Names and signatures of (sub) national counterparts and participating UN organizations

UN Organizations	National Partners
George Okutho 22/12/2010 ILO Representative Date & Seal	H.E Mr Ahmed Shide State Minister Ministry of Finance and Economic Development Date & Seal
Alessandra Tisot UNDP Country Director Date & Seal	H.E Wzo Zenebu Tadesse Minister, Ministry of Women, Children and Youth Affairs Date & Seal
Luc Rukingama UNESCO Representative Date& Seal	
Benoit Kalasa, Ph.D UNFPA Representative Date & Seal	
Ted Chaiban UNICEF Representative Date & Seal 30 Dec 10	
Elizabeth Lwanga Regional Programme Director, a.i East and Horn of Africa UNIFEM Date& Seal 29/12/2010	
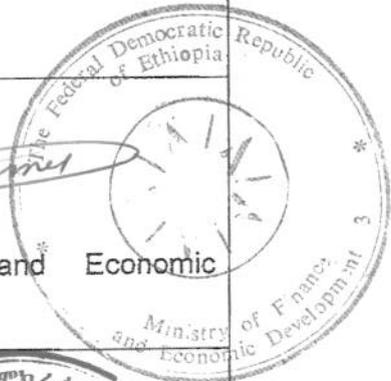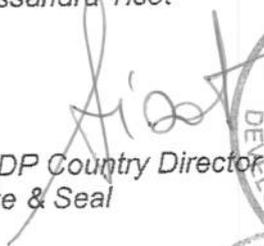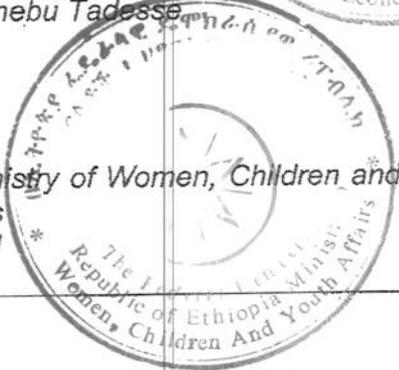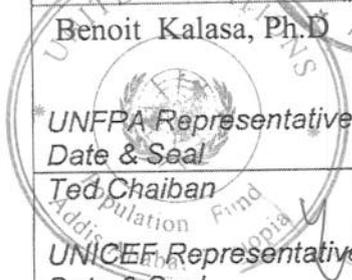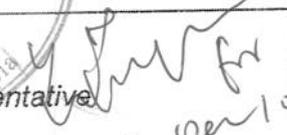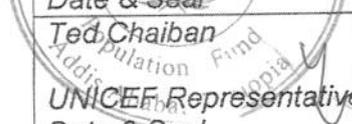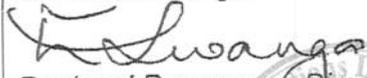
JOINT PROGRAMME ON GENDER EQUALITY AND WOMEN'S EMPOWERMENT

UNDAF Themes and Strategic Areas of Focus:

Good Governance & Human Rights

UNDAF Outcome(s):

Women's empowerment, gender equality and children's rights promoted and strengthened

Joint Programme Outcome(s) (if different): ---

Prog/project Title:	Total estimated Programme Budget
Joint Programme on Gender Equality and Women's Empowerment	USD 21,989,225
	Out of which: 1. Funded Budget:
Programme/project Duration (Start/end dates):	USD 5,951,807
January 2011 to June 2012 (initially)	
	2. Unfunded budget:
Fund Management Option(s): (Parallel and pass-through, combination)	USD 16,037,418
Administrative Agent: UNDP (for the pass through arrangement)	

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Abbreviations and Acronyms

AEMFI	Association of Micro Finance Institutions
AID	Acquired Immune Deficiency Syndrome
BoA	Bureau of Agriculture
BDS	Business Development Services
BoI	Bureau of Industry
BoLSA	Bureau of Labour and Social Affairs
BoT	Bureau of Trade
BoWCYA	Bureau of Women, Children and Youth Affairs
BoFED	Bureau of Finance & Economic Development
CEDAW	Convention on the elimination of all forms of discrimination against women
CPAP	Country Programme Action Plan
CSOs	Civil Society Organisations
DAG	Donor Assistance Group
DEVAW	Declaration on the Elimination of Violence Against Women
DRS	Developing Regional States
FAMOS	Female and Male-Operated/Owned Small Enterprises
FAO	United Nations Food and Agriculture Organisation
FEMSEDA	Federal Micro and Small Enterprise Development Agencies
FGM/C	Female Genital Mutilation/Cutting
GBV	Gender Based Violence
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GoE	Government of Ethiopia
GRB	Gender Responsive Budgeting
GoE	Government of Ethiopia
HACT	Harmonised Approach to Cash Transfers
HTP	Harmful Traditional Practices
HIV	Human Immunodeficiency Virus
ICPD	International Conference on Population and Development
IFAD	International Fund for Agricultural Development
IGA	Income Generating Activities
ILO	International Labor Organization
LED	Local Economic Development
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MIF	Micro Finance Institution
MoFED	Ministry of Finance & Economic Development
MoI	Ministry of Industry
MoLSA	Ministry of Labour and Social Affairs
MoT	Ministry of Trade
MoWCYA	Ministry of Women, Children and Youth Affairs
NGOs	Non-Governmental Organisations
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
PMF	Programme Monitoring Framework
PMSC	Programme Management, Support, and Co-ordination
PPP	Public Private Partnership
PSCAP	Public Sector capacity Building Programme
PSD	Programme Support Document
PSL	Participation for Sustainable Livelihoods
PSNP	Poverty Safety Net Programme
RBA	Rights Based Approach
REMSEDA	Regional Micro and Small Enterprise Development Agencies
SACCO	Saving and Credit Cooperative
SBAA	Standard Basic Assistance Agreement
SDPRP	Sustainable Development and Poverty Reduction Programme
SHD	Sustainable Human Development
SL	Sustainable Livelihoods
SLP	Sustainable Livelihoods Programme

SLTC	Sustainable Livelihoods Technical Committee
SMART	Specific, Measurable, Attainable, Relevant, and Time bound
SME	Small and Medium-Scale Enterprises
SSA	Sub-Saharan Africa
STD/I	Sexually Transmitted Disease/Infection
UN	United Nations
UNCDF	United Nations Capital Development Fund
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNIFEM/UN WOMEN	United Nations Fund for Women
UNJPD	UN Joint Programme Document
USAID	US Agency for International Development
VAW	Violence against women
WAD	Women's Affairs Department
WB	World Bank
WED	Women's Economic Development
WEDGE	Women's Economic Development and Gender Equality
WFP	United Nations World Food Programme

1. Executive Summary

Gender remains an indicator of major disadvantage in Ethiopia. According to the 2008 Global Gender Gap Report, Ethiopia ranks 122nd out of 130 countries (i.e., 9th from the bottom) assessed, indicating large gender disparities. The Gender-related Development Index (UNDP Global Development Report) ranks Ethiopia 169th out of 177 countries (also 9th from the bottom). Evidence for gender inequality is widespread in many areas of Ethiopian women's lives.

Sex-disaggregated indicators related to economic engagement show that Ethiopian women often lack access to productive assets and business development services including (micro)finance; only 18.6% are landholders, while their landholdings are not usually prime fertile land and only 12% of women working in agriculture have been able to access credit to boost production. Systematic research on violence against women (VAW) is scarce, but what findings there are indicate that the majority of women face violence at some point in their lives and fail to report it. While large steps have been made in closing the gender gap in primary education which has all but disappeared throughout Ethiopia, the gender gap remains quite blatant at the levels of higher secondary and especially at tertiary education, with marked regional discrepancies.

Although political representation has improved over the years in political structures, social perceptions about the leadership ability of women, their low socio-economic status, low educational and skills levels and lack of strong role models all contribute to women still being largely underrepresented in decision-making positions across the BoA.

While Ethiopia's government has made large strides over the recent years in setting the corner stones of a women's machinery in government both at federal and regional level, there still needs a lot to be done in terms of uplifting the currently existing infrastructure, systems and procedures from minimum requirements to what the government and development partners would like to see in place.

The basis for the existing differences between the lives of men and women lies in the traditional patriarchy of Ethiopia which remains buttressed by religion and culture and gender differentials in access, participation and service provision across the educational, legal, health, economic systems and sectors. While recent changes to the Constitution and the legal code were meant to rectify and do away with patriarchal attitudes and practices and engendered some change, there is still need for further transforming discriminatory attitudes toward the female gender at the work place, in the public sphere as well as within people's homes. Specifically, there is need for systematic gender-mainstreaming, harmonization and alignment of processes and systems, including M&E/MIS and data analysis that is the bedrock of evidence-based strategic planning.

The Programme will be implemented in all regions as well as at Federal level. 10 to 15 percent of all woredas from each region will be selected for implementation of interventions

that are undertaken at grassroots level. The specific regional mix of interventions is articulated in response to regional stakeholders' demand, strategic prioritization informed by political and evidence-driven allocation of resources, and the current landscape of already existing programme interventions between and within the regions. Overall, the JP will strive to make a major contribution the UNDAF Outcome "Women's empowerment, gender equality and children's rights promoted and strengthened".

The JP co-lead is shared between UNFPA and UNIFEM with distinct division of labour based on their mandates and strengths. The participating agencies endeavour to contribute to the JP goal through four outputs areas, each lead by one organization that coordinates the inputs by all organizations contributing to the output. The strategic outputs around which the JP is framed are:

1. Increased accessibility of financial and non-financial services to economically disadvantaged women (lead agency ILO)
2. Enabling environment created and support provided for girls and women to improve participation and access to secondary and tertiary education(lead agency UNICEF)
3. Strengthened institutional capacity for gender mainstreaming (lead agency UNIFEM)
4. Increased institutional capacity and community level knowledge and skills to promote and protect the right of women and girls (lead agency UNFPA).

The JP also aims to contribute to the ability of the GoE, MoWCYA and sectoral Women's Affairs Directorates (WADs) at the federal level to better access and effectively use donor resources currently potentially available for activities in support of equality and women's empowerment. This includes harmonization and alignment with activities under other key multi-donor programmes, for example: PBS, PSNP and other initiatives such as the DAG Gender Pooled Fund (GPF) and the EU's support to MOWCYA.

The initial JP timeframe is January 2011 – June 2012, covering the transition period of the UN system to a new UNDAF period 2012-2015. It has a total estimated budget of USD 21,989,225, broken down to USD 5,951,807as funded and USD 16,037,418 unfunded portion. The latter is to be raised from core and non-core contributions during the JP implementation period.

2. Situation Analysis

2.1   Women's Economic Empowerment

Importance of the Primary Sector and related Participation, Access & Distribution of Resources

In 2007, the population of Ethiopia numbered some 74m (Ethiopia Population & Housing Census, 2007). It can be assumed that Ethiopia by now has an estimated population of close to 80m people. Overall, 85% of the population depends on agriculture for a living. Women constitute 49.5 % of the

total population and contribute to over 65% of agricultural production, storage and processing. However, women's contributions are virtually invisible and their economic status remains very low.

Ethiopia's population distribution is overwhelmingly rural: 84% of Ethiopians reside in rural areas. Ethiopia is largely a rural economy in which the GDP is primarily based on agricultural products. Agricultural activities contribute to nearly half of Ethiopia's GDP (MoFED, 2007), hence control of agricultural resources plays a critical role on economic decision making and ultimately, who yields economic power not only at the household and community level but also, at the scale of the national economy. Ethiopian men control agricultural assets far more than do women.

The vast majority of agricultural holders are men and, compared to women, men hold a greater diversity of agricultural holdings. Only 19% of females possess land. Though men own the majority of productive assets, such as land, livestock, and tools, women invest much of their time in supporting these agricultural activities. Furthermore, women are traditionally not supposed to operate a plough, but only engage in hoe-farming. As a result, many land-owning women are forced to rent their property to men who can adequately manage it, giving over quite a significant proportion of the profits, in return.

Diversified agricultural holdings represent an extra cushion against economic shocks and environmental challenges, such as drought, pestilence, or a fall in price of products. Men's agricultural assets are more diversified than women's. More men than women control both crop land and livestock (88% of men and 76% of women). Ownership and decision making power remains in the control of men, implying that economic shocks may have a greater impact on women, who have diminished control of resources.

Workload on Women and the "Invisibility" of their Contribution to the Economy

Women's participation in the economic sphere is narrow and largely confined to domestic work and low paying menial jobs in the formal economic sphere, making them largely reliant on men for economic support for themselves and their families. Despite all the hardship women face their valuable contribution has never been calculated in the national GDPs globally. Nevertheless, it is largely because of women's support to the family, that other family members are able to meaningfully participate in civic and economic life.

Population dynamics such as growth rate, age structure, migration and household structure contribute to understanding the needs, opportunities and challenges of women and men. For example, high population growth rate and a young age structure reflect women's higher levels of childbearing and probably greater responsibilities for childcare, in addition to other domestic duties. Likewise, large numbers of female-headed households create additional burdens on women, creating high levels of dependency on fewer income earners within the household. Time is another scarce resource women are constrained by. A lack of investments in child care infrastructure and appropriate technology to reduce women's workload further complicates women's lives.

The overall dependency ratio is 0.9 meaning that there are 9 dependents between the age of 0-15 or above 64 for every 10 people in the working age group in Ethiopia. The young population reflects increased childbearing by women of reproductive age and an increased burdens to care for young children. It also reflects the increased burden on the working age population to support a large number of children. The high proportion of young children in the population translates into greater pressure on their (female) caretakers to produce food, provide shelter, and access health and education services. This puts pressure on family members, especially women, to provide food, care

and support for these large families. In addition, large numbers of children strain the health and educational infrastructure, particularly in Ethiopia where existing schools and clinics are insufficient to support a large population. That there are more surviving males in Ethiopia than females may reflect nutritional preferences or childcare practices that favour boys.

Female Poverty and Participation in the Economy

The Household Income, Consumption and Expenditure Survey (2007) indicates that the proportion of female headed households in the lowest quintile increased from 43% to 49.5% over the 10 years period from 1995 to 2005 (FSS 2009). Women in pastoralist areas are more marginalized and could not own property without a male guardian until very recently. Though 39% of Ethiopian people live below the poverty line, women form the majority of the poor. Due to the roles and responsibilities women and men assume, they are differentially affected by poverty and take on varying coping mechanisms. Gender equity/equality is a fundamental human right and a necessary condition for social justice and development. Thus, in order to alleviate poverty and achieve sustainable development with equity, mens', womens', boys' and girls' interests and needs must equally be reflected in the overall development framework.

