

# **Ethiopia**

## **Mid-Term Evaluation**

**Thematic window: Gender Equality and Women  
Empowerment**

**Programme Title: Leave No Women behind (LNWB)**

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## **Prologue**

The current mid-term evaluation report is part of the efforts being implemented by the Millennium Development Goal Secretariat (MDG-F), as part of its monitoring and evaluation strategy, to promote learning and to improve the quality of the 128 joint programs in 8 development thematic windows according to the basic evaluation criteria inherent to evaluation; relevance, efficiency, effectiveness and sustainability.

The aforementioned mid-term evaluations have been carried out amidst the backdrop of an institutional context that is both rich and varied, and where several UN organizations, working hand in hand with governmental agencies and civil society, cooperate in an attempt to achieve priority development objectives at the local, regional, and national levels. Thus the mid-term evaluations have been conducted in line with the principles outlined in the Evaluation network of the Development Assistant Committee (DAC) - as well as those of the United Nations Evaluation Group (UNEG). In this respect, the evaluation process included a reference group comprising the main stakeholders involved in the joint programme, who were active participants in decisions making during all stages of the evaluation; design, implementation, dissemination and improvement phase.

The analysis contained in the mid-term evaluation focuses on the joint program at its mid-term point of implementation- approximately 18 months after it was launched. Bearing in mind the limited time period for implementation of the programs (3 years at most), the mid-term evaluations have been devised to serve as short-term evaluation exercises. This has limited the scope and depth of the evaluation in comparison to a more standard evaluation exercise that would take much longer time and resources to be conducted. Yet it is clearly focusing on the utility and use of the evaluation as a learning tool to improve the joint programs and widely disseminating lessons learnt.

This exercise is both a first opportunity to constitute an independent 'snapshot' of progress made and the challenges posed by initiatives of this nature as regards the 3 objectives being pursued by the MDG-F; the change in living conditions for the various populations vis-à-vis the Millennium Development Goals, the improved quality in terms of assistance provided in line with the terms and conditions outlined by the Declaration of Paris as well as progress made regarding the reform of the United Nations system following the "Delivering as One" initiative.

As a direct result of such mid-term evaluation processes, plans aimed at improving each joint program have been drafted and as such, the recommendations contained in the report have now become specific initiatives, seeking to improve upon implementation of all joint programs evaluated, which are closely monitored by the MDG-F Secretariat.

Conscious of the individual and collective efforts deployed to successfully perform this mid-term evaluation, we would like to thank all partners involved and to dedicate this current document to all those who have contributed to the drafting of the same and who have helped it become a reality (members of the reference group, the teams comprising the governmental agencies, the joint program team, consultants, beneficiaries, local authorities, the team from the Secretariat as well as a wide range of institutions and individuals from the public and private sectors). Once again, our heartfelt thanks.

The analysis and recommendations of this evaluation report do not necessarily reflect the views of the MDG-F Secretariat.

# **MTE Fnal Draft Report**

## **Millenium Achievement Development Goal Fund Joint Programmes Evaluation for 2010**

*Mid-Term Evaluation of implementation of the MDG-F Joint  
Programmes*

**Window: Gender Equality and Women's Empowerment**

**Country: ETHIOPIA**

**Leave No Women Behind (LNWB) UN Joint Programme**

**Region: Africa**

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### **List of Acronyms and Abbreviations, Translations**

AA	Administrative Agent
BoA	Bureau of Agriculture
BoFED	Bureau of Finance and Economic Development
BoWA	Bureau of Women Affairs
BoWA	Bureau of Women Affairs
CC	Community Conversation
DA	Development Assistants
DHS	Demographic Health Survey
FACE	Funding Authorization and Certificate of Expenditure
FGM	Female Genital Mutilation
GoE	Government of Ethiopia
HTM	Harmful Traditional Practices
JP	Joint Programme
LNWB	Leave no Woman Behind
MDGF	Millennium Development Achievement Fund
MDGs	Millennium Development Goals
MIS	Management Information System
MoA	Ministry of Agriculture
MOE	Ministry of Education
MoFED	Ministry of Finance and Economic Development
MoWA	Ministry of Women Affairs (Ministry of Women, Children and Youth Affairs)
MoWCY	Ministry of Women, Children and Youth Affairs
MTE	Mid Term Evaluation
NSC	National Steering Committee
PMC	Programme Management Committee
PC	Population Council
RC	Resident Coordinator
RCO	Resident Coordinator's Office
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
WFP	World Food Programme
<b>Translation</b>	
Kebele	Sub-district
Woreda	District

## **Acknowledgement**

Special thanks to UNFPA and WFP for a very well organized Mid term Evaluation Programme.

Thank you to - MoWA and the Bureaus of Women Affairs in Amhara and Tigray, for the good coordination of the meetings and for the active participation and interest in the MTE. I would like to thank the respective Programme Coordinators at regional level and district coordinators in all the districts visited for excellent mobilization of communities.

Please also allow me to acknowledge, recognize and thank in a special way, the active participation of Ane Etxebarria, UNFPA JPO, Yidnekachew Tilahun, UNFPA NPO, Miyuki Koga, Programme Officer, WFP, and Bethel Terefe the National Programme Coordinator, Ministry of Women, Children and Youth Affairs (formerly MoWA), who were tireless and fully participated in the MTE. Your contribution, ideas and insight were very valuable.

## **EXECUTIVE SUMMARY: ETHIOPIA GENDER JOINT PROGRAMME MID TERM EVALUATION**

### **Introduction**

*Ex 1.* The Ethiopia Gender Joint Programme, is one of the United Nations Joint Programmes (JP) in 49 Countries, funded by the Millennium Development Goals Achievement Fund (MDGF), through a partnership agreement with the Government of Spain and UNDP, signed in 2006. In Ethiopia, the MDGF supports 5 UB joint programmes worth US \$ 26.5 million, among them, *Leave no Woman Behind* (LNWB), which amounts to US \$ 7.5 Million for three years starting February 2009 and ending February 2012.

*Ex 2.* LNWB falls under the MDGF thematic Window, “Gender Equality and Women’s Empowerment”. The Gender JP is signed on behalf of the Government of Ethiopia (GoE) by the Ministry of Finance and Economic Development (MoFED) and Ministry of Women, Children and Youth Affairs ( MoWCY, formerly MoWA), and on behalf of Spain, the Spanish Ambassador to Ethiopia. The UN Resident Coordinator is signatory on behalf of the United Nations. UNDP is the Administrative Agent(AA) for the Joint Programme. The Participating UN agencies are UNFPA and WFP, with UNFPA as the Joint programme lead agency.

*Ex 3.* Programme implementation is coordinated by the Bureaus of Women Affairs in Tigray and Amhara regions, implementing with key local government bodies, Bureau of Agriculture (BoA) in both Tigray and Amhara Regions, Cooperatives Promotion Agency in Amhara Region and Cooperatives Promotion and Marketing Development Agency in Tigray, Bureau of Finance and Economic Development (BoFED), and Bureau of Health.

### **Purpose and objectives of the evaluation**

*Ex 4.* The Mid-Term Evaluation (MTE) is part of the MDGF Monitoring and Evaluation (M&E) System, aimed to improve implementation of the programme objectives. The MTE will be used to inform the remaining part of programme implementation.

### **Methodology used in the evaluation**

*Ex 5.* The methodology used included literature review, interviews and focus group discussions. A field mission was organized to Amhara and Tigray regions. National level technical staff of MoWCY, UNFPA and WFP, and regional staff of BoWA and UNFPA (in Amhara) participated in the field work in the respective regions.

### **Goals and aims of the Leave No Woman Behind Joint Programme**

*Ex 6.* The Ethiopia UN Gender Joint Programme, LNWB, has four outcomes. The Programme Outcomes are divided in strategy areas with specific components on Community/Social Mobilization, Literacy and Life Skills, Reproductive Health and Livelihoods support.

### **Relevance**

Ex 7. LNWB is designed to respond to the national priorities addressing the low status of women, and contributes to key priorities of Ethiopia, covered in the Plan for Accelerated Sustainable Development to End Poverty (PASDEP), the National Plan of Action on Gender Equality (NPA-GE), the UNDAF and the MDGs Goals 1 – 7.

Ex 8. LNWB Programme has ownership with national partners lower down to sub-district and community levels. The ownership has been enhanced by the programme management and oversight structures, the Programme Management Committees (PMC) from national level, to regional, district (Woredas) and sub-district level (Kebeles) coordination committees. The involvement of community representatives on the local PMC and in the Community Conversations has **created confidence and buy-in** into the programme by the communities.

### Efficiency

Ex 9. The financial management system for LNWB is integrated in the Ethiopia public financial management system. The Regional State governments of Amhara and Tigray States are responsible for implementation of LNWB. Amhara receives 65% of the fund and Tigray 35%, according to a population criteria followed in the country. Reporting to the Government and UN Agencies is on a quarterly basis, through BoFED. Reporting to MoWCY is minimal. Programme Coordinators were recruited at national, regional and district levels, and finance officers were recruited at Woreda level. Procured vehicles had not been used due to delays in official clearance and registration by MoWCY.

Ex 10. The LNWB programme strategy and approach is simple, structured, clear on what to do, who to target and within which time frame to implement the programme. The messages are easily replicated from one administrative level to the other and from one Kebele to another. The approach is systematic and guides implementers on the timing and chronology of events. The process is transparent to the communities. The programme manifests elements of strong coordination, with involvement of several levels of administration and large groups of stakeholders for example, NSC, technical committees, cooperatives, component groups at community level and groups of trainers. Coordination mechanisms for the programme have been established at National level to the regions. Leadership and Coordination among UN Agencies and their relationship with the government partners is appreciated and respected, and UNFPA and WFP work with the partners as “one”.

Ex 11. There is progress in data collection on inputs and activities. Challenges exist in monitoring indicators for change. Despite delays in programme implementation, the programme roll out has continued to be within reasonable schedule, with most of the activities for Year One work plan completed within the first quarter of year two.

### Effectiveness

Ex 12. Significant progress in implementation of activities has been made under ALL the outputs, and the programme is on track. Benefits at household level are reported by many women interviewed, in all programme component areas. The primary



beneficiaries of the programme are women. The programme approach has achieved the integration of all strategies on the same beneficiaries. A holistic approach to development for the women is used. LNWB has been successful partly because its implemented through local government structures that reach communities.

*Ex 13.* Training is an overrunning strategy for all components, from Training of Trainers TOT to training of community members. The programme has delivered training on HIV and AIDS, Reproductive Health including Family Planning, Income Generation and various small enterprises, literacy and life skills. Medical materials such as drugs and furniture and equipment have been supplied to the health posts. There is increased confidence in the health Centers by the communities. The increased knowledge of Reproductive health issues by women combined with reproductive health services supported by the programme has led to increase in health seeking behaviors of the women. Positive results from programme investments are evident in the community, for example increase in the asset base of some of the beneficiaries met during the MTE.

*Ex 14.* Community Conversation has stimulated community dialogue and consciousness on HIV and AIDS and Reproductive Health issues, Harmful traditional Practices such as FGM, teeth removal, body tattoos, child marriage and several others. Communities gave testimonies of observable changed behavior among beneficiaries of LNWB.

### **Challenges**

*Ex 15.* The disharmony between funds release and workplan schedule has created a cycle of delays which the programme is caught into, resulting in rushed implementation, rushed funds liquidation and work overload on the part of implementers. Maintaining the literacy trainers in Tigray was a challenge due to limited incentives for the trainers. Deviations in the strategy are noted, especially in Amhara, for example distribution of scholastic materials for poor female students, and payment of “perdeim” to beneficiaries of credit. In one Kebele in Sekela, Men participated in Literacy training. The involvement of men has brought unexpected strategic benefits for the women and for the programme.

*Ex 16.* The programme has documented data, for example the number of trainings carried out, the number of participants per center, number of beneficiaries for the livelihoods component etc. There are still challenges with documentation of change.

### **Sustainability**

*Ex 17.* The financial sustainability of LNWB is not assured after the 3 years. There is no evidence of continuation of programme after its end, and no clear exit strategy from communities. The official expected end date for the programme based on the funds release of February 2009 is February 2012. The matter of programme duration, also discussed in the NSC is yet to be resolved, however, the MDGF/MDTF has released guidelines for no cost extension.

Ex 18. Sustainability elements in the programme are evident in the programme integration in government system. Financial Sustainability may not be readily achievable at the end of 3 years. Sustainability of Results, based on the current benefits of women with respect to positive health seeking behaviors, literacy and asset building at household level are likely to continue after the 3 years of the programme. The programme could be sustained through expansion and resource mobilization by government and the UN. However, a new programme under development to address gender inequality, the Flagship Programme seems to be losing the opportunity to build on the strategies and lessons of LNWB in order to consolidate the gains and expand LNWB geographically.

## Lessons and Conclusions

Ex 19. Institutionalization of LNWB into official government structures increases programme ownership by the national partners. Participation of community representatives at the grassroots level has increased transparency in the programme approaches, community trust in the programme and helps achieve high levels of mobilization. The pursuit of an integrated approach in which all components are implemented for the same communities encourages a holistic approach and the different components reinforce each other to strengthen benefits for the target population.

Ex 20. LNWB underlying design and conceptualization is based on simple and community targeted approaches that contributes directly to Six MDG goals 1-6 and partially contributes to Goal 7. The programme directly addresses the needs identified in the baseline, and follows an open and transparent process that is known to the community members. Positive programme results are evident in a relatively short time, through quick multiplication and increase in the asset base of some of the beneficiaries met during the MTE.

Ex 21. UNFPA and WFP have provided mature and coordinated leadership that has strengthened the relationship with the national actors. Both agencies are very clear on their roles and responsibilities of each of the actors and they play more of a facilitative role to the programme.

## Key Recommendations

Ex 22. The Implementing Partners and Participating Agencies should **speed up the pace of implementation** through timely disbursement of funds, and timely reporting in order to cover the expected targets by the end of the 3 years.

Ex 23. **Harmonize and align transfer of funds to the implementation period.** The Participating Agencies should consider six month advance of monies to the regions as has been proposed by the implementing partners, to ease administrative pressure, and allow sufficient time to implement and report programme results.

Ex 24. **All parties involved in LNWB should address Challenges and deviations, share lessons in order to strengthen the programme**

- 24.1. UNFPA & WFP should develop a simple implementation manual how to operationalize the programme strategy for use by Woredas and Kebele staff.
- 24.2. BoWA and Regional Coordinators should strengthen monitoring and supervision of Woredas to ensure compliance to the programme concept and strategy.
- 24.3. The programme staff in the regions should closely monitor participation of men in the programme and document lessons to inform future programming.

