



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

## END-EVALUATION OF PHASE 1

FINAL REPORT  
May 29<sup>th</sup> 2013



## ACRONYMS & ABBREVIATIONS

<b>AEMFI</b>	Association of Ethiopian Micro Finance Institutions
<b>AWP</b>	Annual work plan
<b>AWSAD</b>	Association of Women sanctuary Development
<b>BoA</b>	Bureau of Agriculture
<b>BDS</b>	Business Development Services
<b>BoFED</b>	Bureau of Finance & Economic Development
<b>BoLSA</b>	Bureau of Labour and Social Affairs
<b>BoE</b>	Bureau of Education
<b>BoT</b>	Bureau of Trade
<b>BoWCYA</b>	Bureau of Women, Children and Youth Affairs
<b>BoWA</b>	Bureau of Women Affairs
<b>CEDAW</b>	Convention on the Elimination of All forms of Discrimination Against Women
<b>CPAP</b>	Country Programme Action Plan
<b>CC</b>	Community Conversation
<b>CSOs</b>	Civil Society Organisations
<b>DAG</b>	Donor Assistance Group
<b>DEVAW</b>	Declaration on the Elimination of Violence Against Women
<b>DFID</b>	Department for International Development
<b>DRS</b>	Developing Regional States
<b>ERG</b>	Evaluation Reference Group
<b>FDRE</b>	Federal Democratic Republic of Ethiopia
<b>FMSEDA</b>	Federal Micro and Small Enterprise Development Agencies
<b>FGM/C</b>	Female Genital Mutilation/Cutting
<b>GBV</b>	Gender Based Violence
<b>GER</b>	Gross Enrolment Rate
<b>GEWE</b>	Gender equality and women's empowerment
<b>GoE</b>	Government of Ethiopia
<b>GRB</b>	Gender Responsive Budgeting
<b>HACT</b>	Harmonised Approach to Cash Transfers
<b>HIV</b>	Human Immunodeficiency Virus
<b>HTP</b>	Harmful Traditional Practices
<b>ICPD</b>	International Conference on Population and Development
<b>IFAD</b>	International Fund for Agricultural Development
<b>IGA</b>	Income Generating Activities
<b>ILO</b>	International Labor Organisation
<b>IPs</b>	Implementing Partners
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MDGs</b>	Millennium Development Goals
<b>MEL</b>	Monitoring and Evaluation Learning
<b>MIF</b>	Micro Finance Institution
<b>MoE</b>	Ministry of Education
<b>MoFED</b>	Ministry of Finance & Economic Development
<b>Mol</b>	Ministry of Industry
<b>MoLSA</b>	Ministry of Labour and Social Affairs
<b>MoT</b>	Ministry of Trade

<b>MoWCYA</b>	Ministry of Women, Children and Youth Affairs
<b>MSE</b>	Micro & small enterprise
<b>NGOs</b>	Non-Governmental Organisations
<b>PMF</b>	Programme Monitoring Framework
<b>HRBA</b>	Human Rights Based Approach
<b>RCO</b>	Resident Coordinators Office
<b>ReMSEDA</b>	Regional Micro and Small Enterprise Development Agencies
<b>TWG</b>	Technical Working Group
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNDP</b>	United Nations Development Programme
<b>UNESCO</b>	United Nations Educational, Scientific & Cultural Organisation
<b>UNFPA</b>	United Nations Fund for Population Activities
<b>UNICEF</b>	United Nations International Children’s Emergency Fund
<b>UNPO</b>	UN Partner Organisation

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

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## EXECUTIVE SUMMARY

### Introduction

This report presents the results and findings of the evaluation of the first phase of the Joint Programme for Gender Equality and Women's Empowerment in Ethiopia (JP GEWE) conducted over a period of 4 months between February and May 2013.

The JP GEWE was the first programme to be funded under the Ethiopia One UN Fund. The Ethiopia One UN Fund was established in 2011 to facilitate the realisation of the One UN Programme outcomes as well as channel funds to the highest priorities of the country. The JP GEWE is one of three Flagship Joint Programmes in those high priority areas for achieving the Millennium Development Goals (MDGs). It was designed with a 'bridging' phase from 1 January 2011 to 30 June 2012. Implementation has continued to date i.e. May 2013 with a new end date of June 2013. It was to be used to identify best practices and effective partnerships, strengthen alliances and collaboration of strategic partnerships as well as improve data availability as a basis for adequate and appropriate programming in gender equality and women's empowerment. The UN is seen as having a comparative advantage in gender equality and women's empowerment programming and the subject matter is under supported by other donors. Ethiopia is a 'Delivering as One' self starter and there are expectations that the JP GEWE like other Programmes would drive and inspire innovation in operational modalities towards increased alignment and effectiveness.

### Programme Brief

The programme was initiated following the mid-term review of UNDAF 2007-2011 with the primary goal of *'Women's empowerment, gender equality and the promotion as well as strengthening of children's rights'*. This goal is being achieved through addressing four components designated as 'Outputs Areas' namely, Women's economic empowerment, educational attainment of women and girls at secondary and tertiary levels, strengthened capacities for gender mainstreaming and the protection of the rights of women and girls.

The lead implementing organisation for the JP GEWE is the Ministry of Women, Children and Youth Affairs (MoWCYA) while the Ministry of Finance and Economic Development (MoFED) is the overall coordinator of UN programmes in the country. Other ministries as well as other institutions (e.g. education, trade, universities, cooperatives & NGOs) are also engaged in the implementation of the JP.

Six UN agencies are currently participating in the JP GEWE in a variety of roles which include; leads or co-responsibles for specific output areas, coordinator or administrator. The UN Participating organisations (UNPOs) include; ILO, UNICEF, UNESCO, UN Women, UNFPA, and UNDP.

The current (first) phase of the JP GEWE initially planned to last from January 2011 until June 2012 has been extended twice; first to December 2012 and then to June 30 2013 to allow the completion of planned activities.

Of the total estimated budget of US\$ 21,989,225.00 the JP has received US\$ 11,960,930.00 provided by DFID.

### **Purpose of Evaluation**

The purpose of the evaluation, stated in the ToRs is, *'assessing the management, operational and financial systems of the Joints Programme on Gender Equality and Women's Empowerment programme, the progress made in programme interventions in the four stated Output Areas, determine if the programme is on track as well as on the right track, and identify the challenges faced by the UN system and the Government of Ethiopia in the implementation of the programme'*.

The specific objectives of the evaluation include to;

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

### **Scope**

The evaluation, expected to cover the entire country, contacted (sampled) 249 implementers at all levels of government, stakeholders as well as beneficiaries in three regions and one city state namely; Oromiya, Tigray, Somali and Addis Ababa City.

The evaluation specifically involved and engaged UN organisations participating in the GEWE JP (ILO, UNICEF, UNESCO, UNFPA, UN Women, UNDP, the UN Country Team (UNCT) the Resident Coordinators Office (RCO), national implementing organisations at the federal, regional state, city and sub-city administration levels, current and prospective funders, NGOs and cooperatives as well as individuals and group beneficiaries.

### **Design & Methodology**

A one shot non-experimental evaluation design was used for this evaluation with the application of baseline indicators and targets where applicable and available to assess progress made.

### **Evaluation Governance**

The evaluation governance architecture which provided oversight for the evaluation, reviewed the design, all reports, and provided advice for the evaluation, operated at three levels; the evaluation management located in UN Women, the Evaluation Reference Group (ERG) and the Technical Working Group of the JP. The latter was comprised of representatives of MoWCYA & MoFED, DFID, the Resident Coordinator's office/ UNCT and UN agencies participating in the JP.



## **Findings**

The JP GEWE flagship programme is unequivocally relevant to the needs of the country and in particular those of poor women and girls as well as poor men and boys.

The JP GEWE is in alignment with one of the four pillars of the Government of Ethiopia's current national development strategy;- the Growth and Transformation Plan (GTP) 2010/11- 2014/15.

The JP GEWE is aligned with the UN Development Assistance Framework (2012-2015): in particular with Pillar 4-support to women, youth and children, and specifically with; access to markets, financial resources; training and education; and gender based violence. The goal of the JP GEWE is framed in the language of the gender outcome of UNDAF, i.e., women's empowerment, gender equality and children's rights promoted and strengthened.

The evaluation affirmed that the GEWE JP; 'has been a successful and positive experience'; the evaluation found sufficient implementation progress towards planned outputs and outcomes. All four components have achieved many of the stated outputs in relation to the expected results. All four Output Areas have achieved satisfactory results for two-thirds of the expected outcomes with Output Area 4 showing the most satisfactory results. However it is unlikely that in the time remaining for this phase of the JP, all the planned outputs will be completed as envisaged. Most of the indicators are not being adequately tracked.

The quality of outputs and in particular outcomes is mixed with some high and some low. It was difficult to assess outcomes because of widespread weaknesses of monitoring and documentation including reporting. There was no central data system either in UN Women or MoWCYA for collecting, collating and analysing reports or data emanating or generated from all the Outputs Areas and Implementing Partners (IPs).

Many programme activities were undertaken as planned largely because AWP's are prepared on the basis of approved budgets and in some instances implementation exceeded expectation e.g. Tigray. The available budget for JP activities was well below what was expected as indicated in the programme document while fund disbursements were routinely delayed.

The programme design is conceptually and theoretically sound but operationally weak. The articulation of major pillars of the programme e.g. theory of change, logic model or results chain, Monitoring, Evaluation and Learning (MEL) framework and/or plan and communications plan require careful and serious attention. The JP implementation strategy is appropriate; the correct institutional partners are currently involved in implementing the JP although persisting shortages of personnel to manage the programme hinders progress in the key implementing institutions. Coordination has been hindered by a perceived absence of clarity in role specification.

Programme management has been moderately satisfactory; activities are planned and executed although constrained by budget realities as well as staff limitations in terms of numbers and to a less extent expertise. Programme management is hampered partly because all the governance structures have either not been created as envisaged or are not working optimally. Planned activities are being pursued with moderately successful results under these prevailing circumstances. On account of the limited monitoring taking place in the JP, not much learning is being ploughed back into the management of the programme in order to improve or change

implementation. Indicators are not being routinely or rigorously tracked by implementers, managers or coordinating partners. Efficiency pictures are difficult to gain; insufficient information is available with respect to the cost (- effectiveness) of implementation.

Each UN Partner Organisation (UNPO) involved in the JP is progressing apace with the execution of its respective Output Area with little collaboration from others similarly engaged. The coordinating partners, UN Women and UNFPA, address their JP roles under an atmosphere of historical autonomy among the partners which influences inter-agency collaboration and coordination. The existence and use among UNPOs of the HACT and PIM stipulations have to a large extent helped ease and smoothen the operational as well as management roles. The financial system was not investigated in detail by the evaluation.

The JP GEWE good practices include the following;

- The implementation modality of working through GoE structures at all levels of the system from federal to Kebele on one hand, and working as a team of UNPOs, on the other.
- Joint Programming by a number of UN agencies to address one critical development issue or problem is a good strategy
- The creation of a cross institutional TWG is a good way of ensuring participation across a large number of organisations involved/engaged in the programme.
- The use among all the UNPOs of the HACT should be encouraged as a good practice.

### **Conclusion**

- While the joint programme design, implementation strategy and institutional arrangements appear to be working, coordination, management, and especially financial management structures and systems are not operating optimally. Financial management is characterized by chronic delays which influence programme execution resulting in programme inefficiency. This phase of the JP, initially designed to last one year was extended twice; evidence of inefficiency
- This evaluation found that the existing focus areas of the JP GEWE, as reflected in the programme outputs and result areas, are relevant to the situation of girls and women in all parts of the country despite differences in regional and or local contexts. It has also been shown through this evaluation that the programme has achieved moderate but significantly positive results in phase 1 in the face of seriously limiting funding challenges.

### **Lessons Learnt**

- Context influences programme execution; key dimensions of the programme context ( e.g. institutional/organisational capability, policy environment and political, social & economic context) need to be reviewed at regular (strategic) intervals to ensure balance and equilibrium in order to guarantee the delivery of desired results.

### **Recommendations**

#### **Recommendations for Donors**

- The paradox of little funding and more than expected activity accomplishment may be a compensatory strategy in the face of limited funding. This has happened in phase 1 with

the result that attention has been paid not to monitoring, but to ensuring that activities are undertaken as planned. It is important in the next phase to ensure that adequate resources are availed so that all parts of the programme are given adequately attention. It is recommended that donors consider funding this JP and with more money.

- Donors are critical allies whose opinions are important; When DFID requested for more regular reporting upon extension of the time frame for JP GEWE, it was proved to be a valuable strategy; the documentation was very useful for the evaluation. This evaluation believes that encouraging donor partner constructive engagement with the programme will bring positive results.

#### **Recommendations for GoE (MoFED & MoWCYA)**

- GoE could improve the 'popular' visible commitment to gender equality through, for example increasing the length and depth of reports related to GEWE in public GoE documents e.g. annual reports.etc.
- More fundraising needs to be undertaken for the JP under the One Fund Initiative, thus creative and successful ways have to be found by both the GoE and UN to make this a reality.
- MoWCYA could create guidelines to support other ministries involved in the JP GEWE implementation to; i) understand their roles, ii) improve monitoring, reporting and general documentation as a way to strengthen the implementation coordination.

#### **Recommendations for UNPOs**

- Active collaboration and more sharing of information across Output Areas has the potential of making the JP GEWE more successful in the opinion of the evaluation, it ought to be seriously considered and put in place.
- UNPOs involved with other joint programmes could synergise relevant aspects of the JP GEWE with them for better all round results.

#### **Recommendations for Phase 2**

- The programme design has major weaknesses which need to be improved upon in the next phase. While still relevant, the programme's intervention theory of change (ToC) and especially those for each Output Area needs to be carefully charted in alignment with the larger programme one. This will improve coherence as well as encourage collaboration.
- Monitoring, tracking and assessing effectiveness has been very poorly undertaken in phase 1. In the next phase, it is imperative if success is to be achieved, that the M,E & Learning plan and frame work is completely articulated at the same time as the design planning and undertaken by experienced evaluators. It is advisable to consider using M&E frameworks that are compatible with the Programme. The Africa Gender and

Development Evaluators Network has experience in the areas of human rights based gender responsive M&E and its members could be invited to support the development of a workable and practical MEL system.

- The phase II could use a developmental evaluation approach or impact evaluation design. For either of these two approaches it is advisable to commence the evaluation methodology design at the start of programme design and implementation.
- The evaluation shows some deficiency in the management and coordination of the JP which can be easily rectified. More regular and planned meetings in addition to understanding of roles and responsibilities would advance management. In addition, commitment to deadlines as well as follow through on agreed courses of action e.g. management structure (minimum required management structures). Management structure have not all been activated or created thereby creating a less than optimal managerial climate
- Regular updates in a variety of formats including e-newsletters, blogs, and conventional reports by IPs, UNPOs, as well as beneficiaries ought to be seriously considered.
- UN Women and other UNPOs should consider dedicating web pages to the JP on their websites.
- More funds should be dedicated to monitoring and documentation as a way of resolving the paradox of less money accomplishing more activities.

## I. INTRODUCTION

1. A team of three individual independent consultants was engaged between February and May 2013 to evaluate the first flagship Joint Programme in Ethiopia on Gender Equality and Women's Empowerment (JP GEWE) launched in January 2011. This report is the final report of the first phase of this first programme under the umbrella of the Ethiopia One Fund initiative. The Ethiopia One UN Fund was established in January 2011<sup>1</sup> with the aim of facilitating the realisation of One UN Programme outcomes by strengthening planning and coordination, aligning funding allocations to the needs of the One UN Programme in Ethiopia and channelling funds toward the highest priorities of the country. The JP GEWE is one of three Flagship Joint Programmes in high priority areas for the achievement of the Millennium Development Goals (MDGs), where the UN has a comparative advantage and which are under supported by other donors. Ethiopia is a Delivering as One self starter and the expectation is that the Joint Programmes would drive and inspire innovation in operational modalities towards increased alignment and effectiveness.
2. The JP GEWE was designed initially as a 'bridging' phase (1 January 2011-30 June 2012), which would be used to identify best practices and effective partnerships, to strengthen alliances and collaboration as well as strategic partnerships and improve data availability as a basis for adequate and appropriate programming in gender equality and women's empowerment. The subsequent follow-on phase would build on 'lessons learned' during the exploratory phase while the progress in operational effectiveness would provide a multi-year programming framework as well as mechanisms for medium-term monitoring aligned to the UNDAF 2012-2015 on one hand, and the Growth and Transformation Plan (GTP) 2010/11-2014/15 results framework, on the other.

This report presents final revisions of findings of the evaluation conducted from February to May 2013.

## II. BACKGROUND AND CONTEXT

### 2.1. Country Situation

3. Ethiopia has an estimated total population of 84,320,987 (42,556,999 males and 41,763,988 females) in 2012.<sup>2</sup> The country is predominantly rural with only about 16% of the population living in urban areas.<sup>3</sup> Accordingly, the economy is largely based on agriculture. Ethiopia has in recent years recorded some of the highest economic growth rates worldwide and made impressive progress towards many of the MDGs. The country has registered an average annual economic growth rate of 11% over the last nine consecutive years between 2004 and

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

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

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

2012.<sup>4</sup> In spite of this impressive economic record, Ethiopia remains one of the least developed countries in the world, ranking 173<sup>th</sup> out of 186 countries in the recent (2013) UNDP Human Development Index.<sup>5</sup> About 27.6% of the population was estimated to live below the total poverty line<sup>6</sup>, with strong disparities between regions, as well as between rural and urban areas, in income levels, poverty and access to social services<sup>7</sup>.

4. Gender inequality is a characteristic feature of Ethiopia. Though the country has put in place commendable policy, legislative and program measures to promote gender equality, cultural norms, traditions and practices continue to impede substantive equality for women. The Constitution of Ethiopia (1995) establishes equal rights for women and men across economic, social and political spheres including the possibility of using affirmative action to address women's current subordinate status. Subsequent to the adoption of the Constitution, extensive legislative reforms were undertaken to harmonize domestic laws with constitutional provisions and international human rights standards.
5. The primary policy document for the rights of women in Ethiopia is the National Policy on Ethiopian Women, which was adopted in 1993. Policies on gender equality have been further elaborated in National Development Plans. The current plan, the Growth and Transformation Plan (GTP), emphasizes participation in the overall gender strategy for the period 2009/10-2014/15.<sup>8</sup> The priority objectives for the period include; ensuring women's active participation in the country's economic development and equal benefit from economic growth; increasing participation in the social sector and empowerment of women by abolishing Harmful Traditional Practices (HTPs) and increasing women's participation in politics.
6. The Ministry of Women, Children and Youth Affairs (MoWCYA) is the primary executing ministry with the mandate for the rights of women as the lead agency for implementing the policy framework on women and children's issues.<sup>9</sup> At the regional level the Bureau of Women, Children and Youth Affairs (BoWAs) and at lower administrative levels similar structures are the primary vehicles responsible for mainstreaming and ensuring women's rights. However, the Federal and Regional Women's Affairs structures are still evolving and face capacity challenges which affect how adequately the mainstreaming and institutionalization of gender equality is addressed.
7. The policy, legislative and institutional measures taken by the government in recent years have thus laid the foundation for gender equality and have already resulted in some positive trends. However, it is a long road to get to meaningfully reduce gender disparity in the country. Ethiopian women are still economically, socially and politically disadvantaged; in the enjoyment of human basic privileges, in accessing economic opportunities, political

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

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

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

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

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

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

decision-making processes, and in accessing basic resources and services<sup>10</sup>. The 2012 Global Gender Gap Report ranks Ethiopia 118<sup>th</sup> out of 135 countries, indicating the existence significant gender disparity in the country.