At all ages, men are more likely to be economically active than women. Peak economic activity occurs among the age group 30 to 49, however, only half as many women are economically active in this age group compared to men. Those residing in rural areas are more likely to be economically active than urban residents. Whether in rural or urban areas of the country, men are more likely to be economically active and engaged in remunerated work, than women. Men's economic activities tend to be in self-employment in the formal sector (56% of economically active men), whereas the majority of women are working as unpaid family workers (53% of economically active women). Women are also more likely than men to work in the informal sector (15% of women as opposed to 5% of men) or working as domestic workers (2% of women; < 1% of men). Conversely, men are more likely to be employers (5% of men, compared to 2% of women).

The main reasons cited for not being economically active differ for men and women. Overwhelmingly, both rural and urban women's work is unpaid domestic labor, keeping them from engaging in paid/remunerated work (42% of non-working urban women and 72% of rural women). The main reason for men not being in paid work is that they are in school (50% of non-working urban men and 47% of rural men). The fact that many women are engaged in non-paid domestic work contributes to their subordinate social status, and limited decision-making and control of resources. Confined to the domestic sphere, women's visibility is obscured and their participation in public life is limited.

Women are also disproportionately concentrated in unpaid or unstable jobs that offer lower earnings and less security and their ability to move to better jobs is limited by various forms of labor market discrimination/segmentation. Yet, female employment rates rose significantly between 1999 and 2005 (from 46% to 49%) and urban unemployment declined among female youth from 26 % to 22 %. Conversely, that non-working males are engaged in schooling reflects the investment in boys' education, making them competitive in the labor market.

Women spend considerably more time in domestic labor than do men. Based on figures from the Labor Force Survey (2005), women work an average of over 30 hours per week in domestic labor compared to men working an average of 7 hours. On average, women spend over 9 hours per week fetching firewood or water, over double the amount of time spent by men. Long hours in domestic labor leave women little time to invest in themselves. Ethiopian men in wage work on average earn

about 30% more than women. Wage earning men earn an average of 862 Birr per month, compared to women's wages of 647 Birr.

Women constitute only 32% of permanent public servants with significant disparities among Regions. Furthermore, women occupy low paying jobs, 10% professional and sciences and 23% in administrative positions (FSS 2009). The same study reported that women's employment in industries is lower than men; with only 27.9% female employment, women on average earn about 86% of what men earn. On the other hand, women are highly represented in the informal sector comprising more than 60% of those engaged in the sector.

The participation of women in the non-agricultural sector is likely to have increased to well above 50% by now which marks a distinct improvement vis-à-vis the 1999 when it stood at slightly above 40% (it rose from 40.6% in 2004 and 43.8% in 2005 to 47.3% in 2006). While 39% of Ethiopian people live below the poverty line, the majority of the poor are female leaving them without access to basic resources and services to sustain themselves and their families. Due to the roles and responsibilities women and men assume, they are differently affected by poverty and take on varying coping mechanisms. At all ages, Ethiopian men are more likely to be in remunerated work than Ethiopian women. Women's burden of domestic chores, community maintenance and caring for the young, the sick and the elderly competes with their ability to invest in themselves and to undertake paid work.

Most women cite the burden of domestic work as the reason why they are not engaged in paid work. Indeed, women spend a considerable amount of time in domestic work, an estimated 31 hours of work per week including fetching water and collecting firewood. The lack of technology available for domestic management means that maintaining a home is much more labor intensive in Ethiopia, where technologies such as washing machines or modern ovens are extremely scarce. Further, given the general absence of childcare centers or homes for the elderly, women remain the primary caregivers for these groups.

Women's Role in the Economy and Related Empowerment - Policy Environment

Formulated in 1993, the main aim of the *National Policy on Women* is to address gender inequality in social, economic and political arenas, and to devise major strategies to address gender issues in the country. The policy emphasizes women's rights to own property and to benefit from their labor, and promotes women's access to basic social services. The *National Population Policy (1993)* gives considerable attention to the issue of gender and describes the important role women play in controlling population growth. The overall goal of the population policy is harmonization of population growth with the country's capacity for development and utilization of natural resources. The policy describes that the status of women has a direct relationship to fertility levels, and explains how education and employment are related to fertility and reproductive health. The objectives of the policy describe the goal to raise the socio-economic status of women, increase educational attainment of females and remove legal and customary barriers to achievement of women's rights. The policy argues for women's empowerment to use contraception, without the need for male consent. Overall, the policy calls for the elimination of legal and customary practices undermining women's economic and social rights, including property rights and access to employment.

The "Development and Social Welfare Policy" (1996) recommends that gender issues be mainstreamed in all programs, projects, and services. The policy also recommends designing and implementing programs, projects, and services that have components for women or are women-specific at various levels, where appropriate. It places special emphasis on gender issues, including elimination of all forms of discrimination against women with respect to technical training, formal

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sector employment, and working conditions, as well as access to healthcare services. The policy promotes conditions that enable low income women to lighten their work load and play a meaningful role in the social economic and political life. It hinges on the empirical insight that one of the major causes of social problems is the economic dependence of women. Said policy also articulates that the issues of gender should be mainstreamed in all programs, projects, and services.

The Plan for Accelerated and Sustained Development to End Poverty (PASDEP) 2005/06-2009/10 focused on accelerating economic growth and explicitly addressed gender issues through one of its eight pillar strategies which proposed to "unleash the potential of Ethiopia's women". The linkage between women's economic empowerment and economic growth was underscored by the econometric model put forward by the World Bank in a research paper entitled "Unleashing the Potential of Ethiopian Women – Trends and Options for Economic Empowerment" (World Bank, June 2009). The simulation study showed that by enhancing women's access to key productive factors such as the acquisition of regular employment and/or jobs in the informal sector to ensure income, access to entrepreneurial inputs and land, Ethiopia's GDP would benefit by as much as 1.9% GDP growth per year. The latest iteration of the PASDEP which is currently being finalized (in 2010) includes a similar focus on mobilizing the so far undervalued economic potential of Ethiopian women.

Women's Economic Empowerment - Programming Landscape

There are a number of rather large-scale initiatives undertaken by government, private sector, non-government and donor programs to support the economic empowerment of women in Ethiopia. The organizations involved are either directly delivering financial and non-financial business support services to women starting and/or expanding their businesses or facilitating the provision of services by building capacities of intermediary institutions. Major initiatives in this regard are presented below;

a) **Federal and Regional Micro and Small Enterprise Development Agencies:** According to the National Micro and Small Enterprises Development Strategy, the role of FeMSEDA is to assist, encourage and support Regional Agencies (ReMSEDAs) in the ProMol and MoTon of MSEs. In particular, FeMSEDA focuses on training of trainers, dissemination of prototypes, information and consultation, facilitation of services, marketing and maintaining databases of MSE support institutions. Under the training aspect, though, a lot needs to be done in engendering the training materials, FeMSEDA provides vocational and technical skills in various fields to female and male business operators. It also provides business skills training such as CEFE, IYB, SYB, market outlet for MSE operators through its sales and display center. ReMSEDAs mainly provide training and other BDS to micro and small business operators within regions at the zonal and woreda levels.

b) **Ethiopian Women's Development Fund (EWDF):** This is a World Bank-funded programme with the overall aim of enhancing women's participation in development by mobilizing women at grassroots levels. The Fund has two main components, namely; a grass-root initiative fund and an institutional strengthening Programme. The Fund offers training programmes in business development, marketing, etc. to women in MSEs. EWDF also has a financial support window to promote women's entrepreneurs. Under this window, the fund provides grants of up to USD 4,000 to women organized in MSEs and cooperatives.

c) **Micro Finance:** The formal microfinance industry in Ethiopia began in 1994/95 with the government's proclamation on microfinance institutions (MFIs). MFIs are exempt from paying income and sales tax on profits generated. By 2005, there were 23 MFIs with almost 1 million clients. By 2007, the combined assets of existing MFIs (which by that time had risen to a total of 28) amounted to almost 3.5m Birr (National Bank of Ethiopia Annual Report 2006/07).

According to a 2008 AEMFI report, the microfinance institutions that are registered under the NBE had an active loan portfolio of about Birr 2.7 billion (291 million USD), which was delivered to 1.73 million active clients. They also mobilized about 951 million Birr (102 million USD) of savings. The average loan size and saving were about 1,574 Birr (170 USD) and 551 Birr (59 USD). Female borrowers constitute about 38% of the total clients of the MFIs. Interest rates charged on loans provided by MFIs are not fixed.

The rate varies between 9% per year (a declining rate over time) to 24% flat rate. Regarding deposits, a minimum interest rate of 3% to depositors is required by law. This sometimes discourages mobilization in remote areas where administrative costs added to the cost of capital make investment too expensive for prospective clients who would otherwise be interested in taking out loans.

While MFIs were originally meant to extend credit both to rural areas and the urban poor, the high transaction costs in hard-to-reach areas result in most MFIs operating in urban or semi-urban areas. This leaves the rural poor severely underserved. Other than the formally licensed MFIs, there are also a few NGOs which are informally involved in the delivery of microfinance. Their practices include subsidized interest rates, charity and lax delinquency penalties, which some claim risks to undermine the health of the MFI sector as a whole.

d) Saving and Credit Cooperatives: The other major financial services' provision mechanisms are the saving and credit cooperatives and multi-purpose cooperatives. According to the Association of Micro Finance Institutions (AEMFI, 2006), there were 19,147 primary cooperative societies with a total membership of about 4.62 million, of which women constitute merely 10%. Out of this total number 5,869 (28.8%) are housing cooperatives followed by saving and credit cooperatives 5,437 (26.6%), and multi-purpose cooperatives 5,104 (25%).

In terms of membership size the saving and credit cooperatives account for 8.2% of the total membership. The number of SACCOs increased from 35 in 1974 to over 5,400 by mid 2006. The aggregate SACCO membership during the same period increased from 8,332 to over 381,000 and their capital and savings from Birr 2 million to Birr 995 million. The sharp increase in the number of SACCOs and their members over the last five years, particularly in the rural areas, is attributed to the on-going rural financial intermediation programme.

e) The Joint Programme **"Leave No Woman Behind" (LNWB)** has an economic empowerment component which is implemented in a number of woredas of Amhara and Tigray regions. The 3-year LNWB JP (Feb 2009 – Feb 2012) which is supported by the MDG Achievement Fund integrates gender equality and women empowerment objectives. UNFPA and WFP are the participating UN agencies, with MOWCYA as GoE lead partner. The target population is 100,000 adolescent girls and women and 154,000 community members in 6 districts of Amhara (receiving 65% of LNWB budget) and 5 districts (35% of the LNWB budget) in Tigray regions. The total budget of the LNWB JP is US$7.5 million.

The LNWB JP is coordinated through the national gender machinery (MOWCYA, BOWCY and District Women's Affairs Offices) and implemented by regional sector bureaus and district offices (of education, health, agriculture). Intended JP outcomes include an economic empowerment/livelihood component (LNWB JP output 4: "Targeted women and their family members enjoy improved and

sustainable livelihoods with increased income, improved food and nutrition security, and enhanced resilience to shocks".[1]

The LNWB livelihood component started with a cascade training on Income Generating Activities and Savings and Credit (how to build cooperatives, business plan preparation, book-keeping etc.). Trained woreda experts trained development agents at kebele level, who in turn targeted 10,000 women with each trained woman supposed to pass on skills attained to nine additional women; the overall target being to have trained 100,000 women. Incentives of seeds, seedlings or hand tools are offered to women who can demonstrate they have trained the requisite number of others. By August 2009, 2,000 of the 10,000 women had been trained, most of them having trained 9-10 peers.

While initially, there were difficulties in coordinating the diverse JP components between relevant sectors, due to the novelty of a cross-sectoral integrated approach, WADs and BOWCYs are by now capacitated and JP Coordinating bodies fully operational in the regions. Another lesson from the LNWB is that empowering BOWCYs can be achieved through engineering financial arrangements so they contribute to empowering BOWCYs. Under the LNWB, any financial transfer from BoFED to sectoral bureaus needs to be authorized by BOWCY, thereby enabling BOWCY to officially request utilization reports from different sector bureaus and compile the results for different JP components.

f) Household Asset Building Programme (HABP)

HABP is one of the four components of the GoE's Food Security Programme (FSP) and complements the Productive Safety Net Programme (PSNP) by proMol and MoTng graduation of households. The HABP commenced in January 2010 and HABP-Technical Committee at Federal level, Coordination Units in AED and FCA have been established. Technical Assistants at federal level are on BoA, while regional technical committees are expected to be established soon. HABP provides financial services and technical support services/assistance for households in chronically food insecure areas, targeting some 2million households in 326 woredas across 8 Regional States namely Afar, Amhara, Dire Dawa, Harari, Oromiya, SNNPR, Somali and Tigray. The programme aims to move households out of food insecurity by building productive assets and diversifying income sources at household level. During the previous phase of the Food Security Programme (2005-2009), there was a programme known as "Other Food Security Programme" (OFSP), and the HABP was formulated based on OFSP's lessons learnt.

HABP has the following basic characteristics: demand-driven extension services; based on market analysis; identification of appropriate on and off-farm investments and IGA; household business plan is mandatory; facilitating input supply and output marketing; sustainable provision of financial services through sustainable financial institutions; emphasis on off-farm activities; formal structures to support HABP implementation (Technical Committee, working groups, Coordination Units etc.). Major HABP stakeholders comprise the Agricultural Extension Directorate (AED) & Federal Cooperative Agency (FCA) of Ministry of Agriculture and Rural Development co-chair the HABP Technical Committee, and Food Security Coordination Directorate (FSCD), Federal Micro and Small-scale Enterprise Agency (FeMSEDA), Association of Ethiopian Micro Finance Institutions (AEMFI), Ministry of Labour and Social Affairs (MoLSA), Ministry of Federal Affairs (MoFA), Ministry of Youth and Sports (MoYS), MOWCYA, and MoFED.

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[1] Other LNWB JP outputs are; 1) Increased enjoyment of human rights at grassroots level through strengthened Government efforts in proMol and MoTon and protection of human rights and community empowerment, with special emphasis on adolescent girls and women; 2) Regional efforts to strategically address gender disparities in literacy and primary level educational attainment, sexual and reproductive health services and GBV are strengthened; 3) Improved access to and demand for quality, gender sensitive and integrated reproductive health care, including HIV/AIDS prevention services at all levels.