**Ex 25. BoWA should Strengthen Monitoring, Evaluation and quality assurance mechanisms of LNWB at all levels of the programme.**

- 25.1. Programme Coordinators should document and report outcome indicators, and write case studies to progressively showcase changes created by LNWB.
- 25.2. MoWCY Coordination Office and Lead Agency should strengthen sharing by the two regions, and facilitate exchange visits for learning and sharing.
- 25.3. WFP and UNFPA should develop auxiliary indicators for monitoring and reporting LNWB's contribution to the 6 MDGs.

**Ex 26. Design and implement an Exit Strategy for LNWB**

- 26.1. UNFPA, WFP, MoWCY should spearhead development of an exit strategy for LNWB by detailing a transition plan for programme sustainability.
- 26.2. MoWCY, UNFPA and WFP should actively advocate to government and fundraise for continuation of the programme after the 3 years.
- 26.3. GoE and the UNCT should build on the lessons and foundation laid by LNWB to expand it through the Gender Flagship Programme.

## Chapter 1

### Introduction

#### 1. Introduction and Background

- 1.1 The Ethiopia Gender Joint Programme, is one of the United Nations Joint Programmes (JP) in 49 Countries, funded by the Millennium Development Goals Achievement Fund (MDGF). The MDGF Achievement Fund is a Government of Spain fund to support the MDGs, provided under a partnership agreement with UNDP and signed in 2006.
- 1.2 The MDGF supports five UN Joint Programmes Gender Joint Programmes in Ethiopia amounting to US \$ 26.5, including *Leave no Woman Behind* (LNWB)<sup>1</sup>. LNWB falls under the MDGF thematic Window, “Gender Equality and Women’s Empowerment”, which contributes towards the attainment of the MDG Goal 3: Promote Gender Equality and Women Empowerment. The Ethiopia Gender JP is supported to the tune of US \$ 7.5 Million for a period of three years. The programme was signed on 31<sup>st</sup> July 2008 and funds transferred in February 2009. Effective implementation of programme activities started July 2009<sup>2</sup>, and the project end should be February 2012, after a three year period.
- 1.3 The Ethiopia Gender JP is signed on behalf of the Government of Ethiopia (GoE) by the Ministry of Finance and Economic Development (MoFED) and Ministry of Women Affairs (now Ministry of Women Children and Youth Affairs), and on behalf of Spain, the Spanish Ambassador to Ethiopia. The UN Resident Coordinator is signatory on behalf of the United Nations, alongside the two JP Participating UN Agencies UNFPA and WFP. UNDP is the Administrative Agent(AA) for the Joint Programme.
- 1.4 The programme oversight lies with the Government of Ethiopia, Ministry of Finance and Economic Planning while MoWYA has the technical oversight for the programme. The Participating UN agencies are UNFPA and WFP. UNFPA is the lead agency for the Joint programme. Programme implementation is at regional and district levels, coordinated by the Bureaus of Women Affairs in Tigray and Amhara regions. Key local government bodies participating in the programme include Bureau of Agriculture (BoA) together with Cooperatives for the livelihoods component, Bureau of Finance and Economic Development (BoFED) for the Finance, Bureaus of Health for Reproductive Health Component, and Education for Literacy and Life Skills, and Women Affairs for Community mobilization/conversations.

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<sup>1</sup> Thematic Windows of other four JPs supported in Ethiopia are: Children, Food Security and Nutrition, Environment and Climate Change, Culture and Development, and; Development and the Private Sector.

<sup>2</sup> MDGF Feedback Message, Ethiopia/Gender, 1<sup>st</sup> Semester 2010

## Purpose and objectives of the evaluation

1.5 The Mid-Term Evaluation (MTE) is part of the MDGF Monitoring and Evaluation (M&E) System<sup>3</sup> that provides an opportunity to examine the progress of the MDGF. According to the TOR, the MTE of the Ethiopia Gender JP aims to improve implementation of the programme. The MTE has three main objectives as follows:

- To discover the programme's **design quality and internal coherence** (needs and problems it seeks to solve) and its external coherence with the UNDAF, the National Development Strategies and the **Millennium Development Goals**, and find out the degree of national ownership as defined by the Paris Declaration and the Accra Agenda for Action.
- To understand how the joint programme **operates** and assess the **efficiency of its management model** in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and institutional mechanisms. This analysis will seek to uncover the factors for success and limitations in inter-agency tasks within the **One UN** framework.
- To identify the programme's **degree of effectiveness** among its participants, its contribution to objectives of the Millennium Development Goals at the local and/or country level<sup>4</sup>.

1.6 The Mid Term evaluation of the MDGF Joint Programmes will be used to improved implementation of the programmes during their second phase of implementation, and generate knowledge, identifying best practices and lessons learned that could be transferred to other programmes.

## Methodology used in the evaluation

1.7 The methodology used included literature review, interviews and focus group discussions. The field mission included staff of the Programme national level Technical Team from MoWA, UNFPA and WFP. At regional level, the team was joined by the regional coordinators and staff of BoWA. Key informant interviews were held with staff, and focus groups discussions organized and held for:

- a) Key informant interviews were held in Addis Ababa with UN Agencies, RCO, MoFED and MoWA and Population Council.
- b) Field Visits were made to Tigray in two districts of Tanqua-Abergele and Naedier Adiet and two Kebeles in each. In Amhara Region, visits were made in the two Woredas of Sekela and East Estie and in one Kebele each.

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<sup>3</sup> MDGF/MDG Achievement Fund, Monitoring and Evaluation System, Learning to Improve, Making evidence work for development.

<sup>4</sup> MDGF: Terms of Reference for the Mid Term Evaluation of Joint Programmes on Gender and Women Empowerment, 2010

- c) Focus Group discussions and key informant interviews were held with District staff in both Bahal Dhal (Amhara) and Mekelle(Tigray). The Evaluation team also held focus group discussions in both regions with the Programme management committees (PMC) at the Woreda and Kebele levels, and also with members of the technical committees. The team met a total of 6 Programme Management Committees (or Programme Steering Committees) in the 2 woredas and 4 Kebeles visited in Tigray, and led focus group meetings with the technical staff at Woreda and Kebele levels. In Amhara, the Evaluation team held focus group meetings with the district/Woreda PMC one focus group meeting with the technical team, and two focus group meetings with the two Kebeles visited.
- d) A total of 7 focus group discussions were held with Community groups of women beneficiaries and one group of men in both Tigray and Amhara.
- e) Meetings were also held with Literacy trainers, Community Conversation mentors, health extension workers and Development Assistants involved in training the communities.
- f) The team made a few visits to the beneficiary households and the health posts supported by the JP.
- g) A meeting to present the preliminary findings was held in Addis Ababa after the fieldwork, with participation of the relevant UN Agencies, RCO, MoWCY, the Regional BoWAs and Programme Coordinators from Tigray and Amhara

### **Limitations and Caveats of the Evaluation**

1.8 There were no outstanding limitations of the MTE. The schedule was initially over booked especially in Tigray region, which created major time limitations. In Amhara region, the schedule was decongested to two districts and one Kebele each. A key stakeholder not met was the Embassy of Spain, mainly because the timing for the MTE was at the time when the relevant Embassy staff were out of the Country.

## Chapter 2

### Interventions and Theory of Change

#### 2. Description of interventions carried out

##### Initial concept

2.1. The Ethiopia Gender JP is implemented through the Ministry of Women's Affairs at national/federal level and through district women affairs offices. The JP is multi-sectoral, and multi agency programme and addressees the status of girls and women. The two participating UN Agencies UNFPA and WFP provide technical support. The implementing partners are the Bureaus of Health, Education, and Agriculture and Rural Development. The JP was designed around the concept of the already existing Early Marriage Programme of UNFPA, in the region of Amhara. With modifications that included livelihoods components, the programme Leave No Woman Behind (LNWB) was adopted and expanded from Amhara to include Tigray Region. The programme geographical coverage is 11 districts in two regions, with a population of 1.6 million people and above.

2.2. A baseline study carried out indicates severe challenges for adolescent girls and women, among them, low with status in society, high rate of Child marriage, limited Reproductive Health knowledge and limited livelihoods opportunities. It also notes that girls aged between 15-19 are likely to be 7 times more infected by HIV compared to boys of the same age. In the area of reproductive Health, the baseline notes disability or death during birth and low maternal health indicators and a very high prevalence of Female Genital Mutilation/Circumcision (FGM/C), at 74% of women in the target area. The LNWB UN Joint programme is designed to counteract the above challenges, and support social mobilization and capacity building, access to reproductive Health and HIV prevention services, life skills and literacy and livelihoods support.

2.3. The Ethiopia UN Gender Joint Programme, LNWB, has four outcomes as follows:

- **Outcome 1:** Increased enjoyment of human rights at grassroots level, through strengthened government efforts in promotion and protection of human rights and community empowerment, with special emphasis on adolescent girls and women.
- **Outcome 2:** Regional Efforts to strategically address gender disparities in literacy and educational attainment, sexual and reproductive health services and GBV are strengthened

- **Outcome 3:** Improved access to and demand for quality, gender sensitive and integrated reproductive health care, including HIV/AIDS prevention services at all levels,
- **Outcome 4:** Target Women and their families enjoy improved and sustainable livelihoods with increased income, improved food and nutrition security and enhanced resilience to shocks.

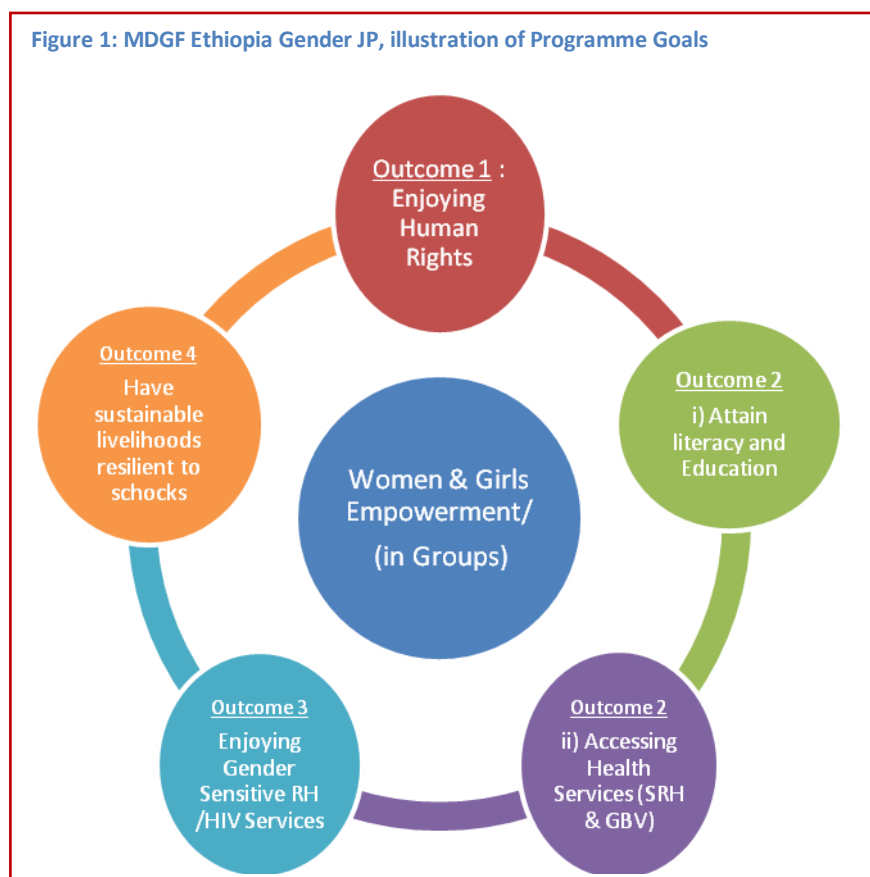
These outcomes have been summarized into four programme components for Community Mobilization, Literacy and Lifeskills, Reproductive Health and Livelihoods support.

### Description of the hypothesis of change in the programme.

#### The Desired Long term Goal :

2.4. The programme, Leave No Woman Behind (LNWB) is designed to work with women who are organized in groups. In most instances, the programmed mobilized community women into groups, and worked with pre-existing in some areas. The groups, especially working with savings and credit have been registered as Women's Cooperatives.

Figure 1: MDGF Ethiopia Gender JP, illustration of Programme Goals



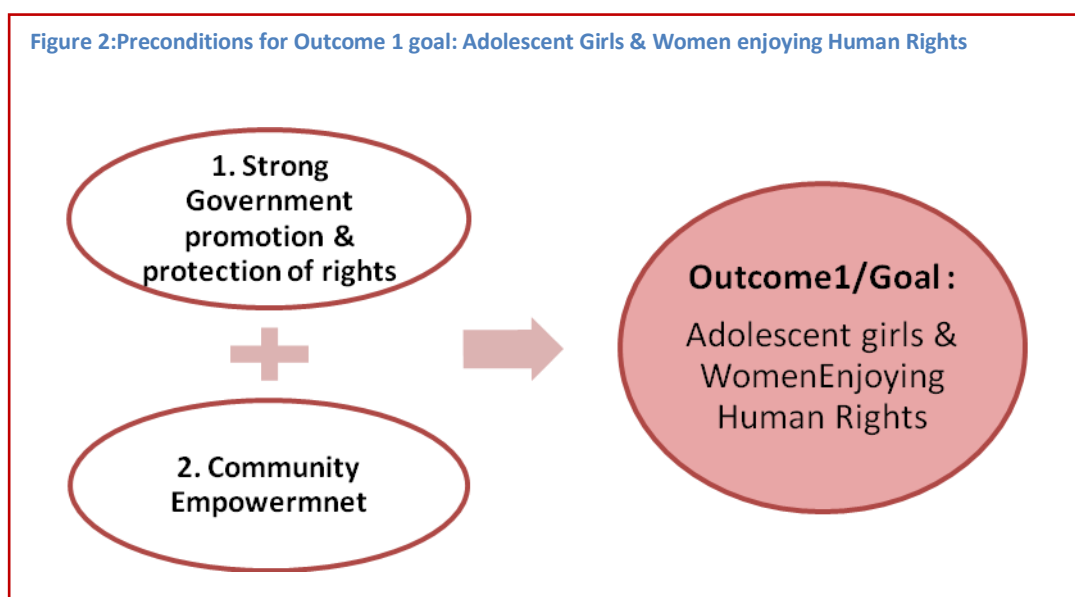
2.5. According to the Joint Programme model, LNWB is a “social mobilization of age- and profile specific women’s groups”. The programme goals are illustrated in Figure 1, revolving around the Women and Girls groups. The programme approach is through community based groups of women. The groups are engaged in life skills training, which are supposed to be linked to Reproductive Health/HIV prevention services. Under the programme, the groups also have livelihoods support interventions. The programme is designed to use community mobilization (conversations) strategy, “to build an enabling environment for girls and women”.



