

Country: Ethiopia

Programme Title: JOINT PROGRAM ON LEAVE NO WOMAN BEHIND

Joint Programme Outcomes:

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
2. Regional efforts to strategically address gender disparities in literacy and educational attainment, sexual and reproductive health services and GBV are strengthened
3. Improved access to and demand for quality, gender sensitive and integrated reproductive health care, including HIV/AIDS prevention services at all levels
4. Target women and their family members enjoy improved and sustainable livelihoods with increased income, improved food and nutrition security and enhanced resilience to shocks

<p>Prog/programme Title: Leave No Women Behind Joint Programme</p> <p>Programme/programme Duration: (Start/end dates): 3 years commencing award of proposal</p> <p>Fund Management Option(s): Pass-through</p> <p>Managing or Administrative Agent: UNDP</p>
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<p>Total estimated prog/programme budget: US\$ \$ 7.5 million</p> <p>Out of which:</p> <p>1. Planned resources:</p> <ul style="list-style-type: none">• Government _____• Regular/Other Resources _____• NGO or private _____• UN Org... _____• UN Org... _____• Donor ... _____• Donor ... _____ <p>2. Unfunded budget: _____</p>
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Names and signatures of national counterparts, donor and participating UN organizations

National Partners	Donor

ACRONYMS

AA:	Administrative Agent
ABE:	Alternative Basic Education
ADA:	Amhara Development Association
ANC:	Ante-Natal Care
AWP:	Annual Work Plan
BoARD:	Bureau of Agriculture and Rural Development
BoE:	Bureau of Education
BoFED:	Bureau of Finance and Economic Development
BoH:	Bureau of Health
BoLSA:	Bureau of Labour and Social Affairs
BoWA:	Bureau of Women's Affairs
CC:	Community Conversation
CEDAW:	Convention for the Elimination of all Forms of Discrimination Against Women
CSOs:	Civil Society Organizations
CP:	Country Program
CSP:	Country Strategy Paper
DAG:	Development Assistance Group
EGC:	Economic Growth Corridor
EWDF:	Ethiopian Women Development Fund
FGM/C:	Female Genital Mutilation/Cutting
FHH:	Female Headed Household
EDHS:	Ethiopian Demographic and Health Survey
GBV	Gender Based Violence
GoE:	Government of Ethiopia
HAPCO :	HIV/AIDS Prevention and Control Office
HBC:	Home Based Care
HTPs:	Harmful Traditional Practices
IEC/BCC:	Information Education Communication/Behavioral Change Communication
ICPD:	International Conference on Population and Development
IGA:	Income Generation Activities
JP:	Joint Program
LNWB:	Leave No Woman Behind
MDGs:	Millennium Development Goals
MDTF:	Multi Donor Trust Fund
MERET	Managing Environmental Resources to Enable Transitions to more sustainable livelihoods
MoARD:	Ministry of Agriculture and Rural Development
MoWA:	Ministry of Women Affairs
MoE:	Ministry of Education
MoFED:	Ministry of Finance and Economic Development
MoH:	Ministry of Health
MoYS:	Ministry of Youth and Sport
NAP-GE:	National Action Plan for Gender Equity
NFE:	Non-Formal Education
PASDEP:	Plan for Accelerated and Sustained Development to End Poverty
PNC:	Post Natal Care
PMTCT:	Prevention of Maternal to Child Transmission
PCMUs:	Program Coordination and Management Units
RCC:	Regional Coordinating Committee
SC:	Steering Committee
TTFC:	Technical Task Force Committee
TDA:	Tigray Development Association
TC:	Technical Committee
UNDAF:	United Nation Development Assistance Framework
UNCT:	United Nation Country Team
VCY:	Volunteer Counseling and Testing
WDIP:	Women Development Initiatives Project

1. EXECUTIVE SUMMARY

The LNWB JP is an integrated programme addressing gender equality and women empowerment objectives. It is a programme that will be led by the Ministry of Women Affairs (MoWA) and its regional and district level offices. The programme draws from Global commitments and conventions including the ICPD and Beijing Platform for Action, CEDAW, the World Summit and the MDGs. It is aligned to the work of Regional networks such as the African Women Ministers and Parliamentarians (NAWMP), the Interagency Standing Committee Task Force on Gender Based Violence and the African-Spanish Women's Leaders Network (and the 2007 Madrid Declaration). As indicated in the original successful submission of the concept paper, the JP is aligned with the principles and objectives of the MDG Spanish Fund, in that it is an “interventions” based programmes, in line with the one of the Fund's focus area, *testing* and *scale-up*. It is also strongly based on the Government of Ethiopia's (GoE) national strategies and policy documents that address the unequal condition and position of girls and women. The outcomes of the JP respond to the GoE's key development pillar in the poverty reduction strategy paper (PASDEP) addressing gender equality and women's empowerment needs (“Unleashing the Potential of Women”). They also draw from the national gender strategy (NAP-GE) that highlights, among a broad spectrum of needs, the reproductive health, literacy and livelihood needs of women and girls. The current JP will also support the implementation of government's policy commitments through downstream interventions supported by quantitative baseline and end data. Ethiopia currently is not deficient of gender sensitive policies and laws. The national Women's Policy, various sector strategy documents and recent laws enacted are sensitive to gender imbalances and articulate supporting statements to address gender equality. The recently established gender ministry (at national and sub regional levels) is also clear indication of the will to address women's and girls' needs. However, the capacity to implement substantive and demonstrable interventions is significantly limited. The implementation of the JP would thus establish solid evidence of integrated interventions that can work, with due recognition of the existence of good practices in gender.

The LNWB JP will primarily be implemented through the national gender machinery (including MoWA, BoWA and district women affairs offices) with the technical support of the two participating agencies, WFP and UNFPA¹. Programme components including RH, Life skills training and Livelihood will be implemented by key sectoral bureaus, including Bureau of health, education, agriculture and rural development and the Ethiopian Women Development Fund. The Resident Coordinator (RC) will coordinate and ensure a harmonized approach to the UN's support, emanating from the United Nations Development Assistance Framework (UNDAF). The Joint Programme (JP) is in line with MDG Goal 1 and 3 which will contribute to Goals 4, 5 and 6, through integrated interventions addressing Education and Literacy, Reproductive Health and Livelihood interventions.

1.1 Background to Leave No Woman Behind Programme

The on-going *Leave No Women Behind* (LNWB) Programme, funded by UNFPA, is a multi-sectoral, multi-agency program addressing the status of girls and women in Ethiopia. In early 2006, baseline research was conducted by the Population Council and the Ministry/Regional Bureau of Youth and Sports to understand the status of girls and women in rural areas of the country. The research including over 3,000 women underscored girls' and women's isolation, low levels of education, limited knowledge of reproductive health (RH) and access to services, as well as limited livelihoods opportunities. As with other studies, education was significantly associated with increases in RH knowledge, utilization of services, and positive livelihoods activities. Adolescent girls and women were also found to be relatively isolated and subject to the norms and expectations of their communities, husbands, and fathers. For example, a large majority of women gave birth at home, reportedly, because it was socially expected; a considerable number of women reported non-use of family planning because of perceived expectations of their husbands. When asked the areas in which they needed more information or training, the most commonly mentioned were literacy, HIV/AIDS, and livelihoods training. In addition, an earlier programme, also funded by UNFPA, known as *Berhane Hewan* (meaning “*Light for Eve*” in Amharic) is currently under implementation in rural Amhara region (Mosebo Kebele Administration, Yilmana Dinsa District) addressing the vulnerability of married and unmarried adolescent girls. The experience learned

¹ See annex UNFPA's

from this programme, as well as findings from the baseline research, led to the initiation of the LNWB programme, including adult women as well as adolescent girls.

1.2 Overall LNWB Model

The core component of LNWB is **social mobilization of age- and profile-specific women's groups**, which engage in activities to promote **Life skills training, RH/HIV** and linkage to services, and **Livelihoods** support. Women's groups are the core structure at the community level on which substantive activities are added (life skills training, RH, and livelihoods), and form the foundation of community based capacity building. In addition, Community Conversations, a tested and evidence-based social behaviour change strategy, with a large segment of the targeted population, will be used as an important strategy to build an enabling environment for girls and women.

1.3 Overview of LNWB expansion

The LNWB JP, Ethiopia, builds on the synergies, leadership, and progress made during the early stages of programme implementation in Amhara. The programme will expand its operations in Amhara region and Tigray region. These regions are selected because of the low status of women and girls as well as high rates of child marriage, limited RH knowledge, and livelihoods opportunities. The first 18 months of the programme will develop and test interventions, including testing mechanisms to bring programs to scale in a sustainable and cost effective manner.

Staged interventions based on evidence

The LNWB JP is strongly grounded in operations research to guide programme development and scale up, that this data driven and evidence-based. Given differing conditions in Tigray and Amhara, baseline research will be undertaken in the first three months in experimental and control sites in Tigray and Amhara², with impact evaluations taking place after 18 months of implementation. After six months, a qualitative joint assessment will be undertaken to assess progress of the program, examining strengths and challenges in coordination and implementation. The research will also test different levels of programmatic intensity, providing valuable lessons on bringing programmes to scale in a cost effective manner. A strong recordkeeping and management information system will be included to track the number of community members reached and the nature of activities undertaken.

1.4 Strategies

The LNWB JP will be fully addressed under the priority areas of the Government of Ethiopia reflected in the Plan for Accelerated and Sustained Development to End Poverty (PASDEP), and the National Action Plan for Gender Equality (NAP-GE). This initiative is supported by United Nations and GOE as reiterated in the United Nations Development Assistance Framework outcomes for 2007-2011. The JP addresses all priority areas of the UNDAF that are linked to the LNWB JP programmatic areas such as Life Skills training, reproductive health/HIV/AIDS, and Livelihoods. Within each component, critical partnerships are formed between government and UN agencies.

1.5 Partnership approach

Ministry of Women's Affairs (MoWA) and its regional and district offices will be the lead and coordinating government partner for the LNWB JP. Sector bureaus and offices at the regional and district

² As part of the ongoing Leave No Women behind (LNWB) Programme, a baseline survey was conducted to understand the status of girls and women in one district of the Amhara Region. Given the number of districts encompassed in this JP(10 districts) and the differing conditions in Tigray (a new operational district) and Amhara, a baseline research will be undertaken in the first three months in experimental and control sites in Tigray and Amhara Regions to describe the situation prior to the envisaged intervention with the ultimate aim of assessing progress, with mid-line survey taking place at the mid point of the programme cycle to provide management and all stakeholders with the information necessary to assess and if necessary, adjust implementation, procedures, strategies and institutional arrangements, for the attainment of results. End-line survey will then be conducted towards the end of the cycle to provide stakeholders with information with which to review the achievements of the programme and generate lessons to guide scale up, replication or formulation and/or implementation of new programme/projects.

level will implement various aspects of the programme. MoWA in collaboration with UNFPA will play a lead role in coordinating data and measurement of overall programme outcomes toward the empowerment of women. Funds have been earmarked for technical backstopping support for ensuring measurement of demonstrable results. The respective agencies will provide technical support for the specific components of the programme based on their respective mandates and areas of comparative advantage.

2. Situation Analysis

Women and girls in Ethiopia are at a distinct disadvantage compared to boys and men, on a range of issues including literacy, health, livelihoods and basic human rights. Indeed, Ethiopia is ranked 129th out of 136 countries on gender-related development index (UNDP, 2007)³. Constraints to women's participation in social development in the country remain formidable because of traditional attitudes, beliefs and practices that reinforce gender roles and that are disadvantageous to the equal rights and development of women. Furthermore, there are few women empowerment programmes designed to correct the existing imbalances in access of women to productive resources, economic opportunities and active involvement in decision making at all levels of governance⁴. Furthermore, the low status and self esteem of women in Ethiopia is further demonstrated from a report of a community based study showing that 91 percent of women in Amhara, and 74 percent in Tigray reported that a husband is justified in beating his wife for at least one reason compared to 53 percent of men in Amhara, and 35 percent in Tigray, respectively⁵.

Ethiopia is signatory to a number of Conventions including the Convention for the Elimination of all Forms of Discrimination against Women (CEDAW) in support of gender equality goals. This has been well articulated in the 1994 Constitution, which grants all Ethiopians the right to public health services. The Leave No Woman Behind (LNWB) JP is a holistic program, in line with MDGs 1, 3, 4, 5 and 6, addressing livelihoods, gender, child health, maternal health and HIV/AIDS. The Federal Criminal Code and Regional Family Laws support legal measures on different forms of gender based violence. Government has expressed commitment to address gender inequality and enhance women's empowerment through its poverty reduction strategy-PASDEP.

While there is a general will and political commitment to address gender imbalances, capacity is limited to implement substantive and community based interventions especially targeting vulnerable women. Generally, services are skewed toward the rich, those living in urban areas, and toward adult men. As indicated above, women and young girls not only lack access to services but also lack the ability assert their rights.

2.1 Life skills and Literacy

Female literacy in Ethiopia is low; only 22 % of women are literate compared to 43% of men. In Tigray, 64 percent of women have never been to school compared to 47 percent of men; whereas, 76 percent of Amhara women have never been to school, compared to 61 percent of Amhara men⁶. In addition, educational attainment in women and girls is exceedingly low; a recent study in Amhara region found that women aged 10 to 49 had achieved, on average, only 4 years of schooling⁷. The same study on school attendance found that among women aged 30 to 45, only 8 percent have ever attended school, while 38 percent of girls aged 10 to 19 have attended. The main reasons for not attending school were that parents did not see the benefits, and early marriage. The latest available estimate puts the Gross Enrolment Ratio (GER) for primary education in Ethiopia at 68 percent in 2003/2004-an enormous and rapid increase over

³ GDI is a composite index measuring average achievement in three basic dimensions: health, education and standard of living , adjusted to account for inequalities between men and women.

⁴ Gender issues in MDGs Needs Assessment for Ethiopia. Addis Ababa, October 2004 (Draft report).

⁵ Central Statistical Agency and ORC Macro. 2006. Ethiopia Demographic and Health Survey 2005. Addis Ababa, Ethiopia and Calverton, Maryland, USA: Central Statistical Agency and ORC Macro.

⁶ *ibid*

⁷ Erulkar, Mekbib, Amdemikael & Conille, 2007. Leave no woman behind. Population Council

the 1990 estimate of 32 percent⁸. Gender gap grows with levels of literacy/education. Gender gaps are largely the results of cultural values, household chores and negative attitudes toward girls' education.

Preliminary analysis of the EDHS 2005⁹ clearly indicates a positive correlation between education of girls and age at first sex, birth, use of reproductive health services, use of contraceptives and family size, among other indicators. The practice of gender based violence also appears to be influenced by education levels indicating women's autonomy and decision-making status with higher levels of education. More recently, the findings of the end-line survey of the *Berhane Hewan* project has revealed that staying in school considerable contributes to delay in early marriage.