HABP's outcome "Income sources diversified and productive assets increased for households within chronically food insecure woredas (with the aim to move HHs out of food insecurity)" has 6 outputs, viz.: 1-Access to viable on- & off-farm income generating opportunities improved; 2-Access to sustainable financial services enhanced; 3-Sustainable input sourcing, production and delivery systems enhanced; 4-Access to effective product & labor markets enhanced; 5-Institutional capacity to manage and implement the HABP strengthened; 6-Knowledge, skills and confidence of food insecure people built.

g) ILO-WEDGE Project: The ILO–WEDGE (Women's Entrepreneurship Development and Gender Equality) Project was realized in 2002 on the basis of some initial research and pilot studies in the late 1990s which identified gaps that the ILO and the Government of Ethiopia agreed to bridge. The WEDGE approach involves four inter related strategies: knowledge development, developing and delivery of innovative services, proMol and MoTng advocacy, and developing partnerships and collaboration with national and international partners. The programme has built capacities of women entrepreneurs' associations and the national women's business network to provide demand-driven services to their members. In the Amhara region, the ILO-WEDGE project supported the Amhara Women Entrepreneurs Association (AWEA) both technically and financially. With a current membership of 3,000 individual female entrepreneurs, AWEA has become the second largest private sector association behind the Addis Ababa Chamber of Commerce.

h) UNIDO: The UNIDO cluster development programme is designed to unleash the potential of Ethiopian SMEs. The programme comprises four pilot clusters, three of which situated in Addis and one in Tigray region's capital. The clusters are the Merkato Leather Footwear Cluster, Addis Ababa Ready-made Garments Cluster, Guleli Handloom Cluster, Mekelle Metal and Wood Enterprises Cluster. For example, in the leather footwear sub-sector which accounts for 72% of all leather and leather products enterprises in Ethiopia, and is dominated by the MSEs, there is an urgent need to reduce costs and improve the design, quality and marketing systems. BDS in the leather cluster include the delivery of increased business/vocational skills, upgrading of technology, better designs, better shop floor practices, bookkeeping, improved working premises, easy access to credit, quality awareness and joint actions on the business operations of common interest tol help the enterprises in becoming more competitive. In combination with the activities to improve the institutional capacities in general and with the continuation of established training programmes, the cluster support provides an appropriate conceptual framework and tools to address challenges faced by SMEs in the various clusters on a cost-effective and sustainable basis.

i) Social Cash Transfers: UNICEF in collaboration with Government partners (MOLSA, MOWA, BOLSA and BOWA) has been implementing social cash transfers programme since 2006. Since the start of implementation 10,022 households have been reached as of March 2010, covering around 35,000 children. The project has been conducted in all regional states and administrative cities, though the project scale and coverage varies. Many positive outcomes have been observed since the pilot started. After the selection of target beneficiaries (most of the cases is vulnerable female headed households), beneficiaries receive training on small-business skills, how to raise livestock, and savings. Then revolving loan (1,000-3,000Birr) is provided for each beneficiary household. They start micro-business/rearing livestock with the start-up capital.

UNICEF has learned that the loans bring about significant changes in the lives of children, especially in terms of their education, food, health, social and eMol and MoTonal well-being. They also enhance the eMol and MoTonal and social well-being of the caregivers (in most of the cases women) by improving their self-esteem and sense of dignity – and self-reliance in addressing the needs and

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concerns of children under their care. Targeted women' confidence level was also increased by empowering them economically.

j) Other relevant medium- to large-scale programmes with a direct or indirect impact on women's economic empowerment are the "Provision of Basic Services" (PBS) programme; and MERET; IFAD's interventions in support of rural access to financial services through intermediation between the population and financial service providers, pastoral IGA support and agricultural marketing improvement; the EU's recently started project, "Women's Empowerment and Gender Equality through Institutional Capacity Building and Entrepreneurship" (WEGE) which comprises an entrepreneurship component that will be piloted in three urban areas (Dire Dawa, Harar and needy Kebeles of Addis Ababa) and one emerging region (Somali); an upcoming World Bank pilot test focusing on testing modalities of a business incubator model in support of female entrepreneurs; and the UNDP-LED programme's micro-finance component.

Challenges related to Women's Economic Empowerment

The gaps and persisting systemic problems that stand in the way of gender equality and women's empowerment and which will need to be tackled by means of programs, plans, packages, strategies, projects and integrated activities, are:

1. Gender gap in access to micro-credit and financial services;
2. Terms and conditions such as the grace period, group collateral, interest rate and loan size limit women's access to saving and credit services;
3. Lack of sustainable institutionalized business advisory/development services (BDS);
4. Inadequate entrepreneurship and managerial capacity and skills to successfully set up, run and expand businesses;
5. Women's poverty and limited access to economic resources have complex, overarching ramifications resulting in female disenfranchisement and marginalization;
6. Very limited child care as well as women-friendly facilities in the formal and informal sector;
7. Women are bound by time-consuming household chores given that, especially in the rural environment, there is very limited presence of household technology which could help ease the burden on women of repetitive non-remunerated household tasks thus freeing up time for studying and/or lucrative activities;
8. Women have limited access to market (information, transportation, infrastructure) hampering their ability to timely decide on action related to purchasing and selling at the right moment in time;
9. Women's contributions to the economy remain virtually invisible in national statistics and related reporting due to women's economic activities focusing on involvement in the informal sector;
10. Deep-rooted traditional values and attitudes impeding women's participation and access and control over resources;
11. Lack of gender sensitivity and weak implementation and follow-up of policies and legal instruments (labor law, land law-be specific in terms of what policies and legislation we are referring to);
12. Decent work deficit for women working in the informal sector.
13. High risk and vulnerability of women in emergency and crisis situations (example financial and economic crisis).

2.2 Access to Secondary and Tertiary Education

Gender disparities in education

Gender disparity in access to education is particularly apparent between rural and urban areas and particularly so, at secondary and tertiary education levels. Although there still remains a slight gender disparity at primary level the trend is for the gender gap to all but disappear in the near future throughout the primary level grades.[2] In the academic year 2008/09, the national Gross Enrolment Ratio (GER) for primary education was 90.7% for girls against 97.6% for boys. However, primary level GER in emerging regions of the country is comparatively very low; 28.5% among girls (as opposed to 33.3% for boys) in Afar National Regional State and 31.7% for girls (37.1% among boys) in Somali National Regional State (Education Statistics Annual Abstract 2008/09).

According to the same source, gross enrollment in first cycle secondary schools (grades 9-10), for the same period was 35% (male 40.2% and female 30.8%). Girls comprised 30.8% of absolute national enrollment in 2008/9, with a total student population of 1,382,325. The total number of students enrolled in grades 11 and 12 (preparatory grades) was 205,260 out of which 27.6% were girls. In technical and vocational training institutes the total enrollment in 2008/09, was 308,501 of which female enrollment constituted 46.2% while the male share constituted 53.8%. A comparable gender gap in the TVET student body was exhibited in the school year 2006/07 when 56.1% of students were male and 43.9 % female.

However, the breakdown of enrollment by type of training indicated that the majority of female students were concentrated in 'traditional female-specific' sectors such as secretarial science, dress-making and food preparation was at 97.2%, 77.4% and 71.3%, respectively. Moreover, female students were underrepresented in fields of building construction and auto mechanics; 22.8% and 6.9% respectively. In higher education, there were 17,138 female (29%) out of 59, 079 students in higher education institutes in 2007/08.

Gender disparities in educational participation increase with the level of education. While the GPI (the GPI or Gender Parity Index denotes the ration of female to male enrolment) is 0.9 at the primary level, it declines to 0.65 for secondary first cycle (grades 9-10) and 0.48 for second cycle (grades 11-12). In other words, for every 100 boys in grades 9 or 10, there are only 65 girls; for every 100 boys in grades 11 and 12, there are only 48 girls. A detailed comparison at sub-national level between Ethiopia's federal regions (source: Education Statistics Annual Abstract 2000 E.C., 2007-8) shows that, in particular, Afar, Somali. Benishangul Gumuz and Gambella are lagging behind with regard to their gender parity in education.[3]

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[2] Although gender parity in primary school enrolment was not achieved in 2005, Ethiopia is on track to achieve gender parity in primary school enrolment by 2015. The gross enrolment rate (GER) for girls at primary level increased from 53.8% in 2002/03 to 85.1% in 2006/07, while GER for boys increased from 74.6% to 98% during the same period.

[3] While Somali was faring comparatively well in the primary grade bracket (grades 1-8; GPI 0.84 not much lower than the national average of 0.9), its GPI for lower secondary (grades 9-10; 0.43) was the lowest in the entire nation as compared to Benishangul Gumuz' 0.76 for grades 1-8 and 0.65 for grades 9-10; Harari's 0.82 for

The variations between regional GPI scores indicate that cultural factors play a crucial role in determining access to education at the side of household level decision making. The marked differences in gender parity at the sub-national level can be explained by the importance of cultural factors which play a crucial role in influencing gender equality in education. This is especially true for the secondary level, reflecting entrenched gender stereotypes related to educational opportunities as opposed to prescribed roles in the household economy and matrimony. Pastoralist environments in particular are prone to discriminating against female participation specifically at higher levels of education.

Reasons for female non-enrolment especially at the level of secondary and tertiary education

Many empirical studies have been carried out to determine reasons for the lower enrolment, persistence and performance of girls compared to that of boys. The main identified factors can be divided into four groups, viz. 1) socio-cultural (VAW like early marriage/abduction etc., lack of educated female role models, discordance between religion and secular model of education, social and family gender role expectations, lacking commitment to children's education etc.); 2) socio-economic (e.g., lacking state, family and community resources for education, high opportunity costs); 3) political and institutional (inadequate budgetary allocation to education and lack of gender-responsive budgeting for education, limited capacity to implement educational development strategies and related commitments, inadequate flexibility to provide educational services in modes differing from traditional modalities); and 4) school-related (historical pattern of school establishment, inadequate resources (schools, teachers, textbooks, facilities), limited availability and use of modern technology as educational tool, unfavorable gender ratio, inadequately trained teachers, unsupportive and gender insensitive culture in educational institutions, low quality of education dispensed due to various factors, issues related to presence/absence of teachers etc.).

The main reason for non-enrolment among the critical age group of 10 to 14, i.e. the school catchment population for upper grades of the primary segment, for both gender categories and spanning across urban and rural backgrounds is linked to lack of financial means (WMS, 2004). Combining the survey's answer option items "family unable to afford sending child to school" and "no money for school materials" yields 61%-73% (urban male 72.1%, urban female 72.6%, rural male 60.7%, and rural female 62.3%). This indicates that lack of financial resources and economic pressure translates into serious opportunity costs at household level which (would) result from sending children to school. Thus, these critical issues would need

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grades 1-8 and 0.77 for grades 9-10; Gambella's 0.84 for grades 1-8 and 0.56 for grades 9-10. At the upper secondary level (grades 11-12), Gambella dropped to the bottom of the list with a distant 0.04 while Benishangul Gumuz ranked second from the bottom with a GPI of 0.25. Afar, Somali and Oromiya regions all had the same GPI score (0.33) for grades 11-12, with SNNP ranked close-by (GPI 0.35). While Addis and Tigray claimed the leading GPI scores both in the lower and upper secondary segments, even Tigray's upper secondary GPI of 0.74 left to be desired. While Amhara was ranked 3rd best (GPI 0.8) in lower secondary behind the leaders Addis (0.98) and Tigray (0.89) well above the national average GPI of 0.65, it hovered in the middle of the ranking for the upper secondary segment with a GPI similar to the national average (GPI 0.48).

to be addressed to tackle (female) non-enrolment in upper primary and lower secondary grades, as well as thereafter.

The limited number of secondary schools may exacerbate girls' lack of access to secondary level of schooling. With most available secondary schools in urban areas, rural families may be reluctant to send their daughters to towns, where their living conditions (lack of shelter and BoAing homes/hostels) and personal security is not ensured. There are also security issues related to commuting for (potential) students living in the vicinity of towns with secondary schools. Moreover, only two thirds of secondary schools (68%) have water facilities. Whereas all secondary schools have latrines, there are fewer female-only pit latrines compared to male latrines, and many schools report having common latrines for both sexes. Shortage of "female only" facilities may result in girls' increased absenteeism during their menstruation. Beyond leading to absenteeism affecting scholastic performance it might in some cases also induce drop-out/non-enrolment at the secondary level.

Female participation/representation in higher education

Only a very small percentage of Ethiopian men and women reach higher levels of education. Less than 1% of the Ethiopians have a university degree. There are fewer women educated at higher levels in Ethiopia which leads to fewer women being scholastically prepared for leadership roles. Gender disparities at university level are more severe than for lower levels of education. In the 2007-8 academic years, there were 199,684 male enrollees at university compared to 63,317 female enrollees. Over three times as many university students are males as females.

By 2008/9, the share of girls enrolled in higher education (including TVET) stood at 41%. In undergraduate studies, female gross enrollment increased from 24% in 2004/05 to 29% in 2008/09. While the relative growth is modest given the concomitant overall expansion including the increase in male undergraduate enrollees, female enrolment in absolute terms almost tripled from roughly 33,000 to 90,000 during the same period. The number of female M.A./Ph.D. candidates studying in national institutions increased from 172 in 2003/-4 to 708 in 2006/7. The female proportional share, while increasing from 7% in 2003/4 to 12.9% in 2008/9 remains lower than at any other level of education.

Meanwhile, at the level of technical and vocational education and training institutions (TVET), the female share almost reached gender parity (47% in 2003/4, 48% in 2007/8). This said, there remain important gender gaps in dis-favour of women both in certain subjects (e.g., the female share of agricultural TVET college students was a mere 13.5%, in 2007/8; female shares in other technical subjects such as auto-mechanics, woodwork/carpentry etc. are similar or worse); as well as within a few regions: most notably in Afar (37%), SNNPR (40%), Benishangul Gumuz (41%), Gambella (42%), and Oromiya (44%).

The share of female graduates from all programs (B.A./B.Sc., M.A., PhD levels) of higher education institutions in Ethiopia, including government and non-government establishments, stood at 20.2% in 2007- 08. In the institutions run by the government, the overall share of

female graduates across the three program levels was 18.3%. While 18.8% of B.A./B.Sc. titles were issued to female students of government institutions, their share in the non-governmental sector was 29.2%, yielding a national total of 20.7%. At the M.A. level, 10.7% of graduates were female. A mere 5.3% of the Ph.D. titles were granted to women (Source: Education Statistics Annual Abstract (MoE, 2007-2008).

Legal, institutional and programmatic environment related to Female Access to Secondary and Tertiary Education

The 1994 Education and Training Policy was designed to address deep rooted problems within Ethiopia's education system comprising issues of access, relevance, quality and equity (gender, rural/urban, regional, disabled etc.). Policy objectives focussing on female education were:

- To gear education towards reorienting society's attitude and value pertaining to the role and contribution of women in development.
- Special attention to the participation of women in the recruitment, training and assignment of teachers.
- Democratic educational management with the participation of women being especially encouraged.
- Institutionalized financial support to raise the participation of women in education.
- Curricula and textbooks to be prepared at central and regional levels giving due attention to concrete local conditions and gender issues.
- Special attention will be given to those women and students who did not get educational opportunities in the preparation, distribution and use of educational support inputs.

In the sectoral development plans (ESDP I, II, III), gender served as a cross-cutting issue from primary to higher education in all programs including teachers' education, curriculum, school building, management etc. Furthermore, a national girls' education strategy was developed in 2004. In addition, a gender mainstreaming guideline was developed to be used at different levels of the education system, within the regions.