## Preconditions for change

2.6. In order to achieve the programme goals, the preconditions laid out in the programme design have to be in place. The preconditions are the social change required to ensure that the goals are attained. The JP must also invest in strategies that will ensure that the preconditions are met. Below is an elaboration of each programme outcome and the necessary conditions for it to be met.

2.7. **Outcome 1:** Increased enjoyment of human rights at grassroots level, through



strengthened government efforts in promotion and protection of human rights and community empowerment, with special emphasis on adolescent girls and women (see figure 2). The underlying assumption is that, a strong government able to promote and protect the rights of women and girls must be in place for adolescent girls and women to attain their rights. Secondly, the social change that has to happen is that the community must be empowered for them to enjoy their rights. The JP has therefore to invest in strengthening government capacity to protect rights, and also have interventions that lead to community empowerment. The following theory of change is discernible in Outcome 1.

**Theory 1:** Strong **government promotion and protection of human rights**, and **community empowerment** will result in enjoyment of Human rights by adolescent girls and women.

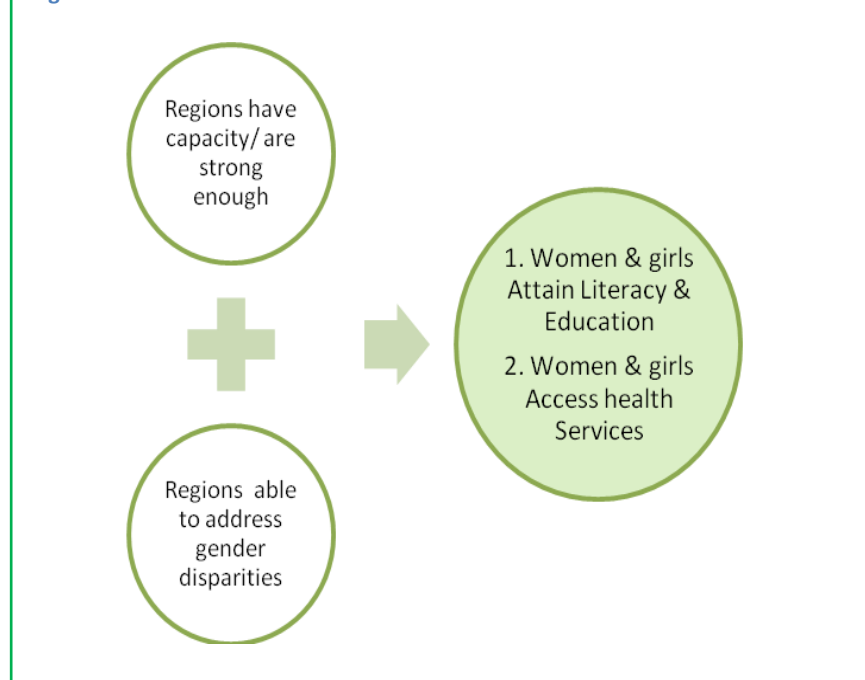
2.8. The outputs focus on increasing community capacity, and building institutional capacities of Ministry of Women Children and Youth Affairs, BoWAs and district Women Affairs Offices. Activities for strengthening community capacity revolve around training of mentors and CC facilitators, Mobilization of women and adolescent girls into groups, and formation of CC sites and conducting bi-monthly Community Conversation sessions.

Interventions for institutional strengthening of Government Staff include training for government staff on GBV and RH, provision of Technical Support and procurement of equipment.

- 2.9. **Observation by MTE:** Some of the training areas under the outputs are similar to areas provided under outcome 3. The programme has invested in creating capacity within communities to discuss and find solutions for their issues, through community conversations. Investment in building capacity of the local government staff at regional and districts levels has been through support with equipment, hiring of staff, contribution to operational budget and training staff as Trainer of Trainers (TOTs) to enable them handle the training for communities. The bulk of the budget is spent at community level which makes this programme more in touch with the communities.

- 2.10. **Outcome 2:** Outcome 2 is: Regional Efforts to strategically address gender disparities in literacy and educational attainment, sexual and reproductive health services and GBV are strengthened. Outcome 2 has two sub goals, one hinged on preconditions for attainment of literacy and education by girls and the second on access to services. The preconditions for the two sub-goals are similar and relate to having a strong regional government able to address the gender disparities (see figure 3). The discernable theories of social change are as follows.

Figure 3: Preconditions for Outcome 2 Goals



**Theory 2:** Strong regional capacity able to address gender inequalities will lead to women and girls attaining literacy and education.

**Theory 3:** Strong regional capacity able to address gender inequalities will lead to women and girls accessing Sexual and Reproductive health, and GBV services.

- 2.11. Under outcome 2, the programme interventions are for improvement of life skills and literacy status of adolescent girls and women. The activities for life skills and Literacy are designed around training in life skills and Literacy, RH and Legal Rights to

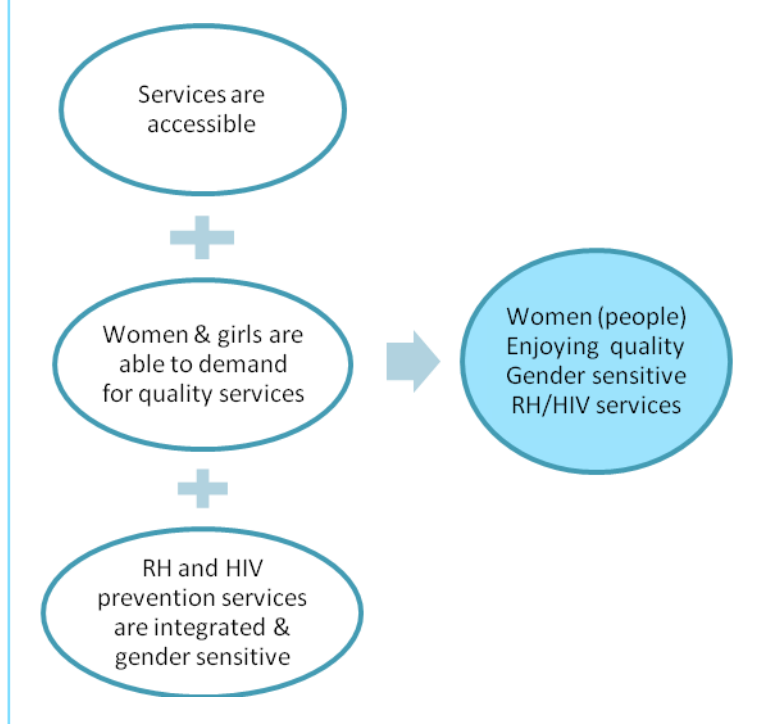
Adolescent girls and women, provision of Basic Alternative Education Adult Functional Literacy and procurement of literacy materials

2.12. **MTE Observation:** The programme has invested, successfully in social mobilization and transfer of skills for literacy to the communities. The trainings is done by the district/woreda officials and CC Facilitators or mentors who are volunteers. To some extent, the LNWB programme interventions have given the regions an opportunity to provide services for literacy and family planning services to the communities.

2.13. **Outcome 3:** Improved access to and demand for quality, gender sensitive and integrated reproductive health care, including HIV/AIDS prevention services at all levels.

Outcome 3 has three related preconditions that will be necessary for the goal to be attained. The first one is that the services must be accessible. The second precondition is that the Women and girls must be sufficiently empowered to demand for the quality services. Thirdly, the Reproductive Health Services must be integrated with the HIV Prevention Services. The Integrated services should also be gender sensitive, by implication, responsive to the needs of not only women and girls, but also boys and men.

Figure 4: Preconditions for Outcome 3



2.14. Discernible from the outcome is the following theory of change for the Gender JP:

**Theory 4:** Availability of services, coupled with capacity for women and girls to demand for services, and existence of integrated and gender sensitive RH/HIV prevention services will lead to enjoyment of quality services by women and girls.

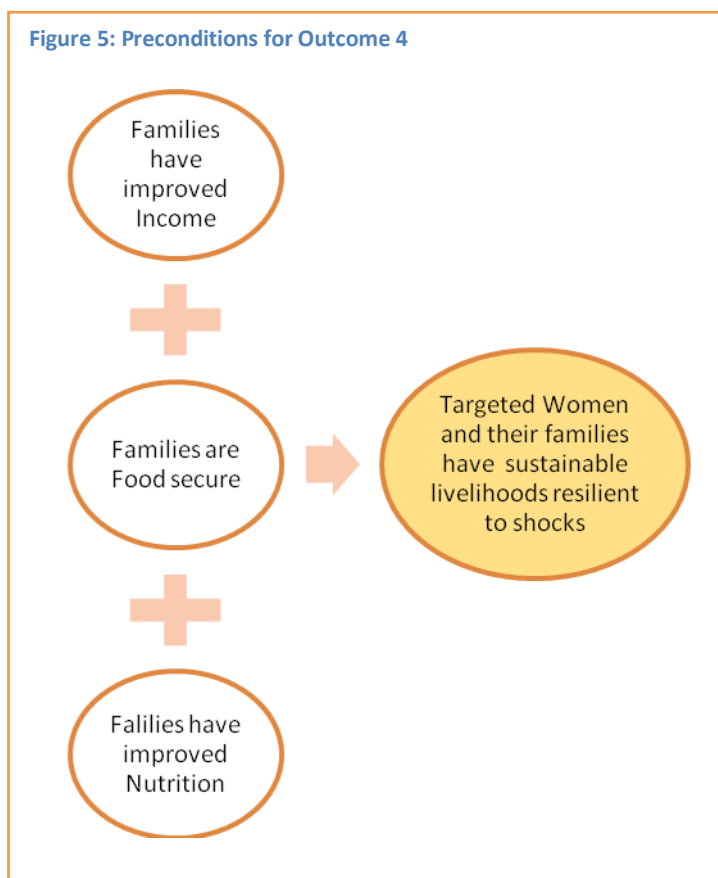
2.15. The programme interventions under outcome 3 must work towards ensuring that the above preconditions are set, in order for the goal to be attained. The intervention areas under this outcome revolve around activities for Reproductive Health. The activities which include production and dissemination of IEC/BCC Materials on RH, GBV, and Gender issues, sensitization and community mobilization, provision of integrated

refresher trainings for Health Extension workers and procurement of health equipment and commodities.

- 2.16. **MTE Observation:** The theory and interventions under outcome 3 are similar to interventions under Outcome 1, especially in relation to training on GBV and reproductive rights. The programme has combined GBV training, especially on harmful traditional practices (HTP) with other interventions in community conversations or health training, reflecting a strong sense of integration of issues in the approach.

- 2.17. **Outcome 4:** Targeted Women and their families enjoy improved and sustainable livelihoods with increased income, improved food and nutrition security and enhanced resilience to shocks. Outcome four goal is that Targeted women and their families have sustainable livelihoods, that are resilient to shocks. In order to attain this goal, three preconditions have to be in place. One is that families will have improved income, two is that families will be food secure and three; the families must have improved nutrition. The livelihood programme provides credit aimed at increasing the asset base and services for rural women. The Joint Programme theory discernable from outcome 3 is as follows:

Figure 5: Preconditions for Outcome 4



**Theory 4:** Improved income, food security and nutrition for targeted households of women will result in sustainable livelihoods for the targeted households, and they will be resilient to shocks.

- 2.18. There are three intervention areas for Livelihoods support. The first area revolves around Training of Trainers (TOT) on livelihood skills. The TOT trained women and adolescent girls in income Generating Activities (IGAs), and provide them with agricultural tools. The second intervention area is for preparation of communities for a credit scheme. This involves identification of candidates for the credit scheme, mobilizing them for credit and savings, training them in credit and savings management and offering specific training on specific IGAs of interest to the participants.

2.19. **Observation of MTE:** The MTE looked at to what extent the interventions will address issues of income, food security and nutrition. The JP has mobilized women in Cooperatives and provides skills and credit to women to build their asset base and increase the income.

## 2.20. **Observation on the Interventions**

The interventions for Outcomes 1-4 revolve around five main areas as follows:

- i) **Social mobilization** that is group based and involving mobilization of CC Facilitators/mentors.
- ii) **Training** for the target women, adolescent girls and government staff either in RH, GBV, Literacy Education or in credit management
- iii) **Materials production:** for literacy or IEC/BCC materials for mass campaigns
- iv) Provision and procurement of **Equipment**, and lastly
- v) Provision of **Credit**.

2.21. **Indicators:** Implementation of the JP started with establishing a baseline in the 2 regions of Amhara and Tigray. The Baseline will provide a good basis for assessing impact at the end of the programme. The JP design elaborates various quantitative indicators around numbers, proportions and incidences. The commissioned baseline is not yet finalized. However, the corresponding pre-existing official government data is sufficient for the program to work with for the time being.

## 2.22. Key Evaluation questions

The TOR list key evaluation questions that provide a framework for the MTE. There are four focus areas of **Relevance, Efficiency, Effectiveness, and Sustainability** as indicated in the table below. The MTE assessed the programme design and ownership, work processes and operations, management arrangement and coordination mechanisms and how these facilitate or hinder achievement of Joint programme results. Lessons learned are documented in the report and recommendations provided.

Sample Questions for the Evaluation		
Evaluation Criteria		Key Questions
1.	Relevance	1.1. To what extent are the programme goals, objectives and strategies based on analysis of the gender context and needs of women and girls? 1.2. To what extent are the programme strategies aligned to the National development Priorities for Ethiopia, the UNDAF goals and the MDGs? 1.3. To what Extent are the programme strategies aligned to the principles for Aid Effectiveness (Accra Agenda for Action and Paris Declaration)? 1.4. To what extent did the key stakeholders in the country participate in setting programme priorities and designing the Joint Programme?
2.	Effectiveness	1.5. To what extent are the programme implementation results and interventions focused on planned results ? 1.6. To what extent are planned interventions been achieved or expected to be achieved? What are the facilitative factors and what hinders? 1.7. What evidence exists that reflects progress on achievement of results? 1.8. To what extent are issues of gender inequality, HIV and AIDs, and Violence Against women , well articulated to the public and with what results? 1.9. How does the programme function?
3.	Efficiency	1.10. How do the programme operations and management function and how do they facilitate attainment of programme outcomes? 1.11. To what extent does the programme model facilitate coordination among counterparts, partners and government stakeholders? 1.12. To what extent is the implementation of programme components on schedule? How do they relate to each other? 1.13. To what extent are work methods among UN agencies harmonized, and information shared? 1.14. To what extent are the intended target group involved in the programme?
4.	Sustainability	1.15. What Evidence is in place to show increased adaptation of programme ideals by the counterparts? 1.16. To what extent are intended capacities built likely to be further used for attainment of programme long term goals 1.17. To what are the programme ideals and strategies taken up by counterparts?