8. These various aspects of the situation of the country make a very strong case for a joint programme on gender equality and women's empowerment.

## 2.2 Programme Overview

9. **Title:** Joint Programme on Gender Equality and Women's Empowerment (JP-GEWE)  
**Duration:** January 2011 to June 2013  
**Estimated Budget (total):** US\$21,989,225.00 (funded = 11,960,930.00)  
**Fund Management Option(s):** Core, Parallel, Pass-through, and combinations;  
**Coordinating Agencies:** UN Women, UNFPA;  
**Administrative Agent** (One UN Fund): Multi-Partner Trust Fund (MPTF)  
**Participating UN Agencies:** ILO, UNDP, UNESCO, UNFPA, UNICEF and UN Women  
**Lead Government Implementing Ministry:**  
Ministry of Women, Children & Youth Affairs  
**Co-ordinating Ministry:** Ministry of Finance and Economic Planning  
**Donor:** *Department For International Development*

10. The **Joint Programme on Gender Equality and Women's Empowerment (JP-GEWE)** is a collaborative effort of the Ethiopian Government and the UN System in Ethiopia to support the country in addressing the critical need for systematic gender mainstreaming, through harmonisation and alignment of processes and systems. The JP-GEWE foresees scaling up of the country's ability towards meeting its international commitments, such as the Millennium Development Goals (MDGs), especially; MDG 3 – **To Promote Gender Equality and the Empowerment of Women**, as well as achieving the Growth & Transformation Plan (GTP) of the country in which gender equality and women's empowerment is one of the major action pillars.

11. The JP-GEWE is among three strategic ventures of the UN Development Assistance Framework's (UNDAF) Action Plan<sup>11</sup> for 2012-2015 intended for achievement of the MDGs, in particularly the **Outcome - Women's empowerment, gender equality and children's rights promoted and strengthened**. It was initiated following the mid-term review of UNDAF 2007-2011 which identified the need for an increasingly harmonised, complementary and scaled up programmatic approach as well as a response to consultations held amongst stakeholders at both federal and sub-national/regional levels. The JP GEWE was the first UN programme to receive funding through the Ethiopia One UN fund established a little over 2 years ago in January 2011.

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<sup>10</sup> For instance, see the African Development Bank report, 2008

<sup>11</sup> - The UNDAF Action Plan is a common, coherent operational plan for all UN funds, programmes and agencies in Ethiopia.

## 2.3. Programme Structure

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

**2.3.1 Programme Goal/Objective:** The primary goal of the programme is stated as *‘Women’s empowerment, gender equality and children’s rights promoted and strengthened’*. This objective is being achieved through addressing four core ‘output areas’, each of which consists of 2-3 results. The Output Areas correspond to the components of the programme which frame the nature of interventions in each area, thereby ensuring differences in results (outcomes) between one area and other.

### 2.3.2 Programme Focus ‘Output Areas’:

- 12 Women’s economic empowerment:** This outcome seeks to increase access to financial and business development services by vulnerable women. This is being achieved firstly by strengthening the capacities of financial institutions, Business Development Service (BDS) providers and associations who in turn will be better able to provide diversified financial products and BDS to Women; Secondly, by increasing access to training and information on financial and business development services for Women in formal and informal businesses; thirdly, by increasing access to credit for Women (in formal and informal businesses); and fourthly, by developing a national strategy and implementation framework for micro finance services targeted at vulnerable groups
- 13 Educational attainment of women and girls at secondary and tertiary levels:** This outcome is geared towards increasing opportunities for education, leadership and decision making for Women and girls. It is being achieved by; firstly, increasing the number of girls and women who receive support for secondary and tertiary education; secondly, increasing the number of teachers with knowledge and skills to offer gender responsive pedagogies; thirdly, through increasing the number of women and girls who attain basic functional literacy; fourthly, increasing women’s access to professional and leadership development opportunities; and finally, through increasing general public awareness on the importance of women’s participation in leadership.
- 14 Strengthened capacities for gender mainstreaming:** This Output Area is aimed at strengthening federal and local government institutions in order for them to better implement national and international commitments on gender equality. Systems for monitoring performance on gender related national commitments at the federal and local levels are being put in place and capacities existing in federal and local government institutions for gender responsive planning and budgeting are being strengthened.
- 15 The Protection of the rights of women and girls:** This outcome of the JP seeks to enhance the capacity of formal and informal institutions at national and local levels to promote and protect the rights of girls and women. This is being achieved by; establishing knowledge networks on gender equality and women’s empowerment at federal and regional levels; establishing/strengthening coordination mechanisms for the prevention and appropriate response to Violence Against Women and Girls (VAWG) at federal and local levels; increasing the capacity of service providers to deliver gender responsive support (health, psycho-social



support, social and economic reintegration) to survivors of violence; enhancing the capabilities (knowledge, skills and systems) of law enforcement agencies to promote and protect the rights of women; and by increasing community interventions/actions that promote and protect the rights of women and girls.

Each Output Area has between 2 and 3 outputs referred to in programme documents as **Result Areas**. The four Output Areas thus have between them 11 results or result areas as shown in Box 1 below.

### **Box 1. JP GEWE Result Areas by key Output Areas (Outcomes)**

<p><i><b>Output 1: Increased accessibility of financial &amp; non-financial services for economically disadvantaged women (Enhanced Economic empowerment of women):</b></i></p> <p><b>Result Area 1:</b> Enhanced capacity of institutions providing business development services to women</p> <p><b>Result Area 2:</b> Providing accessible and affordable financial services to aspiring women entrepreneurs</p> <p><b>Result Area 3:</b> Enhanced competitiveness and profitability of female owned businesses</p> <p><i><b>Output 2: Enabling environment created and support provided for girls and women to improve participation and access to secondary and tertiary education:</b></i></p> <p><b>Result Area 4:</b> Enabling environment in place to support female participation in education</p> <p><b>Result Area 5:</b> Enhanced female enrollment and retention in secondary and tertiary education</p> <p><i><b>Output 3: Strengthened institutional capacity for gender mainstreaming:</b></i></p> <p><b>Result Area 6:</b> Enhanced women's participation in leadership and decision-making</p> <p><b>Result Area 7:</b> Gender-responsive programming and accountability promoted</p> <p><b>Result Area 8:</b> Strengthened capacity of women's machineries at all levels</p> <p><i><b>Output 4: Increased institutional capacity and community level knowledge to promote and protect the rights of women and girls</b></i></p> <p><b>Result Areas 9:</b> Mass mobilization and advocacy on girls' &amp; women's rights and gender equality promoted</p> <p><b>Result Area 10:</b> Supported dev't &amp; implementation of a national strategy to protect girls' &amp; women's rights</p>
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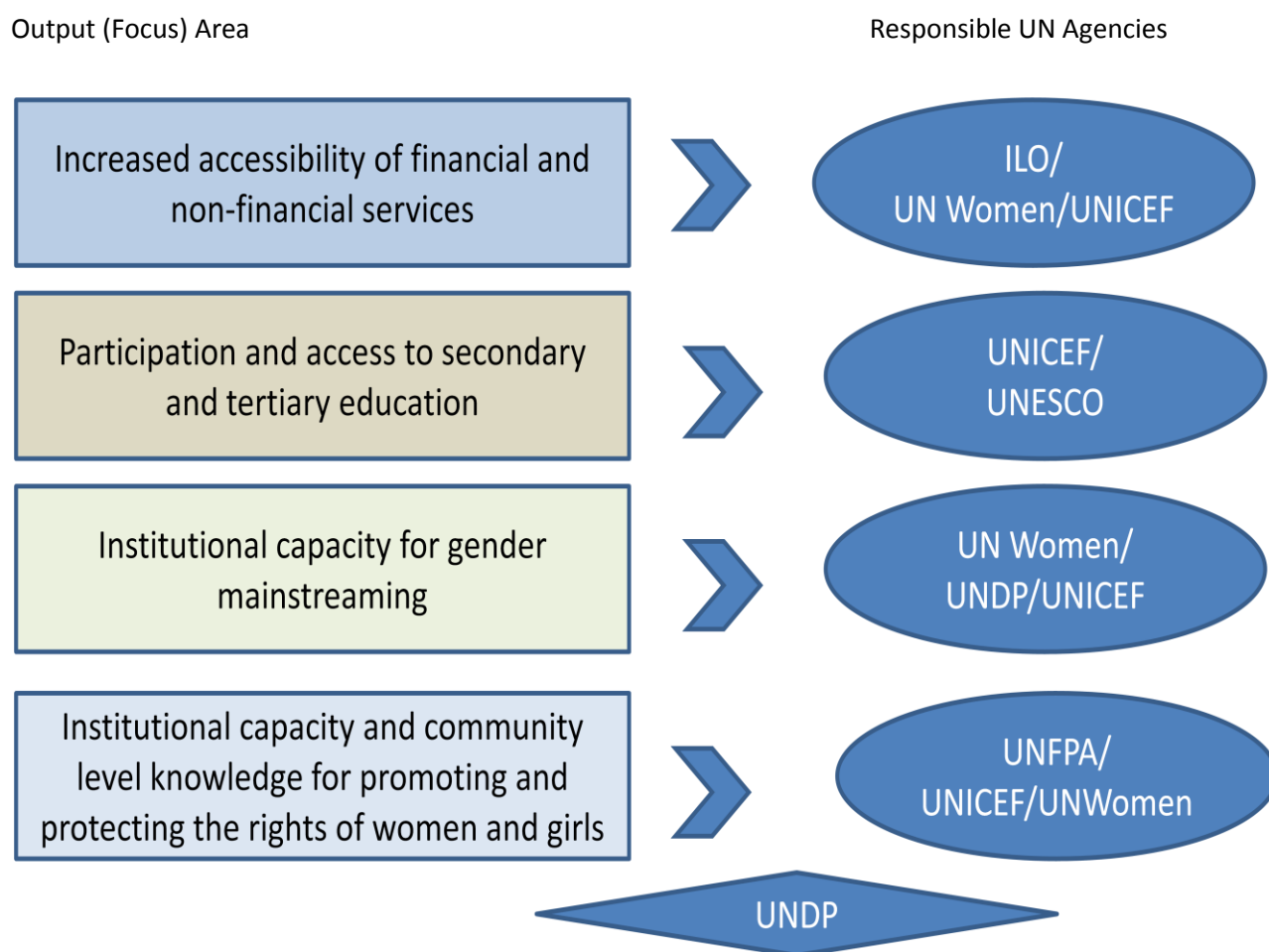
## **2.4 Programme Duration**

- 16 The first phase of the JP GEWE initially planned to last for the period between January 2011 and June 2012 was extended first to December 2012. This date has been further extended to the new end date of June 30 2013 in order to allow for the completion of planned activities.

## 2.5 Role of UN partners and other stakeholders in JP GEWE

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

**Figure 1: Programme Components**



- 18 The lead implementing ministry is the Ministry of Women, Children and Youth Affairs (MoWCYA) while the Ministry of Finance and Economic Development (MoFED) is the overall coordinator of UN programmes in the country including the JP GEWE.
- 19 Other government ministries and regional bureaus are involved in downstream programme implementation and sectoral activities in consonance with the dictates of harmonisation, alignment and national ownership of the Paris Declaration (PD) & Accra Agenda for Action (AAA). Table 1 below provides names of the collaborating implementing ministries, regional

bureaus as well as some of the implementing universities and non-governmental organisations involved in JP GEWE.

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

UN Agency	Output Area	Other Role
ILO (Lead)	Output Area 1	
UNICEF (Lead)	Output Area 2	
UNESCO	Output Area 2	
UN Women (Lead)	Output Area 3	JP Co-Lead
UNFPA (Lead)	Output Area 4	JP Co-Lead
UNDP	Output Area 3	One Fund Administrator
<b>Coordinating &amp; Implementing Ministries, Bureaus &amp; Agencies</b>		
Ministry	Role	Responsibility
MoFED	Coordination (Federal)	Overall Coordination
MOWCYA	Coordination	Programme Management & implementation
MoT		Programme implementation (Federal)
MoLSA		“
MoE		“
BoWCY	Regional Programme	management & implementation
BoFED	Regional Programme	Coordination
ReMSEDA	Regional	implementation
BoT		“
BoLSA		“
BoE		“

### Sample Beneficiary Institutions (Total Number of Universities in JP = 31)

#### Name of University

Dire Dawa University

Jijiga University

Dilla University

Adama University

Debreworkos University

Wolayita University

Ambo University

Medawolabu University

Wollo University

#### Other Beneficiary Organisations

#### Name of Organisation

Confederation of Ethiopian trade Union

Amhara Cooperative Promotion agency

Amhara Women Association (AWA)

Association for Women Sanctuary & Development  
(AWSAD)

### III. PURPOSE, OBJECTIVES AND SCOPE OF EVALUATION

#### 3.1 Purpose of the Evaluation

- 20 The evaluation was conducted at the end of the first Phase of the Joint Programme on Gender Equality and Women's Empowerment (GEWE) Joint Flagship programme of the GoE and the UN.
- 21 The purpose of the evaluation is the assessment of the management, operational and financial systems of the programme, the progress made in relation to programmatic interventions in the four Output Areas; to determine if the programme is on track as well as on the right track, and identify the challenges faced by the UN system and the Government of Ethiopia in the implementation of the programme. The evaluation is expected to provide evidence of the effectiveness of the programme and its delivery mechanisms including the One UN Fund, identify lessons and make recommendations for Phase 2 implementation.

- 22 The first or pilot phase of the JP GEWE was planned as a learning phase to be used to identify best practices for effective partnerships, in addition to strengthening data availability in support of programming for gender equality and women’s empowerment. The expectation was that the pilot would permit the establishment of operational and modalities which could lead to reduction in transaction costs and a platform for effective monitoring and reporting of results.
- 23 The next or subsequent phase of the joint programme is planned to last for four years and is expected to build on the ‘lessons learned’ from this phase. The lessons identified by the evaluation are to support programme maturity into a multi-year programming framework with inbuilt mechanisms for medium-term monitoring aligned with the results framework articulated in two documents of national strategic importance, namely the UNDAF 2012-2015 and the Growth and Transformation Plan (GTP) 2010/11-2014/15.

### **3.2 Evaluation Objectives**

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

### **3.3 Scope of the Evaluation**

- 25 The evaluation covered the first 27 months of the joint programme which correspond to the first phase and pilot period of JP GEWE from January 2011.
- 26 The evaluation specifically involved and engaged the following;  
Those UN organisations participating in the GEWE JP (ILO, UNICEF, UNESCO, UNFPA, UN Women, UNDP, the UN Country Team (UNCT), the Resident Coordinators Office (RCO), national implementing organisations at the federal, regional state, city and sub-city administration levels, current and prospective funders, NGOs and cooperatives as well as individual and group beneficiaries.
- 27 The scope of the evaluation was country-wide and at all the administrative levels i.e., federal, province, city, sub-city, Woreda and kebele.

- 28 A large number of stakeholders were involved in the evaluation; data was collected from a wide range of individuals totaling 262 with a diversity of roles in the programme which allowed for a wide breath and view of the programme implementation providing a rich account of what has and has not worked to date.

### **3.4 Evaluation Management**

- 29 The evaluation management architecture was characterized by three levels of governance. The three levels of management were; the technical Working Group of the JP at the apex, the Evaluation Reference Group (ERG) comprised of the representatives from MoWCYA & MoFED, DFID, Resident Coordinator's office/ UNCT and the UN women. UN women managed the evaluation; supplying the documentation; organising the meetings and associated travel.
- 30 The ERG provided inputs and feedback to the evaluation team throughout the evaluation process. The ERG performed the following specific functions:
- Reviewed ToRs, inception report, methodology and data collection tools,
  - Provided feedback on the different evaluation documents,
  - Reviewed the draft and final evaluation reports,
  - Participated in the draft report findings meeting of the evaluation report.

## **IV. EVALUATION METHODOLOGY**

- 31 The evaluation used the established and widely popular OECD DAC evaluation criteria<sup>12</sup> as the analytical framework for responding to the 25 questions raised under the criteria of relevance & strategic fit, validity of design, effectiveness, efficiency, sustainability, coherence, management & coordination (see Annex 1). In addition to the OECD-DAC standard evaluation criteria, the ToRs highlight additional dimensions of coherence, management and coordination for evaluation.

### **4.1 Evaluation Design**

- 32 A one shot non-experimental design was used for this evaluation with the application of baseline indicators and targets to compare progress made.

### **4.2 Methodology**

- 33 A mixed methods approach characterized by the deployment of a bouquet of quantitative and qualitative methods was used to answer the evaluation questions. Two reasons informed this choice; firstly to allow for triangulation thereby strengthening the evidence base and findings, and secondly, to ensure that no groups of programme stakeholders were disadvantaged on the basis of the methods of data collection.
- 34 The methods included:
- Desk /Content Review:** Extensive use was made of document review; it was a major part of the evaluation. On account of the large number of participating as well as implementing agencies

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<sup>12</sup> The DAC Principles for the Evaluation of Development Assistance, OECD (1991)

involved in the four focus areas of the programme, in reality there was a lot of information and documentation although very scattered.

**Survey:** A survey was used to bridge the large geographic and institutional spread of implementers. A 58-item questionnaire was used to collect opinions from 29 individuals closely involved with the programme (Annex 4.1)

- 35 **Participatory & Empowerment Evaluation:** Participatory, collaborative & empowerment evaluation techniques were used to understand what worked well and vice versa (Annex 4.2).

**Key Informant Interviews:** A semi-structured Interview schedule was used to collect information from principal actors in the programme (Annex 4.3).

**Focus Group Discussions (FGDs) or Group Interviews/Conversations:** were used especially with beneficiaries guided by FGD topic guides developed specifically for this purpose (Annex 4.4). 10 FGDs, 1 community conversation and 1 group interviews were conducted.

**Case Stories:** Stories were collected as a way to make visible as well as amplify beneficiary voices while showcasing programme results.

- 36 **Sampling:** The sampling methodology was a cascade or stratified strategy at multiple levels namely; the federal ministry, regions, programme activity samplers, and beneficiaries based on the following four criteria; geographical representation, programme activity density, programme maturity and logistical feasibility. 30% of the regions were sampled for evaluation visits and within them 10% of the Woredas in which programme activities are unfolding. The sample comprised the 2 coordinating federal ministries, three regions of, Somalia, Tigray, Oromiya, and one city administration - Addis Ababa. The Woredas sampled were; Somali- Jigjiga regional town; Addis Ababa-Arada Sub-city & Gulele Sub-City; Oromiya-Bishoftu and Ilu Woredas; Tigray -Gerjele-Raya Alamata Woreda and Hadnet Sub-city. An attempt was made to include non-beneficiaries in the conversations and discussions e.g. in the FGDs and group interviews and community conversations.

- 37 249 individuals in over 30 organisations, institutions and or departments were contacted in this evaluation (Annexes 5.1, 5.2).

### 4.3 Data Analysis

- 38 Questionnaire data was analysed using SPSS while interview and FGD data was thematically analysed manually.

### 4.4 Ethical Issues

- 39 In undertaking this evaluation, the evaluation team took consideration of the ethical guidelines for evaluations in the UN system provided as a constituent part of the TORs for the assignment. The major ethical considerations observed by the evaluation team included:  
Maintaining independence, impartiality, professional integrity and competence;  
Avoiding conflict of interest;  
Seeking consent from and maintaining confidentiality of informants when necessary;  
Sensitivity and respect to cultural, religious, social and other differences.  
The design and process of the evaluation were sensitive to and respectful of cultural, religious, and social customs.