Challenges related to Female Access to and Participation in, Secondary and Tertiary Education

Remaining challenges that need to be addressed comprise the following:
1. Gender gap is still persistent at all levels with the gap being positively correlated to the level of education (highest gap at tertiary level);
2. Performance of female students generally lags behind that of male students which hints at structural societal and systemic issues preventing girls from performing at par with their male counterparts/to their full potential as they do throughout the world where encountering a level playing field of equal conditions;
3. Gender based violence is affecting female education at all levels;

4. Within higher learning institutions female attrition is higher than that of male students;
5. The participation of female students is less in fields traditionally dominated by men, such as business administration, natural sciences and the TVET disciplines of wood work, general mechanics etc.;
6. Low level of female participation and high attrition rates in education due to families' relying on female child labour for household chores and generating income;
7. The number of female teachers at all levels and the number of female educational leaders is marginal indicating a lack of role models; the number decreases as the educational level increases implying supply side constraints that will need to be addressed along with demand side interventions such as incentives for prospective female students;
8. Socio-economic, socio-cultural and institutional factors still affect access, participation, retention and performance of female students;
9. Female educational fora such as girls advisory committees and the national girls' education forum are mostly inactive if at all in place;
10. The gap between access to education for urban and rural populations remains significant;
11. Female participation in general secondary education (grade 9-10) and preparatory secondary education is still low;
12. The distance from home to secondary schools is large for a great number of girls which exposes them to all kinds of harassment and security threats; this represents a specific challenge for girls with disabilities particularly in rural areas;
13. Gender sensitive leadership and management capacities at institutional level remains weak;
14. Under representation of female candidates in pre–service teacher training, with candidates from rural areas and endogenous groups being especially underrepresented;
15. Quality of pre-service teacher training is poor: lack of teaching materials, inadequate practical training, inadequate teaching methods;
16. Gender disparity of adult literacy rate is widespread across Ethiopia; in addition, the fragmented nature and inequitable distribution of adult education as well as low level of relevance and quality is not contributing to the reduction of female illiteracy.

2.3 Institutional Capacity of Gender Machineries

Legal, institutional and programmatic environment including lessons learned and best practices in the Women's Machinery

The Ethiopian government drafted and declared the National Policy on Women (NPW) in 1993, and the Constitution issued in 1995 recognize women's rights. The aim of the policy is to "institutionalize the political and socio-economic rights of women by creating appropriate structures in government institutions". The National gender machinery is made up of the Ministry of Women's Affairs at the federal level, Women's Affairs Departments (WADs) within

the sectoral ministries as well as state agencies, Bureaus of Women's Affairs at the regional level with sub-offices at woreda and Kebele levels.

In 1992, the Ethiopian government established the Women's Affairs Office (WAO) as the national machinery within the Prime Minister's Office, with a coordination and facilitation mandate to promote gender equality in the fields of development; as well as to oversee and coordinate activities for effective implementation of the National Policy on Women. In 2005, WAO was replaced by the Ministry of Women's Affairs which was endowed with a broader and clearer mandate.

The policy recommended setting up gender focal points at all the levels, such as WADs in respective sectoral line ministries at the federal level, Regional Women's Bureaus (RWBs) in the regions, and women's coordination desks at zonal and woreda levels. However, the existing coordination among the Ministry, Women's Affairs Departments in federal ministries and agencies and Regional Bureaus of Women's Affairs requires further support.

While sectoral sub-machineries are accountable to their respective ministries and regional governments they have working relationships with MOWCYA. The WADs and Bureaux share their quarterly and annual progress reports with MOWCYA and the latter provides technical feedback and support to build their capacity and mainstream gender-related planning and management. Annual fora are organized to share experiences and map out future directions for gender activities in Ethiopia.

Several challenges remain to strengthen the effectiveness of the gender machineries at all levels (MoFED (2009): Annual Progress Report (of PASDEP) 2007/08). These include: weak networking among women machineries at all levels; inadequate mainstreaming of gender in all development programs and their implementation strategies; and, absence of reporting system among government and non-government actors working on women thus weakening accountability for achievement of gender equitable results.

At the federal and regional level, Women Affairs machineries play a role in key decision making in policy and practice since all have representatives in cabinet and other decision-making positions. Nevertheless, there is a need to strengthen the capacity of the women's machineries to enforce changes towards more gender responsive interventions. Lack of awareness of the key policies and laws affecting gender rights amongst the woreda officers and, at least to a certain extent, even the regional women bureaus are also often cited as a problem. Other challenges include low level of staffing, lack of technical capacity and lack of financial resources. Moreover, leaders and implementers in other departments or processes lack technical gender mainstreaming skills and display gender-insensitive attitudes and behaviour which need to be changed.

To change and improve the planning and implementation processes of the women's machineries' harmonization and alignment of activities across the various administrative levels, both horizontally and vertically, the MOWCYA Core Plan fully endorses the philosophy and management approach of, "one plan, one budget and one reporting/M&E system". The envisioned Core Plan is intended to integrate and incorporate the activities undertaken at

woreda, zonal, regional and federal levels – by various stakeholders. In practice, "One plan, one budget, one report" means that stakeholders work together so that government managers know how much resources are available for a particular sector at the specific administrative level, be it federal, regional or below.

The Practice of gender mainstreaming

As one of the major tool developed and used for the successful implementation of Gender mainstreaming as well as protection of women's & children rights, the Core plan helping to be demand driven and result oriented. Moreover, efforts are being made to mainstreaming gender issues in all policies and development programs of the country; the government has adopted specific implementation strategies and packages to that effect. The Development and Change Package of Ethiopian Women prepared has the objective of ensuring equal participation of women in all sectors and is designed to overcome challenges faced in the realization of gender equality in the economic, social and political spheres in the country.

Although women's machineries have been making sustained efforts over the years to develop checklists for their respective ministries and provide training for relevant officials (APRM, 2009), there still is a lack of standardized national operational tools (guidelines, implementation and reference manuals for gender audit, gender budgeting and related training materials) which could be adopted and implemented at all level.

In general, gender mainstreaming is not yet institutionalized in sectoral ministries. Instead, women's affairs-related work is considered to be "covered" by and confined to, administrative women's machineries only. This is due to deep-rooted traditional values & attitudes as well as lacking skilled human resource. The currently undergoing BPR is creating a window of opportunity to establish institutionalized gender mainstreaming and accountability systems by redefining the responsibility for gender issues and introducing them into each and every Process Owner's terms of reference as well as related performance indicators and review processes. One of the best practices in terms of gender mainstreaming the responsibility for implementing the gender agenda is from the Amhara region where the mainstreaming responsibility is incorporated in every sector bureau's mandate (2009 Annual Performance Report, Amhara Regional BOWCY).

Nevertheless, the main gap that still exists is considering gender mainstreaming as the sole responsibility of WAD's. There is also a need to solidify gains made within the ministries by expanding responsibility and accountability for gender mainstreaming, mainly with regards to the planning & programming process. This gaps still remains highly visible in terms of applying gender planning, gender analysis, and other instruments to strengthen gender mainstreaming, such as generating sex-disaggregated data in all sectors. Moreover, standardized gender mainstreaming tools and mechanisms are not yet in place.

Representation and participation of women in leadership and decision-making

Ethiopian women have contributed to leadership in community, informal organizations, and in public offices. Despite all the good intentions to increase the participation of women in leadership and decision making, women's status in the political and public sector is still low. As of the 2007 elections, women held only 22% of the seats in National Parliament. Only 2 out of 28 Ministerial posts were held by women whereas there 6 out of 30 state minister slots were held by women (Federal Civil Service Agency, 2006/7). Though the level of female representation in federal parliament is low, improvements were observed as compared with the previous two elections (1995 and 2000).

Following the 1995 elections, 15 female representatives (2.7%) held MP seats among a total of 547, while as a result of the 2000 elections, around 42 (7.7%) of the elected members of parliament (MPs) were women (EIAR, OARI, JICA: Country Gender Profile Ethiopia (2006). While the 2005 elections resulted in an increase of female MPs to 117 (22%), the 2010 elections led to a female share of 27.6% female parliamentarians (396 male, 151 female lawmakers). Women's representation in political decision-making has increased over the past few years, hence their voices have gradually gained in strength. In comparison to their male counterparts and constituency, however, female representation still remains somewhat weak and female leadership skills undeveloped curtailing their ability to challenge and influence decisions that affect women's lives.

At the household level women have low decision making powers even to access health services, to use family planning and make household purchases (ECA Report on the Implementation of Beijing Declaration and Platform for Action). The role of women in decision making varies with the type of decision. Almost 53% of currently married women reported that they made the final decisions about daily household purchase. However, on large-scale purchases, husbands participate.

Thirteen percent of married women make decisions alone regarding their own health care (prevention, treatment etc.) whereas in 42% of cases, husbands decide in their stead; in 45% of cases they jointly decide. The number of decisions in which a woman participates at different levels on different issues, is one of the measurements of empowerment. The above data show that women have the right to decide in only 13% of major decisions at household level, namely related to expenses linked to their own health care (DHS, 2005).

The basis for these differences lies in the traditional patriarchy of Ethiopia which remains buttressed by religion, culture, and until recently also the legal system. The changes in the Constitution and the legal code were designed to address these attitudes and practices but the changes are not yet complete nor are they properly reflected in prevailing workplace attitudes, nor in such settings as the market place, or, for that matter, in many if not most individual Ethiopian homes.

Global conventions and national instruments

The Ethiopian government is a signatory to most international instruments, conventions and declarations, and adopted international instruments such as; the Convention on the Elimination of All Forms of Discrimination Against Women /CEDAW (1979), the Declaration on the Elimination of Violence Against Women/DEVAW (1993), the Beijing Platform for Action/BPA (1995) including the domestication of the international instruments.

Ethiopia ratified and adopted the UN charter on Human Rights and other conventions, such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1981. Its outline addresses political, social, economic and legislative issues. The convention stipulates that signatories need to work for eliminating discrimination against women, and creating equality between women and men.

A legal, administrative and policy environment conducive to promote gender equality was created over the past two decades. The most important gender and development measures taken by the government include the issuance of: The National Policy on Women (1993), relevant passages in the most recent version of the Constitution of Ethiopia (1995), the Revised Family Law (2000) and the Revised Criminal Code (2005), Ethiopian Women Development and Change Package (2006) and the National Action Plan (NAP-EG) and adoption of MDGs as guiding framework for planning.

Ethiopia's Constitution enshrines a commitment towards the equal rights of women with men and recommends affirmative action to address past inequalities. The Government formulated various economic and social policies that served as basis for the formulation of gender responsive sector development programmes including the national women's policy, to enhance the participation of women in political, economic and social developments of the country.

Availability of data across sectors

The African Development Forum (ADF) VI as well as the recently undertaken review of the implementation of Beijing+15 emphasized the relevance of the availability sex-disaggregated data in order to improve the social and economic situation of women. The Banjul Declaration on the Strategies for Accelerating the Implementation of the Dakar and the Beijing Platform for Action, for example, recommended the development and strengthening of monitoring, evaluation and information systems, as well as capacities for analyzing linkages between gender and economic development by focusing on sex-disaggregated data collection, production, analysis and dissemination; and undertaking studies on the formal, informal and agricultural sectors.

Analysis in several sectors and spatial analysis by gender is constrained by lack of the availability of sex disaggregated data which undermines gender responsive analysis, reporting, planning, decision-making, programming and the allocation of resources. Gender blind analyses risk not only to gloss over existing gender gaps but indeed, to exacerbate

them through misguided decisions effectively resulting in misallocations of resources. The extent of lack of data becomes very serious as one goes down the tiers of governance. The extent of the problem also varies from sector to sector. While the education and health sectors have well developed data collection and management information systems owing to their sector development programmes that have been running since 1998, other crucial sectors such as agriculture lack basic sex disaggregated data for crucial strategic indicators.

One should however note that there is no such indicator which could tell the adequacy of availability of gender disaggregated data. It always depends on the analysis one would like to make. The surveys that are undertaken by Central Statistical Agency (CSA) are disaggregated by sex. In its response to the questionnaire prepared for "Beijing plus 15", MOWCYA indicated that while data availability is comparatively adequate for the education and health sectors, there are huge data gaps for time use by gender, environmental issues and gender, on GBV/VAW and economic issues (production, trade, income, employment, etc), as well as on women's participation in decision-making.

A recent initiative led by MOWCYA and CSA with support through UNIFEM/UN Women focused on compiling available sex disaggregated data from various national household surveys and administrative data collection exercises covering indicators across various governmental sectors. Said statistical compilation which marks a first step in the direction of gender sensitive reporting and data analysis is likely to be available later in 2010.

Challenges related to Gender Mainstreaming of Institutions, Systems and Administrative Processes

The challenges related to the successful introduction of gender mainstreaming standards throughout the administrative machinery and governance processes include:

1. MOWCYA still have insufficient capacity to enforce changes towards more gender sensitive interventions among other line Ministries in spite of the WADs in place;
2. Women are clearly under-represented in high-level decision-making positions including cabinet membership;
3. Lack of awareness of the key policies and laws affecting women's rights;
4. Lack of institutional capacity (operating systems, human resources, financial etc.);
5. Lack of established responsibility and accountability systems at all levels including absence of reporting system among government and non-government actors working on women;
6. Lack of national advocacy/awareness creation strategy for proMoI and MoTon and protection of rights of women and children;
7. Lack of gender responsive programmes and budgets;
8. Lack of standardized operational manuals and guidelines (also in local languages);
9. Lack of standardized training manuals/materials and qualified trainers;
10. Lack of gender sensitivity throughout the M&E system;
11. Lack of up-to-date sex and age disaggregated data;

12. Lack of strong coordinating mechanisms among women machineries, stakeholders and partners which results in duplication of efforts and resources;
13. Weak implementation and follow up of national policies, legal instruments and international and continental protocols, conventions and declarations.

2.4 Social Mobilization and Advocacy on Gender Equality and Women's Empowerment

Gender inequality

International, regional commitments and conventions such as Millennium Development Goals (MDG's), the Beijing Platform for action (BPfA), the Convention on the Elimination of Discrimination against women (CEDAW) and the various AU instruments (NEPAD etc.) spell out the need to advance gender equality. However, there has been slow progress towards achieving the gender equality across the BoA in all sectors. At national level, solid commitments are enshrined in the Constitution and in the National Policy for Women. *"Unleashing the potential of women"* is a key pillar and component of the PASDEP, thus creating an enabling and fertile environment for the country's move towards a more equal and equitable society. Additionally, the Ministry of women affairs has developed a Women Development and Change Package in a bid to enhance the implementation of the commitments.

In spite of all these efforts, reaching gender equality still remains elusive. Thus, there is need to create a critical mass of gender advocates in society at large as well as within governmental institutions and the private sector, in order to make meaningful strides towards gender equality. Mechanisms for engaging community leaders need to be piloted vigorously so as to establish robust, socio-culturally adapted vehicles proMol and MoTng women's rights.