## Chapter 3

### Evaluation Criteria and Questions

#### 3. Levels of Analysis: Evaluation criteria and questions

##### Relevance

- 3.1. The programme relevance in this MTE is assessed according to some key indicators of aid effectiveness promoted by the Paris Declaration and Accra Agenda for Action. A key evaluation question is *to what extent are the programme strategies aligned to the principals of aid effectiveness and (the Accra Agenda for Action and Paris Declaration)*. MTE question on relevance include: to what extent are the programme goals and objectives and strategies based on analysis of the gender context and needs of women and girls; to what extent are the programme strategies aligned to the national development priorities for Ethiopia, UNDAF Goals and the MDGS. The review also assesses to what extent the stakeholders in the country were involved in the designing and setting priorities of the joint programme.
- 3.2. The Paris Declaration commits to Principles of *Ownership* in which the partner countries exercise leadership and coordination of development, *alignment* to national development strategies, institutions and procedures, *harmonization* and collective donor actions, *managing for results* including improving decision making for results, and *mutual accountability* where both donors and partners are accountable for results. The Accra Agenda for Action commits to accelerate progress on Aid Effectiveness in the key areas of *strengthening country Ownership*, building effective *partnership for development*, and *delivering and accounting for development results*.
- 3.3. **Alignment to National Priorities & UNDAF:** The Ethiopia Gender Joint Programme is designed to respond to the national priorities addressing the low status of women. LNWB, directly contributes to key priorities of Ethiopia, covered in the Plan for Accelerated Sustainable Development to End Poverty (PASDEP)<sup>5</sup> national development plan, PASDEV, and the National Plan of Action on Gender Equality (NPA-GE). LNWB although developed earlier still lies within the priorities of the sector which include among them, education improvement, economic empowerment, health improvement, vulnerability reduction and eradication of Harmful Traditional Practices (HTP)<sup>6</sup>.
- 3.4. LNWB focuses on issues of health and education, HIV and AIDS, and increased incomes of the poor, which are fully aligned to the UNDAF outcomes. The specific UNDAF Outcomes to which LNWB contributes are Outcome 2 on Basic Social services and

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<sup>5</sup> FDRE - Federal Democratic Republic of Ethiopia: PASDEP III, 2010

<sup>6</sup> ,Ethiopia Women's and Children's Development Programme (2010/11-2014/2015), Ministry of Women Affairs, March 2010. Its focus fully incorporates areas of focus of LNWB.



Human Resources, Outcome 3 on HIV/AIDS and Outcome 5 on Enhanced Economic Growth.

3.5. **Alignment to the MDGs:** The programme directly contributes to the MDGs Goal 1 -6, and partly contributes to MDG Goal 7 outlined in text box 1: (see section 4 of the report for detailed analysis).

3.6. **Ownership and Participation:** Ownership of the programme by the Country is expressed from federal level to grassroots, facilitated by the Management structures of PMC and Technical Committee structures from Federal, Regional, Woreda and Kebele levels. Government partners at all levels interviewed said they felt a strong sense of ownership of the programme. The Implementing Partners (IPs) were involved in the programme design at the start and the government has a strong say in the programme. For example, the Government of Ethiopia made the decision that each UN Joint programme must not have more than 2 UN Agencies as the key Participating UN Agencies. Another example is that the agreement with government in-country is that the funds for the joint programme be allocated according to government policy, in which allocations to the region must be proportional to the size of the population. Thus, Amhara receives 65% of the fund and Tigray 35%. At all levels from national to local levels, the PMCs are deeply involved in decision making and determine the direction of the programme.

3.7. At Regional level, a Programme Management Committee and Regional Technical Committee has been formed. At Woreda level, PMC and Woreda Technical Committees are formed. At the lowest administrative level (sub Kebele), the Programme Coordination Committees are formed, composed of the technical team, Kebele administrators, the Chairperson of the Local Farmers Association, Chairperson of the Cooperatives and the Chairperson of the Women's association. The Kebele Coordination Committees ensure that the programme selects and reaches the appropriate beneficiaries. The Programme Coordination Committees members are involved in **mobilization for the different components** and help to identify community members. They also **identify the women to benefit** from the credit, based on the given criteria. This has led to **transparency in selection of participants** in the programme and ensures that the programme **reaches the intended beneficiaries**. The involvement of community representatives in the leadership structures and community leaders in the Community Conversations has **created confidence and buy-in** into the programme

**Text Box 1**  
**LNWB Alignment to MDGs**

**Goal 1**

Eradicate Extreme Poverty and Hunger

**Goal 2**

Achieve Universal Primary Education

**Goal 3**

Promote Gender Equality and Women Empowerment

**Goal 4**

Reduce Child Mortality

**Goal 5**

Improve Maternal Health

**Goal 6**

Combat HIV/AIDS Malaria and Other Diseases



by the communities. The women interviewed said the participation of the leaders and men in some of the programme components has made it easier for the women to get permission from their husbands to benefit from the programme.

- 3.8. **Financial Management:** Implementation of LNWB programme is integrated into the government decentralization system. The responsibility for implementation lies with the Regional State governments of Amhara and Tigray. The financial management system is also of LNWB is also integrated in the Ethiopia public financial management system. The regions directly receive the funding, and in turn transfer the resources to the respective Woredas (districts) which procures or fund the programme activities at Kebeles (sub-districts). The reporting mechanism to government is through the Bureaus of Finance and Economic Development (BoFED) at district and regional levels, to the Ministry of Finance and Economic Development (MoFED). WFP and UNFPA have not harmonized the funds management for the programme and transfer funds to the regions separately, and also receive separate quarterly reports from the regions. Regional staff from BoFED in Tigray expressed desire for the UN Agencies to harmonize so that the regions could at least reduce workload and send the same report to both agencies.
- 3.9. **Mutual accountability:** The regions make separate reports to the UN Agencies on a quarterly basis. Accountability on finances is through regional BoFED to the UN agencies. While the UN Agencies may copy the reports to MoWCY, the reporting link between the regions and the federal ministry is weak. As the national machinery for gender mainstreaming in Ethiopia, the MoWCY has the overall responsibility and technical mandate for gender equality and women's empowerment in the country. MoWCY should impress on the regions to send its reports in order for them to stay closely in touch with the programme, and ensure stronger accountability for LNWB on gender equality goals.
- 3.10. **Capacity Enhancement:** The programme works towards capacity enhancement of the regional governments. The programme did not establish a parallel implementation system, instead, the programme has recruited coordinators to support various levels of Government manage the programmes. A fulltime National Programme Coordinator was recruited as a Technical Adviser for MoWA and to support the Ministry in programme coordination. At regional level, the programme recruited regional coordinators to work with the BoWAs. At Woreda level, the programme supports a woreda coordinator and one finance officer.
- 3.11. The programme has procured equipment and drugs for health Centers, materials, transport such as motorcycles and vehicles and provided technical and backstopping support from national to Woreda level.

## Efficiency

### The Programme Strategy

3.12. The LNWB programme strategy and approach is simple, structured, clear on what to do, who to target and within which time frame. The programme messages are easily replicated from one administrative level to the other and from one Kebele to another. The approach is systematic and guides implementers on the timing and chronology of events. For example, all regions, districts and sub districts visited were very clear on the strategy, when it starts and its scope. Depending on the relevance they mentioned the inception meetings, the selection of trainers, the Training of Trainers (TOTs), the community mobilization and consequent training of the communities. The communities are able to articulate exact number of times each activity is held per month and the exact dates the activities will be implemented. The dates and days may vary from one place to the other, without loss of essence of the programme. For example, Community Conversations are held twice a month on known days and venue, Literacy trainings are held once a week on Saturdays or Sundays depending on the community, Reproductive Health Trainings may be held after the literacy class, or at the community center once a month, depending on the community.

3.13. Furthermore, the programme activities are integrated, hence promoting a holistic approach to the development of the women. There was evidence among all the women met that they had participated in more than two of the programme interventions. For example, women involved in literacy were beneficiaries of the reproductive health training and services, as well as beneficiaries of community conversations or credit.

3.14. The criteria for selection of credit beneficiaries (see box) was also known to the communities. The communities did not contest the current beneficiaries because the process is transparent and the communities know that the current participants fit the criteria.

#### **Ethiopia JP LNWB. Criteria for Selection of Credit Candidates**

- Resident for more than 2 years
- Aged 18 years and above
- Ability to engage productive on IGA
- No bad Credit History of debt
- Willing to participate in all projects activities
- Willing to share experiences with other women
- Out of the above criteria, Priority is given to the following women:
  - Landless women
  - Female Heads of Households
  - School Drop outs
  - Women Living with HIV/AIDS
  - People with Disability
  - Women with no chance of accessing other credit opportunities
  - Limited means of generating income

### Management and Coordination:

- 3.15. There is evidence of good coordination of the programme at all levels. Coordination mechanisms for the programme have been established at National level, where the National Programme Coordinator has been recruited, and regional and Woreda coordinators recruited to facilitate the programme. The Leadership and Coordination among UN Agencies in their relationship with the government partners is appreciated and respected, because they have continually approached the partners as “one”.
- 3.16. The Programme management and coordination structures at lowest levels are functional and have been instrumental in speeding up the programme pace. The Woreda PMC and Kebele Coordination Committee are involved in mobilization of communities, ensuring that credit is given to the individual women and they monitor programme activities at the lowest level.

#### **Planning, Monitoring and Reporting:**

- 3.17. A participatory planning process was followed, in which ideas were generated from the lower levels to regional levels. The regional plans for year one were finalized in June, and implementation started in July. The Year 2 Work plan has been developed in a **bottom up participatory manner** where the districts generated plans up to the regional level and representatives met at regional level to develop the final plan for each region. The year 2 workplans also incorporate some proposals for addressing challenges encountered in year one. For example, in the year 2 workplan, there is provision for greater involvement of the technical staff of Cooperatives at the regional level, and more specific budget for M&E for Livelihoods component.
- 3.18. Both UNFPA and WFP undertake activities jointly and meet partners together. They also undertake monitoring missions jointly and hold meetings with partners jointly. A Programme Monitoring Framework has been developed for the programme, and it is expected to streamline the monitoring of results. Monitoring is mainly by the Woreda levels, which have a budget allocated for the purpose. All Woredas and Kebeles record statistical data on beneficiary numbers, number of trainings, number of trainers and mentors etc. The documented data is consistent with what is on ground and what is known by the community. For example, all **Programme Coordination Committee members at Kebele were knowledgeable on programme specific data, such as the numbers of beneficiaries per component**. This information was consistent with the information provided by the women beneficiaries at the local level.
- 3.19. Progress has been made in collecting data on inputs and activities. For example, beneficiary data is available for all components and activities. Challenges still exist in the monitoring of indicators for change. While the regional level is expected to undertake monitoring of programme implementation, the activity has been under budgeted and resources for monitoring mainly allocated to some components on the Woreda levels. There is **little evidence of monitoring the quality of delivery, and monitoring results**.
- 3.20. **Finances:** A total of US \$7.5 Million was allocated to Ethiopia for the programme, transferred annually based on satisfaction of the 70% expenditure threshold stipulated

in the programme guidelines. The UN Agencies have tried to **harmonize the financial management system to the Ethiopia government system**. Among the challenges mentioned by one region was that the requirement to report finances separately to the agencies, each with information needs was tedious and too administrative. BoFED regions make **separate quarterly financial reports** each for WFP and for UNFPA.

WFP financial reporting guidelines are different from the UNFPA guidelines, and require less detail, while UNFPA asks for more detailed information which BoFED feels should be handled at the time of audits. To cope with the situation, Amhara for example has allocated two of its staff, among other duties, to each handle accounts and report on funds from each Agency. Tigray has one staff member allocated. BoFED still feels that the UN Agencies should **harmonize the reporting requirements and systems** so that the BoWAs can make one uniform report for the two UN Agencies.

### 3.21. Pace of

#### Implementation:

The initial transfer of funds from MDGF JP to the participating UN agencies was in February 2009. Contrary to what is widely documented that the programme implementation started in July 2009, the implementation started in the second quarter of 2009 (around April) with an inception period that

included a planning process to develop the year 1 workplan for each of the regions. In line with government planning policy, **a participatory planning process** was carried out, from Kebeles to the districts and regions. The implication was that implementation of activities could only start in July 2009, **after approval of year one Work Plan and disbursement of funds** to the regions and Woredas. Programme structures were also established during this period.

Table 1: Ethiopia Gender JP, LNWB Budget Status as of June 2010 in US \$

	UNFPA	WFP
<b>Total Approved (3 Yrs)</b>	3,200,362	4,299,638
<b>Budget Disbursed</b>	65%	68%
<b>Total Committed</b>	None	73%
<b>Est. Budget Delivery</b>	56%	73%
<b>Estimated Budget Delivery rate by Outcome</b>		
<b>Outcome 1</b>	64%	
<b>Outcome 2</b>	79%	
<b>Outcome 3</b>	96%	
<b>Outcome 4</b>	73%	

Source: LNWB Programme Reports: Second Semester Report 2010

- 3.22. The **programme roll out has continued to be within reasonable schedule**, with most of the activities for Year One work plan completed within the first quarter of year two. Almost all Woredas in the two regions have rolled out most of the programme activities to the beneficiary Kebeles. There are a few exceptions, for example in Amhara region, East Estie Woreda, the roll out was more comprehensively done in 3 Kebeles instead of 9 for three components of Literacy, CC and Livelihoods. Reproductive Health activities covered all the 9 Kebeles. The Bureau of Education had registered women who would participate in the Literacy component and women's cooperatives had been formed in the six Kebeles.