2.2 Reproductive health

Reproductive health indicators highlight the disadvantage of adolescent girls and women. With low skilled birth attendance in the country (6 percent) and 15 percent contraceptive prevalence, young mothers are among those that face disability or deaths during birth (EDHS). The maternal mortality ratio is seven deaths per 1,000 live births, which is one of the highest in sub-Saharan Africa (EDHS 2005). It is noteworthy to observe that there has not been a significant improvement in maternal health indicators such as skilled birth attendance and ante natal attendance¹⁰ between the years 2000 and 2005. Compared to other health indicators such as immunization rates, this is dismal and indication of limited interventions in the country, to re-dress gender inequalities. Other indicators such as age at marriage and first sex are still poor. Median Age at first marriage is 16.6 years; same as median age at first sexual intercourse for women (compared to 21.2 years for men who more likely to be sexually experienced) and median age at first birth 19 years (DHS, 2005). Early marriage strongly correlates with women's poor reproductive health outcomes. With a national prevalence of 74% (and 83.8% of Somali women's vagina sewn closed/infibulation), female genital mutilation (FGM/C) is practiced largely as a symbol of women's subservience to men in sexuality. According to the single point estimate the adult (15 to 49 years) HIV prevalence rate for 2005 is estimated at 2.1 percent of which 0.86 percent are males and 1.24 percent are females showing the higher vulnerability of women to HIV infection compared to men¹¹. Girls aged 15-19 are seven times more likely to be HIV positive in Ethiopia than boys of similar age, whereas women 20-24 are four times more likely to be HIV infected than men of the same age. Most girls are subject to RH risks such as fistula, obstetric complications, and exposure to HIV infection, as well as other social problems like divorce and migration¹². Only half of girls between the aged 15-19 have some knowledge of STIs one fourth of 15-19 adolescent girls do not believe there is a way to prevent HIV (DHS, 2005).

Reproductive health of women, particularly adolescent girls' is a key determinant to positive maternal and child health. A mother's health has also bearing on the wellbeing of the family as an important institution for a health society.

2.3 Livelihoods

Poverty considerably influences the RH status of girls and women in Ethiopia with an estimated GNP per capita of US \$100¹³. According to the 2003 Agriculture Census study, only 19% of women own land in the country. Despite 40 percent, and 80 percent labor contributions in agriculture and livestock production women only get between 9 percent and 26 percent access to agricultural extension services (World Bank report, 2006). Generally, women have access and control over ruminants such as goats, poultry, household items (mostly those related to her roles) and control over income generated out of selling

⁸ Ethiopia: The Millennium Development Goals (MDGs) Needs Assessment Synthesis Report, Ministry of Finance and Economic Development (MoFED, Addis Ababa, December 2005.

⁹ In-depth analysis of the EDHS, commissioned to the DTRC awaits finalization. The undertaking covers 3 thematic areas; gender, maternal health and HIV/AIDS

¹⁰ National antenatal and postnatal attendance care is 27.6% and 1.3% (within 24hrs after delivery), respectively

¹¹ This is a single point estimate for 2005. The single point estimate was reached by reconciling the DHS and the ANC of 2005.

¹² Erulkar A, Mekbib T, Simie N, and Gulema T, 2004.

¹³ World Bank, Ethiopia. Country Status Report on Health and Poverty. Draft report No. 28963-ET, Africa Region, Human Development Department

vegetables and poultry products. Approximately, 25 percent of households in the country are headed by women; exacerbating women's disadvantaged socio-economic conditions. Female headship is rampant in regions such as Amhara largely due to divorce resulting from early marriage and poverty¹⁴. In rural Ethiopia, female households heads typically enter into share-cropping arrangements to earn their livelihood, if they are given plots of land. In urban Ethiopia, female household heads engage in the informal sector for daily subsistence, often shouldering the responsibility to raise children out of wedlock. Women in the country are largely engaged in the informal sector (60 percent) while only 32 percent are permanent employees in the civil services with wide regional variations. Only 10% of the professional sector is occupied by women¹⁵. Seven percent of women in Amhara, and six percent of women in Tigray have ever been widowed, and among these, 14 percent of women in Amhara 25 percent in Tigray were dispossessed of property indicating gender inequality.

Women represent only 22.5% of the federal parliament. At a sub national level, representation ranges from 50% in Tigray region to 0% in Somali region. 3 out of the 13 standing committees in the federal parliament are led by women.

3. Strategies

3.1 Background/Context

The implementation strategies of the LNWB JP will strengthen GoE sector bureau interventions primarily addressing gender equality and women empowerment objectives. The proposed joint programme has clear links with some of the major poverty reduction initiatives in the country including the Productive Safety Net Programme aimed at enhancing household food security through livelihood interventions, targeting 286 districts, with budget of Ethiopian Birr 10 billion over five years. Through a women's empowerment approach, the current joint programme will address the limitations of the Productive Safety Net Programme that does not pay sufficient attention to gender intra-household expenditure dynamics and processes of decision making that have bearing on livelihoods of women and children. The joint programme will also contribute to the Health Sector Development Programme's major strategy, the Health Extension Package that is ambitiously projected to address all preventable illness and disease in the country, including those affecting the health of adolescent girls and to-be mothers. The synergy of Education and Literacy, Reproductive Health and Livelihood interventions as reinforcing each other combined with an innovative social change strategy, *Community Conversations* makes the joint programme unique in empowering women and girls.

Several studies have shown that investments in education, particularly for girls and women, lead to better health, lower fertility and reduced maternal mortality. Furthermore, women who have completed secondary school are over three times more likely to seek professional antenatal care than women with no education, and 18 times more likely to receive skilled delivery assistance. Child survival rates are also favorably affected by mothers' access to information, as children of informed mothers are significantly more likely to receive basic immunizations and skilled care for common childhood illnesses. Literacy/Life skills also increase women's awareness of harmful traditional practices (HTPs) such as child marriage and female genital mutilation/cutting (FGM/C). This JP is the UN's harmonized approach to addressing priorities articulated in the PASDEP and the NAP-GE.

Also, the JP will reinforce outputs committed by UN agencies under the 2007-11 UNDAF. The five priority areas agreed upon by the GOE and the United Nation Country Team (UNCT), under the UNDAF, with gender as cross cutting theme are: 1) Humanitarian response, recovery and food security; 2) Basic social services and human resources; 3) HIV/AIDS; 4) Good governance; and 5) Enhanced economic growth. While the JP will contribute to the implementation of all of the 5 UNDAF thematic areas, four outcomes have been outlined to which the JP's outputs will directly contribute. While gender has been

¹⁴According to the Population Council study in Amhara, 26% of first marriages ended in divorce. Among girls married before 10 years, 47% were married more than once. Early marriage is associated with high rates of divorce; a finding consistent with other studies (Tilsen and Larson 2000).

¹⁵ Ministry of Women's Affairs, National Action Plan for Gender Equality/NAP-GE, April 2006.

viewed as a cross-cutting theme within the five UNDAF Thematic Areas, a clear UN commitment on Gender Equality and Women's Empowerment with a special emphasis on protection for vulnerable girls has been made explicit. A UN Gender Technical Working Group, Chaired by UNFPA, is active since July 2006 for coordinating and implementing UNDAF commitments related to gender. The current proposal especially fosters the latter of the technical working group's two pronged approach, namely, Mainstreaming and support to Stand-Alone programmes targeted at women's empowerment¹⁶.

3.2 Lessons Learned

The LNWB, funded by UNFPA, is a model began in early 2006 as a pilot programme implemented in one sub-district of North Achefer District of West Gojam Zone, the Amhara Region. The implementation of the pilot activities began following baseline research by the Population Council and a participatory diagnostic assessment conducted in the target sub district in mid 2006. Parallel to this, an early marriage programme (*Berhane Hewan*, meaning *Light for Eve* in Amharic), also funded by UNFPA, was implemented using similar social mobilization and community empowerment strategies. Baseline research highlighted that women's isolation compounded their low status and limited social capital. As such, mobilizing of women's and girls groups became the cornerstone of both models. The Early Marriage and LNWB programmes in Amhara region employed social mobilization to form groups/clubs where adolescent girls and women shared experience, learn new skills, built social connections, and gain self confidence. Pilot experience showed that, even among married adolescents and women who are believed to have high work burdens, mobilization of women's groups was feasible in these remote rural communities. It was also learnt that the participation of men, boys and the wider community can contribute to creating an enabling environment for supporting the needs of girls and women. This was possible through *Community Conversations*, a tested social behavior change tool, now a key strategy in the GoE's national HIV/AIDS strategy. Thanks to the pilot experiences in Amhara the tool has been broadened to integrate gender issues in the facilitation contents of the facilitators¹⁷. Secondly, the pilot phase of LNWB demonstrated that joint programming across sectors is feasible and effective and that government implementers such as the ministry of youth and sports can implement integrated life skills training, RH and livelihood activities with women and girls. For instance, the current life skills components were delivered through support to rehabilitation of non-formal education centres, school material support and recruitment of mentors/facilitators. At the same time, institutional capacity building was needed among line Ministries, Bureaus, and sub-regional bodies in order to achieve coordinated implementation. As well, implementers benefited from expertise and support provided by technical assistance agencies.

Finally, according to the recently finalized end-line survey/evaluation of the Berhane Hewan project targeting married and unmarried adolescent girls, it was possible to establish that through integrated interventions involving social mobilization, literacy and reproductive health information, early marriage can be delayed¹⁸. Girls in the intervention site were two times more likely to be in school in all age groups. Impact were particularly apparent for younger adolescent aged 10 to 14. Additionally, married girls in the intervention sites were 1.8 time more likely to use family planning methods.

¹⁶ The action plan for the UN's Gender Technical Working Group has been attached in the annex reference.

¹⁷ Both UNFPA and WFP have proven expertise and experience in using the methodology. *Community Conversations*, besides widely being used in different parts of the country, has now gained prominence as a comprehensive behaviour change manual for HIV prevention, gender and more recently for enhancing health seeking behaviour in reproductive health (see *Comprehensive Community Conversations for Action*, see annex for details of the manual's content).

¹⁸ See attached end-line survey results, **Evaluation of *berhane hewan* ('light for eve'); a program to promote education & delay marriage in rural amhara, Ethiopia**, Annabel S. Erulkar & Eunice Muthengi

3.3 The Proposed Joint Programme

Intervention Sites

The programme will be implemented in a geographical area of roughly 1.6 million people. Provisionally, 10 districts have been selected for testing and up scaling of interventions (Table 1). The districts were selected during the regional consultations in Tigray and Amhara held between September 23 to October 4, 2007 organized by BoWA in Mekele and Bahir Dar, respectively (see Annex 1). Key partners were involved in the selections of these districts through a participatory process in a one day workshop. Accessibility, poor RH indicators, limited intervention of development programmes were the major criteria used to select the target areas.

Table 1: Programme woredas/districts and population size

Region	Woreda	Population Size
Tigray Region	Gulo Maheda	109,712
	Hintalo Wajerat	154,187
	Samre Seharti	121,416
	Tankua Abergale	79,765
	Naider Adet	115,001
<i>Population Tigray Region</i>		<i>580,081</i>
Amhara Region	North Achefor	195,217
	Dembia	335,641
	Sekela	188,927
	Estie	228,840
	Sekota	112,257
<i>Population Amhara Region</i>		<i>1,060,882</i>
Total Population LNWB		1,640,963

Within the population of the programme site, it is estimated that 60 percent are adolescent and adults aged 10 to 49. At the community level, LNWB must reach a significant percentage of the population in order to make population level impact and promote sustained change in future generations. We anticipate reaching a minimum of 25 percent¹⁹ of the eligible population with LNWB interventions, suggesting roughly 254,000. Of the 254,000 men and women to be reached by either Community Conversations or empowerment interventions, an estimated 100,000 will be women and adolescent girls, while 154,000 will be male community members representing different groups, including husbands, fathers, adolescent boys, religious leaders, community leaders and elders and others. In addition, the 100,000 adolescent girls and women will be targeted and reached in an integrated model whereby they will benefit from life skills, literacy, reproductive health and livelihood related interventions. Hence, the same group will be targeted in a holistic manner by the different components of the joint programme.

The LNWB programme utilizes social mobilization and capacity building as the core strategies of the programme. Capacity building will be undertaken on two levels: capacity building of implementing institutions and capacity building of communities which otherwise lack infrastructure and venues through which to reach the targets. Once capacity is built, programmatic content is introduced in the three thematic areas: life skills training, reproductive health and livelihoods. Within each component, critical partnerships are formed between government and UN agencies.

The successful achievement of the JP outcomes are the result of different interventions, undertaken by different stakeholders. The outcomes have been derived from the UNDAF Country Programme outcomes and clearly establish UNFPA and WFP as partners in contributing to the outcomes through their

¹⁹ The coverage rate of 25 percent is selected given prior experience with other large scale community based programs such as community based distribution (CBD) programs. Twenty five percent is roughly the coverage of highly successful community based programs which have made impact at the population level.

respective Country Programme Outputs (Ethiopia UNDAF 2007-11 available on request). JP partners will be held accountable to JP outputs and all successes and limitations in achieving the outputs will be linked to the work of the JP implementing partners. The following sub sections describe the JP outcomes, outputs and activities for the different components of the JP:

3.3.1 Capacity Building and Social Mobilisation

JP Outcome:

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.

JP outputs:

1. Increased community capacities, particularly vulnerable groups' such as women and girls, to participate in decisions that positively affect gender equality

JP Activities:

- Training of mentors and CC facilitators in life skills, RH, GBV and livelihoods and CC methodology
- Mobilise and engage adolescent girls and women into groups
- Identify and form 200 CC sites
- Conduct bi-monthly CC sessions in 200 sites

2. Increased institutional capacity of MoWA, BoWAs and the district Women Affairs offices

JP Activities: -

- Conduct training for government staff from relevant offices on GBV and RH
- Procure and deliver supplies and equipment
- Procure and deliver vehicles and motor bikes
- Recruit project personnel for M/BoWA and district women affairs offices
- Provide technical backstopping support by UNFPA

The thrust of this component will be in building community capacities through *target-specific* and *community based* social mobilization. The JP proposal is based on the principle that gender based inequalities need to be addressed by ensuring access to services and by enhancing women's and girls' ability and self-esteem to assert their rights. From a human rights based approach the JP's model primarily focuses on enhancing the capacity of the claim-holder. However, with due recognition of limitation in government's capacity to deliver services, the JP will also address capacity building needs of government institutions, particularly the gender ministries across regional levels (with emphasis on regional and district offices). This component considers partnership between government agencies at federal, regional and district levels as an important strategy, with UNFPA as the UN technical agency mandated to strengthen the capacity of the gender machinery. This JP proposal does not incorporate extensive technical training in areas of gender and development or other generic planning and implementation training for the simple reason that other partners, including UNFPA, are providing resources for these areas. However, capacities will be enhanced by recruiting highly qualified personnel within the MoWA to ensure coordination at the federal level and provide ongoing technical assistance (through the recruitment of project coordinators) the two women affairs offices in Amhara and Tigray.. In order to enhanced sustained capacities, the JP will ensure that the Women Ministries (at federal and regional) level adopt an institutionalized approach to capacity building – meaning that counterpart staff will be assigned to the externally recruited staff and lessons will be shared within the ministries. Field officers will also be recruited at the implementation level. In addition, the joint implementation of the JP, together with government partners and participating UN agencies will substantially contribute to building operational experience in gender and development.

