



# Ethiopia Joint Flagship Programme on Gender Equality and Women's Empowerment (JP GEWE)

## END-EVALUATION OF PHASE 1

FINAL REPORT  
June 20<sup>th</sup> 2013



## ACRONYMS & ABBREVIATIONS

|                  |  |                 |  |
|------------------|--|-----------------|--|
| <b>AWP</b>       | Annual work plans  | <b>M&amp;E</b>  | Monitoring and Evaluation  |
| <b>AEMFI</b>     | Association of Micro Finance Institutions                                  | <b>MCRC</b>     | Mother and Child Rehabilitation Centre   |
| <b>AWSAD</b>     | Association for Women Sanctuary & Dev't                                    | <b>MDGs</b>     | Millennium Development Goals   |
| <b>BoA</b>       | Bureau of Agriculture  | <b>MFI</b>      | Micro Finance Institution  |
| <b>BDS</b>       | Business Development Services  | <b>MIS</b>      | Management info system   |
| <b>BIGA</b>      | Bright Image for Generation  | <b>MoD</b>      | Ministry of Defense  |
| <b>BoFED</b>     | Bureau of Finance & Economic Development                                   | <b>MoE</b>      | Ministry of Education  |
| <b>BoLSA</b>     | Bureau of Labour and Social Affairs  | <b>MoFA</b>     | Ministry of Federal Affairs  |
| <b>BoE</b>       | Bureau of Education  | <b>MoFED</b>    | Ministry of Finance & Economic Development   |
| <b>BoT</b>       | Bureau of Trade  | <b>Mol</b>      | Ministry of Industry   |
| <b>BoWCYA</b>    | Bureau of Women, Children & Youth Affairs                                  | <b>MoLSA</b>    | Ministry of Labour and Social Affairs  |
| <b>BoWCA</b>     | Bureau of Women & Children's Affairs                                       | <b>MoM</b>      | Ministry of Mines  |
| <b>CBO</b>       | Community-based organizations  | <b>MoST</b>     | Ministry of Science & Technology   |
| <b>CEDAW</b>     | Convention on the Elimination of All forms of Discrimination Against Women | <b>MoT</b>      | Ministry of Trade  |
| <b>CPAP</b>      | Country Programme Action Plan  | <b>MoWCYA</b>   | Ministry of Women, Children and Youth Affairs                                      |
| <b>CC</b>        | Community Conversation   | <b>MPTF</b>     | Multi-Partner Trust Fund ( <i>One UN Fund</i> )                                    |
| <b>CSOs</b>      | Civil Society Organisations  | <b>MSE</b>      | Micro & small enterprises  |
| <b>DAG</b>       | Donor Assistance Group   | <b>NGOs</b>     | Non-Governmental Organisations   |
| <b>DEVAW</b>     | Declaration on the Elimination of Violence Against Women                   | <b>OECD-DAC</b> | Organisation for Economic Cooperation and Dev't - Development Assistance Committee |
| <b>DRS</b>       | Developing Regional States   | <b>PC</b>       | Paralegal Committee  |
| <b>D.D.</b>      | Dire Dawa  | <b>PD</b>       | JP main programme document   |
| <b>E.C.</b>      | Ethiopian Calendar   | <b>PIM</b>      | Program Implementation Manual (financial)  |
| <b>ERG</b>       | Evaluation Reference Group   | <b>PMF</b>      | Programme Monitoring Framework   |
| <b>EtB</b>       | Ethiopian Birr   | <b>RBM</b>      | Results-based management   |
| <b>FEMSEDA</b>   | Federal Micro & Small Enterprises Dev't Agency                             | <b>ReMSEDA</b>  | Regional Micro & Small Enterprise Dev't Agencies                                   |
| <b>FGM/C</b>     | Female Genital Mutilation/Cutting  | <b>RLF</b>      | Revolving loan fund  |
| <b>FEDOs</b>     | Finance & Economic Development Office                                      | <b>SCCO</b>     | Saving & credit coops  |
| <b>GBV</b>       | Gender Based Violence  | <b>SIDA</b>     | Swedish International Development Agency   |
| <b>GER</b>       | Gross Enrolment Rate   | <b>ToR</b>      | Terms of reference   |
| <b>GoE/Govt</b>  | Government of Ethiopia   | <b>ToT</b>      | Training of Trainers   |
| <b>GRB</b>       | Gender Responsive Budgeting  | <b>TWG</b>      | Technical Working Group  |
| <b>GTP</b>       | Growth & Transformation Plan of Eth.                                       | <b>UNCT</b>     | <i>United Nations Country Team</i>   |
| <b>HACT</b>      | Harmonised Approach to Cash Transfers                                      | <b>UNDAF</b>    | UN Development Assistance Framework  |
| <b>HIV</b>       | Human Immunodeficiency Virus   | <b>UNDP</b>     | <i>United Nations Development Programme</i>  |
| <b>HRBA</b>      | Human Rights Based Approach  | <b>UNPO</b>     | UN Partner Organisation  |
| <b>HTP</b>       | Harmful Traditional Practices  | <b>UNFPA</b>    | United Nations Population Fund   |
| <b>HVC</b>       | Highly vulnerable children   | <b>UNICEF</b>   | United Nations Children's Fund   |
| <b>ICPD</b>      | Int'l Conference on Population & Dev't                                     | <b>UNESCO</b>   | <i>UN Education, Science &amp; Culture Organization</i>                            |
| <b>IFAD</b>      | Int'l Fund for Agricultural Development                                    | <b>UNW</b>      | UN Women   |
| <b>IGA</b>       | Income Generating Activities   | <b>VAW</b>      | <i>Violence against women</i>  |
| <b>ILO</b>       | International Labor Organisation   | <b>WAssn</b>    | Women associations   |
| <b>IP</b>        | Implementing Partner(s)  | <b>WCAO</b>     | <b>Woreda</b> Women & Children Affairs Offices                                     |
| <b>JP(-GEWE)</b> | Joint Programme on Gender Equality & Women's Empowerment                   | <b>WCYAO</b>    | Woreda Women, children & Youth Affairs Offices                                     |
|                  |  | <b>WoFED</b>    | Woreda Office of Finance & Economic Dev't  |
|                  |  | <b>WoWCYA</b>   | Woreda Office of Women, Children & Youth Affairs                                   |

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We offer apologies to the many that we have inadvertently omitted from this very short list as well as for the inconvenience caused during and throughout the conduct of this assignment.

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## EXECUTIVE SUMMARY

### Introduction

The Joint Programme on Gender Equality and Women's Empowerment (JP-GEWE) is a collaborative effort of the Ethiopian Government and the UN System in Ethiopia to support the country address the critical need for systematic gender-mainstreaming and women empowerment, through harmonisation and alignment of processes and systems.

The joint programme has the following four focus areas at output level:

- *Output 1: Increased accessibility of financial & non-financial services for economically disadvantaged women (Enhanced Economic empowerment of women):*
- *Output 2: Enabling environment created and support provided for girls and women to improve participation and access to secondary and tertiary education:*
- *Output 3: Strengthened institutional capacity for gender mainstreaming:*
- *Output 4: Increased institutional capacity and community level knowledge to promote and protect the rights of women and girls*

The first phase of the JP GEWE programme was initially planned to last for 18 months, from January 2011 to June 2012. However, the programme was extended to 30 June 2013 in order to allow for the completion of planned activities. The programme's total budget for the 18-month initial Phase was US\$ 21,989,225. However, the programme actually managed to mobilize US\$ 11,960,930 and it faced a funding gap of US\$ 10,028,295.

### Evaluation Purpose and Methodology

The purpose of the evaluation is the assessment of the management, operational and financial systems of the programme, the progress made in relation to programmatic interventions in the four stated Output Areas, determine if the programme is on track, and identify the challenges faced by the UN system and the Government of Ethiopia in the implementation of the programme. The evaluation was expected to provide evidence of the effectiveness of the programme and its delivery mechanisms including the One UN Fund, identify lessons and make recommendations for Phase 2 implementation.

A mixed methods approach characterized by the deployment of quantitative and qualitative methods was used to answer the evaluation questions. Data was collected using different methods that included desk review, key informant interview, survey, Focus Group Discussions, participatory & empowerment evaluation, and case stories. The sample for primary data collection comprised relevant federal level government institutions and UN agencies as well as stakeholders and beneficiaries in selected Woredas of three regions (Somali, Tigray, Oromiya) and one city administration - Addis Ababa. More than 200 individuals in over 30 institutions were contacted in this evaluation.

### Major Findings

#### Relevance

The flagship programme is unequivocally relevant to the needs of the country and in particular those of vulnerable women. Each of the outputs and result areas were found to be relevant to the policy and legal frameworks as well as the situation of the target women. The involvement of key government stakeholders at the federal level and participating UN agencies in the design of the programme as well

as the regional consultations have ensured ownership of the programme by major stakeholders. However, the limited participation of sector ministries and their counterparts at regional and woreda levels in the planning of the JP has affected the ownership of the programme. Moreover, the evaluation identified concerns relating to limited common understanding of the joint programme concept by stakeholders. It also noted the need to accommodate the variability among regions and localities in programme planning and implementation.

### **Programme Design**

The JP was designed explicitly to contribute towards one of the pillars (pillar 4) of UNDAF and there is direct correspondence between programme outputs and the UNDAF priority areas for pillar 4. While the design of the JP did not include a tailor-made situation analysis or gender analysis, it has benefited from existing data on relevant topics as well as the experiences of participating institutions. The evaluation found clear conceptual linkages and coherence between the overall goal of the programme and the four outputs while the link among the outputs was somewhat weaker. The evaluation also noted gaps in terms of setting a baseline and identifying relevant indicators for programme monitoring. It also found that the indicators identified in the programme document and annual work plans were not adequately utilized in monitoring reports.

### **Coherence**

The evaluation found out that for the most part the UN Partner Organisations and government offices involved in the implementation of the JP are working towards the same overall results, though the different stakeholders emphasize different components of the programme. Yet, the conceptual linkages or operational inter-relationships between the four outputs are not well articulated either in the programme document or in the reports. The evaluation also identified disparities in the way that the gender equality, human rights and results based approaches are reflected in and applied in the JP programme.

### **Effectiveness**

The evaluation found sufficient implementation progress towards planned outputs. The JP's overall achievements could be rated as 'adequate' and it is on the right track. Most of the planned activities have been implemented and anticipated results have been achieved. In terms of economic empowerment of women, the JP has successfully implemented activities related to the provision of business development skills training and financial support and strengthening the institutional capacities of organizations providing financial & non-financial services. Access to secondary and tertiary education for girls and women was promoted through the provision of financial support to economically disadvantaged girls and women, scholarships to female teachers and staffs of MoWCYA and organizing after school tutorial classes for girls. The establishment and strengthening of educational fora and counseling services for girls and women were also other achievements in this respect. The development of gender mainstreaming tools and guidelines, circulars on gender responsive budgeting and the assignment of focal persons for gender mainstreaming at the federal, regional and even woreda levels are among the most important achievements in relation to strengthening institutional capacity for gender mainstreaming. Finally, the drafting of the national strategy on Harmful and Traditional Practices (HTPs) and the subsequent creation of a data collection system on HTP/VAW and GBV prevalence and trends and an action plan on Female Genital Mutilation/Cutting (FGM/C), abduction and child marriage as well as the establishment of paralegal committees at the woreda level are essential achievements under the fourth output, i.e. promoting and protecting the rights of women and girls.

Inconsistent targeting of beneficiaries under output 1 & 2 some in some regions, limited coverage of the services provided to beneficiaries, and slow progress in adapting the gender mainstreaming guidelines and accompanying tools by sector ministries and other stakeholders are some of the major challenges that affected programme effectiveness.

### **Efficiency**

The inadequacy of funds allocated for the JP was evident from across sources of information utilized for this evaluation. While initial allocations were based on AWP submitted by implementing Partners (IPs), actual budget allocation was based on the availability of funds. This has forced IPs to revise their plans and prioritize planned activities in line with the finally committed budget.

The JP was designed to utilize the human resources available in the participating UN agencies, the government structures and relevant programmatic and operational areas of the UN system. However, the gender machinery at all levels could not come up with the necessary personnel and expertise due to constraints relating to limited gender sensitive skills and attitudes among the non-gender departments and processes as well as a high turnover of experts.

The timely delivery of programme funds was among the evident gaps in the efficiency of the JP. In addition to the delays in the release of funds, inadequate or weak financial reporting systems and practices among the implementing institutions created further delays. Causes for delays have been identified at each stage of the programming process including in the AWP development process, fund requests, cash transfers and reporting.

### **Sustainability**

The JP was designed to ensure sustainability through four major approaches. These were: the direct engagement of government partners in design and implementation; wide stakeholder consultations at the design stage; capacity strengthening; and, community involvement in programme implementation. Although the programme design did not include an explicit exit strategy, the integration of programme components and processes in government institutions has been used to the same effect.

### **Management and Coordination**

The delineation of roles and responsibilities is elaborated in the programme document although not so clearly in reality. The management structures for the JP, i.e. the High Level Steering Committee (HLSC), Programme Management committee (PMC), Technical Working Group (TWG) and Evaluation Reference Group (ERG), have been established and operational. At the regional level, on the other hand, the technical committees sometimes merged with management committees to deal with all UN assisted programmes including JP GEWE.

In general the coordination and management of the JP is not very clear and well structured. The working of the PMC and TWG as well as the overall coordination of the JP is best characterized by issue-based meetings and coordination. The roles of agencies responsible for the overall coordination are not clearly and sufficiently provided. For instance, the programme has not established clear coordination and reporting mechanisms between the MoWCYA, as the lead coordinating and implementation agency, and its regional counterparts. Moreover, output lead UN agency role is not significant and not clear as well. No clear responsibility for coordinating or monitoring the outputs as a unit. There has not been collection of regular reports from contributing agencies, except when reports are requested by donors. Besides, the management and coordination system of the JP WEGE has not established clear accountability mechanisms.



### Lessons Learnt and Best Practices

The evaluation has identified a number of important lessons in relation to the design and implementation of the JP programme as a whole. Specific lessons pertaining to each of the four outputs as well as programme execution, coordination and management have also been identified. Major lessons drawn at the general level include; i) the high short term costs of a joint programme, ii) the critical importance of appropriate programme design, iii) the need for extensive consultations to establish a common understanding of the joint programme concept, iv) recognition of contextual influences as important factors warranting regular review throughout the programme stages, and v) the critical role of qualified staff and capacity building for the implementation of programme management structures identified in programme documents.

A number of best practices were identified and a few can be highlighted as follows:

1. Creating access to financial sources for women increases the likelihood of increased household income, ultimately contributing to improved livelihood security and basic necessities.
2. Collaboration of Government IPs and financial institutions (e.g. Coop Bank of Oromiya) in jointly managing repayment of the Revolving Loan Fund (RLF) by women beneficiaries is working well.
3. The JP fellowship has created access to thousands of needy girls, who otherwise would have stopped their higher level education. A few of the JP sponsored students have actually become caretakers of their households/supporting siblings (in case of orphans).
4. The Government structures, especially the Gender Machineries operating at the regional level have become conversant to the needs of women and gender mainstreaming in their respective contexts.
5. Community based institutions (e.g. Paralegals, Bishoftu) are instrumental in addressing GBV and related social factors with minimum technical and material support. For example cases of GBV related incidences have decreased in the Bishoftu area.
6. Commitment of political leaders among IPs at all levels is an essential factor for success that will help bring substantial change in the lives of participant girls and women – as demonstrated in the Bishoftu PC.

### Recommendations

Based on the key results, best practices identified and key lessons learnt the evaluation proposed the following recommendations to guide the design, management and implementation of the follow up phase of the JP:

1. Design of JP Phase II to employ a Participatory “Programme” Planning Approach and builds on Lessons Learnt and Best Practices generated from JP Phase I.
2. The Results Framework for Phase II to be improved through establishing logical linkages between objectives hierarchies and with objectively verifiable indicators.
3. Create a *Central Programme Coordination Unit (CPCU)* under UN Women to ensure adequate capacity to coordinate all activities of the JP to be executed by the different stakeholders, support planning and capacity building of IPs, monitor, track results; and report on.
4. Build capacities for Results Based Management (RBM) for all key stakeholders and in particular CPCU staff and all the IPs.
5. Enhanced and joint Resource Mobilization under the leadership of the MoFED and the UN Resident Coordinator.
6. Establish, Operationalize and Maintain an Efficient Management Information System (MIS) for the JP.



7. Strengthen Coordination & Management by Replicating the Federal Level Coordinating Mechanisms at Regional and Woreda Levels.
8. Enhance Multi-Sector collaboration and action to achieve the JP results.
9. A standardized, clear and transparent beneficiary selection criteria/ procedure targeting inclusive of the “poorest of the poor” developed and applied.
10. Expanding Capacity Development and Business Development Support to women engaging in Income Generation Projects.
11. Develop and Enforce a Common/Standard and Legally Binding Credit Delivery System.
12. Considering complementary among programme Outputs while targeting beneficiaries for synergistic effect.
13. Forge Private/Public Sector Partnerships to Fund Tutorial Classes.
14. Enhance the application of the Gender Mainstreaming Tools for the Gender Machinery and training for other Sectors at Federal, Regional and Woreda levels.
15. Enforce the Implementation of the “Levelling Tool” to enhance accountability for delivering on gender equality at all levels.
16. Establish and strengthen working relationship between CBOs, LNGOs and the local Justice System towards mutual support and fulfilment of accountabilities for promoting and protecting the rights of women and girls.