- 3.23. **Management arrangements:** Ethiopia has worked flexibly with the MDGF guidelines and innovatively adapted to serve the country situation. LNWB, like other JPs reports to the NSC. The political and technical leadership of the programme is clearly defined downwards to Regional Management Committees, Woreda Steering Committees and Kebele Coordination Committees. There is both political and technical leadership at all the levels. The composition of the LNWB management committees stretches along the following levels.
- 3.24. **National Level:** At National level, all the 5 MDGF Joint Programmes have one National Steering Committee (NSC) composed of a representative of Government, in the case of LNWB, the MoFPED and MoWCY Minister, Spanish Ambassador and UN Resident Coordinator. Other representatives such as the Heads of the Participating Agencies are invited by the co-chair. The RC and Government Representative co-chair the meetings. The combined NSC has been established to provide one platform for aligning and harmonizing leadership to all the JPs in Ethiopia. Each Programme is given an opportunity to report progress at the NSC meeting. Common challenges are also addressed jointly and lessons shared. The National Programme Coordinator of LNWB and technical staff of the Agencies are in attendance at the NSC and presents to the NSC a status report of the programme.
- 3.25. **Programme Management Committee (PMC):** The PMC operates at Federal level, and has been composed of technical staff from WFP, UNFPA, MoWCY and other relevant government counterparts and joint programme managers and experts on invitation. The PMC provides operational guidance and coordination of the JP especially between the UN Agencies and MoWCY. Among the activities carried out include the joint monitoring visits.
- 3.26. **Regional Programme Management Committee:** The regional PMCs have been established to provide oversight for the project at regional level. The regional PMC is chaired by the Bureau of Women Affairs and include departmental heads of the various participating technical ministries namely: BoA, BoFED, Bureau of Education, and Bureau of Health. During year one, Cooperatives office was not originally included in the Regional Steering Committee. At the time of the programme design, it was not yet known whether the credit to be given to the women would be provided through a Micro Finance Institution (MFI) or Savings and Credit Cooperatives. After the commencement of the programme, it was decided that the credit is provided through women's cooperatives with supervision of the Cooperative Promotion Agencies in the regions, based on assessment and design work of WFP and the implementing partners. In year two, the regional PMC composition has been expanded to include the Regional Head of Cooperatives. Both Tigray and Amhara had established the committees, with varying functionality. The regional PMC in Tigray was functioning more regularly and met on a quarterly basis while in Amhara, the regional PMC meetings were said to be less regular.
- 3.27. **Woreda Level Programme Management Committees(PMC) and Kebele level Programme Coordination Committees:** Each district and sub-district levels have established a programme management committees and a technical committee to

provide technical oversight. The Kebele level coordination committees are composed of representatives of the local government administration, farmers representatives, representative of the local cooperatives, representative of a women's group (at Kebele level), and heads of technical departments implementing the programmes at district level. The PMCs are supposed to meet quarterly but in both Amhara and Tigray, they met monthly in order to fast track the implementation of the programme. The Kebele level Coordination Committee is a grassroots-frontline- based committee. They are very instrumental in community mobilization, building community confidence in the programme and ensuring that LNWB is transparent to the community. The Kebele Programme Coordination committees are involved in the selection of beneficiaries, which has ensured that the programme benefits the intended target group. Both the Woreda PMC and Kebele Programme Coordination Committees are chaired by the heads of the local administration at each level.



Sholect, Amhara: Kebele Technical and Coordination Committee members during the MTE, 3<sup>rd</sup> Nov. 2010. Attended by members including Agriculture Supervisor (DA), CC Facilitators/mentors, School Principals, Teachers etc. MTE Photo by Ane Etxebarria

**3.28. Technical Committees:** Technical committees of the programme have been established at all levels from national to regional, district and Sub-district levels. At all levels, the technical committees are composed of technical staff directly involved in programme implementation, and the substantive LNWB coordinators at their respective levels – Regional and district (Woreda Coordinator and Finance staff). Technical Committees meet on a quarterly basis, but most of the committees had met more frequently as issues arose. At the National Level, the technical committee is composed of technical staff of WFP and UNFPA involved in the programme and LNWB National Coordinator based at MoWA.



## Effectiveness

### Progress on targets for the Outputs:

3.29. Significant progress has been made to start implementation of activities under ALL the outputs and the programme is on track in most of the areas. LNWB is designed to benefit 254 000 people of which 100 000 will be adolescent girls and women, from which 8000 would receive micro-credit for the livelihoods component. Literacy and life skills targets Girls in the range 10- 19 years old and women in the range 20 – 49 years old. The total district coverage is 11 districts, 5 districts<sup>7</sup> in Tigray region and 6 districts<sup>8</sup> in Amhara region. The districts Visited in the MTR were Naeder Adet and Tanqua Abergele in Tigray and Sekela and East Estie in Amhara region. Data for February 2010 (1<sup>st</sup> Semester report 2010) indicates that the programme is at an average of 27 percent of the 3 year target, which is slightly above ¼ way of the would be target in at mid-term of the programme. Three districts Tigray are geographically closer to each other, and two far apart, and in Amhara the participating districts are spread out from each other. Both regions have logistical challenges because of the terrain (in case of Tigray) and geographical spread (in case of Amhara).

**Outcome 1:** Increased enjoyment of human rights at grassroots level, through strengthened government efforts in promotion and protection of human rights and community empowerment, with special emphasis on adolescent girls and women.

3.30. The first Output(Output 1.1.) was in respect to: *“Increased community capacities especially vulnerable groups such as women and girls to participate in decisions that positively affect gender equality”*. BOWA is responsible for the CC component and trained TOTs at regional and district levels. Under this output, all the activities are on track. Training of CC facilitators and Mentor in life skills, RH, GBV and livelihoods was done in a TOT which was held at the start of the programme. A total<sup>9</sup> of 265 CC facilitators/mentors had been trained by the end of Feb 2010, which was a 66% coverage of the expected numbers targeted for 3 years. Tigray had 141 mentors trained and Amhara had 124. In both Amhara and Tigray for example, over 8500 women had been involved in Community conversation sessions. For Tigray a total of

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<sup>7</sup> Tigray districts covered are: Hintalo Wejirat, Naeder Adet, Gulomekeda, Saharti Samre and Tanqua Abergele.

<sup>8</sup> Districts in Amahara participating in LNWB are Semen Achefe,. Dembia, Sekota, Sekela, West Estie and East Estie

<sup>9</sup> JP Monitoring Reports, Gender Equality and Women Empowerment Window, 1<sup>st</sup> Semester 2010, Leave No Women Behind. Report 1<sup>st</sup> January – 30 June 2010. (Data quoted in the report is of Feb 2010).

2830 Female and 1352 Male participants are reported<sup>10</sup>. Training sites have been identified in each Kabele in which the programme is operational. MoWA and BoWAs are responsible for implementation of the CC, In Tigray, there was deliberate mobilization and targeting of adolescent girls. Adolescent Girls have been mobilized and trained separately from the women especially on matters of reproductive health and literacy. Large numbers of women have been targeted and organized into groups. As planned, the CC meetings are conducted twice a month in the identified 200 sites, and participants have to attend a total of 24 sessions to graduate.

- 3.31. *1.2 Increased Institutional Capacity of MoWA and BoWA and the District Women Affairs Offices:* The programme was launched at each of the regional levels and at the district levels, in which the Bureau staff participated. The regional staff and district staff had been involved in the relevant TOT trainings held for the programme facilitators and mentors. The programme boosted the MoWA and BoWAs capacity by recruiting programme coordinators at all level, and finance staff at the Woreda Level, and all positions were filled. The regional coordinators are recruited as United Nations Volunteers (UNVs). The Equipment such as computers/laptops were procured and supplied to the regions. As mentioned before, despite the 100% procurement, there were challenges with the delivery of vehicles and motorbikes due to delays in customs clearance.

**Outcome 2:** Regional Efforts to strategically address gender disparities in literacy and educational attainment, sexual and reproductive health services and GBV are strengthened

- 3.32. *2.1. Improved life skills and Literacy status of adolescent girls and women.* The programme has supported adult functional literacy and life skills to adolescent girls and women in both Tigray and Amhara (including some men). A total of 23904 beneficiaries, were recorded by Feb 2010, which was a 24% coverage of the expected total for 3 years. In Amhara, reports indicate a total number of beneficiaries as 3192, of which females are 1867 and 1325 are male. In Tigray a total of 4970 beneficiaries are reported. The beneficiaries receive training on various adult based literacy topics which include life skills (on issues of health, environment, HIV & AIDS etc) and literacy focused on reading, writing and numeracy. Life skills literacy materials for Literacy classes and Alternative Basic Education Centers were procured and distributed. In one of the districts, some scholastic materials were distributed to procured in formal schools, an activity which is still in the Year workplan. The Literacy component is coordinated by the Bureau of Education at region, Woreda and Kebele levels.



Adolescent girls in Literacy class: LNWB File Photo

<sup>10</sup> MDF, LNWB Programme Presentation, MDG Workshop 1-2 July 2010, Nazaret, 2010



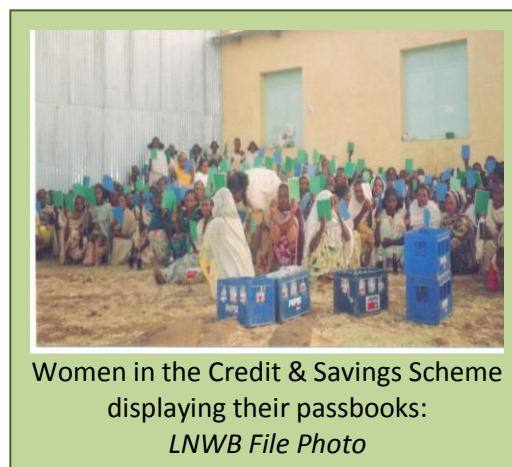
**Outcome 3:** Improved access to and demand for quality, gender sensitive and integrated reproductive health care, including HIV/AIDS prevention services at all levels,

3.33. 3.1. *Strengthened women and girls right claim making capacity, information and services for sexual and reproductive Health, HIV/AIDs and addressing GBV.* 3.2. *Strengthened Institutional Capacity of Health facilities for effective and efficient sexual and reproductive health service provision.* The Reproductive Health (RH) component is coordinated by the Bureau of Health at the regional, district and Kebele levels. IEC/BCC materials, sensitization and community mobilization on RH, HIV/AIDS and GBV, support regional plans on integrate refresher training for Health Extension Workers, procure and supply essential health equipment and commodities, for selected health facilities in the districts of operation.

**Outcome 4:** Target Women and their families enjoy improved and sustainable livelihoods with increased income, improved food and nutrition security and enhanced resilience to shocks.

3.34. Output 4.1 is. *Improved knowledge of 100 000 adolescent girls and women on income generating activities . 4.2. Improved skills of 8000 women to create and manage physical, human and social assets Identify, mobilize and train candidates. 4.3. Improved access of target women to functioning and sustainable credit and savings service.*

3.35. The programme<sup>11</sup> trained 72 TOTs at Woreda levels in both Tigray and Amhara, the TOTs trained Woreda Development Assistants (DAs). Most of the TOT are the community based Development Assistants(DA) who in turn train women at Kebele level. The programme has reported training of a total of 1229 girls and women, in Amhara and 700 girls and women in Tigray. The programme offers incentives to trainees who train other women and girls. A total of 14150 in Amhara and 700 in Tigray, women and girls were reached by girls and women trained . Some 1227 women in Amhara and 700 in Tigray were trained in business and the same numbers were mobilised for Credit and Savings. The women received incentives such as bee hives are agriculture inputs for recruiting more women into the programme. So far, a total of 1603 women have received credit, distributed at regional level as 903 women for Amhara and, 700 in Tigray. The women have also been trained on marketing and how to develop individual business plans.



Women in the Credit & Savings Scheme displaying their passbooks:  
LNWB File Photo

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<sup>11</sup> LNWB . Programme Presentation for MDGF Workshop, 1-2 July, Nazareth, 2010

## Key Areas of Achievement of the programme

3.36. The programme outputs are oriented towards the following strategies – baseline, community mobilization, training, advocacy, management and administration and supply of materials. Below is the overall progress of the project on all the four outputs.

3.37. **Baseline Survey** : A baseline was designed into the programme to be implemented at the start of the programme in order to capture status data of the communities and would later be used for comparison at the end of the project to assess impact LNWB. The baseline study was conducted by Population Council as part of a wider donor supported baseline survey in Ethiopia. The Programme supported the baseline study in the areas of programme focus, Tigray and Amhara. A draft report had already been produced. A final publication has been completed focusing on seven regions<sup>12</sup>. The baselines study reports are supposed to be availed for each region, and smaller summary versions published distribution.

3.38. **Social Mobilization:** Social Mobilization was planned from the start to facilitate programme delivery and outreach to the communities. Social mobilization has been achieved enmasse. Each of the programme components have been delivered through a group approach, that is socially inclusive and puts emphasis on participation of vulnerable members of the community. This creates confidence for community members to be receptive to the programme and participate in big numbers. The programme success in mobilization is also due to the strategy to work through already existing local government structures which reach the ground. The Community Conversation (CC) mobilization approach is also done through grassroots based community leaders who set the platform for other community members to participate. Furthermore, the Kebele Programme Steering Committee membership includes the chairpersons of women's group, Cooperatives and Farmers. The women interviewed said the participation of the community leaders, especially chairperson of the Farmers has helped to open doors for the programme and enable the individual farmers to gain confidence in the programme and allow their wives and daughters to participate.



Coverage of LNWB in National Media: in English (above) and Amharic (below). Source LNWB Files



<sup>12</sup> Population Council/UNFPA, 2010. Ethiopia Gender Survey. A study in Seven Regions. Out in November 2010.

3.39. **Training and sensitization:** Training is an overrunning strategy in the programme that is designed within all the components. Training has been done at the regional level for Training of Trainers (TOT) for CC Facilitators, Literacy Trainers and IGA Trainers. The Trainers in turn train community members on the various components. At the community level, the programme has delivered training on more deliberate topics which include HIV and AIDS, Reproductive Health including Family Planning, Income Generation and various small enterprises tailored to the beneficiaries and literacy and life skills are delivered formally on specific days. A Cadre of community volunteer trainers has been established in two regions and trained to deliver services as trainers or mentors. The literacy training is shifting to include more community based teachers as the facilitators.

3.40. **Advocacy and Communication:**

The programme developed an advocacy plan for 2010, which outlines the activities that would increase public communication about the programme. Among the activities done have been to organized filed visits by the media. Part of the results include publishing articles on the programme in the newspapers in both English and Amharic (See box). The programme also arranged experience sharing events in each region and also plans to hold radio programmes to further discuss the programme and MDGs. Plans to support advocacy on the 16 days of activism against gender violence in November 2010.



***Above & Below, MDG Campaign by the UN, in Addis Ababa before the football match 2010, photos by Ane Etxebarria.***



3.41. Advocacy and public Campaigns have been done at national level for the entire MDGS through the Resident Coordinators' office and UN Communications Group(UNCG). The LNWB advocacy is done at national level as part of the overall MDGs advocacy campaigns. Campaigns have focused on all the 5 MDGF joint programmes.

3.42. The events held include the High Level Summit Week, which was a stand up action week involving NGOs, Government, the media and communities, a Media Round Table discussion, used to launch the Journalists Award for good coverage of MDGs Goals 3, 4 and 5, and a Match between electronic and print media. A football match was also held

between the UN Heads of Agencies and the Media focused on promotion of the MDGs and with a campaign to “kick out poverty”. Other campaigns which include announcements, support to artists on Radio and TV, and the 10 km Great Run is scheduled for later in the year (November 21st) to promote the MDGs.