## 4.5 Limitations

- The limitations of the evaluation include;
- 40 Limited time to cover more parts of the country in addition to the difficulty of getting to some Woredas in the country.
- 41 The timing of evaluation coincided with the absence of some key responsible officers in the primary implementing Ministry of Women, Children and Youth Affairs; it was at a period when the meetings of the Commission on the Status of Women are traditionally held: - around the first and second weeks of March in New York City as well as national celebrations to mark the International Women's Day on March 8th.
- 42 The sample of respondents was purposive and constructed through snowballing and could well be thought of as biased. To guard against this a wide mix of methods in addition to a large number in the sample was employed to assure robust triangulation in order to assure reliable and valid findings. In total this evaluation met and spoke to 249 individuals.
- 43 The small sample size (29) for the esurvey limited the statistical tests that were conducted; SPSS was used for simple cross tabulations and to provide basic descriptive statistics for reinforcing the evaluation findings. For a mixed method evaluation this sample size does not invalidate the information since the data generated by this method was used in combination.
- 44 On account of the large number of implementing as well as partner organisations involved in the JP and the heavy role of documentation in an evaluation, difficulties were encountered related to accessing and collecting documentation relevant to the evaluation.
- 45 None of the evaluation instruments were translated from English into Amharic or any other local language. FGDs, and group interviews and conversations were co-facilitated (acting as interpreters) by two local language speakers from BoWA and BoFED (one women and one man) neither of them were the regular or familiar faces of the JP where the interviews were conducted, thus the level of bias and influence was reduced.

## V. EVALUATION FINDINGS

- 46 The evaluation questions provide the analytical framework for the section and are used to frame the presentation of findings. Questions of impact are excluded from this evaluation (as presented in the TORs – Annex 6).

### 5.1 Relevance

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

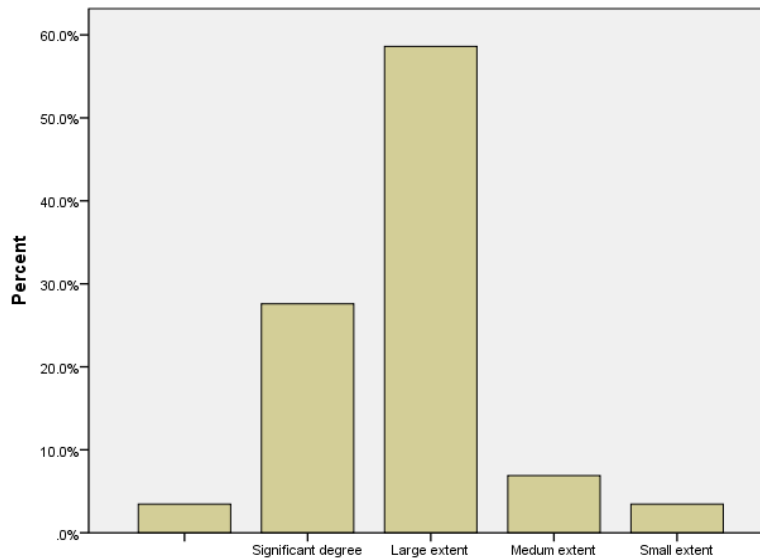


The flagship programme is unequivocally relevant to the needs of the country and in particular those of vulnerable women and to a lesser extent men. It is based on a realistic reading of the prevailing conditions on the ground (see Figure 2 below) as briefly shown below for each Output Area. Very few of those contacted in this evaluation thought that the JP is irrelevant and unrealistic for the country. Almost 93% of the survey respondents expressed the belief that JP GEWE is aligned to GoE policies while 79.3% thought that it is aligned to the UNDAF.

The Minister of State in the Ministry of Women, Children and Youth Affairs (MoWCYA) affirmed its relevance stating that, *'It is of great relevance for our Ministry. We are addressing women entirely. The programme is focused on our priority areas,'* (Interview 15/3/13).

- 48 One of the two objectives of the GEWE JP is to support the achievement of national goals for women's and girls' optimal participation in and benefit from national development. The 2011 Global Gender Gap Report ranks Ethiopia as 116<sup>th</sup> out of 135 countries, indicative of the existence of significant gender disparities in the country<sup>13</sup>. The entire JP is responsive to the Growth and Transformation Programme (GTP 2010-2015) of the GoE with particular reference to Pillar 7 whose focus is women and youth.

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



Source: eSurvey data analysis

- 49 Economic empowerment of women, the desired outcome of JP GEWE Output 1 is underpinned in the Constitution of Ethiopia as well as in the National Policy on Ethiopian Women. The Proclamation -No.40/1996 is one of the most direct measures taken by the Government of Ethiopia to reduce poverty through the provision of financial services for the financially underserved segments of society in order to boost income generation. The Micro and Small Enterprise Development (MSE) Strategy, of the Ministry of Trade and Industry of the FDRE not

<sup>13</sup> World Economic Forum, *The Global Gender Gap Report 2011*, 2011

only recognises the great obstacle that access to initial capital places on the commencement and growth of micro, small and informal business activities, but categorically states that *'(e)mphasis will be given to the advancement of women'* (section 2.2.5) on account of the fact that 'women constitute nearly three quarters (3/4) of the MSE operators, (DICT & An Singh Bhandari, 2012).

- 50 Output Area 2 of the JP's targeted efforts to support especially vulnerable girls to succeed and therefore improve their chances of successfully navigating the educational ladder is right on target. Illiteracy among Ethiopian men is 18% whereas it is 42% for the women. The literacy gap is especially wide in rural areas of the country. The gross enrolment rate (GER) for girls at primary school level which was about 20% lower than that for boys has increased by 40 percentage points in about seven years from 53.8% in 2002/03 to 93% in 2009/10 while GER for boys increased from 74.6 to 98.7 in the same period. These figures manifest the real challenge in respect of girls' access to and their completion of formal education. Although official reports by the Ministry of Education (MoE) show that over the past two decades the gender gap at the primary level has continuously narrowed and currently approaching parity (gender parity ratio of 0.94),<sup>14</sup> results at the secondary and tertiary levels leave much to be desired with secondary level enrolment rates of 11% for girls and 17% for boys (0.66 ratio), while tertiary enrolment rates are 2% for women and 5% for men (0.31 ratio).
- 51 In relation to Output Area 3, at the national level, the principal national policy instrument for assuring gender equality and women's empowerment, the National Policy on Ethiopian Women adopted in 1993 is aimed at institutionalising the political and socio-economic rights of women by creating appropriate structures and institutions. The national gender machinery was thus created in 2005 made up of the Ministry of Women Affairs (later to be renamed, the Ministry of Women, Children & Youth Affairs) at the federal level, Women Affairs departments in sectoral ministries, Bureaus of Women Affairs at the regional level with sub-offices at the Woreda and Kebele levels. One of the main objectives of the JP is to support the Government of the Democratic Republic of Ethiopia in streamlining and scaling up its ability to meet its international commitments, such as for the Convention on Elimination of All Forms of Discrimination Against Women and the MDGs (especially MDG 3- The promotion of gender quality and empowerment of women), (UNDP, 2012).
- 52 As the primary institution for delivering on gender mainstreaming, and despite a long engagement with the National Policy in addition to the creation of a national action plan for gender equality and women's development and change as well as legal reforms, the Ministry's mandate to mainstream gender issues in all sectors and maintain accountability systems has not reached 100% achievement. Gender disparity still persists in political, social, economic and cultural spheres of Ethiopian society as in many others on the continent. A yet to be approved capacity assessment of the gender machinery of the FDRE conducted in the last quarter of 2012 under the auspices of the JP WEGE<sup>15</sup> shows serious institutional capacity limitations in women's

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<sup>14</sup> Combined 6th and 7th Periodic Reports of Ethiopia, Committee on the Elimination of Discrimination against Women Forty-ninth session: Summary Record of the 984th Meeting. New York: United Nations. [www2.ohchr.org/english/bodies/cedaw/cedaws49.htm](http://www2.ohchr.org/english/bodies/cedaw/cedaws49.htm)

<sup>15</sup> UN and the GoE, Capacity Assessment of the Gender Machinery of the FDR of Ethiopia: Final Draft Capacity Assessment Report, 10 October 2012

machineries at all levels as well as in other government bodies in relation to mainstreaming gender issues.

- 53 The JP GEWE also supports through Output Area 4 the achievement of national goals for optimal participation in and benefit from national development for women and girls. The participation of women and girls and thereby their benefit from national development is hampered by a plethora of conditions and circumstances such as harmful traditional practices (HTPs) and gender based violence against women and girls. HTPs occur widely in Ethiopia with over 80 different types reportedly practiced in the country<sup>16</sup>. Recent data puts the national prevalence figure for FGM at 74.3 percent<sup>17</sup>. The types and prevalence of HTPs vary from region to region as well as within regions. HTPs adversely affect the health, wellbeing, life chances not to mention life choices of women and girls. The necessity and therefore relevance of this outcome for the JP cannot be argued.
- 54 Outside and beyond the reaches of governmental structures, the family as well as kin social structures are powerful drivers of community culture and social change. It is for this reason that the National HTPs strategy, along with its 3-year action plan (MoWCYA, 2012) recognises the importance of supporting both government as well as non-government and community actors working to address the problems through mobilising action in defence and protection of the rights of women and girls. The 3 result areas of this output concurrently target multiple manifestations of the problem of women's rights by simultaneously focusing on mobilizing community publics, ensuring the existence of a responsive policy framework through a national strategy, and by institutional as well as individual capacity strengthening.

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

- 55 On account of the variability in the country and regions, it is necessary to allow some variability within the overall plan to respond to particular or specific needs as expressed and requested by some key informants. These regional conditions are best identified at that level during the early stages of programme design.

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

Ownership is discussed in the section on sustainability below.

## **5.2 Programme Design**

- 56 The design of any intervention programme is a critical ingredient of success. The growing attention and rising rhetoric in development discourse about theories of change, theories of action, intervention or programme logic or indeed the popularity of the logical framework is

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<sup>16</sup> EGLEDAM (two national surveys in 1997 and 2008) cited in the Draft HTP Strategy, 2012.

<sup>17</sup> UN Women Ethiopia AWP Final 12 Jan 2012, p.4

directly relatable to efforts to improve programme design as a way to assure greater intervention success.

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

- 57 JP GEWE is aligned with the UN Development Assistance Framework (2012-2015): in particular with Pillar 4-support to women, youth and children, and specifically with; access to markets, financial resources; training and education; and gender based violence. The goal of the JP is framed in the language of the gender outcome of UNDAF, i.e., women's empowerment, gender equality and children's rights promoted and strengthened. The similarity between the UNDAF priority areas for pillar 4 and the 4 outputs of the JP GEWE is both significant and striking. UNDAF's priorities for its gender outcome include, among others, designing and implementing income generating models for poor women; strengthening Business Development Services (BDS) schemes for female entrepreneurs; strengthening capacity across government institutions in gender mainstreaming and gender responsive budgeting; strengthening institutional mechanisms for protecting women's and children's rights; and developing a comprehensive policy response to harmful traditional practices and gender-based violence. These priorities are recognisable as the JP GEWE outputs/result areas.

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

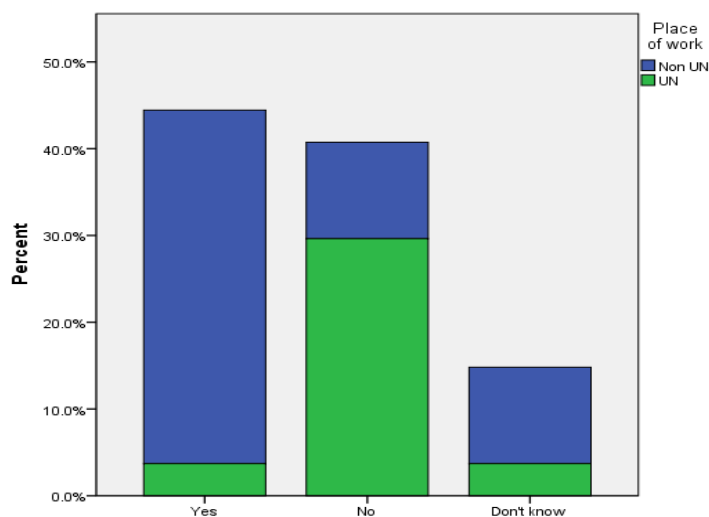
- 58 Programme implementation of the JP GEWE was not specifically preceded by a specific or targeted baseline study, however information from a variety of sources including gender analysis for the current UNDAF cycle and other studies at the global and national levels in addition to the practical programming experience of the lead agencies – UN Women, ILO, UNESCO, UNFPA, UNICEF and UNDP, as well as others with similar experiences, were used to provide the rich conceptual basis for the JP programme development<sup>18</sup>. On account a detailed and adequate analysis based on secondary sources of the gender situation in the country formed part of the background to the JP programme document. While sufficient for a pilot phase, this practice is not a good practice to be followed in the future and especially not for the phase 2 of the JP GEWE programme. This is because of the inconsistency; baseline information has been stated for some but not for other indicators in the JP GEWE document<sup>19</sup>. In the absence of an experimental design baseline information is critically useful for comparing before and after results so important in making evaluative judgments especially about impact. Survey respondents were asked '*Are you satisfied with the baselines and targets established for the four outputs areas of the programme at the beginning of the JP GEWE programme in 2011?*' Figure 3 below shows that less than 50% of the survey sample was satisfied with the baselines and targets.

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<sup>18</sup> Key informant reports- UN Women staff Ethiopia

<sup>19</sup> See JP GEWE Programme document, pages 54-56

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



Source: eSurvey data analysis

**Is the intervention logic coherent and realistic?**

**Do the components of the programme contribute to and logically link to the planned outcomes? How well do they link to each other?**

- 59 It was established and affirmed by respondents, discussants and key informants alike that the four programme components are conceptually and coherently linked to the overall goal of the programme but the evaluation found the inter-component operational links weak. The intervention logic for the four output areas is based on the actuality that there are multiple factors and influences on gender equality and women’s empowerment in Ethiopia as anywhere else in the world. One respondent expressed this in these words *‘there is logical flow but this is not evident in the document. It is not well articulated in the document’*
  
- 60 While the four components conceptually related to the goal of the programme/intervention, it was observed that two different frameworks have been used to articulate the programme intervention logic and here-in lies some of the difficulty. The logical framework and the results based management framework (RBM) are used in the programme documents. The programme document presents a logical frame work diagram which is missing some of the key elements of a classic log frame matrix. On the very next page (37), a ‘results framework’ is provided which in reality is an activity listing by implementing partners and Output Areas. The programme logic is thus not fully or exhaustively provided; a major weakness and a primary reason for the weakness in the linkages.
  
- 61 Articulation of the programme or intervention logic allows for clarity in the relationships among the different parts of the programme (components or focus area) on one hand and between these and the ultimate goal on the other. If this articulation is incomplete, operational linkage will be difficult. This was the case in the JP GEWE with key informants representing this opinion as; *‘the theory of change is weak’*.

### **How appropriate and useful are the indicators?**

#### **Are the targeted indicator values realistic and can they be tracked? If necessary?**

- 62 A programme monitoring framework provided in the programme document identifies 18 indicators for all four Output Areas. 11 of the 18 indicators are quantitative. Most of the qualitative and a few of the quantitative indicators are poorly constructed; they are either not clear, not in full consonance with the stated objectives, or cannot be measured easily by the programme. Many key respondents agreed with the evaluation finding on the quality of indicators stating for e.g.; *I am not satisfied with the indicators; they are insufficient*<sup>20</sup>. In addition to being poorly constructed, the links between some of the activities and their corresponding indicators were found to be tenuous; e.g. Output Area 1 and indicator 1 and Output Area 2 and indicator 2. The situation which may have resulted in the quality of indicators was explained as follows. *The programme design seems to be a supply driven programme from the UN's side. You have several UN agencies implementing their own mandates and operational/country plans* (Survey respondent); *When the JP was launched each agency was asked to send their work plan*, (Key informant). Although the analysis of the indicators suggests that a few of them are aligned with the outputs and many key informants found them in need of improvement, a little over half (55.2%) of the survey respondents expressed the opinion that the indicators are appropriate for the intended purpose. 10% thought they were not adequate and 27.6% indicated that they did not know whether or not the indicators were appropriate.
- 63 The evaluation found that although indicators are routinely reproduced in the way they are stated in programme documents, in annual work plans (AWPs) of implementers, they are neither reported on nor used to organise the reports. This shows that their use is limited and thus their utility for tracking progress in programme implementation is unrealistic. They also do not feature prominently in partner monitoring reports<sup>20</sup>.
- 64 As regards the adequacy of the overall programme design, many respondents and key informants expressed the opinion that the JP design needs to be improved although 62% of the survey sample thought the design was adequate, 20.6% expressed the opposite opinion i.e. that it was either inadequate or they had no idea. The major dimension of design often referred to is the joint nature of the JP.

## **5.3 Effectiveness**

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

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<sup>20</sup> GOE/UN Joint Gender Programme Amhara Regional State 'FILED VISIT REPORT ON JOINT PROGRAMME FOR GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN IN AMHARA REGION' & UNDP Joint Programme on Gender Equality and Women's Empowerment Field Visit Report; SNNPR/ BoWYCA

65 It is stated in the programme document that the JP would be implemented in 10-15% of the Woredas in all regions and city administrations of the country. The JP has been implemented in 106 Woredas (political administrative units equivalent to a district in Ethiopia). The evaluation found sufficient implementation progress towards planned outputs and outcomes. All four components have achieved many of the stated outputs in relation to the stated results. It is however not likely that in the time remaining for this phase of the JP, all the planned outputs will be completed as envisaged because most of the indicators are not being adequately tracked. Table 2 below provides a performance rating as judged by the evaluation. A colour scheme is used to denote programme effectiveness based on the findings for the stated results and indicators.

### 5.3.1 General Output Achievement

66 The Ethiopia One UN Fund Annual Report of May 2012 states that at the end of the Fund’s first year of operations for the JP GEWE; ‘Overall, it has been a successful and positive experience’; Noting that ‘particularly in the area of gender equality and women’s empowerment’, UN development cooperation with the GoE has been promoted. The report states that ‘Despite the considerable funding gap, the majority of the expected results were not compromised’.

**Table 2: Overall JP GEWE Evaluation Performance Rating**

Result/ Indicator	Result 1	Result 2	Result 3	Indicator #1	Indicator #2	Indicator #3	Indicato #4	Indicator #5
Output Area 1	MS	S	U	IND	MS	HS	IND	IND
Output Area 2	S	MS		MS	IND	IND	IND	IND
Output Area 3	IND	S	MS	IND	HS	IND	IND	
Output Area 4	HS	HS	U	HS	IND	IND	MS	
<b>OVERALL GEWE JP Rating by Output Area</b>								

**Legend:**

**HS-** Highly Satisfactory/successful; Dark green

**S-** Satisfactory/successful; Green

**MS-** Moderately Satisfactory/successful; Green

**U-** Unsatisfactory/unsuccessful; Orange

**HU-** Highly Unsatisfactory/unsuccessful; Red

**IND-** Indeterminate (insufficient information to make judgment); Yellow

67 The achievement and performance rating in Table 2 above is a reflection of the evidence found for each stated result and indicator by each Output Area. The table shows that for 67% indicators and 45% of all the cells in the entire table, there was insufficient data to make informed evidence based judgment. This finding speaks directly to the poor monitoring and documentation across all output areas. The table also shows that Output Area 4 had the fewest indeterminate cells on one hand and the largest number of highly satisfactory cells. In the same vein, Output Area 2 had no highly satisfactory cell.

