**ETHIOPIA JOINT PROGRAMME ON GENDER EQUALITY AND WOMEN’S EMPOWERMENT: PHASE II**

**Joint Programme Document**

**Relevant UNDAF Outcomes:**

- By 2015, women and youth are increasingly participating in advocacy, social mobilization and decision-making, and benefiting from livelihood opportunities and targeted social services
- By 2015, women, youth and children are increasingly protected and rehabilitated from abuse, violence, exploitation and discrimination

**Joint Programme Outcomes:**

1. Women have increased income for improved livelihoods
2. Women and girls have increased opportunities for education, leadership and decision making
3. Federal and Local level government institutions have strengthened their capacity to implement national and international commitments on gender equality and women’s empowerment
4. Federal and local level institutions and communities have enhanced their capacity to promote and protect the rights of women and girls.

<table>
<thead>
<tr>
<th>Programme Duration:</th>
<th>July 2012 to December 2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fund Management Option(s):</td>
<td>Combination of pass-through and parallel fund management</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Total estimated budget*:</th>
<th>US$ 35,502,304</th>
</tr>
</thead>
<tbody>
<tr>
<td>Out of which:</td>
<td></td>
</tr>
<tr>
<td>1. Participating UN agencies contribution:</td>
<td>5,730,898</td>
</tr>
<tr>
<td>2. Funded Budget:</td>
<td>US$ 4,783,688</td>
</tr>
<tr>
<td></td>
<td>(resource mobilized from donors)</td>
</tr>
<tr>
<td>3. Unfunded budget:</td>
<td>funding gap: 24,987,718</td>
</tr>
</tbody>
</table>

* Total estimated budget includes both programme costs and indirect support costs
<table>
<thead>
<tr>
<th><strong>UN organizations</strong></th>
<th><strong>National Coordinating Authorities</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>George Okutho</td>
<td>H.E. Mr Ahmed Shide</td>
</tr>
<tr>
<td>Director, ILO country office for Ethiopia and Somalia</td>
<td>State Minister, Ministry of Finance and Economic Development</td>
</tr>
<tr>
<td>Date &amp; Seal</td>
<td>Date &amp; Seal</td>
</tr>
<tr>
<td>Samuel Bwalya</td>
<td>H.E. Wzo. ZenebuTadesse</td>
</tr>
<tr>
<td>UNDP Country Director</td>
<td>Minister, Ministry of Women, Children and Youth Affairs</td>
</tr>
<tr>
<td>Date &amp; Seal</td>
<td>Date &amp; Seal</td>
</tr>
<tr>
<td>Firmin E. Matoko</td>
<td></td>
</tr>
<tr>
<td>Director UNESCO Liaison Office with AUC and ECA and Representative to Ethiopia</td>
<td></td>
</tr>
<tr>
<td>Date &amp; Seal</td>
<td></td>
</tr>
<tr>
<td>Faustin Yao</td>
<td></td>
</tr>
<tr>
<td>UNFPA Representative</td>
<td></td>
</tr>
<tr>
<td>Date &amp; Seal</td>
<td></td>
</tr>
<tr>
<td>Peter Salama</td>
<td></td>
</tr>
<tr>
<td>UNICEF Representative</td>
<td></td>
</tr>
<tr>
<td>Date &amp; Seal</td>
<td></td>
</tr>
<tr>
<td>Letty Chiwara</td>
<td></td>
</tr>
<tr>
<td>UN Women Representative to Ethiopia, AU&amp;UNECA</td>
<td></td>
</tr>
<tr>
<td>Date &amp; Seal</td>
<td></td>
</tr>
</tbody>
</table>
# Table of Contents

1. Executive Summary ........................................................................................................... 7
2. Situation Analysis ................................................................................................................. 10
   2.1 General Context ............................................................................................................. 10
   2.2. Women’s Economic Empowerment ............................................................................. 11
   2.3. Women’s Participation in Leadership and Access to Education .................................. 14
   2.4. National Institutional and Legal Frameworks for Gender Equality .......................... 17
      2.4.1. Gender machineries ............................................................................................. 18
      2.4.2. Gender Responsive Budgeting ............................................................................ 19
   2.5. Gender Based Violence ............................................................................................... 20
3. Strategies, including lessons learned and the proposed Joint Programme....................... 23
   3.1 Key achievements from the Phase 1............................................................................. 23
   3.2 JP Phase II Development process ................................................................................ 29
   3.3 Lessons learnt ............................................................................................................... 26
   3.4 Programme Strategy and Expected Results ................................................................. 29
   3.5 Theory of Change .......................................................................................................... 38
4. Risk Analysis ...................................................................................................................... 40
5. Monitoring, Evaluation and Reporting ............................................................................. 45
   5.1. Programme monitoring ............................................................................................... 45
   5.2 Reporting ..................................................................................................................... 46
   5.3 Evaluation .................................................................................................................... 46
   5.4 Audit ............................................................................................................................. 47
6. Management and Coordination Arrangements ................................................................ 47
   6.1. Implementation modalities and overall accountability ................................................. 47
   6.2. Management Structure and Programme Coordination ............................................. 48
7. Fund management arrangements ...................................................................................... 50
   7.1 Fund Management ....................................................................................................... 50
   7.2 Financial reporting ...................................................................................................... 53
   7.3 Transfer of cash to national Implementing Partners .................................................... 52
   7.4 Resource Mobilization ................................................................................................. 54
8. Legal Context or Basis of Relationship .............................................................. 54

Annex I: Results and Resources framework ......................................................... 56

Annex II: Theory of Change ........................................................................... 56

Annex III: Monitoring and Evaluation Framework ........................................... 56

Annex IV: TOR for the Programme Management Committee (PMC) ............... 56

Annex V - TOR for the Gender JP Technical Working Group (TWG) on Gender Equality and Women’s Empowerment ................................................................. 58

Annex VI– TOR for the Outcome Lead Agencies ................................................. 60

Annex VII – TOR of the JP Coordinating Agency .............................................. 61

### Abbreviations and Acronyms

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Full Form</th>
</tr>
</thead>
<tbody>
<tr>
<td>AEMFI</td>
<td>Association of Ethiopian Micro Finance Institutions</td>
</tr>
<tr>
<td>AIDS</td>
<td>Acquired Immune Deficiency Syndrome</td>
</tr>
<tr>
<td>BoA</td>
<td>Bureau of Agriculture</td>
</tr>
<tr>
<td>BDS</td>
<td>Business Development Services</td>
</tr>
<tr>
<td>BoI</td>
<td>Bureau of Industry</td>
</tr>
<tr>
<td>BoLSA</td>
<td>Bureau of Labour and Social Affairs</td>
</tr>
<tr>
<td>BoT</td>
<td>Bureau of Trade</td>
</tr>
<tr>
<td>BoWCYA</td>
<td>Bureau of Women, Children and Youth Affairs</td>
</tr>
<tr>
<td>BoFED</td>
<td>Bureau of Finance &amp; Economic Development</td>
</tr>
<tr>
<td>CEDAW</td>
<td>Convention on the elimination of all forms of discrimination against women</td>
</tr>
<tr>
<td>CPAP</td>
<td>Country Programme Action Plan</td>
</tr>
<tr>
<td>CSOs</td>
<td>Civil Society Organisations</td>
</tr>
<tr>
<td>DAG</td>
<td>Donor Assistance Group</td>
</tr>
<tr>
<td>DEVAW</td>
<td>Declaration on the Elimination of Violence Against Women</td>
</tr>
<tr>
<td>DRS</td>
<td>Developing Regional States</td>
</tr>
<tr>
<td>FAMOS</td>
<td>Female and Male-Operated/Owned Small Enterprises</td>
</tr>
<tr>
<td>FAO</td>
<td>United Nations Food and Agriculture Organisation</td>
</tr>
<tr>
<td>FEMSEDA</td>
<td>Federal Micro and Small Enterprise Development Agencies</td>
</tr>
<tr>
<td>FGM/C</td>
<td>Female Genital Mutilation/Cutting</td>
</tr>
<tr>
<td>GBV</td>
<td>Gender Based Violence</td>
</tr>
<tr>
<td>GDP</td>
<td>Gross Domestic Product</td>
</tr>
<tr>
<td>GER</td>
<td>Gross Enrolment Rate</td>
</tr>
<tr>
<td>GoE</td>
<td>Government of Ethiopia</td>
</tr>
<tr>
<td>GRB</td>
<td>Gender Responsive Budgeting</td>
</tr>
<tr>
<td>GoE</td>
<td>Government of Ethiopia</td>
</tr>
<tr>
<td>HACT</td>
<td>Harmonised Approach to Cash Transfers</td>
</tr>
<tr>
<td>HTP</td>
<td>Harmful Traditional Practices</td>
</tr>
<tr>
<td>HIV</td>
<td>Human Immunodeficiency Virus</td>
</tr>
<tr>
<td>ICPD</td>
<td>International Conference on Population and Development</td>
</tr>
<tr>
<td>IFAD</td>
<td>International Fund for Agricultural Development</td>
</tr>
<tr>
<td>IGA</td>
<td>Income Generating Activities</td>
</tr>
<tr>
<td>ILO</td>
<td>International Labor Organization</td>
</tr>
<tr>
<td>LED</td>
<td>Local Economic Development</td>
</tr>
<tr>
<td>MDGs</td>
<td>Millennium Development Goals</td>
</tr>
<tr>
<td>M&amp;E</td>
<td>Monitoring and Evaluation</td>
</tr>
<tr>
<td>MIF</td>
<td>Micro Finance Institution</td>
</tr>
<tr>
<td>MoFED</td>
<td>Ministry of Finance &amp; Economic Development</td>
</tr>
<tr>
<td>MoI</td>
<td>Ministry of Industry</td>
</tr>
<tr>
<td>MoLSA</td>
<td>Ministry of Labour and Social Affairs</td>
</tr>
<tr>
<td>MoT</td>
<td>Ministry of Trade</td>
</tr>
<tr>
<td>Acronym</td>
<td>Full Form</td>
</tr>
<tr>
<td>---------</td>
<td>-----------</td>
</tr>
<tr>
<td>MoWCYA</td>
<td>Ministry of Women, Children and Youth Affairs</td>
</tr>
<tr>
<td>NBE</td>
<td>National bank of Ethiopia</td>
</tr>
<tr>
<td>NEPAD</td>
<td>New Partnership for Africa's Development</td>
</tr>
<tr>
<td>NGOs</td>
<td>Non-Governmental Organisations</td>
</tr>
<tr>
<td>PASDEP</td>
<td>Plan for Accelerated and Sustained Development to End Poverty</td>
</tr>
<tr>
<td>PMF</td>
<td>Programme Monitoring Framework</td>
</tr>
<tr>
<td>PMSC</td>
<td>Programme Management, Support, and Co-ordination</td>
</tr>
<tr>
<td>PPP</td>
<td>Public Private Partnership</td>
</tr>
<tr>
<td>PSCAP</td>
<td>Public Sector capacity Building Programme</td>
</tr>
<tr>
<td>PSD</td>
<td>Programme Support Document</td>
</tr>
<tr>
<td>PSL</td>
<td>Participation for Sustainable Livelihoods</td>
</tr>
<tr>
<td>PSNP</td>
<td>Poverty Safety Net Programme</td>
</tr>
<tr>
<td>RBA</td>
<td>Rights Based Approach</td>
</tr>
<tr>
<td>REMSEDA</td>
<td>Regional Micro and Small Enterprise Development Agencies</td>
</tr>
<tr>
<td>SACCO</td>
<td>Saving and Credit Cooperative</td>
</tr>
<tr>
<td>SBAA</td>
<td>Standard Basic Assistance Agreement</td>
</tr>
<tr>
<td>SDPRP</td>
<td>Sustainable Development and Poverty Reduction Programme</td>
</tr>
<tr>
<td>SHD</td>
<td>Sustainable Human Development</td>
</tr>
<tr>
<td>SL</td>
<td>Sustainable Livelihoods</td>
</tr>
<tr>
<td>SLP</td>
<td>Sustainable Livelihoods Programme</td>
</tr>
<tr>
<td>SLTC</td>
<td>Sustainable Livelihoods Technical Committee</td>
</tr>
<tr>
<td>SMART</td>
<td>Specific, Measurable, Attainable, Relevant, and Time bound</td>
</tr>
<tr>
<td>SME</td>
<td>Small and Medium-Scale Enterprises</td>
</tr>
<tr>
<td>SSA</td>
<td>Sub-Saharan Africa</td>
</tr>
<tr>
<td>STD/I</td>
<td>Sexually Transmitted Disease/Infection</td>
</tr>
<tr>
<td>UN</td>
<td>United Nations</td>
</tr>
<tr>
<td>UNCDF</td>
<td>United Nations Capital Development Fund</td>
</tr>
<tr>
<td>UNDAF</td>
<td>United Nations Development Assistance Framework</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nations Development Programme</td>
</tr>
<tr>
<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organization</td>
</tr>
<tr>
<td>UNFPA</td>
<td>United Nations Population Fund</td>
</tr>
<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
</tr>
<tr>
<td>UNIDO</td>
<td>United Nations Industrial Development Organization</td>
</tr>
<tr>
<td>UN WOMEN</td>
<td>United Nations Entity for Gender Equality and the Empowerment of Women</td>
</tr>
<tr>
<td>UNJPD</td>
<td>UN Joint Programme Document</td>
</tr>
<tr>
<td>USAID</td>
<td>US Agency for International Development</td>
</tr>
<tr>
<td>VAW</td>
<td>Violence against women</td>
</tr>
<tr>
<td>WAD</td>
<td>Women’s Affairs Department</td>
</tr>
<tr>
<td>WB</td>
<td>World Bank</td>
</tr>
<tr>
<td>WED</td>
<td>Women’s Economic Development</td>
</tr>
<tr>
<td>WEDGE</td>
<td>Women’s Economic Development and Gender Equality</td>
</tr>
<tr>
<td>WFP</td>
<td>United Nations World Food Programme</td>
</tr>
</tbody>
</table>
1. Executive Summary

The Gender Equality and Women’s Empowerment Joint Programme (GEWE JP) articulates the support of UN Agencies to the Government of Ethiopia (GoE) in its efforts to further improve the lives of Ethiopian women and support the realization of their rights, in line with its international commitments. The GEWE JP is aligned with the Growth and Transformation Plan, the overarching national development strategy as well as sector-based plans, strategies and policies. The GEWE JP is grounded in the UN Development Assistance Framework for Ethiopia, jointly agreed by the GoE and the UN Country Team (UNCT).

The GEWE JP was launched in 2011 for an initial pilot phase of 18 months ending in June 2012. As the programme gained momentum, it demonstrated the ability to develop a large set of partnerships among 11 regions to promote and defend women’s empowerment. The extension of the programme, initiated in line with the new United Nations Development Assistance Framework (2012-2015), jointly agreed by the Government of Ethiopia and the UN Country Team, relies on a number of lessons learnt and new opportunities for more effective delivery of results. This subsequent four-year programme focuses on a set of strategies and synergies encompassing the work of six UN Agencies, which is detailed in this document.

Gender disparities remain particularly vivid in Ethiopia, despite marked progress in recent years (particularly in access to primary education). Ethiopia’s ranking in the 2012 Global Gender Gap Report (118th out of 135 countries), though an improvement from the previous position, reflects the prevalence of resilient gender roles and stereotypes. The position and empowerment of women and girls in society are hindered by negative attitudes perpetuating inequality affecting all aspects of their lives. Although women’s political representation has improved over the years, negative social perceptions about the leadership ability of women, their low socio-economic status, low educational and skills levels and lack of strong role models all contribute to women still being largely underrepresented in decision-making positions. The burden of household chores and inequitable access to higher education also limit women’s ability to enjoy the opportunities and benefits of citizenship as men on an equal footing in the economic sphere.

Access to employment, financial services, land and productive assets remains particularly limited for women. Thirty eight percent of women were employed (worked in the seven days prior to the survey) in 2011 against 80% of men, and 14% of those who are employed work for someone outside their family. 19% of women are landowners, despite their significant role in agriculture. On the other hand, women represent the majority of workers in the informal sector, where access to legal protection, financial and business development services are even further limited.

Violence against women (VAW) continues to be a rampant phenomenon in Ethiopian society. The limited available evidence shows that the majority of women face violence at some point in their lives and fail to report it. VAW is prevalent in almost all parts of the country; most of these violations are perpetrated within families and usually by intimate partners. According to the 2011 Welfare Monitoring Survey (WMS), the prevalence of FGM/C for girls aged 0 to 14 is 23%. FGM/C, early
marriage and abduction are the most prevalent and life-threatening practices that require attention, taking into account their harmful effects and implications in the life of girls and women.

While Ethiopia’s government has made significant strides over the recent years in setting the corner stones of a women’s machinery in government both at federal and regional levels, a lot still needs to be done in terms of uplifting the currently existing infrastructure, systems and procedures from minimum requirements to what the government and development partners would like to see in place. Specifically, there is need for systematic gender-mainstreaming, harmonization and alignment of processes and systems, including M&E/MIS and data analysis, which is the bedrock of evidence-based strategic planning.

The Phase II Programme will be implemented in all regions as well as at the federal level. The specific regional mix of interventions is articulated in response to regional stakeholders’ demand, strategic prioritization informed by political and evidence-driven allocation of resources, and the current landscape of already existing programme interventions between and within the regions.