The recruitment of personnel within the gender offices will ensure integration of the different programme components, and more importantly, ensure the ultimate objective of gender inequality is addressed. A specific area of highly technical expertise that will be built-in into the programme is the research and evidence components that will guide the implementation, monitoring and the expansion of the programme. This will be handled through the recruitment of external consulting company/ groups of researchers. Recruitment of personnel for this research and evidence generation component will be done in the first year while program documentation including best practices and lessons learned will be carried out in the second and third year. In addition, government structures will be strengthened at the regional and district level, including basic equipments and commodities needed for effective program implementation.

Community based capacity building: One core element of the LNWB JP is **community based capacity building and social mobilization**. The LNWB baseline survey underscored that girls' and women's isolation compounds their low social status. MoWA through its district offices will coordinate the mobilization and capacity building of girls and women at the community level, while ensuring scalability, cost effectiveness and sustainability. UNFPA will provide technical assistance as requested.

Consistent with the LNWB model, community based mentors will be recruited and trained to mobilize groups of girls and women by BoWA in Amhara and Tigray. Provisionally, each mentor will be responsible for facilitating groups totaling 270 women over the three years of implementation reaching the female targets in the two selected regions. Mentors will be trained over a five day period in topics including house to house mobilization, group facilitation, communication and rapport building, HIV/AIDS, gender issues and women's rights, among others. In addition, initial training on literacy, livelihoods, and RH will be introduced.

Trained mentors, through the support of the district women affairs offices will mobilize age-and marital status-specific groups in a house to house method, ensuring that the most isolated and vulnerable women are reached. At the household level, mentors will negotiate for women's participation with gatekeepers including husbands and fathers. Mentors will convene groups of adolescent girls and women in existing community structures, with minor renovations undertaken if necessary. Mentors will convene three separate groups weekly, including one group each of adolescent girls, married adolescents, and adult women. Groups, before graduating will convene for four months and will be supported with interventions related to life skills training, livelihoods, and RH. Following the four month period, the mentors will recruit new groups of women, while pre-existing groups will become self-sustaining, electing leaders and facilitators to coordinate ongoing meetings.

Improving the status of women rests in part, on changing the norms and attitudes of the entire community, including husbands, fathers, and adolescent boys. MoWA/BoWA will coordinate **Gender-focused CC**, and build the capacity of the community to undertake this methodology. It is estimated that through the 400 facilitators (also those mentoring), in a total of 200 sites, will reach 14,000 community members. These community members will in turn pass information to additional 10 implying, thus 140,000 community members. CC facilitators will be trained over a five day period and will, in turn, convene CC groups at the community level. CC Facilitators will be recruited from the community in order to serve as change agents for gender attitudes, norms and values. It is to be noted that under the JP proposal, the CC facilitators will also be the Mentors, thus reducing high number of extension workers and personnel costs that would be difficult to sustain. Also to be noted that budget calculated reflects nominal fees.

The use of CC, a GoE supported social mobilization strategy, will reinforce, target-specific intervention such as the mentor approach and interventions in RH and Literacy. This is a field tested approach that was initially used for influencing behaviour change in HIV/AIDS and related issues. The approach involves bi-monthly discussions with a cross-section of community members, including men, women, girls, boys, community leaders and minority groups. Through the unimposing facilitation role of a facilitator, communities discuss issues that concern their lives over a period of a year. Currently, this methodology has been brought to scale in the country, largely to address HIV prevention efforts through social mobilization. The original concept paper is attached for reference. However, CC is now being used beyond HIV prevention objectives. Through the technical support of UNFPA and lead CC trainers, the

manual has been developed to include Gender and Reproductive Health issues. The Ministry of Health is currently reviewing this manual to then develop an implementation guideline that health workers can use as part of their health extension work.

3.3.2 *Life skills and Literacy*

JP Outcome:

Regional efforts to strategically address gender disparities in literacy and educational attainment, sexual and reproductive health services and GBV are strengthened

JP Output:

Improved life skills and literacy status of adolescent girls and women

JP Activities:

- Provide training in life skills, literacy, RH and legal rights to adolescent girls and women
- Provide basic alternative education and adult functional literacy to adolescent girls and women
- Procure life skills/literacy materials

One of the key components of the piloted experience in Amhara, and a *target-specific* intervention, is the Literacy component. Through a non-formal education approach, currently supported by government, student between ages 7-14 years are provided access to basic education. The non-formal education approach, also known as the Alternative Basic Education (see annex for current GoE strategy and information on current centres covered by government) is based on the national curriculum of English, Amharic, math, environmental science and extra-curricular activities. With close supervision and mentor support an adolescent girl will be able to complete grade 3 of primary school within 18-months and 'graduate' to formal school. The NFE approach is a successfully tested approach. It has proven that with basic support to rehabilitation of NFE centres, provision of school materials such as pens, pencils and notebooks, girls are encouraged to attend school. The recently finalized end-line survey of the *Berhane Hewan* project (available on request) has also established that with mentor and school material support, girls will stay in school and delay early marriage. Impacts were particularly apparent for younger adolescent aged 10 to 14. After controlling for marital status, age and socioeconomic status, Mosobo girls were over three times more likely to be in school in all age groups; among those aged 10 to 14, Mosobo girls were over four times more likely to be in school.

Older women will also be provided access to Literacy centres for basic literacy and numeracy skills. While older women tend to see less significance of attending literacy lessons,²⁰ they do appreciate the benefits of life skills. This will directly link with the Livelihood component of the programme, where married girls and older women will be required to have basic literacy and numeracy skills to access credit and/or small grant facilities. The married girls club is an integral component of the NFE approach, whereby, married girls that are unable to attend regular classes are given the opportunity to learn from weekly sessions on basic Life skills including reproductive health information, legal rights and livelihood skill such as improved housing, use of fuel-saving stoves etc. Again, the *Berhane Hewan* end-line survey has shown that even few sessions in NFE centres has increased use of family planning methods by three times. The JP will also support Married Girls Club as forum for married adolescent girls to access information on reproductive health, legal issues and life skills. This approach has been successful in reaching adolescent girls who are unable to attend non-formal education centres due to household responsibilities. This forum has also been found to be particularly useful in facilitating use of contraceptives by married adolescent girls.

²⁰ According to the Leave No Women Behind baseline study, distance was a reason given for older women (40-45 years) not to attend school while poverty was the reason for girls (10-19 years).

During the course of the 3-year JP, 100,000 adolescent girls and women will benefit from the Non-Formal Education approach. The JP will support basic school materials that are unable to attend school in existing government established NFE centres. Those attending government centres will continue to be supported through the mentor programme.

Through the coordination role of the BoWA and district women affairs offices and the local education offices, existing girls' and women's groups will be provided with basic life skills training through provision of literacy and lifelong-learning to adolescent girls aged 10-19 and women 20-49 years. IEC/BCC on RH, livelihood skills, HTPs and legal rights to adolescent girls and women will be provided through revision and streamlining existing training manuals of existing NFE centres.

3.3.3 Reproductive Health

JP Outcome:

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

JP Outputs:

1. Strengthened women and girls' right claiming capacity for information and services for sexual and reproductive health, HIV/AIDS and addressing GBV
2. Strengthened institutional capacity of health facilities for effective and efficient sexual and reproductive health service

JP Activities:

- Develop and disseminate appropriate and tailored IEC/BCC materials and messages on RH, HIV and Gender issues;
- Conduct sensitization and community mobilization interventions on RH, HIV/AIDS and GBV
- Support the regional plans on Integrated Refresher Training (IRT) for health extension workers and health facility staff on RH, HIV and Gender issues;
- Procure and supply essential health equipment and commodities for selected health facilities in the programme operational districts

This component will make a significant contribution to the JP's outcome addressing access to and utilization of health services (including HIV/AIDS) for women and adolescent girls. Like the Literacy programme component, a *target-specific* approach will be adapted to address gender inequalities. A broader and a community based approach will also be embraced to address the underlying socio-cultural values and practices affecting the RH situation of adolescent girls and women. As stated in the situational analysis section of the JP proposal document, Ethiopia women and girls suffer from the worst forms of reproductive health problems, including obstructed labour, fistula, maternal deaths, HIV and consequences of high fertility. Harmful traditional practices such as FGM/C (and worse, infibulation) aggravates vulnerability to maternal ill health and/or death. Different forms of violences inflicted upon girls and women also affect women's health. While service delivery needs to be enhanced, much of this 'diseases' are a reflection of the low status that the female sex holds in society. This is also why this JP is not just about vertical programme components. Like illiteracy and gender variations, poor reproductive health status of women and girls is fuelled by gender inequalities.

Key areas of intervention include IEC/BCC, CC and supplementary support to strengthen health facilities. Front line health workers at community level such as health extension workers, community based RH agents, health officers, etc. will be provided with additional training to improve their knowledge and skills among others on key women's health issues. Through CC, cross-section of community members will be engaged in discussions on traditional values that perpetuate HTPs (e.g. early marriage, FGM/C, etc.) and discourage health seeking behavior (contraceptive use, ANC, PNC, skilled birth attendance, VCT, PMTCT, etc). There will be a focus on the risk factors for HIV and key prevention messages to encourage behavioral change. This component will also address the medical and psychological needs of abused girls and women. In addition, provisions for institutional support to health centers for basic emergency obstetric care (BEmOC) services, supplementary contraceptives and other basic health equipment will be made

available. This component will be implemented through the Bureau of Health and the respective health offices at district level in the 2 regions of Amhara and Tigray.

During the course of the 3-year JP, 23,600 adolescent girls (10-19 years) will benefit from access to safe spaces, mentoring support, life skills, literacy and information on reproductive health issues, including HTPs and HIV/AIDS. Married adolescent girls and women, in other words, women in reproductive age (15-49 years) will benefit both from access to networks of women support groups, through weekly gatherings on literacy, RH information and services including family planning and safe motherhood through information and access to skilled birth, ante and post natal attendance care, in the least. They will also benefit from VCT and PMTCT services provided at local health centres. It is estimated that 154,000 community members will benefit of *Community Conversations* dialogues, directly and through a resonance effect. Issues of dialogue will be centered around underlying factors that aggravate women's health status i.e. issues of birth outside the home, practice of early marriage and FGM/C, among others.

Needless to say, the JP will ensure the synergy of the RH and Literacy programme components, given the clear interlinkages. As stated in several passages of the JP document, literacy and education are key determinants for improving reproductive health indicators. Largely through the social mobilization/community capacity enhancement programme components, the JP will ensure access to reproductive health information are availed.

3.3.4 Livelihoods

JP Outcome:

Target women and their family members enjoy improved and sustainable livelihoods with increased income, improved food security and enhanced resilience to shocks

JP Outputs:

1. Improved knowledge of 100,000 adolescent girls and women on income generating activities
2. Improved skills of 8,000 women to create and manage physical, human and social assets
3. Improved access of target women to functioning and sustainable credit and saving service

JP Activities:

- 1.1. Conduct ToT on livelihood skills for technical personnel such as Development Agents, Experts at District, Zonal and Regional levels
- 1.2. Provide training on income generating activities to 10,000 adolescent girls and women identified under other components
- 1.3. Provide agricultural tools and others to the trained women as a follow up and incentive to ensure they reach at least 10 of their peer groups
- 2.1. Identify potential candidates for the credit scheme through participatory discussions and thorough consultation
- 2.2. Mobilize and organize candidate women for credit and saving
- 2.3. Provide training to 8,000 women in credit & saving principles, book keeping, business plan preparation, marketing and leadership
- 2.4. Provide practical training to 8,000 women on specific IGA of their interests
- 3.1. Define detailed design of saving and credit scheme including selection criteria of women who take credit, and review the design & performance annually
- 3.2. Provide credit to 8,000 organized and oriented women for IGA
- 3.3. Provide technical support for effective IGA
- 3.4. Follow up on credit and saving

Sustainable livelihoods

The term "Livelihood" is being used in a traditional sense of making a living in a predominantly agrarian community. It emphasizes the dimension of human capital such as knowledge, skills and methods used to

produce or obtain food, water, clothing and shelter necessary for survival and wellbeing. As stated in the Situation Analysis section, the JP recognizes gender imbalances in livelihood situation among Ethiopian women; addressing income but also the work burden faced by women and girls leading to *time poverty*. This component will support livelihoods knowledge and skills of adolescent girls and women in areas such as agricultural extension (including horticulture, small scale irrigation, fuel saving practices, etc.), savings/credit, entrepreneurship and leadership skills. Through the regional BoWA in collaboration with Bureau of Agriculture and Rural Development (BoARD) small-scale credit intervention and agricultural extension services will be provided to adolescent girls and women groups.

As to implementation, experience has shown that activities that are carried out close to the household domain are managed by and their benefits accrue to women. Women's Income Generation Activities (IGAs), reflecting local farming systems realities and market opportunities, will therefore constitute the mainstay of the intervention. Through the Bureau of Agriculture and Rural Development (BoARD) in collaboration with the regional Bureau of Women Affairs (BoWA), a small-scale credit intervention and agricultural extension services will be provided to adolescent girls and women groups.

An estimated 8,000 women beneficiaries will be trained in credit and savings skills, specifically in bookkeeping and business plan preparation, as well as off-farm and on-farm women-focused income generation and enterprise development schemes. This component, in consultation with local departments of agriculture and co-operative promotion, will support the preparation of a number of income generation project profiles. Implementation of these ventures will require seed money that can serve as a nucleus for initiating a revolving loan scheme among the identified women beneficiaries. Regular savings will be encouraged as part of the schemes. At the grassroots level, follow up of the IGA and micro-credit will be closely monitored and managed by the local woreda Office of Agriculture and Rural Development (OARD) together with Development Agents (DAs) and the kebele administration. Specific activities will involve selecting sites, beneficiaries and appropriate IGAs packages, group formation, providing equipment, tools and seeds, establishing partnership and making arrangement with credit delivering institutions, providing and monitoring credit to women beneficiaries.

A wide array of income generating activities will be supported, including fuel saving stove production and marketing, cotton spinning and garment production, livestock fattening, cultivation of high value crops (e.g. fruit trees) and eco-friendly grain milling services. In accordance with different managerial and suitability requirements, some activities, such as horticulture activities, grain mills, compost making and nurseries, will be undertaken by small (5-10) to medium sized (20-30) groups of women. Other activities, like homestead productivity intensification (beekeeping, animal fattening, fruit trees, etc.) will be implemented at individual level. Water schemes, in partnership with other partners such as FINNIDA, will also be explored to address the burden of fetching water and to ensure women's participation in management of the schemes.