### Conclusions

This evaluation found that the current focus areas of the JP GEWE, as reflected in the programme outputs and result areas, are relevant to the situation of girls and women in all parts of the country despite differences in regional and or local contexts. In spite of a major funding gap, JP GEWE has been successful in simultaneously engaging and working at the high political end and at the community and individual levels, showing how it is possible to use a bottom-up as well as a top-down implementation strategy in one and the same programme to good effect. This has been made possible by multiple UN agencies working together to address different but related dimensions of one programme and using existing government systems and structures. This JP has shown the true benefit of a joint programme as well as its difficulties and shortcomings. Accordingly, phase 1 of the JP programme has been a valuable learning experience and a successful pilot. It is thus recommended that the programme receive further and more funding in order to assure the intended results of making gender equality and women's empowerment attainable in Ethiopia.

## INTRODUCTION

This is the report of the evaluation of the first Joint Programme in Ethiopia on Gender Equality and Women's Empowerment (JP GEWE) launched in January 2011. A team of three consultants was engaged between February and March 2013 to evaluate this first phase of an experimental programme under the umbrella of the Ethiopia One Fund initiative. The latter was established in January 2011<sup>1</sup> with the aim of facilitating the realization of One UN Programme outcomes by strengthening planning and coordination, aligning funding allocations to the needs of the One UN Programme in Ethiopia and channeling funds toward the highest priorities of the country. The JP GEWE is one of three Flagship Joint Programmes in high priority areas for the achievement of the Millennium Development Goals (MDGs), where the UN has a comparative advantage and which are under supported by other donors. Ethiopia is a Delivering as One self starter and the expectation is that the Joint Programmes would drive and inspire innovation in operational modalities towards increased alignment and effectiveness.

The JP GEWE was designed initially as a 'bridging' phase (1 January 2011-30 June 2012) to be used to identify best practices and effective partnerships, to strengthen alliances and collaboration as well as strategic partnerships and improve data availability as a basis for adequate and appropriate programming in gender equality and women's empowerment. The subsequent follow-on phase would build on 'lessons learned' during the exploratory phase while the progress in operational effectiveness would provide a multi-year programming framework as well as mechanisms for medium-term monitoring aligned to the UNDAF 2012-2015 on one hand, and the Growth and Transformation Plan (GTP) 2010/11-2014/15 results framework, on the other.

The evaluation team would like to apologize to all regions as well as stakeholders that weren't included in the sample. Although data from available secondary sources from most of the regions were used in the process, we acknowledge that the data presented in this report aren't complete enough for generalization/ extrapolate at Programme level. On the other hand, it is the conviction of the evaluation team that achievements are more than the indicated figures; but not timely or properly communicated.

The report presents the findings of the evaluation conducted from February to May 2013. For ease of its dissemination to wider audiences, annexes to this report are separately filed / documented.

The Consultants' Team

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<sup>1</sup> 2011 Ethiopia One UN Fund Annual Report May 2012

## I. PROGRAMME BACKGROUND & CONTEXT

### 1.1. Country Situation

Ethiopia has an estimated total population of 84,320,987 (42,556,999 males and 41,763,988 females) in 2012.<sup>2</sup> The country is predominantly rural with only about 16% of the population living in urban areas.<sup>3</sup> Accordingly, the economy is largely based on agriculture. Ethiopia has in recent years recorded some of the highest economic growth rates worldwide and made impressive progress towards many of the MDGs. The country has registered an average annual economic growth rate of 11 percent over the last nine consecutive years between 2004 and 2012.<sup>4</sup> In spite of this impressive economic record, Ethiopia remains one of the least-developed countries in the world, ranking 173<sup>th</sup> out of 186 countries in the recent (2013) UNDP Human Development Index.<sup>5</sup> About 27.6% of the population was estimated to live below the total poverty line<sup>6</sup>, with strong disparities between regions, as well as between rural and urban areas, in income levels, poverty and access to social services<sup>7</sup>.

Gender inequality is a characteristic feature of poverty in Ethiopia. Though the country has undertaken commendable policy, legislative and program measures to promote gender equality, cultural norms, traditions and practices continue to impede women's substantive equality. The Constitution of Ethiopia (1995) establishes equal rights for women and men across economic, social and political spheres and includes the possibility of using affirmative action to address women's current subordinate status. Subsequent to the adoption of the Constitution, extensive legislative reforms were undertaken to harmonize domestic laws with international human rights standards and constitutional provisions.

The primary policy document for the rights of women in Ethiopia is the National Policy on Ethiopian Women, which was adopted in 1993. Policies on gender equality have further been elaborated in National Development Plans. The current plan, the Growth and Transformation Plan (GTP), emphasizes participation in the overall gender strategy for the period 2009/10-2014/15.<sup>8</sup> The priority objectives for the period include; ensuring women's active participation in the country's economic development and equal benefit from the economic growth; increasing participation in the social sector and empowerment of women by abolishing HTPs; and asserting women's participation in politics.

The Ministry of Women, Children and Youth Affairs (MoWCYA) is the executing ministry with the mandate for the rights of women and it is the lead agency for implementing the policy framework on women and children's and youth issues.<sup>9</sup> At the regional level the Bureau of Women, Children and Youth Affairs (BoWAs) and at lower administrative levels similar structures are the primary vehicles responsible for mainstreaming and ensuring women's rights. However, the Federal and Regional Women's Affairs structures are still evolving and face capacity challenges to adequately ensure the mainstreaming and institutionalization of gender equality.

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<sup>2</sup> CSA of Ethiopia, 2011 National Statistics (Abstracts), Population.

<sup>3</sup> CSA of Ethiopia, 2010.

<sup>4</sup> MoFED, GTP Annual Progress Report for F.Y. 2011/12, February 2013.

<sup>5</sup> UNDP, Human Development Report, 2013.

<sup>6</sup> MoFED, GTP Annual Progress Report for F.Y. 2011/12, February 2013.

<sup>7</sup> UNDP (2012)

<sup>8</sup> GTP, Final Draft, pp. 71-72

<sup>9</sup> Including the National Plan of Action on Children (2003-2010), the National Action Plan on Sexual Abuse and Exploitation of Children (2006-2010), and the National Plane of Action on Gender Equality (2005-2010)

The policy, legislative and institutional measures taken by the government in recent years have laid the foundation for gender equality and have already resulted in some positive trends. However, there is a long way to get to meaningfully reduce gender disparity in the country. Ethiopian women are still economically, socially and politically disadvantaged in the enjoyment of privileges, in accessing opportunities, decision-making processes, and in basic resources and services<sup>10</sup>. The 2012 Global Gender Gap Report ranks Ethiopia 118<sup>th</sup> out of 135 countries, indicating the existence significant gender disparity in the country.

## 1.2. Programme Overview

The **Joint Programme on Gender Equality and Women's Empowerment (JP-GEWE)** is a collaborative effort of the Ethiopian Government and the UN System in Ethiopia to support the country address the critical need for systematic gender-mainstreaming and promote the empowerment of women, through harmonisation and alignment of processes and systems.

The JP-GEWE foresees scaling up of the country's ability towards meeting its international commitments, such as the MDGs, especially MDG 3 – **To Promote Gender Equality and the Empowerment of Women**, as well as achieving the Growth & Transformation Plan (GTP) of the country in which gender equality and women's empowerment is one of the major action pillars

### Programme Summary

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

**Duration:** January 2011 to June 2012 (initially) and extended to June 2013.

**Estimated Budget (total):** US\$21,989,225.00 (funded = US\$11,960,930.00)

**Fund Management Option(s):** A combination of Parallel (for Core funding Agencies) and Pass-through (for One UN Fund);

**Coordinating Agencies:** UN Women, UNFPA;

**Administrative Agent (One UN Fund):** Multi-Partner Trust Fund (MPTF), UNDP

**Participating UN Agencies:** ILO, UNDP, UNESCO, UNFPA, UNICEF and UN Women.

**Lead Government Implementing Ministry:** Ministry of Women, Children & Youth Affairs

The JP-GEWE is among three<sup>11</sup> strategic ventures of the UN Development Assistance Framework's (UNDAF) Action Plan<sup>12</sup> for 2012-2015, namely:

- (1) Maternal and newborn health and survival;
- (2) Gender equality and women's empowerment; and
- (3) Enhancing public service, accelerating development in Ethiopia's four developing regions;

JP-GEWE was initiated following the mid-term review of UNDAF 2007-2011 which identified the need for an increasingly harmonised, complementary and scaled up programmatic approach and in response to extensive consultations held amongst stakeholders at both federal and sub-national/regional levels. The JP GEWE was the first UN programme to receive funding through the Ethiopia One UN fund established a little over 2 years ago in 2011.

<sup>10</sup> See the African Development Bank report, 2008

<sup>11</sup> UNW May 2012: Report of the joint field visit to Ethiopia of the Executive Boards of UNDP/UNFPA/UNOPS, UNICEF, UN-Women and WFP, 22 to 31 March 2012.

<sup>12</sup> - The UNDAF Action Plan is a common, coherent operational plan for all UN funds, programmes and agencies in Ethiopia.

### 1.3. Programme Structure

The strategic and structural dimensions of the JP GEWE programme comprise the following;

**Programme Goal/Final Objective:** *Women's empowerment, gender equality and children's rights promoted and strengthened.*

**Programme Outputs/Focus Areas:** According to the main programme document (PD), the JP is comprised of four key outputs, each of which has 2 - 3 specific results (*each of which builds on a number of activities*). The summary of Outputs and results is presented in box 1 below:

| <b>Box 1: JP Result Areas by Key Outputs:</b>  |
|--|
| <p><b>Output 1: Increased accessibility of financial &amp; non-financial services for economically disadvantaged women (Enhanced Economic empowerment of women):</b></p> <ul style="list-style-type: none"> <li><b>Result Area 1:</b> Enhanced capacity of institutions providing business development services to women</li> <li><b>Result Area 2:</b> Providing accessible and affordable financial services to aspiring women entrepreneurs</li> <li><b>Result Area 3:</b> Enhanced competitiveness and profitability of female owned businesses</li> </ul> <p><b>Output 2: Enabling environment created and support provided for girls and women to improve participation and access to secondary and tertiary education:</b></p> <ul style="list-style-type: none"> <li><b>Result Area 4:</b> Enabling environment in place to support female participation in education</li> <li><b>Result Area 5:</b> Enhanced female enrollment and retention in secondary and tertiary education</li> </ul> <p><b>Output 3: Strengthened institutional capacity for gender mainstreaming:</b></p> <ul style="list-style-type: none"> <li><b>Result Area 6:</b> Enhanced women's participation in leadership and decision-making</li> <li><b>Result Area 7:</b> Gender-responsive programming and accountability promoted</li> <li><b>Result Area 8:</b> Strengthened capacity of women's machineries at all levels</li> </ul> <p><b>Output 4: Increased institutional capacity and community level knowledge to promote and protect the rights of women and girls</b></p> <ul style="list-style-type: none"> <li><b>Result Areas 9:</b> Mass mobilization and advocacy on girls' &amp; women's rights and gender equality promoted</li> <li><b>Result Area 10:</b> Supported dev't &amp; implementation of a national strategy to protect girls' &amp; women's rights</li> <li><b>Result Area 11:</b> Enhanced institutional capacity and knowledge to protect the rights of girls and women</li> </ul> |

**Programme Operational Areas & Target Groups:** The JP-GEWE targets relevant entities found both at the Federal as well as in selected woredas from all regions of Ethiopia (10 to 15 % of all woredas per region), including AA & DD City Administrations. *Accordingly, it covered 112 rural woredas and a number of Sub-Cities in the two City Administrations of Addis Ababa and Dire Dawa (see table 1 below).*

**Budget/Funding:** JP-GEWE's total budget for the 18-month initial Phase was US\$ 21,989,225. The total mobilized/available funds<sup>13</sup>/ resources (Phase 1) make US\$ 11,960,930 (UN Agencies contributed some funds to initial activities). The funding gap is US\$ 10,028,295 (Ref 4).

<sup>13</sup> - These resources consist of the combined agency core resource allocation and 'parallel' funds earmarked against specific results, amounting to US\$ 5,951,807, and US\$ 6,009,123 mobilized and received through the Ethiopia One UN Fund.

**Table 1: Number of JP Operational woredas**

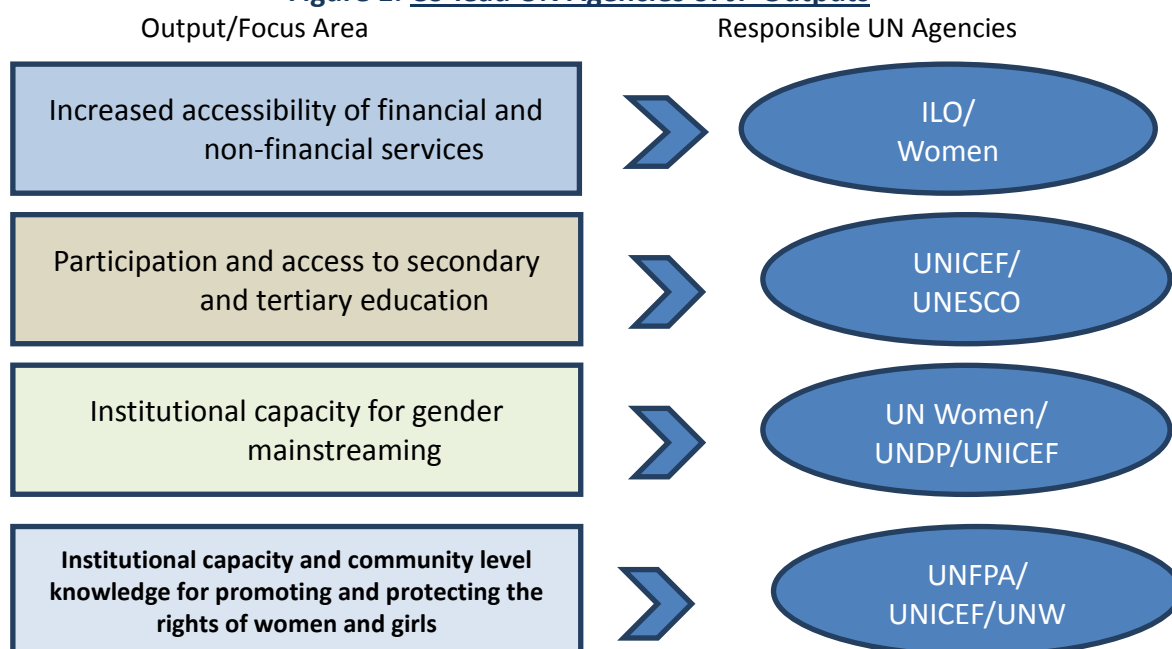
| Region        | # of Ws | Remarks     | Region       | # of Ws    | Remarks |
|---------------|---------|-------------|--------------|------------|---------|
| Addis Ababa   | 10      | Sub-cities  | Harai        | 9          |         |
| Afar          | 5       |             | Oromiya      | 30         |         |
| Amhara        | 20      |             | Somali       | 2          |         |
| Benshangul G. | 4       |             | SNNPR        | 12         |         |
| Dire-Dawa     | *       | 47 kebeles. | Tigray       | 14         |         |
| Gambella      | 6       |             | <b>Total</b> | <b>112</b> |         |

*Source of data: Adapted from UN Women*

**Programme Duration:** The first phase of the JPGEWE programme initially planned to last for the period between January 2011 and June 2012 was extended first to December 2012. This date has been further extended to the new end date of June 30 2013 in order to allow for the completion of planned activities.

**Role of UN partners and other stakeholders in JP GEWE:** Six UN agencies are currently participating in the GEWE JP namely; ILO, UNDP, UNFPA, UNICEF, UN Women and UNESCO (see Figure 1 and Table 1 below). UNDP is the Administrative Agent of the JP.

The lead implementing GoE ministry is the Ministry of Women, Children and Youth Affairs (MoWCYA) while the Ministry of Finance and Economic Development (MoFED) is the overall coordinator of UN programmes in the country. Other government ministries and regional bureaus are involved in downstream programme implementation and sectoral activities in consonance with the dictates of harmonisation, alignment and national ownership of the Paris Declaration (PD) & Accra Agenda for Action (AAA). Table 2 below also provides names of the implementing ministries, regional bureaus as well as some of the implementing universities and non-governmental organisations involved in the JP.