The JP GEWE is co-led by UNFPA and UN WOMEN with distinct division of labour based on their mandates and strengths. The participating agencies endeavour to contribute to the JP goal through four outcome areas, each led by one organization that coordinates the inputs by all organizations contributing to the outcome. These outcomes are:

- Women have increased income for improved livelihoods (Lead: ILO)
- Women and girls have increased access to opportunities for education, leadership and participation in local decisions making (Lead: UNICEF)
- Federal and Local government institutions have increased their capacity to implement national and international commitments on gender equality and women’s empowerment (Lead: UN WOMEN)
- Federal and local level institutions and communities have enhanced their capacity to promote and protect the rights of women and girls. (Lead: UNFPA)

The Programme identifies three areas where change needs to happen in order for progress to be made on gender equality and empowerment of women. Changes need to take place at the individual level, institutional level and at the community level. The joint programme will therefore adopt a multi-sectoral and comprehensive approach taking place at different levels. Interventions in all the three levels will reinforce and support each other by maintaining horizontal linkages using different entry points at the implementation level. The interventions will focus on building individual skills and knowledge in business and entrepreneurship skills, functional literacy and though post primary education. The development of such skills will therefore lead to individual women and girls having confidence, voice, influence and access to services and opportunities. The second and third interrelated strands of the programme are based on the fact that the achievement of individual capabilities requires support from the community as well as institutions. The programme will therefore raise community consciousness with the aim of generating action in promoting and protecting the rights of women and girls, less tolerance of HTPs/VAWG, more reporting of HTPs.
/NAWG, and better acceptance of women as entrepreneurs and leaders. By building the capacities of national and regional institutions, it is expected that key service delivery institutions will change their norms, standards and practices which will lead to the provision of gender responsive services, hence promoting access and opportunities for women and girls.8

The JP timeframe is from July 2012 – December 2015, in line with the UNDAF 2012-2015. It has a total estimated budget of USD35,502,3043, broken down to USD 5,730,898 as contribution from participating UN Agencies, USD 4,783,688 as funded and USD 24,987,718 unfunded portion to be mobilized. The UN Agencies and the GEWE JP Partners will call on development partners to support the JP implementation with further contributions during this period.
2. Situation Analysis

2.1 General Context

Ethiopia, a 1.1 million square kilometres land area located in Eastern Africa, is engaged in a swift pace of change, driven by its vision to become a middle-income country by 2025. With a consistent double-digit growth rate over the last eight years, the country has registered substantial progress in socio-economic development in the last decade. Per capita GDP has grown from USD 121 in 2001 to USD 349 in 2010 according to World Bank data; in Addis Ababa the average is probably closer to USD 500 and most likely will double over the next ten years according to World Bank estimates. Poverty levels have reduced from 38.7% in 2004/5 to 32.7% in 2008/09 and to 29.6 per cent in 2010/2011. This is a significant achievement if it is considered that 49.5% of the total population was living under the poverty line in 1994/95. The proportion of the population below the poverty line stood at 30.4% in rural area and 25.7% in urban areas in 2010/11. In contrast, in 2004/05 rural poverty was 39.3%, while urban poverty stood at 35.1%.

There have been significant improvements in primary school enrolment (from 33 per cent in 1992 to a current 95.9 per cent -93 per cent for female and 98.3 per cent male) and a steady decrease in under-five mortality per 1000 live births from 140 in 2000 to 101 in 2009/10. Access to clean water increased from 35 per cent of the population in 2005 to 54% in 2011 (95% in urban areas). Between 2000 and 2010, the Human Development Index (HDI) for Ethiopia improved 2.73 per cent annually, from 0.25 to 0.328 – making it the third fastest improving rating in the world since 2000. However, Ethiopia’s HDI still ranks 174th out of 182 countries in 2011.

Despite these impressive achievements, Ethiopia remains a least developed country with significant challenges; almost a third of its 80 million people live below the poverty line. Poverty continues to have a strong regional bias, while gains in reducing poverty have not yet translated to significant reduction in hunger or acute malnutrition. Inequality, vulnerability to internal and external shocks

---

7 Ethiopia’s Growth and Transformation Plan, 2011.
8 Ethiopia Demographic and Health Survey 2011, Central Statistical Agency (CSA), March 2012
10 UNDAF, p. 9
and a high dependence on ODA, amounting to a third of its national budget (of which some 30-50% is humanitarian and food aid), remain key challenges. Rural-urban, as well as regional disparities in income levels, poverty, and social services provision still prevails. Four of the country’s nine regions lag behind the national average in almost all development indicators\(^\text{12}\).

The 2010 MDG report indicates that Ethiopia is likely to meet most of MDGs before 2015, with the notable exception of MDG3 (promote gender equality and empower women) and MDG 5 (improve maternal health)\(^\text{13}\). The Global Gender Gap Index ranked Ethiopia 118th out of 135 countries in 2012\(^\text{14}\). The 2011 Gender and Development Index (GDI) placed Ethiopia in the 174\(^{\text{th}}\) position out of 187 countries. Those rankings and analyses expose prevailing social attitudes that favour men/boys over women/girls with regards to food, health care and education while leaving women/girls with limited opportunities for participation in formal sector employment\(^\text{15}\). To address the existing gender gaps JP Phase focused on the four critical areas discussed below. (Check 2012---GDI)

**2.2. Women’s Economic Empowerment**

Feminization of poverty, lack of access to resources, the growing rates of unemployment and insecurity have a negative effect on women’s economic empowerment. Employment (including the type of employment) is one aspect of social life that exemplifies gender roles and relationships. Employment is a source of financial security and empowerment for both women and men, especially if they are in control of the income they generate.

Employment (including the type of employment) is one aspect of social life where imbalanced gender roles and relationships are manifested. The 2011 EDHS shows that 38 % of Ethiopian women are currently employed (worked in the seven days prior to the survey), compared to 80% of men. Besides, only 36 % of women responding to the 2011 EDH Survey said that they themselves mainly decide how their cash earnings are used. This has implications on women’s ability to own and control resources and assets, requiring support for them to innovatively invest and manage their earnings.

Informal employment, women are concentrated in “female” occupations and sectors. According to information from the Central Statistics Agency (CSA), in 2010, 42.5% of women employed in urban areas were working in sub-standard jobs that did not require capital, education, or knowledge. Additionally, evidence points to the fact that women go abroad to work at low level jobs and according to the 2010 workers’ and social affairs report. 87% of those that obtain work permits and go abroad are women - most of them as domestic servants. The share of women in government offices is 42% and for the most part they occupy low level and low paying positions\(^\text{16}\). This necessitates a stronger focus on promoting women’s leadership in the public sector.

As entrepreneurs, women tend to manage smaller firms and concentrate in less profitable sectors.

---


\(^{15}\) UNDAF, p.14

\(^{16}\) Source: Gender analysis of the GTP Annual Progress Review, 2011 (commissioned by MOFED and UN WOMEN)
Female entrepreneurs in Ethiopia collect approximately 34 cents for each dollar earned by their male counterpart (2011 data). This is a relatively low figure if we compare it to similar statistics in other countries (90 cents in Malawi, 80 cents in Benin, 82 cents in Egypt, 64 in India, 60 in Nigeria, 62 in Germany)\(^\text{17}\). It demonstrates how programmatic interventions targeting female entrepreneurs can be particularly relevant in Ethiopia to unleash a potential for women to increase their personal income and growth as well as national development. The linkage between women's economic empowerment and economic growth was underscored by the econometric model put forward by the World Bank in a research paper entitled “Unleashing the Potential of Ethiopian Women – Trends and Options for Economic Empowerment” (World Bank, June 2009). The simulation study showed that by enhancing women's access to key productive factors such as regular employment and/or jobs in the informal sector to ensure income, access to entrepreneurial inputs and land, Ethiopia’s GDP would benefit by as much as 1.9% GDP growth per year.

On the other end, women are highly represented in the informal sector, representing more than 60% of the informal work force. Inadequate legal protection further exposes those women to abuses and exploitation. There is neither job security nor social security, particularly in cases of retirement, unemployment, disability, old age or other incapacity to work. They have little opportunities to accumulate wealth. The majority of women entrepreneurs are in micro-enterprises (65%) and many of them lack business development skills for improved competitiveness and management. At the same time, women’s organizing associations, such as cooperatives and women's entrepreneurs’ associations have limited capacity to deliver services to, and build capacities of their members.

Women tend to assume most of domestic work: 59% of female participants in the 2011 EDHS survey said that their husbands rarely participate in doing household chores\(^\text{18}\). The figures of the last Labour Force Survey (2005) indicate that women work an average of over 30 hours per week in domestic labour compared to men working an average 7 hours. On average, women spend over 9 hours per week fetching firewood or water, over double the amount of time spent by men. Long hours of labour leave women little time to invest in themselves and productive work outside the home. The Government has been promoting various activities to reduce women's workload, including supplying water and rural road construction. It also supported the provision of energy and time saving stoves and technologies\(^\text{19}\).

Women own only 19% of the land (CSA 2007/2008). Although Ethiopian laws give equal property rights to women, tradition and women's low social and economic status limits their ownership of assets. Ownership and decision making power remains in the control of men, implying that economic and social (e.g. divorce) shocks may have a greater impact on women, who have diminished control of resources. Mandatory joint land titling in Ethiopia has proved to be effective to secure married women's land rights (especially in the case of divorce or death of a spouse) and improve women's access to productive resources. In the two regions where land certification involved the issuance of joint titles to both spouses (Amhara and Oromiya), women’s names appeared on more than 80% of

---


\(^{18}\) Ethiopia Demographic and Health Survey 2011, Central Statistical Agency (CSA), March 2012

\(^{19}\) Ministry of Water and Energy – contribution to the GTP Annual Progress Review, 2010
all titles, four times the 20% rate recorded in the region where the certificate was issued only in the name of the household head. The replication of this initiative in other parts of the country would ensure that women have access to equal benefits from land which is an important productive resource in itself as well as collateral for financial resources.

Although 85% of the Ethiopian population depends on agriculture for their livelihood however, there is a constraint for women farmers since the Farmer Training Centres have not been able to deal with gendered power dynamics and decision making at the household levels which can either promote or limit the application of learned skills, or to provide specific packages attractive for women. For example, there is no training provided in specific areas identified as priorities for women, such as access to saving and credit schemes, functional literacy and time & energy saving technologies. Initiatives to fill this gap can significantly transform the benefits for women from participating in the agriculture sector.

The 2012 draft National Diagnostic Study for the Implementation of Access to Financial Services for Low-Income Women Households and Entrepreneurs in Ethiopia (ILO), ascertained that responsiveness to women’s unmet demand for credit services is central to the economic empowerment of women. Furthermore the study revealed that access to financial services to women increases the likelihood of a positive multiplier effect such as increased household incomes translating into improved nutritional, health, and sanitation and educational status of children. Though women possess equal rights with men to access bank loans, mortgages and other forms of financial credit, they have not been able to use them effectively for different reasons. First, women have generally limited awareness of the availability of these facilities. Second, women have generally low economic capacity to provide sufficient collateral to get the credit service they demand. Third, lack of trust towards women as entrepreneurs in the society also makes the financial institutions less interested in making the facilities available to women.

Improving the functioning of credit markets by addressing the information problems caused by lack of experience with women borrowers can help address productivity gaps between women and men in agriculture and entrepreneurship. Micro credit schemes have been the most common way of addressing these problems, by helping women access small-scale credit and build a track record of borrower performance. Reports from different banks have confirmed that women were reliable customers and adhere to the repayment period.

The rural financial markets of Ethiopia are largely under-developed. Micro Finance Institutions (MFIs), Savings and Credit Cooperatives (SACCOs), and Rural Savings and Credit Cooperatives (RUSACCOs) are the only formal financial services to rural households. Only 15% of the rural households have access to savings and credit services. MFIs served over 2.5 million active clients and SACCOs registered over 836,781 members; moreover, the client base of the latter sectors are largely female at 50% and 49% respectively. Results from the survey indicate that MFI facilities are very

fragmented ranging from merely 1% - 9% throughout the regions. Only 17% of the demand for financial services has been met - with evident exclusion of hardcore poor households. The GTP has set a target of availing saving and credit facilities to a cumulative total of 5 million women by 2014/15. As of now, the study revealed that a cumulative of 1.94 million have access to microfinance while 3.06 million women are yet to be served to reach GTP target by 2014/15. Many researches have identified key constraints for women as inadequate access to credit, lack of ability to inject the income back into business, lack of BDS, low management skills, limited technical skills and lack of education. Women-owned enterprises have 2.52 times more chances of failing in contrast with male-owned enterprises and out of which 53% of women who failed were due to not being able to get credit from financial institutions. The contribution of the proposed JP-GEWE programme will be meager i.e. 0.6% of the GTP total target and nearly 1% of the remaining target of the GTP. The implication is clear. The JP-GEWE should focus on supporting the government to put in place the appropriate strategies and frameworks to bring about sustainable solution towards women inclusive financial and non-financial services in Ethiopia

Additionally, the lack of meaningful engagement of Business Development Service (BDS) Providers impedes the effective provision of financial intermediation; and low business transparency undermines client awareness and consumer protection rights. Although there were good initiatives to promote inclusive finance by some umbrella organizations such as Association of Ethiopian Micro Finance Institutions (AEMFI) and Ethiopian Women Entrepreneurs Association (EWEA), they are constrained by weak institutional capacity and hence limited outreach.

2.3. Women’s Participation in Leadership and Access to Education
The nation has made remarkable progress towards its education targets. One of the targets under MDG Goal 3 is the elimination of gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015. Although gender parity was not achieved by 2005, Ethiopia appears to be on track to achieve it in primary school enrolment by 2015. Gross enrolment rate (GER) for girls at primary level increased from 53.8% in 2002/03 to 93% in 2009/10 while GER for boys increased from 74.6 to 98.7 during the same period. The average annual growth rate of enrolment is encouraging: nationally, the GER in primary schools increased by 4.5%, and by 23.5% and 18.8% respectively in Afar and Somali. Over five years, enrolment has nevertheless grown, but in the first cycle the rates for boys is still greater than that of girls. However, in both cycles, the average annual growth rate is higher for girls than boys (20% increases for girls in the second cycle). Girls represented 44.75% of the student population in the first cycle of secondary education in 2010/11 and 41.17% of students in the second cycle.

---

23 Eshetu and Zeleke, (2008)  
24 Eshetu and Zeleke, (2008)  
25 The 2012 draft National Diagnostic Study for the Implementation of Access to Financial Services for Low-Income Women Households and Entrepreneurs in Ethiopia  
26 Gross Enrolment Rate is the percentage of pupils (irrespective of age) at a particular grade level compared to the corresponding school age population. For example, Primary Gross Enrolment Rate for Ethiopia would be the total primary school enrolment (first and second cycle) divided by the population aged 7-14.  
A recent GTP implementation progress review indicates an impressive achievement in increasing the gender parity to 0.94 for primary education in 2010/11. Gender disparity is particularly apparent between rural and urban areas. The gender disparity remains lower in Tigray, Amhara, and Addis Ababa and it is higher in Benishangul-Gumuz, Harari, Gambella, SNNP, and Oromiya. Disparity gets wider at higher levels of the educational system because of the prior history of structural problems. Gender disparities increase with the level of education. While the GPI (the Gender Parity Index denotes the ratio of female to male enrolment) is 0.94 at the primary level, it declines to 0.83 for the first cycle of secondary education (grades 9-10) and 0.71 for the second cycle (grades 11-12). In other words, for every 100 boys in grades 11 and 12, there are only 71 girls.

A rapid increase in enrolment is also taking place in the undergraduate degree programs in Higher Education Institutions. Enrolment has increased more than double in 2010/11 when compared to 2006/07 to reach a total number of 447,693 students. The proportion of women remains around 27% in undergraduate courses and 13.8% at the post graduate level.

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

The limited number of secondary schools may exacerbate girls’ lack of access to secondary level of schooling. With most available secondary schools in urban areas, rural families may be reluctant to send their daughters to towns, where their living conditions (lack of shelter and boarding homes/hostels) and personal security is not ensured. There are also security issues related to commuting for (potential) students living in the vicinity of towns with secondary schools. Moreover, only two thirds of secondary schools (68%) have water facilities. Whereas all secondary schools have latrines, there are fewer female-only pit latrines compared to male latrines, and many schools report having common latrines for both sexes. Shortage of “female only” facilities may result in girls’

---

28 Annual progress report of the GTP 2010/2011, MOFED, 11 April 2012
30 A gender parity index of 1 indicates perfect equality between males and females, while a GPI closer to zero indicates high disparity between the participation of females compared to males. In a class of 100 students, if 50 are female, then the GPI is 1.
increased absenteeism during their menstruation. Beyond leading to absenteeism affecting scholastic performance, it might in some cases also induce drop-out/non-enrolment at the secondary level.

Strides have been made to increase the participation of girls, but continued support should be given to enhance girls’ participation and achievement in education in addition to co-curricular activities to be undertaken by school clubs and other organizations aimed at preventing dropouts. Also, it is necessary to address the repetition rate, which almost doubled between 2003/04 and 2007/08. The recent Education Statistics Annual Abstract 2010/2011 showed that the repetition rate is again on the rise (from 4.9% in 2008/09 to 8.5% in 2009/2010) and that, for the first time in five years, it is higher for girls than for boys (the repetition rate for girls doubled from 5.2% to 10%). In order to address this challenge, it is necessary to arrange tutorial classes especially for girls. Girls are more vulnerable than boys to both dropouts and repetition, due to the various socio-economic factors mentioned above. It is therefore important to implement strategies that reduce both in school and out of school factors.\(^\text{32}\)

The ability to read and write is an important asset, enabling individuals to have more opportunities in life and it is critical for women’s empowerment. The Ethiopia Demographic and Health Survey 2011 indicates that only 38% of Ethiopian women are literate, as compared to 56.3% literacy among men. The literacy among women also varies greatly by age, increasing sharply from 13% among women age 45-49 to 64% among women age 15-19.\(^\text{33}\) Literacy is much higher in urban areas than rural areas. About seven urban women in every ten (69%) are literate compared with about three rural women in every ten (29%). According to the 2011 Global Gender Gap Index, Ethiopia’s relatively low ranking (116th out of 135 countries) is primarily due to its last position on the literacy rate indicator.