MERET

This component will largely build upon WFP's Managing Environmental Resources to Enable Transitions to more sustainable livelihoods (MERET, WFP Country Programme 2007-11 Phase IV, paper available on request) which aims at improving food security for the most vulnerable and in particular women headed households through a sustainable use of natural resources. MERET is explicitly mentioned in the UNDAF document as one of the successful initiatives which will be "scaled-up in the second UNDAF to strengthen the food security and long-term coping mechanisms of communities in rural Ethiopia" (UNDAF 2007-2011: 8). MERET has demonstrated its effectiveness in women's empowerment with holistic livelihood approach. By involving women from planning stage to monitoring and follow up and by introducing sustainable natural resource management and income generating activities that are feasible in their locality, MERET successfully transform women to key players in achieving sustainable livelihoods. Various IGA have been and are being implemented under MERET. Types of IGA are vegetable production, fruit production, small-scale animal fattening, feed production, dairy farming, poultry, apiculture and others. In addition to the grant and technical support-based IGA assistance, MERET also has credit-based support for women's IGA, extending credit-based IGA support to over

1,600 beneficiaries out of which 81% are women²¹. This micro credit scheme covers 17 districts in 4 regions namely Amhara, Tigray, Oromiya and SNNPR. Types of activities include apiculture, dairy cows, cattle fattening, poultry, horticulture (by applying improved seeds and irrigation technique using pumps), fruit production, spice production, weaving, etc.

Other Experiences

The JP will also build on experiences of similar on-going and completed project and programmes. For example the Ethiopian Women Development Fund's Women's Development Initiative Project (WDIP), in collaboration with the World Bank and the Italian Cooperation, is one where positive experiences were gained in empowering women through group revolving fund (2001-06). The WDIP was operational in 11 regions of the country with a total of 621 women groups (11,295 women). Women formed a group of 10-20 members and submitted a business proposal. Maximum US\$4,000 was provided to the group upon approval of the business plan as seed money. Members were asked to contribute 10% of the amount they requested (5% in cash, 5% in kind) to ensure ownership and commitment of the participating women. The activities undertaken utilizing this grassroots initiative fund include livestock fattening and husbandry, handcraft production, horticulture, dairy, grain mills and catering services. Now phased-out, groups established under the programme have been integrated into the regional and sub regional structures of the Women Affairs. Given the extensive experience developed with working with vulnerable women groups, technical inputs will be sought from the EWDF main office and operational experience from the regional offices.

There is also an on-going IFAD financed programme "Rural Financial Intermediation Programme (2003-2010)." Under this programme, efforts are being made to strengthen capacity of Micro Finance Institutions (MFI) to effectively and efficiently expand outreach to about 1.5 million poor rural households over 7 years; to empower beneficiary households by internalizing client training as an integral part of the operational functions of MFI including business skills development for 40,000 women clients; to promote establishment of 3,375 Rural Saving and Credit Cooperative Societies (RUSACCO) as community-based financial intermediaries. This programme also supports MFI and RUSACCO to expand outreach by providing credit funds to bridge the liquidity gap. The JP will build on IFAD's experience and its lessons learned. More specifically, the JP will utilize business training manual developed by the IFAD programme and will seek opportunities to work with some of the implementing partners of IFAD programme in order to make use of accumulated experience and knowledge.

Livelihoods Skill Training

An estimated 100,000 adolescent girls and women will be reached and acquire livelihood skills. Following the training of trainers, Agriculture and Rural Development Bureaus/Offices at regional and district levels in collaboration with development agents and office or women's affairs will train at least 10,000 girls and women in livelihood skills such as various IGA / homestead activities that are feasible and sustainable. The trained girls and women will then act as peer educators to reach at least 100,000 adolescent girls and women in total.

Revolving Loan Scheme

In rural Ethiopia, one way of channeling revolving fund is through existing Service Cooperatives in the locality. In case well-functioning service cooperatives are not present in the area, sub-district administration can also channel the fund. If there is no well-functioning Service Cooperative nor strong sub-district administration in the locality, target women can organize themselves and become a legal Rural Saving and Credit Cooperative Societies (RUSACCO) with support from Cooperative Promotion Unit/Agency at district and regional level. Advantages of channeling fund through Service Cooperatives, district administration or RUSACCO include: 1) clients pay relatively low interest rates around 5 to 10%; 2) it gradually builds capacity of existing local government structure and actors such as sub-district administration, development agents, agricultural office, women's affairs office, cooperative unit and women themselves, hence more sustainability; and 3) clients tend to have more choices such as group liability vs. individual liability because rules and regulations can be tailored to the local context and preference. Major disadvantages are, however, the process can take time. Firstly, fund structure that is

²¹ This credit based support to deprived women was made possible with generous donation by HRH Princess Haya Bin Al Hussein of Jordan.

acceptable to most actors has to be agreed upon through series of discussions and consultation at Regional, district and sub-district levels. Then all actors have to be aligned for the agreed funding mechanism and structure. Most of all, successful implementation heavily relies on commitment of government at sub-district and district levels.

Alternative to the conventional government channel is to make partnership with well-functioning micro finance institutions. There are 29 micro finance institutions in Ethiopia, mostly providing credit on a group liability basis with interest rates ranging from 15 to 18%. Interest rates charged by micro finance institutions are higher than what commercial banks would charge clients with collateral, currently around 7.5 - 10% in Ethiopia. In Amhara and Tigray, all districts except one are covered by micro finance institutions. Some are even internationally recognized as well-performing microfinance institutions ranked top 50 internationally by Forbes magazine (Dec 2007). Amhara Credit and Saving Institution was ranked 6th globally and 1st in Sub-Saharan Africa. Dedebit Credit and Savings Institution (Tigray) was ranked 31st globally and 2th in Sub-Saharan Africa²². The advantages of working with well-performing microfinance institutions are: 1) smooth credit delivering to the target women and high repayment rates are expected since they have long years of experience in micro credit, following up closely on clients and collecting principals and interest; 2) the JP can benefit from microfinance institutions' rich experience in business training, saving and insurance scheme and other surrounding issues; and 3) the JP does not crowd out the microfinance market by inserting "cheap" money. On the other hand, disadvantages include: 1) interest rates are relatively high, which may prevent the JP from targeting the deprived women intended to be covered; 2) target women may not find much advantage to be covered by the JP if they are charged "market" rates for group loans; and 3) target women may not accept group liability, which is the common approach of many microfinance institutions.

MERET's credit-based IGA mostly channeled the money through existing Service Cooperatives in case of Amhara. In case of Tigray, sub-district administration distributed the credit packages directly to women since it was felt that service cooperatives in the locality were not well-functioning. Interest rate was deliberately set low at 5% in order to encourage deprived women to access credit. In case functioning Service Cooperative nor strong sub-district administration was not present, Cooperative Unit or Cooperative Promotion Agency commonly under Office of Agriculture and Rural Development guided the beneficiary women to organize themselves and become a licensed RUSACCO so that they can channel and manage the loan themselves. In MERET's credit-based IGA, both group liability and individual liability are accepted depending on the local context and preferences. Medium to large-scale IGA are run by a group of women, and small-scale IGA are commonly done by individuals. The size of loans varies depending on types of activities, but maximum loan size was set at \$200-\$300/member, repayable in maximum 5 years. Service Cooperatives or newly organized RUSACCO are responsible for following up and collecting the principle plus interest from the beneficiaries. Collected interest payment is designed to be retained as service charge, and collected principal payment is designed to be revolved at sub-district or district level.

The JP will build on the accumulated knowledge and experiences of MERET and other relevant experiences such as that of Ethiopia Women Development Fund and IFAD. It will apply participatory and holistic livelihood approach, builds capacity of women and government implementing partners by intensively involving them from the planning stage to monitoring and follow up. It will mobilize, train and prepare women for income generating activities, credit and saving for scaling up IGA as it is successfully done in MERET. It will effectively support women to identify feasible IGA based on their comparative advantage and market conditions, provide intense technical assistance through existing government structure to ensure sustainability.

²² Ranking was done according to scale, which is based on the size of their gross loan portfolio; efficiency, which considers operating expense and the cost per borrower as a percent of the gross national income per capita of their country of operation; risk, which looks at the quality of their loan portfolios, measured as the percent of the portfolio at risk greater than 30 days; and return, which is measured as a combination of return on equity and return on assets. For more detail, refer to http://www.forbes.com/2007/12/20/microfinance-philanthropy-credit-biz-cz_ms_1220microfinance_table.html

The JP believes in context-specific approach. Thus, detail design of revolving fund modality will be developed through intensive discussions and thorough consultation with the regions, districts, sub-districts, beneficiaries and other relevant actors. Design will be tailored to local contexts, taking into consideration the culture, customs and preference on the ground. The JP will hire experienced and dedicated expert(s) who will initiate the discussions and consultation with all actors and recommend most workable and feasible designs and modalities for the revolving loan scheme. Design and modality of the revolving loan will be reviewed every year for improvement.

Target Selection - Communities

10 districts have been selected for the JP based on consultation with the 2 target regions conducted in September and October 2007. In each target district, certain communities will be selected by the regions and districts in consultation with UN agencies for the JP activities. In order to create synergies with ongoing UN Country Programme MERET, it is recommended to strategically include MERET communities. MERET communities have some basic foundation such as community solidarity, community planning capacity and awareness of sustainable natural resource management. Such foundation is almost prerequisite for interventions such as credit. MERET communities, if included, can serve as model cases to other communities selected for the JP. In addition, Development Agents (DA) and district experts who have experience with MERET will be an asset to the JP since they have the basic understanding of holistic and sustainable livelihoods approach.

Target Selection – Women fit for Credit

It is clear that credit is not for every rural poor. While the JP targets vulnerable and deprived women, credit should be carefully provided to those who meet certain criteria. Although comprehensive criteria will be developed during the detail design preparation based on the situations and preferences of the regions, credit component will target “productive poor” who demonstrate business-oriented attributes and potential for conducting IGA in strategic manners. Training on homestead activities which will be given to 10,000 women will be crucial sources of information for screening women who fit for credit.

The pilot experience with *Berhane Hewan* has shown links between the Livelihood and Literacy & Life Skills of the project as mutually reinforcing. In the context of safe space and mentoring support both unmarried and adolescent girls have received livelihood skills in improving their lives (e.g. vegetable gardening, improved housing, fuel-saving stoves etc.). Also, introduction of sheep as symbols of public acknowledgment to families that have delayed marriage have increased the social status of adolescent girls. Thus the Livelihood component of the JP will ensure synergy with the other two components of the project.

4. Results Framework

Table 1: Summary of Results Framework

<p>UNDAF Outcome</p> <p><u>1) Humanitarian Response, Recovery and Food Security</u> By 2011, significantly strengthened capacities of the Government, communities and other relevant stakeholders to respond to situations that threaten the lives and well-being of a significant proportion of a population, which require rapid and appropriate action to ensure their survival, care, protection, and recovery, while enhancing their resilience to shocks and leading to food security and sustainable livelihoods.</p> <p><u>2) Basic Social Services and Human Resources</u> By 2011, UN agencies will have significantly supported national efforts to achieve MDGs relating to improved and equitable access and utilization of decentralized social services, including those for health, nutrition, education, water, sanitation and hygiene, by developing capacities of both those responsible for service delivery, and those who demand and use such services, while giving special focus to the most vulnerable and underserved groups.</p> <p><u>3) HIV/AIDS</u> By 2011, achieve substantial progress towards reducing the vulnerability to HIV infection, especially of women and girls, and alleviate the impact of the epidemic, with emphasis on underserved and affected population.</p> <p><u>4) Good Governance</u> By 2011, contribute to the achievement of Millennium Declaration principles through enhanced demographic empowerment and participation at the grassroots level through justice sector reform , civil service and civil society capacity building and promotion of decentralization at all levels, including upholding of human rights principles, transparency and accountability.</p> <p><u>5) Enhanced Economic Growth</u> By 2011, at national, regional, organizational and business levels, capacity strengthened and knowledge developed for increased incomes of the poor, through enhanced labour factor productivity and more intense and widespread use of technology in at least one economic growth corridor, with potential interventions related to expansion and diversification in agriculture, industry and services.</p>								
<p><u>1. Joint Programme Outcome</u> 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) Indicators: 1. Number of sectoral, district and local plans that have incorporated gender issues increased by 20% as compared with end of 2008 Baseline: Targets: MoV: Baseline & exit survey 2. Proportion of institutions that have initiated women-lead development intervention increased by 30% as compared with end of 2008 Baseline: Targets: MoV: Baseline & exit survey 3. Proportion of women participating in socio-economic activities increased by 30% as compared with end of 2008 Baseline: Targets: MoV: Baseline & exit survey Resources: USD 1,498,000 Risks and Assumptions: GoE commitment to implementation Baseline and target will be set after the baseline survey</p>								
Joint Programme Outputs (baseline survey to be developed for ALL indicators)	SMART Outputs and responsible UN Organization	Reference to Agency priority or Country Programme	Implementing Partners	Indicative activities For each Output	Resource allocation +indicative time frame			
<p>1. 1. Increased community capacities, particularly vulnerable groups' such as women and girls, to participate in decisions that positively affect gender equality</p> <ul style="list-style-type: none"> Number of Mentors and Community Conversation Facilitators 	<ul style="list-style-type: none"> - 400 mentors trained in life skills, RH and livelihoods - 100,000 adolescent girls and women reached through mentors - 400 CC facilitators trained in community conversation techniques and skills 	<p>UNFPA, Gender CPAP Outcome: Institutional mechanisms and socio-cultural</p>	<p>Ministry of Women Affairs at federal, regional and district level</p>	<ul style="list-style-type: none"> - Training of mentors and CC facilitators in life skills, RH, GBV and livelihoods and CC methodology - identify 200 CC sites 	<p>Y1</p> <p>\$100,000</p>	<p>Y2</p> <p>\$125,000</p>	<p>Y3</p> <p>\$75,000</p>	<p>Total</p> <p>\$300,000</p>

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<p>trained</p> <ul style="list-style-type: none"> Number of adolescent and women support groups formed Number of community members regularly engaged in conversation 	<p>- 154,000 community members engaged (directly and through resonance) in regular conversations addressing gender, GBV, RH and HIV/AIDS</p>	<p>practices that promote and protect the rights of women and girls are strengthened Gender</p>		<p>- Mobilize and engage adolescent girls and women into groups</p> <p>- Conduct bi-monthly CC meetings in 200 sites</p>				
<p>1.2. Increased institutional capacity of MoWA, BoWAs and the district Women Affairs offices</p> <p>Key Indicators</p> <ul style="list-style-type: none"> Number of government staff with capacity to plan, budget and advocate for gender mainstreaming Number of equipment procured for gender ministry staff at federal, regional and district levels Number of professionals recruited and placed in M/BoWA and district WAOs 	<p>- MoWA, BoWAs and district women affairs offices equipped with logistics, office equipment and skilled personnel</p> <p>- M/BoWA implementation and coordination capacity strengthened</p>	<p>UNFPA, Gender CPAP Outcome: Institutional mechanisms and socio-cultural practices that promote and protect the rights of women and girls are strengthened Gender</p>	<p>Ministry of Women Affairs at federal, regional and district level</p>	<p>- design packages(training, human resource, and equipment) that would enhance capacities of institutions dealing with Gender in the selected districts</p> <p>- Conduct training for government staff from relevant offices on GBV and RH</p> <p>- Procure and deliver supplies and equipment</p> <p>-Procure and deliver vehicles and motor bikes</p> <p>- Recruit project personnel for M/BoWA and district women affairs offices</p> <p>-Provide technical backstopping support by UN</p>	<p>Y1 \$620,166</p>	<p>Y2 \$326,416</p>	<p>Y3 \$251,418</p>	<p>Total 1,198,000</p>