**Figure 1: Co-lead UN Agencies of JP Outputs**


**Table 2: JP GEWE UN Participating Agencies**

| UN Agency       | Output Area       | Other Role             |
|-----------------|-------------------|------------------------|
| ILO (Lead)      | Output Area 1     |                        |
| UNICEF (Lead)   | Output Area 2     |                        |
| UNESCO          | Output Area 2     |                        |
| UN Women (Lead) | Output Area 1 & 3 | JP Co-Lead             |
| UNFPA (Lead)    | Output Area 4     | JP Co-Lead             |
| UNDP            | Output Area 3     | One Fund Administrator |

**Coordinating & Implementing Ministries, Bureaus & Agencies**

| Ministry/Agency | Level    | Responsibility                        |
|-----------------|----------|---------------------------------------|
| 1. MoFED        | Federal  | Overall Coordination                  |
| 2. MoWCYA       | Federal  | Programme Management & implementation |
| 3. MoT          | Federal  | Programme implementation (Federal)    |
| 4. MoLSA        | Federal  | "                                     |
| 5. MoE          | Federal  | "                                     |
| 6. MoM          | Federal  | "                                     |
| 7. FeMSEDA      | Federal  | "                                     |
| 8. BoWCYA       | Regional | Programme Management & implementation |
| 9. ReMSEDA      | Regional | Programme Implementation              |
| 10. BoT         |          | "                                     |
| 11. BoLSA       |          | "                                     |
| 12. BoE         |          | "                                     |

**Targeted Beneficiary Institutions (Universities out of 31)**

| Name of Institution       |
|---------------------------|
| 1. Dire Dawa University   |
| 2. Jijiga University      |
| 3. Dilla University       |
| 4. Adama University       |
| 5. Debreworkos University |
| 6. Wolayita University    |
| 7. Ambo University        |
| 8. Medawolabu University  |
| 9. Wollo University       |

**Other Beneficiary Organisations**

| Name of Organisation                                     |
|--|
| 1. Confederation of Ethiopian trade Union                |
| 2. Amhara Cooperative Promotion agency                   |
| 3. Amhara Women Association (AWA)                        |
| 4. Association for Women Sanctuary & Development (AWSAD) |
| 5. Bright Image for Generation (BIGA)                    |
| 6. Mother and Child Rehabilitation Centre (MCRC)         |



## II. EVALUATION PURPOSE AND METHODOLOGY

### 2.1. Purpose and Scope of Evaluation

The purpose of the evaluation is the assessment of the management, operational and financial systems of the programme, the progress made in relation to programmatic interventions in the four stated Output Areas, determine if the programme is on track as well as on the right track, and identify the challenges faced by the UN system and the Government of Ethiopia in the implementation of the programme. The evaluation was expected to provide evidence of the effectiveness of the programme and its delivery mechanisms including the One UN Fund, identify lessons and make recommendations for Phase 2 implementation.

The specific objectives of the evaluation, stated in the ToRs for the assignment are as follows:

- Assess the extent to which the results of the JP are achieved taking into account that implementation was for a relatively short period of time and examine the extent which the programme is consistent with national needs (in particular vulnerable group needs) and aligned with Ethiopia Government priorities as well as with UNDAF.
- Determine the extent to which planned programme activities were completed and review the programme design, implementation strategy, institutional arrangements as well as management and operational systems.
- Examine programme management effectiveness and efficiency in achieving expected results.
- Assess inter-agency co-ordination, the leadership and management of the JP, including the management, operational and financial systems laid down by the programme.
- Highlight good practices and lessons learnt and make concrete recommendations on how to improve implementation over the next four years of phase 2 implementation.

The evaluation covered the first 27 months of the Joint Programme lasting from January 2011 to March 2013. Although the programme implementation period was extended to June 2013, the data collection phase of the current evaluation was completed by March.

### 2.2. Evaluation Methodology

The evaluation used the established and widely popular OECD DAC evaluation criteria<sup>14</sup> as the analytical framework for responding to the 25 questions raised under the criteria of relevance & strategic fit, validity of design, effectiveness, efficiency, sustainability, coherence, management & coordination (see Annex 1). In addition to the OECD-DAC standard evaluation criteria of relevance, effectiveness, efficiency and sustainability, the ToRs include additional dimensions of coherence, management and coordination for evaluation.

A mixed methods approach characterized by the deployment of a bouquet of quantitative and qualitative methods was used to answer the evaluation questions. Two reasons informed this choice; firstly to allow for triangulation and thereby strengthen the evidence and findings, and secondly, to ensure that no groups of programme stakeholders were disadvantaged on the basis of the methods of data collection. The methods included the following:

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<sup>14</sup> The DAC Principles for the Evaluation of Development Assistance, OECD (1991)

- **Desk /Content Review:** Extensive use was made of document review; it was a major part of the evaluation. On account of the large number of participating as well as implementing agencies involved in the four focus areas of the programme, the reality was that of a lot of information and documentation.
- **Survey:** A survey was used to bridge the large geographic and institutional spread of implementers. A 58-item questionnaire was used to collect opinions from 29 individuals closely involved with the programme (Annex 4.1)
- **Participatory & Empowerment Evaluation:** Participatory, collaboratory & empowerment evaluation techniques were used to understand what worked well and vice versa (Annex 4.2).
- **Key Informant Interviews:** A semi-structured Interview schedule was used to collect information from principal actors in the programme (Annex 4.3).
- **Focus Group Discussions (FGDs) or Group Interviews/Conversations:** were used especially with beneficiaries guided by FGD topic guides developed specifically for this purpose (Annex 4.4). 12 FGDs were conducted.
- **Case Stories:** were also collected as a way to make visible as well as amplify interesting and/or exceptional programme results.

The sampling methodology used was a cascade or stratified strategy at the following levels; the federal ministry, regions, programme activity samplers, and beneficiaries based on the following four criteria; geographical representation, programme activity density, programme maturity and logistical feasibility. The sample comprised the 2 coordinating federal ministries, three regions of, Somali, Tigray, Oromiya, and one city administration - Addis Ababa. The Woredas sampled were; Somali- Jigjiga regional town; Addis Ababa-Arada Sub-city & Gulele Sub-City; Oromiya-Bishoftu and Illu Woredas; Tigray -Gerjele-Raya Alamata Woreda and Hadnet Sub-city. An attempt was made to include non-beneficiaries in the conversations and discussions e.g. in the FGDs and group interviews and community conversations. More than 200 individuals in over 30 organisations, institutions and or departments were contacted in this evaluation (Annexes 5.1 & 5.2).

## 2.3. Ethical Issues

In undertaking this evaluation, the evaluation team took consideration of the ethical guidelines for evaluations in the UN system provided as a constituent part of the TORs for the assignment.

The major ethical considerations observed by the evaluation team included:

- Maintaining independence, impartiality, professional integrity and competence;
- Avoiding conflict of interest;
- Seeking consent from and maintaining confidentiality of informants where appropriate;
- Sensitivity and respect to cultural, religious, social and other differences.
- The design and process of the evaluation were sensitive to and respectful of cultural, religious, and social customs.

## 2.4. Limitations

The limitations of the current evaluation include the following;

- The absence of consolidated data as well as periodic reports covering the whole scope of the JP Phase I.
- Limited time to cover more parts of the country in addition to the difficulty of getting to some Woredas in the country.
- Problem of timing: the absence of some key responsible officers in the primary implementing partners (MoWCYA) ; the period coincided with the meetings of the Commission on the Status of Women traditionally held around the first and second weeks of March in New York City and national celebrations to mark the International Women's Day on the 8<sup>th</sup> of March.
- The sample of respondents is purposive and constructed through snowballing and could well be thought of as biased. To guard against this a wide mix of methods in addition to a large number in the sample was employed to assure robust triangulation in order to assure reliable and valid findings. In total this evaluation met and spoke to no fewer than 200 individuals.
- The small sample size (29) for the e-survey limited the kind of statistical tests that were conducted; SPSS was used for simple cross tabulations and to provide basic descriptive statistics for reinforcing the evaluation findings. For a mixed method evaluation this sample size does not invalidate the information since the data generated by this method was used in combination.
- Attribution - Some of the documents received from stakeholders for reviewing, especially the UN cooperating partners provide very important info about the specific areas of the engagement of the different institutions. However, the documents don't clearly show the attribution of the achievements in relation to that of the JP Phase I;
- On account of the large number of implementing as well as partner organisations involved in the JP and the heavy role of documentation in an evaluation, difficulties were encountered related to accessing and collecting documentation relevant to the evaluation.
- None of the evaluation instruments were translated from English into Amharic or any other local language. FGDs, and group interviews and conversations were co-facilitated by the two local consultants and two local language speakers seconded from BoWA and BoFED (one woman and one man) neither of them were the regular or familiar faces of the JP where the interviews were conducted, thus the level of bias and influence was reduced.

### III. EVALUATION FINDINGS

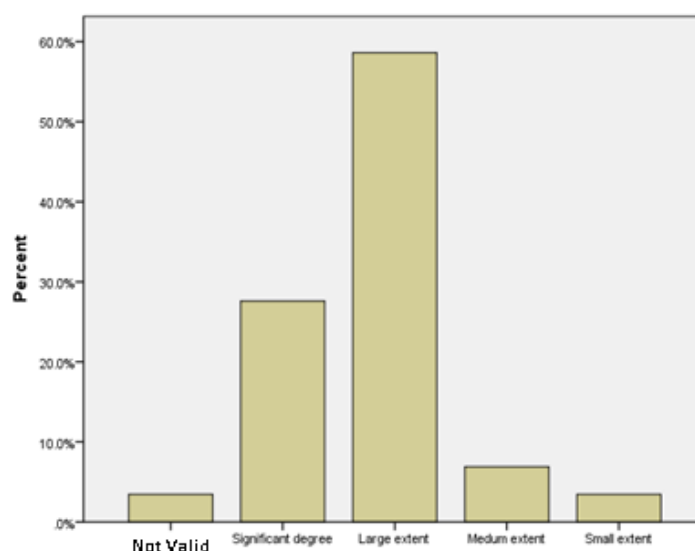
The evaluation findings are presented in this section. The evaluation questions provide the analytical framework for the section and are used to frame the presentation of findings. Questions of impact are excluded from this evaluation (as presented in the TORs – see Annexes).

#### 3.1. Programme Relevance

***Are the planned programme outputs and results relevant and realistic for the situation on the ground?***

The overall goal of the JP WEGE, i.e., promoting and strengthening women's empowerment, gender equality and children's rights, is found highly relevant to the country situation, particularly to the needs of poor and vulnerable women and girls. This assertion is strongly supported by the views of informants contacted for this evaluation and further substantiated by information obtained from review relevant documents.<sup>15</sup> For instance, the significant majority of those surveyed in this evaluation thought that the JP is relevant and realistic for the country (See Figure 2 below). Promoting women's empowerment and gender equality is considered as one of the key priorities in realizing the development aspirations and goals of the country as well as in meaningfully realizing women's rights. Accordingly, the overall goal of the JP WEGE has been considered highly relevant to the country's needs, particularly to the needs of poor and vulnerable women.

**Figure 2: Degree to which JP is Responding to Country Needs**



Source: -eSurvey data analysis

<sup>15</sup> A number of recently conducted gender analysis studies indicate the existence of significant gender inequality in Ethiopia and emphasize the importance of concerted efforts to address gender issues. See for instance: World Economic Forum, *The Global Gender Gap Report 2011*, 2011; Oxfam Canada, *Country Profile: Ethiopia*, 2012; United Nations Country Team, *Ethiopia United Nations Development Assistance Framework 2012 to 2015*, March 2011, etc.

Economic empowerment of women, the desired outcome of GEWE JP **Output Area 1** is underpinned by rights and freedoms guaranteed in the Constitution of Ethiopia, as well as in the National Policy on Ethiopian Women. Proclamation No.40/1996, which provides for the licensing and supervision of micro-finance institutions, emphasizes on the provision of financial services for the financially underserved segments of society in order to boost income generation. Informants contacted during this evaluation have underlined that access to financial and non-financial services as a core economic empowerment issue for Ethiopian women. However, women workers are concentrated in the informal economy, are not recognized, registered, regulated or protected under labour legislation and/or social protection. They have less access to financial and non-financial services. For instance, the number of women borrowers in microfinance lending at the national level was no more than 34% on the average.<sup>16</sup> This output was planned to be achieved through strengthening the capacity of institutions providing financial and non-financial services to support women's economic empowerment; provision of accessible and affordable financial services to aspiring women entrepreneurs; and enhancing competitiveness and profitability of female-owned businesses. These are considered as very relevant interventions to increase women's access to financial and non-financial services.

**Output Area 2** of the GEWE JP's focused on efforts to support especially vulnerable girls to improve their chances of successfully navigating the educational ladder. In the past two decades the gender gap at the primary level has continuously narrowed down and it is currently approaching parity (gender parity ratio of 0.93 by 2012).<sup>17</sup> The results become less promising at higher levels with enrolment rates for first cycle of secondary school (grades 9-10) at 39.1 for boys and 34.6 for girls while the figures fall to 10.0 and 7.6 for boys and girls respectively for the second cycle (grades 11 – 12).<sup>18</sup> The figures are even lower at tertiary or higher education levels with an increasing gender gap. As such, the focus of the JP programme on improving participation and access to secondary and tertiary education for girls and women is relevant and appropriate to the situation on the ground. Apart from secondary and tertiary education levels, there is significant gender gap in adult functional literacy rate (18% female vs. 42% male).<sup>19</sup> Lack of functional literacy is considered as a major impediment to women's economic empowerment and realization of their other rights. Accordingly, a suggestion was made by stakeholders to consider the inclusion of the issue of functional literacy in the JP result areas.<sup>20</sup>

In relation to **Output Area 3**, at the national level, the National Policy on Ethiopian Women adopted in 1993 is aimed at "institutionalising the political and socio-economic rights of women by creating appropriate structures in government institutions." The GTP also emphasized the importance of mainstreaming of gender in all sectors and in programme development. Accordingly, the GTP included gender mainstreaming among its target areas. However, women's machineries at different levels as well as other government bodies are facing significant institutional capacity limitations in terms of mainstreaming gender issues. Informants contacted for this evaluation in women affairs structures at different levels stated the existence of capacity limitations in their respective institutions to fully mainstream gender issues. As such, strengthening institutional capacity for

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<sup>16</sup> Solomon Wole, Research Study on Challenges in Financing Women's Businesses, Consultative Forum on Promoting Women Entrepreneurs, Hilton Addis, 29 January 2009

<sup>17</sup> MoFED, Growth and Transformation Plan: Annual Progress Report, February 2013, p. 60

<sup>18</sup> *Ibid*

<sup>19</sup> UNSD, Social Indicators, Statistics Division, Department of Economic and Social Affairs, 2011 (available at: [unstats.un.org/unsd/demographic/products/socind/](http://unstats.un.org/unsd/demographic/products/socind/))

<sup>20</sup> Technical Working Group: *Recommendations to UNCT and Summary of Working Group Discussions/10 April 2012.*

gender mainstreaming is a critical issue for gender equality and women's empowerment in Ethiopia. All relevant stakeholders emphasized the importance and relevance of this output area. The focus of the result areas under the output on strengthening and promoting women's machineries at all levels as well as promoting gender responsive programming and accountability mechanisms is similarly considered as justified.

The JP GEWE, through **Output Area 4**, seeks to enhance the capacity of formal and informal institutions at national and local levels to promote and protect the rights of girls and women. The promotion and protection of the rights of girls and women is a critical issue in the Ethiopian context. This is particularly true in relation to the prevention and response to GBV and HTPs affecting girls and women. HTPs occur widely in Ethiopia with over 80 different types reportedly practiced in the country<sup>21</sup>. HTPs adversely affect the health, wellbeing, life chances not to mention life choices of women and girls. Thus, the necessity and therefore relevance of this output for the JP cannot be argued. The 3 result areas of this output concurrently target multiple manifestations of the problem of women's rights by simultaneously focusing on mobilizing community publics, ensuring the existence of a responsive policy framework through a national strategy, and by institutional as well as individual capacity strengthening.

Apart from being relevant to the situation and status of women on the ground, both the goal and the 4 outputs of the JP WEGE are highly relevant/aligned to strategic **national development policies and plans**, as enshrined in major policy documents.<sup>22</sup> Particularly, the current national development plan, i.e., the Growth and Transformation Plan (GTP 2010-2015), included women and youth empowerment as the 7th standalone strategic pillar, in addition to integrating gender in the other 6 pillars. The GTP emphasizes women's empowerment and equal participation in the country's social and economic development as well as well as political processes. These are also thematic focus areas covered in the JP WEGE.

***Do they (outputs & results) need to be adapted to specific (local, sectoral etc.) needs or conditions?***

Although the four thematic output areas and the specific results under them are generally considered relevant to all parts of the country, the need for flexibility to accommodate specific situations in some regions or locations is noted. On account of the variability in the country and regions, it is necessary to allow some variability within the overall plan to respond to particular or specific needs as expressed by some key informants. These regional or local conditions are best identified at that level during the early stages of programme design.

***Have the stakeholders taken ownership of the programme concept?***

Ownership of development interventions, particularly by national actors, is one of the basic principles of aid effectiveness underlined in the Paris Declaration, the Accra Agenda of Action and more recently in the Busan final document. The JP WEGE, as a joint programme, is even more expected to be owned by all involved stakeholders in the government, UN and CSOs. The extent to which the JP WEGE is owned by stakeholders is largely dependent on the level of their participation in the programme as well as on the programme's relevance to their interests and mandates.

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<sup>21</sup> EGLEDAM (two national surveys in 1997 and 2008) cited in the Draft HTP Strategy, 2012.

<sup>22</sup> Major relevant policy documents include: The 1993 National Policy on Ethiopian Women (NPEW), The 1995 FDRE Constitution and The Growth and Transformation Plan (GTP 2010-2015).

The key government stakeholders of the programme at the Federal level (the MoFED and MoWCYA) and the participating UN agencies have been directly involved in the design of the JP WEGE. Regional level consultations and planning were also conducted before the actual commencement of programme implementation. The programmatic framework of the JP WEGE was determined mainly based on the priorities identified in the UNDAF. Accordingly, some stakeholders expressed a concern that the JP programme used more of a 'top-down' planning approach. Major stakeholders, particularly women affairs structures at federal, regional and woreda levels have emphasized that all the planned objectives and activities of the JP WEGE directly fall under their mandates and core activities. Accordingly, they claim that they have fully owned the programme objectives and results.