There is a correlation between lack of women’s access to education and women’s participation in leadership and empowerment, as it was confirmed in the 2011 EDH survey which states that women’s participation in decision-making increases with education.\(^\text{34}\) Literacy conditions women’s access to knowledge, employment opportunities and media, and represent therefore a key aspect of women’s empowerment. Although the level of women’s representation in the federal parliament is low, significant improvements were observed when compared with the previous two elections (1995 and 2000). In the first parliament (1995 election), 13 women (2.74%) were represented out of 547 seats while in the second parliament (2000 election) around 42 (7.7%) of the elected MPs were women. In the third parliament (2005-2010), the number of women holding seats rose to 117 (22%). Further progress has been achieved during the 2010 election where women hold 27% of the seats in the house of people’s representatives. During the third election, the government had strived to increase the number of women legislators to 30-50% of the house, through different measures. The number of seats held by women in the House of Federation has now reached 21 (18.75%). Apart from the political empowerment of women, training women on leadership is the major mechanism.

undertaken to strengthen women’s capacity in decision-making. It is believed that women’s education and economic empowerment play a vital role in empowering and enhancing the decision-making capacity of women.\(^{35}\)

Efforts are on-going to foster female leadership in the civil service. In 2010, women’s representation reached 13% at Ministerial level (3 women, 20 men), 8.3% among State Ministers (4 women for 44 men), 25% of Commissioners (1 woman for 4 men) and 12.7% of Ambassadors. Federal and Regional Courts Judges included 16.0% of women (56 women; 203 men). Affirmative action is encouraged to bring more women in public offices. Government and non-government organizations provide scholarships to upgrade the educational level of women in the civil service. The GTP aims to bring to 30%, the number of women in higher decision-making level and 50% of women in the middle level through intensive training of successors. In addition, MoWCYA is attempting to fill the gap through support to decision-makers and short-term leadership trainings for women leaders and senior female professionals.\(^{36}\)

2.4. National Institutional and Legal Frameworks for Gender Equality

2.4.1: Policy and Legal Frameworks

The Government of Ethiopia has declared its commitment to gender equality by stipulating the rights of women in the constitution (Article 35), by adopting the Women’s Policy of Ethiopia and by formulating the National Action Plan on Gender and Development (2006-2010). The Labour Proclamation and the Civil Servants Proclamation prohibit discrimination; protect pregnant women and maternity rights. The revised Pension Proclamation (2003) provides for equal rights over spouses’ pension to widow and widowers.\(^ {37}\) The Government also revised the Family Law in 2004 and the Criminal Code in 2005 to address issues linked to women’s rights. More recently, the Growth and Transformation Plan (GTP) – the five-year national development plan for Ethiopia - and the Development Plan for Women and Children (2011-2028) have included specific commitments to increasing women’s participation in political life and decision making, promoting women’s economic empowerment and reducing violence against women. The Ethiopian government is a signatory to most international instruments, conventions and declarations, and adopted international instruments such as; the Convention on the Elimination of All Forms of Discrimination Against Women /CEDAW (1979), the Declaration on the Elimination of Violence Against Women/DEVAW (1993), the Beijing Platform for Action/BPA (1995) including the domestication of the international instruments. CEDAW stipulates that signatories need to work on eliminating discrimination against women, and creating equality between women and men. There are adequate policies in place to protect women’s rights, however, their implementation remains a challenge. Laws and policies have not been disseminated adequately among the society in general and women in particular; low awareness levels about the policy and legal provisions and various socio-cultural factors hamper the realization of protection against discrimination. Enforcement of the laws and policies on discrimination can be further improved. This Joint Programme will continue to support some of the


\(^{36}\) Government’s contribution to the sixth and seventh periodic reports of Ethiopia on CEDAW, 2010.

work aimed at responding, in a practical way, to the demand for the up scaling of Ethiopia’s commitments to CEDAW. The programme will also support governmental partners in the establishment of monitoring and reporting mechanisms through sectoral action plans and the overall coordination of the Ministry of Women, Children and Youth Affairs.

2.4.2. Gender machineries

The Government of Ethiopia has set up an extensive network of institutions at federal and regional level to ensure that policies and programmes on gender are effectively implemented and coordinated. The Federal Minister of Women’s Children’s and Youth Affairs, the heads of Regional Women, Children and Youth Affairs Bureaus and the heads of Woreda Offices of Women, Children and Youth Affairs have now become members of cabinet at their respective levels. The federal government has allocated more human resources with accountabilities for promoting gender equality and is strengthening accountability for the national policies on gender. MOWCYA is entrusted with the responsibility of planning coordinating and facilitating programs that would allow women to contribute to and benefit from the country’s development process, while all ministries are responsible to address women and youth concerns in preparation of policies, laws, development programmes and projects through their Women’s Affairs Departments (WAD) at federal level with corresponding structures at regional level Bureaus of Women Children and youth Affairs (BoWCYA), Zonal and Woreda Women’s Coordination Desks and DWAs in the regions sector line institutions. MoWCYA is also responsible for creating a conducive atmosphere for the implementation, monitoring and evaluation of the women’s policies/programs in various government and other organizations.

The capacity, resources and efficiency of the national gender machinery and other different Government structures including the law enforcement agencies have not yet been adequately enhanced to enable them to tackle the problem of discrimination against women. A study commissioned by UN-ECA also suggested that “government institutional mechanisms for the advancement of women suffer limited capacity in terms of financial and/or human resources” and difficulties to generate data. There is inadequate effort by government to define and operationalise a common understanding of “coordination” as the core mandate of the gender machineries. As a result the relationship and operational efficiency of the gender machinery within individual sector ministries is inadequate to ensure gender mainstreaming or hold the sector accountable for effective mainstreaming. The horizontal relationships of the sector-based directorates for women affairs, and the vertical relationships with the gender machineries across the different tiers of the country are also not well defined, and do not sufficiently promote strategic engagement of the machinery as a whole to influence policy implementation across sectors.

The inadequacy of measures ensuring that public authorities, organizations or companies refrain from discrimination against women negates the benefits of progressive revision of laws and policies.

---

38 Strategic Note 2012/2013, UN WOMEN
40 Gender Inequality in the Social, Economic and Political Sectors Implications for the Implementation and Monitoring of Relevant International and Regional Commitments and Social Protection in some African countries, UN-ECA, 2010.
that prohibit discrimination against women. Systematic gender mainstreaming, harmonization and alignment and systems (including M&E/MIS) and data analysis are prerequisites for evidence-based strategic planning\(^4\). There are some good practices in countries like Rwanda for accountability systems that Ethiopia could learn from.

2.4.3. Gender Responsive Budgeting

MOWCYA and MOFED, in collaboration with other government institutions and UN agencies are leading the process to further institutionalize the GRB agenda. For example, in 2003 EFY, MOFED, in collaboration with other stakeholders initiated GRB activities that included awareness-raising focusing on the government planners and economists within MOFED. In 2010, the Parliament Budget Standing Committee expressed interest in supporting GRB work. MoFED issued gender responsive guideline for mainstreaming gender in 2008 with the support of UNICEF and the British Council. This Guideline was shared with several sectors including Health and Education, a situation which motivated the Ministry of Education (MOE) to develop its own sector-specific GRB Guideline. Later in 2012 the GRB guideline was revised, under the guidance of MOFED with financial support from JPGEWE which has facilitated the development of several GRB interventions as evidenced by, for example, through its Budget Call for the 2003 Ethiopian fiscal year. MOFED called upon sectoral ministries to include activities that support the implementation of the National Women’s Policy and gender inclusive policies in their budget submissions.

GRB interventions were multiplied across sectors and regions, with UN support. The Civil Service College (CSC) has engendered its curriculum to build the capacities of civil servants on gender issues including GRB in a sustainable manner. The UN is also working with the Central Statistics Agency (CSA) to enhance the collection of sex-disaggregated data and the development of accountability mechanisms in the public sector with a view to strengthening the performance monitoring of the implementation of national commitments to gender equality and women’s empowerment. This is seen as an important strategic intervention to ensure availability, analysis and use of up-to-date sex disaggregated data to feed into programme planning and implementation in support of GRB. Trainings of Trainers (TOT) on GRB have also been conducted and enhanced the base for capacity development initiatives targeting other stakeholders at different levels. Specific sessions already engaged decision makers such as parliamentarians, regional senior officials and technical people including planners, budget officers, gender experts, researchers and academicians to gain more in depth knowledge/skills, and the ‘know-hows’ of GRB application.

Despite some noted progress from the implemented GRB activities and existence of opportunities as well as entry points offered through key national processes such as GTP, the decentralized system of governance and the change from line-item budgeting to programme based budgeting, the application or institutionalization of GRB approaches in government planning and budgeting processes is yet to be achieved. This situation has created the need for on-going GRB efforts in the country to be strengthened, especially in ways in which GRB gains can be institutionalized and sustained.

---

\(^{4}\) Gender Inequality in the Social, Economic and Political Sectors Implications for the Implementation and Monitoring of Relevant International and Regional Commitments and Social Protection in some African countries, UN-ECA, 2010.
2.5. Gender Based Violence

GBV, and particularly VAW, is prevalent in almost all parts of the country and most of these violations are perpetrated within families. Violence against women can take direct or indirect forms: physical, sexual, psychological, economic or faith-based. Violence against women, such as rape, abduction and early marriage put women and girls at risk to STD/STIs, HIV/AIDS, unwanted multiple pregnancies and unsafe abortions, as well as psychological, emotional and physical harm.

Recent studies indicate high prevalence of different types of violence. For instance the recent EDHS reported that over 10% of women had experienced physical violence from their husbands, while 25% of sexually experienced women experienced sexual initiation under coercive conditions (19% of urban respondents, 29% of rural respondents). Seventeen per cent of women reported their first sex was rape/forced (12% of urban women, 19% rural women), while 17% reported insistence, 11% report partner threats, and 6% said they were beaten. The most common perpetrators of coercion or force were intimate partners. Among those reportedly using force, 92% were husbands, 6% were boyfriends or fiancés, and 2% were acquaintances or classmate.

15% of women who experience forced first sex blamed themselves for what happened and very few sought medical, legal or psychological assistance, in particular rural women. Only 3% sought medical assistance and 2% sought legal assistance. Seeking assistance was particularly low among rural victims with between 1 and 2% seeking legal, psychological or medical support following the event. The survey also informed the level of access to information or messages related to GBV and revealed strong divergences between rural and urban settings. Among urbanites, 37% had heard a GBV message in the last year compared to 8% of rural residents. The most common source of information was radio (81% of urban respondents; 35% of rural respondents), followed by television (64% of urban respondents; 2% of rural respondents), and friends (12% of urban respondents; 40% of rural respondents). Among rural residents, community meetings (24%), teachers (18%) and kebele officials (15%) were also important sources of information.42

The EDHS shows that 68% of women agree that wife beating can be justified. The EDHS also shows that less than half of currently married women (49%) know that there is a law against a husband beating his wife. Knowledge about the law is positively related to women’s education and wealth. For example, 42% of women with no education know that there is law against wife beating, compared with 72% of women with more than secondary education. Knowledge of the law varies with residence and among regions as well. Sixty-two per cent of urban women and 45% of rural women are aware of the existence of such a law. Among the regions 27% in the Somali region know of the law, compared with 72% in the Tigray region.43

The gender machinery at different levels, regional/district/kebele level women associations, CSOs and other national and international actors have been undertaking various advocacy efforts and interventions on the rights of girls and women and gender equality. The advocacy efforts following

---

some widely publicized incidences of violence against women (e.g., the acid attack committed against a young girl, Kamilat Muhdi, in 2008) succeeded in drawing attention of the senior government officials towards the need to institute measures to curb violence against women. The GBV campaign group established by some CSO’s is another advocacy platform that rallies around campaigning for the rights of women, during internationally recognized days and events. However, a national level advocacy strategy is yet to be developed to systematically guide and coordinate the various advocacy efforts by different actors.

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

Different types of harmful traditional practices are prevalent in the country, as evidenced by a variety of studies and assessments. However, the most prevalent ones are FGM/C, early marriage and abduction these are life-threatening practices that require attention taking into account their harmful effects and implications in the life of girls and women. The 2011 WMS report shows that 23 % of female children aged 0 to 14 years were circumcised at country level. The regional distribution of female circumcision shows that the phenomenon varies highly from the lowest 7 percent in Gambela region to the highest 60 % in Afar region. Next to the Afar region, Amhara and Somali have the highest female circumcision rates, 47% and 31% respectively. Female circumcision is higher in rural areas (24 %) than urban areas (15%)⁴⁴. The 2012 evaluation on the Progress in Abandoning FGM/C and Child marriage in Self-Declared Woredas identified the major challenges that stand in the way of the fight against FGM/C: i)Interference in law enforcement where the legal process aimed at prevention and punishment of perpetrators of the practice of FGM/C is affected by the intervention of elders and religious leaders through the traditional system of settling disputes;ii) weak commitment towards the fight against FGM/C; iii)weak enforcement of the law; and iv) deep rooted culture and religious beliefs.

Among supporters of FGM/C, the main reason given was that it is the custom and tradition (83 %). By comparison, far fewer respondents cited the marriage prospects (20 %), religion (16 %) and cleanliness (16 %). In Afar, however, 46 % of respondents cited religion as a reason for supporting the practice. Among those that opposed the practice, most respondents cited the medical complications associated with the practice (49 %) and the fact that it is illegal in Ethiopia (45 %). In Afar, 45 % of respondents believed the practice has lost its cultural significance⁴⁵. An increasing number of communities have gradually abandoned FGM/C, which can be attributed to on-going initiatives that

---

promote social change within practicing communities through the deployment of trained FGM/C community dialogue facilitators.

The prevalence of child marriage is especially high in Afar region. It is also practiced in SNNPR and Oromiya (Guba) where over 30% of women were married at an early age. A large proportion of the respondents in all the woredas except those in Afar reported a decline in the practice of child marriage in the last five years. The picture is similar among teenagers. In analyzing the reasons behind the perceived decline (where such has been reported), the respondents in both categories have attributed the decline to: awareness raising interventions, increased awareness that it is a harmful traditional practice and increase in reporting to justice administration bodies. The majority of the women respondents reported that they do not intend to marry off their daughters prior to attaining the age of marriage. Sending more and more girls to school and staying at school helps to delay marriage for girls. In this regard schools play an important role. Similarly, awareness raising efforts on the value of educating the girl child are also important. The legal approach has also worked well in the study areas where a decline in the practice has been observed.46

Early marriage and marriage by abduction are a set of practices that seriously violate and undermine the rights of girls and affects their reproductive health status. As per EDHS (2010/2011) the median age at first marriage among women age 25-49 is 16.5 years in 2011. For men age 25-59, the median age at first marriage is 23.1 years. In 2005, the EDHS reported that about 8% of women had been married by abduction, with higher prevalence rate in SNNPR (13%) and Oromiya (11%). Updated figures are however not available in the 2010/11 EDH survey. The survey conducted by Population Council suggests however that this phenomenon continues: “in some regions, marriage by abduction is practiced, where an unmarried girl is forcefully taken, often followed by rape by her future husband or gang rape by her husband and friends”. Twenty-five per cent of respondents were married by age 15, with the highest proportions of girls married by their 15th birthday in Amhara (52 %) and BeneshangulGumuz (31 %). Respondents reported relatively low levels of communication with their husbands on topics such as domestic duties, maternal and child health (MCH) services and HIV/AIDS. (…) These early marriages include early sexual initiation and early first birth47.

Many efforts are on-going in different parts of the country to raise awareness about the harmful effects of early marriage and raise the age of first marriage. However, there is still need to reinforce these existing and on-going efforts to achieve meaningful change. The absence of a legal aid scheme and limitations of other forms of advocacy and assistance to victims of discrimination discourage women from seeking protection of the law. Many women are not aware of the protection offered by legal provisions, which is also limited by illiteracy or social attitudes. Further efforts to promote the deliberate and focused implementation of existing laws and policies are therefore necessary to address discrimination.

---

46 The 2012 evaluation on the Progress in Abandoning FGM/C and Child marriage in Self-Declared Woredas  
Different mass sensitization and mobilization strategies are being used to raise awareness about the rights of girls and women and gender equality issues in different parts of the country, both by governmental and non-governmental organizations. Media, conferences, workshops, IEC/BCC and community level awareness raising programs are the main approaches used to sensitize and mobilize the public. Different actors are using the Community Conversation methodology, which creates a transformative and participatory space for dialogue with communities, to understand the existing situation and generate locally appropriate social change process. The GoE is putting in place an HTP strategy (including awareness raising initiatives) that integrates the actions of several Ministries and introduces a coordination framework. The operationalization of the strategy remains a challenge and will require further support, notably to build on synergies and consolidate a multi-stakeholder response to end violence against women and children.