<p><u>2. Joint Programme Outcome:</u> <u>Regional efforts to strategically address gender disparities in literacy and educational attainment, sexual and reproductive health services and GBV are strengthened</u></p> <p>1. Net Enrollment Rate(NER- age between 7-14) increased by 20% as compared to end of 2008 Baseline: Targets: MoV: Baseline & exit survey</p> <p>2. Gender gap, interms of Net Enrollment rate reduced by 10 percentate points as compared to end of 2008 Baseline: Targets: MoV: Baseline & exit survey</p> <p>3. Incidence of GBV reduced by 30% as compared to end of 2008 Baseline: Targets: MoV: Baseline & exit survey</p> <p>Resources: USD 570,764</p> <p>Risks and Assumptions: Close and timely supervisory support from key government sectors Baseline and target will be set after the baseline survey</p>									
<p>Joint Programme Outputs (baseline survey to be developed for ALL indicators)</p>		<p>SMART Outputs and responsible UN Organization</p>	<p>Reference to Agency priority or Country Programme</p>	<p>Implementing Partners</p>	<p>Indicative activities For each Output</p>	<p>Resource allocation +indicative time frame</p>			
<p>Life skills and Literacy Improved life skills and literacy status of adolescent girls and women</p> <ul style="list-style-type: none"> Number of enrollees for life skills Number of adolescents and women with life skills including, RH, livelihood skills, HTPs and legal rights Number of girls and women attending basic alternative education 		<ul style="list-style-type: none"> 100000 adolescent girls and women provided with alternative basic education 100,000 adolescent girls and women in selected districts of Amhara and Tigray regions acquired life skills to better manage their sexual and reproductive health rights and prevent GBV 	<p>UNFPA, Gender CPAP Outcome: Institutional mechanisms and socio-cultural practices that promote and protect the rights of women and girls are strengthened Gender</p>	<p>Bureau of Education and district education offices</p>	<p>- Provide basic alternative education and adult functional literacy to adolescent girls and boys and women - Provide training in life skills, , RH and legal rights to adolescent girls and women - Procure life skills/literacy materials - Renovate and furnish NFE centers</p>	<p>Y1 \$310,488</p>	<p>Y2 \$130,138</p>	<p>Y3 \$130,138</p>	<p>Total \$570,764</p>
<p><u>3. Joint Programme Outcome</u> <u>Improved access to and demand for quality, gender sensitive and integrated reproductive health care , including HIV/AIDS prevention services at all levels.</u></p> <p>Indicators:</p> <p>1. No. of health facilities offering integrated, affordable and quality RH service increased by 20% as compared to end of 2008 Baseline: Targets: MoV: Baseline & exit survey</p> <p>2. No. of health facilities equipped to provide basic obstetric emergency care increased by 20% as compared to end of 2008 Baseline: Targets: MoV: Baseline & exit survey</p> <p>3. Contraceptive prevalence rate increased by 30% as compared to end of 2008 Baseline: Targets: MoV: Baseline & exit survey</p> <p>4. Proportion of mothers attending ANC and PNC increased by 30% as compared to end of 2008</p>									

Baseline: Targets: MoV: Baseline & exit survey
 Resource: USD 922,229 Risks and Assumptions: Targets and community are willing to adopt new behavioral changes related to RH/HIV/AIDS
 Baseline and targets will be set after the baseline survey

Joint Programme Outputs (baseline survey to be developed for ALL indicators)	SMART Outputs and responsible UN Organization	Reference to Agency priority or Country Programme	Implementing Partners	Indicative activities For each Output	Resource allocation +indicative time frame			
<p>Reproductive health</p> <p>3.1 Strengthened women and girls' right claiming capacity information and services for sexual and reproductive health, HIV/AIDS and addressing GBV</p> <p>Key Indicators</p> <ul style="list-style-type: none"> # of adolescent girls and women with increased knowledge on sexual and reproductive health issues, including HTPs and HIV # of adolescent girls and women accessed Basic EmOC and HCT services <p>3.2 Strengthened institutional capacity of health facilities for effective and efficient sexual and reproductive health service provisions</p> <ul style="list-style-type: none"> No of health extension workers and health facility staff trained on RH, HIV and Gender issues; # and type of equipment and commodities procured and delivered to health facilities 	<p>- 64,900 women in reproductive age group (15-49) in 10 districts of Amhara and Tigray regions have improved health seeking behavior and practice on sexual and reproductive health</p> <p>- 23,600 adolescent girls (10-19) in 10 districts in Amhara and Tigray regions enjoy increased protective environment from practice of Early Marriage and FGM/C</p> <p>- 100,000 adolescent girls and women in 10 districts of Amhara and Tigray regions have increased knowledge on STI/HIV/AIDS</p> <p>-500 health extension workers and health facility staff trained on RH, HIV and Gender issues</p> <p>--At least 10 health facilities supported with essential health equipment and commodities for providing basic EmOC and VCT services</p>	<p>UNFPA Reproductive Health ,CPAP Outcome: Improved access to, demand for and utilization of high-quality health information and services at all levels for men, women, young people and vulnerable groups, including those in emergency and humanitarian situations, focusing on emergency obstetric care, family planning, reproductive health commodity security, STIs, HIV/AIDS and obstetric fistula(RH)</p>	<p>Ministry of Health at regional and district level</p> <p>Ministry of Health at regional and district level</p> <p>HAPCO at regional and district level</p> <p>Ministry of Health at regional and district level</p>	<p>- Develop and disseminate appropriate and tailored IEC/BCC materials and messages on RH, HIV and Gender issues;</p> <p>Conduct sensitization and community mobilization interventions on RH, HIV/AIDS and GBV</p> <p>Support the regional plans on Integrated Refresher Training (IRT) for health extension workers and health facility staff on RH, HIV and Gender issues;</p> <p>Procure and supply essential health equipment and commodities for selected health facilities in the programme operational districts</p>	\$250,000	\$275,000	\$397,229	\$922,229

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4. Joint Programme Outcome:

Target women and their family members enjoy improved and sustainable livelihoods with increased income, improved food security and enhanced resilience to shocks.

Indicator:

- % of target households resulting in increased assets as compared to end of 2008
Baseline: Targets: 70% MoV: Baseline & exit survey Risk and Assumptions: natural disaster / social and economic stability
- Increase in number of balanced meals taken by target households per day as compared to end of 2008
Baseline: Targets: 30% MoV: Baseline & exit survey Risks and Assumptions: food availability in the area / natural disaster / social and economic stability
- 3) Increase in income of target households as compared to end of 2008
Baseline: Targets: 20% MoV: Baseline & exit survey Risks and Assumptions: natural disaster/ social and economic stability:

Resource USD \$4,018,353

Joint Programme Outputs (baseline survey to be developed for ALL indicators)	SMART Outputs and responsible UN Organization	Reference to Agency priority or Country Programme	Implementing Partners	Indicative activities For each Output	Resource allocation +indicative time frame			
					Y1	Y2	Y3	Total
Livelihoods					\$1,051,350	\$1,479,200	\$1,487,803	\$4,018,353
<p>4.1. Improved knowledge of 100,000 adolescent girls and women on income generating activities</p> <p>Key Indicators</p> <ul style="list-style-type: none"> • Number of women trained in livelihood skills including income generating activities • Number of women reached by peer educators and learned about income generating activities. 	<p>10,000 adolescent girls and women trained as peer educators in livelihood skills by 2011.</p> <p>10,000 trained girls and women transfer knowledge on livelihood skills to at least 90,000 of their peers by 2011.</p>	<p>WFP Strengthened resiliency of communities to shocks through asset creation (Goal 2 of Strategic Objective One, WFP Strategic Plan 2008-11) CPAP Outcome Increased ability to manage shocks and meet necessary food needs and diversify livelihoods</p> <p>//</p>	<p>BoARD / WoARD</p> <p>BoARD / WoARD</p>	<p>4.1.1. Conduct ToT on livelihood skills for technical personnel such as Development Agents, Experts at District, Zonal and Regional levels</p> <p>4.1.2. Provide training on income generating activities to 10,000 adolescent girls and women identified under other components</p> <p>4.1.3. Provide agricultural tools and others to the trained women as a follow up and incentive to ensure they reach at least 10 of their peer groups</p>	\$180,291	\$303,482	\$311,785	\$795,558

4.2. Improved skills of 8,000 women to create and manage physical, human and social assets Key Indicators <ul style="list-style-type: none"> Number of women trained in book keeping, business plan preparation, marketing and leadership Number of women engaged in new IGA since 2008 	8000 women trained in book keeping, business plan preparation, marketing and leadership by 2011	//	BoARD / WoARD	4.2.1. Identify potential candidates for the credit scheme through participatory discussions and thorough consultation	\$102,585	\$143,003	\$143,003	\$388,591
	8000 women engaged in IGA by 2011	//	BoARD / WoARD	4.2.2. Mobilize and organize candidate women for credit and saving 4.2.3. Provide training to 8,000 women in credit & saving principles, book keeping, business plan preparation, marketing and leadership 4.2.4. Provide practical training to 8,000 women on specific IGA of their interests				
4.3. Improved access of target women to functioning and sustainable credit and saving service. Key Indicators <ul style="list-style-type: none"> Number of women who have access to credit and saving service Default rates / recovery rates Rate of return to the investments 	8000 women have access to credit and saving service by 2011.	//	BoARD / WoARD	4.3.1. Define detailed design of saving and credit scheme including selection criteria of women who take credit, and review the design & performance annually	\$768,474	\$1,032,715	\$1,033,015	\$2,834,204
	Credit recovery rates are more than 70% through 2011.	//	BoARD / WoARD	4.3.2. Provide credit to 8,000 organized and oriented women for IGA				
	Rates of return to investments are more than 20%.	//	BoARD / WoARD	4.3.3. Provide technical support for effective IGA 4.3.4. Follow up on credit and saving				
Resources Summary								
	Direct Programme Cost	7% Indirect Service Charge	Total					
UNFPA	\$ 2,990,993	\$ 209,369	\$ 3,200,362					
WFP	\$ 4,018,353	\$ 281,285	\$ 4,299,638					
Total	\$7,009,346	\$ 490,654	\$ 7,500,000					

5. Management and Coordination Arrangements

The management and coordination arrangements will follow the guidelines of the Operational Guidance Note for the Participating UN Organization (MDG-F, 2 October 2007). Overall coordination of the JP rests with the Resident Coordinator. The RC is entrusted with leadership of the overall programme design, ongoing programmatic oversight of the Fund's activities by co-chairing the National Steering Committee meetings, at the highest level of government-donor forum. The RC's role is to facilitate collaboration between Participating UN organisations to ensure that the programme is on track and that promised results are being delivered. The RC will also be the main interface between the Secretariat and the MDTF Office and the UNCT.

The participating UN Agencies of the JP are UNFPA and WFP, with UNFPA as the lead agency and WFP as the supporting agency. UNFPA will provide support for programme oversight, and coordination among participating UN organizations. UNFPA has been performing the role of Lead Agency, per the UNDAF working framework²³, in which the agency is the Chair of the UNGTGWG.

The JP will primarily be implemented through government implementing partners coordinated by MoWA at the federal level and BoWA at the regional level. UNFPA and WFP will support implementing government partners by providing technical input in their respective fields of competence. This assistance will include strengthening the capacity of different MoWA and BoWA structures and providing technical assistance to the implementing partners as required. MoWA and BoWA in consultation with UNFPA and WFP will undertake annual and final evaluations. They will also consolidate harmonized reporting and reviewing mechanisms together.

5.1 Proposed Structures

The UN Resident Coordinator will establish two coordination structures to ensure synergy of the Joint Project. These are the National Steering Committee (NSC) and the Programme Management Committee (PMC). In order to ensure effective implementation capability of MoWA and BoWA and their structures, a Project Management Team (PMT) will be established both at federal level and in two targeted regions. PMT will consist of one fulltime Project Coordinator and a Finance Officer. The finance officer will be assigned from MoWA and BoWA at Federal level and Regional level respectively. PMT both at Federal and Regional Level will be accountable to MoWA & BoWA respectively and will have the responsibilities of managing day to day implementation of activities of the programme such as developing action plans, monitoring activities, and producing reports in their respective areas.

5.1.1 National Steering Committee (SC)

The National Steering Committee (NSC) is established to oversee and provide strategic guidance to the programme. The NSC membership will be limited and consist of non-implementing parties to allow for independence. The NSC membership will include at a minimum: representative of the Government of Ethiopia (the State Minister of MoFED), a local representative of the Government of Spain (the Ambassador of the Kingdom of Spain), and the United Nations Resident Coordinator (RC). The representative of the Ethiopian Government and the RC will co-chair the NSC. The co-chairs can invite UNFPA, WFP, and MoWA as observers.

The NSC will meet semi-annually, but additional meetings may be convened as required. In the event of an urgent situation, the NSC may conduct its business electronically. The NSC will make decisions by consensus and the decisions of the NSC will be duly recorded.

²³ See annex 3 for UNFPA's Gender mandate

The primary responsibilities of the NSC include the following:

- Provide oversight and strategic guidance.
- Review and adopt the Terms of Reference and Rules of Procedures of the NSC and/or modify them, as necessary.
- Approve the strategic direction for the implementation of the Joint Programme within the operational framework authorized by the MDG-F Steering Committee.
- Provide recommendations for attaining the anticipated outcomes as necessary.
- Approve the annual work plans and budgets submitted by MoWA to ensure their conformity with the requirements of the Fund as well as ensuring the quality of the programme documents.
- Review the Consolidated Joint Programme Report from the MDTF secretariat office and provide strategic comments and decisions as well as communicate it to key stakeholders and participating UN agencies.
- Offer remedial action for emerging strategic and implementation problems.
- Ensure proper consultation with key stakeholders and other donors working on related programmes on the country level to avoid duplication of efforts.
- Approve the communication and public information plan prepared by the PMCs.

5.1.2 Programme Management Committee (PMC)

A Programme Management Committee (PMC) will be established, both at Federal and Regional level, to provide operational coordination of the joint programme.

At Federal level, the PMC will comprise of the representatives of the Ethiopian Government counterparts (MoFED and MoWA), RC and two participating UN agencies namely UNFPA and WFP. The RC or his/her representative and a senior representative of MoWA will co-chair the PMC. Joint programme managers and experts can be invited to PMC meetings as needed.

At Regional level, the PMC will comprise of senior representatives from BoWA, BoFED, BoH, BoE, BoARD and it will be chaired by BoWA.

The PMC will meet on a quarterly basis and will hold additional meetings where the PMC is needed to address issues directly related to management and implementation of programme.