However, there are some limitations on the level of participation by sectoral ministries and their counterparts at regional and woreda levels in the planning and implementation of the JP. This limitation related to the participation of sector institutions in the JP, particularly in the planning process, has affected the ownership of the programme. The evaluation team observed a tendency to consider the JP as an added task/responsibility among some staff of sectoral institutions.

Moreover, there are some concerns on the extent to which the joint programme concept is owned by the major stakeholders. As the first joint programme, lack of adequate and clear understanding among stakeholders on the implications and operationalization of the concept is an expected challenge of the JP. Owning the concept of a joint programme requires a shift in perspective, particularly to go beyond institutional interest, in providing programme directions and decisions. Although there have been positive trends in this regard, there are challenges among major stakeholders to fully understand the implications and to operationalise the joint programme concept. There is a tendency among participating UN agencies to focus on institutional interests and to be confined within their respective outputs/activities. On the other hand, there is a tendency in women affairs structures to directly own all JP activities and not to adequately involve relevant sector institutions. For instance, the provision of tutorial services and other activities in output 2 should have been primarily owned/led by education bureaus/offices and the role of BoWCYAs should have been more of coordination/facilitation. However, currently BoWCYA's are directly implementing all educational support activities of the JP, but in consultation with education bureaus. This tendency by MoWCYA and BoWCYAs to manage all JP activities has partly resulted from lack of clearly understanding/owning the joint programme concept and its implication.

### 3.2. Programme Design

The design of any intervention programme is a critical ingredient of success. The growing attention and rising rhetoric in development discourse about theories of change, theories of action, intervention or programme logic or indeed the popularity of the logical framework is directly relatable to efforts to improve programme design as a way to assure greater intervention success.

#### *How is the programme aligned to the UNDAF?*

Support to women, youth and children is one of the pillars (pillar 4) of the UN Development Assistance Framework (2012-2015). According to the programme document, the JP WEGE is designed with the aim to contribute for the realization of the gender outcome within UNDAF. In fact, the goal of the JP WEGE is framed in terms of the gender outcome of UNDAF, i.e. women's empowerment, gender equality and children's rights promoted and strengthened.



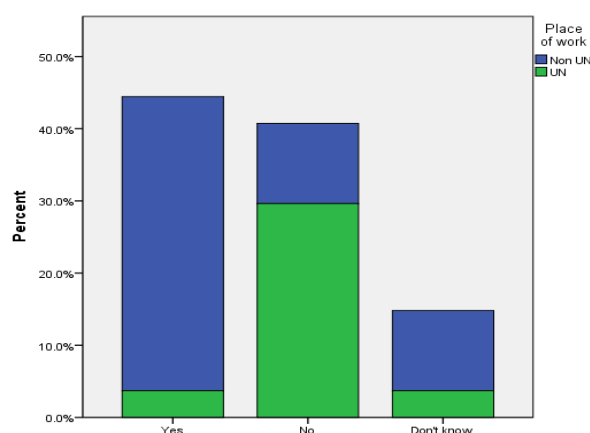
Thus, as a programme designed to contribute to one of UNDAF's outcomes, the JP WEGE is directly aligned with the former. There is a significant similarity between the UNDAF priority areas for pillar 4 and the 4 outputs of the JP WEGE. UNDAF's priorities for its gender outcome include, among others, designing and implementing income generating models for poor women; strengthening Business Development Services (BDS) schemes for female entrepreneurs; strengthening capacity across government institutions in gender mainstreaming and gender responsive budgeting; strengthening institutional mechanisms for protecting women's and children's rights; and developing a comprehensive policy response to harmful traditional practices and gender-based violence. These priorities are directly covered in the JP WEGE outputs and result areas.

***Was a gender analysis conducted during the UNDAF or the development of the JP GEWE? If undertaken, did the gender analysis offer good quality information on underlying causes of inequality to inform the JP?***

The development of the JP WEGE was not preceded or informed by a specific or targeted gender analysis study. Information from the gender analysis in the current UNDAF cycle and data from other studies at the global and national levels were used as information basis for the development of the programme. In addition, the practical programming experience of the implementing agencies – UN Women, ILO, UNESCO, UNFPA, UNICEF and UNDP, as well as others with similar experiences, were used to provide the rich conceptual basis for the JP programme development<sup>23</sup>. A relatively adequate situation analysis focusing on gender issues in Ethiopia was included as a background in the programme document. The gender situation analysis included in the programme document is assessed to contain sufficient data on the major gender issues, including their structural and underlying causes, to inform programme focus areas and strategies. However, it is not considered sufficient to provide a workable baseline for programme monitoring and evaluation purposes.

Survey respondents were asked 'Are you satisfied with the baselines and targets established for the four outputs areas of the programme at the beginning of the JP GEWE programme in 2011?' Figure 3 below appears to suggest a greater degree of dissatisfaction among UN officers/staff while also showing that less than 50% of the survey sample was satisfied with the baselines and targets.

**Figure 3: Degree of Satisfaction with established JP Baselines & Targets**



**Source: e-Survey data analysis**

<sup>23</sup> Key informant reports- UN Women staff Ethiopia

Many respondents and key informants expressed the opinion that the JP design needs to be improved although 62% of the survey sample thought the design was adequate, 20.6% expressed the opposite opinion i.e. that it was either inadequate or they had no idea. The major dimension of design often referred to is the joint nature of the JP.

***Is the intervention logic coherent and realistic? Do the components of the programme contribute to & logically link to the planned outcomes? How well do they link to each other?***

It was established and affirmed by respondents, discussants and key informants alike that the four programme components are conceptually and coherently linked to the overall goal of the programme but the evaluation found the inter-component operational link weak.

The intervention logic for the four output areas affirms that there are multiple factors and influences on gender equality and women's empowerment in Ethiopia. One respondent expressed this in these words *'there is logical flow but this is not evident in the document. It is not well articulated in the document'*. While the four components may be conceptually related to the goal of the programme/intervention, it was observed that two different frameworks (the logical framework and the results based management framework) have been used to articulate the programme logic and here-in lies some of the difficulty. The logical framework and the results based management framework (RBM) are dissimilar and use slightly different terminologies which are not readily or easily interchangeable especially to a novice or untrained and/or inexperienced user. The programme document presents a logical framework diagram on page 36 which is missing some of the key elements of a classic log frame matrix. On the very next page (37), a 'results framework' is provided which in reality is an activity listing by implementing partners and Output Areas. The programme logic is thus not fully or exhaustively provided; a major weakness and very possibly the reason for the weakness in the linkage.

***How strategic are partners in terms of mandate, influence, capacities and commitment?***

The logical framework matrix (LFM) developed for the programme identifies implementing partners for each result area under the programme outputs. The identified partners are federal ministries and regional bureaus; the exception being MFIs. The Annual Work Plans (AWP) prepared at the federal and regional levels provide a more diverse and detailed list of partners including civil society institutions. For instance, the AWP identified universities, colleges, training institutions, schools, women associations and federations as well as zonal and woreda level government structures as responsible parties in relation to specific activities. Generally, these stakeholders were identified based on the relevance of their mandate. However, some stakeholders indicated the need for adequate consultation with implementing partners and clearly defining their roles as well as putting in place a system to assess their capacity and commitment before programme commencement.

***How appropriate and useful are the indicators? Are the targeted indicator values realistic and can they be tracked? If necessary?***

A programme monitoring framework provided in the programme document identifies 18 indicators for all four Output Areas. 11 of the 18 indicators are quantitative. Most of the qualitative and a few of the quantitative indicators are poorly constructed; they are either not clear, not in full consonance with the stated objectives, or cannot be measured easily by the programme.

Many key respondents agreed with the evaluation finding on the quality of indicators stating e.g.; *I am not satisfied with the indicators; they are insufficient*<sup>24</sup>. In addition to being poorly constructed, the links between some of the activities and their corresponding indicators were found to be tenuous; e.g. Output Area 1 and indicator 1 and Output Area 2 and indicator 2. Although the analysis of the indicators suggests that a few of them are aligned with the outputs and many key informants found them in need of improvement, a little over half (55.2%) of the survey respondents expressed the opinion that the indicators are appropriate for the intended purpose; 10% thought they were not adequate while 27.6% indicated that they don't know about the indicators' appropriateness.

The evaluation found that although indicators are routinely reproduced in the way stated in programme documents and the annual work plans (AWPs) of IPs, they are neither reported on or used to organise the reports. This shows that their use is limited and thus their utility for tracking progress in programme implementation is unrealistic. They also do not feature prominently in partner monitoring reports<sup>24</sup>.

### 3.3. Programme Coherence

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

The evaluation found that for the most part the UN Partner Organisations like their national counterparts involved in the JP are working towards the same overall results captured in the words of the programme i.e. gender equality and women's' empowerment. Most of the key informant interviews as well as the survey findings show the trend as represented in Figure 4 below.

As for a common understanding, the evaluation found that some partners see more value in one route to GEWE while others see this differently; representatives of MoWCYA for example hold the belief attributable to the ministry that Output Area 1 holds immense transformational potential and appears to see direct disbursements as the 'magic pill'.

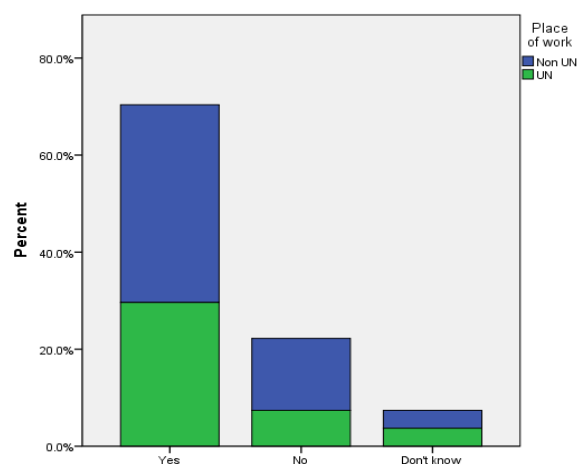
However, the evaluation team observed that although working to reach the same/similar goal, the conceptual linkages or operational inter-relationships between the four different Output Areas are not well articulated either in the programme document or in the reports. Strong evidence was not found that Output Areas were linking and/or working with each other. On account of this, useful and potentially valuable synergies have not matured in the programme. Although theoretically and conceptually related because each can and does influence gender equality and women empowerment, to become useful and meaningful the operational linkages and synergies between the Output Areas need to be made clear from the design stage. For example, beneficiaries of Output Area 1 could be connected to some of the university students supported in Output 2 who are interested in businesses for their mutual growth and benefit; or some of the beneficiaries of Outputs 1 & 2 could be invited to join gender mainstreaming training so that the messages could be taken directly to small groups and the like.

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<sup>24</sup> GOE/UN Joint Gender Programme Amhara Regional State 'FILED VISIT REPORT ON JOINT PROGRAMME FOR GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN IN AMHARA REGION' & UNDP Joint Programme on Gender Equality and Women's Empowerment Field Visit Report; SNNPR/ BoWYCA

Moreover, by establishing more operational linkage among the different output areas in terms of joint management, reporting, etc., it would have been possible to increase the efficiency of the programme. However, the UN participating agencies have tended mostly to be confined within their own activities /outputs, hence missing the essence of joint programme.

**Figure 4: Are all JP GEWE Partners working towards the same results with a common understanding?**



Source: e-Survey

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

The evaluation found differences in the way that the gender equality, human rights and results based approaches are reflected in and applied in the JP programme. While over 80% of the survey respondents reported that gender equality is well reflected in the programme, over 60% expressed a similar opinion about human rights and just over 50% thought similarly about the RBM.

In response to the question about how coherently these different approaches were being applied or pursued in the programme, the corresponding figures drop almost 20 percentage points. Sixty-nine percent of the survey sample felt that gender equality was well applied and pursued, 48% expressed the opinion that the human rights approach was well applied while 45% reported that results based management was well applied. These figures suggest two important realities; firstly that appearance in programme documents of proclaimed approaches is different from their practical application and secondly, the capacity to operationalise or apply the two central approaches of human rights and RBM was found to be much weaker. The evaluation did not find strong evidence that JP GEWE was fully operating a human rights based approach, although elements of the approach were discernible.

It is unequivocal that the fundamental basis for the JP programme is premised on the human rights of women as well as those of other beneficiaries. However the human rights based approach is more than just making human rights the nominal basis of an intervention even though that is a good start. The hallmarks of the approach were not in strong evidence.

### 3.4. Effectiveness

*Is the programme making sufficient progress towards its planned outputs? Will the programme be likely to achieve its planned outputs upon completion?*

On account of the nature of this evaluation of a pilot programme, it is necessary to distinguish between implementation effectiveness and programme effectiveness. As the first flagship JP and one with the expectation of quick scale up in a subject matter as sensitive as gender equality, it is important to assess this dimension of implementation in a nuanced manner.

The JP has been implemented in **112 woredas in the 9 regions, 47 kebeles in Dire Dawa and 10 sub-cities in Addis Ababa**. Accordingly, the evaluation found sufficient implementation progress towards planned outputs. The majority of the audiences consulted acknowledged that in spite of the serious shortage of available resources (financial gap of nearly 46%, problem of expertise/staffing, etc); its wide area coverage; etc JP's overall achievements could be rated as **'adequate' and it is on the right track. Most of the planned activities have been implemented and anticipated results have been achieved**, but in light of the available limited funds (UNFPA, ILO, UNDP, UN Women).

*Have the quantity and quality of the outputs produced so far been satisfactory? Do the benefits accrue equally to men and women?*

Below are the highlights of the situation and issues supporting the expressed conviction of stakeholders in terms of the 'effectiveness criteria' by JP's Output areas.

#### **Output 1: Economic empowerment of women -**

The beneficiaries of this Output are of two categories: individuals and/or groups of women and selected institutions providing technical support and/or services to beneficiary women.

**1 (a) Economically disadvantaged women<sup>25</sup> received business development skills training and financial support to enable them start new businesses &/or expand already existing IGAs<sup>26</sup>,**

Available data focus on annual accomplishments, and do not cover all JP operational areas/regions. This makes it difficult to estimate the actual aggregate number of women from all regions who benefited from this output throughout the JP period. Still, the qualitative info obtained through the evaluation depict that a significant number of women have benefitted from the package.

The major achievement of this Output to date has been the provision of loans, revolving loan fund (RLF). Small loans ranging between 3,000 and 5,000 Birr have been and continue to be given to either individual women entrepreneurs or groups of women or mixed (men & women) coops. The provision of RLFs is complemented by limited business management skill training (BST), business development services (BDS) support intermittently provided by BDS providers.

<sup>25</sup> - Beneficiaries' selection criteria were developed by the respective regional states in collaboration with the JP operational Woredas based on pre-determined criteria including - women: with more than three children; engaged in some kind of petty or micro business activity; sending their daughters to school and women with lower socio-economic status (poorest of the poor, without any option).

<sup>26</sup> - The income generating activities (IGA) are: gold mining, gemstone cutting and polishing, solid waste management, soap making, pottery; etc.

Accordingly, by end of 2012, over 8500 women had received interest-free loans for entrepreneurial activity. The amount of loan & terms of repayment (grace periods), etc differed from place to place. Undoubtedly, this figure could have been higher had the required resource (budget) as estimated by initial AWP's been made available. Still, some Coops pointed out the limitation to continuing growth posed by the (small) loan size in particular.

Also 9872 women (inclusive of recipients of the RLF) were provided with marketable and business management skills training (inadequate & varying by duration and content). The training provided to date has been on how to organise self help groups, establish and run effective saving and credit associations, as well as on basic business management and development skills. Others included; financial management, marketing, customer handling, product improvement and or development.

The aforementioned achievements are indicative of good performance. However, as entrepreneurs/businesses grow, new needs/skills may emerge - something the discussants themselves indicated in addition to lamenting the shortness of the training received, a pointer to the quality dimension. Secondly, though the One UN Fund Annual report of 2012 indicates that BSTs offered to women lasted for 7 days, most of the other documents (e.g.JP field report of 20 Jan 2013) testify that...*'the trainings were offered only for 1 -2 days; and did not cover all the necessary areas /issues related to financial management, marketing, customer handing, product improvement/development...'*. The findings from Oromiya sample woreda FGDs support the latter.

Although the data pictures with respect to initiation of new business, business expansion, competitiveness & profitability of businesses supported by the JP were insufficient to make generalised statements about their effectiveness, it was clear that most of the businesses were more intent on paying back loans; some expanding their businesses; etc. Many beneficiaries and especially cooperative groups were not taking their own salaries from the businesses, rather opted committing them for the expansion of their business (e.g. Bishoftu).

#### Box 2: Key accomplishments of Output 1(a) - Economic support to women

- 9,872<sup>27</sup> women (1335 UNW; 2237 UNICEF + ILO 6300) received business management skills training by ReMSEDAs in collaboration with Bo/WoWCYA prior to accessing the RLF,
- 8537<sup>28</sup> women & girls (6,300 ILO + 2237 UNICEF) received financial support in the form of revolving loan fund (RLF) ranging from EtB 3000 - 5000 /woman for IGA purposes;
- 400 women in the different regions provided with time & energy saving women-friendly new technologies and means of production (equipment/machines) for IGAs.
- 63 women members of former fuel wood carriers Assn (Gulele) provided weaving and spinning equipment.
- 30 women provided with soap processing machine;
- Women group with 35 members producing pottery were provided with grinding machine

*Source: Compiled from One UN Fund Report of 2011 & 2012*

**Note:** The data presented in all boxes of the 4 outputs doesn't cover all regions or the whole period of the JP. Thus, overall achievements are believed to outweigh the numbers in the boxes.