A specific approach needs to be designed to target men, as findings have shown that one of the reasons behind female circumcision is motivated by the prospect of marriage where a significant number of young girls request to undergo FGM/C at an advanced age without seeking their parents approval. Men need to be sensitized on the side effects of early marriage and abduction so that, they are discouraged to practice it. It appears that regular and repeated awareness-raising interventions to all sections of the society that stress the detrimental impacts of GBV and HTP in addition to encouraging communities to make a declaration of abandonment may be a first step towards changing attitudes and practices among society members. Furthermore, a close coordination and collaboration among various stakeholders including government sectors, non-governmental organizations and community based organizations is indispensable to overcome this deep-rooted culture. In addition, there need to be strong enforcement of legal provisions with regard to harmful traditional practices/ violence against women and psycho-social and legal support services for victims and survivors of violence and harmful practices. A more thorough monitoring and assessment is required to follow-up on the progress made towards fighting GBV.

### 3 Highlights of JP Phase I Achievements

#### 3.1 Key achievements from the Phase 1

The Joint Flagship Programme on Gender Equality and Women’s Empowerment (GEWE JP) phase one was initiated as a result of UNDAF 2007-2011 mid-term review. The MTR identified gender equality and women’s empowerment as one of the result areas in which the UN system would benefit from an increasingly harmonized and scaled up programmatic approach. As Ethiopia was further conferred the status of Delivering as One self-starter, the programme was meant to foster innovation in operational modalities towards increased alignment, effectiveness and delivery. The first phase was used to identify emerging good practices, strengthen data availability and strengthen the strategic basis for the preparation of a follow-up programmatic framework. This programme document marks therefore the beginning of the second and main phase of implementation.
In spite of the financial limitations, there is evidence of much accomplishment during phase -1 of the JP GEWE. Some of the key achievements are elaborated below:

- On women’s economic empowerment, progress was made instrengthening the delivery of services of three key institutions providing business development services to women (ACSI, FeMSEDA and Cooperatives Agency). Partnerships were initiated with line ministries and the Ethiopian Environmental Protection Authority to introduce women-friendly, green and labour-saving technologies in three sectors (mining, textile and agro-industry) through a competitive process including feasibility study, construction and testing of prototypes. The Programme also initiated a partnership with the Women Entrepreneurs’ Association to improve women’s participation in specific value chains, linked with the agro-pastoral and energy sectors. The renovation of display centres both at Federal and Regional level helped to provide enhanced market entry for women’s products from all regions.

- The programme was designed to focus primarily on empowering women and girls and promoting their rights, as a strategy for transforming gender relations and eliminating gender discrimination. The programme offered a comprehensive ‘package’ that focused on the core gender issues which, if squarely addressed, would fundamentally increase the potential of women and girls to participate in development. These core issues are education, economic empowerment, social mobilisation to tackle structural inequalities and attitudinal change, and institutional transformation from a gender perspective for better delivery of services, particularly to women and girls. This was done through supporting gender sensitive service delivery whilst promoting gender mainstreaming in government institutions and the private sector to transform the way they plan, programme, and implement actions to ensure that women’s access to opportunities and outcomes significantly improved and changed their lives.

- A major achievement of the programme, which was essentially a pilot phase, was the solid foundational work undertaken to institutionalise gender mainstreaming within government and the private sector, namely micro finance institutions (MFIs). Four tools on principles and guidelines of gender mainstreaming, gender analysis, gender auditing and gender responsive budgeting (GRB) were produced. All the tools were cascaded and adapted in sector ministries at federal and regional levels; the gender mainstreaming guideline was adapted in 16 sector ministries at federal level, whilst the work on training on GRB and the resultant manual prompted a policy position on mainstreaming gender in the national budgeting process, through a budget call circular issued by the Ministry of Finance and Economic Development (MoFED). The various trainings on gender analysis, gender budgeting and gender audits, mostly as training of trainers (ToTs) resulted in subsequent training in multiple sectors and at multiple levels; the GRB ToT was replicated in 13 sectors. The value addition of the programme therefore was the skills transfer, multiplier effects in terms of outreach to several sectors, and the foundation laid for long term institutionalization of gender equality commitments, systems, processes and structures.
More than 10,000 women, most of them destitute, ill or encountering socio economic difficulties, benefitted from the linkages with MFIs, microloans/credit offered, and access to markets. The support offered included skills training, loans with moderate interest rates and a savings scheme. The documented testimonies of life changes during phase -1 demonstrate the positive impact of the interventions in regard to financial circumstances at the household level for women and their families, and change in their status at the community level. In some cases women assumed community leadership positions and became peer advisers.

Procedural challenges, such as lack of harmonized criteria for the selection of recipients of the micro loans/credit in some operational sites, and limited skills training for some beneficiaries, were experienced in implementation. An important lesson is the need to harmonize selection criteria, provide systematic and substantive skills training, and support more financial institutions such as MFIs and Savings and Credit Cooperatives to provide products designed specifically to support women entrepreneurs.

More than 2,500 girls benefitted from the financial support provided for their enrolment and retention in secondary schools and 818 girls in 23 universities. This support extended to life skills training, tutorial support and girls’/gender fora, in order to promote assertiveness and self-confidence, create safe learning spaces, and mitigate the impact of negative school environments, psychosocial challenges, and those related to academic performance. Although some of the girls’ school retention strategies had varying degrees of success, on average the girls supported recorded good grades and testified to the positive impact of the support they received. Forty female teachers were also granted scholarships to upgrade their academic qualifications to an undergraduate degree level. The programme, therefore, ensured that multi-dimensional strategies were deployed to support access and retention of girls in schools, whilst laying a strong foundation for delivery of quality education and positive role modeling through upgrading the academic qualification of female teachers.

To position women for higher leadership, 35 women in the civil service were provided with scholarships to undertake post graduate studies in collaboration with the Ethiopian civil service university. The women were identified on the basis of their leadership potential and the graduates have already assumed leadership positions. Coupled with training on transformational leadership for 224 women, there is strong evidence that a foundation has been laid to support the promotion of women into leadership positions, both at federal and regional levels.

The social mobilization strategy promoted by the programme resulted in strengthening government and NGO partnerships through the launch of a government/NGO forum, whilst gender fora were established at regional level, and communities were mobilized to speak out against VAW/HTPs and promote the rights of women and girls. Significantly, JP support resulted in public declaration of abandonment of FGM-C in two districts in the Afar region, namely Dubuiti and Asaita. The community conversations
underpinning the social mobilization strategy have proved to be effective in deepening commitment to promote the rights of women and girls by both men and women.

In order to facilitate the recovery of survivors of GBV, the programme supported the provision of comprehensive services through 3 safe houses in Addis Ababa and SNNPR; supported the establishment of a second one-stop-centre in Adama responding to GBV, as a complement to the first one set up in the Gandhi Hospital. Piloting VAWC referral arrangements were also initiated in Amhara and SNNPR and Somali. These are expected to provide an alternate model to the one stop center to ensure the provision of comprehensive service to survivors at scale.

Several consultations with MOWCYA, MoJ, Ethiopian Telecommunication Corporation and other stakeholders have been carried out and purchases of office and IT equipment have been made in preparation to set up a 24-hour, free-of-charge national VAWC hotline service.

Government was supported to gather critical baseline information on various aspects related to the rights of women and girls, and establish systems for data collection on VAW and gender equality, the time use survey and Women and Youth development index. Better coordination and more efforts towards strengthening mechanisms and strategies for communication are important in up scaling these interventions going forward.

- The management and coordination model, which involves a range of stakeholders with elaborated roles and responsibilities and management tools to support implementation, is sound and promotes effective joint programming.

An evaluation of phase one was undertaken and the findings, confirmed the relevance and validity of the programme to national priorities. In addition the evaluation has forwarded recommendations for strengthening the second phase of the programme.

3.2 Lessons learnt

The JP-GEWE phase one has been evaluated, a number of recommendations made, to which the Programme Management Committee has addressed responses. The evaluation findings, recommendations and Management response, together with findings from field project monitoring have significantly informed the design of the second phase efforts as consistent efforts have been made to address the issues raised and integrate comments. Although the implementation period of phase 1 was 18 months only, the programme has generated significant lessons in regard to outputs, process and management, on which the second phase will build and improve. Some important lessons are illustrated below:

- Experience has shown that in general, attempts to promote women’s empowerment requires a multidimensional and well integrated approach emphasizing women’s particular conditions and challenges. For instance, initial stages of women economic
empowerment may lead to increased levels of SGBV. To address this challenge it shall be particularly important to ensure a synergistic approach between the various programme outcome areas. Such an approach shall be developed in the initial implementation period of the Joint Programme and shall take into account input from target beneficiaries to ensure it is context relevant and adjusted to their particular socio-cultural contexts. Therefore, this programme takes into account the need to adopt a strategically focused and coherent, but also dynamic and flexible approach.

- A lesson emerging from phase 1 shows that effective functioning of the gender machineries requires strong networking and collaboration across the regions and with other stakeholders. This calls for increased and intensive capacity and skills building both at the federal and regional levels to put in place effective and functioning coordination mechanisms and harmonised approach.

- Consultations during the programme development and implementation phase identified the need for dedicated staff in MOWCYA and BoWCYAs, for effective coordination and implementation of the JP GEWE at different levels.

- The consultations also resulted in a recommendation that while coordination structures should be strengthened, the scope of stakeholders’ engagement would also need to be enlarged, to include sectorial ministries further in the implementation of the second phase.

- Another lesson learnt in the first phase is the need to build implementing partner’s capacities in results based management and reporting, internal and external communication and putting in place functioning management information system, to ensure the proper documentations for effective the dissemination of information among relevant stakeholders and partners.

- The roles and responsibilities of the various management and coordination structures (programme management committee, Co-leads of the JP GEWE, technical working group, Outcome leads, M+E TWG and others) need to be further clarified and explicitly articulated in phase -2 . Hence, in this phase efforts will be made to finalize the different ToRs and reach consensus on the operationalization. Replication of the management and coordination structures at regional and Woreda level is another lesson and action to be followed.

- Given the resource gap that persisted to implement phase -1 of the JPGWE, the need for robust Joint resource mobilization is underlined for effective and maximum implementation of the second phase of the JP GEWE. The RCO and MoFED are taking
the lead while the TWG assigned for the purpose are finalizing the joint resource mobilization strategy and present for the HLSC for approval.

- Moreover, given the huge financial gap and the small amount that is disbursed across the nation, implementing partners have indicated that they can only undertake one off activities that cannot be sustained in the long term. The number of operational districts identified by implementing partners for the joint programme does not also commensurate with the actual fund available for the region. This is a key consideration moving forward, as it has implications for effectiveness and sustainability of the programme in some JP target regions. Therefore, reconsidering prioritization of operation Woredas could be one thing to push with IPs.

- Challenges related to financial management in phase I were noted including delays in the release of funds, fund transfer modalities causing delays in programme implementation. Therefore, fund transfer modalities must be synergized and synchronized, to reduce transaction costs and ensure fast and efficient transfers.

- The absence of baseline and data/relevant indicators for programme monitoring and to measure progress over time has been a big challenge which calls for concerted effort/action of all stakeholders in phase 2. It was found that the indicators identified in the programme document and annual work plans were not adequately utilized in monitoring reports.

- Regular and systematic joint monitoring and follow up programme implementation in general and the impact of the series of trainings conducted. The limited monitoring visits carried out in phase 1- have enabled stakeholders to have a reality check and also to have direct contact with IPs and the beneficiaries which resulted in improvements on implementation and reporting. Hence joint monitoring visits need to be regularized and systematic.

- Linkages and Synergy between different flagship and other JPs and working relation with other TWGs for improved programme complementarily and cross learning.

- Partnerships need to be fostered and must be continually nurtured. There is need to regularly and systematically communicate changes taking place but also to document learning points to inform further programming in close collaboration with the UNCG.
This document articulates the second phase of the Joint Flagship Programme on Gender Equality and Women’s Empowerment (GEWE JP) phase one, which was initiated as a result of UNDAF 2007-2011 mid-term review. The MTR identified gender equality and women’s empowerment as one of the result areas in which the UN system would benefit from an increasingly harmonized and scaled up programmatic approach. As Ethiopia was further conferred the status of Delivering as One self-starter, the programme was meant to foster innovation in operational modalities towards increased alignment, effectiveness and delivery. Phase II builds on emerging good practices from its predecessor, as discussed above. It will strengthen data availability and strengthen the strategic focus. This programme document marks therefore the beginning of the second and main phase of implementation.

4.1 JP Phase II Development process

This second phase of the programme was developed in a participatory manner both at the federal and regional levels. As one direct implementation modality of UNDAF pillar 4, the programme development benefited from UNDAF consultations with all line Ministries, Regional Bureaus, donors and CSOs. To further elaborate the programme direction a multi sectoral stakeholders’ workshop was organized in April 2012 to identify lessons learnt, elaborate the results framework and provide suggestions for the monitoring framework. This was followed by a number of consultations with MOWCYA and MOFED to further clarify programme priority areas and budget allocation for different key intervention areas with the 4 JP outcomes. Furthermore, the development to phase two benefited from key findings, lessons learnt and recommendations of phase one evaluation. Learning from the lessons and moving forward, the JP GEWE is believed to prove to be an important value addition to the programming of the government of Ethiopia in its quest to promote gender equality and women’s empowerment in the country.

4.2 Programme Design and Expected Results

As a basic premise, the programme will work in accordance with the OECD/DAC principle that "where Governments demonstrate political will...international actors should seek to align behind Government policies" and "where possible international partners should seek to avoid activities which undermine national institution building" but rather "identify functioning systems within
existing local institutions and work to strengthen these”. Therefore the programme will work as much as possible based on national priorities, policies, strategies and plans and through national institutions. These include most notably the GTP and National Women's Policy and 20 year Women's and children sectoral plan. The programme priorities set out below, therefore, are derived from the priorities that are set out by the government and also in close consultation with relevant Ministries and regions. The Joint Programme is designed to streamline and enhance UN support organized under UNDAF Pillar four – Women, Youth and Children. It directly contributes to the two following UNDAF Outcomes:

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

The Programme integrates selected contributions of UN Agencies involved in the UNDAF Pillar 4 (“Women, Youth and Children”). It aims at supporting selected, strategic interventions within the National development agenda to provoke catalytic change in terms of unblocking potential for enhanced gender equality and women’s empowerment. The UNDAF clearly states that the gender approach should be mainstreamed in every aspect of UN interventions. However, the Joint flagship Programme is focused on critical intervention to enhance overall impact.

This programme is also developed within the UN Millennium Project operational framework for understanding gender equality, which has three main dimensions:

1) **The capabilities domain**, which refers to basic human abilities and is measured by education, health, and nutrition. The programme will address the education and literacy aspects of this domain and some aspects of health and nutrition as related to economic empowerment. This domain will also be addressed through the gender mainstreaming work across all sectors to ensure equal benefits for women.

2) **The access to resources and opportunities domain**. This domain refers primarily to equality in the opportunity to use or apply basic capabilities through access to economic assets and resources, as well as political opportunity. Without access to resources and opportunities, both political and economic, neither women nor men with regard to areas of gender inequity and marginalisation will be able to employ their capabilities for their well-being and that of their families, communities, and societies. Therefore, this Joint Programme relates primarily to this dimension and will address access to resources as relates to economic empowerment of women, and it will also enhance the education opportunities for girls and women, without which access to leadership is virtually impossible.
The security domain addresses reduced vulnerability to violence and conflict. Violence and conflict result in physical and psychological harm and lessen the ability of individuals, households, and communities to fulfil their potential. A specific outcome on GBV will address this domain.

The programme will address the three dimensions above in an interrelated manner. This is premised from the fact that attainment of capabilities (e.g. education) increases the likelihood that women can access opportunities for employment and ability to run successful business ventures and participate in leadership and decision making processes. Similarly, access to opportunities especially livelihood opportunities may decrease the likelihood that women will experience violence or remain in violent environments. This programme design, stresses that progress needs to be made in all domains in order to achieve gender equality and women empowerment.

The JP recognises the critical importance of mainstreaming cross cutting issues, including strengthening the linkages with other programmes and existing partnerships. This includes the programmes on HIV and AIDS and environmental sustainability as well as the work of the UN with the disaster risk management and food security sector. Linkages with other Joint programmes are necessary, and this shall be structured based on the GEWE JP management and coordination modalities. Government will take leadership in identifying and structuring the linkages between the JP and other relevant partnerships with various development actors.

A detailed results and resources framework for the programme, which also demonstrates these inter linkages, is attached as annex 1

JP outcome1: Women have increased income for improved livelihoods (linked to UNDAF Output 12.1- Women and youth have access to financial and non-financial services)

Recognizing that women’s economic empowerment is a prerequisite and enabling factor for increased equality, self-respect and leadership participation, the programme will continue the support started in phase one, to increase the number of women who have access to financial and business development and services. The first phase of the JP commissioned diagnostic work and evaluated UN financed micro credit targeted at vulnerable women. The evaluation found that UN financed micro credit channelled through BoLSAs and BoWCYAs was not particularly well targeted at the most vulnerable, that repayment rates were very low (ranging from 0-25 per cent), and that operational guidelines detailing how targeting should be managed and how beneficiaries should be prepared to receive loans (training in financial literacy and management skills) to help start small scale businesses had not been finalised. It also found that the fit for purpose of training being provided by government training institutions was often not of the type the beneficiaries needed to help them develop businesses for which there was a demand resulting, for example, in the programme producing many new small scale retail sellers in an already crowded market. It also found that the programme had not investigated ways to engage the private sector in helping to train this particular group to find potentially more useful employment.
Therefore the evaluation recommended that in the second phase of the programme an emphasis should be placed on an evidence based process that assesses the extent of financial literacy of the target group for the programme, and use the results to design the training that target groups will receive before receiving loans; an analysis of the state of training available to the programme with a view to designing actions to make the training more useful for the target group to help them be prepared to receive their loan and use it well; an investigation (with MoFED and NBE) on the willingness of the private sector to take on the target group as apprentices as an alternative form of targeted job creation and find out what kinds of incentives will be required to make this a realistic social compact between the private sector and government; and the development of a strategy and operational framework for targeted micro credit.