- 68 The evaluation established that more attention ought to be given by implementers to selecting, refining and tracking or monitoring indicators and assessing Output Area performance based on indicators; to this extent, indicators # 1, 2 & 3 of Output Area 1 for example need to be revised while more attention needs to be given to documenting and collecting information to track and measure competitiveness and profitability of entrepreneurs and businesses supported by the JP.

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

- 69 For Output Area 1, three key institutions are being supported by the JP programme to date, these are the Addis Credit and Savings Institution (AdCSI), Federal Micro and Small Enterprise Development Agency (FeMSEDA) and Cooperatives Agency.
- 70 The major activity in this result area to date has been the provision of loans. Small loans in amounts between 3,000 and 5,000 Birr have been and continue to be given to either individual women entrepreneurs or groups of women or mixed (men & women) cooperatives. At the end of the first year of operations of the JP GEWE, over 6000 women had received financial start-up capital in loans and/or no interest (interest free) cash transfers in support of entrepreneurial activity. The numbers for the second year of operations had not been consolidated when the evaluation was conducted however the total number (by extrapolation) could be close to but under the 18,220<sup>21</sup> targeted for the pilot period; suggesting some degree of underperformance.
- 71 While the numbers are relatively impressive and loan recipients are grateful for the start-up support, some cooperatives pointed out the limitation to continuing growth of their businesses posed by the (small) loan size in particular, suggestive of a quality deficit.
- 72 In relation to marketable business development & management skill acquisition, training provided to date has been for; to organise self help groups, establish and run effective saving and credit associations, as well as on basic business management and development skills. Others included financial management, marketing, customer handling, product improvement and or development. The Ministry of Women, Children and Youth (MoWCYA) as well as the Ministry of Finance and Economic development (MoFED) are also being supported to strengthen their capacities for undertaking gender audits in addition to identifying gender issues in enterprise development so as to design and deliver better and /or tailor made services to men and women entrepreneurs.
- 73 The total number of women equipped with marketable and business management skills (not found stated in any of the document reviewed) can be deduced from the numbers that have attended the many training episodes provided by the JP in the period since the launch. This number may well be beyond the target figure of 1,000 and thus indicative of good performance. However, capacity development is never really done because as entrepreneurs and businesses grow and develop new needs for different skills emerge- something respondents and discussants highlighted without prompting in addition to lamenting the shortness of the training received, a pointer to the quality dimension.

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<sup>21</sup> As stated in the programme document – See Table 2 page 54



- 74 As regards to new business initiation, business expansion, competitiveness & profitability, while the JP has supported the growth of new businesses, information and/or data on numbers is patchy and scarce. The evaluation team visited and found newly initiated businesses as well as existing ones that had been expanded in equal numbers e.g. 7 women cooperatives had received funds to expand their businesses in 2011 including one in Hadnet Sub-city In Mekelle-Tigray. Although the data pictures were insufficient to make generalised statements about the profitability and competitiveness of newly established or existing businesses, it was clear that most of the businesses were more intent on paying back loans than expanding. Many beneficiaries and especially cooperative groups were not paying their own salaries from the businesses, and profitability and competitiveness were not in evidence. Most are still grappling with existential questions; anxieties about remaining afloat were more real.
- 75 A mixed bag of results was reported among direct JP beneficiaries with some groups reporting some profit, increased incomes, and improved assets base e.g. more cows, business upgrades e.g. small shops to small hotel and business expansion – opening cafe in addition to small shop. Other findings show that loan terms e.g. repayment terms, loan grace periods, interest rates or indeed loan amounts differed from group to group or place to place; the case for some systematisation seems clear even in the face of regional differences.
- 76 The picture which emerges of Output Area 1 is that the quantity and quality of outputs (loans, support and training) has been generally satisfactory but can definitely be improved. The short case story 1 below provides some more details.
- 77 With respect to participation & access to secondary and tertiary Education i.e. Output Area 2, the most prominent activities to date include; the provision of scholarships to female teachers and staff of MoWCYA, and the provision of financial support to economically disadvantaged girls and women in secondary and tertiary educational institutions. Other notable activities undertaken as part of this focus area include the establishment and strengthening of educational fora and counseling services for girls and women e.g. national girls' education forum, girls' advisory committees, female students' associations and /or clubs. The institutionalisation of tutorial classes for girls and women in higher secondary and tertiary education including at TVETs has also been achieved.
- 78 While it can be said that the JP has positively influenced access, participation and performance because of the increased numbers of students receiving financial support in the Woredas in which the programme is operational, the data and information available was found to be very slim possibly because it is neither collected nor collated regularly. The other difficulty with the available information is its fit; it does not adequately speak to the programme indicators.
- 79 Challenges identified by the evaluation which affect the quality of the output e.g. tutorial support include small amounts of money (20,000 Birr given to schools with thousands of students), limited involvement of school principals and teachers, poor quality of monitoring data and programme documentation. Some students receiving tutorials aver that their performance has improved, many others point out the challenges encountered with timing, processes and poor materials used (or not) for tutorials; see Case Story 2 below.

## **Case Story 1**

### **(Economic Empowerment Output Area 1)**

#### **W/o Yeshareg's Chicken Business**



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


Currently, they have 500 chickens and about EtB 31,000 saving in the bank. They have never shared any of their profit. They wish to grow the capital; so they currently survive on other means of income.

They are worried that unless they get their current stock out, all will die within a month because of the nature of the breed this will mean a great loss of capital for them.

## Case Story 2

### *(Participation & Access to Secondary and Tertiary Education Output Area 2)*

#### JP GEWE Sponsored Girl Students Bishoftu Town

<ol style="list-style-type: none"><li>1. Alemnesh Gadisa – 20 year old 2<sup>nd</sup> year civil engineering Student at Jimma University.</li><li>2. Danawit Teshome – 17 year old 12 grade student at the Bishoftu Preparatory (PP) School.</li><li>3. Desta Eyasu – 18 year old 12 grade student at the Bishoftu Preparatory (PP) School.</li></ol>	 <p>Alemnes Danaw Desta</p>
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#### **Introduction:**

The three girls are among the 18 girls being sponsored by WCAO in Bishoftu woreda (Oromiya) as part of the JP GEWE in the last two years. They were selected on the basis of their family economic situation (i.e. very poor; and with a tendency to drop out of school). All three girls received 2 allocations/disbursements of EtB1100 each per year from the Bishoftu woreda WCAO through the woreda FEDO.

#### **Their Stories:**

**Alemnesh** – is a 20-year old 2<sup>nd</sup> Year University student of Civil engineering at Jimma University. She and her mom are the only members of her family. Her mother works in a floriculture plantation as a daily labourer and earns very little. On account Alemnesh always strives to support her by working so as to earn whatever small amount of money she can get in her free time for the last few years.

After completing Grade 12, she opted to quit higher studies although her points made her eligible to join higher level study/ university because of her financial situation. Her teacher advised and encouraged her to approach the district WCAO for support. She secured the sponsorship and so continued her education at the University. She used half of her 1<sup>st</sup> installment from the JP GEWE sponsorship for buying mobile phone cards for sale. She uses the profit and ploughs the capital back into the micro business.

Alemnesh is determined and confident of completing her University education with distinction, whether or not the JP assistance continues. She is somehow critical and highly touched by life at the university. She said *“university life is very challenging. I was confronted by diverse forms of abuses that are particular to the life in the university, especially for being a poor girl. Many of the students look down upon you and try to exploit your low position - ask you to wash their clothes; clean their rooms; etc. There is also problem of harassment both from the students’ as*

*well as the teachers. Whatever the case, there is nothing that stops me from my education".* Paying for photocopies of lecture notes; papers related to course assignments; etc are some of the problems that plague her. Her plan on how to overcome such problems includes supporting academically weak students by providing part-time support/ service.

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

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

Desta isn't sure of her future. She is very anxious about it; she worries that she might be forced to quit her studies after Grade 12 to look for a job to support her family/younger siblings. She would continue only if she gets enough to support the whole family, not just the fellowship.

Desta's situation calls for close scrutiny: Is there any opportunity for students in Desta's situation (dire/desperate need) to access economic empowerment resources of the JP GEWE? Are there provisions or opportunities for supporting such families?

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

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- 80 In relation to Gender Mainstreaming Capacity (Output Area 3), the Ministry of Women, Children and Youth Affairs (MoWCYA) has developed, printed and disseminated three gender equality tools for national use namely; Gender Analysis, Gender Audit and Gender Responsive Budgeting manuals. They have been translated into Amharic and Somali and are in use in sector ministries and regional states. The manuals are being used for training and capacity development and for strengthening gender machineries as well as line ministries where mainstreaming gender into the planning, budgeting, monitoring and evaluation is starting to happen.
- 81 The Ministry of Finance and Economic Development (MoFED) '*issued a Circular for 2013/2014 mandating gender responsive budgeting (GRB) and the Programme Budget Manual revised in 2012 incorporated GRB and has for the first time included equity indicators*', (Key informant).

- 82 With regard to Output Area 4, the promotion & protection of the Rights of Women & Girls, it is reported that the National strategy on Harmful Traditional Practices (HTPs) was drafted in October 2012. The strategy has resulted in the creation of a data collection system on HTP/VAW and GBV prevalence and trends as well as an action plan on FGM/C, abduction and child marriage.
- 83 Community Conversations have provided opportunities for human rights of women and girls to be discussed openly especially in closed rural contexts; on account, practices inimical to the well being of women and girls are being challenged while some are in the process of being changed. On the other hand the telephone hotline service for victims of violence against women planned as part of this output has been slow to start. The evaluation confirmed that consultations and discussions have gone on for a long time in this regard and a space has finally now been identified for hosting the Hotline in MoWCYA although there appears still to be some unarticulated or residual discordance. In the opinion of the evaluators, this issue may need close attention in order for the Hotline plan to take off and achieve its planned result.

### **How have stakeholders been involved in programme implementation?**

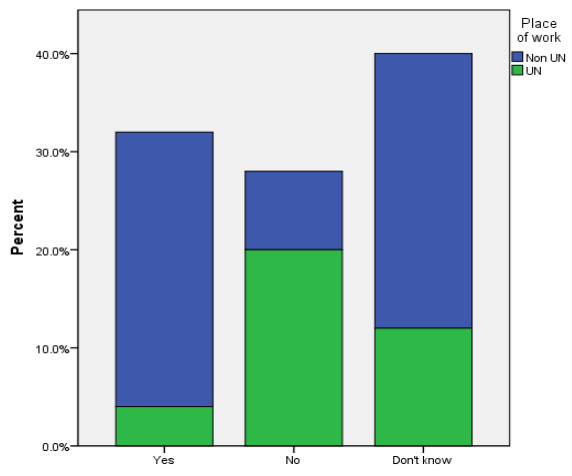
- 84 The MoCYA, involves other line ministries as well as other institutions across all sectors at federal and regional levels (who constitute stakeholders) through trainings, meetings, etc.
- 85 It was reported that national and regional parliamentarians (especially those in the Women Affairs standing Committees) have begun to conduct oversight and other duties from gender perspectives while Woredas are developing Core plans to implement the 'one plan, one budget, one reporting and ONE M+E' concept of MoWCYA in line with the GTP. The evaluation did not interview any parliamentarians nor was any core plan sighted to confirm this report.
- 86 A forum (**GO - NGO Forum**) has been established under the aegis and leadership of the Ministry of Women, Children and Youth affairs (MOWCYA), to strengthen networking and create synergies among and between the various undertakings in the country by government and non governmental organisations working to achieve gender equality, women's empowerment and rights. There is little involvement by CSOs in the JP GEWE. Only a handful of CSOs are currently part of the programme e.g. Association of Women sanctuary Development (AWSAD.) One of the 2 Ministers of State in MoWCYA explained this as follows, '*We are working with CSOs –women's associations; these are huge numbers and they are involved in the JP as beneficiaries in economic empowerment. Anyway the JP is designed as a government programme and the government structure is already managing it. They can be involved based on the law.*' The CSO law is considered to be very limiting of CSOs.
- 87 The evaluation found that stakeholder (i.e. non UNPO or IP) involvement in the JP has been most visible in Output Area 4. Women associations, and or federations, some CSOs, the police, court officials and community members –elders and religious leaders -are active in a number of different ways resulting in the promotion of the rights of women and girls. It is reported for example that a by-law against HTP has been passed in some localities and '*reports of a decline in female genital mutilation, polygamy, widow inheritance, abduction and female abduction have*

been made in some communities, (although) there is insufficient data to affirm this trend', (Joint Monitoring Visit report & Evaluation CC).

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

- 88 Evidence was found of 2 monitoring visits conducted by programme coordinators to Woredas and regions in the phase 1 of the JP GEWE one of which was a joint monitoring visit. The visits were more useful for process and activity monitoring than for results tracking, or assessment. The visits themselves were documented i.e. reported but programme monitoring & documentation was found to be poor. Monitoring information did not appear to have led to any major programme review possibly because the visits were undertaken close to the commencement of a fresh/new design process for the next phase of the programme.
- 89 To be meaningful, useful as well as used, monitoring has to be regular, planned and systematic i.e. with clear processes, techniques, tools and a plan for use of the information generated there from i.e. fed into programme management. This was not found to be the case with the JP GEWE despite the presence of an M&E framework. The framework, with some targets and indicators identified, places much of the M&E responsibility on MoWCYA or MoWA with FeMSEDA and MoE also playing a role.
- 90 When asked if indicators were being tracked and documented by implementers, more than a third of the e-survey respondents claimed not to know whereas almost as many replied in the affirmative as in the negative. Figure 4 below presents these findings.

**Figure 4:  
Programme Indicator Tracking & Documentation?**



Source: eSurvey data analysis

## 5.4 Efficiency

- 91 On the basis of the amount of time that the implementation of this phase of the JP has taken (more than 100% more time than planned) it is fair to say that the programme has had efficiency challenges: It is often the case that the longer time it takes to complete an assignment the costlier it gets.

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

- 92 The total budget for the initial phase of the JP GEWE was US\$ 21,989,225; mobilised resources totaled US\$ 11,960,930, creating a funding/financial gap of US\$ 10,028,295 or 46%; by any means a significant gap. These resources consist of the agencies' core resource allocations amounting to US\$ 5,951,807, alongside funds raised for JP specific results/outputs of US\$ 6,009,123 mobilised through the Ethiopia One UN Fund. The singular fact that activities were implemented despite the significant shortfall suggests that some degree of efficiency and cost effectiveness must have been a feature of the phase. Some AWP's recorded activity completion rates sometimes in excess of 100% (E.g. Tigray BoWA).
- 93 The evaluation did not gain sufficient access to information and data to determine how efficiently programme resources were used and the degree of cost effectiveness as no financial reports or statements were reviewed. The question about the sufficiency of resources (financial, time, people) allocated to integrate human rights and gender equality in the design, implementation, monitoring and evaluation of the JP could also not be answered on account. The evaluation team recommends a financial audit or an economic impact study to adequately respond to this question.

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

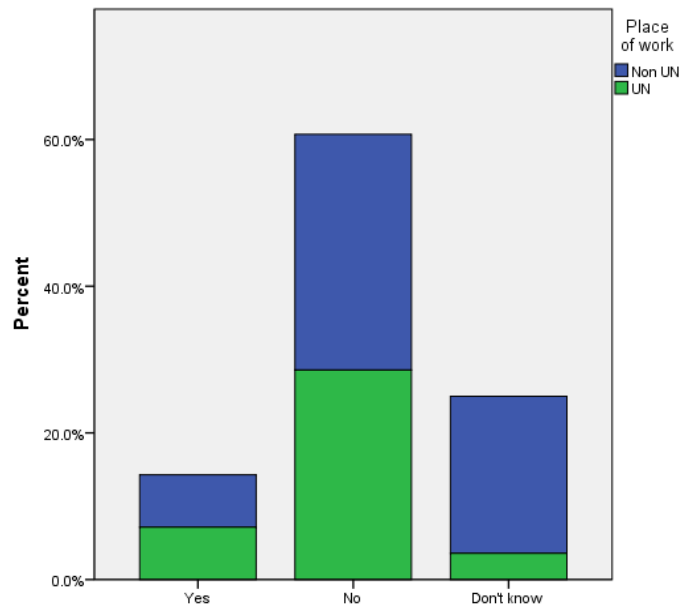
- 94 The responsibility for managing programme funds falls to the national programme coordinating institution and the Ministry of Finance & Economic Development (MoFED). The overall authority of managing the federal resource pool, including determining and fixing the budget ceiling for allocations to the regions is the responsibility of MoFED which deploys a standard federal formula based on demographic as well as other factors. Annual work plans are created on the basis of available budget sums communicated by MoFED to each implementing region, ministry (MoWCYA) or other federal level implementing partner e.g. FeMSEDA. Work plans are prepared to match the declared budget sums based on either regular resources or other resources. MoFED approves, and disburses allocations to regional BoFEDs who in turn channel them to the regional BoWCYAs or BOWAS etc as well as other implementing sector bureaus and offices.
- 95 Most key informants and respondents reported budget and financial inadequacies; *"The budget secured via the JP is small compared to the absorptive capacity of the Agency and the demand on the ground..."* On the other hand financial reporting by implementers, inadequate and weak reporting leads to further delays. MoWCYA for example had a great challenge with financial reporting initially; *'the main challenge was at the beginning, there was mixing up of accounts of*



*partners we had in the past so when we started the JP there was a real mix up; so we created an account dedicated to the JP; this affected both implementation and reporting', (key informant).*

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

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



*Source: eSurvey data analysis*

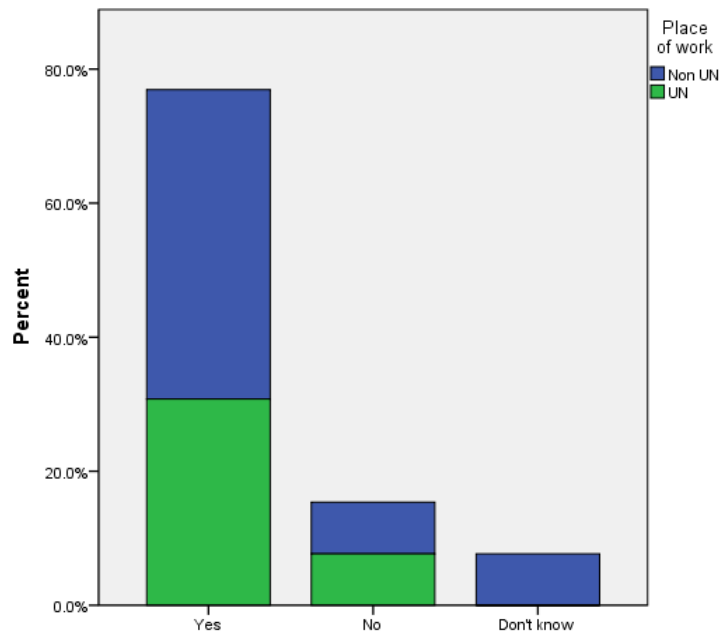
- 97 The evaluation attempted to unearth and understand where and how the delays originate. A number of explanations were given; that each and every stage of the funding process is prone to and has encountered delays in phase1; *'The first delay was before the project started e.g. in the agreement stage awaiting money transfer. Then there is delay with the AWP's not necessarily in the quality but because we are government. We have to see the documents, to see that it is shaped by our strategic plan, our Ministry plans. The document has to pass through the process. It is not avoidable. We have to take time', (Key informant).*
- 98 The bottlenecks and slowdown stages identified include; the AWP development process, their approval and signage, fund request from UN agencies using the FACE form, cash transfer from UN agencies to BoFED and thence to regional Bureaus, at implementation, as well as report preparation, reviews and approvals. An analysis of the delay chain found that the reasons are a combination of habitude and attitudes accustomed to and conditioned by a slow system – the 'bureaucratic mindset' perhaps.