3.43. According to the RCO, it has been agreed that each of the 5 JPs in Ethiopia is to contribute 2% of their budget for communications and advocacy. This fund should increase advocacy on the issues covered by the joint programmes. The public and media events so far have strengthened information sharing and builds a positive public image for the Joint Programmes and the MDGs.

3.44. The advocacy messages should go beyond the public relations and public information messages so that they are more linked to the upstream advocacy by the UN Agencies especially UNFPA. LNWB should do more upstream advocacy using and sharing practical lessons from the ground to influence policies on effective programming for women empowerment. For example, the experiences and lessons from LNWB can richly inform the design of “Flag Ship programme on Gender Equality”. The situation of women and girls is still far from desirable as indicated from the baseline studies, more advocacy on critical issues under LNWB such as domestic violence, child marriage, maternal death and low literacy of women would be part of the advocacy agenda.



Above: Newly Constructed Health Post by the Kebele Administration, with women entering during for the MTE meeting.

Below: Some of the furniture and Supplies provide to the health Post: MTE Photo



### 3.45. **Procurement of Materials and**

**Supplies:** The Health centers and health posts visited had evidence of medical materials supplied by the programme such furniture and equipment. The suppliers also included family planning contraceptives and some drugs for mothers and children. Community members interviewed they received health education, services and drugs, and family planning services at the health posts. As a result, there was indication of increased confidence in the health Centers by the communities. In one of the remotely located communities visited during the MTE in Tigray the project had equipped a newly



constructed structure by the Kebele with basic furniture and medical supplies(pictured). Prior to this, the women said they would walk more than 20 kms to reach the nearest health post. It was also evident that LNWB had brought the health services closer to the women for the first time in the history of the community.

3.46. Motorcycles and vehicles for the programme, although procured were not used yet (see 3.4 below, challenges) had been procured. Some of the motorcycles were not yet put to use because they had no official registration. Some of the staff of the project expected to use the motorcycles were not yet trained on how to ride them, and as a result were not licensed to use them.

3.47. **Programme Integration:** Programme integration is attained at two levels, one intended and explicit in the programme and another less explicit, but nevertheless a benefit to the approach. The programme approach intended and has achieved the integration of all approaches on the same beneficiaries. During the MTE, the community members mobilized were grouped into the various LNWB component group. The exercise during MTE resulted into various criss-crossing over by members into other programme component groups. For example, almost all the women present were in the CC groups, belonged to the literacy group and had had reproductive health training. Although not all the women were beneficiaries of the credit/livelihoods component, the several of the livelihoods group beneficiaries had benefited from the other components.



*LNWB Beneficiaries in Na'eder Adiet Debre Genet Kebele, Tigray Region. They were first classified by component but it later became clear that most of them belonged to all components.*



Focus Group Meeting with women in Tigray during the MTE

3.48. The second form of programme integration is achieved through integration of the pre-existing community leaders and duty service bearers in decision making or facilitation of some components. In one of the Kebeles in Amhara, the local police constable participated in the CC to train communities about the law and rights. The involvement of the community leaders such as chairpersons of women's, cooperatives and farmers association, in decision making, and as discussed above, the inclusion of opinion leaders in the CC has strengthened community ownership, confidence and credibility in the programme.

**3.49. Participation of men:** The CC strategy is organized along principles of inclusion of up to 25 % participation of men and 75 % participation of women in a single meeting. In Tigray some CC forums had up to 30 % men in the CC while a few others did not include men at all, other than the community leaders. For example in Adi Selam Kabele, out of 77 participants of the CC, only 7 are men. The men are the community leaders such as teachers, religious leaders. In Amhara, they have been more diligent about involvement of both women and men in the CC. Out of the 70 community members recommended for each meeting, most of the centers in Amhara have 30% men and 70% women, while a few centers had 50% women and 50% men. Male involvement in the CC is from the recognition that issues under discussion are relevant to both men and women, have gendered causes and require community solutions from both men and women. In one of the Kebeles in Sekela (pictured), the programme targets both men and women for literacy, which deviates from the primary approach of LNWB.

#### LNWB Participation of Men



Above: The community members involved in the adult literacy programme in one of the Kebeles in Sekela, . Amhara region – MTE Photo.

Below: men participants during FGD for LNWB/ MTE. ( Photo by Ane Etxebarría)



#### Evidence of Community engagement, response and benefits

##### Testimonies by Men about changes in their personal lives because of LNWB, Sekela, November 2<sup>nd</sup> 2010

“ In the past, at the end of the day, after coming from work women used to wash our feet , but now they don’t have to do it”

“ Now I help my wife when she is cooking and I can also cook”

“ I manage to have a fuel saving stove at home , for my wife”

“ Before we had no latrines , and women were not allowed like men to just go behind the trees, only up to 6pm, now that problem is solved because each house has a latrine”

“ I used to drink a lot and then disturb my wife, now I do not do that any more”

One of the men says that he arranged the marriage of two of his daughters , when they were 7 and 10 years old. He arranged FM for the last one, but now she “ knows” that this is not going to happen again ( he has a total of 9 children).

3.50. **Formation of women's groups:** The programme has a high level of mobilization and focus on the community. At grassroots level women's groups have been formed to facilitate implementation. For the first time in the two regions, Women's Savings and Credit cooperatives have been formed, which is a new emergence in the history of the two regions. The regions have pre-existing cooperatives which are organized at Kebele level and are predominantly men's organizations although women may be members through their husbands' membership.

3.51. **Literacy benefits:** There are testimonies of increased literacy levels of trained adolescent girls and women. The women said they can write names and numbers, can read, and can do simple maths. Some of them said their involvement in the literacy class has helped them appreciate their children's education.



*A woman in Sekela, Amhara illustrating writing her name(Yeshiwork) as taught in literacy class. MTE Photo.*

3.52. **Increased Assets :** There is evidence of positive results from programme investments, such as increase in the asset base of some of the beneficiaries met during the MTE. They reported first time ownership and increase in small livestock such as sheep and goats. Some beneficiaries sell fattened animals, a few others add value by processing and selling butter.

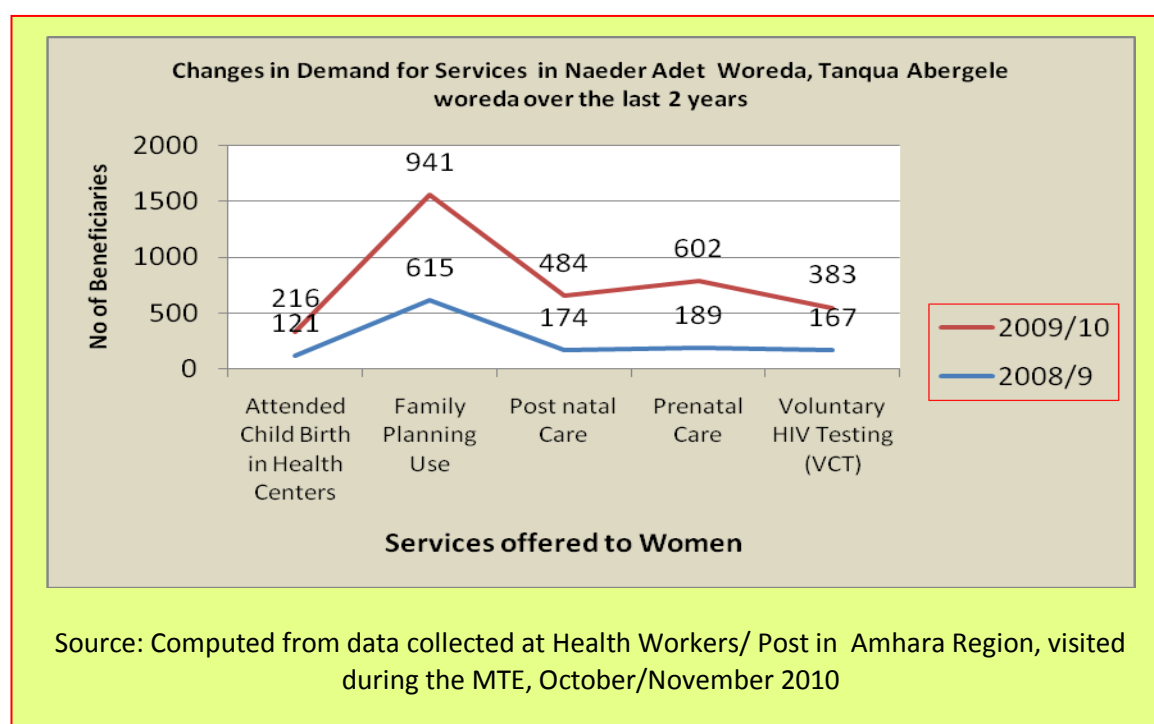


*Bose is among the first 40 women who received credit from the Savings & Credit Scheme in Sekela District, Amhara. During the MTE, she had increased her stock from nothing to 7 sheep out of fattening and selling: MTE Photos*

3.53. **Increased dialogue on community issues affecting the communities.** Community Conversation has stimulated community dialogue and consciousness on HIV & AIDS and Reproductive Health issues. All groups met mentioned discussions on Harmful traditional Practices such as FGM, teeth removal, body tattoos, child marriage and several others. They were able to articulate the dangers of HTPs and some of them gave testimonies of having changed behaviour in the community.

3.54. **Community response to health services:** The increased knowledge of Reproductive health issues by women combined with reproductive health services supported by the programme has led to increase in health seeking behaviours of the women. Women said they had increased their frequency of visits to health posts to get information and family planning services. In East Estie, Amhara region the attended deliveries had increased from an average of 8% to 15% over the last two years. According to the health workers in one Kebele in East Este Woreda attended deliveries had increased to an average of 19%, which is a 4% increase above the average in the targeted Kebele.

3.55. The above chart shows an overall increase in demand for health services by the women over the last two years. The largest demand is for Family Planning services, which directly corresponds with the women's responses during interviews about their increased use of family planning methods. The change also shows that once services are available and the awareness created, women are likely to increase use of Family Planning and have more control and decision making over choices for reproduction.



There was increase in demand for pre-natal and post-natal care services. The demand for Voluntary Testing and Counselling services had also increased. In one of the Kebeles visited in Amhara, out of the 70 members of CC, 51 had undergone VCT and 16 of them were HV positive. The CC discussions, according to one woman (pictured below) had helped to remove at stigma and fear in the community of people living with HIV. They were more confident to speak out and also help in counseling of others.



3.56. **Benefits at Household Level:** The programme intended to create benefits at individual and household level in all component areas. There are already indications from people met of individual and household benefits arising out of programme interventions of LNWB. Below and on the right are case studies of two women at household level who have reaped benefits from LNWB level,

**Benefits at Household level: Case Study 1: Na'eder Adiet, Tigray**



**Momu Legese**

Momu Legese received 3000 Br from the programme. She bought 1 Cow and it had a Calf. She sells milk and makes butter. She earned 750 Br from Butter, saved 420 Br. She reserves 2 cups of Milk for her household. She is a head of household and is Disabled.

and are examples of many other women who talked about the positive changes in their lives created by the programme. From the Literacy programme, women are now supportive of children to do homework, not miss school and some supervise the children to ensure that school work is done. Investment in literacy for women is a potential deterrent to truancy and school dropout, poor performance, thus boosting formal education. The women interviewed also said the literacy had helped them encourage their daughters

**Case Study 2: Asset building: East Estie, Sholect, Amhara Region**



- Enanye Fentie, 37 years has 2 Children. She is HIV + and is part of a discordant couple. Her husband is HIV negative. On discovery of their status, Fentie was evicted from her home and chased with no property. She went back to her home village and now lives with a partially blind old mother.
- Fentie received 3500 br and bought 1 Dairy cow at 3000 Br, 1 sheep at 300 Br, and fodder at 200 Br.
- The cow has delivered a calf. She gets milk and makes butter for sale. From the income, she bought 1 and the sheep gave birth to 2, She now has a total of 4 sheep and 2 cows.
- She Saves 35 Br per month
- She attends CC and RH Training.
- She is proud of LNWB because she is finally free of stigma and talks to others about HIV. She gets ARVs.
- She has built a latrine and smoke free kitchen. She has recruited 5 women who in turn constructed latrines in their home.
- Her challenge is that the Programme has too many meetings and reduces her time to work.

to participate in formal education and for those girls who had dropped out of school, encourage them to attend Alternative Basic Education School.

### Programme Challenges

3.57. **Disharmony between funds release and workplan schedule:** The disharmony between funds release and workplan schedule has created a cycle of delays which the programme is caught into. Major programme challenge cited in unison by all interviewed is delays in funds release, delays in requests and delayed reporting. Major challenges on the ground for implementers cited include **rushed implementation** resulting in **rushed funds liquidation** and **work overload** on the part of implementers, **“delayed” reporting**, **“delayed” requests for funds** and **“delayed” implementation** for some activities. Rushed funds liquidation may not be effective as some key processes may be skipped. For example, in one of the Kebeles visited in Sekela, it was reported that women received credit funds for the livelihoods component almost at the same time as the women as they were being trained on IGAs.

#### Case Study 3: Asset Buidling, Amhara



*LNWB Beneficiary: Abrhet G/ Medhin, 45 years, has 4 children. With the credit given she bought 10 goats – 5 months after- she has 17 goats. MTE Photo by Ane Etxebarria*

3.58. The first major delay was experienced first time the funds were released for year one. The programme planning process in the two regions follows the national regulations and principals which must be participatory and from the lower levels of local government to the regional level. By the time the first year workplan was completed and implementation started, it was already too late to implement all the activities in the first quarter, account for the funds and make a request in the same period. Since then, the entire process for funds release and implementation have been disjointed. The delay is also partly caused by the financial procedures and requirements on part of the government and the UN Agencies. Once the funds are in the regions, they have to be released to each district and the district has to make releases for implementation at the Woredas. Expenditures are made during implementation, after which accountability is done by the Woreda and sent to the regional level BoFED. New requests for the quarter are only submitted to the UN Agencies, once all districts have accounted for the funds. This processes takes time and may not necessarily fit within the required period, especially when there are delays in reporting and accountability. The implications of disharmony between funds release and implementation has put pressure on the district to liquidate the funds hastily, and also creates undue stress at operational level.