<sup>27</sup> - ILO focused also on providing tailor made business development skills both for women groups/associations and for women entrepreneurs; UNICEF supported with cash transfers to vulnerable female heads of households; while UN Women provides with basic BDS training and provision of women friendly technologies and strengthening of display/sales outlets to women running income generating activities (IGA).

<sup>28</sup> - Start-up capital (RLF) provided per head ranges from EtB 3,000. – 4500; repayment lasts from 18 months (Oromia) to 24-36 months (Amhara).

Currently, all RLF beneficiary women are engaged in different income generating activities (IGA) / business Coops (e.g. *Poultry farming Coops in Bishoftu*); and individually - small shops; selling animal feed, injerra, etc In the case of Oromiya, repayment is paid via a blocked account at the Oromiya Cooperatives Bank opened in agreement with the WCAO; the bank receives service charge.

Overall, both the quantity and quality of outputs (loans, support and training) have been generally satisfactory, but can definitely be improved. The case story 1 below provides some more details.

### **Case Story 1: Economic Empowerment - Output Area 1**



#### ***The 'Bishoftu Poultry Farm Cooperative':***

W/o Yeshewaget Girma – A 37 year old female (12 grade complete) is the Chair woman; and W/o Alem Beyene, a 28 years old lady ( 8<sup>th</sup> grade complete), member of the poultry farm cooperative called 'Hawi Kegna'. Some of the 12 members of this Coop have other jobs (petty trading). The Coop received a loan of EtB 36,000.00 (@EtB 3000 per member woman) in June 2012 to be paid back in a year. Initially, they purchased 500 chickens (for meat) and other inputs (feeds, drugs, utensils, shelter rent, etc) and another flock of 500 chickens a 2<sup>nd</sup> time. They sold chicken meat twice, and earned EtB 32,000 and EtB 25,000 respectively (they lost about 80 chickens to disease).

Currently, they have 500 chickens and about EtB 31,000 saving at the bank. They never shared any of their profit; invest it to expand their business. They are worried that unless they get their current stock out, all will die within a month because of the nature of the breed; this will mean a great loss of capital for them – problem of market outlet/linkage.

**Overall Results / Changes attributed to Output 1(a):** A mixed bag of results/change among direct JP beneficiaries was reported:

- increased incomes &/or improved assets base e.g. more livestock/cows,
- Upgrading and/or expansion of business (e.g. small shops to small hotel; opening additional IGA; etc)
- adoption of appropriate and environmentally friendly technologies that enhance the productivity and quality of local products and minimize women's workload ; etc.

However, these changes haven't been systematically captured, monitored and/or documented.



**Major Concerns/Limitations** – Firstly, targeting of beneficiaries is inconsistent from region to region (even among woredas in the case of Oromiya). This has to do with absence of a standardized RLF management procedure. For instance the 'most poor' were excluded (e.g. Illu, Oromiya) assuming that they may not pay back the loan. Secondly, some of the equipments/ machineries provided to beneficiaries are in the process to start but not yet been put into production. Thirdly, the BSTs and BDS offered to women are insufficient. For example, a beneficiary woman in Illu (Oromiya) doesn't keep any record of her business; hardly knows the margin of her profit or loss - inadequacy of orientation. Some of the group IGAs (e.g. Bishoftu poultry farm) have problem of market outlets.

**1 (b). Strengthening the institutional capacities of organizations<sup>29</sup> providing financial & non-financial services to enable them deliver required services in a gender responsive manner.**

Three key institutions have both financially and technically been supported by the JP programme to date. These are the Amhara Credit & Savings Institution (ACSI), Federal Micro & Small Enterprise Development Agency (FeMSEDA) and the Cooperatives Agency. The MoWCYA as well as the MoFED are also being supported to strengthen their capacities to enable them fulfill their respective duties. Overall achievements of the JP Output 1 (b) in general are as summarized in box 3 below:

Both KII held with its staffs and annual reports of One UN Fund indicate that with funding obtained from the JP (UN Women and SIDA/ Norway), FeMSEDA:

- Organized market promotion event attended by many women (role models) as well as sensitization program on MSE endeavours for policy makers;
- Upgraded and furnished the permanent emporium /display centre at the Federal level, which currently serving more than 24 women MSEs and 192 women as a sales outlet to display their products (Similarly, Amhara BoWCYA is replicating the experience at Kombolocha town).
- Equipped and upgraded two Incubation Centers, one in DD (35 sewing & weaving machines for 90 persons); and another in Adama (a juice machine for 30 women) for a budget of EtB1.4 mill.

**Box 3: Key Accomplishments of Institutional Strengthening under Output 1(b)**

- 9 Agencies providing business development services (BDS) trainings/service and/or channel funds to beneficiaries conducted participatory gender audit
- A diagnostic study on MFIs conducted by ILO in collaboration with UNICEF
- 7 MFIs operating at Federal and Regional levels for which a participatory gender audit<sup>30</sup> conducted.
- 450 Experts from BoWCYAs, BoFEDs, FeMSEDA, ReMSEDA, Coops and MFIs attended a training on gender auditing, entrepreneurship development skills
- 176 women entrepreneurs and Income generating groups with access to and linkages with institutions providing financial and technical support.
- An advocacy Council comprising MOI, MOT, FeMSEDA, ReMSEDA, MOCYAs, BOCYAs and MoUCD (chair) established to facilitate & strengthen linkages with MFIs and increase women's access to finance;
- A national<sup>31</sup> workshop for 66 reps (44 Male & 24 Female) of 9 Regions (BOWCYs, MFIs, and Coops) and the Federal (MoWCYA & MoUDC) to promoting women's economic empowerment conducted.

*Source: Compiled from KII & One UN Fund Report of 2011 & 2012*

<sup>29</sup> - The agencies include the Federal FeMSEDA, ReMSEDA, the Federal Agency and the Regional Bureaus for Coops Promotion and the MFIs.

<sup>30</sup> - The audit aimed at: increasing awareness and develop strategies and action plan to address identified gaps

<sup>31</sup> - Amhara and A. A. C. A. also conducted similar regional workshops.

## **Output 2: Access to higher Education for girls & women**

This output focuses on two Result Areas: enhanced female enrollment and retention in secondary and tertiary education, and creating an enabling environment to support female participation in education.

Accordingly, key achievements include the *provision of financial support to economically disadvantaged girls & women to access secondary and tertiary education as well as scholarships to female teachers & staffs of MoWCYA for studies at higher learning institutions (HLI)*; see box 4 below.

With the JP sponsorship (EtB 2000/person/semester), about 3000 girls selected from secondary schools in 7 regions (*e.g. in Oromia - 520 girls Vs planned 500 in higher secondary & 304 at Preparatory*) are attending secondary education (see Case Story 2). The sponsorship was meant to cover their school-related expenses. Actually, the girls also used it to cover house rent; supporting siblings with educational materials; etc. The programme was reported to have worked well in all regions except for Addis Ababa (it was not as good as in other regions). Regional BoWCYAs of Amhara, SNNPR, Oromia, etc have developed standard beneficiaries' selection criteria for use by woredas in the process. According to Addis Ababa KIIs, the region lacks such a standardized procedure. Additionally, after school tutorial classes are organized for girls in almost all schools in JP woredas (*e.g. in Oromia, 7 teachers/school on average paid EtB1200/ teacher/semester as incentives*). KIIs from some of the other regions (*e.g. Amhara*) informed that the teachers running the tutorials aren't paid any form of incentives; do it voluntarily. Still, the fate of tutorials in regions like Oromia (Illu) seems dependent on allowance to pay to the teachers, an issue of sustainability.

In terms of tertiary education, about 40 teachers (Amhara) pursue their studies at HLIs (Colleges/ universities); in Oromiya *156 at Universities, and 45-at Colleges*; attend tertiary education. About 21 HLI have received support from UNESCO to provide tertiary education for female students.

Other notable activities undertaken as part of Output 2 include the establishment and strengthening of educational fora and counseling services for girls and women *e.g. national girls' education forum, girls' advisory committees, female students' associations and /or clubs, etc.*

### **Box 4: Key Accomplishments of Output 2**

- In 2011, a comprehensive situation analysis of girls' participation in post-primary education conducted by MoE.
- About 2970 economically disadvantaged female students from seven regions (50 + 600 + 15 + 633 + 200 + 765 + 167 – from Tigray, Amhara, Afar, SNNPR, Gambella, Benshangul and Somali regions respectively) received cash transfers (EtB 4,000/person / year) from UNICEF to continue their higher education;
- 765 female students provided stationary and sanitary pads.
- 40 female teachers supported to pursue their tertiary level education (1<sup>st</sup> degree); and 21 Universities and Secondary schools are receiving tutorial & institutional (financial & technical) support with UNESCO fund;
- In 43 schools in Oromiya, SNNPR, Benishangul-Gumuz and Somali now provide regular tutorial classes for X number of female students to enable them improve their school performance
- Development and dissemination of guidelines for tutorial and core modules on life-skills
- 79 participants from 31 universities given TOT training on Life Skill Modules
- In Benishangul the fund was utilized to strengthen existing girls' boarding homes;
- 35 girls' forums and three networks have been established, etc.

*(Source: Compiled from One UN Fund reports 2011 & 2012 + KII).*

## Case Story 2: JP GEWE Sponsored Girl Students (Bishoftu)

### Introduction:

The three girls (with fictitious names) are among the 18 girls sponsored by WCAO in **Bishoftu** woreda (Oromiya) by the JP in the last two years. They were selected for the programme for their family economic situation (i.e. poor; on the verge of dropping-out of school). All the three girls received 2 allocations of EtB1100 each per year from the Bishoftu woreda WCAO through the woreda FEDO.

### Their Stories:

**Dinke** – An 18-year old girl and a 12<sup>th</sup> grader at the local Prep School (PP). Like her peers, Dinke also joined the local PP after completing Grade 10/Matriculation. She is the oldest child and care-taker of her current family – herself and her two younger siblings (a boy & a girl). They were single orphans until their father died in 2003 (E. C.). Their stepmother evicted them from their rented home immediately after the death of their father. Had the WCAO not come to their rescue, Dinke and her siblings could have dropped out of school. She used half of her scholarship fund for business – she opened a small shop (petty trading) by renting a house. Sadly, she was forced to close her shop since she doesn't possess a license. She is continuing to sell in a mobile manner. (*Observation - licensing is costly, requires ≥ EtB 600 for a single license*).

Dinke isn't sure of, and is very anxious about her future. She worries not to be forced to quit her studies after Grade 12 to look for a job so as to support her family/younger siblings. She would continue only if she gets enough to support the whole family, not just the fellowship. Her situation calls for close scrutiny: **Is there any opportunity for students in Dinke's situation (dire/desperate need) to access economic empowerment resources of the JP GEWE? Are there provisions or opportunities for supporting such families?**

**Nina** – is a 20-year old 2<sup>nd</sup> Year University student of Civil engineering at X-University. She and her mom are the only members of her family. Her mom works in a floriculture plantation as a daily labourer and earns little. On account Nina always strives to support her mom by working and earning whatever small amount of money she might get during her free time. After completing Grade 12, she opted to quit higher studies, though her points make her eligible to join a university because of her financial situation. Her teachers advised and encouraged her to approach the woreda WCAO for support. She secured the sponsorship and continued her education at the X-University. She used half of her 1<sup>st</sup> installment from the JP sponsorship for buying mobile phone cards for sale; and ploughs the capital back into the micro business.

Nina is determined and confident of completing her University education with distinction, whether or not the JP assistance continues. She is somehow critical and highly touched by the life at the university. She said *"university life is very challenging. I was confronted by diverse forms of abuses that are particular to the life in the University, especially for being a poor girl. Many of the students look down upon you and try to exploit your low position - ask you to wash their clothes; clean their rooms; etc. There is also problem of harassment from the male groups"*. Paying for photocopies of lecture notes; papers for course assignments; etc are some of the problems that plague her. Her plan on how to overcome such problems includes supporting academically weak students by providing part-time support/ service.

**Is there an opportunity for Nina to access business training to support her part-time micro business or convert her support of other students into a micro business?**

**Chaltu** – Is a 17-year old girl in the 12<sup>th</sup> grade at the local PP. She joined the PP after completing Grade 10 and her Matriculation. She is from a family of 7 children (she is the 3<sup>rd</sup>). Her mom is a petty trader and earns very little amounts of money. Her older brother and sister are not working for unknown reasons. Her mother has started rearing chicken to augment their meager income so as to meet the needs of the family. Chaltu relies heavily on the JP financial Support for almost all her needs and expenses. She hopes to continue her education at university after completing Grade 12 and hopes to matriculate with distinction.

**Overall Results:** The evaluation concluded that the JP has positively influenced access, participation and performance in girls' education for the increased numbers of students receiving financial support in the JP operational Woredas. In terms of creating an enabling environment to support female participation in higher education, a comprehensive situation analysis of participation of girls in post-primary education (UNICEF's core resources); a baseline survey on support available for female students was conducted by the MoE (2011); and guidelines for academic support and the development of core modules on life skills were developed with UNESCO core funds.

**Major concerns:** Although difficult to generalize, inconsistency in the selection of beneficiaries was observed in a few cases (e.g. Illu woreda, Oromia, where the IPs at the middle of 2004 (E.C.) had to reselection eligible ones). The available data on the overall coverage of the Output was found to be very slim, probably it is neither collected nor reported regularly. The follow up of attendance and results of the tutorials is weak. Some teachers seem work mainly for the sake of incentive paid from the JP. There are drop-outs left with no follow-up action - a critical issue for sustainability.

### **Output 3: Strengthened institutional capacity for gender mainstreaming -**

This Output strives to strengthen the institutional capacity for gender mainstreaming, gender responsive programming and budgeting to ultimately enhance institutional accountability, responsiveness as well as institutional competency of federal and regional gender machineries. Key accomplishments of this output are as displayed in box 5 below:

#### **Box 5: Key accomplishments of Output 3**

- A standardized national Gender mainstreaming guideline + tools for *gender analysis, gender auditing, gender responsive budgeting (GRB) and partner mapping* and training manual developed (by MoWCYA & MoFED); introduced to relevant bodies; and capacity building training on tools in the national context, etc conducted.
- Five (5) federal ministries (the MOD, MOFA, MOT&I, MOST and MOFED) have been supported to adapt sector specific gender mainstreaming manual to their contexts and regional bureaus.
- Capacity of women's machinery at the federal & regional levels assessed in August 2012.
- A gender gap analysis was conducted on data and information in 22 sector ministries (federal & in selected regions), Government Communication Affairs Office, and in the Customs and Revenue Authority (MOWCYA 2012).
- Workshops for developing Regional states (Somali, Benishangul Gumuz, Gambela and Afar) on Woreda based core plan with alignment to the GTP undertaken in early 2013.
- 60 experts of sector ministries and regions trained on tracking and reporting on results based management (RBM);
- 120 (51 male + 69 female) planning, budget and gender experts, higher officials and parliamentarians (100 in 2011) attended TOTs and sensitization workshops to solicit their political/governance support.
- A government-NGO (GO-NGO) Forum established at Federal level to creating strong relationships and avoid duplication of efforts through coordinated and harmonized approach to achieve results;
- 662 persons (210 female) from different sector bureaus attended different seminars, panel discussion and meetings conducted at regional level to strength coordination, networking and linkage amongst them.
- 183 women from 21 sector ministries provided short term training on transformational leadership by MOWCYA. Also were sensitized on gender mainstreaming; gender-responsive planning and budgeting principles (2011);
- 40 female civil servants (vs planned 60) were provided scholarships for advanced degree courses in thematic areas relevant to their sectors, required for management positions under the coordination of MOWCYA (2011, 2012).
- A team of ten (10) experts from MoFED and Regional BoFEDs attended a 10-day further training and experience sharing to Tanzania (at ESAMI, Arusha) to give ToT on GRB, gender analysis, etc for sector ministries and bureaus.
- Six (6) senior staffs of CSA paid a study visit to Ghana for familiarization with the required skills and tools to undertake a National Time use Survey, which is required for planning and programming by the government.

Source: Compiled from One UN Fund Annual Report of 2011 & 2012

The major undertakings registered under Output 3 could be summarized as follows:

- Assessing and identifying the major gaps for establishing accountability systems for gender mainstreaming in government sectors by MoWCYA (which is lack of sector-specific gender mainstreaming guideline);.
- Enhancing women's participation in leadership & decision making;
- Development and Implementation of standard tools for GRB ender - RB, auditing & analysis and creating a strong national pool of GRB experts by providing ToTs on relevant subject.

The gender mainstreaming tools and guidelines developed by MoWCYA have been translated into Amharic and Somali languages and are being used for training and capacity development to strengthen the gender machineries and line ministries where mainstreaming gender into planning, budgeting, monitoring and evaluation has starting. Also, MoFED '*issued a Circular for 2013/2014 mandating gender responsive budgeting (GRB) and the Programme Budget Manual revised in 2012 incorporated GRB and has for the first time included equity indicators*', (Key informant).

The evaluation team learnt that most Govt sector offices, especially at the Federal and Regional levels have assigned a post on/for gender mainstreaming; and some designated focal persons at the woreda level, who among others check Departmental AWP incorporate gender issues; organize training on gender mainstreaming to own and staffs of relevant sector line-offices; etc.