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

- 99 Human Rights and gender equality are central to JP GEWE and the expectation is that there would be general and widespread integration of these two key concepts in programming. Figure 6 below represents e-survey responses to the question; *'Has the programme integrated human rights and gender equality adequately in the implementation and monitoring of the JP'*? Although a large number of respondents claim that there is integration of human rights as well as gender equality in programme implementation as the figure shows, practical evidence of this integration was difficult to find or calibrate by the evaluation. However, human rights are intoned as the basis for implementation especially for Output area 4. Not much evidence of a human rights based approach was found in the reporting language of documents of the JP GEWE although especially for Output 4, it was clear that claim holders were being made aware of a variety of human rights infringements and protection issues but without an equally strong emphasis on the duty bearers and duty bearing. There was for example little evidence to persistently and consistently show the links between programme activities, on one hand and the general or specific related national laws or regulations (a primer in the approach) other than in programme documents on the other.
- 100 Two constraints – practical and financial were found to be most heavily implicated in the integration of human rights and gender equality during the JP implementation. The law forbidding CSOs from work on human rights was cited as a constraint. The evaluation sees this as political influence and also as a factor related to the practical and financial limitations.
- 101 Little evidence was found showing how the practical or financial constraints have been overcome.

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



Source: eSurvey data analysis

## 5.5 Sustainability

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

- 102 Four principal methods have been used to assure sustainability of the JP GEWE. These include the following: working directly with government partners, using government systems and processes; wide stakeholder consultations prior to programme development and implementation, capacity strengthening & community involvement in programme implementation; all of which are good practices which need to be continued and made to work even better in future programming.
- 103 The evaluation found that although no explicit design effort was made to carve an exit strategy, it is assumed that working on gender equality and women’s empowerment as the government of Ethiopia JP is sufficient to guarantee ownership by government and sufficient integration into GoE processes to make the idea of an exit a non issue for the foreseeable future.
- 104 The JP programme document asserts that, *‘the Joint Programme will primarily be implemented through different government partners at federal, regional and district level’* (p 44). It is reported that wide ranging consultations were held with key stakeholders along with a well attended

prioritization workshop organized by GoE to help the UN identify the key priority themes which aligned to the GoE's priorities as enunciated in GTP. Thematic Working Groups organised around identified priority themes worked to generate the design of the strategy and outcome statements. Representatives from relevant GoE ministries are members of the TWGs ensuring that the strategies and agreed outcomes are based on national strategies and priorities (UNDAF, p 10)'.

- 105 The key government programme partners at the federal level (the MoFED and MoWCYA) have been directly involved in the design of the JP GEWE alongside participating UN agencies. Regional level consultations and planning were also conducted before the actual commencement of programme implementation although it appears that at Woreda level, structures have been mainly involved in programme implementation rather than in the more meaningful role of programme design and planning.
- 106 The latest GTP report (2013) did not show evidence of the changes that were expected to occur following training in gender mainstreaming provided as part of the JP, nor did the evaluation. It is probably too early to see changes.

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

#### **JP enhanced ownership**

- 107 The JP is considered to be working through and with the appropriate partners, with high levels of commitment and involvement- elements that make for ownership. Most respondents, key informants and discussants expressed the belief that there is national ownership of the programme. However some doubts were raised which bring into question the true nature of ownership with distinctions made in discussions which refer to 'our projects' and 'theirs' and '*it seems that the programme is supply driven rather than demand oriented from the national implementing partners. Without these it is not convincing that the programme has enhanced ownership*', (key informant).
- 108 The evaluation team believes that ownership is a work in progress which takes time and although seeds of true ownership have been planted in the JP GEWE, nurturing is required to bear more and better fruit in due course possibly by the end of JP GEWE Phase 2. It is important in the next phase to give more time and effort to improve and include more voices especially at the regional, woreda and kebele levels to understanding the reason for and nature of gendered priorities in addition to opportunities for shaping the activities. It is the opinion of the evaluation team that this would enhance greater and wider ownership.

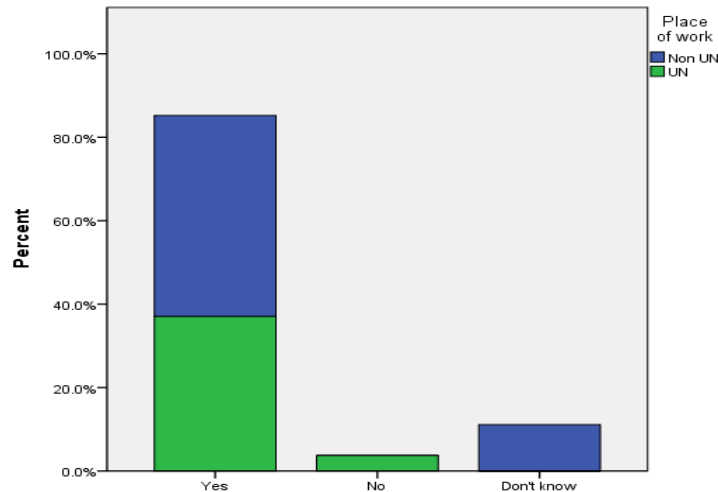
#### **Contribution to the development of national capacity**

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

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

- 110 In addition to supporting capacity development, the evaluation found that changes have been reported of some institutional policy and practice changes towards greater gender equality and the integration of human rights e.g. greater gender responsiveness by the MoFED budget Circular 2013/14, policy adoption i.e. the national HTP Policy, FGM abandonment policy, the introduction of new services e.g. Life skills training and tutorials at secondary school level, the ‘traditional ambulance’ in some communities in response to women in labour and in resource reallocation engendered by GRB. The evaluation was not able to calibrate the degree of change because of the absence of baseline data and/or sufficient information.
- 111 A significant difficulty and limitation for this evaluation was in attributing these changes to the JP; the methodology was not geared to establish attribution although it was reported for example that *‘the Community Conversations have led to increased participation, and provide us with knowledge about both FGM and contraceptives; now with increased knowledge about FGM; traditions are changing’*, (Community Conversation participant). An experimental design accompanied by rigorous monitoring and detailed documentation are the sine qua non for successful attribution; not present in this case.

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



Source: esurvey data analysis.

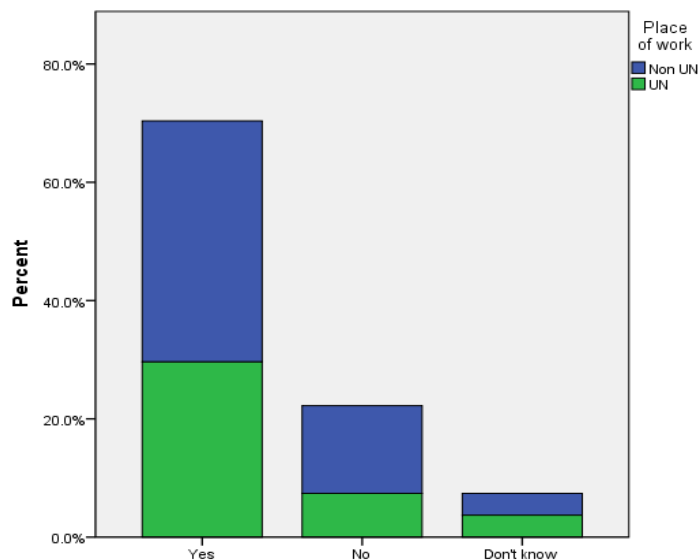
**5.6 Coherence**

- 112 The JP GEWE has conceptual coherence whereas operationally an absence of collaboration compromises internal programme harmony and coherence.

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

- 113 The evaluation found that for the most part the UN Partner Organisations like their national counterparts involved in the JP are working towards the same overall results captured in the words of the programme i.e. gender equality and women’s empowerment; Most of the key informant interviews as well as the survey findings show this trend which is represented in Figure 8 below.
- 114 As for a common understanding, the evaluation found that whereas some partners see more value in one route to GEWE, others see different; representatives of MoWCYA for example hold the belief that Output Area 1 holds immense transformational potential and appears to see direct disbursements as the ‘magic pill’, other partners see value distributed among the four Output Areas.
- 115 The evaluation observed that although working to reach the same/similar goal, the operational linkages or inter-relationships between the four Output Areas are not well articulated either in the programme document or in the reports. Strong evidence was not found that Output Areas were linking and/or working with each other. On account of this, useful and potentially valuable synergies have not matured in the programme. Although theoretically and conceptually related because each can and does influence GEWE, to become useful and meaningful the operational linkages and synergies between the Output Areas need to be made explicit from the design stage. For example, beneficiaries of Output Area 1 could be connected to some of the university students supported in Output 2 who are interested in businesses for their mutual growth and benefit; or some of the beneficiaries of Outputs 1 & 2 could be invited to join gender mainstreaming training as well as community conversations so that the messages could be taken directly to small groups as well monitored and documented by the student beneficiaries.

**Figure 8:**  
**Are all JP GEWE Partners working towards the same results with a common understanding?**



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

- 116 The evaluation found differences in the way that the gender equality, human rights and results based approaches are reflected in and applied in the JP programme. While over 80% of the survey respondents reported that gender equality is well reflected in the programme, a little over 60% expressed a similar opinion about human rights and just a little over 50% thought similarly about results based management.
- 117 In response to the question about how coherently these different approaches were being applied or pursued in the programme, the corresponding figures drop about 10 percentage points. Sixty-nine percent of the survey sample felt that gender equality was well applied and pursued, 48% expressed the opinion that the human rights approach was well applied while 45% reported that results based management was well applied. These figures suggest two important realities; firstly that appearance in programme documents of proclaimed approaches is different from their practical application and secondly, the capacity to operationalise or apply the two central approaches of human rights and RBM was found to be weaker than applying a gendered approach.
- 118 The evaluation did not find strong evidence that JP GEWE was fully operating a human rights based approach, although elements of the approach were discerned.
- 119 It is unequivocal that the fundamental basis for the JP programme is premised on the human rights of women, as well as those of other beneficiaries however the human rights based approach is more than just making human rights the nominal basis of an intervention even though that is a good start. The hallmarks of the approach were not in strong evidence although CC speakers referred to the fact that ‘women have rights’.
- 120 JP GEWE has managed to operate with a heavy financial limitation while acknowledging that the management and in particular co-ordination have been hampered by a combination of factors characterized by a shortage of key personnel, sub optimal activation of management structures, lack of clarity in role specification and the absence of use of systematic processes, tools and technologies. e.g. for monitoring and reporting.

## **5.7 Management & Coordination**

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

- 121 The delineation of roles and responsibilities is elaborated and well documented in the programme document<sup>22</sup> although not so clearly in reality. A High Level Steering Committee

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<sup>22</sup> See pages 45-77 of the JP GEWE Programme document

(HLSC) co-chaired by the State Minister in the Ministry of Finance and Economic Development (MOFED) and the UN Resident Coordinator is the apex governing body of the Ethiopia One UN Fund and the JP GEWE. It is comprised of six Government of Ethiopia representatives, six members drawn from the UNCT and three donor representatives. Two HLSC meetings have been held in the lifetime of the JP and three donor representatives (DFID, Norway & Spain) have been invited to the HLSC meetings.

- 122 The JP GEWE Programme document also provides for the establishment of a Programme Management Committee (PMC) at federal, regional and district levels. It was reported that at the national level the PMC is co-chaired by MoWCYA and UN Women. It was unclear how frequently the PMC meets or how many meetings it has held in this first phase of the JP. A request by DFID to join the PMC on account of the perceived distance of the HLSC from the JP has not been acknowledged. The opinion that the PMC is a space reserved for national actors is very strong.
- 123 A technical working group operates at the federal level and for the specific purpose of the evaluation, an evaluation reference group (ERG). The technical working group (TWG) made up of MoFED, MoWCYA and participating UN Agencies is comprised of focal persons for the flagship joint programme from each of the agencies and IP. Both the TWG and the ERG reviewed the evaluation methodology and draft reports.
- 124 At the regional level the evaluation found that technical committees sometimes merged with management committees to deal with all UN assisted programmes including JP GEWE. This situation is captured in the words of one key informant; *'There are no designated JP staff, no coordinating or programme officers at the regional level. There is a lack of focus and prioritization, donor programmes are not fully aligned and accountability is weak, the budget comes in the middle of the year'*.

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

- 125 The plan was to have specialised technical as well as managerial staff take responsibility for the joint programme at different levels to ensure adequate oversight in respect of coordination, monitoring, accounting and controlling, reporting etc. At the federal level, one national Programme Officer and one Monitoring and Evaluation Officer were to be recruited and located at MoWCYA to support day to day programme implementation and monitoring. The National Coordinator position located within the ministry was vacated in October 2012 and no replacement has since been made at least until March 2013. The Minister of State in charge of the Gender Directorate informed the evaluation that the Ministry is on the lookout for a competent and dynamic replacement to take care of the big programme that is the JP. Ministry staff undertake the implementation of the JP as part of their regular work. Slightly over 50% of the survey respondents expressed the opinion that the management of the JP is adequate, while almost 30% thought that it was inadequate.
- 126 The programme document stipulates that the focus of UNFPA is on the operational management and field-level implementation; while UN Women's major focus is for general oversight, coordination and policy development (JP GEWE Programme document, p 44). In reality, these two roles are not very clear to either party although they are working well together.

- 127 The evaluation found that in all the main institutions charged with management of the JP, as well as in the UNPOs management capacity was limited in terms of numbers of staff. The MoWCYA, UNFPA and UN Women Country (Ethiopia) Strategy for 2012-2013 acknowledges its 'weak institutional delivery capacity'. The evaluation found that the UN Women Manager of the JP, similar to the fate of the Coordinator in the Ministry has not been replaced since the position fell vacant owing to the exit of the officer.
- 128 Staff turnover was also reported to be a feature of the Ministry, bureaus etc. In an earlier section of this report capacity for human rights based approaches to programming as well as results based management was shown to be weak. The yet to be approved Capacity Assessment community report also highlights and thus affirms capacity weaknesses in the gender machinery and ministry.

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

- 129 The JP is being implemented by different government partners at federal, regional and district level resulting in a large array of implementing institutions and offices. This creates a heavy coordination burden. The overall coordination role is being played by the gender machinery, i.e., the Ministry of Women Children and Youth Affairs (MoWCYA) at federal level, Bureaus of Women's Affairs (BoWCYA/BOWA) at regional and Women's Affairs Office at district level. There was insufficient evidence of the degree of co-ordination happening at the Ministry; no reports were made available to be evaluated. Some reports, it was said were being sent directly to UNPOs.
- 130 UNFPA and UN WOMEN are co-leads responsible for overall coordination and management of the flagship JP among the UNPOs. Responsible officers in both UNFPA and UN Women attest to persisting difficulty and occasional role confusion. The distinction and delineation of coordinating responsibility are sufficiently unclear to warrant dissonance. Despite the clarity of the JP programme documents and simplicity as well as specificity of the PIM, it is reported that the current difficulty is with ascertaining where each coordinating institutions' role ends and the other's starts.
- 131 Despite being challenging for both UN partner organisations (UNFPA and UN Women) as for the coordinating ministries (MoFED and MoWCYA), the execution of the coordination function is described as 'very well' by 31% of the survey respondents and by 34.6 % as 'just Ok'. Thirteen percent of the survey respondents claimed that coordination is inadequate, and 10% did not know. *'There has been inadequate coordination capacity within UN WOMEN for the coordination of the implementation of the Joint Programme. The situation even deteriorated during the last year of implementation'*, observed one survey respondent.
- 132 UN Women while acknowledging some difficulty with managing as well as coordinating the JP avers that there is 'great responsiveness' from the UN participating agencies. *'There is no doubt about the commitment of the UN agencies, it is huge, what has not worked so well are the horizontal linkages'*, observed on key informant. Another key informant observed that; *'The JP formula is positive, UN agencies are now talking and it has helped harmonization. We share information, we are doing more joint work, we have more coordinated delivery as One'*.



- 133 The evaluation found that like the management function, coordination requires strengthening and improving as it is currently more or less mediocre;

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

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

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

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

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

- 136 The information and data currently being collected is inadequate to illuminate the indicators as presently stated. Neither is information and/or data being systematically collated to provide the necessary data pictures. The Ministry of Women, Children and Youth Affairs avers that; *‘Yes, reporting is poor, we are strengthening our support to the regional bureaus and we have designed a reporting format. The regional bureaus send reports directly to partners. The partners have different reporting formats some need details others need simpler. We are trying to harmonise our reporting’, (Key informant)*. It was reiterated in the light of the above statement, that the PIM provides adequate guidance for reporting.

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

**Is information being regularly analysed to feed into management decisions?**

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

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

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

## **VI. CONCLUSIONS**

- 140 In spite of a major funding gap, JP GEWE has been successful in simultaneously engaging and working at the high political end and at the community and individual levels, showing how it is possible to use a bottom-up as well as a top-down implementation strategy in one and the same programme to good effect. This has been made possible by multiple UN agencies working together to address different but related dimensions of one programme and using existing government systems and structures. This JP has shown the true benefit of joint programming as well as its difficulties and shortcomings. To this extent therefore this phase has been a valuable learning experience and a successful pilot.
- 141 The degree of implementation effectiveness i.e. planned activity completion of the first phase of the JP GEWE has been impressive, especially in the light of the funding shortfall that characterised the launch and life of this phase of the programme. Most implementing institutions and Regional States etc report poor financial disbursements well below budgeted sums (e.g. 15% of total annual planned budget in one instance) yet claim 100% accomplishments. In some instances completion is described as being more than 100% of planned targets (Tigray, Afar). This is a paradox.
- 142 While the joint programme design, implementation strategy and institutional arrangements appear to be working, coordination, management, and especially financial management structures and systems are not operating optimally. Financial management is characterised by chronic delays which influence programme execution resulting in programme inefficiency. This phase of the JP, initially designed to last one year was extended twice; and lasted 2½ years – an overrun of 150% overrun.
- 143 Programme performance is not currently being adequately tracked because of poor operationalisation as well as focus on results. Monitoring is weak and there is no consistent application of a performance and or results monitoring framework based on theoretical, conceptual or practical notions which underpin the JP. Nevertheless, the evaluation found that all Output Areas have been successful in achieving one or more of the stated results, with Output Area 4 showing better performance although it is difficult in truth to compare Output Areas since the outcomes are quite dissimilar for all the Output Areas.

- 144 This evaluation found that the existing focus areas of the JP GEWE, as reflected in the programme outputs and result areas, are relevant to the situation of girls and women in all parts of the country despite differences in regional and or local contexts. It has also been shown through this evaluation that the programme has achieved moderate but significantly positive results in phase 1 in the face of seriously limiting funding challenges.