The primary responsibilities of the PMC include the following:

- Ensure operational coordination
- Appoint a Programme Manager or equivalent thereof
- Agree on re-allocations and budget revisions and make recommendations to the RC as appropriate
- Establish communication and public information plans
- Follow up on the implementation of the programme
- Ensure resources are used to achieve outcomes and output defined in the programme,
- Ensure alignment of the MDG-F funded activities with the UN Strategic Framework or UNDAF approved strategic priorities,
- Establish the programme baseline to enable sound monitoring and evaluation,
- Establish adequate reporting mechanisms in the programme,
- Ensure integration of works plans, budgets, reports, and other programme related documents,
- Ensure that budget overlaps or gaps are addressed,
- Provide technical substantive leadership regarding the activities envisaged in the Annual Work Plan and provide technical advice to the NSC,
- Review and endorse progress report before it is submitted to the MDTF secretariat office on 28th February of each year,
- Address emerging management and implementation problems, and

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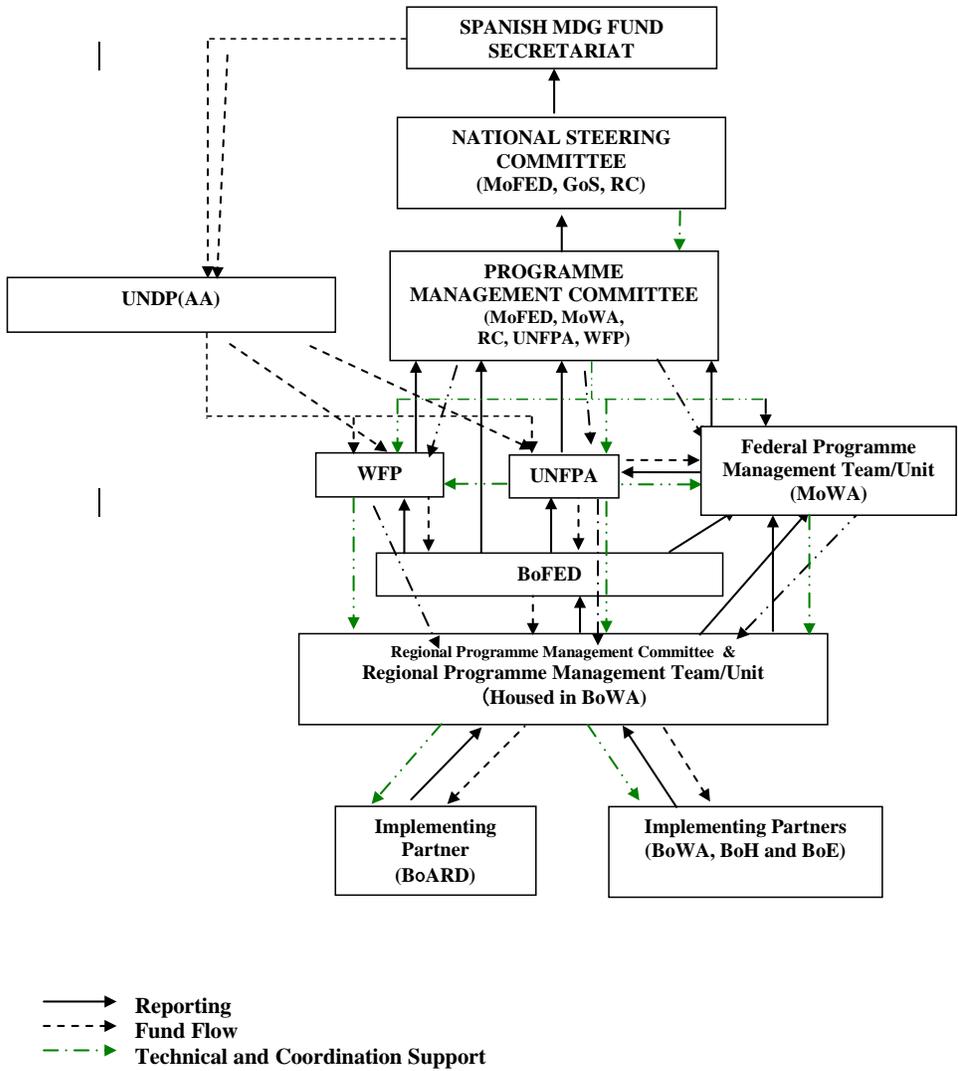
- Identify emerging lessons learned.

5.1.3 Programme Management Team/Unit

The day to day activities of the programme will be managed and coordinated by the Programme Management Team (PMT) established under MoWA and BoWA at federal and regional levels respectively. The team will comprise of a Project Coordinator and Financial Officer. The detailed job description, assessment, and grading will be prepared. A Project Officer will also be recruited for each of the selected two regions. In addition to technical functions, the regional PMT will consolidate sectoral reports and build the BoWA's coordination mandate. It will be at the level of the PMT that the Narrative Joint Programme Report will be compiled for submission to the BoFED and MoWA. Below the regions, the 10 districts in the two regions will be supported with the recruitment of Project officers who will link-up with the Regional PMT on programme implementation issues.

A comprehensive structure that consolidates all the above levels of coordination and technical support is proposed below, under Figure 1:

Fig. 1: Management and Coordination of the Joint Program



5.1.3 Implementation Arrangements

The JP will primarily be implemented through government implementing partners, coordinated by M/BoWAs and district women affairs offices. Funds from the UN participating agencies will be channelled to the Regional Bureau of Finance and Economic Development (BoFED). Upon request for funds, BoFED will disburse funds to BoWA, and BoWA will disburse allocated funds to implementing partners. Key implementing partners are BoWA, BoARD, BoH and BoE, while other sectors will provide technical support and collaboration. The UN will provide technical support in programme implementation. Implementing partners will report to the programme management team housed in BoWA, who will compile reports to BoFED copying MoWA. BoFED will then report to UNFPA, WFP, MoWA and MoFED. This structure will facilitate harmonized reporting.

Regarding reporting requirements to the MDTF office, the UN participating organizations will follow the guidelines of the MDG Fund (as indicated in annex 3). Baseline, mid term and final evaluation will strengthen progress reports on the JP.

5.1.4 Cash transfer modalities

Cash transfer modalities will refer to the participating agencies transfer funds to the implementing partners. UN participating agencies ~~will receive funds from UNDP HQ through the 'pass through' model and participating agencies~~ will channel funds to the implementing partners through government-UN agreed funding modalities, based on agreed guidelines of MoFED and the Un Ex-Coms. As stated in CPAP agreed between the GoE and each of UN Ex-Coms, all cash will be transferred to regional implementing bodies through public financial institutions (BOFED)?????????. This will be based on national GoE aligned systems and implementation procedures in areas such financial rules and regulations, auditing and procurement arrangements. Ministry of Finance and Economic Development (MoFED) is the national coordinating body and assumes ultimate responsibility for overall management and coordination of UN programming. MoFED, together with the UN and the implementing partners, will also review the appropriate mechanisms for utilizing funds- meaning that modalities such as Direct Payment will be considered in areas where government implementing partners lack capacity (e.g. contacting research agencies, procurement, recruitment of staff etc.) and where implementation of the JP is at stake due to delays in implementation. Based on Harmonized Cash Transfer systems (HACT), project funds will be channeled at Federal and Regional levels. While some capacity building resources will be earmarked at Federal level to MoWA, programme funds for regional level implementation will be channelled to BoFED, who will then disburse funds to BoWA. BoWA will channel funds to all implementing partners at regional level. In this capacity, MoWA will be responsible for coordinating and reporting on fund flow, BoWAs will be responsible for the preparation of their AWP, channeling funds to implementing partners and delivery of results in their AWP²⁴.

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On the implementing partners side, MoWA, will be accountable to MoFED and the Donor for quality, timeliness and effectiveness of services provided to the ultimate beneficiaries and activities carried out, as well as for the utilization of funds.

6. Fund Management Arrangements

Fund management will refer to the management of funds between the UN agencies. The agreed modality for channeling funding among the UN agencies is the 'pass-through' (where donor funds and reporting are channelled through UNDP, HQ as the Administrative Agent). Implementation will be guided by the

²⁴ Draft Implementation Manual for the UNDP, UNICEF, UNFPA & WFP (ExCom) Assisted Programs, September 2007, Addis Ababa, Ethiopia.

UNDG guidelines on Joint Programming and the MDG Fund. The following paragraph provides an overview of the UNDG guidelines for the pass-through fund management with an attempt to align them with the procedures of the MDG Fund.

Graphic illustration of fund management for a Joint Programme with Pass-Through Funding



Coordination Mechanism: Once the joint programme has been developed and agreed jointly by the participating UN organizations, the arrangements for management, review, and coordination will be documented, including role and responsibilities of the AA. The joint programme coordination mechanism shall include all signatories to the joint programme document.

Funding agreements: Each organisation assumes complete programmatic and financial responsibility for the funds disbursed to it by the administrative agent and can decide on the execution process with its partners and counterparts following the organisation's own regulations.

Each Participating UN Organization establishes a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent. Participating UN organisations are requested to provide certified financial reporting according to the budget template Participating UN Organizations are entitled to deduct their indirect costs on contributions received according to their own regulations and rules, taking into account the size and complexity of the particular programme.

Subsequent instalments will be released in accordance with Annual Work Plans approved by the NSC. The release of funds is subject to meeting a minimum commitment threshold of 70% of the previous fund release to the Participating UN Organizations combined commitments (Commitments are defined as legally binding contracts signed, including multi-year commitments which may be disbursed in future years) [1]. If the 70% threshold is not met for the programme as a whole, funds will not be released to any organization, regardless of the individual organization's performance.

On the other hand, the following year's advance can be requested at any point after the combined disbursement against the current advance has exceeded 70% and the work plan requirements have been met. If the overall expenditure of the programme reaches 70% before the end of the twelve-month period, the participating UN Organizations may upon endorsement by the NSC request the MDTF to release the next installment ahead of schedule. The RC will make the request to the MDTF Office on NSC's behalf.

~~Any fund transfer is subject to submission of an approved Annual Work Plan and Budget to the MDTF Office, will be signed between the UN participating agencies and UNDP HQ. Budget preparation will be based on the UN participating agency roles as defined in the JP document. Each participating UN Organization assumes complete programmatic and financial responsibility for the funds disbursed to it by the AA. The participating agencies will establish a separate ledger account for the receipt and administration of the funds disbursed to it by the AA and will also provide certified financial reporting according to the budget template provided in the MDG-F Operational Guidance Note issued by the MDTF Office. The AA will shall be entitled to allocate one percent (1%) of the amount contributed by donor(s), for its costs of performing the AA's functions. Each UN organization participating in the joint programme will recover indirect cost of 7% in accordance with the rules of the MDG Fund. Per the UNDG guidelines, any funds remaining after the financial closure of the programme will be returned to the AA. Any unprogrammed funds remaining in the joint programme account after the financial closure of the Joint Programme will be returned to the donor(s) or utilised in a manner agreed upon between the AA and the donor(s), and approval of the joint programme coordination mechanism. Audit will be conducted consistent with current practice, each UN organization will be responsible for auditing its own contribution to the programme as part of its existing regulations and rules. Audit opinions of the individual UN organizations should be accepted by the other UN organizations.~~

7. Feasibility, risk management and sustainability of results

The model and interventions of LNWB JP are targeting vulnerable adolescent girls and women who have proved that positive outcomes can be achieved if opportunities are availed. This programme fosters gender equality and empowerment objectives through a synergized approach including literacy, reproductive health and livelihood objectives. In addition to the national gender machinery (MoWA, BoWAs and district women affairs offices), a number of sector ministries, with technical support of participating UN agencies, will implement the different programme components. While participation of different stakeholders is encouraged, sectors ministries implementing 'sector' interventions in isolation is a possible risk. Coordination of implementing partners and participating UN agencies is thus important.

Absorptive capacity of the lead government implementing partner (Ministry of Women's Affairs at various levels) is another important risk element for the timely and effective implementation of the Joint Programme. Inherent in the Joint Programme there are different capacity building interventions focusing on institutional capacity building. In addition, participating UN agencies will play a strong and supporting role in providing technical support in areas of programme implementation, monitoring and reporting. As an additional measure, one JPO will be recruited and assigned to ensure close technical support and follow up of the smooth implementation the joint program.

The JP also anticipates risks associated with credit intervention under livelihood intervention. Firstly there is an issue of targeting. It is clear that credit is not the ultimate solution to poverty, and it is not for all rural poor households. If the JP fails to target women who are or have potential to be economically productive, the money invested can be wrongly spent on daily survival and not for bringing change in livelihood. Although the JP intends to target the most deprived and vulnerable girls and women, the credit intervention will carefully select the "productive poor" who have potential to create and expand assets through successful IGA. Secondly, there is also a risk associated with unwillingness of women to access credit due to wrong design and approach. For example, some women may not accept group liability. Some target women may not be able to afford the "market" interest rates commonly charged by microfinance institutions (around 18%). Some women may choose to pay higher interests to private money lenders rather than going through lengthy and complicated process required by the JP. In order to manage these risks, the JP will hire microfinance expert(s) on a short term basis under livelihood intervention to carefully look at local reality and propose workable and feasible modalities for the credit component, which are tailored to local context.

8. Accountability, Monitoring, Evaluation and Reporting

The MDTF Office is responsible for the annual Consolidated Joint Programme Progress Report, which will consist of three parts:

AA Management Brief. The Management brief consist of analysis of the certified financial report and the narrative report. The management brief will identify key management and administrative issues, if any, to be considered by the NSC.

Narrative Joint Programme Progress Report. This report is produced through an integrated Joint Programme reporting arrangement. The report should be reviewed and endorsed by the PMC before it is submitted to the MDTF Office on 28 February of each year.

Financial Progress Report. Each Participating UN organization will submit to the MDTF Office a financial report stating expenditures incurred by each programme during the reporting period. The deadline for this report is 31 March.

Quarterly updates will be made available to the donor.