**Concerns** - The lack of: sector-specific gender mainstreaming guideline in sector ministries so as to enable them fulfill their respective accountabilities; absence of operational budget for gender machineries/ institutions especially at regional and woreda levels; limited staffs' comprehensive knowledge and skill competencies in the application of gender mainstreaming tools and genuine commitment remain the major challenges of the Output. Weak reflective /feedback actions to the findings of the comprehensive capacity assessment of women's machinery;

Challenges in adapting the National Gender Mainstreaming Guideline/Manual and its accompanying tools (gender analysis, gender auditing, gender *responsive budgeting* - GRB); etc in the Federal ministries also forms as one of the standing block of the output.

#### **Output 4: promote and protect the rights of women and girls**

The major undertaking of this component are mass/community mobilization, dialogue and advocacy on girls' & women's rights and gender equality; development & implementation of a national strategy to protect girls' & women's rights and enhancing institutional capacity and knowledge to protect girls' & women's rights.

Of all the interventions, abandonment of FGM and other forms of GBW /VAW seems to have been the central focus areas of the Output. Major achievements are as summarized in the box below:

**Box 6: Key accomplishments of Output 4**

- Development of a national strategy and conduction of regular community dialogues on HTPs/VAW affecting the lives of adolescent girls & women to generate a social change process at the community and family level.
- 302 kebeles (90 kebeles from 30 districts in Oromiya; 27 kebeles from two districts in Afar) and 185 kebeles from 7 districts in SNNPR) conducted regular community dialogues<sup>32</sup> focusing on HTPs/VAW. In DD, 198 community dialogue facilitators were trained to organize sessions in their respective kebeles,
- 235 women development group leaders and representatives in Tigray reached a consensus on position regarding abandonment of HTPs, GBV and VAW (2011).
- Partnership and networks with community and religious leaders have been established in Addis Ababa, Afar, Amhara, Oromiya, SNNPR and Tigray regions; and a number of villages sensitized to the effects of HTPs and VAW (Nov 2011).
- A study /evaluation on the impact of abandonment of FGM/C in self-declared districts of Ethiopia covering 10 woredas in three regions of Afar, Benishangul-Gumuz and SNNPR conducted by UNICEF and MoCYA(2012).
- MOWCYA is providing support to key sectors to design standard core indicators and data collection and analysis mechanisms on HTP developed to be used across regions.
- An assessment on the prevalence of VAW in Ethiopia just completed by the Institute for Economic & Social Development Research Services P.L.C (IESDR).
- Various community empowering endeavors, best experiences and arrangements, such as command post, community care coalition, development army, etc compiled;
- Establishment of one stop centers for survivors of VAWC inside Adama Hospital in Adama and a plan to support a referral pathways in Amhara and SNNP regions in progress.
- 276 women and children survivors of violence have been provided with comprehensive services through JP's three safe houses located in Addis Ababa and Hawassa.
- MOWCYA facilitated the production and distribution of IEC/BCC materials to sensitize and advocate for the effective utilization of legal provisions on HTPs/VAW.
- By laws on the abandonment of FGM/C & early marriage developed by regions declared abandonment of FGM/C (ten woredas in four regions (Afar, Benishangul Gumuz, SNNPR & Addis Ababa).
- The establishment of a data collection system on HTP and GBV prevalence and trends is in process.
- Capacity building training provided for 369 (159M, 210F) law enforcement officers and 600 police officers & prosecutors (Amhara) on implementation of gender sensitive laws & policies on the rights of women & girls.
- A delegate of experts drawn from government institutions which have an active role in the setting up and operating of a hotline centre took part in a study visit to Nairobi;
- A national task force composed of relevant government and non-government actors established under the leadership of MoWYCA to facilitate the setting up of a national hotline providing service on VAWC.
- Women Associations (WAssn) of all nine regions, two city administrations and one federation (federal) supported with office equipment to enhance their institutional capacity for effective social mobilization on HTPs/GBV via.

Source: Compiled from One UN Fund Annual Report of 2011 & 2012 + KII

The National strategy on Harmful Traditional Practices (HTPs) drafted in October 2012 has resulted in the creation of a data collection system on HTP/VAW and GBV prevalence and trends as well as an action plan on FGM/C, abduction and child marriage.

The establishment and operationalization of '**Paralegal Committees' (PC)**<sup>33</sup> at kebeles is the best practice of Output 4. The PCs are instrumental in raising community awareness to address issues of GBV/ VAW; mediation of family conflicts/divorce; abduction; HTPs; etc at the grassroots levels. Community Conversations/dialogues organized by the PCs have provided opportunities for human rights of women and girls to be discussed openly especially in closed rural contexts.

<sup>32</sup> - The community dialogue aimed at sensitizing communities on practices that affect the lives of adolescent girls and women, creating conducive environment at family and community level in the effort to address harmful traditional practices/ violence against women and a generate a social change process at community and local level.

<sup>33</sup> - PCs have 7 members (5male + 2 females); and constitute the Kebele V/Chair, *representatives of youth, women associations, elders, religious leaders, influential persons, idir, police, etc* at each kebele level.



On the other hand the telephone hotline service for victims of violence against women planned as part of this output has been slow to start. The evaluation confirmed that consultations and discussions have gone on for a long time in this regard and a space has finally now been identified for hosting the Hotline in MoWCYA although there appears to be some residual discordance. The issue needs close attention for the Hotline plan to take off and achieved its planned result.

Box 7 below presents the case of Kebele 08 PC (Bishoftu) as an illustration of this best practice.

**Box 7: Kebele-08 Paralegal Committee in Bishoftu woreda (Oromiya)**

According to the IPs in Oromiya (Bishoftu woreda), the PCs are led by the Deputy Kebele Chairpersons. They have own action plan and schedule, which is disclosed to the community and operate on the basis of orientation on their duties and modalities of operation and small supplies (stationeries) obtained from the concerned WCAOs. They work on voluntary basis – no payment except for stationeries; lunch allowances during workshops and consultation meetings with the WCAO.

The role played by the **PC** is immense. They regularly facilitate/conduct **Community Conversations** to raise community awareness regarding current issues pertinent to gender equality and women empowerment, including stoppage of VAW, HTPs, HVCs, family-based child abuse - hard labour, biting, etc). They mediate and resolve conflicts in the community, including marriage conflicts (divorce), etc. Only refer cases beyond their capacity. The commitment of the members of the PCs' is high. A volunteer lawyer provides legal support for women in the case of issues of divorce.

The second important structure established by the Bishoftu WCAO is the so-called **Social Committee/ Group** in charge of orphans, abandoned and highly vulnerable children (HVC). School clubs also actively engage in gender related issues.

As the result of the repeated **Community Conversations** conducted by the PCs, most of the primary cases of gender-based problems – HTPs (e.g. female circumcision), VAW, abduction, abandoning newly born child, family-based child abuse: hard labour, child biting, etc), conflicts in the community/divorce, adoption of children by foreign agents; divorce; etc have significantly decreased.

Source: FGD with members of the PC.

**Concerns** – We assume that the JP interventions under this Output are similar across the board. Learning from the experience of Bishoftu PCs, the major challenges faced are:

- Limited application of the strategy, guidelines; tools, etc developed by the grassroots level mainly due to capacity limitations and absence of appropriate structure and set-up / mechanisms.
- Limited collaboration with the justice system;
- Shortage of financial means (e.g. transportation fee) for woreda actors to efficiently fulfill their entrusted duties.. As explained earlier, the only inputs extended to them are stationeries. They need s and others (it has to be reviewed and decided).



### 3.5. Efficiency

On the basis of the amount of time that the implementation of this phase of the JP has taken (more than 100% more time than planned) it is fair to say that the programme has had efficiency challenges. In principle, the longer time it takes to complete an assignment the costlier it gets. However, the JP extension was a 'no cost' one.

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

Overall, most of the stakeholders admit that the fund allocated for JP GEWE Phase I is inadequate. The total estimated budget for JP Phase I was US\$ 21,989,225; mobilised resources totaled US\$ 11,960,930, creating a funding gap of US\$ 10,028,295 or 46%; by any means a significant gap. These resources consist of the agencies' core resource allocations amounting to US\$ 5,951,807, alongside funds raised for JP specific results/outputs of US\$ 6,009,123 mobilised through the Ethiopia One UN Fund. The singular fact that activities were implemented despite the significant shortfall suggests that some degree of efficiency and cost effectiveness must have been a feature of the phase.

Budget estimates for JP activities at the initial stages were made based on 'generic' type of annual work plans (AWP) submitted by the respective IPs of the different regions. **However, the actual budget allocation made to the IPs depended on available resources<sup>34</sup> rather than on the initially anticipated scope/plan of work and/or the demand (IPs, UN Women).** Thus, **IPs had to revise and prioritize their AWP in line with the finally committed budget (How systematically / logically was the revision done? remains a dilemma).** Generally speaking, funds were used for the intended purposes. Some IPs recorded activity completion rates sometimes in excess of 100% (E.g. Tigray BoWA, Oromiya). This indirectly depicts the cost effectiveness of programme execution

The question about the sufficiency of resources (financial, time, people) allocation by JP Output areas and corresponding essential interventions is another key area of efficiency. In this connection, the One UN Fund report of 2011 indicates that '*nearly 50 per cent of the total budget was allocated for Output 1*'. Yet, in view of its potential impact and the high demand expressed, this Output is seriously affected by budget shortage (UN Women, ILO, Oromiya).

In view of human resource allocation, the implementation of the JP counted on human resources available in the UN, the Govt structures and potential expertise support from international and national staffs in relevant programmatic and operational areas of the UN system. As co-leads from the UN side, UN Women and UNFPA allocate considerable staff time to the GEWE JP oversight, coordination and operational management support (One UN Fund, 2011). However, this approach didn't fully work. For instance, the Capacity Assessment<sup>35</sup> report of October 2012 indicates that the gender machinery at the Federal level has been constrained, among others by limited gender sensitive skills and attitudes among the non-gender departments and processes; a high turnover of gender experts, etc. A number of proposed JP management structures were NOT in place as elaborated in the programme document. Staff turn-over is the other challenge IPs faced

<sup>34</sup> - The donors' fund allocated via the RR (regular resource) was said to be more predictable than the OR (Other resources) fund.

<sup>35</sup> - The assessment was conducted in Oromia, Benishangul-Gumuz, the City Administration of Addis Ababa; selected Zonal and Woreda level WCYA and sector Bureaus/Offices recommended by the MOWCYA, as well as 15 pro-poor sector ministries at the federal level (MOA, MOE, MOH, MOUM, MOJ, MOT, MOI, MOWE, MOLSA, MOST, MOT, MOFED, MOCS, MOM, MOFA).

Both the regional and woreda level IPs and structures also suffer from related problems. **Most of the staffs of the other relevant sector offices at these levels view the JP as an additional/added task** – this is a challenge in terms of **ownership of the programme** by the non-gender entities. Creating strong networking with sector offices and CSOs could have at least partly eased the problem of shortage of expertise is still weak.

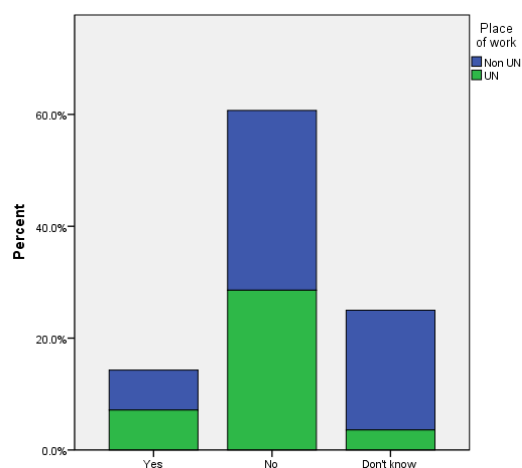
### Have programme funds and activities been delivered in a timely manner? If not, what were the bottlenecks encountered?

The responsibility for managing programme funds falls to the national programme coordinating institutions - the MoFED. The overall authority of managing the federal resource pool, including determining and fixing the budget ceiling for allocations to the regions deploys a standard federal formula based on demographic as well as other factors. AWP are created on the basis of available budget sums communicated by MoFED to each implementing region, MoWCYA or other federal level IPs, e.g. FeMSEDA. AWP are prepared to match the declared budget based on either regular (RR) or other resources (OR). MoFED approves, and disburses allocations to regional BoFEDs who in turn channel them to the regional BoWCYAs and other implementing sector bureaus and offices.

Most key informants and respondents reported budget and financial inadequacies; *“The budget secured via the JP is small compared to the absorptive capacity of the Agency and the demand on the ground...”*. On the other hand financial reporting by implementers is inadequate and weak and leads to further delays. MoWCYA for example had a great challenge with financial reporting initially; *‘the main challenge was at the beginning, there was mixing up of accounts of partners we had in the past so when we started the JP there a real mix up; so we created an account dedicated to the JP; this affected both implementation and reporting’*, (key informant).

The evaluation found that delays have been a characteristic feature of the JP. Almost 2/3rds of the survey sample and an equal number of key informants and discussants averred that programme funds have not been delivered in a timely manner and this has caused delays in programme implementation as Figure 5 below shows.

**Figure 5: Timely Programme & Funds Delivery?**



Source: eSurvey data analysis

The evaluation attempted to unearth and understand where and how the delays originate. A number of explanations were given; that each and every stage of the funding process is prone to and has encountered delays in phase1; *'The first delay was before the project started e.g. in the agreement stage awaiting money transfer. Then there is delay with the AWP's not necessarily in the quality but because we are government. We have to see the documents, to see that it is shaped by our strategic plan, our Ministry plans. The document has to pass through the process. It is not avoidable. We have to take time'*, (Key informant).

The bottlenecks and slowdown stages identified include; the AWP development process, their approval and signage, fund request from UN agencies using the FACE form, cash transfer from UN agencies to BoFED and thence to regional Bureaus, at implementation, as well as report preparation, reviews and approvals. An analysis of the delay chain found a combination of habitude and attitudes accustomed to and conditioned by a slow operating system.

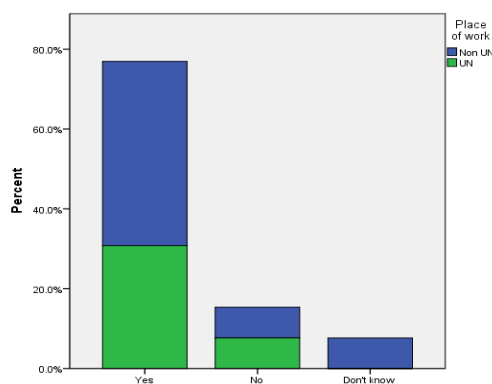
**Were there any constraints (e.g. political, practical, and bureaucratic) addressing human rights and gender equality efficiently during implementation? What level of effort was made to overcome these challenges?**

Human Rights and gender equality are central to the JP GEWE and the expectation is that they would be general and widespread integration of these two key concepts in the programming. Figure 6 below represents e-survey responses to the question; *'Has the programme integrated human rights and gender equality adequately in the implementation and monitoring of the JP'*? Although a large number of respondents claim that there is integration of human rights as well as gender equality, in programme implementation as the figure shows, practical operational evidence of this integration was difficult to find or calibrate by the evaluation although human rights are intoned as the basis for implementation especially for Output area 4. Not much evidence of a human rights based approach was found in the reporting language of documents to show that this is the operational basis of the JP GEWE although especially for Output 4, it was clear that claim holders were being made aware of a variety of human rights infringements and protection issues but without an equally strong emphasis on the duty bearers and duty bearing. There was for example little evidence to persistently and consistently show the links between programme activities, on one hand and the general or specific related national laws or regulations (a primer in the approach) other than in programme documents on the other.

Two constraints – practical and financial were found to be most heavily implicated in the integration of human rights and gender equality during the JP implementation. The law forbidding CSOs from work on human rights was cited as a constraint. The evaluation sees this as political influence and also a factor related to the practical and financial limitations.

Little evidence was found to show how the practical or financial constraints have been overcome.

**Figure 6:**  
**Are Human Rights & Gender Equality integrated in JP GEWE?**



Source: eSurvey data analysis

### Issues/Concerns of 'Efficiency':

#### (1) Human resource –

- JP's reliance on existing staffs of stakeholders has worked to a limited extent, especially at the National and regional levels. However, a few of newly proposed JP management structures are NOT filled in. Secondly, the staffs of the woreda level IPs consider JP as an 'added task'. This in turn affected both the timeliness and quality of programme outputs;
- The effort in networking with CSOs/CBOs or local NGOs to use them as a contingency to address the problem of staffing is low;
- There is a high turnover of gender experts coupled with lack of gender-sensitive skills and attitudes;

#### (2) Budget (finance) allocation –

- Budget Shortage – The major challenge of JP Phase I has been shortage and delay in releasing of budgets. As explained earlier, the JP Phase I suffered from serious funding gap. woredas face shortage of operational budgets.
- Although woredas and regions normally prepared their priority AWP based on promised budget. The actual committed budget was always by far less than the initial estimates. Thus, IPs are required to revise & prioritize their AWP. However, such a planning process requires a careful and systematic approach; for which most IPs don't seem have the capacity.

