identifiable changes have occurred as a result of the Programme?	<ul style="list-style-type: none"> <li>• Changes and outcomes in budget processes and instruments; budget allocation; and capacity for GRB and any other results observed as a result of the programme interventions.</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documents and progress reports</li> <li>• Relevant literature</li> <li>• Consultations with key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Outcome harvesting</li> <li>• Most significant change</li> <li>• Objective inquiry</li> </ul>
	2. To what extent was gender equality and women's empowerment advanced as a result of the programme implementation? What	<ul style="list-style-type: none"> <li>• How the programme contributed to changes in gender equality and women's empowerment</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documents and progress reports</li> <li>• Relevant literature</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Outcome harvesting</li> <li>• Most significant change</li> <li>• Objective inquiry</li> </ul>



	were the unintended effects, if any, of the intervention?	<ul style="list-style-type: none"> <li>• Unintended results and their contributing factors</li> </ul>	<ul style="list-style-type: none"> <li>• Consultations with key stakeholders</li> </ul>		
	3. What are the notable impacts of the programme on the lives of women and men?	<ul style="list-style-type: none"> <li>• Long term effects of the programme on the lives of women and men</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documents and progress reports</li> <li>• Relevant literature</li> <li>• Consultations with key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Outcome harvesting</li> <li>• Most significant change</li> <li>• Objective inquiry</li> </ul>
<b>Human rights and Gender equality</b>	1. To what extent have gender and human rights been integrated into the programme design, implementation, and monitoring of the results?	<ul style="list-style-type: none"> <li>• Gender equality and human rights principles are taken into consideration during programme design and implementation.</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documents</li> <li>• Theory of change</li> <li>• Consultations with key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Contribution analysis</li> <li>• Most significant change stories</li> <li>• Objective inquiry</li> </ul>
	2. To what extent has the programme interventions been following equality and non-discrimination principles at all time?	<ul style="list-style-type: none"> <li>• Human rights-based approach (HRBA) principles are taken into consideration during programme implementation.</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documents and progress reports</li> <li>• Theory of change</li> <li>• Consultations with key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Objective inquiry</li> <li>• Document synthesis and triangulation</li> </ul>
	3. How has the programme promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?	<ul style="list-style-type: none"> <li>• Positive changes in gender equality and women empowerment as a result of the programme</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documents and progress reports</li> <li>• Consultations with key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Contribution analysis</li> <li>• Most significant change stories</li> </ul>
<b>Inclusiveness and participation</b>	1. To what extent were good practices and lessons learned from other relevant programmes considered in the programme design and implementation?	<ul style="list-style-type: none"> <li>• Good practices and lessons learned from similar programmes considered in the programme design.</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documents</li> <li>• Relevant literature</li> <li>• Consultations with key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation synthesis and triangulation</li> <li>• Objective inquiry</li> </ul>

	2. Was the designing, implementation, and monitoring process of the programme inclusive and participatory?	<ul style="list-style-type: none"> <li>• Stakeholder engagement during programme design and implementation.</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documents</li> <li>• Consultations with key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation synthesis and triangulation</li> <li>• Objective inquiry</li> </ul>
<b>Social transformation</b>	1. How has the programme contributed to the intended social transformation in terms of building capacity to ensure that public financial management is gender-responsive?	<ul style="list-style-type: none"> <li>• Capacity to ensure that public financial management is gender-responsive?</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documents and progress reports</li> <li>• Relevant literature</li> <li>• Consultations with key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Objective inquiry</li> <li>• Documentation synthesis and triangulation</li> <li>• Contribution analysis</li> </ul>
	2. What were the key strategies used to bring about an attitudinal change in society towards promoting transformative financing for GEWE?	<ul style="list-style-type: none"> <li>• Communication and Data management strategies and protocols for public financial management</li> </ul>	<ul style="list-style-type: none"> <li>• Programme documents and progress reports</li> <li>• Relevant literature</li> <li>• Consultations with key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Documentation review</li> <li>• Key Informant Interviews(KIIs)</li> </ul>	<ul style="list-style-type: none"> <li>• Objective inquiry</li> <li>• Documentation synthesis and triangulation</li> <li>• Outcome harvesting</li> </ul>

### Annex 3: Data Collection Tools (Consultation/Key Informant Interview Question Guides)

*(Note: The guiding questions listed below are meant to guide the discussions and will not be limited to the guiding questions. The data collection approach will encourage discussions around these guiding questions.)*

#### **Relevance**

1. How has this programme been responsive to the country context, needs, and priorities of women in Ethiopia in terms of promoting GRB and gender equality, and women empowerment?