In addition, this outcome and the entire JP GEWE Phase II will benefit from close collaboration with the implementation of the recently developed global joint programme (UNWOMEN, IFAD, FAO and WFP) on rural women where Ethiopia has been selected as a programme country. The programme’s goal is to secure rural women’s livelihoods and rights in the context of sustainable development and the post MDGs. The programme design is articulated around four outcomes areas: (i) Improved food security and nutrition; (ii) Increased income opportunities; (iii) Enhanced leadership and participation; and (iv) More gender responsive policy environment. There was agreement between MoFED and UNCT that the Rural Women Economic Empowerment Programme will be integrated into the JP GEWE for improved linkages and synergies which will ensure complimentary activities, results and impact with the GEWE JP.

**Output 1.1 Strengthened capacities of financial institutions, BDS providers, Cooperatives, Associations and other relevant institutions to provide diversified financial products and Business Development Services to Women.** A capacity assessment of MFIs in Ethiopia revealed that women face challenges in accessing financial service and partly this is because the service providers do not have suitable products for the types of business that most women do. This output will focus on the capacities and reach of organizations that provide a range of services to women entrepreneurs, from financial services to business development support.

**Output 1.2 Women have improved entrepreneurship skills and access to women friendly, energy and time saving technologies to initiate and run successful business.** Under this output the JP will provide support to women entrepreneurs, supporting women in the informal sector, encouraging young female entrepreneurs and supporting growth-oriented entrepreneurs, with dedicated set of interlinked activities for each group. In this second phase, a specific focus will also be given to the green economy and support to female entrepreneurs to seize emerging opportunities. Access by women to user friendly technologies has the potential to significantly contribute to the growth of their businesses. In this regard this phase will lay emphasis on this aspect as part of an overall package of business development services for women.

Livelihood development will be facilitated through targeted support to value chains that have already been identified but not supported by other UN projects in order to maximise the exchange of good practices. Women’s vulnerable groups, including VAW survivors, will be targeted in all activities quoted above. However, pilot interventions will also be conducted towards the most
vulnerable to scale up impact and foster corpuses of knowledge that will further inform programme interventions.

**Output 1.3 Vulnerable women, and women in formal and informal businesses have increased access to financial services:** This output will enhance women's access to credit through channelling of credit funds to selected pertinent financial institutions (MFIs, SACCOS, SHG etc.) for lending to women entrepreneurs, and vulnerable women who wish to start a business, including VAW survivors. Specific criteria will be designed for the selection of these organizations. Specific support will be provided to Women's Associations also, to increase their capacity to exercise leadership and influence decision-making on women's economic empowerment.

**Output 1.4 Women have improved access to markets for their products/services.** A recognised gap limiting the growth potential of women's businesses is lack of access to strategic and lucrative markets for them to sell their products. The plan in this phase is to support women to have wider access to markets through value chains, trade fairs and market outlets.

**JP Outcome 2 Women and girls have increased opportunities for education, leadership and decision making (linked to UNDAF Output 12.2 Increased capacities and opportunities of women youth for participation leadership and decision making)**

Under this outcome the JP seeks to advance both the capabilities and opportunities dimensions of the gender equality operational framework discussed above. The achievement of this outcome will result in girls being able to advance further in education and women participating more in leadership and decision making processes at local and national levels. Five outputs will be the focus of this outcome area.

**Output 2.1 Increased participation of girls and women in secondary and tertiary education in targeted areas.** As a way of addressing multidimensional challenges to education, the JP shall support the implementation of the strategy for Post-Primary Education (PPE) that embraces youth aged 12 and older with targeted age groups varying according to needs, the program focus and the local context. PPE encompasses all learning opportunities for adolescents, including formal schooling in lower and upper secondary that may be followed by higher education; teacher training; technical and vocational programs; job training, life skills, and health education, and income generating programs. PPE includes formal and non-formal education systems, and it calls attention to a seamless transition between the formal and non-formal. This multidimensional conceptualization of PPE shifts attention from the linear focus on primary-secondary-tertiary education only, which excludes many young women and men from learning opportunities. The gaps observed in secondary and tertiary education have root causes that extend beyond the limitations of the education sector and can only be addressed through a multidimensional, society response challenging stereotypes, cultural practices and social models and perceptions. The acquisition of functional literacy and life skills is a key part of an individual's development process, and should be formulated and assessed beyond the formal educational curriculum. The programme will benefit
from the experience of the Girls’ education project being implemented under the leadership of UNESCO in the Amhara and Benishangul-Gumz regions and will complement the results of this joint programme, in particular in the areas of improving academic performance of girls and school retention and contributing to attitudinal changes of local communities. As part of the overall strategy to retain girls in schools, particularly at tertiary level, the JP will build on life skills training in Phase I, whilst also supporting targeted tutorials for girls and forums, the latter of which will serve as platforms for exchange ideas and support.

**Output 2.2 Increased numbers of teachers who have knowledge and skills to provide a gender responsive pedagogy:** It is essential to enhance the capacity of teachers for better girls’ learning outcomes and boost quality of education. In this regard, this programme will include the provision of the gender responsive pedagogy which intends to improve fair and equal treatment of both girls and boys in the teaching and learning process. This will also help to respond to the specific needs of girls and boys in the teaching and learning process. To do this, in-service and refresher training will provided for secondary school teachers and school principals together with gender responsive pedagogy guidelines.

**Output 2.3 Increased numbers of women and girls obtain basic functional literacy skills:** Support to increasing the functional literacy levels will complement the activities aimed at improving livelihoods among women, as even a limited degree of literacy can be a key factor in reinforcing women’s pursuit of economic activities. Literacy classes shall therefore be an integral part of any training so as to minimise the demand of time on women beneficiaries and to ensure that literacy education helps to re-enforce subject matters of other training as functional literacy approaches shall be used throughout all adult literacy trainings. The literacy training will be designed and planned to be coordinated with the support to vocational, entrepreneurship and business development and microfinance interventions.

**Output 2.4 Women have increased access to professional and leadership development opportunities** In order to increase women’s participation in higher job cadres in the civil service, support will be provided to targeted middle and senior level government policy makers parliamentary staff and civil society organizations (CSOs) on transformative leadership and Gender-responsive Economic Policy Management, to enable them to play a leading role in addressing critical gender issues in all aspects of economic planning and management in the broader context of the GTP implementation. The programme will support the establishment of mechanisms for consultations/policy dialogue on gender issues at regional and community level.

**Output 2.5 Provide increased access to information promoting women’s participation in leadership in selected sites.** To promote women’s participation in leadership and public life, the programme will use diverse media, institutions and structures to disseminate information on women’s leadership in order to increase awareness among local communities and women themselves on the importance of participation in political and public life. The focus shall be on changing attitudes, while building requisite capacities among women. This will pave way for a more
direct focus on accelerating women’s participation in decision making in the future, linked to election processes at different levels. Actions will include a national campaign to promote women's leadership, challenging stereotypes (posters / TV programme discussions, joint editorials) Organization of debates with journalists on the portrayal of women in the media; and also a “Role-Model campaign” to promote women’s leadership in business and in the public sphere.

**JP outcome 3: Federal and local government institutions have strengthened their capacity to implement national and international commitments on gender equality (linked to UNDAF output 12.3 Strengthened institutional capacities for gender mainstreaming)**

During the first phase of implementation of the Joint Programme, the UN system supported the Government of Ethiopia’s efforts to develop national guidelines on gender mainstreaming, gender audit and gender analysis as a tool to ensure that development plans are responsive to the different development needs of women and men across the country. The UN system also worked closely with the Ministry of Finance and Economic Development to nurture capacity development across sectors in gender responsive planning and budgeting, and ensure an institutional monitoring of the gender commitments integrated in the national development strategy, the Growth and Transformation Plan. With these tools and initiatives in place, the second phase of the joint programme will put greater emphasis on the sustainability of these initiatives, including increased focus on the actual development and implementation of gender responsive plans and budgets in selected sectors and regions. Three outputs will be delivered by this programme.

**Output 3.1 Coordinated mechanisms and structures in place at federal and local levels to monitor performance on gender related commitments:** As mentioned above, support has already been provide to the government at the federal level to develop gender mainstreaming tools. Under this output support will be towards the implementation of the gender mainstreaming commitments and the monitoring of such actions. Another element is the link to capacity development of the national women’s machineries. The UN aims to further support the capacity development of the women and youth affairs bureaus across sectors, so they can play a key role in the institutional processes of the respective organizations including in relation to planning implementation of programmatic frameworks, budgeting and financing for gender equality. This support should help them to participate in mainstream policy discussions on the implementation of the Growth and Transformation plan and the implementation of gender commitments in other GTP pillars that are linked to the economic development of the country, such as agriculture, industry, services, and manufacturing. Following the publication of the 2010/2011 Demographic Health Survey, the UN will support the development of regional gender profiles integrating analyses of sex-disaggregated data to inform government planning and monitoring at federal and regional levels.

The UN system’s investments will be further directed in institutional mechanisms and capacities to make sure that commitments to gender equality is broadly reflected in different policy orientations
and documents. Fostering institutional commitment is essential in ensuring sustainability in the development of gender machineries.

During phase I, the ownership and engagement of governmental institutions in the development of gender mainstreaming tools have been instrumental in the process of building capacity and securing further commitment to its implementation. This approach will be maintained during the course of the second phase. The government is in the process of developing a “levelling tool” that will assess the effectiveness of gender mainstreaming across sectors and the actual impact change on women’s lives – using indicators and targets in sectorial plans and the Growth and Transformation Plan in general.

Output 3.2 Enhanced capacities and accountability of federal and local government institutions to integrate gender into analysis, planning, budgeting and implementation processes: The focus in this phase is to provide continued support and capacity building gender mainstreaming, including in GRB focusing on the Growth and Transformation Plan itself, as well as sectorial planning for Ministries and the multiyear plan of the MOWCYA. Accountability is a key factor in the success of gender mainstreaming, and in this Phase there will be support for various ministries to mainstream gender in the performance system so that there is increased commitment to planning, implementing and reporting on results from a gender perspective. UN interventions will take advantage of the on-going elaboration of local development plans to foster multi-stakeholder discussions and enable the integration of gender sensitive approaches and policies. The UN system will continue to support the establishment of networks of gender experts across government and civil society organizations including women’s associations to influence national planning and budgeting processes.

Output 3.3 Knowledge management structures and networks on gender equality and women’s empowerment established/strengthened at federal and regional levels: In order to enhance the generation and dissemination of knowledge amongst stakeholders, the UN in this phase will put emphasis on strengthening resource centres with current information and data, supporting the establishment and strengthening of the national gender data base with current information, as well a the strengthening or establishment of multi level fora for exchange of ideas including policy dialogue, and facilitating the newly established GO/NGO forum of government and civil society organisations. The strategy is to build a well structured and strong knowledge base and networks that will inform and influence policy, law and practice as well as lobby and advocacy on diverse gender issues.

JP Outcome 4: Federal and local level institutions and communities have enhanced their capacity to promote and protect the rights of women and girls (linked to UNDAF Output 13.1 increased institutional capacity and community level knowledge to promote and protect the rights of women youth and children)

Under this outcome a community based approach will be supported with a view to changing community attitudes towards committing and acting to promote and protect the rights of women
and girls. Due to the high prevalence of different types of violence against women as seen in the situation analysis, a special focus under this outcome will be interventions aimed at preventing and responding effectively to violence against women. Under the JP, the UN is adopting a holistic approach to ensure that a range of interrelated needs and rights of survivors are addressed; and responses to violence against women and girls and prevention activities are integrated in national programs and implementations in Ethiopia. A multi-sectorial approach is key to address gender inequality and discrimination in order to prevent and respond to cases of violence against women and girls. This approach in turn ensures efficiency and effectiveness as it helps the coordination of resources and initiatives across sectors, involving both government institutions and civil society. The planned interventions will fall under five outputs.

**Output 4.1 Coordination mechanisms for prevention and response to VAWG established /strengthened at federal and local levels.** The programme will support interventions that will strengthen coordination among the main stakeholders working on GBV, including through launching of the Africa UNiTE Campaign at national level. Stakeholders will be supported to establish a broad based referral mechanism for VAW survivors to ensure that they receive the necessary support. Linkages will be established between safe houses, the police, legal services providers and health care facilities. Linkages will also be established with business development service providers and credit providers, in order to specifically target survivors of violence as beneficiaries of business developing and credit facilities.

**Output 4.2 Service providers have increased capacity to deliver gender responsive support (health, psycho-social support, social and economic reintegration) to survivors of violence:** Linked to output 4.1 above, the programme will support the improvement of holistic and quality services for survivors through targeted training of diverse service providers, strengthening referral systems, and replicating one stop centres in selected towns. These initiatives will provide diverse range of health care, economic, social and rehabilitation services that survivors needed and which could not be accomplished by a single sector or intervention. The programme will support the development of standardised guidelines for partners providing services to survivors of violence, to ensure ethical and quality service provision.

**Output 4.3 Law enforcement agencies have enhanced their capabilities (knowledge, skills and systems) to promote and protect the rights of women and girls.** This output builds on initiatives from the previous phase. Interventions are designed to increase the capacity of law enforcement officers and agencies, as well as justice sector professionals, to respond to a range of issues with a gender equality and women’s rights lens. The programme strategy is to ensure sustainable response to VAWG through building institutional capacity in order for them to promote and protect the right of women.

**Output 4.4 Increased community interventions/actions that promote and protect the rights of women and girls:** Promotion and protection of rights of women and girls in Ethiopia requires action that challenge the existing traditional norms beliefs and practices that impede gender
equality. The programme will therefore challenge these practices and norms through community based advocacy actions including media campaigns, community conversations, and dissemination of VAW resource materials to promote a change in the way women and men interact in their communities, and how they view issues such as the balance of power between women and men. The community mobilization efforts shall engage faith based cultural and religious leaders in addition to community women and men.

4.3 Theory of Change
The theory of change for this JP identifies three areas where change needs to happen in order for progress to be made on gender equality and empowerment of women. For Gender equality to happen, changes need to take place at the individual level--- where individual capabilities have to change. Secondly, changes must happen within institutions (Changes in standards, norms and practices) so that they promote gender equality and to ensure equitable service provision to the individuals. Thirdly, changes are required at the community level, where norms attitudes and practices that often undermine gender equality must be challenged.

The joint programme will therefore adopt a multi-sectoral and comprehensive approach taking place at different levels. Interventions in all the three levels will reinforce and support each other by maintaining horizontal linkages using different entry points at the implementation level. The interventions will focus on building individual skills (in business and entrepreneurship skills, functional literacy and through post primary education). The development of such skills is expected to lead to changes at the individual level (women and girls will gain confidence, voice, influence and access to services and opportunities) enabling them to initiate/expand businesses, have better educational achievements, and demand rights and services.

For these changes to happen at the individual level there has to be support from the community as well as institutions. The programme will therefore raise community consciousness with the aim of generating action in promoting & protecting the rights of women and girls, less tolerance of HTPs/VAWG, more reporting of HTPs/VAWG, and better acceptance of women as entrepreneurs and leaders. By building the capacities of national and regional institutions, it is expected that key service delivery institutions, will change their norms, standards and practices which will lead to the provision of gender responsive services, hence promoting access and opportunities for women and girls.

Changes in the three areas above are expected to enhance individual capabilities, promote access to opportunities for women and girls, and enhance the security of women and girls therefore contributing to gender equality and empowerment of women. This theory of change is attached as annex II.

4.4 Geographic Scope and Convergence
The GEWE shall be implemented at Federal level and in all the regional states of the country. However, it is recognized that focused interventions at the beginning that are able to demonstrate positive and concrete results will directly contribute to fund mobilization efforts and hence expansion of the programme coverage. Thus, depending on the resource envelop especially of the non-core resources including the One Fund, the programme will prioritize regions and woredas that are more affected in terms of the prevalence of poverty, prevalence of GBV including HTPs, gender disparity in education, as well as system and institutional gaps within the gender machineries. In this direction, MOWCYA and MOFED shall provide guidance to regions to adopt a phased approach and
expand coverage of woredas with increased resources. In the same line, coverage of regions in the different outputs may be limited based on need and availability of resources. In institutional capacity building, particular attention shall be paid to MOWCYA and regional BOWCYAs especially taking into account the multispectral nature of the gender joint programme and MOWCYA/BOWCYA's role to coordinate. Overall, greater proportion of resources raised through the One Fund shall be allocated to regions with a focus on the economic empowerment outcome of the programme.