## VII. LESSONS LEARNT

The evaluation has unearthed the following lessons:

- 145 The idea of joint programming is very appealing however it is a hard long road to travel. It requires sustained commitment as well as resources which are often in limited supply; perseverance is required to reap the gains. In the short term, the JP might seem to increase transaction costs with so many more steps in the chain as there are many groups to consult.
- 146 Careful programme design and planning are very critical for ultimate success. They require adequate resources and the largest possible number of experts and people to support an authentic programme through a genuinely participatory process; one consultant, no matter how strong or experienced or urgent the requirement to produce a programme document is usually not the best answer. Although the JP GEWE is said to have undertaken extensive stakeholder consultations, they still seemed inadequate to gain the required levels of commonality of vision and, to a lesser but important extent, ownership. The programme logic, theory of change or intervention constitute the central products of the design stage. They are weak in the JP GEWE phase 1; the evaluation believes they may not have been given the required or sufficient attention and resources. Adequate and appropriate investment in these stages often yields handsome returns in later stages of programme implementation.
- 147 Context influences programme execution; key dimensions of the programme context ( e.g. institutional/organisational capability, policy environment and political, social & economic context) need to be reviewed at regular (strategic) intervals to ensure balance and equilibrium in order to guarantee the delivery of desired results.
- 148 Management structures are operated by people and there is no substitute for skilled, committed, engaged and sustained leadership. The JP GEWE 1 was plagued by personnel gaps as well as gaps in required skills for effective implementation especially in the key implementing institutions and agencies. It is important that the programme ensures that the full complement of competent and committed staff is on hand to maintain both a focus on results and performance and reasonable compliance with the plan. A number of proposed JP management structures were NOT in place as elaborated in the programme document.
- 149 The fact that theoretical and operational frameworks and/or plans e.g. (RBM and HRBA) are mentioned in programme documents is no guarantee that they will be applied and consistently or systematically operationalised; they need to be understood, and reflected upon. Knowledge of RBM & HRBA may be more declarative than deep or widespread. Training and retraining and updating may be required by programme implementers or supervisors to guarantee adequate or acceptable operationalisation.

- 150 Working with and through government structures (bureaucratic) is slow; partners as well as implementers need to find creative opportunities and ways within the spaces of the bureaucratic system to speed up programme interventions without jeopardising the necessary checks and balances.

## **VIII. RECOMMENDATIONS**

- 151 It is recommended that the programme receive further and more funding in order to assure the intended results of making gender equality and women's empowerment attainable in Ethiopia. The recommendations which follow are for targeted actions by identified groups of actors involved in the JP.

The detailed criterion based recommendations can be found in Annex 7.

### **8.1 Recommendations for Donors**

- 152 The paradox of little funding and more than expected activity accomplishment may be a compensatory strategy in the face of limited funding. This has happened in phase 1 with the result that attention has been paid not to monitoring, but to ensuring that activities are undertaken as planned. It is important in the next phase to ensure that adequate resources are available so that all parts of the programme are given adequately attention. It is recommended that donors consider funding this JP and with more money.
- 153 Donors are critical allies whose opinions are important; When DFID requested for more regular reporting upon extension of the time frame for JP GEWE, it proved to be a valuable strategy; the documentation was very useful for the evaluation. This evaluation believes that encouraging constructive engagement with the programme by donors is a positive move.

### **8.2 Recommendations for GoE & UN**

- 154 Role specification and terms of reference or task descriptions should be considered for JP GEWE coordinating and or managing institutions. Efforts need to be made to popularise and generalise the understanding of the GoE and UN working as genuine and equal partners in development in order for the 'us' and 'them' mentality to be reduced so that programmes or projects can be seen as joint and truly owned by GoE and the people of Ethiopia even when directly supported by UN agencies.
- 155 GoE could improve the 'popular' visible commitment to gender equality through, for example increasing the length and depth of reports of GEWE in related public GoE documents etc.
- 156 More fundraising needs to be undertaken for the JP under the One Fund Initiative, creative and successful ways have to be found by both the GoE and UN to make this a reality.

### **8.3 Recommendations for MoWCYA**

- 157 All vacant programme positions should be filled as soon as possible but definitely before the commencement of Phase 2.

- 158 Project management structures at all levels should be activated, reactivated, energised or created as envisaged in the programme document in order for the programme to be adequately managed.
- 159 MoWCYA could create guidelines to support other ministries involved in the JP GEWE implementation to; i) understand their roles, ii) improve monitoring, reporting and general documentation as a way to strengthen implementation coordination.
- 160 MoWCYA could consider inviting CSOs with relevant skills and expertise to join implementation as trainers on to support IPs in for example strengthening the HRBA, RBM and M&E dimensions of the programme.

#### **8.4 Recommendations for UNPOs**

- 161 Active collaboration and more sharing of information across Output Areas has the potential of making the JP GEWE more successful in the opinion of the evaluation, it ought to be seriously considered and put in place.
- 162 UNPOs involved with other joint programmes could synergise relevant aspects of the JP GEWE with them for better all round results.
- 163 Resources (especially human) for managing the JP GEWE were found to be limited, the case for increasing staff time or staff numbers responsible for the JP needs to be considered and/or heeded if improved impact is to be achieved.
- 164 All UNPOS ought to, if not already doing seriously apply the HACT and PIM standards.

#### **8.5 Recommendations for UN Women**

- 165 The management function of the JP GEWE requires the full complement of staff as envisaged and documented in the Programme document. It is important for vacant positions to be filled so that the JP can be fully serviced so as to guarantee due diligence, adequate and appropriate attention.
- 166 JP Staff need to be very familiar with the PIM so that they can guide other partners as required especially with regard to reporting UN Women may need to consider training the JP management team and governance structures in this aspect and as a way of strengthening the JP management.
- 167 As the UNPO responsible for coordinating the JP, UN Women may need to establish a dash board and data base for performance auditing, results collation in keeping with their role and in order to keep abreast of the UNPOs activities for reporting of partner progress and performance.

## 8.6 Recommendations for Phase 2

It is the expectation than major findings from this evaluation will inform the next phase of the JP GEWE.

- 168 The programme design has major weaknesses which need to be improved upon in the next phase. While still relevant, the programme's intervention theory of change (ToC) and especially those for each Output Area need to be carefully charted in alignment with the larger programme one. This will improve coherence as well as encourage collaboration.
- 169 Monitoring, tracking and assessing effectiveness has been very poorly undertaken in phase 1. In the next phase, it is imperative if success is to be achieved, that the M&E Learning plan and frame work is completely articulated at the same time as the design planning by experienced evaluators. It is advisable to consider using M&E frameworks that are compatible with the Programme. The Africa Gender and Development Evaluators Network has experience in the areas of human rights based gender responsive M&E and its members could be invited to support the development of a workable and practical MEL system.
- 170 The phase II could use a developmental evaluation approach or impact evaluation design. For either of these two approaches it is advisable to commence the evaluation methodology design at the start of programme design.
- 171 The evaluation shows some deficiency in the management and coordination of the JP which can be easily rectified. More regular and planned meetings in addition to understanding of roles and responsibilities would advance management. In addition, commitment to deadlines as well as follow through on agreed courses of action e.g. management structure (minimum required management structures) etc. Management structures have not all been activated or created thereby creating a less than optimal managerial climate.
- 172 Regular updates in a variety of formats including e-newsletters, blogs, and conventional reports by IPs, UNPOs, as well as beneficiary testimonies ought to be seriously considered.
- 173 UN Women and all UNOPs should consider dedicating web pages to the JP on their sites.
- 174 More funds should be devoted to monitoring and documentation as a way of resolving the paradox of less money accomplishing more activities.

## IX. ANNEXES:

### Annex 1: Evaluation Analytical Framework – Questions

Criterion	Evaluation Questions
Relevance	<p>Are the planned programme outputs and results relevant and realistic for the situation on the ground?</p> <p>Do they need to be adapted to specific (local, sectoral etc.) needs or conditions?</p> <p>Have the stakeholders taken ownership of the programme concept?</p>
Design Validity	<p>How is the programme aligned to the UNDAF?</p> <p>Was a gender analysis conducted during the UNDAF or the development of the JP GEWE. If undertaken, did the gender analysis offer good quality information on underlying causes of inequality to inform the JP?</p> <p>Is the intervention logic as reflected in the Results matrix coherent and realistic, taking into account the phases of the programme from joint programming towards a joint programme? What needs to be adjusted?</p> <p>Do results causally link to the intended outputs (immediate outcomes) that link to the outcomes and broader impact (development goal)?</p> <p>What are the main strategic components of the programme? How do they contribute and logically link to the planned outcomes? How well do they link to each other?</p> <p>How strategic are partners in terms of mandate, influence, capacities and commitment?</p> <p>How appropriate and useful are the indicators described in the programme document in assessing the programme's progress?</p> <p>Are the targeted indicator values realistic and can they be tracked? If necessary, how should they be modified to be more useful? Are the means of verification for the indicators appropriate?</p>
Effectiveness	<p>Is the programme making sufficient progress towards its planned outputs?</p> <p>Is the programme likely to achieve its planned outputs upon completion?</p> <p>How have stakeholders been involved in programme implementation?</p> <p>Have the quantity and quality of the outputs produced so far been satisfactory? Do the benefits accrue equally to men and women?</p> <p>How has the JP enhanced ownership and contributed to the development of national capacity?</p> <p>Are UN agencies working together more effectively?</p> <p>How was the programme monitored and reviewed? To what extent was this exercise useful and used?</p>
Efficiency	<p>Have resources been used efficiently? Have activities supporting the strategy been cost-effective?</p> <p>Have programme funds and activities been delivered in a timely manner? If not, what were the bottlenecks encountered?</p> <p>Are there sufficient resources (financial, time, people) allocated to integrate human rights and gender equality in the design, implementation, monitoring and evaluation of the JP?</p> <p>Were there any constraints (e.g. political, practical, and bureaucratic) to addressing human rights and gender equality efficiently during implementation?</p> <p>What level of effort was made to overcome these challenges?</p>
Sustainability	<p>Did the intervention design include an appropriate sustainability and exit strategy (including promoting national/local ownership, use of national capacity, etc.) to support positive changes in human rights and gender equality after the end of the intervention?</p> <p>To what degree did partners change their policies or practices to improve human rights and gender equality fulfillment (e.g. new services, greater responsiveness, resource re-allocation, improved quality etc.)?</p>
Coherence	<p>To what degree are partners working towards the same results with a common understanding of the inter-relationship between interventions?</p> <p>To what extent are approaches such as attention to gender, human rights based approach to programming and results based management understood and pursued in a coherent fashion?</p>

Management and Coordination	<p>How well are responsibilities delineated and implemented in a complementary fashion?</p> <p>How well have the coordination functions been fulfilled?</p> <p>Were management and implementation capacities adequate?</p> <p>How effectively does the programme management monitor programme performance and results</p> <p>Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined?</p> <p>Is relevant information and data systematically being collected and collated?</p> <p>Is information being regularly analysed to feed into management decisions?</p> <p>Has the programme made strategic use of coordination and collaboration with other Joint Programmes to increase its effectiveness and impact?</p>
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## Annex 2: Evaluation Work Plan

Deliverable	Delivery Date
<b>Phase 1</b>	
Draft Inception report submitted	27.02.13
Battery of appropriate and adequate Evaluation Tools Developed	27.02.13
Final Inception report submitted	12.03.13
<b>Phase 2</b>	
Data Collection; Regional & Project Site Visits	4-15.03.13
Data Analyses	16-31.03.13
<b>Phase 3</b>	
Draft Evaluation Findings – Presented to Stakeholders	Mon 18.03.13
Draft Final Report Submitted	Fri 12.04.13
Final Revised Evaluation Report – To be Submitted After review by Commissioners	May 2013



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## Annex 4. Evaluation Tools & Techniques

### Annex 4.1: eSurvey Questionnaire/Instrument

#### *E-Survey Questionnaire for Programme Promoters, Designers & Implementers*

This questionnaire is one of four tools the independent evaluation team for the GEWE Joint Programme of the Government of Ethiopia (GoE) is using to get answers to the evaluation questions contained in the Terms of Reference for the Joint Programme on Gender Equality and Women's Empowerment (GEWE) phase 1 evaluation.

We would be very grateful for your kindness in providing answers to the following questions with as much specificity, clarity and honesty as possible.

In responding with YES or NO to questions, you could provide additional information if necessary to serve as illumination to the specific question.

We thank you for your time and candour.  
Amdie, Florence, & Yoseph

#### Section A: Background Information

Please tell us a bit about yourself. Are you a **Woman** or **Man**? Please circle one

Where do you work? Please spell out all acronyms if used  
.....

What is your email address? .....

What is your current position? .....

How are you currently involved in the Joint Programme on Gender Equality and Women's Empowerment?  
.....

#### Section B: Relevance & Strategic Fit

In your opinion to what degree is the programme responding to the needs in the country?  
*Please choose one*

- To a significant (very large) degree (almost completely congruent)
- To a large extent
- To a medium extent
- To a small extent
- The programme is not responding to real needs on the ground
- Unsure/Don't know

In your opinion is the JP GEWE programme aligned to:

Government of Ethiopia policies?	Yes	No	Don't know/Unsure
United Nations Development Assistance Framework?	Yes	No	Don't know/Unsure
Others? Please specify.....	Yes	No	Don't know/Unsure

**Section C: Design Validity**

Do you consider the planned programme results (outputs and/or outcomes) relevant for Ethiopia?

Yes - No - Unsure/Don't know

Are the planned programme results (outputs and/or outcomes) realistic for Ethiopia?

Yes - No - Unsure/Don't know

In your opinion, how adequate are the following dimensions of the JP GEWE programme?

Please tick the appropriate box/cell

Dimension	Adequate	Not Adequate	Unsure/Don't know
The programme design			
The implementation strategy			
The programme management			
Operational system			
Financial system arrangements			
Institutional arrangements			
The programme structures			
Other? Please specify .....			

In your opinion is the JP GEWE in DEED a JOINT programme?

Yes - No - Unsure/Don't know

Please explain your answer.....

Do you consider the programme or intervention logic (or theory of change) adequate?

Yes - No - Unsure/Don't know

Are the programme results as currently stated clear and easily understood by implementing organisations?

Yes - No - Unsure/Don't know

Are the activities so far undertaken causally linked to intended results; i.e. outputs or immediate outcomes and ultimately to the development goal?

Yes - No - Unsure/Don't know

How well are the different components of the programme (called **Output Areas**) logically linked?

All four very well linked

- 3 of the components are well linked
- 2 components are well linked
- None of the components are linked
- Unsure/Don't know

Are the components/ **Output Areas** of the programme logically linked to the broader impact or development goal?

- All four very well linked to the stated impact
- 3 of the components are well linked to the stated impact
- 2 components are well linked to the stated impact
- None of the component are linked to the stated impact
- Unsure/Don't know

Are you satisfied with the baselines and targets established for the four outputs areas of the programme at the beginning of the JP GEWE programme in 2011?

- Yes
- No
- Unsure/Don't know

Are the indicators identified in the programme document for use in assessing the progress of the programme appropriate; i.e. useful for their intended purpose?

- Yes
- No
- Unsure/Don't know

Are the indicators easily measurable in the life time of the programme?

- Yes
- No
- Unsure/Don't know

Should the indicators be modified to make them more useful and/or track-able?

- Yes (If yes, proceed to next question)
- No (If no proceed to question 17)
- Unsure/Don't know

How should the indicators be modified?

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In your opinion, are the indicators being tracked and documented by all the programme implementers?

- Yes
- No
- Unsure/Don't know

Are the suggested means of verification for the indicators appropriate?

- Yes
- No
- Unsure/Don't know

How satisfied are you that appropriate means for tracking progress, performance and achievement of results have been defined, described or articulated?

- Very Satisfied
- Satisfied
- Unsatisfied
- Unsure/Don't know

Is relevant information and data being systematically.....

*Please choose Yes or No or Don't know/Unsure for each alternative below*

Collected	Yes	- No	- Unsure/Don't know
Collated	Yes	- No	- Unsure/Don't know
Analysed	Yes	- No	- Unsure/Don't know
Disseminated?	Yes	- No	- Unsure/Don't know

Does the programme currently have the 'right' strategic partners?

Yes - No - Unsure/Don't know

How adequate are the programme's current partners' mandates?

Excellent  
 Highly Adequate  
 Just OK  
 Weak or poor  
 Unsure/Don't know

How committed are the programme partners to the programme goals?

Very committed  
 Committed  
 Not committed  
 Unsure/Don't know

**Section D: Effectiveness**

Is the programme making sufficient progress towards planned outputs?

Yes - No - Unsure/Don't know

Is the programme likely to achieve the planned outputs by the end date of June 2013?

Yes - No - Unsure/Don't know

Have stakeholders been involved in programme implementation?

Yes - No - Unsure/Don't know

Have the quantity and quality of the outputs produced so far been satisfactory?

Yes - No - Unsure/Don't know

Are the programme benefits expected to accrue equally to men and women?

Yes - No - Unsure/Don't know

Has the JP enhanced ownership?

Yes - No - Unsure/Don't know

*Please explain your answer.....*

Has the JP contributed to the development of required national capacity?

Yes - No - Unsure/Don't know

How has the JP contributed to the development of required national capacity?

.....

Are UN agencies working effectively together to deliver on this JP?

Yes - No - Unsure/Don't know

**Section E: Efficiency**

Have programme resources been used efficiently?

Yes - No - Unsure/Don't know

Is the programme strategy cost friendly i.e. does it reduce transaction cost?

Yes - No - Unsure/Don't know

Have programme funds been delivered in a timely manner?

Yes - No - Unsure/Don't know

If no, why?

.....

Have programme activities been conducted as planned?

Yes - No - Unsure/Don't know

Have programme activities been conducted in a timely manner?

Yes - No - Unsure/Don't know

What bottlenecks have been encountered with implementation or funding?

.....

In your opinion has the programme integrated human rights and gender equality adequately in the implementation and monitoring of the JP?

Yes - No - Unsure/Don't know

What constraints have been encountered in addressing or integrating human rights effectively and efficiently into the implementation and monitoring of the programme? (*Tick/select as many as apply*)

- Political
- Practical
- Bureaucratic
- Financial
- Time
- People

*Please explain your response*

.....

What efforts were made to overcome challenges?

.....

**Section F: Sustainability**

Was an appropriate sustainability strategy to support positive changes in human rights and gender equality after the end of the intervention devised?

Yes - No - Unsure/Don't know

Did the sustainability strategy include.....?

Please choose Yes or No or Don't know/Unsure for each alternative below

Promoting national/local ownership	Yes	No	Don't know/Unsure
Use of national capacity,	Yes	No	Don't know/Unsure
Training of nationals?	Yes	No	Don't know/Unsure
Others? Please specify .....			

To what extent were stakeholders involved in the preparation of the sustainability strategy?

- To great extent
- To a moderate extent
- To a small extent
- There was no stakeholder involvement in developing the sustainability strategy.

Did the intervention design include an appropriate exit strategy?

Yes - No - Unsure/Don't know

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

- To great extent
- To a moderate extent
- To a small extent
- No partner has changed policies or practices

What policies or practices have been changed as a way to improve human rights and/or gender equality?

- New services introduced
- Greater responsiveness,
- Resource re-allocation,
- Improved quality

Other? ...Please specify.....

**Section G: Coherence**

In your opinion, are partners working towards the same GEWE results with a common understanding?

Yes - No - Unsure/Don't know

To what extent are the following approaches reflected in and coherently applied or pursued in the different components of the programme?

Please place a tick in the table below as appropriate

Approach	Reflected in Programme				Coherently Applied or Pursued in Activities			
	Very	Well	Not	Not sure/Don't know	Very	Well	Not	Not sure/Don't know



Gender Equality								
Human Rights Based								
Results Based Management								

**Section H: Management and Coordination**

Are responsibilities among and between partners and implementer well delineated and clearly understood?

Yes - No - Unsure/Don't know

How would you describe the execution of the coordination function in the 1<sup>st</sup> phase of the programme?

- Very well executed
- Just Ok
- Poorly executed
- Unsure/Don't know

*Please explain your answer.....*

How would you describe the management function in the 1<sup>st</sup> phase of the programme?