#### (3) Management: (see section 3.6 for more)

- Problem of ownership** – Staffs of the non-gender sector offices view the JP as an added task.
- Most agencies seem more concerned about the specific Output to which each agency is a co-lead – **Problem of shared accountability?**
- There is no consolidate data on all JP achievements to make proper analysis

### 3.6. Sustainability

**Did the intervention design include an appropriate sustainability and exit strategy (including promoting national/local ownership, use of national capacity, etc.) to support positive changes in human rights and gender equality after the end of the intervention?**

Four principal methods have been used to assure sustainability of the JP GEWE. These include the following: working directly with government partners and using government systems and processes; wide stakeholder consultations prior to programme development and implementation; capacity strengthening & community involvement in programme implementation; all good practices which need to be continued and made to work even better in future programming.

The evaluation found that although no explicit design effort was made to carve an exit strategy, it is assumed that working on gender equality and women's empowerment as a government of Ethiopia JP is good enough to guarantee ownership by government and sufficient integration into GoE processes as to make the idea of an exit a non issue. Furthermore, the fact that it is to be followed by JP Phase II implies that it isn't a must for JP Phase I to have an exit strategy.

It is reported that wide ranging consultations were held with key stakeholders along with a well attended prioritization workshop organized by GoE to help the UN identify the key priority themes, while aligned to the GoE's priorities as enunciated in the GTP. The key government programme partners at the federal level (the MoFED and MoWCYA) and their regional counterparts have been directly involved in the design of the JP GEWE AWP alongside the participating UN agencies. Thematic Working Groups were organised around identified priority themes and with the design of the strategy and outcome statements. Representatives from relevant GoE ministries are members of the TWGs ensuring that the strategies and agreed outcomes are based on national strategies and priorities (UNDAF, p 10). Regional level consultations and planning were also conducted before the actual commencement of programme implementation although it appears that Woreda level structures have been mainly involved in programme implementation rather than the more meaningful role in programme design and planning. The concerned Govt bodies, especially the MoWCYA and regional WCYA as well as the woreda counterparts are committed to support the four packages in the future. The JP PD asserts that, *'the Joint Programme will primarily be implemented through different government partners at federal, regional and district level'* (p 44).

The latest GTP report (2013) did not show evidence of the changes that were expected to occur following training in gender mainstreaming provided as part of the JP, nor did the evaluation. It is probably too early to see changes. Specific issues pertinent to JP four Outputs follow:

- **Output 1:** The use of the RLF, especially the fund recovered from repayment seems uncertain. For example, Bishoftu WCAO decided to use it for same beneficiaries until they attain self-sufficiency; while the Illu woreda WCAO wishes to give it to new beneficiaries, regardless of attainment of anticipated changes (Oromiya). The WCAOs expect WAssn and the SSCOs to assist the WGs operations in both management and financial support in the long run. The BDS and related supports also will be shouldered by the concerned Govt structure and experts. ***Still, entrepreneurs may sustain their IGAs provided they get market outlets to their products.***

- *Institutional achievements* - FeMSEDA's (Incubation Centres<sup>36</sup>, etc) are owned by relevant City Administrations. Once they are handed over to, the concerned local host agency (Govt) has full responsibility to ensuring its continued operation. Secondly, beneficiaries organized SCCOs have legal rights to access credit from MFIs to engage in IGAs, should they need so.
- **Output 2:** The Govt system as well as the CBOs (e.g. WAssn) are expected to provide financial support to the needy girls (students currently attending HEI with JP sponsorship) to enable them continue their studies at the next levels (UN Women). Community-based institutions (Idirs), investors, etc should help needy girls /children with supplies, food, stationery, clothing, etc; (AA BoWCYA). Similar mechanisms are required for the tutorials (the case of Illu).
- **Output 3 & 4:** The JP efforts underway work with mass organizations (e.g. WAs, PCs, etc) that exist even in the absence of JP. Community conversation/dialogue may continue by **providing mass organizations with limited training; supplies; sensitizing the legal system;** etc.
- The level of awareness created among stakeholders is assumed to sustain the achievements (A.A. BoWCYA). The results are expected to continue with the same manner after the JP (UNFPA). The gender tools only need reviewing and up-dating to meet the changing needs of the sector. Phase I of the JP is to be followed by Phase II.

#### **How has the JP enhanced ownership and contributed to the development of national capacity?**

The JP is considered to be working through and with the appropriate partners, with high levels of commitment and involvement- elements that make for ownership. Most respondents, key informants and discussants expressed the belief that there is national ownership of the programme. However some doubts were raised which bring into question the true nature of ownership with distinctions made in some discussions which refer to 'our projects' and 'theirs'.

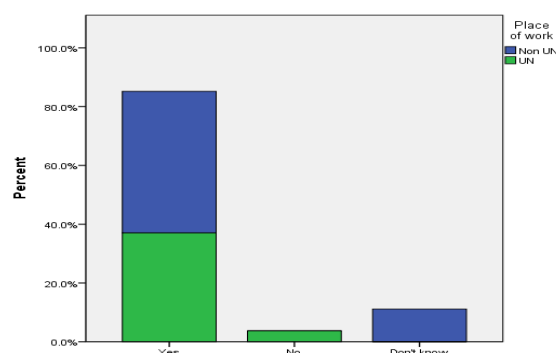
The evaluation team believes that ownership is a work in progress which takes time and although seeds of true ownership have been planted in the JP GEWE, nurturing is required to bear fruit in due course possible by the end of JP GEWE Phase 2. It is important in the next phase to give more time and effort to improve and include more voices especially at the regional, woreda and kebele levels to understanding the gendered priorities and for shaping the activities. It is the opinion of the evaluation team that this would enhance ownership.

#### **Contribution to the development of national capacity**

There is overwhelming consensus (80% +) about the contribution which the programme has made to capacity development as shown. All 4 Output Areas invest in and support local national capacity development as shown in Figure 7 below.

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<sup>36</sup> - These are centres where future entrepreneurs get hands-on / practical training on a specific skill/IGA, start production of outputs and sell their products in the same centre until they fully graduate from it

**Figure 7: Has JP GEWE Contributed to National Capacity Development?**

### To what degree did partners change their policies or practices to improve human rights and gender equality fulfillment?

In addition to supporting capacity development, the evaluation found that changes have been reported of some institutional policy and practice changes towards greater gender equality and the integration of human rights e.g. greater gender responsiveness by the MoFED budget Circular 2013/14, policy adoption i.e. the national HTP Policy, the introduction of new services e.g. Life skills training, tutorials at secondary school level, the 'traditional ambulance' in some communities in response to women in labour and in resource reallocation engendered by GRB.

## 3.7. Management & Coordination

### How well are responsibilities delineated and implemented in a complementary fashion?

The delineation of roles and responsibilities is elaborated and well documented in the programme document<sup>37</sup> although not so clearly in reality. A High Level Steering Committee (HLSC) co-chaired by the State Minister or Minister in the Ministry of Finance and Economic Development (MOFED) and the UN Resident Coordinator is the apex governing body of the Ethiopia One UN Fund and the JP GEWE. It is comprised of six Government of Ethiopia representatives, six members drawn from the UNCT and three donor representatives. Two HLSC meetings have been held in the lifetime of the JP and three donor representatives (DFID, Norway & Spain) have been invited to the HLSC meetings.

The JP GEWE Programme document also provides for the establishment of a Programme Management Committee (PMC) at federal, regional and district levels. It was reported that at the national level the PMC is co-chaired by MoWCYA and UN Women. It was unclear how frequent the PMC meets or how many meetings it has held in this first phase of the JP. A request by DFID to join the PMC on account of the perceived distance of the HLSC has not been acknowledged while the opinion that the PMC is a space reserved for national actors is strong. The envisaged programme steering/management committees were not established in most regions and JP woredas, which has created gaps in programme coordination. The evaluation found that management committees for JP sometimes merged with management committees to deal with all UN assisted programmes in some regions.

<sup>37</sup> See pages 45-77 of the JP GEWE Programme document



The evaluation found a technical working group at the federal level and for the specific purpose of the evaluation, an evaluation reference group (ERG). The technical working group (TWG) made up of MoFED, MoWCYA and participating UN Agencies is comprised of focal persons for the flagship joint programme from each of the agencies and IP. Both the TWG and the ERG reviewed the evaluation methodology and draft reports- evidence of complementary implementation.

In general the coordination and management of the JP is not very clear and well structured. The operation of the PMC and the TWG has not been in a planned and regular manner. The working of the PMC and TWG as well as the overall coordination of the JP is best characterized by issue-based meetings and coordination. The roles of agencies responsible for the overall coordination are not clearly and sufficiently provided. For instance, the programme has not established clear coordination and reporting mechanisms between the MoWCYA, as the lead coordinating and implementation agency, and its regional counterparts. Moreover, output lead UN agency role is not significant and not clear as well. No clear responsibility for coordinating or monitoring the outputs as a unit. There has not been collection of regular reports from contributing agencies, except when reports are requested by donors. Besides, the management and coordination system of the JP WEWE has not established clear accountability mechanisms.

#### **Were management and implementation capacities adequate?**

The plan was that specialized technical as well as managerial staff would have responsibility for the joint programme at different levels to ensure adequate oversight in respect of coordination, monitoring, accounting and controlling, reporting etc. At the federal level, one national Programme Officer and one Monitoring and Evaluation Officer were to be recruited and located at MoWCYA to support day to day programme implementation and monitoring. The National Coordinator position located within the ministry was vacated in October 2012 and no replacement has since been made. The Minister of State in charge of the Gender Directorate informed the evaluation that the Ministry is on the lookout for a competent and active replacement to take care of the big programme that is the JP. Ministry staff undertake the implementation of the JP as part of their regular work. Slightly over 50% of the survey respondents expressed the opinion that the management of the JP is adequate, while almost 30% held that it was inadequate.

The programme document stipulates that the focus of UNFPA is on the operational management and field-level implementation; while UN Women's major focus is for general oversight, coordination and policy development (JP GEWE Programme document, p 44).

The evaluation found that in all three main institutions charged with management of the JP, as well as in the UNPOs management capacity was limited in terms of numbers of staff. The UN Women Country (Ethiopia) Strategy for 2012-2013 acknowledges its 'weak institutional delivery capacity'.

Staff turnover was also reported to be a feature of the Ministry, bureaus etc. In an earlier section of this report capacity for human rights based approaches to programming as well as results based management was shown to be weak. The yet to be approved Capacity Assessment report also highlights and thus affirms the challenges with institutional capacity.

#### **How well have the coordination functions been fulfilled?**

The JP is being implemented by different government partners at federal, regional and district level resulting in a large array of implementing institutions and offices. This creates a heavy coordination burden. The overall coordination role is being played by the gender machinery, i.e., the Ministry of Women Children and Youth Affairs (MoWCYA) at federal level, Bureaus of Women's Affairs (BoWCYA/BOWA) at regional and Women's Affairs Office at district level.

UNFPA and UN WOMEN are co-leads responsible for overall coordination and management of the flagship JP among the UNPOs. Responsible officers in UNFPA and UN Women attest to the reality of coordination challenges and occasional role confusion. The distinction and delineation of coordinating responsibility are sufficiently unclear to warrant dissonance. Despite the clarity and simplicity of the PIM, it is reported that the current difficulty is with ascertaining where each coordinating institutions' role ends and the other's starts.

Despite being challenging for both UN partner agencies as for the coordinating ministries, the execution of the coordination function is described as 'very well' by 31% of the survey respondents and by 34.6 % as 'just OK'. Thirteen percent of the survey respondents claimed that coordination inadequate, and 10% did not know. *'There has been inadequate coordination capacity within UN WOMEN for the coordination of the implementation of the Joint Programme. The situation even deteriorated during the last year of implementation'*, observed one survey respondent. The coordinating effort being made by UN Women recognizes that there is 'great responsiveness' from the UN participating agencies. *'There is no doubt about the commitment of the UN agencies, it is huge, what has not worked so well are the horizontal linkages'*, observed one key informant. Another key informant observed that; *'The JP formula is positive, UN agencies are now talking and it has helped harmonization. We share information, we are doing more joint work, we have more coordinated delivery as One'*. The evaluation found that like the management function, coordination requires strengthening and improving.

**How effectively does the programme management monitor programme performance and results?**

Monitoring of the JP has not been as systematic and organised as it could be despite the existence of a Programme Monitoring framework (PMF). Few monitoring visits have been undertaken by programme management and no monitoring instrument was found across sites by the evaluation team. Two broad-scale monitoring visits and/or events have been undertaken to date. At the individual beneficiary level, the evaluation found that monitoring visits to some institutions have been rare and it is reported by some cooperatives that performance reports are neither expected nor sent to the Ministry. The programme reports seen by the evaluation usually catalogue activities undertaken or completed as opposed to results achieved.

**Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined?**

The Programme Monitoring Framework (PMF) partly identifies and defines the means of verification, the indicators to be tracked as well as the institution/s responsible for tracking the said indicators.

**Is relevant information and data systematically being collected and collated and analysed?**

The information and data currently being collected is inadequate to illuminate the indicators as presently stated. Neither is it being systematically collated to provide the necessary data pictures.

The Ministry of Women, Children and Youth Affairs avers that; *'Yes, reporting is poor, we are strengthening our support to the regional bureaus and we have designed a reporting format. The regional bureaus send reports directly to partners. The partners have different reporting formats. Some need details, while others do not. We are trying to harmonise our reporting'*, (Key informant).

Much information and data has been collected and reported for Output Area 1 and to a lesser extent for Output Area 2 as for the other output areas thus creating data gaps. No central (or centralised) data base of beneficiaries, outputs, testimonies or stories was found. Yet for a joint programme this is so critical especially because different UNPOs and many IPs are involved.

Management limitations, poor reporting, weak monitoring and the absence of an information, data or knowledge management system specific to the JP appear to have hindered the regularity with which information is collected and analysed for management use and decision making.

**Has the programme made strategic use of coordination and collaboration with other Joint Programmes to increase its effectiveness and impact?**

The evaluation found no evidence that the JP is collaborating with other Joint Programmes. If this is happening, it is not being monitored or reported in a manner that can be captured and documented. It is quite plausible that some collaboration is taking place but no references were made to other JPs in the FGDs, CCs or survey.

## IV. LESSONS LEARNT & BEST PRACTICES

The evaluation has unearthed the following lessons & preliminary<sup>38</sup> best practices (*statements with dark-red fonts*) applicable to the major evaluation criteria and the four programme Outputs:

### Programme Design:

- The idea of *joint programming is a hard long road to travel and requires high commitment; resources; perseverance to reap the gains*. Although the JP GEWE is said to have undertaken extensive stakeholder consultations, they still seemed inadequate to gain the required levels of commonality of vision and to a lesser but important extent ownership.
- *Programme design and planning stages are critical for ultimate success. The programme logic/theory of change with SMART objectives and corresponding feasible indicators for performance monitoring, tracking and reporting progress; etc constitute the key elements of a successful design*. However, both are found weak in the case of JP GEWE phase 1.
- *The fact that theoretical and operational frameworks and/or plans (e.g. RBM & HRBA) are mentioned in programme documents is no guarantee that they will be consistently and systematically applied; but they need to be understood, and reflected upon*. Knowledge of RBM & HRBA may be more declarative than deep or widespread. Training may be required by programme implementers or supervisors to guarantee acceptable operationalisation.

### Programme Coordination & Management:

- Management structures are operated by people and there is no substitute for skilled, committed, engaged and sustained leadership. *It is important that a programme ensures that the full complement of competent and committed staff is on hand in order to maintain both a focus on results and performance and reasonable compliance with the plan*.
- *Full and active participation of stakeholders in all stages of the programme cycle are crucial in developing sense of ownership over the programme and its results on their part*. The fact that most of the staffs of the non-gender machineries (line ministries) viewing JP as an added task justifies that such characteristic features of a joint programming have yet to be developed by the JP.
- *Programme context/operating environment (key dimensions - organisational capability, policy environment, political, social, etc) influences programme execution*. Thus, it needs to be reviewed at regular intervals to ensure balance and equilibrium to guarantee the delivery of desired results.
- *Lack of mechanisms for proper handover and transfer of responsibilities, documents, information and knowledge at times of staff turnover has compromised the capacity of the gender machinery to undertake effective gender mainstreaming across all levels - loss of institutional memory*.
- *The Technical Working Group approach and the joint field monitoring exercises add value to the improvement of programme implementation*; but need to make timely feedback & reflections.

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<sup>38</sup> - 'Preliminary' implies that the practice is viewed as a best practice, but hasn't yet adequately been explored using case study to genuinely portrait it due to time constraint. It is also a bit hasty to expect a fully ripen fruits from a pilot phase.

#### Output 1:

- **Creating access to financial sources to women increases the likelihood of increased household income, ultimately contributing to improved livelihood security and basic necessities.** Field observations confirm that poor women are highly committed to make best use of any form of assistance, financial or otherwise (in kind). For instance, the members of Bishoftu Poultry SCCOs used the revenue to expand their business - **asset building** (see case story 1 for this best practice).
- Institutional mandates build on segregation of duties among sector offices of the Govt. Still, as observed in Oromiya, **the collaboration of Govt IPs and financial institutions (e.g. Coop Bank, Oromiya) in jointly managing repayment of the RLF by women beneficiaries is working well** (e.g. Oromiya Region). To what extent this could be generalized to serve all JP areas is difficult.
- Mostly, **JP women entrepreneurs are inclined to engage in IGAs to which they are familiar with** – risk avoidance. For instance, over ten Poultry Farming SCCOs in Bishoftu are concentrated in one compound alone that belongs to the woreda MSE office. All operate in similar Poultry Farming. Thus they suffer from lack of market outlet/competition.