Socio-cultural as well as socio-economic change resulting in women's empowerment and enhanced protection from gender-based violence will only occur if norms, beliefs and attitudes towards the rights and status of women are centralized as core to the transformative change process. Legislations, programmes and innovative initiatives are likely to be negated at grassroots level if they are not accompanied by adequate community support and sensitivity. Therefore, for a holistic approach to gender equality and equity, sustained advocacy is indispensable.

Harmful Traditional Practices (HTPs)

The discriminatory attitude that a society has towards girls and women manifests itself in criminal and harmful acts of different forms. Harmful traditional practices and violence against women are the direct consequences of discrimination and the lower value placed on girls and women by society. Socio-cultural factors, economic status, legal and political settings are key

factors that perpetuate violence against girls and women. Violence stops women from fulfilling their potential, restricts economic growth and undermines development.

Emergencies and crisis situations exacerbate the prevalence and scope of harmful traditional practices and violence of women as evidenced by different global studies and experiences. VAW and HTP's, can be eliminated through ending discrimination, proMol and MoTng women's equality and empowerment and ensuring that women's human rights are fulfilled. There is also a proven link between violence of women and some harmful traditional practices and the devastation caused by HIV and Aids, factors that contribute to the feminization of HIV and Aids.

Different types of harmful traditional practices are prevalent in the country, as evidenced by a variety of studies and assessments. The HTP's include FGM/C, early marriage, abduction, uvulectomy, tonsillectomy, milk tooth extraction, shaking women after delivery, food discrimination against women and children, bleeding after expulsion of the placenta, massaging the abdomen in labor and others. However, FGM/C, early marriage and abduction are the most prevalent and life threatening practices that require attention taking into account their harmful effects and implications in the life of girls and women.

FGM/C is a common practice throughout the country, although the prevalence differs from region to region. EDHS (2005) indicated the national prevalence rate of 74.3%, with regional variations ranging from 97.3% (Somali) to 27.1% (Gambella). Next Somali, the regions of Afar and Dire Dawa show the highest prevalence rates with 91.6% and 92.3%, respectively. A survey conducted by EGLDAM in 2007, indicated a reduction in the national prevalence of FGM with the exception of Afar and Somali Regions where the progress was negligible. A recent survey conducted in seven regions of the country by Population Council (2009) affirmed the declining trend. Since 2008, an increasing number of communities have gradually abandoned FGM/C which can be attributed to ongoing initiatives that promote social change within practicing communities through the deployment of trained FGM/C community dialogue facilitators.

Early marriage and marriage by abduction are a set of practices that seriously violate and undermine the rights of girls and affects their reproductive health status. As per EDHS (2005) the median age at first marriage among women aged 25-49 is 16.1 years. The corresponding figures for the most affected areas Amhara, Beneshangul Gumuz and Tigray were 14.2%, 15.3% and 15.6%, respectively. Different socio-cultural and economic reasons explain the Mol and MoTve behind marriage by abduction. The EDHS (2005) reported that about 8% of women had been married by abduction, with higher prevalence rate in SNNPR (13%) and Oromiya (11%).

Many efforts are ongoing in different parts of the country to raise awareness about the harmful effects of early marriage and raise the age OF first marriage. Of note, is an initiative implemented by the Bureau of Youth and Sports in Amhara which is one of the most effective interventions, resulting in the successful prevention of early marriage at regional scale. However, there is still need to reinforce these existing and ongoing efforts to achieve meaningful change. The survey by the Population Council (2009) reported that about 40% of

respondents indicated "below 18" (i.e., below the legal age of adulthood) as the ideal age for marriage of girls, indicating the effort required to change the attitude towards the practice of early marriage.

Violence Against Women (VAW)

Just as globally, it is estimated that every one in three women will be raped, beaten, coerced into sex or otherwise abused in her lifetime, in Ethiopia, violence against women is a rampant human rights violation. VAW is prevalent in almost all parts of the country and most of these violations are perpetrated within families, usually by intimate partners. Violence against women can take direct or indirect forms; physical, sexual, psychological, economic or faith-based. Women and girls surviving violence still have no or little access to justice or services. Violence against women, such as rape, abduction and early marriage put women and girls at risk to STD/STIs, HIV/AIDS, unwanted multiple pregnancies and unsafe abortions, as well as psychological, eMol and MoTonal and physical harm.

A nationwide survey on domestic violence conducted by Ethiopia Women Lawyers Association (EWLA) in 2008 revealed the seriousness of the matter. Wife battering/beating, intimidation, rape and forced displacement from home were the most identified types of domestic violence. In addition, the survey showed that 69% of women stated that they were ashamed of talking about acts of domestic violence committed against them. This leads to a situation where the majority of victims indicate they rarely seize law enforcing bodies, as a result of and/or to avoid stigmatization and discrimination. Furthermore, the survey reported that community awareness of domestic violence, while improving, is still low.

The WHO Multi-Country Study on Women's Health and Domestic Violence Against Women (2005) found out that 46% of the women were physically forced into sexual intercourse. Nearly one third of the women interviewed reported having been forced into sexual intercourse by their partners (against their will). According to the EDHS (2005), 81% of women believe that a husband is justified to beat his wife for either one of the following reasons: burning the food, arguing with him, leaving the house without telling him, neglecting the children and refusing to have sex with him. 52% of men felt the same on the above issues. On the other hand, there is an indication as to the fact that this perception is improving over time. The Population Council study of 2009, reported that 42% men and 51% of women believed that a husband is justified in beating his wife for one of the reasons identified in the EDHS (2005) survey.

In summary, the existing data with regard to harmful traditional practices and violence against women underscore the high prevalence of harmful practices and related attitudes and beliefs across the different parts of the country, with variations between regions, groups of people and their socio-economic characteristics. While there is evidence that there is improvement in many aspects the situation still calls for sustained, strong and coordinated efforts at different levels.

Women's Rights, Protection against VAW and related Sensitization and Mobilization - Legal, institutional and programmatic environment

Ethiopia has positive and supportive policy and legal provisions with regard to the overall rights and status of women in the country. Ratification of most of the international and regional human right instruments, the Constitution (1995), the Ethiopian National Women's Policy (1993), presence of a gender machinery (i.e. Ministry of Women's Affairs(MOWCYA) with structures at all levels), and the revised penal code and family law are all part of the important policy and legal provisions that clearly demonstrate the positive steps so far taken by the government to give prominence to the rights of girls and women and promote the overall gender equality agenda. Improving the service delivery of the legal and judicial systems is highly relevant to the improved protection of women's rights and to combating GBV.

The Ministry of Women's Affairs is focusing— among other interventions—on enhancing the legal protection and women's rights through strategy, policy and grassroots/community level interventions. Other initiatives comprised research into harmful traditional practices, sexual exploitation and FMG/C as well as proMol and MoTng community level initiatives with active involvement of religious and tribal leaders and community members. The Policy and Strategy Department has also been working closely with the Ministry of Justice to expand the provision of legal services to women survivors of violence, exploitation and abuse and also address existing gaps in existing legislation with regards to protecting survivors of violence and their rights.

The Family Law and the Penal Laws have been amended to establish legal safeguards for women. However, there is still need to reinforce and improve on the effective implementation of these existing policy and legal frameworks. Said laws have neither been disseminated adequately nor are they sufficiently enforced to protect women from violence. Capacity and efficiency of the national gender machinery and other different government structures, absence of clear accountability mechanisms, lack of coordination and collaboration among the different actors, limited capacity of law enforcement agencies to deal with cases of domestic and gender based violence, low awareness levels about the policy and legal provisions among the people and various socio-cultural factors inhibit the full realization of these provisions to improve the rights of girls and women in the country. Furthermore, while there is wide agreement that comprehensive and coordinated multi-sectoral efforts by multiple stakeholders are necessary to eliminate GBV, such efforts are still to be initiated in Ethiopia.

The gender machinery at different levels, regional/district/kebele level women associations, CSOs and other national and international actors have been undertaking various advocacy efforts and interventions on the rights of girls and women and gender equality. The advocacy efforts following some widely publicized incidences of violence against women (e.g., the acid attack committed against a young girl, Kamilat Muhdi, in 2008) succeeded in drawing attention of the senior government officials towards the need to institute measures to curb violence against women. The GBV campaign group established by some CSO's is another advocacy platform that rallies around campaigning for the rights of women, during

internationally recognized days and events. However, a national level advocacy strategy is yet to be developed to systematically guide and coordinate the various advocacy efforts by different actors.

Even though women and girls suffer immensely from violence, victims are afraid to report incidences of violence they have experienced, and get appropriate remedies. This is due to many factors, including the prevailing cultural practices which condone practices that violate women's rights, impunity, fear of secondary victimization and low awareness and sensitivity among communities and law enforcement bodies to the issue. There is a lack of sufficient and appropriate service infrastructure (social, psychosocial, legal, medical referral mechanisms) for survivors of violence. The currently existing related infrastructure and project/programme interventions call for up-scaling and replication to reach the vulnerable women and girls in different parts of the country.

Challenges related to Women's Rights Issues and GBV (VAW, HTP, FGM/C, HIV-Aids)

Different mass sensitization and mobilization strategies are being used to raise awareness about the rights of girls and women and gender equality issues in different parts of the country, both by governmental and non-governmental organizations. Media, conferences, workshops, IEC/BCC and community level awareness raising programs are the main approaches used to sensitize and mobilize the public. Different actors are using the Community Conversation methodology which creates a transformative and participatory space for dialogue with communities, to understand the existing situation and generate locally appropriate social change process. At times, systematic and sustained social mobilization efforts are lacking to address such issues as HTP including FGM/C, VAW, and HIV/AIDS.

This being said, the 2007 Epidemiological Synthesis study found out that never-married sexually-active young females carry the greatest risk of HIV infection in the country. As per single point HIV prevalence estimate for the country (2007), the prevalence rate for adult women for 2010 is estimated at 2.9% against the prevalence rate of 1.9% for adult men for the same period. Gender inequalities that manifest itself in different forms, socio–cultural factors (particularly violence against women), economic status and biological factors make women more at risk of and vulnerable to HIV. Hence, interventions on HIV prevention and access to care and treatment need to be designed by taking into account the inherent gender inequalities and unbalanced power relations that contribute to the vulnerabilities of girls and women to HIV.

Critical related gaps and specific challenges comprise;

1. Absence of a National GBV and HTP Strategy and Plan of Action to accelerate implementation of national commitments on combating and preventing GBV and HTP's;

2. Lack of comprehensive and up-to-date data on the prevalence of harmful traditional practices and violence against women;

3. Absence of national level advocacy strategy with regard to girls and women's rights and gender equality;

4. Inadequate articulation and attention to HTP/GBV in social policies;

5. Humanitarian and emergency contexts increase risk and vulnerabilities of women and girls to gender-based violence, particularly sexual exploitation and abuse;

6. High prevalence of harmful traditional practices/violence against women;

7. Low level of awareness about women's rights and their legal provisions throughout society and government machinery;

8. Low levels of assertiveness and negotiations skills among females, especially girls and adolescents;

9. Poor enforcement of legal provisions with regard to harmful traditional practices/ violence against women;

10. Insufficient psycho-social and legal support services for victims and survivors of violence and harmful practices;

11. Insufficient capacity of women's associations to effectively mobilize and advocate for gender equality and women's rights;

12. Feminization of HIV/AIDS;

13. Deep-rooted gender-insensitive socio-cultural norms, attitudes, values, awareness and practices throughout all levels of society;

14. Impunity and societal toleration/condoning of violence against women and sexual abuse and exploitation;

15. Socio-culturally embedded attitudes and norms which condone practices that violate women's rights, impunity, fear of secondary victimization;

16. Low levels of community awareness and sensitivity/willingness to enact existing laws addressing domestic violence, VAW and GBV among law enforcement bodies;

17. Lack of sufficient supply in appropriate service infrastructure (social, psychological, legal, medical referral mechanisms) for survivors of violence.

3. Strategies and major focus areas for the proposed Joint Programme

The joint programme is designed with the aim to contribute for the realization of the gender outcome within UNDAF: *Women's empowerment, gender equality and children's rights promoted and strengthened.*

At output level, the joint programme has the following four focus areas:

1. Increased accessibility of financial and non-financial services for economically disadvantaged women;

2. Enabling environment created and support provided for girls and women to improve participation and access to secondary and tertiary education;

3. Strengthened institutional capacity for gender mainstreaming;

4. Increased institutional capacity and community level knowledge to promote and protect the rights of women and girls.

Under these four output areas there are 11 result areas composed of 41 specific interventions. The JP thus comprehensively complements the national women's (gender equality and women's empowerment) strategy as well as other sector-base strategies. It is aligned with the national gender policy, the 15 year project plan, the 5 year GTP (Growth and Transformation Plan) development plan, the annual federal core plan, the 801 woreda plans, the women's development package as well as existing gender related initiatives of the UN, such as: the LNWB JP, gender related components of the DRS JP, and CPAP interventions of individually contributing agencies for example: ILO's WEDGE Programme.

The programme will be implemented in all regions and city administrations as well as at Federal level. From each region, 10-15% of woredas will be selected for implementation of interventions that are undertaken at grassroots level. The kind of activities that are implemented may vary from region to region and from woreda to woreda, depending on the realities of the situations prevailing in those regions/woredas. Selection of woreda would be done based on the following criteria: (a) woredas where no similar project is being undertaken by NGOs, UN agencies and/or other donor-funded projects/programmes, (b) woredas which are underserved (e.g., high level of food insecurity, low level of girls education, high prevalence of HTPs) in terms of the focus areas of this programme, (c) woredas which are at least accessible during dry weather. In terms of actual implementation of activities, focus would be on rural women.

A brief description of each of the JP's four output areas is given below:

3.1 Increased Accessibility of Financial and Non-Financial Services to Economically Disadvantaged Women

This is an output that attempts to address the most critical gaps and concern areas identified with regard to economic empowerment of women. Within the joint programme, it is an output

area that is given much emphasis and more budgetary allocation compared to the other three, as economic empowerment is expected not only to directly improve the livelihoods of women but also critically contribute to improving the overall position of women in their day-to-day life including the realization of their inherent rights.

Hence, this component of the joint programme is designed with the basic principle that the gaps and persisting systemic problems that stand in the way of gender equality and women's empowerment need to be addressed through empowering women economically.

Strategically, the output focuses on the following entry points for delivering the various interventions:

- Strengthening the capacity of institutions providing financial and non-financial services to support women's economic empowerment

- Provision of accessible & affordable financial services to aspiring women entrepreneurs

- Enhanced competitiveness and profitability of female-owned businesses.

At the level of specific interventions, the complex situation of economic empowerment is addressed through a range of interconnected activities which will facilitate women's access to financial services; provide support in establishing a lending fund and credit modalities; capacitate institutions providing business advisory/development services, equip women with technical skills (provide entrepreneurship training); "engender" economic infrastructure including markets through provision of women-friendly facilities including child care centers, separate sanitation facilities etc.; and undertake research into the process of female insertion into the labour market, as well as impediments preventing female graduates from accessing gainful employment in various professional sectors.