- Very well executed
- Just Ok
- Poorly executed
- Unsure/Don't know

*Please explain your answer.....*

Have management capacities of coordinating partners and implementers been adequate to date?

Yes - No - Unsure/Don't know

*Please explain your answer.....*

How would you describe the nature of monitoring of programme performance and results?

- Very Effective
- Effective
- Ineffective
- Unsure/Don't know

Would you say that the first phase of the JP GEWE programme has exhibited the good practice of harmonization among the participating UN agencies in the country?

Yes - No - Unsure/Don't know

Has the programme collaborated with other Joint Programmes?

Yes - No - Unsure/Don't know

Has the programme collaboration with other Joint Programmes increased its effectiveness?

Yes - No - Unsure/Don't know

What **key** 3 – 5 recommendations would you make to improve the programme's next phase?  
*Please add more if you are so inclined.*

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Would you please kindly send your completed/filled questionnaire as soon as possible and **no later than Monday March 18<sup>th</sup>** to the following addresses?

[florence.etta@gmail.com](mailto:florence.etta@gmail.com); [yelfigne.abegaz@unwomen.org](mailto:yelfigne.abegaz@unwomen.org); [yosephend@gmail.com](mailto:yosephend@gmail.com); [amdiek\\_w@yahoo.com](mailto:amdiek_w@yahoo.com)

Thank you very much. JP GEWE Evaluation Team

## Annex 4.2: Participatory Monitoring & Evaluation Tool & Techniques

Gender Equality and Women's Empowerment (GEWE) Phase 1 Evaluation  
Participatory Evaluation Tool/Instrument  
For Programme Designers & Implementers

(David Fettermen's Empowerment Approach)

Gender Equality and Women's Empowerment (GEWE) Phase 1 Evaluation

Participatory Evaluation Tool

(For use with programme implementers & beneficiaries)

(David Fettermen's Empowerment Approach) - *Time required 2 hours*

***To be used with groups of 3 – 10 individuals***

### Step 1 Taking Stock

Each participant should list all the KEY activities that have been undertaken since the JP GEWE Programme started by your organisation e.g. communication, training, etc

Prioritise them using xx's: the more xx's the greater the importance of the activity – Use different colour markers; x = low priority, xx = medium priority & xxx = high priority.

Draw a table e.g.

Key Activity	Prioritisation with xx's
Communication	xxxxx
Training	xxxxxxxxxxxxxxxxxxxxxxxxxxxx

### Step 2 Judging Performance

Each individual should rate using a scale off 1(low) -10 (high) to rate each activity listed in Step 1 above.

Create a table of scores with each individual's initials as the column heading and the score entered in the rest of the column corresponding to the activity e.g.

Key Activity	FE	FB	AK	YS	Average
Communication	7	3	6	4	5
Training	4	5	7	7	5.75
Monitoring	2	6	4	4	4
Average	4.3	4.6	5.6	5	4.91

### Step 3 Dialogue & Planning for the future

Participants of the participatory evaluation exercise discuss the table generated from the above exercise and use it to either as a baseline if none has been taken or as a data point for future reference or for benchmarking.

Other PE Techniques - Matrices (Time required 2-hours)

Time permitting; the following matrices would be used to assess satisfaction with results among beneficiaries with the following: These will be done on flip charts in a participatory manner.

**Matrix 1**

How satisfied are you with 5 of the key JP GEWE activities that you have been involved with?

Level of Satisfaction with Activities (Use list generated)	Very Satisfied	Satisfied	Not sure	Not Satisfied	Very Unsatisfied
Activity 1 (state here pls)					
Activity 2 (state here pls)					
Activity 3 (state here pls)					
Activity 4 (state here pls)					
Activity 5 (state here pls)					
Your Monitoring					
Your Reporting					
Your coordination					
Your Activities - timing					

**Matrix 2**

What three results or activities of the GEWE JP in which you are involved are you most pleased about or with? & Why?

Pleased with (Please list)	Why?

**Matrix 3**

What result/activity or aspect of the GEWE JP are you most unhappy about? & Why etc?

Most Unhappy with (Please list)	Why?	How would you remedy this to improve your satisfaction?


## Annex 4.3: Key Informant Interview Guide

### Gender Equality and Women's Empowerment (GEWE) Phase 1 Evaluation

(For use with programme designers, implementers & beneficiaries)

#### Introductory notes

The following guiding questions are intended mainly to be used for semi-structured interviews with representatives JP programme:

Coordinating government partners and major implementing partners

Participating UN agencies

Other donors

The questions provided below are meant to serve as a menu. Only relevant questions will be used in each interview, depending on the experience and involvement of the interviewee in the programme.

#### Steps

Introduction of evaluator/s and interviewee

Introduction of interview purpose

Obtain the consent to the interviewee

Question and answer

#### Guiding Questions

Relevance and strategic fit:

To what extent the programme has addressed relevant country needs, particularly the needs of targeted women?

To what extent the programme is aligned to national policies and priorities

Have the major stakeholders taken ownership of the programme?

#### Validity of design:

How the programme is aligned to the UNDAF?

What was the information basis for the development of the programme? Was gender analysis conducted? Was it adequate and good quality?

Was the overall design, including the intervention logic, strategies and partners of the programme appropriate, coherent and realistic?

To what extent the indicators to measure progress/achievement and their means of verifications included in the programme document are appropriate and useful?

#### Effectiveness:

To what extent the programme achieved each of its 11 planned outputs or result areas?

How was the quality of the outputs or benefits delivered by the programme?  
To what extent the programme approaches and strategies have been effective in building national capacity?

**Efficiency:**

Are sufficient resources allocated to the programme, particularly to integrate human rights and gender equality in the programme?  
Have resources been used efficiently, in a cost-effective manner?  
Have programme funds and activities been delivered in a timely manner? If there were delays, what were the causes?  
What were the major challenges to ensure efficiency?

**Sustainability:**

Were the sustainability strategies included in the programme design appropriate?  
Are there any changes in institutional policy, structure, system, etc., that would contribute to the sustainability of achieved results of the programme?

**Coherence:**

What were the efforts made and the challenges faced to ensure the coherence between the different components of the programme implemented by different institutions?  
To what extent are approaches such as attention to gender, human rights based approach to programming and results based management understood and pursued in a coherent fashion?

**Management and Coordination:**

Was the management and coordination arrangement set out the programme document appropriate and realistic? Were the roles and responsibilities of the structures and institutions involved in the management of the programme clearly defined and understood by all?  
How well the coordination functions have been fulfilled?  
To what extent was there systematic data collection, analysis and sharing in the programme?  
Were there efforts to coordinate and ensure complementarity with other JPs?

## Annex 4.4: Focus Group Discussion Topic Guide

Joint Programme on Gender Equality and Women's Empowerment (GEWE)  
Phase 1 Evaluation

Brief Guide & Topical Outline for Focus Group Discussions (FGDs)

(For use with JP GEWE Woreda Level Programme implementers & beneficiaries)

**Definition** – A Focus Group is a group of interacting individuals (*7-10/12 people having some common interest or characteristics that relate to the theme of the discussion*), brought together by a moderator, who uses the group and its interaction as a way to gain info about a specific or focused issue<sup>23</sup>.

**Tip:** FGDs should be facilitated by a team of three experts: Facilitator/ moderator, recorder and an observer. The team members can exchange roles as appropriate.

Team members' roles:

Facilitator – Lead the discussion: Introduce evaluation team and the topic of discussion; encourage participation; pose questions roughly following the topical outline.

Recorder – Make notes on the process and exchanges among participants; record the discussion process (answers to questions in topical outline; transfer map to paper, etc).

Observer – Assist facilitator; keep activity on track in time and content.

Time: FGDs may last a maximum of 2 hours.

Procedure:

Step 1 – The moderator/facilitator should greet and thank the participants for coming to the meeting, and begin introduction of the group and members of the evaluation team.

Step 2 – The moderator introduces the theme for the activity (purpose of the discussion). If required to talk with men and women separately only in the interest of hearing different points of view on the theme, explain it to the audience and form subgroups accordingly.

Step 3 – Hold and keep the discussion live (encourage/invite those who seem 'shy' to speak out and for any disagreements and why; anything forgotten; etc. While taking notes, one needs to capture references (labeling): the location, audiences (group), date, the names of the team members, etc.

Step 4 – Establish reliable relationships between situations and causal factors through probing questions – when, who, how many, etc.

Step 5 – Closure - By the end of your discussion, thank all participants for their contribution and adjourn the meeting.

Audiences Groups:

Beneficiaries - Adolescent girls/women ( $\geq 15$  yrs old);

Program implementers – WCYA offices (Federal to woreda level), including Co-lead UN agencies – ILO, UNICEF, UN Women and UNFPA.

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23 - Mary Marczak & Meg Sewell, **CYFERnet-Evaluation**, University of Arizona

**Outlines/Questions for discussion**

**Education (separately for current as well as graduates of University and High schools)**

- a) What is the level of your education – current, previous in case of graduates?
- b) How did you attain the level, any external support – who, for how long, when, etc?
- c) What benefits (professionally) did you get because of your education?
- d) Outcomes demonstrated by the employed group of beneficiaries of the programme?
- e) Impressions (fulfillment of purpose) & recommendations for the future in the education component.

**For Economic Activities:**

- f) What is/are your main sources of income (as HHs / individuals);
- g) How did you start this activity / business (any external assistance - attribution)?
- h) What kind of support/ assistance did you get during the last two years period?
  - Training - on what, when, by who - service provider, financier, etc);
  - Financial – How much, from whom, on what terms, etc?
  - In kind – what, quantity, from whom, on what terms, value, etc?
  - Where do girls/women go for credit when in need – Accessibility, service provider, modality, etc?
- i) Any changes in your average annual income of beneficiary HHs/ individuals; what is the main factor for the change?
- j) Do you know any adolescent girls/women who successfully run their businesses (among their peers)? What was the main reason for their success?
- k) Changes observed in the livelihoods status of beneficiary HHs (changes in assets’ base).
- l) Future aspiration: what do you want to do in the future?
- m) The groups’ overall impressions about the programme and the contribution of the partner/group (*fulfillment of purpose*);
- n) Major challenges / shortcomings of this programme/component (specify);
- o) Any recommendation for improvement in the future?

**Empowerment**

- p) Who makes the decision to spend the HH income on?
- q) Have you attended community-based awareness creation and sensitization meetings on advocating girls’ & women’s rights and gender equality? When, who conducted it, etc?
- r) Are there any institutions you know engaged in girls’ & women’s rights and gender equality?
- s) What are the major gaps/ problems you witnessed in girls’ & women’s rights and gender equality?
- t) What should be done to promote girls’ & women’s rights and gender equality?

Outlines/Questions
<b>Institutional</b>
a. How does your organization/group relate to the JP GEWE?
b. To what extent (how) is the programme aligned to the priorities of the country and/or the beneficiaries?
c. What are your major roles and responsibilities in the design and execution of the JP GEWE?
d. Who are the direct and indirect beneficiaries of your sector/component of the JP GEWE?
e. Who are your cooperating partners for JP GEWE (by their respective sector and duties)?
f. How do you rate the level of involvement in /sense of ownership of the programme by the cooperating partners?
g. What are the major undertakings of the programme and the rate of success? (ask for data by components):
<ul style="list-style-type: none"> <li>• Economic Empowerment component (beneficiaries reached – by sex, number, etc);</li> <li>• Education Component;                                 "                         "                         "                         "</li> <li>• Capacity building component; .....         "                         "                         "                         "</li> <li>• Community mobilization component. ....         "                         "                         "                         "</li> </ul>
h. Adequacy of amount of resource deployed for your component (estimated Vs Actual)?
i. What are the major outcomes of the programme (contribution) in the lives of and demonstrated by intended beneficiaries, by component?
j. Any info on the current status of the adolescent girls and women already employed in the public sector?
k. Overall impressions about the programme (fulfillment of its purpose);
l. How do you see the sustainability of the programme’s results? Any shortcoming?
m. Major challenges related to the programme in general and your specific component in particular?
n. Any recommendations related to the programme in general and your specific component in particular?

Notes for discussion with the team

<p><b>Remarks:</b> (how to accommodate the below):</p> <p>Federal:</p> <ol style="list-style-type: none"> <li>a. Existence and level of operationalization of a National strategy on HTPS/GBV/VAW;</li> <li>b. Existence and level of operationalization of a National advocacy and communication strategy on the rights of women and girls in place.</li> <li>c. Accountability systems established in government sector;</li> <li>d. adequate engendering of new and on-going policy, legal and programmatic frameworks such as PAS'DEP;</li> <li>e. Development and implementation of standard tools for GRB auditing and gender analysis;</li> <li>f. Number of sectors that have GR programming</li> <li>g. Existence, level of operationalization and number of schools and law enforcement training centers/ institutions that integrated HTPs/VAW issues in curricula;</li> </ol>
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- h. Interventions' to gender mainstream the government's M&E systems and processes and set related national standards.
- i. 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;
- j. Establishing a knowledge resource center and strengthening the network of actors engaged in gender work at all levels. Percentage of positions at team leader level in civil service and above held by women;

Woreda/

- k. Community groups that have declared the abandonment of HTPs/VAW by location/admin strata.
- l. Community based awareness creation and sensitization events conducted (when, by who, etc);
- m. Establishment and level of utility of a data collection system on HTPNAW/GBV;

## Annex 5: Persons Contacted by Evaluation Team

### Annex 5.1:

### List of Participants at the TWG and Reference Group Meeting with the Evaluation Team

Held on Tuesday 5th March 2013

Venue UN Women Offices, Addis Ababa Ethiopia

No	Name	Organisation	SEX	Tel	E-mail
1	Aida Awel	ILO	F	0911209423	aida@ilo.org
2	Ellen Alem	UNICEF	F	0911400159	ealem@unicef.org
3	Pamela Mhlanga	UNWOMEN	F	0922136920	Pamela.mhlanga@unwomen.org
4	Yumi Matsuda	UNICEF	F	0920310075	ymatsuda@unicef.org
5	Heran Ayele	UNWOMEN	F	0911151469	heran.ayele@unwomen.org
6	Misrak Tamiru	UN Women	F	0911408712	misrak.tamiru@unwomen.org
7	Dassa Bulcha	UNDP	M	0911628618	Dassa.bulcha@undp.org
8	Mesfin Zewdie	MOWCYA	M	0958047149	Mesfin-17@yahoo.com
9	Chiara Romano	IFAD	F		c.romando@ifad.org
10	Dinksew Taye	UNRCO	M	0911224164	Dinksew.taye@one.un.org
11	Yoseph Endeshaw	Consultant	M	09116488395	Yosephend@gmail.com
12	Julie Lievejord	RCO	F	0932519846	Juile.lillejord@one.un.org
13	Abebe Kebede	ILO	M	0923288360	Kebedea@ilo.org
14	Dereje Alemu	ILO	M	0911608539	Dereje@ilo.org
15	Demelash Zenebe	UNESCO	M	0911158662	d.zenebe-woldu@unesco.org
16	Berhanu Legesse	UNFPA	M	0911627774	legesse@unfpa.org
17	Yelfigne Abegaz	UN Women	F	091163 84 94	Yelfigne.abegaz@unwomen.org
18	Florence Etta	Consultant	F		Florence.etta@gmail.com
19	Amide K.Wold	Consultant	M	0923977087	Amidek-w@yahoo.com

### Annex 5.2:

### People Met By Evaluation Team

S.No	Name	Org	SE	Tel	E-mail
<b>ILO</b>					
1.	Mr. George Okudho	ILO	M	011 544 4344	<a href="mailto:Okudho@ilo.org">Okudho@ilo.org</a>
2.	Mr. Abebe Kebede	ILO	M	0923 288 360	<a href="mailto:Kebedea@ilo.org">Kebedea@ilo.org</a>
3.	Mrs Aida Awel	ILO	F	011 544 4165	<a href="mailto:aida@ilo.org">aida@ilo.org</a>
	Mr. Dereje Alemu	ILO	M	0911 608 539	<a href="mailto:dereje@ilo.org">dereje@ilo.org</a>
<b>FeMSEDA</b>					

4.	Mr. G/Meskel Challa	FeMSEDA	M	011 515 3679	<a href="mailto:gmchalla@gmail.com">gmchalla@gmail.com</a>
5.	Mr. Bekele Mengistu	FeMSEDA	M	011 515 1539	<a href="mailto:mengistubekele@yahoo.com">mengistubekele@yahoo.com</a>
6.	Mr. Ahmed Mohammed	FeMSEDA	M	0911480227	<a href="mailto:amabdu46@yahoo.com">amabdu46@yahoo.com</a>
7.	Mr. Anteneh Worku	FeMSEDA	M	011 551 0504	<a href="mailto:Antenehw4616@gmail.com">Antenehw4616@gmail.com</a>
8.	Aniley Mamo	O. BoWCA	M	0920 846135	-
9.	Betel Merga	"	F	0911 461687	-
10.	Dereje Legesse	"	M	0920 400547	<a href="mailto:Derejelegesse96@yahoo.com">Derejelegesse96@yahoo.com</a>
11.	Dinkitu Bekele	"	F	0913 535692	-
12.	Gizachew Birmeta	"	M	0911 1868871	<a href="mailto:Birmeta2011@yahoo.com">Birmeta2011@yahoo.com</a>
13.	Mekonnen Ajemma	"	M	0912 311603	<a href="mailto:mekonnenajemma@yahoo.com">mekonnenajemma@yahoo.com</a>
14.	Mrs. Zaid Tesfay Fitwi	BoWCYA	F		
15.	Mr Aleme Ashine	Women Development Core Process	M	0911 752729	<a href="mailto:alemeashine@yahoo.com">alemeashine@yahoo.com</a>
16.	Yonas Tesfaye	"	M	0911 666788	<a href="mailto:yonastesfaye2010@gmail.com">yonastesfaye2010@gmail.com</a>
17.	Zemedkun Bekele	"	M	0911 029985	<a href="mailto:zgolostyle@gmail.com">zgolostyle@gmail.com</a>
18.	Tenagne Tsega	WCAO	F	0911 750124	
19.	Mosisa Dagyim		M	0910 438684	<a href="mailto:mosisakilole@yahoo.com">mosisakilole@yahoo.com</a>
20.	Shito Weley		F	0912 229413	
21.	Wondimu Addise		M	0915 795434	
22.	Sori Alemayehu	Kebele 08 Para Legal C.	M	0917 284556	
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68	Heluf Terefe	Ademengesha	M		
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75	Ayalnesh Legesse	“ Adeshashen	F		
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## Annex 6: Further Recommendations

### General Recommendations

- Better coordination
- Closer alignment between ministerial level and UN agency head level on key strategies
- Enhance partnership and linkage
- Fill the funding gap
- Frequent communication and experience sharing among implementing partners
- Have clear and achievable targets /results, it is necessary to have log frame
- Improve joint monitoring and evaluation among the funding agencies
- Improve reporting
- Much clearer understanding of roles and responsibilities of the UN and government partners
- Proper RBM training at all levels
- Releasing funds in a timely manner will increase efficiency
- Strengthen coordination and management
- Strong monitoring mechanism
- Institutionalise the GRB programme

### Detailed Evaluation Criterion Based Recommendations

#### *Design*

- Continue and expand meaningful consultations with all relevant stakeholders as part of the programme design process.
- Involve CSOs, particularly women associations, in the design (and implementation) of the programme.
- Baseline studies are always useful for establishing the starting point for interventions; for the JP GEWE, this evaluation can be considered as one source but it is insufficient as a baseline study since it has a different purpose.
- Intervention logic an imperative: A theory of change is absolutely necessary. It could be a full results chain, or a logical framework or theory of action, or a programme theory. It ought to be done for the next phase as soon as possible before interventions/activities commence.
- Indicators need to be reviewed and revised to be clear, actionable and measurable at the minimum.
- Realistic targets need to be set based on current realities and programme capacity.