- 3.59. The programme lead agency, UNFPA, has introduced an **activity tracking template** for the movement of finances after release. The template will be filled in at regional and district levels to track the key release dates, progress in reporting and movement of the accountability and reporting. This exercise is intended to help the programme not only understand the bottlenecks, but also pinpoint where the blockage in the system could be. The results are expected to inform decision making on the delays in funds administration.
- 3.60. **Challenges with procurement of vehicles:** Motorcycles and vehicles for the programme procured were not yet used almost a year after they first got into the country. MoWA had failed to clear the motor vehicles over a bureaucratic process about tax exemption. Below are some of the reasons cited by the programme staff:
- 3.61. MoWA being young Ministry had capacity limitations in understanding the tax clearance process for government, and expedite the process of tax clearance. Further, according to staff interviewed, MoWA did not have a specific person committed to quickly resolve the issue. At the time of the design, the challenges with custom clearance and tax during procurement of programme equipment was not anticipated. Therefore no provisions were made by government Implementing Partners to ensure allocation of fund for government tax, as is the normal practice. WFP and UNFPA have different procurement systems and both provided vehicles and motorbikes for the project. The procurement system followed by UNFPA has helped MoWA to complete transfer of the vehicles and motorbikes ownership from UNFPA to MoWA without incurring much cost, while WFP's procurement system has created complications to complete the custom clearance. The two agencies could in future coordinate procurement so that an easier and faster method is used.
- 3.62. The matter of delayed clearance of vehicles had been put to the Combined JPs National Steering Committee, which proposed some solutions to the project. However, the vehicles were not yet out by the time of the midterm evaluation. The delayed clearance of vehicles has reduced the opportunities for effective delivery of the project especially coordination, follow-up and monitoring at regional level. The implications of the delay is that the vehicles will serve the project for less than half of its duration. Other project motorcycles were not yet put to use because they had no official registration. Some staff of the project expected to use the motorcycles were not yet trained on how to ride them, and as a result were not yet licensed to use them.
- 3.63. **Incentives and Refresher trainings:** The Programme uses a Training of Trainers (TOT) approach to build a cadre of community volunteers who can carry out trainings in the communities. TOTs were conducted in both regions at the regional level, after which the graduate trainers trained women either at district level or at community level depending on the components. The Livelihoods component training for women was done at the district by some districts. Each technical Bureau (cooperatives, Education, women affairs and health) is responsible for ensuring that the trainers carry out the work at community level in the various districts. In Tigray, trainers especially for the literacy component were reported to dropout more, compared to Amhara. One of the challenges of maintaining the literacy trainers in Tigray was the lack of adequate

incentive mechanism for the literacy trainers. While CC trainers in Tigray are paid a small sum for facilitating the Community conversations, the literacy trainers in the same region are not remunerated or given any incentives when they train.

3.64. In Amhara, the programme had come up with innovations to recruit the CC facilitator/mentors with additional responsibilities for literacy training. The incentive provided for in the budget for CC would also cover the literacy training. This approach has had positive results in maintaining a low turnover of trainers in Amhara and ensure that people are available to handle literacy. In both Amhara and Tigray, the programme is moving more towards working with community based school teachers to take over the training. The programme has not held a refresher course for the trainers as expected in the plans. The newly recruited trainers had not been trained. Part of the challenges has been preoccupation with programme rollout. The refresher trainings are now planned for in the year 2 workplan, and Tigray will also use the Amhara lessons for building incentives for the literacy trainers.

3.65. **Deviations in the programme strategy :** Some deviations in the strategy were noted, among them: In the one Kebele in Amhara, adolescent girls were not specifically targeted as conceived in the programme concept. The women interviewed said that there were no out-of-school adolescent girls and no early marriages. The national statistics still rank Amhara as one of the regions with high rates of early marriage.

3.66. **Supply of school materials:** Another deviation in programme strategy was that some of the funds for Literacy in East Estie had been “diverted” to purchase scholastic materials for poor girls in formal primary schools and for the alternative education center. According to the Bureau of Education in East Estie, their interpretation was that LNWB was a programme to support very poor women and girls, and as a result, they planned and budget for procurement of the school materials. The implication has been that the Woreda feels that the funds for Literacy are not sufficient. The perception of insufficient funds has also meant that the programme is fully rolled out in 3 Kebeles instead of 9 Kebeles.

3.67. **Payment of Allowances:** In Sekela, it was established that beneficiaries for the livelihoods component who received credit also received some “perdeim” money during the training. The perception of the technical team was that the per diem was an “incentive” for the beneficiaries to perform better in the IGAs. In the same areas, the implementers did not follow the **precondition for building up savings** before credit provision, which is a “best practice” for ensuring commitment of beneficiaries to the credit schemes. The Technical staff argued that the women were too poor to make savings. Women have however started saving some money after they received the credit from the project.

3.68. **Participation of men in Literacy training:** The conceptualization of LNWB states that the primary beneficiaries of LNWB are adolescent girls and women. Men were also recognized as important players in determining the status of women. The programme planned to include at least 50% men in Community Conversations component, and because of their privileged status in the community, the men were not supposed to be

included in literacy, and livelihoods. Because of men's control and decision making power over women, it was also felt necessary that they become part of the group to come up with community decisions arising out of the CC. Men were not supposed to be direct beneficiaries of the Literacy and the livelihoods component. But in Sekela district, Amhara region, men were primary beneficiaries of the literacy component along with women. The concern is that men occupy spaces that should be occupied by women. It is also clear that the programme is targeting non-literate women and non-literate men and both testify about the benefits of the programme.

3.69. The programme faces a dilemma on whether they should stop men participating in literacy or not. It is obvious that the district mobilization strategy and information disseminated in this community mobilized both men and women. The area PMC seems to have made a decision to continue with men's involvement in the literacy. During the MTR focus group discussion, the women were supportive of men's involvement in the literacy classes. Women see men's participation as opening doors for women to fully participate in the programme. They said that because men were involved, women were allowed to leave their homes and participate in LNWB. Some attended with their husbands, brothers or relatives, which they said was good because it helped them practice together at home.

3.70. It is obvious from the women's views that the involvement of men has brought unexpected strategic benefits for the women and for the programme. It is also obvious that the community has men who are also illiterate and have the need to learn. Stopping men's participation at this time in the literacy programme may have negative implications for mobilization of women, create resentment and potential backlash on the programme. If the programme wants to remove men, they could be phased out gradually through reduction of men's numbers during consequent mobilization of new literacy group intake. The other option is to continue mobilization of men and women for literacy and use this area as a control for learning purposes. Learning will require close observation and monitoring of the community to assess if the programme progress and community changes would differ because of differences in strategy.

3.71. **Quality Assurance, Monitoring and Evaluation:** The programme has been diligent in the documentation of data, for example the number of trainings carried out, the number of participants per center, number of beneficiaries for the livelihoods component etc. There are still challenges with documentation of change based information. The plan to develop a Management Information System (MIS) and train programme users had not been implemented in year one partly because of delays in start up by the Population Council which was expected to provide the training.

3.72. Secondly, there was no evidence of system to monitor the quality of the trainings offered, and no quality assurance mechanism to ensure common standards across the programme. The monitoring links between technical staff at regional level for all implementing Bureaus and the District and Kebeles was not well developed. The programme has budget limitations for monitoring at the regional level, with the exception of cooperatives whose monitoring budget was provided early on. The regional and Woreda government staff were of the view that the monitoring budget is



low given the wide coverage and difficult terrain especially in Tigray. The DSA rate for government staff was also lower than the LNWB DSA rate – one Woreda PMC in Amhara had voted to harmonize the LNWB rate with government rate, hence affecting the motivation for monitoring. The LNWB M&E budget is guided by the MDGF guidelines of 4%, and the Government guidelines for release of funds to the regions and woredas. The programme has been flexible and increased the M&E budget to almost 8% in the Year 2 Workplan. It is crucial that technical monitoring from regional to lower level is well coordinated, to ensure compliance on strategy, standardization and quality assurance across the programme.

3.73. Thirdly, there is a weak reporting and accountability linkage between the regions and the Ministry of Women Children and Youth Affairs. The practice has been that the UN Agencies may copy the reports to MoWCY yet, the latter has the overall mandate for gender equality and women empowerment in Ethiopia. MoWCY should be more pro-active and impress on the BoWAs to strengthen accountability with the ministry, which has the overall responsibility and oversight over implementation of LNWB.

3.74. **Exit strategy** : Leave No women Behind has been institutionalized in the regional and the district structures. However, the financial sustainability is not assured after the 3 years. There is no evidence of continuation of the programme after its end, and no clear exit strategy for communities. c However, if strategically organized, LNWB could tap into existing government programmes and activities of the various agencies and bureaus in other neighbouring Kebeles to ensure its sustainability. The entire area of exit strategy for LNWB was still unexplored at the time of the MTR.

3.75. Integration of LNWB in the regional government system and structures is a good foundation for setting up mechanisms for sustainability. However, it is not sufficient as an exit strategy for the programme. There is potential to expand the coverage to increase the number of beneficiaries through revolving credit after the end of the MDGF funding. Women's cooperatives have been set up, but their future follow-up is undefined. Their functionality after the programme is in question if no strategies are put in place to ensure their sustainability. For example, the programme does not have an exit strategy to ensure that the process for passing on the credit continues to other women once LNWB is over. Furthermore, there is no clear arrangement of what will happen to other components for CC, RH and literacy and who will maintain the structure of volunteer mentors and trainers. LNWB financially supports an internal structure of UN Volunteers for programme coordination from the region to the Woredas, as well as finance staff at Woreda level. The National coordinator is also not government staff and is directly paid by the project. There is need to clearly define a strategy to ensure that once the LNWB funding ends, there would be continuity especially with respect to resources for operations, programme activities, and human resource.

3.76. **End Date of Programme:** The official expected end date for the programme based on the funds release of February 2009 is February 2012. Effective programme implementation started in July 2009. As a result, Year 3 Work Plan will end in July 2012, for a three year programme commencing in July 2009. According to the MDGF

Secretariat, the change of start date of February 2009 is non-negotiable because that's when the funds for LNWB were released to the programme. Technically, LNWB should end in February 2012. The end date of June 2012 is desirable for government because they would like to align the Joint Programmes to the government's fiscal year. The operating annual Work Plans are in line with the Ethiopia government fiscal year, July – June. The current question is whether the end date for LNWB will be February 2012 or July 2012. Stakeholders interviewed were of the view that the programme end period should be adjusted and harmonized with the Work Plan which follows the government's fiscal year. The matter of programme duration, has also been discussed by the NSC. The MDG-Fund Steering Committee, has published guidelines that provide guidance to JPs about a no-cost extension of programmes. The MDGF Steering Committee has agreed to the following<sup>13</sup>

- To terminate early those joint programmes that do not yield development results nor have realistically the potential to do so; and
- To grant on an exceptional basis, the approval of a onetime no-cost extension to those programmes that have the potential to deliver the agreed results for a period up to 12 months, and no later than June 30, 2013.

The implication of the above decision by the MDGF Steering Committee for LNWB is that the programme has an opening to apply for a no cost extension if there is good justification for it.

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<sup>13</sup> MDGF, Delivering of Results, October 2010



## Sustainability

Elements of sustainability are traced in the following approaches and practices of the programme.

- 3.77. **Integration in government system:** LNWB Programme implementation has been integrated into the decentralization system through the Ministry of Women Children and Youth Affairs and the respective Bureaus of Women Affairs and regional and district Levels. Furthermore, as earlier mentioned, the MoWA and BoWAs are implemented in partnership with the sectoral. The programme funds are provided through the Bureau of Finance following the normal government procedures for release of funds and accountability. The institutionalization of the Programme into the government structure ensures greater ownership and integration of the programme activities among the government plans and budget.
- 3.78. **Financial Sustainability:** The MoWA and MoFED representatives interviewed indicate that the government would fund some of the programme components after the 3 years. The total amount of US \$ 7.5 million provided by the Spanish fund may not be readily available to the government of Ethiopia to inherit the full financial requirements of the programme at the end of 3 years. The Government in counterpart with some UN Agencies has developed and will solicit funding from various sources for a Gender Equality programme – Joint Programme on Gender Equality and Women’s Empowerment – popularly known as the “Flagship programme”<sup>14</sup>. While LNWB is focused on two regions, the Flagship programme is expected to have nationwide coverage. GoE and UN should build on successes of LNWB to expand the latter to many more districts.
- 3.79. **Sustainability of Results:** The current positive results of benefits of women with respect to positive health seeking behaviors, literacy and asset building at household level are likely to continue after the 3 years of the programme. The minimum package provided by the programme is a stimulus for household productivity and welfare, knowledge and improved social capital. Programme interventions such as Literacy and CC create lasting changes in understanding at individual and community levels.
- 3.80. **Sustainability through other Government programmes/ Flagship Programme.** LNWB covers only two regions of the country in very specific districts and sub-districts. The programme has a simple and easily replicable strategy. The initial indications also are that the strategies of LNWB create integrated, holistic and substantial benefits at household level for women in a short time. Yet the Flagship programme seems to be losing the opportunity to build on the strategies and lessons of LNWB in order to consolidate the gains and expand LNWB geographic and thematic coverage to the entire country.

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<sup>14</sup> According to the Draft Document, the Flagship programme is expected to be a US \$ 20 Million programme addressing four areas: i) Women’s Economic Empowerment, ii) Access to secondary and tertiary education, iii) Strengthening institutional capacity of gender machineries, and iv) enhanced social mobilisation and advocacy on gender equality and women’s empowerment.

### Lessons and Conclusions

#### Lessons

- 4.1. **Programme Institutionalization:** Institutionalization of LNWB into official government structures increases programme ownership by the national partners. The devolution of coordination responsibilities from the federal level to lowest levels enabled communication and information flow on programme implementation and report back at the different levels.
- 4.2. **Low level outcomes directly targeting the beneficiary:** Programme outcomes and outputs set at lowest level and directly addressing development gaps create opportunities for developing practical and quick benefits for beneficiaries. The low level outputs of LNWB enabled simplicity of the programme and investment in indicators that create visible change for the target group.
- 4.3. **Transparency of the approach:** Participation of community representatives at the grassroots level increases transparency in the programme approaches, leading to community trust in the programme and helps achieve high levels of mobilization.
- 4.4. **Integrated Approach:** The pursuit of an integrated approach in which all components are implemented for the same communities encourages a holistic approach and the different components reinforce each other to strengthen the impact on the beneficiaries.
- 4.5. **Recruitment of Staff:** Effective programme implementation requires qualified staff and sufficient capacity in numbers to implement a short term programme that may not have the luxury of delayed implementation. Recruitment of Programme Coordinators at national and regional levels, and district levels beefed up the MoWA capacity in terms of numbers and expertise to quicken the pace of programme implementation.