#### **Effectiveness**

1. What evidence exists to prove that UN Women's GRB initiatives are contributing to gender equality and women empowerment and making an impact on the advancement of women's rights in Ethiopia?
2. What key indicators, processes, and variables are strategic for tracking and measuring progress in GRB processes in Ethiopia?
3. What are the results and achievements of the "transformative financing for gender equality and women empowerment" programme? Why and how were these results achieved? What are the good practices, lessons learned, challenges, and recommendations that can be documented?

#### **Efficiency**

1. To what extent has UN Women's (including IPs) organizational structure, managerial support, and coordination mechanisms effectively supported the delivery of the programme?
2. What measures have been taken during planning and implementation to ensure that resources are efficiently used towards the achievement of results?
3. To what extent have the outputs been delivered on time?

#### **Impact**

1. What are the notable impacts of the programme on the lives of women and men?
2. To what extent was gender equality and women's empowerment advanced as a result of the programme implementation? What were the unintended effects (if any) of the intervention?

#### **Sustainability**

1. In the current context in Ethiopia, what evidence is there to show that GRB achievements will be sustained after the programme? What specific activities are you able and willing to continue doing regardless of whether the programme continues?
2. To what extent have the different GRB initiatives and components been successful in making the necessary linkages, agreements, and policy frameworks that would ensure the continuation of work on the GRB post programme? What factors are/will be critical to sustainability?

### **Cross-cutting issues**

1. What evidence is there to indicate GRB initiatives have created an enabling environment for addressing the underlying causes of gender inequality and women marginalization?
2. To what extent has the programme contributed to the progressive realization of HRBA in terms of protecting human rights and refraining from retrogressive measures.
3. How has the programme addressed and promoted Inclusiveness, participation, and Social transformation during its design and implementation?

### **Annex 4: List of Persons Consulted**

1. Neteru Wondwosen, Director, Treasury Directorate, MoF
2. Ermias Mengistu, Team Leader, Project Planning, M&E, Ministry of Agriculture
3. Minyamir Yitayeh, Senior Expert, Ministry of Women, Children and Youth
4. Ashenafi Feyissa, Team Leader (M & E), Ministry of Women, Children and Youth
5. Abebech Eltamo, SNNPR Bureau of Women and Children Affairs (BOWCA)
6. Menen Melese, Director, Strategic Planning, M&E Directorate, Federal Urban Job creation and Food Security Agency
7. Rahel Mesele, Gender Directorate, MoF
8. Mulu Tiruneh, Gender Director, Office of the Federal Auditor General
9. Dawit Fikru, Performance Audit Manager, Office of the Federal Auditor General
10. Gezahegn Mulissa, Senior Gender Expert, Office of the Federal Auditor General
11. Paulos Zerihun, Performance Audit Director, Office of the Federal Auditor General
12. H.E. Wz. Abeyaye Gezahegn, Head of Women Caucus, The House of People Representatives
13. Ms. Fantaye Babulo, Secretariat Office, The House of People Representatives
14. Ms. Nechitit Filate, Director, Gender Directorate, Secretariat on the House of People Representatives
15. Enat Shiferaw, Programme Analyst, National Planning and Gender Responsive Budgeting, UN Women, Ethiopia CO

16. Ms. Meron Tadesse, Senior Financial Management Specialist, World Bank
17. Dr. Zenegaw Abiy Hailu, Economist, IMF
18. Ms. Azeb Kelemework, Executive Director, Union of Ethiopian Women and Children Associations (UEWCA)
19. Ms. Tyobestya Shalemariam, Gender and Migration Programme Officer, Embassies of Norway
20. Ms. Annika Tornqvist, First Secretary, Embassies of Sweden
21. Ms. Lidiya Tujuba Atomssa, Senior Policy Officer, Dutch Embassy

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