#### *Effectiveness*

- Include an adequate M & E plan in the programme document of the follow up programme which should clearly provide for 1) OVIs to measure achievements, 2) sources of verifications, 3) responsibility for data collection and analysis, and 4) reporting systems.

- Monitor or track indicators for each output/outcome using standard tools & techniques designed and developed for the programme.
- Monitors or M&E officers, responsables and programme implementers need to **know** all indicators, their targets as well as proxies (if applicable) anytime.
- Prepare/keep/document monitoring report against targets by indicator
- Identify & document actionable challenges/risks
- Identify & document what is working in activities as well as with results.

#### **Output 1**

- Keep, update and report records weekly, monthly, quarterly as agreed in TORs
- Data/information tracked needs to be meaningful and directly related to the stated targets and indicators
  - E.g. How many loans?
  - Who is getting them?
  - How much has been taken?
  - How much repayed?
  - Who is repaying loans?
  - What interest rates/grace periods?
  - Any regional, Woreda, national differences?
- Develop a common and legally binding procedure/guidance document for managing the RLF on; loan issuance, repayment, defaulting etc

#### **Output 2**

- Keep, update and report records weekly, monthly, quarterly as aged in TORs
- Data/information tracked needs to be meaningful and directly related to the stated targets and indicators
- Involve teachers and other school staff in the report preparation at the institutional level
- Review upwards amounts given to schools for tutorial support or reduce # of schools supported to see reasonable results
- Train tutorial teachers to provide psychosocial support to students or involve school guidance counsellor if any in tutorial services.

#### **Output 3**

- Consider revising the statement of result area 7; in its current form it sounds like an activity. Consider adding it to result area 8 statement to become; *Strengthened capacity of women's machineries at all levels to provide and promote gender-responsive programming for gender equality accountability.*
- Revise indicators to make them more actionable and measurable
- Train and involve and gender equality CSOs, NGOs, advocates, researchers etc in programme monitoring, documentation & reporting/dissemination

#### **Output 4**

- Revise Output Area statements 9 & 10 similar to Output 3 above.

- Support the creation, institutionisation and integration of community structures and/or strategies/processes which organically emerge, evolve or develop from Community Conversations
- Disseminate community Conversations and support cross community visitation and sharing of innovative ideas across communities.
- Connect CSOs to CCs and CCs to other Output Areas

### *Efficiency*

- Undertake aggressive resource mobilisation/fundraising led by the RC & MoCYA
  - Maybe create a special task force of the TWG to support this effort
- Train implementers and enforce the use of FACE forms & PIM guidelines for reporting
- Commit all implementers to reduce delays through time-bound reporting and establish sanctions (agreed by PMC) for late reports
- Timely fund disbursement

### *Coherence*

- Invest in and promote a common understanding among JP key stakeholders and implementers e.g. through organizing workshops and forums on the nature, purpose, implications of JP for key stakeholders, TWG members, etc ...
- Review and revise the manner in which the integration of gender equality and human rights is undertaken in the JP.
- Adopt a human rights based approach to programming
- Provide training in the human rights based approach to programming
- Consider contracting/contacting CSOs/NGOs with both gender equality and human rights based approach to programming provide support to strengthening of this dimension of the JP. UN Women & MoWCYA Ethiopia could be become the gender machinery to so en skilled and the hub of the spread on the continent and around the world.
- The follow up programme should include appropriate mechanisms/procedures to enable and encourage linkages among and between outputs areas.

### *Sustainability*

- The threats to and risks of sustainability of results/outputs identified need to be addressed e.g.
  - review loan sizes
  - prepare and provide general EE guidelines for use in the country
  -
- Broaden capacity building/development to include post training follow-up; help desks, roving & weekend teachers/teaching and essential business skills/competencies list and inventory of providers/inventory for those who wish to pursue further enskilling.
- Actively support networking, sharing as well as twining, or adopt a new business women as programme pay forward mechanisms
- Institute discussions about sustainability among each group of implementers annually
- Create a sustainability prize for the best idea generated annually on sustainability supported by local businesses.

### ***Ownership***

Ownership feeds on transparency and mutual accountability among partners.

- More sharing of information between and among partners
- Closer cooperation between the different government levels possibly through annual JP convocations
- Genuine attempts by principal partners (GoE & UNPOs) to understand and accommodate partner needs and interests.
- Create and support a career path for gender mainstreaming in GoE public institutions with MoWCYA as the engine.

### ***Management & Coordination***

- All proposed management structures, positions & roles need to be reviewed, revised and activated/created or confirmed without delay.
- All vacant positions should be filled before the commencement of the next phase.
- Strengthen management through using detailed TORs for each and every management structure, position and role to reduce confusion, improve clarity and role execution.
- Clarify and/or review TORs regularly e.g. annually or as required in the event of a crisis or a notable or strategic event.
- Design and implement a robust capacity strengthening and maintenance programme for the JP GEWE in collaboration with other partners e.g. NGOs/CBOs, universities, and private institutions in select content areas e.g. gender mainstreaming, GRB, gender auditing, HRBA, Participatory M&E, Evaluation frameworks, etc.
- Consider involving other implementing line ministries and JP donor representatives in the programme management such as membership in TWG or other value structure.
- Include a functional and comprehensive programme data base, dashboard and information management system into JP Phase II to be the responsibility of ONE of the co-leads to which all IPs and partners send all programme reports documents and images.

## **Annex 7: Terms of Reference for End-Evaluation Phase 1**

**Programme Title:** Ethiopia Joint Flagship Programme on Gender Equality and Women’s Empowerment (GEWE JP)

**Duration:** January 2011 –June 2012 (extended up to 31 December 2012)

Total estimated budget: USD 21,989,225

1. Funded Budget: USD 11,960,930

2. Unfunded budget: USD 10,028,295

Coordinating Agencies: UN Women, UNFPA

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

### I. Description of the Programme

The GoE - UN Joint Flagship Programme on Gender Equality and Women’s Empowerment (GEWE JP) brings together six participating UN organizations<sup>1</sup> and multiple Government of Ethiopia line ministries and entities coordinated by Ministry of Finance and Economic Development (MoFED) and Ministry of Women, Children and Youth Affairs (MoWCYA). The GEWE JP was initiated as a result of UNDAF 2007-2011 mid-term review, which identified result areas for which the UN system would benefit from an increasingly harmonized and scaled up programmatic approach. Additionally, Ethiopia had a status of Delivering as One self starter and the ‘flagship’ programmes were meant to drive forward innovation in operational modalities towards increased alignment and effectiveness of delivery.

Due to its start in the latter part of an UNDAF cycle, the GEWE JP was designed to comprise of an 18 month ‘bridging’ Phase 1 (1 January 2011-30 June 2012), which would be used to identify best practices and effective partnerships, to strengthen strategic basis and data availability for programming on gender equality and women’s empowerment, as well as putting in place operational and results-based management modalities that would reduce transaction costs and provide a platform for effective monitoring and reporting on results. The subsequent Phase 2 will build on the ‘lessons learned’ and progress in operational effectiveness to provide a multi-year programming framework with mechanisms in place for medium-term monitoring aligned to the UNDAF 2012-2015 and the Growth and Transformation Plan (GTP) 2010/11-2014/15 results framework.

Monitoring activities during the phase 1 were conducted by the participating UN Agencies. They included series of meetings with programme stakeholders to discuss the lessons learnt and key programmatic achievements of phase I. The workshop in April 2012 provided a number of recommendations for the development of the joint programme phase II that should be included in the background documentation for this evaluation.



The GEWE JP was the first UN programme to receive financial support through the Ethiopia One UN Fund, established in January 2011.

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<sup>1</sup> ILO, UN Women, UNDP, UNESCO, UNFPA, UNICEF

The One Fund is intended to facilitate the realization of One UN Programme outcomes by strengthening the planning and coordination process, aligning the funding allocation to the needs of the One UN Programme and channelling funds towards the highest priority needs of the country.

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

**Women's economic empowerment – ILO:** This outcome of the JP seeks to increase access to financial and business development services by Vulnerable Women. This will be achieved by strengthening the capacities of financial institutions, BDS providers and associations to provide diversified financial products and Business Development Services to Women; by increasing access to training and information on financial and business development services for Women (in formal and informal businesses), by increasing access to credit for Women (in formal and informal businesses), and developing a national strategy and implementation framework for micro finance services targeted to vulnerable groups

**Educational attainment of women and girls at secondary and tertiary levels – UNICEF:** Under this outcome the JP seeks to increase opportunities for education, leadership and decision making for Women and girls. This will be achieved by increasing numbers of girls and women who receive support for secondary and tertiary education: Increasing numbers of teachers who have knowledge and skills to provide a gender responsive pedagogy: Increasing numbers of women and girls who obtain basic functional literacy skills; increasing women's access to professional and leadership development opportunities and increasing the general public awareness on women's participation in leadership.

**Strengthened capacities for gender mainstreaming – UN Women:** under this component, the JP seeks to strengthen the capacity of Federal and local government institutions to implement national and international commitments on gender equality. This will be achieved by putting in place systems at federal and local levels to monitor performance on gender related commitments and increasing the existing capacities of federal and local government institutions for gender responsive planning and budgeting

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

## II. Purpose and Scope of the evaluation

### Purpose:

The evaluation at the end of Phase 1 of the Joint Programme on Gender Equality and Women’s Empowerment (GEWE JP) is scheduled in line with the programme’s M&E plan.

The purpose of the Phase 1 evaluation is to provide an in-depth assessment of the results against the four outputs and performance in terms of the relevance, effectiveness, efficiency and sustainability, appropriateness of design and coherence. It also aims to identify lessons learned, good practices, and the factors that facilitated/hinders achievement and provide practical recommendations so as to inform the design, implementation, management and coordination of the second phase joint programme.

Furthermore, as the first programme receiving support from the One Fund, the joint programme also raised strategic interest as it illustrates the One Fund’s potential impact on further harmonization and coordination among UN Agencies. The evaluation will provide clear evidence on the effectiveness of the One Fund in this regard and identify lessons learnt.

The specific objectives of the Phase 1 evaluation are to:

Assess the extent to which the results of the joint programme are achieved keeping into account that implementation was for a relatively short period of time and examine the extent which the programme is consistent with national needs (in particular vulnerable group needs) and aligned with Ethiopia government priorities as well as with the UNDAF;

Determine the extent to which planned programme activities were completed and review the programme design, implementation strategy, institutional arrangements as well as management and operational systems..

Examine the programme management effectiveness and efficiency in achieving expected results.

Assess the inter-agency coordination, the leadership and management of the JP, including the management, operational and financial systems laid down by the programme

Highlight good practices and lessons learnt and make concrete recommendations on how to improve implementation over the next four years of Phase 2 implementation period;

This evaluation is an important endeavor to building knowledge and to contribute to organizational learning among UN agencies and implementing partners.

#### Scope

The end of the 1<sup>st</sup> Phase program evaluation will cover the period January 2011 –June 2012 (extended up to 31 December 2012) and the four outputs. All UN participating organizations and main implementing partners of the joint programme will be at the center of the evaluation. The evaluation will cover all regions in the country including the two city administrations and selected districts. Specific sites for the evaluation will be further worked out by the respective UN agencies during the actual planning of the evaluation process.

#### Clients:

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

- ☐ Relevant staff in target ministries, local government and targeted governmental institutions, committees and commissions and participating CSOs
- ☐ Relevant staff in participating UN-agencies
- ☐ UN Women - UN System Coordination Division
- ☐ Technical units and head of Units in the participating UN-agencies
- ☐ UN-agency Headquarters
- ☐ Development partners

#### III. Key Evaluation Questions

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

#### Relevance and strategic fit:

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

#### Validity of design:

- ☐ How the programme is aligned to the UNDAF and was a gender analysis conducted during the UNDAF or the development of the JP GEWE. If undertaken, did the gender analysis offer good quality information on underlying causes of inequality to inform the JP?
  - ☐ Is the intervention logic coherent and realistic, taking into account the phases of the programme from joint programming towards a joint programme? What needs to be adjusted? (refer to the programme Results Matrix)
- Do results causally link to the intended outputs (immediate outcomes) that link to the outcomes and broader impact(development goal)?

- What are the main strategic components of the programme? How do they contribute and logically link to the planned outcomes? How well do they link to each other?
- How strategic are partners in terms of mandate, influence, capacities and commitment?
- ☐ How appropriate and useful are the indicators described in the programme document in assessing the programme's progress? Are the targeted indicator values realistic and can they be tracked? If necessary, how should they be modified to be more useful? Are the means of verification for the indicators appropriate?

#### Effectiveness:

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

#### Efficiency:

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

#### Sustainability:

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

#### Coherence:

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

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

#### Management and Coordination:

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

#### IV. Methodological Approach

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

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

## Evaluation process

Evaluation Phases	Deliverables	Dates	Meetings
Phase 1 Preparations	Draft TOR	15 January 2013	
	Establishment of Evaluation Reference Group & Evaluation Team		
	Final TOR		
	Post RFQ, assess bids and contract evaluators		
Phase 2 Evaluation design & desk review	Submission of draft inception report	30 January 2013	
	Inception mission to Addis Ababa by evaluators		Yes (Evaluation Reference Group)
	Submission of final inception report		
	Review of documents		
Phase 3 Data collection & field visits to regions	Field missions to selected Federal and Regional ministries	15 February 2013	Yes (participating agencies, government,
	Preparation of Draft report		
	Validation of Draft findings, Feedback on Draft report		Yes (Evaluation Reference Group)
Phase 4 Finalization	Preparation of Final report	15 March 2013	
	Preparation of management response and input into JP II		
	Preparation of evaluation dissemination strategy		

### Documents that will be shared with evaluators

- ☐ GTP and Policy Index
- ☐ UNDAF 2007-2011
- ☐ GEWE JP Prodoc
- ☐ Programme work plans
- ☐ Progress reports (and presentations on progress and achievements)
- ☐ Interim reports
- ☐ Publications and promotional materials
- ☐ Reports on specific activities
- ☐ Documents related to programme achievements
- ☐ Microcredit evaluation report
- ☐ Validation of FGM abandonment
- ☐ Conclusions of the workshop on Joint Programme on Gender Equality and Women's Empowerment: reflecting on achievements and challenges and looking forward , April 2012

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

The evaluators will be expected to deliver:

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

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

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

## VI. Management Arrangements and Time Frame

In line with UN Evaluation Group Norms and Standards, an Evaluation Reference Group will be constituted to serve as sounding board and consultative body to ensure the active involvement of stakeholders. The Evaluation Reference Group will help to provide a balanced picture of views and perceptions regarding achievements and limitations of the JP. It will make the evaluation more relevant through providing inputs and feedback throughout the evaluation process. The Group will also help to ensure ownership of evaluation findings and recommendations through prompting users of the evaluation and other stakeholders into action during and after the evaluation.

Specifically the Evaluation Reference Group will:

- Review ToR, inception report, methodology and data gathering tools
- Participate in meetings of the reference group
- Review the draft and final evaluation report
- Provide feedback on the different evaluation documents
- Participate in stakeholder meetings and feedback sessions where deemed necessary
- Participate in the validation meeting of the final evaluation report and
- Support dissemination of evaluation results

The Evaluation Reference Group will consist of the following representatives:

- ☐ MoWCYA & MoFED
- ☐ DFID
- ☐ Resident Coordinator's office/ UNCT
- ☐ UN agencies participating in the JP

The evaluation will be done in 30 working days starting in 15 January 2013. A detailed work plan will be elaborated by the evaluation team during the inception phase based on inputs from the Evaluation Reference Group.

#### Accountabilities

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

#### VII. Evaluation Team

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

#### Required Background and Experience

##### International consultant

- ☐ Advanced Degree in Social Sciences, Development Studies or other relevant field and with formal research skills.
- ☐ At least 7 years experience in conducting evaluations as team leader
- ☐ Advanced Degree in Social Sciences, Development Studies or other relevant field and with formal research skills.
- ☐ At least 5 years experience in conducting evaluations

##### National consultant



- ☐ High proficiency in English
- ☐ Fluent in English and Amharic / local language
- ☐ Ability to manage and supervise evaluation teams and ensure timely submission of quality evaluation reports
- ☐ Experience in leading complex evaluations e.g. of UN Joint Programs, Delivering as One etc.

Required competencies for both International / National consultant

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

Core values / guiding principles:

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

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

VIII. Applying for the consultancy

Applications should include:

- ☐ Cover letter stating why you want to do this work, your capacity and experience and available start date.
- ☐ It should also indicate whether you apply for the International or National consultancy
- ☐ Detailed CV (UN Women P11)- this can be down- loaded from the UNWOMEN website
- ☐ Applications with the above details should be sending to [caspar.merkle@unwomen.org](mailto:caspar.merkle@unwomen.org) and [jane.oteba@unwomen.org](mailto:jane.oteba@unwomen.org) until latest 3<sup>rd</sup> Oct 2012.

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

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

- **Independence:** Evaluators shall ensure that independence of judgment is maintained and that evaluation findings and recommendations are independently presented.
- **Impartiality:** Evaluators shall operate in an impartial and unbiased manner and give a balanced presentation of strengths and weaknesses of the policy, program, project or organizational unit being evaluated.

- **Conflict of Interest:** Evaluators are required to disclose in writing any past experience, which may give rise to a potential conflict of interest, and to deal honestly in resolving any conflict of interest which may arise.
- **Honesty and Integrity:** Evaluators shall show honesty and integrity in their own behaviour, negotiating honestly the evaluation costs, tasks, limitations, scope of results likely to be obtained, while accurately presenting their procedures, data and findings and highlighting any limitations or uncertainties of interpretation within the evaluation.
- **Competence:** Evaluators shall accurately represent their level of skills and knowledge and work only within the limits of their professional training and abilities in evaluation, declining assignments for which they do not have the skills and experience to complete successfully.
- **Accountability:** Evaluators are accountable for the completion of the agreed evaluation deliverables within the timeframe and budget agreed, while operating in a cost effective manner.
- **Obligations to Participants:** Evaluators shall respect and protect the rights and welfare of human subjects and communities, in accordance with the UN Universal Declaration of Human Rights and other human rights conventions. Evaluators shall respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity, while using evaluation instruments appropriate to the cultural setting. Evaluators shall ensure prospective participants are treated as autonomous agents, free to choose whether to participate in the evaluation, while ensuring that the relatively powerless are represented.
- **Confidentiality:** Evaluators shall respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source.
- **Avoidance of Harm:** Evaluators shall act to minimize risks and harms to, and burdens on, those participating in the evaluation, without compromising the integrity of the evaluation findings.
- **Accuracy, Completeness and Reliability:** Evaluators have an obligation to ensure that evaluation reports and presentations are accurate, complete and reliable. Evaluators shall explicitly justify judgments, findings and conclusions and show their underlying rationale, so that stakeholders are in a position to assess them.
- **Transparency:** Evaluators shall clearly communicate to stakeholders the purpose of the evaluation, the criteria applied and the intended use of findings. Evaluators shall ensure that stakeholders have a say in shaping the evaluation and shall ensure that all documentation is readily available to and understood by stakeholders.
- **Omissions and wrongdoing:** Where evaluators find evidence of wrong-doing or unethical conduct, they are obliged to report it to the proper oversight authority.