## Conclusions

- 4.6. A major contribution of LNWB is the underlying design and conceptualization that uses simple and direct approaches to address a range of MDG Goals, thereby making a deliberate contribution to the purpose of the Millennium Development Achievement Find (MDGF). LNWB contributes directly to Six MDG goals 1-5 and 7 through intervention of each component (see the analysis below). LNWB makes partial

### Leave No Woman Behind Contribution to the Millennium Development Goals

MDG GOAL	MDG GOAL	LNWB PROGRAMME FOCUS
Goal 1	Eradicate Extreme Poverty and Hunger	Livelihoods component on micro credit for asset building already showing evidence of increasing income and economic empowerment of households.
Goal 2	Achieve Universal Primary Education	Literacy component strengthening interest in basic education at household level.
Goal 3	Promote Gender Equality and Women Empowerment	Programme entire focus promoting women's empowerment
Goal 4	Reduce Child Mortality	Reproductive Health component increased use of family planning and health education on child survival as well as increasing health seeking behaviours of women
Goal 5	Improve Maternal Health	Evidence of increase in births attended by health professionals in programme areas
Goal 6	Combat HIV/AIDS Malaria and Other Diseases	Community conversations component focused on HIV/AIDS prevention, awareness creation – with evidence of increased coping by people affected by AIDS, through confidence building messages in discussions and benefits from microcredit - asset building support
Goal 7	Ensure Environmental Sustainability	CC and Health Component, Literacy and life skills programme promoting environmental sustainability. Evidence of energy saving stoves in homes, smoke free kitchens, increased use of, and construction of latrines, and improvement in environmental hygiene.

contribution to Goal 7, through integration of some topics in Life Skills and Community Conversation components. LNWB would be enriched by developing indicators for monitoring the above MDGs and regularly reporting on the programme progress on each.

- 4.7. LNWB is an innovative programme that uses a simple and direct strategy to reach the intended beneficiaries. The programme directly addresses the needs identified in the baseline, and as a result, there is great enthusiasm among communities to participate and for the programme to widen its coverage of the population. The integration of the four components helps to economize the resources such as time and finances that would be required to mobilize different communities. It further provides a holistic approach to development that is more satisfying to the beneficiaries.
- 4.8. The LNWB beneficiary communities know the selection criteria for beneficiaries and are able to confirm that LNWB reaches the intended beneficiaries, indicating that the programme follows an open and transparent process. Community members were very articulate about exact numbers of beneficiaries per component. The beneficiaries knew the time each activity is held and the dates or days of the month and the place where they are organized. Their concern was that the programme scope is limited and does not cover many other communities with similar needs.
- 4.9. LNWB provides a good model for funding community empowerment programmes at the lowest levels. The UNCT and government should build on the lessons and experiences of LNWB to develop and fund future programmes for funding MGDs and Women empowerment.
- 4.10. Positive programme results are evident in a relatively short time, through quick multiplication and increase in the asset base of some of the beneficiaries met during the MTE. The programme targeting has been quite fair and transparent and reaches the intended beneficiary. The communities articulated issues discussed in the Community Conversations, benefits from the reproductive health discussions, the literacy benefits and changes happening in their levels and the community.
- 4.11. The MTE notes some challenges and “deviations” in implementation of the programme. In some respects, deviations such as the participation of men in literacy may have unexpected positive benefits for the community and for the programme. The development should be closely observed by the BoWAs and MoWCY to provide lessons for strengthening strategies for supporting women empowerment in Ethiopia and by the MDGF.
- 4.12. The programme is caught in a cycle of delays in reporting, funds disbursement resulting in rushed implementation, rushed liquidation and work overload for staff. There are delays in reporting and in the schedule of implementation. Clearance of programme vehicles and motorcycles has proved to be a major challenge for the MoWCY due to limited experience and commitment to the process. The programme documents data and has a clear grasp of the beneficiary numbers per component. A quality assurance mechanism to ensure common standards across the programme should be established. The integration of LNWB in the regional government system has laid a good foundation for sustainability. The programme should develop a more defined exit strategy to ensure that the gains are consolidated in the system. The Government and the UN Agencies, involved in designing a new Gender Equality programme would

benefit from the experiences and gains of LNWB, and expand the programme to a wider coverage in the country- as well as fund LNWB to consolidate in areas of operation.

4.13. The UN Agencies- UNFPA and WFP have provided a mature and coordinated leadership that has helped strengthen the relationship with the national implementing partners. Both agencies are very clear on their roles and responsibilities, and play a facilitative role to the programme. There is no doubt that the coordinated leadership between UNFPA and WFP and Government, especially at the technical committee level, has had mutual benefits.

4.14. Comparisons about the performance and differences between Amhara and Tigray, were apparent in the MTE process, based on people's perceptions of which region does better than the other. A major difference between Amhara and Tigray is that Amhara receives 65% of the fund and Tigray receives 35%. Some people questioned why LNWB does not allocate 50% -50% of the budget to each region, or reallocate the funds to a better performing region if not used well by a region. The percentages are proportions set by the federal government policy, according to population size and apply to the entire country. The implication is that Amhara with a larger population would have a bigger budget than Tigray which had a smaller population. The differences in "performance" in the two regions are "incomparable". No differences so far have any structural effects or implications on the programme, and serve to enrich the process. The more obvious differences may arise out of geographical differences and administrative challenges, which can be teased out at operational level. For example, the Tigray terrain may be more rugged and the community outreach challenging as explained by the staff, and therefore they may suggest to have a car instead of motorcycles. Likewise, Amhara's terrain may not be as rugged but may be administratively challenged by the wide coverage and large size and population of the region, and may suggest to have more resources and logistical facilities. Amhara had a slow start in recruitment of programme staff, while Tigray had challenges with retaining literacy trainers. Likewise, both regions had positive examples of overcoming the challenges. While specific differences may arise in pace of implementation, interpretation of the strategy or specific choices made by the regions, the differences have not hindered programme implementation and enrich the programme process. At the time of the MTE, LNWB had held parallel lesson sharing events for regions but had not had a programme wide learning event that involves the two regions together. The differences in the two regions and variations in the approaches, success and challenges should serve to enrich the programme with lessons for learning. If at one point the programme would like to reallocate the funds based on performance, the programme should seek guidance of NSC on the matter.

4.15. The MTE conclusion is that while two regions are implementing the programme, LNWB is still *one* programme implemented in *one country* and while comparisons are beneficial to the programme, the overall performance of the programme should be assessed collectively at a strategic country level.

## Chapter 5

### Key Recommendations

5.1. **LNWB is an innovative programme, and therefore efforts should be made to speed up implementation of activities and mitigate the delays.**

5.1.1. The implementing partners should speed up the pace of implementation in order to cover the expected targets by the end of the 3 years.

5.1.2. The text box across indicates the recommended areas for programming, arising out of the analysis of the baseline findings. As well as show the magnitude of the need, the findings also show that LNWB is working in priority areas. The recommendations from the Baseline, with respect to SGBV should be seriously considered by MoWCY, and UNFPA in LNWB programming.

5.2. **Harmonize and align transfer of funds to the implementation period.**

5.2.1. The UN should consider 6 month advance to the regions as has been proposed by the implementing partners, to allow them time to implement and report progress.

5.2.2. The UNFPA instituted exercise/template for reporting and funds transfer cycle should be filled by all parties, especially those handling requisitions and reports of LNWB at all levels. The findings should be analyzed to address the structural bottlenecks in programme delays.

#### Baseline Survey 2010

##### Recommendations for Programming<sup>1</sup>:

- Address **inequitable gender attitudes**
- Expand **school opportunities**, especially in rural areas, and address practices that limit girls' participation
- Expand **livelihoods opportunities** and move beyond skills training to include internship opportunities and job placement
- Intensify programs **combating female genital mutilation/cutting** (FGM/C) in areas of high prevalence
- Expand **programs to delay marriage** and promote increased communication and cooperation within marriage, including strategies to reduce domestic violence;
- Expand the **mix of family planning methods** available and promote safe motherhood initiatives, especially in rural areas;
- Increase **attention to gender based violence**, expanding programs to prevent GBV, support victims, and enforce laws, and including initiatives to change gender norms of men and boys; and
- Expand **resources and services in rural areas**, as well as programs delivered through religious institutions.

*Source: Population Council, UNFPA, 2010, Gender Survey, Ethiopia Gender Survey. A study in Seven Regions, p.13*

### **5.3. Deviations in the programme should be addressed and the lessons used to strengthen the programme:**

- 5.3.1. The regional LNWB coordinators and BoWAs should strengthen monitoring and supervision of Woredas to ensure compliance to the programme concept and strategy.
- 5.3.2. UN Agencies should provide guidelines for the implementation of the strategy to facilitate compliance to agreed strategy. There are no implementation guidelines or easily accessible manual which the programme staff can refer to at the lower level. The UN Agencies (UNFPA & WFP) and MoCWY should develop a simple programme implementation guide which gives direction to the Woredas and Kebeles staff on the programme strategy, and practice, and the work systems of the programme.
- 5.3.3. The participation of men in literacy training in one of the Kebeles, and positive community testimonies provide positive learning lessons for LNWB and should be closely monitored by the BoWAs and Programme Coordinators to inform future planning and programming.

### **5.4. Strengthen Monitoring and Evaluation and quality assurance mechanisms**

- 5.4.1. UNFPA and WFP should work with programme coordinators to document expected outcome indicators, case studies and stories so as to progressively show the change and results of the programme.
- 5.4.2. UNFPA and WFP should speed up the procurement for training of implementers in Management Information System, in order for them to speed up the capture of changes and trends in the programme.
- 5.4.3. UN Agencies, MoWCY, and the national coordination Office should strengthen knowledge sharing among regions. The programme should plan for the staff from the two regions to share experiences, and also carry out exchange visits between regions for learning and sharing.
- 5.4.4. MoWCY should take a more proactive oversight role for the programme, by impressing on the regional BoWAs to report to the Minsitry. Mutual accountability and information sharing between the regions and to MoWCY should be encouraged.
- 5.4.5. WFP and UNFPA should develop auxiliary indicators to help LNWB report on its contribution to the 6 MDGs.



## **5.5. Design and implement an Exit Strategy for LNWB**

- 5.5.1. UNFPA, WFP, MoWA should spearhead development of an exit strategy for LNWB.
- 5.5.2. Regional Plans should include activities to strengthen women's cooperatives in leadership skills and management of cooperatives.
- 5.5.3. The Regional PMC and Cooperatives Bureau should design a clear pass-on plan for current beneficiaries of the credit component, to new set of revolving beneficiaries even after the programme has ended.
- 5.5.4. MoWA and UN Agencies (UNFPA and WFP) should make conscious efforts to fundraise resources for continuation of the programme after the 3 years, including if possible, replication to other districts and regions.
- 5.5.5. LNWB is a good model for funding community empowerment programmes at the lowest levels. UNCT should strengthen advocacy with government to expand LNWB to a wider coverage and duration after the MDGF.
- 5.5.6. GoE and the UNCT should build on the experiences, lessons and foundations laid by LNWB and use the opportunity for developing the Flagship Programme, to expand LNWB.

### **Annex: 1 List of People Met<sup>15</sup>**

Abraham Gelew, Resident Coordinators Office  
Ane Etexbarria , Programme Coordinator, LNWB, UNFPA  
Annebel S Erulkar Population Council,  
Abebaw Ferede, Population Council  
Aregash Beyene, Head of Office,BoWCY, Tigray  
Assefa Abebe, RUFIP Coordinator  
Bashair Ahmed, Technical advisor  
Bekalu Dagnew, Gender Mainstreaming Expert, BWCY, Amhara  
Bethel Meressa, Finance officer  
Bethel Terefe, National Program Coordinator, at MoWCY  
Desalegne Berhane , Multilateral Cooperation Senior Expert, Amhara  
Fekadu Gudet, Coordinator, LNWB JP, Amhara  
Gezae Hafte  
H.E Frenesh Mekuria, State Minister of MoWCY  
Habteab Hagos, Program coordinator  
Ibrahim Sambuli, UNFPA  
Katherine George, WFP  
Miyuki Koga, Programme Officer, WFP  
Sleshi Tesema , Development Plan Process Owner and Program Coordinator,BOWA, Tigray  
Yemane Birhane , Health Office representative , Focal Person for LNWB  
Yewoyenshet Asnake, Deputy Head for BoWA, Amhara  
Yidnekachew Tilahun, UNFPA NPO,  
Yitagesu Zewdu , UN National MDG Campaign Coordinator, RCO  
Yonas Getahun, Expert  
Zimam Assefa, Bureau Head, BoWCY

### **Example of attendance /Focus Group Discussion held**

#### **Regional Level/Tigray**

Brhanech Neguse, Nader Adiet, Women Affairs  
S Marjam Glazorgis, Nader Adiet, Head Agriculture  
Abduleziz Beni, Nader Adiet, Woreda Health Officer  
Maereg Berhe, Nader Adiet, Woreda Education Officer  
Atsbha Abraha, BoWA, LNWB Regional Coordinator  
Gofarhow Nifalmant, BOANR Tanqua, Rural Development  
Tuha Madush, Hoffi, Head Office  
Tsige Hlmariem, T/Abergale, Women Affairs  
Zemzem Bethel T/Abergabe, Vice of Head  
Sleshi Teseam, Bowa, Programme Coordinator

#### **Sekela, Amhara**

Mulieshi, Agricultural Sector, Cooperrative Group Leader  
Haymanot Alemu, Women Affairs Office, Gender Mainstreaming Expert  
Dimberu Wokkie, Education Office, Planning Expert  
Bizengan B, Finance Office, Planner  
Alemu Deffa, Women Affairs Officer

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<sup>15</sup> Not all people met are listed individually. The representative Offices at Woreda and Kebele level are listed. Many more focus group discussions were held, a few are listed.

Gefaneh Worru, Programme Finance Officer  
Bekalu Dagnen Bahirdar, Women Affairs, Gender Mainstreaming Expert

**Different Categories of People/Offices Met in Amhara and Tigray**

Agriculture Development Assistants, Amhara and Tigray at Kebele levels  
Chairpersons of Savings and Credit Cooperatives, Kebele Level  
Community Conversation Facilitators  
Community members – Kebele level in Amhara and Tigray  
Cooperatives Office, Regional Level  
Education , Regional Level  
Education Planning Experts  
Finance Bureau District level  
Finance, Amhara Region  
Health Extension Workers, Kebele  
Health Extension Workers, Kebele Level  
Kebele Administrative Heads  
Kebele Chairmen  
Police, CS Facilitator, Sekela, Amhara  
Programme Coordination Staff, Woreda level  
S.M.E coordinators  
Women Affairs Staff, Amhara and Tigray  
Women's Groups at Kebele Level

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