#### Output 2:

- Regardless of the total amount of fund disbursed for Output 2, **the JP fellowship has created access to thousands of needy girls, who otherwise would have stopped their higher level education. A few of the JP sponsored students actually have become caretakers of their households /supporting siblings (in the case of orphans).** The component not only directly impact on promotion of girls' education, but also helped in improving their academic performance and decreasing dropouts.
- Tutorial classes also created access to other non-JP sponsored students. But, on the other hand it seems as if it is stimulated by the incentive paid to teachers participating in the tutorials. For instance, the Teji (Oromiya) tutorial classes have ceased for stopping the payment to teachers.

#### Output 3:

- **The Govt structures, especially the Gender Machineries operating at the regional level have become conversant to the needs of gender issues in their respective contexts.** The majority have furnished the ground for gender-sensitive programming by creating a new section/unit or delegating duties to existing staffs. The reviewing of annual plans for gender-sensitivity is highly appreciable.

#### Output 4:

- **Community based institutions (e.g. Paralegals, Bishoftu) are instrumental in addressing GBV and related social factors with minimum technical and material support.** Thanks to them, e.g. Bishoftu area the incidence of GBV related issues in is decreasing by much (FGD).
- **Commitment of Political leaders among IPs at all levels is an essential factor for success that will help bring substantial change in the lives of participant girls and women.** The case of the Bishoftu PC is a perfect product of commitment of the local Admin. The PC has been efficiently handling relevant cases with the leadership support of the Deputy Kebele administrator as its Chairperson.

## V. CONCLUSIONS & RECOMMENDATIONS

### 5.1. Conclusions

In spite of a major funding gap, JP GEWE has been successful in simultaneously engaging and working at the high political end and at the community and individual levels, showing how it is possible to use a bottom-up as well as a top-down implementation strategy in one and the same programme to good effect. This has been made possible by multiple UN and government agencies working together to address different but related dimensions of one programme and using their existing systems & structures. This JP has shown the true benefit of joint programming as well as its difficulties and shortcomings. This phase has been a successful and valuable learning experience.

The degree of JP's overall achievements is found commendable, especially in the light of the funding shortfall – the major challenge of JP Phase I. Most IPs and Regions report poor financial disbursements (e.g. 15% of total annual budget in one instance) yet claim 100% accomplishments. In other cases completion is reported over 100% of planned targets (Tigray, Afar, Oromia). This is a paradox.

While the joint programme design, implementation and institutional arrangements appear to be working, coordination and management, especially financial management structures and systems are not operating optimally. JP Financial management is characterized by chronic delays which influence its execution resulting in programme inefficiency and *twice extension of the JP!*

Programme performance is not currently being adequately tracked because of, among others focus on results which are capacity dependent. Monitoring is weak and there is no consistent application of a performance and or results monitoring framework based on theoretical, conceptual or practical notions which underpin the JP. Nevertheless, the evaluation found that all Output Areas have been successful in achieving one or more of the stated results.

Accordingly, it is recommended that the programme is further extended into a Phase II with increased and predictable/multi-year funding; scaling up operations and further strengthening and consolidation of Outputs with due consideration to the below recommendations meant to assure the intended results of making gender equality and women's empowerment attainable in Ethiopia.

### 5.2. Recommendations

The overall findings of the evaluation depict that the current focus areas of the JP GEWE are relevant to the situation of girls and women in the country despite differences in regional and or local contexts. The programme has achieved moderate but significantly positive results in phase 1 in the face of serious funding challenges; that deserve further strengthening and consolidation.

Therefore, in line with the overall conclusion reached, the evaluation team recommends the following suggestions as a way forward for both the design and implementation of JP Phase II.

## Recommendations by Evaluation Criteria & JP Outputs

### *Design & Relevance:*

Three major findings from this evaluation will inform the next phase of the JP GEWE. The design needs to be carefully done. While still relevant, the programme's intervention theory of change (ToC) and especially each Output Area would need to chart its own ToC to align with or issue from the larger programme one in order to improve coherence while encouraging collaboration.

#### **Recommendation 1: Design of JP Phase II to employ a Participatory "Programme" Planning Approach and builds on Lessons Learnt and Best Practices generated from JP Phase I.**

To ensure its ultimate success, the *design of JP Phase II needs to employ a participatory and thorough cause - effect analysis of problems; setting SMART Objectives/ Outcomes with feasible operational strategies and targets based on means-ends relationship*. The *active involvement of key stakeholders in the design phase* is imperative so as to enable them developing sense of ownership over the programme and its results.

A typical "Programme" is a multi-year endeavour with, among others a duration of not less than five years. It involves various preparatory activities that normally take ample time in order to embarking upon a full-scale operation. Thus, **JP Phase II should have at least a 5-year duration/lifespan.**

#### **Recommendation 2: Results Framework for Phase II to be improved through establishing logical linkages between objectives hierarchies and with objectively verifiable indicators.**

The logical linkage of the four Outputs of **JP Phase I** couldn't be substantiated. They have different target groups (e.g. Output 1 Vs Output 2), which is a clear reflection of the limitation of the design. Thus, the design of JP Phase II has to ensure horizontal and vertical linkages among its objectives.

Secondly, setting objectively verifiable indicators (OVI) by objective hierarchy with clear and achievable targets /results is a key step in the design of any project /programme. Therefore, the Log-frame of the JP Phase II needs to have carefully established OVIs for each of the would-be Outcomes/components to ensure timely tracking and documenting of its performance. The indicators should be backed by baseline values /data collected prior to starting its e operations.

### **Programme Coordination & Management –**

#### **Recommendation 3: Create a Central Programme Coordination Unit (CPCU) under UN Women to ensure adequate capacity to coordinate all activities of the JP to be executed by the different stakeholders, support planning and capacity building of IPs, monitor, track results; and report on.**

JP GEWE is a huge programme involving a number of government stakeholders operating at different administrative levels of the country and the UN Systems. The management function of the JP GEWE requires the full complement of staff as envisaged and documented in the Programme document. ***It is therefore recommended that a Central Program Coordination Unit (CPCU) under the UN Women is established with full responsibility to manage the JP.***



The CPCU should be adequately staffed at Federal Level with project staff designated to the different JP implementing regions to ensure proper follow up and support to the IPs. The Unit should be fully entrusted with the task of facilitating critical joint events (AWPs, joint reviews; field observations providing feedback; case studies etc); overseeing and following up of all JP endeavours; centrally manage the MIS; compile and disseminate periodical reports to stakeholders; etc. A detailed TOR for the CPCU should be prepared as part of the JP Phase II Programme Document.

In line with the understanding reached among stakeholders to use the human resources available in sector offices, the grassroots (woredas) IPs had to accommodate all JP activities without additional staffing. The regional and woreda IPs believe that this has created additional workload on the staff. The staffing issue has negatively affected the overall efficiency of the JP. It is worthwhile that at least a focal person paid from the JP is assigned at a woreda level. Also, revisiting the overall staffing situation in the IPs in view of the new JP requirements and devising contingency means is essential.

**Recommendation 4: Build capacities for Results Based Management (RBM) for all key stakeholders and in particular CPCU staff and all the IPs.**

Building the capacity of IPs/stakeholders (relevant Govt bodies), primarily their technical experts on RBM (programme management) to address existing gaps identified by the capacity assessment done by participating UN agencies is a priority. JP Staffs need to be very familiar with the PIM so that they can assist other partners as required, especially with regard to reporting to UN Women may need to consider training in this aspect as a way of strengthening the JP management.

**Recommendation 5: Enhanced and joint Resource Mobilization under the leadership of the MoFED and the UN Resident Coordinator.**

The JP operation as a whole requires adequate resources in order to achieve its intended results/outcomes. To this end, the GoE in collaboration with its UN partners and the donors' community could enhance the 'popular' visible commitment to gender equality through, among others undertaking aggressive/ systematic fund raising/ mobilization effort for the JP under the One Fund Initiative. Thus, creative and successful ways have to be devised to make this a reality. Timely release of fund to IPs with guidelines and technical assistance from superiors is also crucial.

**Recommendation 6: Establish, Operationalize and Maintain an Efficient Management Information System (MIS) for the JP.**

The absence of a comprehensive programme management info system (MIS)/M&E seriously affected the evaluation job. Monitoring, tracking and assessing effectiveness has been weakly done in Phase 1. Thus, it is advisable and imperative that M, E & Learning plan and framework compatible with the JP Phase II are prepared at the design stage by qualified and experienced evaluators.

Secondly, establishing a functional **MIS (database)** built into JP Phase II M&E system (in the UNW, the CPCU), to which all IPs and partners regularly send their reports/documents is crucial. M&E data need to be **continuously & regularly collected from all pertinent sources of information on all four JP Outputs; processed, analyzed and documented/entered into a central archive in the relevant format; compiled into a report and disseminated to all concerned; etc regularly.** [*The Africa Gender & Dev't Evaluators Network could help in developing a practical HR-Based Gender responsive M&E system.*]

The MIS/CPCU should aggressively and proactively collect and document relevant documents and data from relevant sources ahead of time (rather than intermittently searching when requested/required). **Baseline data**<sup>39</sup> on all Outputs & Outcome level indicators have to be collected and compiled prior to commencement of JP Phase II operations. Current data on programme achievements (e.g. activities carried out; beneficiaries reached; lessons learned & best practices, etc) have to be collected through participatory monitoring and follow up with field observation and compiled regularly. Conducting joint periodical (bi-annually) progress reviews & reflections as feedback to monitoring findings, etc will help make informed decision making for improved performance and achievement of results. Quality reporting on results should be underlined. There are interesting stories out there in the field, but haven't properly been recorded for reference.

**Recommendation 7: Strengthen Coordination & Management by Replicating the Federal Level Coordinating Mechanisms at Regional and Woreda Levels.**

The evaluation shows some deficiency in the management and coordination of the JP which can be easily rectified. Presently, working with and through government structures (bureaucracy) is slow; partners need to find creative opportunities and ways within the spaces of the bureaucratic system to speed up programme interventions without jeopardising the necessary checks and balances. Management needs to be more assertive and proactive in programme administration of both partners and IPs by the respective coordinating institution or organisation. Donors are encouraged to be constructively engaged in the process. More regular and planned meetings in addition to understanding of roles and responsibilities and commitment to deadlines as well as agreed courses of action in pursuance of the goals should improve programme management.

Project management structures at all levels should be activated, reactivated, energized or created as envisaged in the programme document in order for the programme to be efficiently managed. Replicating the Federal level management structures (e.g. steering committees & Technical Working Groups) at Regional and woreda levels will enhance coordination and effective implementation.

**Recommendation 8: Enhance Multi-Sector collaboration and action to achieve the JP results.**

A key gap identified by the evaluation was the limited involvement of other sector ministries in the implementation of JP activities related to their mandates. This was partly attributed to the fact that the sector ministries were not adequately consulted during the design stages, and also partly due to the fact that they lacked the guidelines and information for engagement. To address this challenge, MoWCYA could create guidelines to support other sector ministries to be actively involved in the implementation for improved and strengthened coordination, monitoring, reporting and general documentation. They should be invited to participate in Coordination groups – particularly at the TWG s at Federal, Regional and Woreda levels. Furthermore, MoWCYA could consider inviting CSOs with relevant skills and expertise to join implementation as trainers to support IPs in strengthening the HRBA, VAM, RBM, BST, BDS, M&E, etc dimensions of the programme.

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<sup>39</sup> - Baseline survey isn't a situation analysis. Baseline data is data collected after the design of a project/programme with the purpose of establishing values for the specific indicators as suggested in the logframe.

Strengthening coordination, collaboration, frequent consultations, transparency and regular sharing of information among key stakeholders has the potential of making the JP GEWE more successful it ought to be seriously considered and tested. In this regard, UNOPs involved with other joint programmes could synergise relevant aspects of the JP with them to improve the JP.

### Effectiveness – Thematic/Sectoral Recommendations –

As expressed earlier, the evaluation found out that the 4 Outputs of JP Phase I are still relevant in the context of the Implementation of Pillar 7 of Ethiopia's GTP. However, it was also noted that there is need to improve on some of the indicators, collect baselines and come up with realistic targets for all of the 4 result areas. To assist specific Agencies and Sectors in addressing some of the challenges/gaps identified a few recommendations are provided below per each Output Area.

#### Output 1:

**Recommendation 9: A standardized, clear and transparent beneficiary selection criteria/procedure targeting inclusive of the “poorest of the poor” developed and applied.**

Among the limitations observed with regard to Output 1 of JP Phase I was inconsistent targeting. For example, IPs of Illu woreda (Oromiya) deliberately avoided the ‘most poor’ (who are assumed unable to pay back the loan). Therefore, JP II should consistently employ standardized beneficiary selection criteria that ensure the inclusion of the ‘most poor’ women to benefit from the JP.

**Recommendation 10: Expanding Capacity Development and Business Development Support to women engaging in Income Generation Projects.**

The BSTs & BDS offered to participants vary from mostly from 1 - 2 days<sup>40</sup>, which is inadequate (the One UN Fund 2012 Annual report says 7 days). In order to ensure sustainability and profitability of their business ventures, there is need to provide adequate BST (3-5day) and on-going BDS support.

Targeting the poorest of the poor also means that they are not necessarily literate and able to run viable businesses. Capacity building for the women entrepreneurs should include **basic functional literacy education**; use of ICT and mobile technology for market access and information on prices.

**Recommendation 11: Develop and Enforce a Common/Standard and Legally Binding Credit Delivery System.**

Presently, the credit delivery mechanism runs without a guideline common to all JP IPs. JP Phase II should have a standardized and legally binding credit delivery procedure/ guidance for management of the RLF - on the issuance, recollection of loans, handling defaulters and use of the fund recovered from repayment. Strict use of business plans for issuance of loans; modest interest rate and fixed grace periods depending on the type of business venture, etc should be clarified in the procedure.

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<sup>40</sup> - JP field report of 20 Jan 2013

### **Output 2:**

#### **Recommendation 12: Considering complementary among programme Outputs while targeting beneficiaries for synergistic effect.**

Most of the JP sponsored girls are from large and poor families; some are single and some double orphans; etc. Such needy girls/families need special attention – Purposive targeting of such families for both Output 1 & Output 2 will ensure their sustained access to education and ultimate improvement in their household livelihood security situation.

As learned from a sample woredas (e.g. Illu) the follow up of attendance and results of the tutorial classes is weak. Also, not all JP sponsored students/ girls pass national examination. There are drop-outs left with no follow-up action - a critical issue of sustainability. Thus, tutorials better focus on selected subject matters for limited days/week; accommodate both female and male students; and continuously and strictly followed up and supervised to ensure fulfillment of the intended purposes.

#### **Recommendation 13: Forge Private/Public Sector Partnerships to Fund Tutorial Classes.**

As indicated under findings, some of the teachers running the tutorials mainly work for the sake of incentive they get from the JP, and don't properly fulfill their duties (Amhara region expressed that the teachers conducting tutorial classes are not paid incentive). Thus, it will be sustainable if other regions follow the experience of Amhara or any other region that don't rely on incentives.

Secondly, developing a strategy to scale-up the intervention in a more sustainable manner such as by fund mobilization from private businesses and individuals and establishing a pool fund at national level to be accessed by regions and woredas as necessary will ensure sustainability of the intervention.

### **Output 3:**

#### **Recommendation 14: Enhance the application of the Gender Mainstreaming Tools for the Gender Machinery and training for other Sectors at Federal, Regional and Woreda levels.**

The lack of sector-specific gender mainstreaming guideline in sector ministries so as to enable them fulfill their respective accountabilities; scarcity of operational budget for gender machineries/institutions; limited staffs' comprehensive knowledge and skill competencies in the application of gender mainstreaming tools and low commitment remain the major challenges of Output 3.

Therefore, **building the technical capacity** for effectiveness of gender machinery and structures at federal, regional and sub-regional levels on gender equality and women's empowerment, including application of tools, checklists, manuals and guidelines for gender programming is worthwhile. Institutionalization and implementation of a comprehensive training program within training institutions including civil service training centers at federal, regional and woreda level addressing the core, functional and technical capacity gaps will ensure sustainability and expanded reach.

**Recommendation 15: Enforce the Implementation of the “Levelling Tool” to enhance accountability for delivering on gender equality at all levels.**

The evaluation found out that MoWCYA had developed an accountability tool – the “Levelling Tool” which requires all Sector Ministries to report on progress in achieving gender equality targets within their sector mandates. However, this Tool has not yet received the highest level of endorsement. It is therefore recommended that in JP Phase II, the necessary efforts, including advocacy and awareness raising on its validity are made to ensure that the tool is endorsed and implemented at all levels. Strengthening accountability mechanisms for gender mainstreaming, in particular at line ministries, reflected in TORs, performance indicators, resource allocation and reporting on results and outcomes will be critical for achievement of all the 4 JP outputs and of Pillar 7 of the GTP.

**Output 4**

**Recommendation 16: Establish and strengthen working relationship between CBOs, LNGOs and the local Justice System towards mutual support and fulfillment of accountabilities.**

As learned from the experience of Bishoftu K-08 PC, the latter tries to address most of the social issues (HTP, VAW, etc) and conflicts based on common social norms and practices without seeing/ realizing legal implications. ***Creating collaboration with and capacitating the CBOs like the PC by the justice system is highly imperative.***

The worda and kebele level actors lack budget for running costs. JP resource allocation better consider such entities and make modest allotment to enable them meet their critical areas of needs.