In the process of implementing the different interventions identified for the output, MOWCYA/BOWCYs are expected to closely work with both governmental sectoral bureaus (BoA, BoI and BoT/REMSEDA, Cooperatives) as well as other relevant institutions are providing different financial and non-financial services to women (MFIs, for instance). The joint programme will benefit from the existing experiences of the various interventions and initiatives being undertaken by different institutions and partners. This approach is expected to enhance and strengthen the effectiveness and relevance of the joint programme interventions in improving the economic status of the beneficiaries.

The overall target group of JP output 1 are women aspiring to launch or, in the case of already established female entrepreneurs, expand their business operations. This includes independently operating individuals as well as women organized in cooperatives and associations. While most of the interventions provide direct support (through training services, availing credits etc.) a few activities are indirect by nature in that they are designed to strengthen the institutions which play a mediating role, such as BDS providers. A specific

focus across all the different related activities will be to support economically and socially disadvantaged women.

3.2 Enabling environment created and support provided for girls and women to improve participation and access to secondary and tertiary education

This output is guided by the fact that improving girls' access to education, with the goal of attaining gender equality, is a critical component of proMoI and MoTng development and meeting the Millennium Development Goals (MDGs) in the country. Educating women is a fundamental and critical factor in the economic development and poverty reduction efforts of the country.

Based on the findings from the situation analysis with regard to the education sector, the joint programme will specifically focus on secondary and tertiary education. Primary education is excluded taking into the account the positive achievements that are being registered in the sector in the country. Hence, the joint programme will rather attempt to make a contribution at the level of secondary and tertiary education where the gap in view of achieving gender parity is much larger.

In terms of strategic results aimed for, the joint programme will focus on the following two areas:

- Putting in place an enabling environment in support of female participation in education;

- Enhance female enrollment and retention in secondary and tertiary education.

Specific interventions within the output include the following: establishing/strengthening female educational fora, providing scholarships for tertiary education to female teachers; providing girls' hostels and BoAing homes; providing financial support for economically disadvantaged girls and women; and providing tutorial classes for girls and women in secondary and tertiary education.

The joint programme's overall coordinating bodies at federal and regional level (MOWCYA and BOWCYs) will closely work with the Ministry of Education and the regional Bureaus of Education in implementing the different interventions under the output at federal and regional level. Existing experiences from the different ongoing efforts have been taken into account while identifying and defining intervention areas for the output.

Activities under this JP output target girls and women in the (higher) adolescent age bracket by providing support in view of proMoI and MoTng female access to and success in secondary education; as well as young adults (at the tertiary education level). While the activities providing financial support and BoAing facilities specifically target economically disadvantaged girls/young women, the provision of educational fora and counseling services as well as the institutionalization of tutorials will offer help to students in need of support and guidance, regardless of their socio-economic background. Gender focal persons,

associations and management within public universities will be targeted. Moreover, a select number of especially dedicated and committed female teachers will benefit from the educational scholarship scheme which will allow them to obtain a BA degree.

3.3 Strengthened Institutional Capacity for Gender Mainstreaming

This output of the joint programme is cross-cutting in the sense that it will promote gender responsive programming and accountability and strengthen the capacity of women's machineries at all levels, to result in strengthened institutional capacity for gender mainstreaming. It aspires to enhance the accountability, responsiveness, as well as institutional competency of federal and regional gender machineries. Interventions under this output are of a systemic nature.

From the findings of the situation analysis, it is clear that progress has been made in ensuring gender mainstreaming as a strategy to attain gender equality. However, much is still expected and needed to ensure system wide and effective gender mainstreaming at different levels.

To address the identified persisting shortfalls, this component of the joint programme will focus on the following strategic results to achieve the intended purpose:

- Enhance women's participation in leadership & decision making;

- Promote gender responsive programming & accountability mechanism;

- Strengthen the capacity of women's machineries at all levels.

Interventions under this output are of a systemic nature. They are designed to reinforce existing related strategic programme initiatives and address some of the critical gaps in the process of gender mainstreaming. Specifically, they will ensure adequate engendering of new and on-going policy, legal and programmatic frameworks such as PASDEP and entail a number of interventions to gender mainstream the government's M&E systems and processes and set related national standards. Establishing a knowledge resource center and strengthening the network of actors engaged in gender work at all levels are the other intervention areas under the output.

MOWCYA and BOWCYs will be the main responsible bodies to implement the different interventions under this output, at different levels. However, most of the interventions under this JP output are going to be primarily driven by MOWCYA. JP output 3 will directly and indirectly capacitate MOWCYA staff through upgrading of skills and interventions designed to enhance structures/processes/systems; thus enabling the gender machinery to improve its effectiveness and efficiency in implementing the gender agenda through developed standards, better outreach and quality in its service delivery. In this respect, indirect beneficiaries of this particular JP output implicitly even include future generations of Ethiopian women.

3.4 Increased institutional capacity and community level knowledge to promote and protect the right of women and girls

This is another cross-cutting component of the joint programme which is designed to enhance and promote the protection of girls and women's rights by addressing and challenging the root causes of problem through various interventions at individual, family, community and societal level. Issues related to rights of girls and women require, among other efforts, more sustained behavioral change processes at different levels. On the other hand, there is also a need to put in place a policy framework to systematically guide the different initiatives in the country to address HTPs/GBV which are seriously affecting girls and women in a multifaceted direction.

In terms of the overall approach and strategy, this component of the joint programme will focus on the following areas:

- Mass mobilization & advocacy on the rights of girls' and women and gender equality;

- Support development and implementation of a national strategy to protect girls & Women's Rights;

- Enhance institutional capacity and knowledge to protect the rights of girls and women.

Major interventions under the output include the following: community based awareness creation and sensitization; support and strengthen the institutional capacity of media, law enforcement bodies and women's associations to advance the rights of girls and women and provide required services; establish a data collection system on HTP/VAW/GBV; support development of national advocacy/communication and HTP/GBV strategy and plan of action and support the inclusion of HTPs/VAW issues in school curriculum, law reinforcement and police training centers.

MOWCYA and BOWCYs will be the main responsible bodies for implementing the interventions under this output in close collaboration and networking with the various relevant institutions at different levels.

## Figure 1: Logical Framework Summary of the Joint Programme on Gender Equality and Women's Empowerment

GOAL

Women's empowerment, gender equality and children's rights promoted and strengthened

PURPOSE

- Enhancement of Women's Economic Status, Opportunities, and Capabilities
- Improvement of female Access to, Completion of, Success and long-term Representation in Higher Education
- Strengthening of Institutional Capacity for Gender Mainstreaming at all Levels
- Enhancement and Establishment of, and Sensitization and Knowledge Dissemination about, Systems, Standards, Policies in view of protecting and enforcing Girls and Women's Rights

OUTPUTS

- JP Output 1 – Enhanced Economic Empowerment of Women
- JP Output 2 – Improved Access to and Completion of Secondary and Tertiary Education for Girls and Women
- JP Output 3 – Strengthened Institutional Capacity for Gender Mainstreaming
- JP Output 4 – Enhanced Protection of Girls and Women's Rights

RESULTS AREAS

- Enhanced Capacity of Institutions providing BDS to Women
- Provided accessible & affordable financial Services to aspiring Women Entrepreneurs
- Enhanced Competitiveness and Profitability of female owned Businesses

- Put in Place Enabling environment in Support of Female Participation in Education
- Enhanced Female Enrollment & Retention in Secondary and Tertiary Education

- Enhanced Women's Participation in Leadership & Decision Making
- Gender Responsive Programming & Accountability promoted
- Strengthened Capacity of Women's Machineries at all Levels

- Mass Mobilization & Advocacy on Girls' and Women's' Rights and Gender Equality Promoted
- Supported Development and Implementation of a National Strategy to protect Girls & Women's Rights
- Enhanced Institutional Capacity and Knowledge to protect the Rights of Girls and Women

STRATEGIC INPUTS

- Recruit national and regional level technical and managerial personnel to support the Joint Programme's capacity building and service delivery activities at all levels
- Mobilise resources for the Joint Programme for the Pooled Funding as well as the parallel funding
- Recruit Consultancy firms to assist Gender Machinery (MOWCYA/BOWCYAs/WADs) with assessment, implementation, and evaluation tasks
- Implement Capacity Building activities at the National and Regional Levels
- Implement and Monitor Programmes at the National, Regional and Woreda levels
- Technical assistance at all levels: National, Regional and Woreda levels by the UN Agencies: ILO, UNDP, UNICEF, UNIFEM/UN WOMEN, UNFPA
- Resources, financial and material from UN Agencies in the Joint Programme
- Private Sector, CSOs, NGOs providing practical skills and training to Gender Machinery

4. Results Framework

UNDAF Outcome:

Women's empowerment, gender equality and children's rights promoted and strengthened

Outcome of Joint Programme (if different from UNDAF outcome(s), corresponding indicators, baselines, means of verification, resources, risks and assumptions

JP Outputs	SMART Outputs and Responsible UN Organization[4]	Reference to Agency priority or Country Program	Implementing Partners	Indicative activities for each Output	Y1	Y2

JP Output 1 – Increased accessibility of financial and non-financial services to economically disadvantaged women

JP Outputs	SMART Outputs and Responsible UN Organization[4]	Reference to Agency priority or Country Program	Implementing Partners	Indicative activities for each Output	Y1	Y2
Result Area 1: Enhanced Capacity of Institutions providing BDS to Women			MOWCYA MoT BOWCYs	1.1 Capacitate relevant institutions working on women's economic empowerment to undertake gender auditing	460,422	503,716
			MOWCYA MoT	1.2 Strengthen the relevant institutions providing BDS-IGA (develop guidelines, manuals/refer-use ILO-WEDGE tools, innovative IGAs models, value adding ventures, business profiles, providing ToTs, entrepreneur trainings, technical skills training, MIS, engender existing training materials)		
			BOWCYs ReMSEDA MFI	1.3 Strengthen associations/cooperatives to organize and capacitate women working in the informal sector (provide coaching/training related to managerial and operational matters including leadership and organizational development trainings, link to KM platform)		

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[4] This is to be determined separately under detailed work plans. The JP spans over two UNDAF and agency work plan periods, so this will need to be factored into the specific outputs to achieve coherent accountability framework for results

Result Area	Activities	Responsible	Budget	Budget
Result Area 2: *Provided accessible & affordable financial Services to aspiring Women Entrepreneurs*	2.1 Facilitate access to financial support to/for women (cooperatives, female entrepreneurs, associations: establish a scheme providing back-up guarantees in support of substantial loans requested by/provided to female-owned enterprises, through selected commercial financial institutions; also related advocacy among relevant stakeholders; PR component to educate stakeholders about newly introduced scheme)	BOWCYs	3,473,967	2,771,240
	2.2 Provide support to financial institutions to establish blending fund system, lending mechanisms and credit modalities	MOWCYA BOWCYs MoT BoT		
	2.3 Organize fora and workshops to advocate for better financial access for female entrepreneurs and facilitate the establishment of linkages between micro-financial institutions and women entrepreneurs & Income Generating Groups (organize fora/workshops, link to virtual KM platform, networking, etc.)	MOWCYA BOWCYs		
Result Area 3: *Enhanced Competitiveness and Profitability of female owned Businesses*	3.1 Identify pilot product/sector and undertake value chain upgrading with the purpose of benefiting women involved in the chain	MOWCYA BOWCYs MoT BoT	1,868,215	1,853,949
	3.2 Promote existing and innovative/ multidimensional women friendly technological interventions	MOWCYA BOWCYs MoA MoT/BoT		
	3.3 Establish permanent display centers and organize national and local events for practical display and demonstration, engage media and the private sector re proMol and MoTon/dissemination	MOWCYA BOWCYs MoT/BoT		
	3.4 Support the development of gender responsive business incubator clusters (Refer: regional clusters UNIDO cluster approach)	MOWCYA BOWCYs MoT/BoT		

Result Area / Activity	Responsible		
3.5 Avail and support women-friendly BDS (focusing on child care centers, separate sanitation facilities etc. in selected areas, specifically targeting cooperatives, training centers, BDS providers public agencies; for both employees/staff and clients)	BOWCYs BoT BoLSA		
3.6 Facilitate dialogue fora to reduce decent work deficits of women working in MSEs (safety and health, social protection, rights at the workplace etc.)	MOWCYA BOWCY MoLSA / BoLSA		
3.7 Provide training to equip women entrepreneurs, cooperatives & associations with marketable skills and BMS (identify specific training needs, select appropriate service providers, print/distribute materials, link to KM platform)	BOWCYs		

JP Output 2 – Enabling environment created and support provided for girls and women to improve participation and access to secondary and tertiary education

Result Area	Activity	Responsible		
Result Area 4: Put in Place Enabling environment in Support of Female Participation in Education	4.1 Establish and strengthen female educational fora and counseling services (national girls education forum, girls advisory committee, female students' association/clubs etc.)	MOWCYA BOWCYs MoE/BoE	476,319	527,257
	4.2 Provide scholarships for tertiary education (up to first degree) to female teachers working at different educational levels	MOWCYA BOWCYs BoE		
Result Area 5: Enhanced Female Enrollment & Retention in Secondary and Tertiary Education	5.1 Provide girls' hostels and boarding homes	BOWCYs BoE	1,649,822	1,776,310
	5.2 Provide financial support for economically disadvantaged girls and women in secondary and tertiary schools	BOWCYs BoE		

Result Area	Implementing Agency	Activity	Budget
	MOWCYA BOWCYs BoE	5.3 Support institutionalization of tutorial classes for girls and women in higher secondary and tertiary education incl. TVETs	239,259

JP Output 3 – Strengthened institutional capacity for gender mainstreaming

Result Area	Implementing Agency	Activity	Budget
Result Area 6: Enhanced Women's Participation in Leadership & Decision Making	MOWCYA	6.1 Short term training on transformational leadership and decision making for women professionals and leaders in the civil service	350,559
	MOWCYA BOWCYs	6.2 Provide scholarship for tertiary education (up to first degree) to female civil servants with special focus on women machineries at all levels	
Result Area 7: Gender Responsive Programming & Accountability promoted	MOWCYA	7.1 Develop standardized operational manuals, guidelines and tools for gender mainstreaming (gender analysis, gender auditing, gender budgeting etc.)	435,857
	MOWCYA	7.2 Establish and strengthen integrated, sector-wide gender mainstreaming accountability system and mechanism at all levels	
	MOWCYA	7.3 Assess & identify the gaps in the existing systems for the generation and use of sex-disaggregated data in all sectors and support implementation of the remedial actions	
	MOWCYA	7.4 Capacitate parliamentary standing committees in mainstreaming gender in their respective areas (through tools/guidelines, training on gender responsive budget & policy analysis, study tours)	461,287