Programmatic and geographic convergence is critical to bring about sustained and holistic change towards gender equality and equity. For instance, depending on the need and context of the target woredas, interventions against HTPs may be coupled with educational support to girls so that girls are not hampered from going to school by early and forced marriage practices. In the same vein, literacy skill intervention may be necessary to enhance the success of economic empowerment initiatives. Hence, MOWCYA, BOWCYAs and WWCYAs shall strive to achieve such programme integration for better results for women and girls.
## 5. Risk Analysis

<table>
<thead>
<tr>
<th>Outcome</th>
<th>Risk Factors</th>
<th>Risk ID</th>
<th>Likelihood</th>
<th>Consequence</th>
<th>Risk value</th>
<th>Risk Mitigation strategies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Outcome 1</td>
<td>Inability of some financial service providers to efficiently manage the credit funds</td>
<td>O1R1</td>
<td>1</td>
<td>2</td>
<td></td>
<td>The programme will ensure that the participating institutions have had their capacities built for delivery of gender responsive services. In addition the programme will endeavor to produce some basic guidelines and standard operating procedures for the credit management.</td>
</tr>
<tr>
<td>Outcome 1</td>
<td>Low level of women’s literacy skills to effectively manage their credit fund and grasp the knowledge and skills on provided under BDS</td>
<td>O1R2</td>
<td>2</td>
<td>2</td>
<td></td>
<td>The programme will ensure that some basic functional literacy skills will be built into the business development services.</td>
</tr>
<tr>
<td>Outcome 2</td>
<td>Cultural and social practices that discourage women’s leadership and decision making.</td>
<td>O2R1</td>
<td>2</td>
<td>3</td>
<td></td>
<td>Tailor-made, well-articulated set of messages will be developed and delivered to each target region through public education and media outreach. Men and boys will be especially sensitized by the community conversations methodology; Cultural and faith based leaders will be particularly targeted as change agents.</td>
</tr>
<tr>
<td>Outcome 3</td>
<td>Turn-over of implementing partner staff after capacity developed.</td>
<td>O3R1</td>
<td>2</td>
<td>1</td>
<td></td>
<td>In addition to capacity development of individuals, the programme will ensure that specific institutional mechanisms, tools and guidelines are developed for the sustainability of results in the case that trained individuals leave the institutions.</td>
</tr>
<tr>
<td>Outcome 4</td>
<td>Resistance to change due to cultural and religious issues</td>
<td>O4 R1</td>
<td>3</td>
<td>3</td>
<td></td>
<td>Raise the awareness of communities through dialogue, forums, radio and other medium of communication/message oriented advocacy. Like the other risk above, special targeting will be made to community cultural and religious leaders, and men and boys.</td>
</tr>
<tr>
<td>All outcomes (but especially critical of outcome one whose resources fall under the “other resources category”)</td>
<td>Timely availability and adequate funding</td>
<td>RF1</td>
<td>2</td>
<td>2</td>
<td>The programme will ensure that the allocation of mobilized resources is based on the funding gaps by outcomes. Furthermore the linkage of outcome one with the global JP on rural women by WFP FAO IFAD and UNWOMEN will ensure tapping of additional resources from that programme.</td>
<td></td>
</tr>
<tr>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
<td></td>
</tr>
<tr>
<td>All outcomes</td>
<td>Utilization and liquidation of advances to partners and the consequent delay of transfer to IPs could delay the programme and jeopardize other programme components</td>
<td>RF2</td>
<td>1</td>
<td>3</td>
<td>The programme will ensure that partners have detailed plans and close monitoring will be undertaken and support provided to partners for faster implementation.</td>
<td></td>
</tr>
<tr>
<td>All outcomes</td>
<td>Limited capacity and commitment of the IPs (implementation, monitoring, reporting etc.)</td>
<td>RF3</td>
<td>2</td>
<td>3</td>
<td>At the start of the programme, a joint inception meeting will be held with implementing partners to clarify monitoring and reporting requirements. If need be, the participating agencies will provide on-site coaching to partners who demonstrate lower capacities to implement and monitor. Partners will be supported to develop M&amp;E tools.</td>
<td></td>
</tr>
<tr>
<td>All outcomes</td>
<td>Upcoming elections could impact on the implementation of the project (government stakeholders may more focus on the election process).</td>
<td>RF4</td>
<td>2</td>
<td>1</td>
<td>Once the election timeline is clear, annual work plans will be adjusted accordingly to ensure that most crucial activities within the year are implemented before the elections and campaign period.</td>
<td></td>
</tr>
<tr>
<td>All outcomes</td>
<td>Competing programme priorities in regions could lead to delays in implementation of programme (also linked to the RF6 below on the limitation of partnerships with CSOs)</td>
<td>RF5</td>
<td>2</td>
<td>2</td>
<td>The programme will endeavor to support the implementing partners to develop very detailed annual workplans to expedite the programme delivery.</td>
<td></td>
</tr>
<tr>
<td>All outcomes</td>
<td>The limitation of the extent to which CSOs are involved could result in a missed opportunity for some advocacy initiatives</td>
<td>RF6</td>
<td>4</td>
<td>1</td>
<td>The programme will identify CSOs and organizations that can legally work on the issues and build their capacities to implement the programme interventions.</td>
<td></td>
</tr>
<tr>
<td>All outcomes</td>
<td>Inadequate coordination among the participating UN Agencies leading to implementation of disjointed programme components</td>
<td>RF7</td>
<td>1</td>
<td>1</td>
<td>The UN participating agencies will meet regularly to update and share on the programme implementation. Efforts will be made to ensure joint monitoring of the programme.</td>
<td></td>
</tr>
<tr>
<td>All outcomes</td>
<td>Risk of inadequate internal control: management and organisational capacity especially as it relates to the internal capacity of UNWOMEN as a co-lead agency</td>
<td>RF8</td>
<td>2</td>
<td>2</td>
<td>The co-lead management arrangement will be maintained with UNFPA so as to support the operational follow up of the programme implementation. A full time JP programme coordinator will be recruited to oversee the day to day coordination of the programme. From the UNWOMEN side a process is already underway to enhance the capacity of the office including through the recruitment of a representative and programme staff. UNWOMEN will also draw on the capacities of the sub-regional office especially as relates to M&amp;E and evaluation as well as capacities at UNWOMEN HQ as need arises.</td>
<td></td>
</tr>
<tr>
<td>All outcomes</td>
<td>Risk of inadequate ownership and</td>
<td>RF9</td>
<td>2</td>
<td>2</td>
<td>The programme is to a great extent implemented by</td>
<td></td>
</tr>
<tr>
<td>All outcomes</td>
<td></td>
<td>RF10</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

42
outcomes | failure to sustain results | | | | | | | governmental partners and has been developed in consultation of with government at federal and regional levels

<table>
<thead>
<tr>
<th>Risk Analysis Summary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consequences</td>
</tr>
<tr>
<td>Severe</td>
</tr>
<tr>
<td>RF2</td>
</tr>
<tr>
<td>Major</td>
</tr>
<tr>
<td>Moderate</td>
</tr>
<tr>
<td>Minor</td>
</tr>
</tbody>
</table>

- Severe
- Major
- Moderate
- Minor

- Unlikely
- Possible
- Likely
- Almost certain

- Risk Likelihood

- Outcomes
- Failure to sustain results
6. Monitoring, Evaluation and Reporting

The monitoring, evaluation reporting and quality assurance processes and procedures will be guided as elaborated in the section 11 of the PIM (p. 60). The following provisions are therefore complementary to PIM’s requirements described in this section.

6.1. Programme monitoring

According to the PIM, MOFED is responsible for the overall quality assurance function at the UNDAF level. In the context of the Joint Programme, the TWG (co-chaired by MOWCYA, UN Women and UNFPA) will establish and monitor mechanisms for ensuring the quality of data from both primary and secondary sources and monitoring results. Joint monitoring missions and annual reviews will assess both qualitative and quantitative data that are collected throughout M&E activities.

Implementation of the various programme activities will be monitored on a continuous basis to identify possible problems and provide for remedial actions to improve performance. Monitoring activities will include biannual joint field visits by concerned parties and meetings with subcontracted agencies - CSOs, technical training institutions and reports from them. MOWCYA will initiate and lead the coordination of regular field visits. MOWCYA will also ensure the regular coordination of all national implementing partners through the organization of regular monitoring meetings and discussion forum. It will be supported in those tasks by UNFPA, JP Co-Lead for operational matters. Lead agencies will be responsible to ensure a monitoring of progress and reporting at the outcome level.

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

a) Federal level: MOWCYA will convene annual review meetings on the joint programme, with the support of MOFED (in charge of quality assurance and financial oversight), by involving all federal and regional level implementing partners, other sector ministries, and participating UN Agencies.

b) Regional Level: BOFEDs will organize, with BoWCYAs’ support, bi-annual review meetings on the joint programme by involving representatives from MOWCYA and participating UN Agencies, other sector ministries, all regional and woreda level implementing partners.

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

Effort should be made to synchronize the review meetings and field visits for the JPGEWE with the federal and regional UNDAF and GTP review processes.

The Technical Working Group (TWG) will develop a monitoring and evaluation plan that will detail the planning for the required joint monitoring and reviews.
The Programme Monitoring Framework (PMF) attached as annex III summarizes the monitoring arrangements for all the programme indicators including the sources of information and methodology for collection of data. Annual M&E plans will be drawn that will elaborate this plan further including actual dates and tools for monitoring. Systems and processes aiming at the monitoring of the Joint Programme are aligned with the UNDAF monitoring plan. Learning from Phase 1, capacities for M&E, particularly within the 3 Co-Leads of the JP, MOWCYA, UN Women and UNFPA will be enhanced during Phase 2.

6.2 Reporting

MOWCYA will be responsible for the overall coordination and the timely provision of detailed reports for the JP GEWE. All federal level implementing IPs shall send their programme reports to MOWCYA. Regional level IPs shall send their programme reports to BoWCYA/BoWA and BoWCYA/BoWA will compile the reports received from different regional level IPs and send final report to BoFEDs. BoFEDs shall send the compiled report to the relevant UN agencies with a copy to MOWCYA and MoFED. With the support of outcome lead agencies, MOWCYA shall consolidate quarterly, biannual, and annual financial and physical reports and submit to all participating UN Agencies in GEWE JP and MoFED. These different reports and inputs are consolidated by the JP Co-Leads (UN Women for programme-level reporting and UNFPA on financial/operational matters). The consolidated reports highlight the key issues, achievements, lessons learned and recommendations for future action. Subsequently, and following a technical review by the TWG, the JP Co-Leads submit the final report to the RCO for final review and approval, and onward transmission to concerned partners and stakeholders. The Programme Management Committee will endorse progress and financial reports of the JP GEWE before they are submitted to the RCO and other relevant stakeholders. Biannual and annual progress reports (substantive and financial reports) will be produced and shared with donors and other stakeholders.

All reports shall be based on the RBM principles and, consists of a minimum components and standards such that program/project performance relative to planned output and outcome results (as in UNDAF) are measurably and verifiably reported and documented. Common reporting formats as presented in PIM will be used for reporting purpose for the flagship joint programme.

6.3 Evaluation

Evaluation processes and procedures are described in section 11.4 of the PIM. The Joint Programme evaluations will assess the relevance, efficiency, effectiveness, impact and sustainability of activities undertaken. One rapid assessment and a final evaluation will be conducted over the course of the JP implementation: The rapid assessment will be conducted two years after the inception of the programme. The rapid assessment will allow for reorientations of programmatic activities as relevant, in line with evolving needs and available resources in addition to feeding into the process of the programme final evaluation. The final evaluation will be conducted at the end of the programme.
to assess the programme performance.

Evaluations are initiated by and discussed within the Programme Management Committee. The Programme Co-Leads circulate draft TOR for the evaluation, which are validated in a PMC meeting. There will be an evaluation reference group that will play an advisory role in the design and implementation of the evaluation process.

The result of the evaluation is discussed in the TWG and at PMC level and management response will be developed on recommendation and issues raised in the evaluation report.

**6.4 Audit**

Section 10 of the PIM stipulates that, “all UN Agencies supported programmes and projects must be audited once in their lifetime at a minimum. The audit report is an integral part of the monitoring and evaluation process. Its contents are taken into account in the annual progress review of programs or projects, in program or project evaluation and in the annual and mid-term country review”. In terms of frequency of the audit process for the flagship joint programme, it will be conducted as per the provisions provided both in PIM and HACT guidelines. UNFPA, as the Co-Lead for Operational Management, will facilitate the organization of the audit on the Joint Programme. Audit recommendations will be discussed in the Technical Working Group and the Programme Management Committee, which advise on follow-up recommendations to the UNCT.

---

**7. Management and Coordination Arrangements**

**7.1. Implementation modalities and overall accountability**

The Joint Programme is designed as a direct contribution to the United Nations Development Assistance Framework (UNDAF) for the period running from 2012 to 2015, and is therefore governed by the UNDAF Action Plan. As such, UN supported programmes and projects in Ethiopia operate within the aligned procedures of Government systems in areas such as implementation arrangements, monitoring and evaluation, financial rules and regulations, auditing and procurement arrangements. This Joint Programme will therefore be implemented under the overall National Execution (NEX) principles and norms. It will use the common set of procedures and rules detailed in the common United Nations Programme Implementation Manual (PIM), jointly agreed by the Government and country team, for all aspects of programme implementation, including programme formulation, implementation arrangements, annual work plan preparation, procurement, financial management and reporting, technical assistance, monitoring and evaluation, and auditing. However, the UNDAF Action Plan also stipulates that the agreed decision-making process for managing and implementing the joint programme (implementation of the activities, management of funds, coordination and review of programme results) should be clearly set out in the joint programme document.
The Joint Programme will be nationally executed under the overall responsibility of the Ministry of Finance and Economic Development, MOFED (Government Coordinating Authority for the UNDAF Action Plan). MOFED is ultimately accountable to UN Agencies for all UN programming resources under Government management. The Implementing Partners at Federal level and Sector Bureaus, BoFED/WoFED in regions are responsible for the management of all UN Agencies funds allocated to the UN Agencies assisted programme/project under their authority. UN system agencies and partners participating in the joint programme aim to harmonize the annual work plans in order to foster efficiency, effectiveness, impact and relevance in the use of resources.

The Ministry of Women, Children and Youth Affairs (MOWCYA) is specifically responsible for the overall coordination of the Joint Programme implementation. MOWCYA and BoWCYAS/BoWAs ensure the due coordination, follow-up and timely reporting of all regional and sectorial authorities. MOWCYA organizes the monitoring of progress and ensures a result-based reporting within the Programme Management Committee.

Accountability for the Joint Programme on Gender within the UN System in Ethiopia is vested with the Resident Coordinator as Chair of the UN Country Team, with technical and operational support from co leads of the JPGEWE (UN Women & UNFPA). The UNCT has overall responsibility for ensuring the accountability and harmonization of the Joint Programme within its strategic policy and priority setting as reflected in the UNDAF.

### 7.2. Management Structure and Programme Coordination

The Joint Programme will benefit from the overall supervision and strategic guidance of the joint **High Level Steering Committee** for United Nations Delivering as One initiative, as it is the case for all other programmes. The High-level Steering Committee is composed of the Government, the United Nations and development partners. It provides direction and oversight for the implementation of the UNDAF and the Delivering as One reform in Ethiopia. The committee meets annually to review progress against the UNDAF results matrix and approves the preparation of new joint programmes linked to UNDAF implementation. Learning from the gaps identified in JP Phase 1, review of the JP Phase 2 will constitute a standing agenda item for the HLSC Annual Review Meetings. The RCO in collaboration with the Co-Leads will ensure that this is systematically adhered to.

The **Programme Management Committee (PMC)** will meet quarterly at the federal level to take decisions affecting the effectiveness, efficiency and strategic orientation of the programme and to provide overall guidance. The PMC is co-chaired by the Minister for Women, Children and Youth Affairs and UN Women. UN Agencies are represented at the level of Heads of Agencies or Deputies. The PMC will also involve representatives of RCO, MoFED and other Sector Ministries at the levels of Directors. At Regional level, existing structures/mechanisms shall be used. In this direction, TWG will identify the appropriate structures and focal points.
The primary responsibilities of the Programme Management Committee are described in the TORs in Annex IV.

The planning, implementation, operational coordination, monitoring and reporting of the Joint Programme on Gender Equality and Women’s Empowerment is the responsibility of the Gender Joint Programme Technical Working Group (TWG). The TWG is an emanation of the UNDAF Pillar 4 Technical Working Group and allows for a representation of the Agencies directly engaged in programme implementation. However, the composition of the TWG could be enlarged, or structurally, to include other Agencies that are expressing an interest for increased coordination with their own activities and also representatives from other Sector Ministries. In this case agencies involved with other related JPs will be included. The TWG is co-chaired by the designated official of the Ministry of Women, Children and Youth Affairs (MoWCYA) and UN Women. Representatives of MOFED, implementing partners at the Federal level and participating UN Agencies are members of the TWG. The TWG meets/holds a working session as a team once every month and as necessary. Staff from across the UN system are formally nominated to the TWG in a letter signed by their Head of Agency, addressed to MoWCYA and programme Leads. MoWCYA and the Programme Leads call the meetings jointly.

The TOR of the Technical Working Group on Gender Equality and Women’s Empowerment are defined in annex V.

From the UN side, UN Women and UNFPA are assigned the responsibility for the overall coordination and management of the Joint Programme on Gender Equality and Women’s Empowerment as Co-Lead Agencies. TORs for the co-leads agencies are defined in Annex VI and VII. Whereas UNFPA will focus on the operational management and field-level implementation, UN Women will ensure the JP General oversight, coordination and policy development, as well as Outcome-level reporting and documenting good practices and lessons learned. Additionally outcome lead agencies have been designated on the basis on mandate and comparative advantage. They will meet regularly with the members of their outcome. See Annex VIII for further details on the terms of reference of outcome Leads.