~~This section should also note that the joint programme will have a final evaluation and mid term review. The mid term review will be organized by the MDG F Secretariat. The UNDAF Monitoring and Evaluation (M&E) plan focuses on monitoring and evaluating UNDAF outcomes and related Country Programmes (CPs) outcomes and outputs. It also makes special reference to achieving national development goals, including working with MDG linked M&E frameworks of the PASDEP. The UNDAF includes activities to support the capacity building of national partners to monitor progress towards development goals, by harmonizing data collection systems and supporting databases, analysis tools and improved dissemination of findings. Similar mechanisms would be employed to monitor and evaluate the LNWB JP, and ensure its consistency with the UNDAF M&E systems.~~

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~~A reputable agency with considerable experience in designing and implementing management information systems (MIS) will provide technical backstopping support to MoWA and BoWA. In addition, available experience from the designed systems for the Early Marriage and LNWB programmes in Amhara region would be the basis for M & E in the LNWB JP. The MIS will be designed to accurately and efficiently capture the JP outputs, with the aim of both reporting achievements and performance to the Review Team and the National Steering Committee, as well as using information to improve performance, and achieve harmonization of activities.~~

~~This JP will be monitored throughout the three years of its life span, and evaluated within the M&E guidelines of the MDG Fund, and according to the UNDAF M & E plan. Specifically, The common work plan will be reviewed annually. Adolescent girls and women mobilized in groups/clubs reached by mentors will be recorded in a simple, portable hand held register. Mentors record the profile of those reached with the different RH, literacy/education, and livelihood skills trainings among other indicators. Data will be compiled on a monthly basis at the Programme management units of BoWA in Bahir Dar and Mekele. The district programme coordinators in each region will check data for completeness and accuracy and submit a monthly report to the PMT. Periodic refresher trainings will be conducted for staff on data recording and reporting to ensure consistent and accurate reporting. Databases related to programme performance will be maintained, and performance is analyzed on a quarterly basis. Processed data will be fed back on a quarterly basis to the Review Teams. These data will be used as a management tool to discuss strategies to maximize programme performance and impact. Updates on programme indicators will be compiled on a quarterly basis, and reported to the national steering and technical teams. Data on outputs from programme reports, meeting reports, MIS, and survey data will be analyzed and shared at these meetings.~~

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~~In order to make the intervention evidence based, formative research will be conducted. Given differing conditions in Tigray and Amhara, baseline research will be undertaken in the first three months in experimental and control sites in Tigray, and Amhara, with outcome evaluations taking place after 18 months of implementation. The research will also test different levels of programmatic intensity, providing valuable lessons on bringing programmes to scale in a cost effective manner. The baseline research gives a solid basis for measuring impact of the intervention after eighteen months of implementation. After this period of the programme implementation, endline surveys in the pilot and control areas will be conducted which will measure changes in attitudes and behavior.~~

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~~A sample size of approximately 3,000 adolescent girls and women aged 10 to 49 will be interviewed using the same questionnaire used at baseline. However, additional questions will be added to the endline survey in order to assess exposure to the intervention, level of participation, and perceptions of the programme. Differences between baseline and endline measures for adolescent girls, and women after~~

~~controlling for exogenous changes in the control site, will allow us to ascertain the impact of the programme.~~

the joint programme will have a final evaluation and mid term review. The mid term review will be organized by the MDG-F Secretariat.

Reporting:

MDG Fund guidelines will be used for monitoring and evaluation and reporting (see annex 4). Each participating UN organization shall take appropriate measures to publicize the JP and to give due credit to the MDG Fund and to other participating UN organizations. Information given to the press, to the beneficiaries of the joint programme, all related publicity material, official notices, reports and publications, shall acknowledge the role of the host government, the donors, the participating UN organizations, the Administrative Agent and any other relevant parties. In particular, the Administrative Agent will include and ensure due recognition of the role of each participating UN organization and national partner in all external communications relating to the joint programme.

In addition, the following reports will be produced as described below:

AA Management Brief. The Management brief consists of analysis of the certified financial report and the narrative report. The management brief will identify key management and administrative issues, if any, to be considered by the NSC.

Narrative Joint Programme Progress Report. This report is produced through an integrated Joint Programme reporting arrangement. The report should be reviewed and endorsed by the PMC before it is submitted to the MDTF Office on 28 February of each year.

Financial Progress Report. Each Participating UN organization will submit to the MDTF Office a financial report stating expenditures incurred by each programme during the reporting period. The deadline for this report is 31 March.

Table 2: Programme Monitoring Framework (PMF)

Expected Results (Outcomes & outputs)	Indicators (with baselines& indicative timeframe) Baseline data to be collected for JP programme indicators	Means of verification	Collection methods (with indicative timeframe & frequency)	Responsibilities	Risks & assumptions
<p>1. JP Outcome 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)</p> <p>JP Outputs <u>1.1. Increased community capacities, particularly vulnerable groups' such as women and girls, to participate in decisions that positively affect gender equality</u></p>	<p># of government staff trained in human rights issues - Level of awareness of community members about gender issues and change in behavior and attitude</p> <ul style="list-style-type: none"> • Number of Mentors and Community Conversation Facilitators trained • Number of adolescent and women support groups formed <p>Number of community members regularly engaged in conversation</p>	<p>Reports on trainings Survey</p> <p>Field + Programme Reports</p>	<p>Periodic reports from regions and districts Survey</p> <p>Monthly reports from Districts Quarterly reports from Regions</p>	<p>UNFPA + MoWA, BoWA, Women Affairs district offices</p>	<ul style="list-style-type: none"> • Commitment from all partners to work together • Delay in executing plans and implementing plans • Aligned supports to different strategies, policies in order to reinforce the coordination of LNWB programme • Collaboration of partners with MoWA/ BoWA/ WoWA for optimum results
<p><u>1.2. Increased institutional capacity of MoWA, BoWAs and the district Women Affairs offices</u></p>	<ul style="list-style-type: none"> - Number of government staff with capacity to plan, budget and advocate for gender mainstreaming - Number of equipment procured for gender ministry staff at federal, regional and district levels - Number of professionals recruited and placed in M/BoWA and district WAOs 	<p>Field + Programme Reports Fixed asset register</p>	<p>Monthly reports from Districts Quarterly reports from Regions</p>	<p>UNFPA + MoWA, BoWA, Women Affairs district</p>	<ul style="list-style-type: none"> • Possible delays in fund flow

<p>2. JP Outcome Regional efforts to strategically address gender disparities in literacy and educational attainment, sexual and reproductive health services and GBV are strengthened</p> <p>JP Output Improved life skills and literacy status of adolescent girls and women</p>	<p>Primary school level enrolment rate (1-4, sex disaggregated) Baseline: EMIS Targets:</p> <ul style="list-style-type: none"> • Number of enrollees for life skills • Number of adolescents and women with life skills including literacy, RH and livelihood skills • Number of girls and women attending basic alternative education 	<p>EMIS Baseline & End-line Survey</p> <p>Field + Programme Reports,</p>	<p>EMIS Baseline & End-line Survey</p> <p>Monthly reports from Districts Quarterly reports from Regions</p>	<p>UNFPA + MoWA, BoWAs and district women affairs office with key sectors including BoE and BoYS and their district offices</p>	<ul style="list-style-type: none"> • Timely procurement of materials needed for the programme • Close and timely supervisory support from key government sectors
<p>3) JP Outcome Improved access to and demand for quality, gender sensitive and integrated reproductive health care, including HIV/AIDS prevention services at all levels</p> <p>JP Outputs 3.1 Strengthened women and girls' right claiming capacity information and services for sexual and reproductive health, HIV/AIDS and addressing GBV</p> <p>3.2 Strengthened institutional capacity of health facilities for effective and efficient sexual and reproductive health service provisions</p>	<p><u>-Contraceptive prevalence rate, -</u> -Level of utilization of ANC and PNC services</p> <ul style="list-style-type: none"> • # of adolescent girls and women with increased knowledge on sexual and reproductive health issues, including HTPs and HIV • (Knowledge of adolescent girls and women on reproductive health issues (including HTPs and HIV issues)) • Number of women making use of reproductive health services (e.g. contraceptives, delivery, HIV testing) • No of health extension workers and health facility staff trained on RH, HIV and Gender issues; • # and type of equipment and commodities procured and 	<p>Baseline and endline Survey</p> <p>Demographic Health Survey</p> <p>Field Reports + Programme Reports, Baseline & End-line survey Records from health service providing institutions</p>	<p>Survey, 2008 and 2011</p> <p>Survey, 2010</p> <p>Monthly reports from Districts Quarterly reports from Regions Records from health service providing institutions Surveys</p>	<p>UNFPA + MoWA, BoWAs, women affairs district offices, BoH and district offices and RAPCO</p>	<ul style="list-style-type: none"> • Timely access of RH commodities • Targets and community are willing to adopt new behavioral changes related to RH/HIV/AIDS

	delivered to health facilities				
<p>4) JP Outcome <u>Target women and their family members enjoy improved and sustainable livelihoods with increased income, improved food security; and enhanced resilience to shocks</u></p> <p>JP Output <u>4.1. Improved knowledge of 100,000 adolescent girls and women on income generating activities</u></p> <p>4.2. Improved skills of 8,000 women to create and manage physical, human and social assets</p>	<ul style="list-style-type: none"> • Increase in income of target households as compared to end of 2008 • Increase in number of meals taken by target households per day as compared to end of 2008 • % of target households resulting in increased assets as compared to end of 2008 • Number of women trained in livelihood skills (income generating activities) • Number of women reached by peer educators and learned about income generating activities. • Number of women engaged in IGA • Number of women who are trained in credit & saving principles, book keeping, business plan preparation, marketing and leadership 	Field Reports + Programme Reports, Baseline & End-line survey	<p>Programme surveys to be done in the first 3 months and at the end of the programme</p> <p>+</p> <p>Monthly reports from Districts to Regions every month and Quarterly reports from Regions to Review Team</p>	<p>WFP</p> <p>+</p> <p>MoWA, BoWAs, EWDF and district women affairs office with key sectors such as BoARD and their district offices</p>	<ul style="list-style-type: none"> • Peace continues, including no major instability threats within the country and from the neighboring countries • No major calamities such as flood and drought disrupting economic activities • Low staff turnover • Government provides continuous, timely and adequate financial and technical support • Timely procurement of tools and equipment

<p><u>4.3 Improved access of target women to functioning and sustainable credit and saving service</u></p>	<ul style="list-style-type: none"> • Number of women who have access to credit and saving service • Default rates / credit recovery rates • Rates of return to the investments 				
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9) Ex Ante Assessment of Cross-cutting Issues

The LNWB JP is based on extensive research and implementation experience on the lives of adolescent girls and women. The baseline survey conducted has shown gender inequalities, particularly on issues related to education of women and girls. It has also shown underlying cultural values that increase the vulnerability of girls and women to RH problems, including fistula, maternal morbidity and mortality – and toward negative future social outcomes. Implementation experience has however shown that, when communities are mobilized and when girls and women are provided opportunities to improve their lives, gender inequalities can be reduced. Thus, these findings will inform the implementation of programme components in the LNWB JP in Amhara and Tigray. However, the JP (as explained under section 8) will also commission baseline survey to monitor change in outcomes during the 18-months of implementation. Both quantitative and qualitative data will inform program strategies and interventions. At the institutional level, capacity assessment of key sector ministries such as MoWA, BoWAs and district level women affairs offices will be conducted to guide technical support interventions.

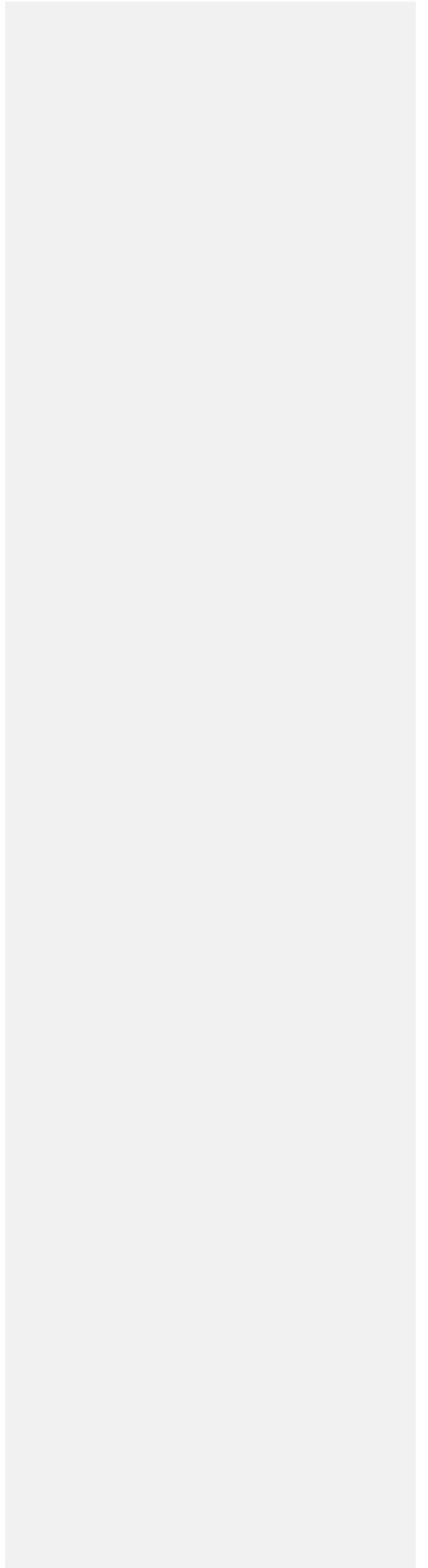
10) Legal Context or Basis of Relationship

The LNWB JP is a MoWA led and UN harmonized programme including 2 participating agencies (UNFPA and WFP). Each agency brings special area of expertise given its mandate. The basis of operation in Ethiopia are governing documents such as the UNDAF (jointly signed between the UNCT and MoFED) and the respective Country Programme documents of the respective agencies for the five years of implementation (2007-11), also signed with the MoFED. Additionally, the technical inputs of specialized agencies such as UNESCO, IOM and UNAIDS will be accommodated through existing UN coordination structure, such as the UN Gender Technical Working Group and technical committed to be established during the implementation of the LNWB JP. Further, agreements will be signed between the Administering Agent and the implementing UN Partners to formalize the legal framework of the Spanish MDG Funds.

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

Participating UN Organization	Agreement
UNDP	The United Nations Development Programme (UNDP) and the Government of Ethiopia concluded the Standard Basic Assistance Agreement (SBAA) on 26 February 1981. The agreement sets out the basic condition under which UNDP and its Executing Agencies shall assist the Government in carrying out its development projects.
UNFPA	UNFPA and the Government of Ethiopia have officially agreed on 30 August 1999 that the Standard Basic Assistance Agreement (SBAA) of UNDP-UNDP (which was signed on 26 February 1981) apply <i>mutatis mutandis</i> to the activities and personnel of UNFPA in Ethiopia.
WFP	WFP has been operating in Ethiopia since 1965. Basic Agreement between the Government of the Federal Democratic Republic of Ethiopia and WFP was renewed and signed on 29 September 2005. The agreement recognizes the humanitarian and developmental character of the activities of WFP and its important role in fighting hunger and poverty.

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Annex 1: Regional Consultation

Annex 1a: Tigray

1. Discussions

The consultation was held from September 23 to 27, 2007. In the first three days consultative discussions were held with heads, representatives and experts from:

- Bureau of Women Affairs (BoWA) Regional level and Woreda Women's Affairs Office
- Bureau of Finance and Economic Development (BoFED)
- Bureau of Education (BoE)
- Bureau of Agriculture & Rural Development (BoARD)
- Bureau of Health (BoH)
- Bureau of Youth and Sports Affairs (BoYSA)
- Bureau of Labor and Social Affairs (BoLSA)
- Tigray Development Association (TDA)
- Relief Society of Tigray (REST)
- WFP Tigray, field monitor
- Tigray Women's Lawyers Association
- RHAPCO

On the first day the consultants briefed the heads, representatives, and experts about the LNWBP model approach. They were requested to fill a form that helped to capture on-going and planned activities related to NFE, RH and livelihood. On the consecutive two days discussions with individual bureaus were held to understand more about the types of activities engaged on, coordination and management and risks/challenges the envisage that could negatively contribute in the JP. Points gathered from the bureaus were used to organize the workshop that was held on Thursday September 27, 2007.