Result Area	Activity	Responsible		
	7.5 Strengthen the capacity of line ministries'/bureaux' women's affairs organs and key government personnel/implementors at all levels on gender programming (through training, interfacing, reporting)	MOWCYA BOWCYs		484,665
Result Area 8: Strengthened Capacity of Women's Machineries at all Levels	8.1 Provide technical and financial support to the development of MOWCYA's woreda-based Core Plan	MOWCYA	427,700	
	8.2 Strengthen MOWCYA's capacity to track and report on the implementation of international and continental instruments and follow up on their recommendations (CEDAW, AU Convention etc.)	MOWCYA		
	8.3 Strengthen the M&E system of women machineries at all levels (through training, monitoring framework, MIS)	MOWCYA BOWCYs		
	8.4 Establish information and knowledge resource center at MOWCYA level	MOWCYA		
	8.5 Strengthen the coordination, networking and linkage among all actors working on gender issues (through organization of various fora such as seminars, panels, round tables, conferences etc.)	MOWCYA BOWCYs		

JP Output 4 – Increased institutional capacity and community level knowledge and skills to promote and protect the right of women and girls

Result Area	Activity	Responsible		
Result Area 9: Mass Mobilization & Advocacy on	9.1 Community based awareness creation and sensitization on the rights of girls and women, legal provisions on HTPs/VAW/GBV, prevention of HIV-AIDS and its linkage to VAW	BOWCYs	885,524	875,747

Result Area	Activity	Responsible		
Girls' and Women's' Rights and Gender Equality Promoted	9.2 Capacitate and support the media to sensitize on and advocate for the rights of girls & women, and to address gender stereotypes and root causes	MOWCYA BOWCYs	180,000	201,128
Result Area 10: Supported Development and Implementation of a National Strategy to protect Girls & Women's Rights	10.1 Conduct research on the practice of customary, religious and statutory laws from a gender perspective	BOWCY (MOWCYA)		
	10.2 Establish data collection system on HTP/VAW and GBV prevalence and trends	MOWCYA		
	10.3 Develop and promote national advocacy and communication strategy and plan of action for rights of girls& women; and women's empowerment	MOWCYA		
	10.4 Develop and promote national strategy and action plan to prevent and combat HTP/GBV/VAW	MOWCYA		
	10.5 Identify and promote best practices in combating and preventing HTP/VAW	MOWCYA		
Result Area 11: Enhanced Institutional Capacity and Knowledge to protect the Rights of Girls and Women	11.1 Support the inclusion of HTPs/VAW issues in school curriculum, law reinforcement and police training centers	MOWCYA	826,950	845,200
	11.2 Capacitate law reinforcement bodies to ensure effective implementation of the legal provisions on HTPs/VAW	MOWCYA BOWCYs		
	11.3 Strengthen umbrella women's associations at Federal & Regional level	MOWCYA BOWCYs		
	11.4 Strengthen capacity of legal units/offices in gender machineries and create linkage with other stakeholder to provide legal aid services for women	BOWCYs		

Programme Management	MOWCYA BOWCYs	Programme management, survey/assessment and M&E	205,351	208,781
		Grand Total	11,240,686	10,748,539

5.   Management and Coordination Arrangements

The Joint Programme will primarily be implemented through different government partners at federal, regional and district level. However, the overall coordination role will be played by the gender machinery, i.e., the Ministry of Women's Affairs at federal level, Bureaus of Women's Affairs at regional and Women's Affairs Office at district level.

Participating UN Agencies will support implementing government partners by providing both financial and technical inputs in their respective areas of competence. Different UN Agencies will be responsible for the four different components of the joint programme in their role as respective JP Output lead agencies, as presented below:

Output 1: Increased accessibility of sustainable financial and business development services to economically and socially disadvantaged women - ILO;

Output 2: Enabling environment created and support provided for girls and women to improve participation and access to secondary and tertiary education - UNICEF;

Output 3: Strengthened institutional capacity for gender mainstreaming - UNIFEM/UN WOMEN;

Output 4: Increased institutional and community capacity to promote and protect the rights of girls and women - UNFPA.

In addition, UNFPA and UNIFEM/UN WOMEN will be co-leads for the overall coordination and management of the flagship joint programme from the UN side. Whereas UNFPA will focus on the operational management and field-level implementation, UNIFEM/UN Women's major focus will be situated at the level of general oversight, coordination and policy development.

Programme Coordination and Management Structure

The Joint Programme will benefit from the overall joint High Level Steering Committee for United Nations Delivering As One initiative in terms of overseeing and getting strategic guidance through our the implementation of the joint programme, as it is the case for all other programmes.

In addition, the following structures will be put in place to ensure effective coordination and management of the flagship joint programme:

A Programme Management Committee (PMC) will be established at federal, regional and district level to provide operational coordination of the joint programme. At national level, the PMC will comprise of MoFED, MOWCYA and participating UN Agencies. Participating UN Agencies will be represented on a regular basis by focal persons for the flagship joint programmes from each of the Agencies. However, Heads of Agencies will be involved whenever there are issues that require senior level decision making. Regional representatives can also be invited as deemed necessary in the PMC meetings. The national PMC will be co-chaired by MoWCYA and the co-lead UN Agency for the general oversight, coordination and policy development.

At regional and district level, the PMCs will comprise of senior representatives from BOWCY, BoFED and the various sectoral ministries involved in implementing and delivering joint programme interventions. Representatives of participating UN Agencies can attend PMC meetings at regional and district level whenever possible and deemed necessary. Bureau of Women's Affairs and Women's Affairs Office will chair the PMC at regional and district level respectively. The PMC at all

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levels will meet on a quarterly basis and will hold additional meetings whenever there is a need to address emerging issues.

The primary responsibilities of the PMC include the following:
- Ensure operational coordination for the effective implementation of the Joint Programme
- Agree on re-allocations and budget revisions and make recommendations
- Follow up the overall implementation of the joint programme
- Provide technical substantive leadership and advice regarding the activities envisaged in the Annual Work Plan
- Review and endorse progress report before it is officially submitted
- Address emerging management and implementation problems.

The joint programme will have specialized technical as well as managerial staff responsible to ensure timely and effective implementation of the joint programme at different levels as well as adequate oversight in terms of coordination, monitoring, accounting and controlling, reporting etc., as follows:

Federal level: One National Programme Officer and one Monitoring and Evaluation Officer will be recruited and placed at MOWCYA level to support the day to day programme implementation and monitoring of the joint programme. The two staff members will play active role in the joint programme by maintaining close touch and working relationship with all relevant processes/directorate within MOWCYA. The two staff members will work under the supervision of the National Programme Coordinator to be assigned by MOWCYA for the joint programme from among its staff.

Regional level: At regional level, BOWCYs will officially assign Regional Programme Coordinator from among their staff as a focal person for the joint programme. However, the joint programme may have at least one newly recruited Regional Programme Officer (vast regions with an expansive network of implementation sites and/or a very high budgeted volume and/or a complex implementation profile might require more than one dedicated staff) to technically coordinate and follow up the day to day programme implementation. The Regional Programme Coordinator (focal person) and/or Regional Programme Officer will closely work with all relevant processes within BOWCYs, regional level sectoral bureaus involved in implementing the joint programme and district level focal persons for the joint programme. The Regional Programme Officer will work under the supervision of the Regional Programme Coordinator.

District level: At district level, the joint programme will have a coordinator officially assigned by the Head of Woreda Office of Women, Children and Youth Affairs to serve as a focal person and follow up the day to day programme implementation. The coordinator will closely work with all relevant processes within WWCYAOs and district level sectoral offices involved in implementing the joint programme .

Figure 2: Management and Coordination of the Flagship Joint Programme on Gender Equality and Women's Empowerment

High Level Steering Committee

National Programme Management Committee (MoFED, MoWCYA, RC, participating UN Agencies) Co-Chairs: MOWCYA and Co-Lead UN Agency for the general oversight, coordination and policy development.	National Programme Coordinator at MoWCYA

Regional Programme Management Committee (BoFED, BOWCY and participating Sectoral Bureaus) Chair: BoWCYA	Regional Programme Coordinator at BoWCYA

| District Programme Management Committee (WoFED, WWCYAO and participating Sectoral Offices) Chair: WWCYAO	District Programme Coordinator at WWCYAO

6   Fund Management Arrangements

The implementation of the joint programme utilizes a combination of parallel and pass-through funding arrangement. Parallel funding arrangements would be used for implementation of joint programme interventions that are going to be funded by core resources contributed by participating UN Agencies and other resources to be mobilized at agency level.

On the other hand, the pass-through modality will be used for resources that are to be obtained from donors through resource mobilization initiatives at UNCT level (One Fund). The One Fund will be administered by the Administrative Agent (UNDP). The Administrative Agent will transfer funds on behalf of the operational lead agency for the different outputs/activities of the joint programme.

In both the parallel and pass-through funding arrangements, implementing partners will prepare only one fund request and report format (FACE) which will be submitted to the co-lead agency responsible for operational management and field-level implementation (UNFPA). Hence, UNFPA will liaison with respective participating UN Agencies in the joint programme to facilitate the fund request and fund release process. Actual fund release will be done by each of Agencies directly to the implementing partners. All participating UN Agencies will follow one common set of programme implementation modality (PIM) for implementing the Joint Programme.

Figure 3: Fund Transfer Programme Management

UNIFEM/UN Women co-lead for the overall coordination

ONE FUND (at UNCT level)

Core and Non Core Resources of participating UN Agencies

Administrative Agent **(UNDP)**

Participating UN Agencies

Co-lead on Operations UNFPA

MOWCYA (for federal level

BoFEDs (for regional and district level activities)

Regional Sectoral Bureaus (for Regional Level Activities)

BOW CY

WoFED (for district level activities)

WWAO

Request
Release
Reporting
Notifying report by CC

7.   Feasibility, Risk Management and Sustainability of Results

This joint programme is a complex programme which aims to address issues ranging from socio-cultural issues to institutional factors. The success of the programme in its entire scope hinges on the following risk factors:

Financial Risks
- About 80% of the total budget is expected to be mobilized from other sources, such as donor funding
- Transfer of funds could take more time than expected

Operational Risks
- In terms of the economic empowerment components, the availability of capable financial intermediaries that provide the credit directly to the beneficiaries (MFIs and cooperatives) is important. In situations where these are absent, the implementation of the projects could be delayed.
- The cooperation between UN agencies involved in the implementation of the programme might be not as strong as one would expect for Joint Programmes.
- Reports (substantive and financial) may not be submitted from the implementing agencies and this could delay the transfer of additional resources and ultimately affect timely delivery of results.

Organizational Risks
- One of the success factors is the capacity of the gender machineries. While building the capacity of MOWCYA/BOWCY is one of the sub-components of the programme, staff attrition (a "brain and talent drain" following and/or indirectly induced by skills upgrading and capacity building interventions targeting MOWCYA/BOWCY staff) could have significant implications for (i.e., negative effects on) the timely implementation of the programme.
- The ongoing public sector reform programmes could mean the change of structures from time to time. This will affect the continuity/sustainability of the programme.
- MOWCYA is expected to play an overall lead role in the implementation of the programme, alongside UN JP Output lead agencies. This involves the coordination of other line ministries/bureaux. Experience, however, shows that there is poor coordination between different ministries, a leadership and skills deficit at the BOWCY level as well as a pronounced sense of autonomy of line ministries resulting in potential obstacles for MOWCYA to coordinate and lead cross-sectoral gender mainstreaming at all levels, i.e. beyond its own machinery. Similar issues might arise between the federal and regional levels, even between MOWCYA and BOWCY; as well as between the UN agencies involved in the JP.

Risk management
The following actions will be undertaken in order to address the various kinds of risks mentioned above. These include:

- Undertake thorough and extensive resource mobilization exercise
- Scaling up of successful, effective activities through prioritization, involving all stakeholders
- Scaling up of the number of regions and woredas to be covered
- Build in capacity building component and providing technical capacity building to financial intermediaries
- Building-in continuous training of staff
- Intensive monitoring

Sustainability of Results:

It is believed that the benefits generated through this joint programme will be ample, as it is based on priorities and needs of women. The programme will pay particular attention to the involvement of all stakeholders during the implementation, monitoring and evaluation of the Programme. The participation of target groups ensures that potential opportunities and risks, including lessons drawn from experience, are taken into account. This participation promotes ownership and commitment, without which the results are unlikely to be lasting. Ensuring participation at all stages of the implementation of the programme, is a key to ensuring sustainability. Continuous monitoring will be undertaken and remedial actions will be taken whenever necessary to ensure that the implementation of the programme remains on track. To ensure sustainability in institutional capacity building, the actual implementation stage of any given intervention would only be embarked upon once a detailed capacity needs assessment has been undertaken, and a related long-term capacity development strategy will have been agreed upon.

8. Accountability, Monitoring, Reporting and Evaluation

The four different components of the joint programme require appropriate data collection mechanisms for capturing the baseline information preceding the interventions. Hence, it will be necessary to respond to the different data requirements of the joint programme to generate the baseline information that would be used to evaluate the effectiveness and impact of the joint programme interventions at a later stage.

The methods for data collection for the different components of the joint programme are briefly described below:

a) Economic Empowerment: The most critical data requirement for the economic empowerment component is the livelihood status of the individuals to be reached directly at community level via the JP's business management skills and saving and credit services. Hence, detailed information should be captured on pertinent indicators before launching interventions under this JP output.

b) Education: The support provided to adolescent girls and women at different level to assist them to successfully complete secondary and territory education and the resultant effect on their professional lives and careers are the major focus areas of this component. Again, the baseline information should be able to document the current status of these adolescent girls and women already employed in the public sector before benefiting from the programme.

c) Institutional capacity building: For this specific component of the joint programme it is required to capture the current status quo through an institutional capacity assessment. The assessment should focus on major issues identified for intervention by the component. Obviously, the assessment will benefit from the existing secondary data produced by different stakeholders. Gaps identified through the needs assessment will need to be converted into specific technical recommendations for benchmarking purposes (current status and setting targets), and to inform the operationalization of related interventions.

d) Social mobilization: This component of the joint programme requires a baseline survey at woreda level to capture the knowledge, attitude and practice of the respective communities on gender, GBV, HTPs and similar issues before the initiation of the programme. The actual community mobilization interventions should be informed by the outcomes of the respective woreda-based baseline survey. The assessment and baseline survey are expected to benefit from the different secondary data already collected and produced by different actors and stakeholders.

Reporting will be carried out on a quarterly and annual basis. The following figure serves as a graphic displays of accountability and related data flows, among all implicated levels and stakeholders of implementing, overseeing and coordinating the activities of the flagship joint programme.