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

Federal level: MoWCYA will assign one of its senior level staff as a National Programme Coordinator for the joint programme In addition, an assistant national programme coordinator will be recruited and placed at MoWCYA to support the day-to-day programme coordination, including monitoring and reporting of the joint programme. The assistant national programme coordinator will play an active role in the joint programme by maintaining close touch and working relationship with all relevant processes/directorate within MOWCYA.
Monitoring and Evaluation Project Officer will be recruited and placed at MOWCYA to support the overall programme monitoring and coordinate the collection of data at the federal and regional levels. The M&E Specialist will support and ensure the collection and verification of baseline data. He/she will identify, collect and document information on programme achievements, lessons learnt and success stories. He/She will also contribute to the development of knowledge management products and events and liaise with the communication officer to ensure the effective diffusion of relevant programme information.

A Finance Officer shall be hired to follow up the financial flow of the Programme at Federal and Regional level and ensure timely and quality report using the FACE format is done and shared as necessary. The finance officer shall also assist in the consolidation of the different financial reports required as per this programme document.

Regional level: At regional level, BOWCYAs will officially appoint Regional Programme Coordinators from among their staff as the focal points for the joint programme. However, the joint programme may have a dedicated Regional Programme Officer to technically coordinate and follow up the day-to-day programme implementation. The Regional Programme Coordinator (focal person) and/or Regional Programme Officer will closely work with all relevant processes within BOWCYAs, regional level sectoral bureaus involved in implementing the joint programme and district level focal persons for the joint programme. The Regional Programme Officer will work under the supervision of the Regional Programme Coordinator. Regional Programme Coordinators have the responsibility to ensure the effective reporting from the different JP implementing partners.

Woreda level: At woreda level, the Office of Woreda Women, Children and Youth Affairs will serve as a focal point and follow up the day-to-day programme implementation and reporting.

### 8. Fund management arrangements

#### 8.1 Fund Management

UN Agencies rely on two types of budget sources: Core and Non-Core resources. All core resources are regular resources that are already mobilized by each UN Agency and allocated for programs. All Non Core Resources are to be mobilised by the UN Agencies with the support of MOFED during the Country program period.

Funding support for the Joint Programme on Women Empowerment’s and Gender Equality combines both budget sources. Funds are received through two modalities:

- **Parallel funding:** where agencies are bringing existing funding and agency funds into the programme, and
• **Pass-through funding**: for the additional donor funding supporting the Joint Programme directly, through the One UN Fund.

**Parallel funding**

Under this option, each organization manages its own activities within the common work plan and the related budget, whether from Regular or Other Resources. Funding arrangements under this option follow each agency’s regulations and rules for individual programming and project processes. Each participating UN organization will prepare a separate budget, consistent with its procedures, and covering the mutually agreed components of the programme it will manage. The budget components of each participating UN organization will be consolidated into the Joint Programme budget. Each UN organization will account for the income received to fund its programme components in accordance with its financial regulations and rules.

**Pass-through funding**

Details of procedures, processes and requirements for pass-through funding of the Joint Programme are contained in the *Standard Memorandum of Understanding (MOU) for Joint Programmes using Pass-Through Fund Management* and *Standard Administrative Arrangements for Joint Programmes using Pass-Through Fund Management*. The pass-through modality will be used for resources that are to be obtained from donors through resource mobilization initiatives at UNCT level (One Fund). Each participating UN Agency is entitled to 7% indirect costs from the contributed One fund as per the Terms of Reference.

The One Fund will be administered by the Administrative Agent (UNDP). The Administrative Agent will transfer funds to respective UN participating agencies in accordance with the Results and Resources Framework and the AWP. UNFPA, as the co-Lead for operational management, will monitor payment requests and disbursements and liaise with the Administrative Agent.

**Administrative Agent**

In accordance with the agreed modality, the administrative agent has the accounting responsibility, but not the management responsibility for the Joint Program on Gender Equality and Women’s Empowerment. The principle functions of the administrative agent, as set out in the *Standard Memorandum of Understanding (MOU) for Joint Programmes using Pass-Through Fund Management* are as follows:

1. Receiving donor contributions on behalf of the Participating UN Organizations;
2. Disbursing funds to Participating UN Organizations as instructed by the Programme Management Committee and based on the Annual Work Plans and Programme Document;
3. Reporting on the sources and uses of donor contributions received in compliance with the procedures and obligations to the Programme Management Committee and to the donors;
4. Together with the Joint Programme Coordinating Agency, collecting and consolidating financial reports from Participating UN Organizations for submission to donors and UNCT;
5. Participate in the preparation of Annual Work Plans and forecasting for expenditure together with the Joint Programme Coordination Agency and Joint Programme Working Group;

---

48 Latest version of 10.30.2008
Consolidating key audit recommendations received from the auditors of the Participating UN Organizations as well as the audit of the Administrative Agent.

The Administrative Agent will be entitled to an administrative fee of one percent (1%) of the amount contributed and by each donor to the joint program to meet the Administrative Agent’s costs of performing the Administrative Agent’s functions described in the Memorandum of Understanding. The Administrative Agent will establish a separate ledger account under its financial regulations and rules for the receipt and administration of the funds received pursuant to Administrative Arrangement (hereinafter, the “Joint Programme on Gender Account”). The Joint Programme on Gender Account will be administered by the Administrative Agent in accordance with the regulations, rules, directives and procedures applicable to it, including those relating to interest.

8.2 Transfer of cash to national Implementing Partners

The arrangements for programme implementation (including operational and financial arrangements) are detailed in section 2 of Programme Implementation Manual (PIM). Financial management procedures agreed between the United Nations and the Government of Ethiopia are described in section 9 of the PIM, p.44. The procedures related to fund requests are detailed in section 9.2 of the PIM. Section 9.3 details the fund release procedures. The UNDAF Action plan also provides further details on the cash transfer modalities (p.21).

Among other provisions, the PIM indicates that all cash transfers to an Implementing Partner are based on the annual work plans agreed between the Implementing Partner and the UN system agencies. Pursuant to the Harmonized Cash transfer procedures, all agencies will assess risks associated with transactions to an Implementing Partner, before initiating cash transfers procedures.

Cash transfer modalities (UNDAF Action Plan)

Direct cash transfers shall be requested and released for programme implementation periods not exceeding three months.\(^{49}\) Reimbursements of previously authorized expenditures shall be requested and released quarterly or after the completion of activities. In case of direct cash transfer or reimbursement, the UN organization shall notify the Implementing Partner of the amount approved by the UN organization and shall disburse the funds to the Implementing Partner accordingly. The UN system agencies shall not be obligated to reimburse expenditure made by the Implementing Partner over and above the authorized amounts. Following the completion of any activity, any balance of funds shall be refunded or programmed by mutual agreement between the Implementing Partner and the UN system agencies.

Cash transfer modalities, the size of disbursement, and the scope and frequency of assurance activities may depend on the findings of a review of the public financial management capacity in the case of a Government Implementing Partner, and of an assessment of the financial management capacity of the non-UN Implementing Partner. A qualified consultant, such as a public accounting firm, may conduct an

---

49 Relevant UNCT members have made requests to their respective global headquarters for a special measure to extend the required implementation periods for the harmonized approach to cash transfers (HACT) modality to six months and are awaiting their final recommendation.
assessment, in which the Implementing Partner shall participate. The Implementing Partner may participate in the selection of the consultant. Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may be revised in the course of programme implementation based on the findings of programme monitoring, expenditure monitoring and reporting, and audits.

In both the parallel and pass-through funding arrangements, implementing partners will prepare fund request and report format (FACE) which will be submitted to respective participating UN agencies for any fund request and reporting.

Actual fund release will be done by each of Agencies directly to the implementing partners according to AWP indications, while informing MoWCYA and in accordance with the following modalities:

- If the activity defined by the AWP is to be implemented at federal level, UN agencies transfer the funds directly to the direct implementing partners at federal level based on the fund request and authorization to be presented to UN Agencies by MoWCYA. MoWCYA will request the respective UN Agencies the activity to be implemented by its own ministry and authorize concerned UN Agencies to transfer funds directly to other federal level Implementing partners.

- If the activity defined by the AWP is to be implemented at regional level, UN agencies transfer the funds directly to the BoFEDs upon their request. BoFEDs will transfer funds to relevant regional level sectoral bureaus and WoFEDs up on the request and authorization to be given by BoWCYAs /BoWAs. Regional level sectorial bureaus will present fund request directly to to BoWCYAs/BoWAs. BoWCYAs will present fund request and authorization to BoFEDs.

8.3 Financial reporting

Financial reporting shall be done as stipulated below for federal and regional level implementing partners:

- Federal level implementing partners shall send their financial reports directly to MoWCYA. MoWCYA shall then send the financial reports to respective participating UN Agencies (using separate FACE formats for each of the federal level implementing partners) and MoFED.

- All regional level implementing partners and WoFEDs shall send their financial reports directly to BoFEDs. BoFEDs shall send the compiled financial reports to respective UN Agencies with a copy to BoWCYA/BoWAs, MoWCYA and MoFED.

In accordance with section 6.2 of this document, the JP Co-lead for operational management, UNFPA will be responsible for consolidating financial reporting across both modalities, unless decided
otherwise by the JP Programme Management Committee. Outcome leads will support this coordination effort by consolidating reports at the outcome level.

8.4 Resource Mobilization

Participating UN Agencies are collectively responsible for raising fund for the JPGEWE, the promotion of the One Fund, effective monitoring of results and support to the joint communication on joint programme achievements. UN Women would continue to coordinate UNCT actions to promote the Joint Programme and direct donor contributions through the One Fund (pass-through funding). The allocation of funds through the One Fund is decided by the Programme Management Committee upon proposals of the Technical Working Group. The prime responsibility of mobilizing resources rests with the RCO. At the same time, each UN Agency has the responsibility for mobilizing funds for JPGEWE. Agencies will approach the donors which are not contributing to the One Fund in a coordinated manner, in close consultation with the Co-Leads of the Joint Programme (UN WOMEN and UNFPA), in order to obtain additional resources. MoFED & MOWCYA will actively engaged in resources mobilization efforts.

9. Legal Context or Basis of Relationship

This Joint Programme, coordinated by MOWCYA, brings together a total of 6 participating agencies (ILO, UNDP, UNFPA, UNICEF, UNIFEM/UN Women and UNESCO). Each agency contributes specific comparative advantages based on their respective area of special expertise given their mandate. The basis of operation in Ethiopia are governing documents such as the UNDAF (jointly signed between the UNCT and MoFED) and the respective Country Programme documents of the respective agencies for the period of implementation (2012-15), also signed with the MoFED. In addition, there is a possibility of benefiting from the involvement other UN Agencies and partners based on their accumulated knowledge and expertise in supporting gender equality and women’s empowerment. There is also a possibility of accommodating technical inputs from specialized agencies through the existing UN coordination structure, such as the UN Gender Technical Working Group and technical committees to be established during the implementation of the Gender Flagship JP. Furthermore, the AWPs signed with regional governments have the status of binding legal contracts.

The Joint Programme document is signed by MOWCYA and MOFED on behalf of the Government of Ethiopia, and by the representatives of each participating UN Agency. By signing this joint programme document, all signatories – national coordinating authorities and UN organizations - assume full responsibility to achieve results identified with each of them as shown in Table 1 and detailed in annual work plans.

The following table summarizes additional information on the AA and the participating UN Agencies’ basis of relationship with the federal Ethiopian government.
<table>
<thead>
<tr>
<th>Participating UN Organization</th>
<th>Agreement</th>
</tr>
</thead>
<tbody>
<tr>
<td>UNFPA</td>
<td>UNFPA and the Government of Ethiopia have officially agreed on 30 August 1999 that the Standard Basic Assistance Agreement (SBAA) of UNDP (which was signed on 26 February 1981) apply mutatis mutandis to the activities and personnel of UNFPA in Ethiopia.</td>
</tr>
<tr>
<td>UN WOMEN</td>
<td>This Joint Programme Document shall be the instrument referred to as the Project Document in Article I of the Standard Basic Assistance Agreement between the Government of Ethiopia and the United Nations Development Programme, signed by the parties on 26 February 1981.</td>
</tr>
<tr>
<td>UNICEF</td>
<td>The Basic Cooperation Agreement (BCA) concluded between the Government of Ethiopia and UNICEF in 1994 provides the basis of the relationship between the Government of Ethiopia and UNICEF.</td>
</tr>
<tr>
<td>UNDP</td>
<td>This Joint Programme Document shall be the instrument referred to as the Project Document in Article I of the Standard Basic Assistance Agreement between the Government of Ethiopia and the United Nations Development Programme, signed by the parties on 26 February 1981.</td>
</tr>
<tr>
<td>ILO</td>
<td>The Government of Ethiopia and the ILO entered into agreement on 10 December 1964 concerning the establishment of the Office. This agreement was superseded by the Host Country Agreement which was signed between the Government of Ethiopia and ILO on 8 September 1997.</td>
</tr>
<tr>
<td>UNESCO</td>
<td>The Basic Agreement concluded between UNESCO and the Imperial Government of Ethiopia has been signed on 8th March, 1956 and provides the basic of the relationship between the two parties.</td>
</tr>
</tbody>
</table>
Annex I: Results and Resources framework
(See attached excel sheet)

Annex II: Theory of Change
(See attached)

Annex III: Monitoring and Evaluation Framework
(See attached excel sheet)

Annex IV: TOR for the Programme Management Committee (PMC)

As stipulated in the JP GEWE Programme document, the Programme Management Committee is the highest organ to which the JP Technical Working Group reports. It is co-chaired by the Minister in MOWCYA and UN Women in its role as the JP lead agency and it comprises MOFED and the participating UN agencies representatives (Heads of Agencies or Deputies) of the UN Country team and the representatives of development partners that contribute to the programme. Active regions should be invited punctually to report on local progresses and challenges.

The Programme Management Committee will:

1. Have an oversight on the implementation of the Joint Programme and provide strategic guidance;
2. Take a lead role in the mobilization of resources for the Joint Programme and monitoring of use of resources;
3. Provide strategic guidance on increasing coherence between Flagship Joint Programme on Gender Equality and other UN supported programmes in Ethiopia;
4. Review and endorse Joint Programme documents and Annual Work Plans;
5. Agree on re-allocations and budget revisions and make recommendations;
6. Endorse One UN fund allocation across outputs and programmatic interventions on the basis of recommendations of the Technical Working Group;
7. Review and approve the periodic progress reports (programmatic and financial), as consolidated and submitted by Technical Working Group (TWG), before their official submission;
8. Highlight lessons learnt and ensure the implementation of recommendations;
9. Identify critical issues for future programming and resource mobilization; review and revise the risk log and suggested mitigation measures;
10. Make final decision on emerging management and implementation challenges;
11. Initiate and discuss programme evaluations.

The Programme Management Committee will meet bi-annually. A regular meeting schedule will be set. The Co-Chairs will call on a meeting every six months and on extra-ordinary meeting whenever necessary.
These Terms of Reference for the Programme Management Committee will be revised as required to respond to the demands of the JP on Women's Empowerment and Gender Equality.
A Gender JP Technical Working Group (TWG) meets at national level. It will involve the technical staff (representatives) of MOWCYA, MOFED, implementing partners (federal) and participating UN agencies to the Joint Programme on Gender Equality and Women’s Empowerment and the larger UNDAF Pillar 4. Participating UN agencies will be represented by focal persons appointed by their Head of Agency to follow up on issues related to the implementation of the joint programmes, UNDAF Pillar 4 and the broader programmatic initiatives that are relevant to Gender Equality and Women’s Empowerment in Ethiopia. The Technical Working Group will meet monthly and will hold additional meetings whenever there is a need to address emerging issues, on the joint invitation of MoWCYA and the UN Joint Programme Lead.

The primary responsibilities of the TWG include the following:

- Provide coherent and comprehensive ‘unity of purpose’ for the UN system in Ethiopia with respect to gender programming;

- Ensure greater focus and efficiency in support of Ethiopia’s national policies and strategies for gender: making the most of the UN’s comparative advantage, added value and mandate in support of evidence-based responses;

- Provide greater consistency and efficiency in assigned points of first response and clear division of labour: ‘speaking with one voice’ and reducing duplication and fragmentation with respect to gender programming;

- Ensure comprehensive gender programming within the UN system in Ethiopia with clear focus on ‘results’, planning, management and reporting;

- Advocate for, monitor and report on greater accountability within the UN and its partners for achieving the promises made by governments and partners – the MDGs, CEDAW, etc.;

- Design, facilitate and ensure operational co-ordination for the effective implementation of the joint programme on Gender Equality and Women’s Empowerment;

- Make recommendations on budget allocation and budget revisions across the four JP Outcomes and present them to the Programme Management Committee for endorsement;

- Endorse reports from the district and regional working groups; coordinate the consolidation of progress reports and present them to the Programme Management Committee for final approval;

- Lead consultations with key stakeholders as to the coordination, implementation and monitoring/reporting by implementing partners at national and regional level;
- Facilitate and coordinate support to MOWCYA and regional BOWCYAs on operational and implementation functions;

- Provide technical input in the design and execution of regular monitoring and final evaluation of the Joint Programme;

- Provide for a resource mobilization framework and recommendations to the Programme Management Committee to ensure the channelling of additional resources into gender programming in Ethiopia;

- Constitute an entry point for national stakeholders to access gender related technical assistance from the UN system.

These terms of reference for the Working Group (TWG) will be revised as required to respond to the demands of the joint programme on Gender Equality and Women’s Empowerment.

The terms of reference for the individual TWG Members are the following:

1. Contribute to the development, implementation and monitoring of the Joint Programme on Gender Equality and Women’s Empowerment in Ethiopia and the broader UNDAF Pillar 4, both as general team members and specifically within their outcome area;

2. Attend all TWG meetings and follow-up on action points in a timely manner and by agreed deadlines;

3. Provide and/or mobilise technical advice to the TWG, government, individual agencies and other partners within their area of expertise;

4. Keep the relevant Head of Agency/Head of Unit informed of TWG activities and report regularly to their agencies;

5. Ensure that gender related programmes in their agency’s country programme document are reflected in the Joint Programme on Gender Equality and Women’s Empowerment;

6. Represent the TWG in various government-led technical working groups, committees or forums, as requested by the TWG Coordinators (MoWCYA representative or UN Lead), based on division of labour, presence and capacity and report to the TWG;

7. Provide technical advice and review national progress and national processes on gender equality and women’s empowerment.

The Heads of Agencies/Head of relevant Unit (using existing agency accountability frameworks and individual organization processes) will ensure that individual performance assessments take into account time and technical contribution to the TWG.
Annex VI–TOR for the Outcome Lead Agencies

Outcome Lead Agencies’ responsibilities are assigned jointly based on consensus and stated in the Joint Programme Results Framework. The repartition of JP Outcome among Lead Agencies has been defined as the following:

- **Outcome I**: Women have access to increased financial and business development services. (Lead: ILO)
- **Outcome II**: Women and girls have increased access to opportunities for education, leadership and participation in local decision making (Lead: UNICEF)
- **Outcome III**: Federal and local government institutions have increased capacity to implement national and international commitments on gender equality (Lead: UN WOMEN)
- **Outcome IV**: Formal and informal institutions at national and local levels have enhanced their capacity to promote and protect the rights of women (Lead: UNFPA)

The terms of reference for the JP Outcome leads are the following:

1. Be responsible for timely convening and chairing meetings of their working group;

2. Lead Outcome-based resources mobilization;

3. Work through their working group to set priorities and ensure the development and implementation of their component of the Joint Programme, including programme results, annual milestones, indicators at all levels, costs and budgets, and annual work plans for their Joint Programme Outcome,

4. Work through their working group, other working groups and the JP Co-Leads to develop and operationalize a robust monitoring and evaluation system for the Joint Programme,

5. Draw on and delegate to working group members as needed,

6. Sit on the Core Management Team and contribute to all management processes and decisions,

7. Receive the quarterly reports from the UN Agencies contributing to the Outcome and consolidate a report at the output level in a timely manner; transfer the report to the TWG for comments and the final version to the JP co-leads (UN Women and UNFPA)
Annex VII – TOR of the JP Coordinating Agency

As the Joint Programme Coordinating Agency, UN Women has responsibility for mobilizing, supporting and coordinating the inputs for development, implementation and achievements of the Joint Programme, as well as documenting the lessons learned. UN Women coordinates the JP reporting at the Programme level and is accountable to the United Nations Country Team (UNCT) for ensuring the performance of the Joint Programming.

The terms of reference for the coordination role of UN Women are the following:

Programme Development

1. Ensure the effective functioning of the TWG by convening meetings, synthesizing and disseminating information, and strategically planning and advocating the TWG’s collective response;
2. Initiate and support the organization of stakeholders’ consultations for the elaboration and the validation of the Programme, in close collaboration with the national counterparts (MoWCYA).
3. Supervise consultancy work and provide technical advice to the TWG in designing the full UN Joint Programme on Gender Equality and Women’s Empowerment.

Programme Implementation

4. As a full member of the UN Country Team and an integral part of the Resident Coordinator system, provide policy and technical advice as well as advocate for and mobilize effective action on Gender by agencies;
5. Ensure that the TWG’s annual work plan is implemented,
6. Ensure that a sound monitoring and evaluation framework is in place, and coordinate the monitoring and evaluation of the joint programme,
7. Ensure the regular organization and documentation of Annual Programme Reviews
8. Support the development of systematic communication mechanisms and support the coordination of ‘management level’ engagement in the Joint Programme
9. Identify impediments to achievement of annual deliverables, and inform the Resident Coordinator/UNCT when intervention is necessary;
10. Provide regular implementation reports to the UNCT, and ensure that their policy directives are carried out;
11. Document the lessons learned and best practices as to facilitate enhanced performance of the UNCT in delivering for gender equality,
12. Lead the Core Management Team consisting of the Outcome Leads of the joint programme.
13. Act as the focal point for stakeholders (government/donors/other actors) on issues concerning gender and gender programming within the framework of the JP.

Programme reporting

14. Advise and monitor the early collection of baseline data, initiate relevant discussions in the TWG and report to the PMC and UNCT
15. Receive the reports from participating organizations (Outcome-level reporting prepared by Outcome leads) and consolidate the overall JP report at programme level.

The terms of reference for the operational management role of UNFPA are the following:

Programme development  
1. Collect lessons learnt and recommendations to improve the operational management of the JP  
2. Ensure the development of appropriate monitoring systems, tools, procedures and processes to improve the JP operational management

Programme Implementation  
3. As a full member of the UN Country Team and an integral part of the Resident Coordinator system, provide policy and technical advice as well as advocate for effective Joint Programme operational management;  
4. Manage and update the JP risk log; document risks and assumptions at the output level; provide recommendations to the TWG to improve risk management and JP operations;  
5. Identify operational impediments to achievement of annual deliverables, and inform the Resident Coordinator/UNCT when intervention is necessary;  
6. Document the meetings of the Programme Management Committee at federal, regional and district levels;  
7. Supervision of the management of financial resources available through the One UN Fund; establish prioritization criteria for fund allocation and ensure the operationalization of harmonized transfer modality;  
8. Monitor the payments from UN Agencies and provide a regular financial overview of the JP to the Resident Coordinator/UNCT;  
9. Strengthening TWG operations, process documentation and communication  
10. Support the development of joint databases of programme beneficiaries to avoid duplications;  
11. Support the development of M&E systems and data collection mechanisms;  
12. Ensure the regular organization and documentation of quarterly joint monitoring missions;  
13. Facilitate the development of common tools and procedures to smoothen programme implementation;  
14. Operationalize a single FACE template and harmonize the fund transfer and reporting mechanisms;  
15. Document the lessons learned and best practices as to facilitate enhanced performance of the UNCT in delivering for gender equality;  
16. Ensure appropriate financial management for operation of the TWG.

Programme reporting  
17. Maintain the programme issue log and report on operational lessons learnt and potential success stories
18. Facilitate the final audit on the Joint Programme; discuss audit recommendations with the relevant stakeholders and ensure their follow-up.

Annex –IX – ToR for JP programme manger for

FLAGSHIP JOINT PROGRAMME ON GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN (JP GEWE)

Location : Addis Ababa, Ethiopia (with frequent travel to regions)
Vacancy Type : External Vacancy
Application Deadline : 
Type of Contract : Individual contract
Languages Required : English
Expected Duration of Assignment : 1 year with possibility of renewal
Report to Strategic and Planning Director

Background

The Government of Ethiopia has declared its commitment to gender equality, equity and the empowerment of women by stipulating the rights of women in its Constitution and by revising the Family Law and the Criminal Law in 2004. Gender disparities remain particularly vivid in Ethiopia, despite marked progress in recent years (particularly in access to primary education). Ethiopia’s ranking in the 2012 Global Gender Gap Report (118th out of 135 countries), though an improvement from the previous position, reflects the prevalence of resilient gender roles and stereotypes. The position and empowerment of women and girls in society are hindered by negative attitudes perpetuating inequality affecting all aspects of their lives. Although women’s political representation has improved over the years, negative social perceptions about the leadership ability of women, their low socio-economic status, low educational and skills levels and lack of strong role models all contribute to women still being largely underrepresented in decision-making positions. The burden of household chores and inequitable access to higher education also limit women’s ability to enjoy the opportunities and benefits of citizenship as men on an equal footing in the economic sphere.

The Gender Equality and Women’s Empowerment Joint Programme (GEWE JP) articulates the support of UN Agencies to the Government of Ethiopia (GoE) in its efforts to further improve the lives of Ethiopian women and support the realization of their rights, in line with its international commitments. The GEWE JP is aligned with the Growth and Transformation Plan, the overarching national development strategy as well as sector-based plans, strategies and policies. The GEWE JP is grounded in the UN Development Assistance Framework for Ethiopia, jointly agreed by the GoE and the UN Country Team (UNCT). The GEWE JP is executed at Federal and in all the regions with focus on a set of strategies and synergies encompassing the work of six UN agencies,( UN Women, UNFPA, ILO, UNDP, UNICEF and UNESCO ) and
of government lead by MoWCYA and MoFED. The JP GEWE is a four years program that runs from July 2012 to 2015 with a total budget of 35,502,303 USD. JP GEWE has four interlinked and complementary Outcomes:

7. Women have increased income for improved livelihoods
8. Women and girls have increased opportunities for education, leadership and decision making
9. Federal and Local level government institutions have strengthened their capacity to implement national and international commitments on gender equality and women’s empowerment
10. Federal and local level institutions and communities have enhanced their capacity to promote and protect the rights of women and girls.

The Programme identifies three areas where change needs to happen in order for progress to be made on gender equality and empowerment of women. Changes need to take place at the individual level, institutional level and at the community level. The joint programme will therefore adopt a multi-sectoral and comprehensive approach taking place at different levels. Interventions in all the three levels will reinforce and support each other by maintaining horizontal linkages using different entry points at the implementation level. The interventions will focus on building individual skills and knowledge in business and entrepreneurship skills, functional literacy and post-primary education. The development of such skills will therefore lead to individual women and girls having confidence, voice, influence and access to services and opportunities. The second and third interrelated strands of the programme are based on the fact that the achievement of individual capabilities requires support from the community as well as institutions.

Given the huge task of coordinating and harmonizing the multi-sectorial and multi-partner program, MoWCYA is seeking to recruit a National Programme Manager to play a leading role in the coordination, management and monitoring of the Joint Programme on Gender Equality and Women’s Empowerment, and substantively and technically contributing to the implementation of the programme at national and regional levels. The National Programme Manager will be recruited and placed at MoWCYA to support the day-to-day programme coordination and management, including monitoring and reporting of the joint programme. The coordinator will play an active role in the joint programme by maintaining close touch and working relationship with all relevant processes/directorate within MOWCYA as well as UN Agencies.

Duties and Responsibilities

The National Programme Management, under oversight of the Strategic and planning directorate director, and in close working with the different directorates of MoWCYA will play a lead role coordinating the delivery of the Joint Programme on Gender Equality.

As part of core duties, the National Programme Management will undertake the following responsibilities: Planning, Managing, Coordination, Implementation support, Monitoring and Evaluation and Reporting, capacity building of partners at sectorial and regional and contribute to internal and external communication and advocacy, knowledge management, and any other relevant assigned duties.
Programme Management and Coordination:
1. Design and lead coordination mechanisms in full consultation with the TWG GEWE and the Program Management Committee and all partners from government and civil society;
2. Closely work with all IPS, advise the Gender JP Management Committee and the Coordinating Agencies (UN Women, UNFPA and MoFED) on the implementation of the joint programme and make recommendations on both substantive and financial issues, including consolidation of work plans, budget revisions and their presentation for approval;
3. Take initiative in, facilitate and support the Gender Joint Programme Working Group/Gender Team and partners in the preparation of annual work plans, budgets and results frameworks for the joint programme and other programmatic frameworks as appropriate;
4. Supervise and manage programme staff.

Implementation support:
1. Ensure that all partners work together to deliver the programme, in compliance with work plan;
2. Facilitate the delivery of the joint programme by leading & promoting a coordinated approach to delivery across different Outcomes/Outputs;
3. Support all partners’ implementation of the programme through direct assistance and technical/operational advice;
4. Lead the process of managing financial resources for achieving results in line with the outputs and activities outlined in the joint programme document and annual work plan;
5. Manage delivery of results and ensure efficient and effective use of resources;
6. Prepare half yearly and annual progress reports (for sharing with all stakeholders and others) and organize, correspondingly quarterly and annual progress reviews;
7. Actively participate at the regular TWG meetings and assist in organizing meetings of the PMC, support preparation of inputs for different forum, as required, support and backstop the sectorial and regional IPs;
8. Support creation of an enabling environment for high level performance of all partners in meeting the benchmarks established in the joint programme document.

Capacity building:
1. Promote national ownership by supporting the government in its guiding role within the joint programme and strengthen MoWCYA’s capacity, to fulfill its coordination and leadership role.
2. Facilitate a strong focus on capacity development in relation to all activities in the joint programme taking into consideration the need of the government, UN agencies, CSOs, local authorities and other development partners;
3. Facilitate capacity building in consultation with the different directorates of MoWCYA, regional IPs, UN participating agencies and implement transfer of know-how through training and learning events;
4. Document the experience of capacity development initiatives and lessons learned;
5. Monitor and review regularly the achievements of capacity development initiatives and ensure follow-up support.

Communication and advocacy:
1. Establish and facilitate implementation of the communications and public information plan in coordination with the Public relations (PR) directorate of MoWCYA, UN agencies TWG and other relevant stakeholders in relation to the JP GEWE.
2. Support development and implementation of a communication strategy for the JP GEWE and
work closely with the communication/PR directorate of MoWCYA (including establishment of partnerships with media);

3. Prepare short briefs and provide information for PR for press release and publications regarding the JP GEWE.

M&E and Reporting:
1. Prepare together with the Technical Working Group, Management Committee and in consultation with all partners, results frameworks for each output and establish performance and impact assessment indicators and system;
2. Draft joint monitoring plan upon approval of the TWG GEWE, ensure implementation as per plan;
3. Ensure the implementation of the monitoring and evaluation plan, in a participatory manner;
4. Support partners in preparing contributions to, and compile narrative and financial reports for the programme and the Technical Working Group for input, before they are sent to the Coordinating Agencies and finally to the Programme Management Committee;
5. Play the lead role in preparing for biannual reviews and monitoring visits to JP GEWE operation Woredas;
6. Ensure together with TWG, that the joint programme complies with all donor requirements, and that support and advice from partners are fully utilized;
7. Maintain the quality of reports particularly ensure that progress reports are based on RBM principle.

Knowledge Management:
1. Support the Program Management Committee in identifying good practices and lessons learned and documenting this knowledge;
2. Lead the process of knowledge creation and dissemination related to JP GEWE. In this context, partner with practitioners and members of the UN networks and leadership of the practice and sub-practice teams in the partner UN entities;
3. Promote the substantive quality of all knowledge products, reports and services, and ensures effective integration and compatibility with other practice areas;
4. Contribute to the production of reports and publications, and serve as peer reviewer;
5. Forge links with other initiatives to identify good practices and share lessons.

Competencies:

Corporate Competencies:
Well familiar with government policy and regulation including financial systems and also on areas of priorities for GOE in general and that of MoWCYA in particular.

Functional Competencies:

Knowledge Management and Learning
1. Ability to promote a knowledge sharing and learning culture in the office;
2. Good knowledge of current multi-sector development issues and gender equality and women’s empowerment;
3. Capacity to provide policy advice and skills in advocacy and leveraging programming to promote broader lessons learned and policy change;
4. Ability to assess knowledge needs, prepare learning plan and guide application of newly acquired skills.

**Development and Operational Effectiveness**
1. Commitment and skill in promoting national ownership of programming;
2. Ability to promote team work and shared ownership and commitment to a joint programme;
3. Ability to lead strategic planning, results-based management and reporting;
4. Ability to lead formulation, implementation, monitoring and evaluation of development programmes and projects, mobilize human and skills resources;
5. Good knowledge of results based management;
6. Ability to support others in work planning, monitoring and review;
7. Very good financial skills to manage complex funding arrangements;
8. Ability to lead implementation of new systems for better coordination and delivery of work.

**Coordination, Management and Leadership**
1. Excellent demonstrated ability to coordinate multi sectorial and multi partner programmes
2. Demonstrated ability to focus on impact and result and to act on feedback;
3. Constructive attitude and ability to approach work with positive energy;
4. Demonstrated strong oral and written communication ability;
5. Ability to builds strong relationships within the ministry ,sectorial ministries, regional IPs and the UN participating agencies ,and with external l stakeholders;
6. Ability to stay calm and work under pressure;
7. Demonstrated openness to change and ability to manage complexities.

**Substantive knowledge**
1. Good substantive knowledge in any one of the following areas: gender mainstreaming in policy and legislation, multi-sector policy and programming response to gender based violence, public sector and governance reform and feminist economics;
2. Good knowledge of human rights based approaches

**Required Skills and Experience**

---

**Education:**
- Master’s degree in human rights or development studies or economics or and other relevant social science filed with a gender component (or if gender component is lacking, at least, five years of work on gender equality). Knowledge of government policies and procedures.

**Work experience and skills:**
1. Minimum 5 years of relevant work experience in the area of development or governance or public policy of which at least five years of professional experience in programme/project management;
2. Experience in designing and implementing joint programming or a joint programme /project with capability to empower and develop the capacity of IPs at different levels ;
3. Experience providing advisory services in the area of gender equality with proven expertise in writing cogent and convincing policy and programme documents for development practitioners
4. Experience coordinating multi-partner, multi sectoral programmes, and proven experience in partnership building and networking;
5. Excellent communication skills and track record in donor relations;
6. Advanced user level computer skills and strong knowledge of various software including Excel, Power point and Word;

**Languages:**
- Fluency in English and Amharic (knowledge of additional local languages desirable)