Figure 4: Reporting of the Joint Program
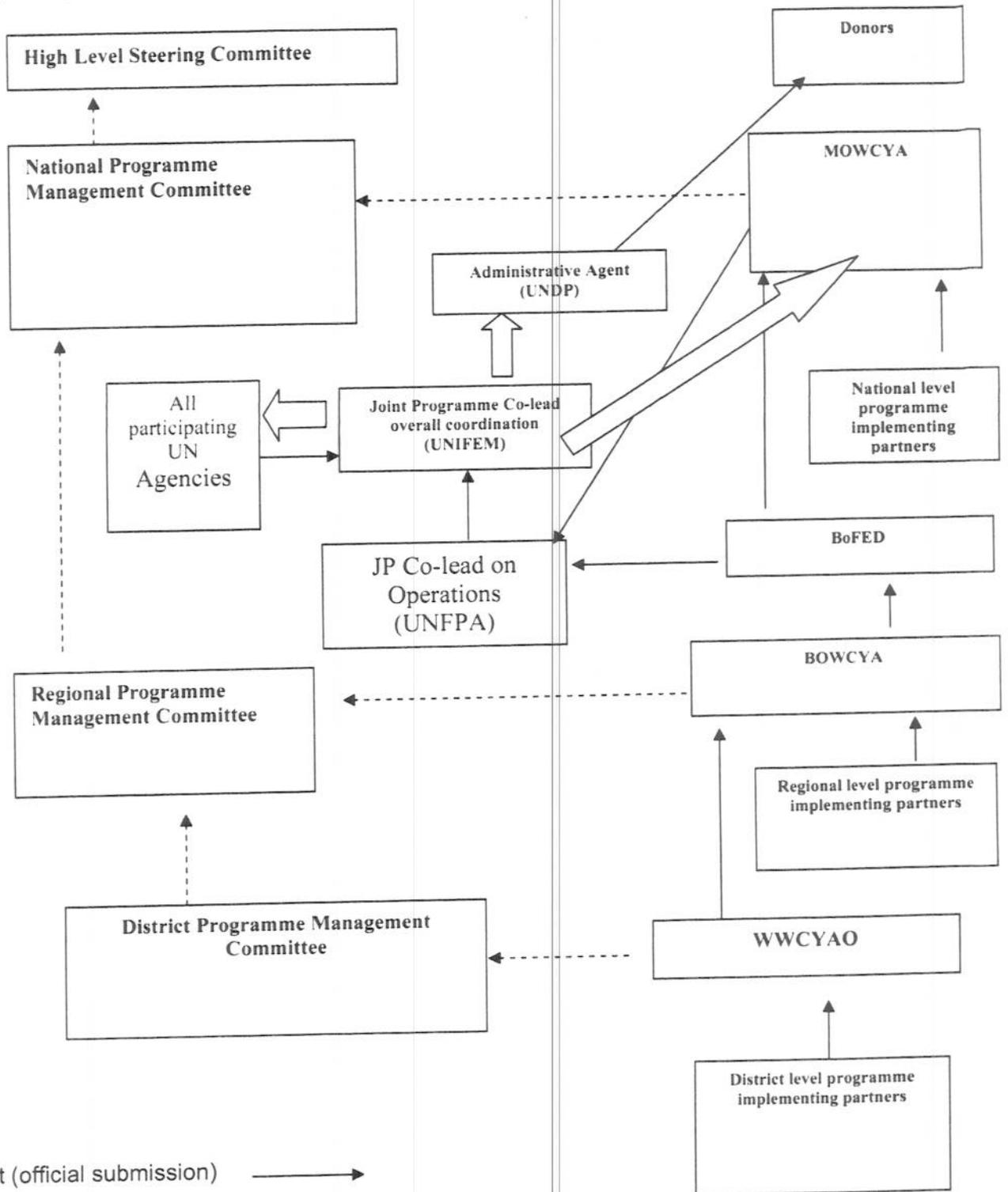
Initial Report (official submission) ———→

Report (for information sharing purpose) - - - - →

Compiled final report ⇒

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Review meetings will be conducted at different levels to review and map out the way forward for the implementation of the flagship joint programme as follows:

a) Federal level: MOWCYA will organize annual review meetings on the joint programme by involving all federal and regional level implementing partners, and participating UN Agencies.

b) Regional Level: BOWCYs will organize bi-annual review meetings on the joint programme by involving representatives from MOWCYA and participating UN Agencies, all regional and woreda level implementing partners.

c) District level: WWCYAOs will organize quarterly review meetings on the joint programme by involving representatives from regional level implementing partners and all woreda level implementing partners.

Table 2: Programme Monitoring Framework (PMF)

Expected Results (Outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions
From Results Framework (Table 1)	From results framework. Baselines are a measure of the indicator at the start of the JP	From identified data and information sources	How is it to be obtained?	Agency specific responsibility (including in case of shared results)	Summary of assumptions and risks for each result

JP Output Statement	Indicators	Baseline	Target Year 1	Target Year 2	Target Total	Indicative Frequency/ Time Frame for Data Collection	Means of verification	Implementation/ M&E Lead	Risks and Assumptions
JP OUTPUT 1: Increased accessibility of sustainable financial and business-development services to economically and socially disadvantaged women	1. Number of organzations delivering gender-responsive business development services	TBD	TBD	TBD		annually	Progress Report	MOWA FeMSEDA	BDS providers will be willing to undergo FAMOS training
	2. Number of women equipped with marketable and business management skills	0	1,000 women on marketable skills; 5,000 women on business management skills	1,000 women on marketable skills; 5,000 women on business management skills	1,000 women on marketable skills; 5,000 women on business management skills	quarterly	Progress Report	MOWA FeMSEDA	Demand driven business and techncial skills are identified
	3. Number of women with access to credit and saving facilities	0	6,340 women (based on $500 per head)	11,880 women (based on $500 per head)	18220 women (based on $500 per head)	annually	Progress Report	MOWA/AEMFI	Appropriate loan conditions that suit the needs of women are in place
	4. Number of women recipients of credit and saving services who initiated business engagement	0	8,000 women	12,000 women	20,000 women	annually	Progress Report	MOWA	Market oriented business skills trainings are delivered

Indicator	Baseline				Frequency	Means of Verification	Responsible	Assumptions / Risks
5. Number of women recipients of credit and saving services who are expanding their businesses					annually	Progress Report	MOWA	Regular follow ups, BDS and credit access are aviable to those women
JP OUTPUT 2: Improved Access to and Completion of Secondary and Tertiary Education for Girls and Women								
1. Development and Implementation of Standards for "Enabling Educational Environment in HLI"	t.b.d.	standards developed	standards implemented	standards developed & implemented	annual	Progress Report	MoWA	Other sectors will accept MoWA-developed standards
2. Occupancy rate in girls' hostels and BoArding homes	0%	90%	100% [increment of 10 percentage points]	100%	monthly	Progress Report	MoWA / Unicef / Unesco	Maximum occupancy ceilings can be determined based on developed standards; Construction not possible due to scarcity of building materials, no available plots
3. Gross enrolment rate in JP-targeted areas	t.b.d. (for grade levels in the secondary sector, only)	5% increment	10% increment	15% increment	monthly	EMIS (MoE)	MoWA/MoE	EMIS not updated/data quality issues (for assisted woredas)
4. Attendance rate of students in supported woredas (at secondary education level and in TVETs)	t.b.d. (for a) secondary & b) tertiary sectors)	Increment of 5 percentage points (for a) secondary & b) TVETs)	Increment of 10 percentage points (for a) secondary & b) TVETs)	Increment of 15 percentage points (for a) secondary & b) TVETs)	monthly	Administrative Data (School records)	MoWA/MoE	EMIS not updated/data quality issues (for assisted woredas)
5. Passing rate (pass/fail mark; proMoI and MoToN/completion rate)	t.b.d.	Increment of 5 percentage points (for a) secondary & b) tertiary sectors)	Increment of 10 percentage points (for a) secondary & b) tertiary sectors)	Increment of 15 percentage points (for a) secondary & b) tertiary sectors)	according to scholastic cycle linked to exams (semester/annual)	EMIS (MoE)	MoWA/MoE	EMIS not updated/data quality issues (for assisted woredas)
JP OUTPUT 3: Strengthened Institutional Capacity for								
1. Accountability systems established in government sectors	5%	10% [increment of 5 percentage points]	25% [increment of 15 percentage points]	25%	annual	Progress Report	MoWA	Transparent accountability systems will be developed; no resistance within sectors against introduction and use of such systems

Category	Indicator			Roll-out/implementation					Assumptions
Gender Mainstreaming	2. Development and Implementation of standard tools for GRB, auditing and gender analysis	Gender Mainstreaming guidelines developed and implemented	GRB, auditing and gender analysis guidelines developed	Roll-out/implementation of all 3 manuals	All manuals fully adopted and implemented /followed in daily practice	annual	Progress Report	MoWA	User-friendly standard tools will be developed; no resistance within sectors against introduction and use of such tools
	3. Percentage of positions at team leader level in civil service and above held by women	20%	21% [increment of 1 percentage point]	23% [increment of 2 percentage points]	23% [increment of 3 percentage points total]	annual	Assessment	MoWA	n.a.
	4. Number of sectors that have GR programming	1 [MoWA]	4 [MoFED, MoARD, MoE and MoH]	3 [MoWater, MoWUD, MoCB]	8	annual	Assessment	MoWA	n.a.
JP OUTPUT 4: Increased institutional and community capacity to promote and protect the rights of girls and women	1. National strategy on HTPs/GBV/VAW in place	1. none	National strategy on HTPs/GBV/VAW developed	Rollout implementation of the strategy	The strategy document adopted and implemented at all levels	Annual	Progress Report	MOWA	Other sectors readiness to adopt and implement the strategy
	2. National Advocacy and Communication strategy on the rights of women and girls in place	2. none	National Advocacy and Communication strategy on HTPs/GBV/VA developed	Rollout implementation of the strategy	The strategy document adopted and implemented at all levels	Annual	Progress Report	MOWA	Readiness and support the implementation of the strategy and accountability mechanism
	3. Number of schools and law enforcement training centers / institutions that integrated HTPs/VAW issues in curricula	5	HTPs/VAW issues integrated in schools curricula and training centers	Scale-up integration of HTP/VAW issues in training centers and law enforcement centers	20% increment in the number of schools and training institutions that integrate HTPs/VAW issues	Annual	Assessment	MOWA	Transparent accountability systems will be developed; no resistance within schools and training centers against introduction and implementation of the curricula
	4. Community groups that have declared the abandonment of HTPs/VAW		Partnering and networking with community and religious/FBO leaders established	Community groups mobilized and sensitized on effects of HTPs/VAW		Annual	Assessment	MOWA	Non resistance of communities to leave HTPs and VAW

9.   Ex Ante Assessment of Cross-cutting Issues

The design of the flagship JP is based on extensive consultations at both federal and sub-national/regional levels, a detailed prioritization exercise and joint work planning, following a research/evidence-based gap analysis and factoring in diverse implementation experience with large-scale programmes on women's empowerment and women's rights, such as the LNWB. The gap analysis and needs assessments conducted have allowed the pinpoint of significant gender inequalities and operationalize appropriate interventions. They also underscored to what extent the various interventions areas are interlinked and need to be sequenced appropriately. Lacking access to higher education locks women into traditional gender roles, preventing them from realizing economic opportunities and enhanced decision making power from the household level (basic human rights; health, education etc.) to the public sphere (participation and involvement in politics; access to information). Underlying cultural values increase the vulnerability of girls and women to RH problems, including fistula, maternal morbidity and mortality, and toward negative future social outcomes.

Implementation experience has however shown that, when communities are mobilized and when girls and women are provided opportunities to improve their lives, gender inequalities can be reduced. Related activities under JP output 4, which address root causes as well as to some extent, related symptoms and can thus be classified as of a cross-cutting nature, are systematically embedded in regionally specific sub-sets of interventions aiming at economic empowerment (JP output 1) and enhanced access to education opportunities (JP output 2). The capacity of the governmental machinery for appropriately enhanced future mainstreaming is the rationale behind JP output 3.

The implementation of programme components in the specific regions will start with respective regional stakeholder planning workshops in which stakeholders will determine in which woredas the JP will be implemented. Some regions (Dire Dawa, Harari, Addis Ababa, Somali) will remain without JP output 1/economic activities pending the survey findings and implementation results produced by the related EU programme's pillar of activities. The JP will commission a limited number of baseline surveys to allow for tracking changes against predefined outcomes during the 15 months of implementation. Both quantitative and qualitative data will inform program strategies and interventions. At the institutional level, capacity assessments of key sector ministries such as MOWCYA, BOWCYs and district level women affairs offices will be conducted to guide technical support interventions.

10.   Legal Context or Basis of Relationship

This Flagship JP which is led by MOWCYA brings together a total of 6 participating agencies (ILO, UNDP, UNFPA, UNICEF, UNIFEM/UN Women and UNESCO). Each agency contributes specific comparative advantages based on their respective area of special expertise given their mandate. The basis of operation in Ethiopia are governing documents such as the UNDAF (jointly signed between the UNCT and MoFED) and the respective Country Programme documents of the respective agencies for the period of implementation (2010-11), also signed with the MoFED. In addition, there is a possibility of benefiting from the involvement of WFP based on their accumulated knowledge and expertise in supporting rural livelihoods. There is also a possibility of accommodating technical inputs from specialized agencies through the existing UN coordination structure, such as the UN Gender Technical Working Group and technical committees to be established during the implementation of the Gender Flagship JP. Furthermore, the AWPs signed with regional governments have the status of binding legal contracts.

The following table summarizes additional information on the AA and the participating UN Agencies' basis of relationship with the federal Ethiopian government.

Participating UN Organization	Agreement
UNFPA	UNFPA and the Government of Ethiopia have officially agreed on 30 August 1999 that the Standard Basic Assistance Agreement (SBAA) of UNDP (which was signed on 26 February 1981) apply mutatis mutandis to the activities and personnel of UNFPA in Ethiopia.
UNIFEM/UN WOMEN	This Joint Programme Document shall be the instrument referred to as the Project Document in Article I of the Standard Basic Assistance Agreement between the Government of Ethiopia and the United Nations Development Programme, signed by the parties on 26 February 1981.
UNICEF	The Basic Cooperation Agreement (BCA) concluded between the Government of Ethiopia and UNICEF in 1994 provides the basis of the relationship between the Government of Ethiopia and UNICEF.
UNDP	This Joint Programme Document shall be the instrument referred to as the Project Document in Article I of the Standard Basic Assistance Agreement between the Government of Ethiopia and the United Nations Development Programme, signed by the parties on 26 February 1981.
ILO	The Government of Ethiopia and the ILO entered into agreement on 10 December 1964 concerning the establishment of the Office. This agreement was superseded by the Host Country Agreement which was signed between the Government of Ethiopia and ILO on 8 September 1997.
UNESCO	The Basic Agreement concluded between UNESCO and the Imperial Government of Ethiopia has been signed on 8th March, 1956 and provides the basic of the relationship between the two parties.