2. Objectives of the Workshop:

A half day workshop was conducted in Tigray where representatives of partners from Government and Civil Society Organizations took part. The schedule for the day was the following.

Time	Topics	Responsible
09:00 – 09:15	Registration	Consultants
09:16 – 09:25	Opening remarks	BoWA
09:26 – 10:00	Overview of the model LNWBP	Mekonnen
10:01 – 10:20	Tea break	Axum Hotel
10:21 – 10:45	Intervention modalities and proposed joint program for Tigray	Dr Tekle-Ab, Fatima & Mekonnen
10:46 – 11:30	Group discussion/work on <ul style="list-style-type: none">• Management & Coordination (selection of intervention sites),• Strengthening BoWA (selection of intervention sites)• Role of key partners (GO & CSOs) in the joint LNWBP (selection of intervention sites)	Participants
11:31 – 01:30	Discussion & key recommendations	Participants &

		Consultants
01:31 – 02:00	Closing remark	BoWA/Tigray Women’s Association
02 :01 – 03:00	Lunch	Axum Hotel

Following the schedule the major areas of focus were:

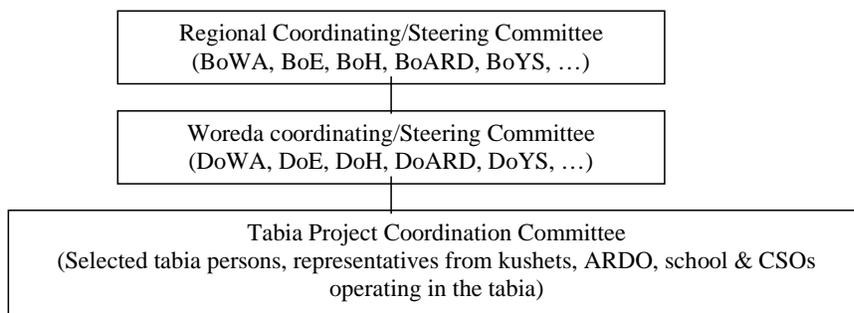
1. Overview of the model LNWB
 - Focused intervention piloted in Amhara Region
 - Baseline survey
 - Age group
 - Participatory diagnostic study (identification of start up activities)
 - Modality of interventions (NFE, RH, Livelihoods, CC)
 - Highlights of outputs
2. Intervention modalities and proposed joint program for Tigray
 - Joint program concept note on LNWB
 - Approval of concept note and request for elaborated joint program document
 - First phase 18 months implementation then scaling up
3. Capacity Building
 - Institutional capacity building
 - Community level capacity building (NFE, RH, Livelihoods)
4. Workshop results

The participants in three groups discussed on the following points.

- Coordination & Management,
- Strengthening BoWA, and
- Role of key partners/stakeholders (GO & CSOs) in the joint LNWB.
- Target Kebele selection was addition topic given to each group.

The workshop provided the following relevant inputs to be considered in the JP.

- a) Participants agreed to have structures at Regional and Woreda levels that consist of members from key partners (BoWA, BoYS, BoE, BoH, BoARD). For Region and Woreda level structures the head of BoWA and WAO will be responsible respectively. In each level, competent person with few (2-3) support staff is proposed to be placed in leading agency premises, to take the day-to-day coordination and management of interventions. The proposed structure is as follows:



The roles and responsibilities of identified members of the Steering Committee are described below:

- BoE: Provide training in NFE, make available standardized training materials, and provide TA upon request.
 - BoH: Provide training for RH facilitators/mentors; make available health commodities/supplies, building of health posts and deployment of health extension workers; provide TA as requested.
 - Bureau of Agriculture & Rural Development: Training provision for livelihood intervention programme, source of training materials, Technical support and supervision.
 - BoWA: Coordinate and mobilize; Awareness creation activities on harmful traditional practices, leading role in the implementation; Monitoring & evaluation.
 - Social Courts at Kebele level: Maintain the law & the rights of women; Timely justice/judgment
 - CSOs: Assist community mobilization to achieve project objectives, awareness creation & advocacy role in the project
 - NGOs: Experience sharing; provision of material and technical support
 - At the plenary it was agreed that BoLSA, BoYSA, and Bureau of Transport & Trade could be potential candidates for consideration.
- b) Financial flow and management is proposed to be through the existing government structure and regulation, but it needs to find shorter and efficient mechanism to overcome cumbersome, lengthy and time taking pool system.

c) Strengthening BoWA

Employing project staff:

- At the regional level (Project Coordinator, Accountant, Secretary, and Driver)
- Focal Person at the woreda level, and
- Project staffs at kebele level

Training (types of training will be decided after the result of the need assessment)

Logistics and supplies

- Region: car, computers, stationary materials, per diems, etc.
- Woreda: Motorcycle, computer, stationary materials
- Kebele: Stationary materials, furniture

d) Target Woreda selection: A number of Woredas were proposed by the group and five were selected using the following criteria:

- Accessibility
- Woredas where there are no or many intervention of GOs
- In relative terms Tabias with high population and increased HTP.

Proposed target Woredas in a priority order

No	Proposed Woredas	Zone	Distance from Mekelle (Km)	Population		
				Female	Male	Total
1	Gulomahda	Eastern Zone	130	56252	53460	109712
2	Samere Saherti	Southern Zone	60	61473	59943	121416
3	Tanqua Abergele	Central Zone	105	39654	40111	79765
4	Hintalo Wajirat	Southern Zone	35	78488	75699	154187
5	Naeder Adete	Central		58636	56375	115011
	Sub-total			294503	285588	580091

Source: Population data is extracted from Central Statistics Agency, Statistical Abstract 2006.

Annex 1b: Amhara Region

A one day workshop was held in Bahir Dar of Amhara Region on October 4, 2007. Heads, experts and representatives of Government and Civil Society Organizations numbering 19 have attended the Workshop. For the list and composition of participants see Attachment 1. The workshop aimed at:

- a. Orientation of the LNWB model
- b. Introducing the joint program in Amhara
- c. Discussing the intervention modalities (NFE, RH, Livelihood)
- d. Introducing the joint LNWB coordination and management mechanism
- e. Reaching consensus at the major aspects of the joint LNWB proposal
 - ✓ Coordination & management of interventions and resources (harmonization of activities)
 - ✓ Strengthening BoWA (including collaboration for the leadership)
 - ✓ Target sites/areas selection

A brief highlight about the on-going LNWB was presented to give pictures of the intervention that is taken as a model for the Joint Program (JP) of the UN agencies. Equally, plans for the JP that will be led by the Bureau of Women's Affairs with the support of key partners were given. Several questions for clarity were raised and answers were given. The participants organized in three groups discussed the following points which were considered to be pertinent in the JP.

- Coordination & management
- Roles and responsibilities of the major partners
- Strengthening BoWA

On top of these topics, each group was requested to come up with the list of potential target Woredas and risk/challenges envisaged while implementing the intervention.

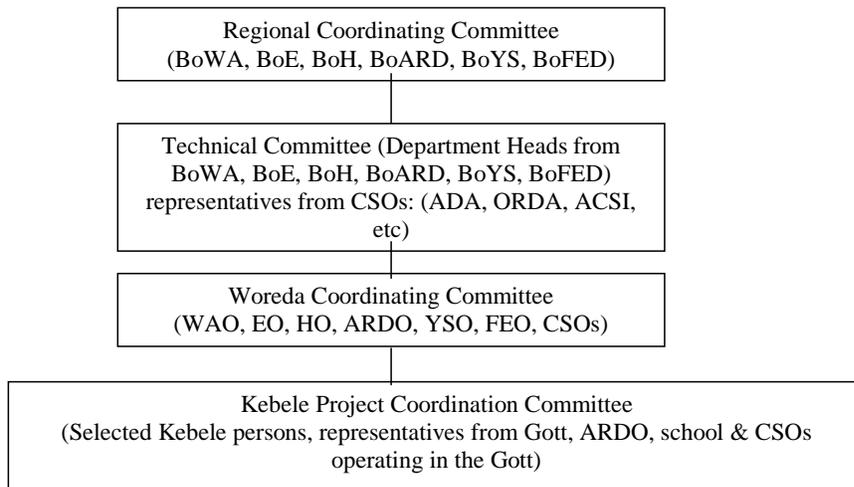
Results of the group work were shared with other participants in a plenary. The group works were enriched with comments from other participants. The major consensuses attained in the workshop were:

1. **Coordination and Management:** For the joint program it is agreed to establish Regional Coordinating Committee (RCC) that consists of heads of the BoWA (chair of the committee), BoYS, BoE, BoH, BoARD and BoFED. To strengthen the committee and follow up regularly the interventions, it was agreed to have the following:
 - A project coordinator placed at the BoWA and to serve RCC as a secretary in addition to the responsibilities she/he will be given,
 - RCC meet every quarter,
 - Since the bureau heads will be having many other tasks it is proposed to form a Technical Committee (TC) having department heads drawn from bureaus of the RCC and also other relevant GO and CSOs that are partners for LNWB. As needed zonal departments can be members of the technical committee to get their supports for the Woredas. This committee will meet every month and discuss on the technical and administrative issues of the project. The committee advice the RCC on issues the demand decisions of high level officials,
 - Similar Steering Committee is proposed to be established at Woreda level too. The Woreda Steering Committee will be chaired by the Women's Affairs Office. A Project Unit (PU) that

will follow the day-to-day implementation having a Coordinator and other 2-3 support personnel is also proposed, and

- At kebele level where the project will be executed it is proposed to establish an advisory body that consists of members drawn from kebele administration office, representatives of GO & NGO operating in the Kebele and a delegate of each Gott.

The structure proposed for the JP is depicted in the figure below.



2. Roles and Responsibilities: Among many other things, the RCC is assumed to approve plan and budget of the project that will be prepared by the target Woredas and also take a responsibility of monitoring and evaluation of the program. Similarly, steering committee at Woreda level will compile plans of project interventions that will be prepared by each technical and support office. The Woreda Committee will take the day-to-day implementation of the action plan through the PU. Monitoring and evaluation will also be one of the major responsibilities of the committee.
3. Strengthening BoWA: The government has to fill vacant, but crucial posts before the project commences. Key personnel (technical and support) of the Bureau and Woreda offices need to get relevant training and orientation to strengthen and enhance their capacity and to enable them to take the leading role of the LNWBWP. Equipment such as information communication technology and transport support is essential to accomplish the day-to-day activities of the Project. Field vehicle for the Bureau and pick-ups for the Woreda Women’s Affairs Office help to make effective follow-up. If pick-up is not possible to obtain at least a motorbike facilitates timely field supervision of the PU.

4. Risks, Challenges and Possible Solutions

No	Risks/Challenges	Possible Solution
1	High staff turn-over	Study reasons and take prompt action
2	Difficulty in coordinating different stakeholders to take responsibilities	Establishing PU in each project Woreda.
3	Limited community awareness that results in an insufficient participation	<ul style="list-style-type: none"> • Familiarize project intentions before and during project implementation. • Regular meeting and discussion. • Give responsibilities to community members.
4	Not-availing budget timely & long process to utilize project finance	Use best alternative among the option of financial regulation that could shorten long process.

5. Proposed Potential Woredas: It was a bit difficult to select 3-5 potential Project sites among 140 Woredas of the region within short period since different factors need to be accounted. However, considering high RH problems, less NGOs involvement and accessibility as major criteria the following Woredas were proposed to be taken as Project priority sites.

- 5.1 North Acefer Woreda from West Gojam Zone – About 95 km away from Bahir Dar.
- 5.2 Denbia from North Gondar – 200 km away from Bahir Dar.
- 5.3 Sekela from West Gojam – 100 km away from Bahir Dar.
- 5.4 Este from South Gondar – 110 Km away from Bahir Dar
- 5.5 Sekota Zuria from Waghamera – 500 km away from Bahir Dar

Rural Population between 10 and 49 years in the Selected Woredas

No	Woreda	Female	Male	Total	
				10-49 Year	All Age
1	North Achefer	47020	49769	96789	170004
2	Dembia	82402	87683	170085	298320
3	Sekela	52169	53028	105197	184747
4	Este	63750	68704	132454	213428
5	Sekota	2077	2101	4178	21106
Total		247418	261285	508703	887605
Percent of 10-49 year total		48.6	51.4	100	-
Percent of all age total		27.9	29.4	57.3	100

Note: Population data source is from Bureau of Education of the Amhara Region, 2007.

UNFPA as Lead Agency for the Leave No Woman Behind JP

10.10.2007

- End 2004 UNFPA supports a small scale initiative on Child Marriage (Amhara and Addis Ababa) through the Ministry of Youth and Sports and technical support of the Population Council. UNF/Nike awards \$1.5 million for a 3-years project. The project is backed by strong operational research and scales-up through 2007-2009.
- Early 2006, UNFPA together with the Population Council undertakes baseline research based on a conceptual framework to address the empowerment of women. With the backing of CIDA and UNFPA, a project begins with adolescents and women (10-49 years) in Amhara;
- UNFPA commences its 6th Country Programme with Gender as one of the 3 programme components addressing Institutional Capacity of the M/BoWAs and strengthening Community Based interventions to address the gender equality and women empowerment objectives;
- UNFPA is Secretariat member of the Donors Group on Gender Equality (DGGE) for 2 consecutive years (2006-07) and provides leadership in the establishment of the Gender Pooled Fund;
- July 2006, the Resident Co-coordinator endorses the establishment of the UN Gender Technical Working Group (UNGTWG), with UNFPA as Chair. By 2007, UNFPA has established credibility and status as a serious actor in the Gender arena;
- The UNGTWG endorses *gender mainstreaming* and support of “*tracer programmes*” as core strategies for supporting the UNDAF. In the 2007-08 action plan endorsed by the UN Country Team, support to tracer programmes (e.g. Spanish Fund) is endorsed as
- May 2006: UNFPA spearheads the design of a proposal for the Spanish MDG Fund. At a series of consensus building meetings in the UNGTWG (see minutes), UNFPA *solicits and receives* the backing of UN agencies to adopt the Amhara Child Marriage and Leave No Women models. A proposal is developed with the leadership of UNFPA, with UNDP and UNICEF. WFP conveys commitment for the livelihood component of the programme but is absent during submission of proposal, thus limiting an elaborate discussion on its contributions. A representative from the RC’s office *oversees the proposal formulation process*.
- July 2007: Concept proposal for the LNWB programme is approved with a budget of \$8.4 million for a three years programme. In the MDTF’s technical committee’s feedback, UNFPA is acknowledged as *lead agency* for the LNWB programme. Technical competency and agency mandate qualifies UNFPA as the delegated agency for coordinating the LNWB programme, by the Resident Coordinator;
- In the HoAs meetings and subsequent technical taskforces meetings (UNFPA delegated as Chair by the RC to Lead these meetings, see minutes), a clear need for reflecting and strengthening the lead *roles* of the UNFPA are recognized in the submission of the final joint programme document. Also, in defining the roles of the technical taskforce, UNFPA’s leadership is reiterated. The Joint programme document recognizes UNFPA as technical supporting agency to the coordination roles of MoWA in the Review Team and as providing technical support to regional Programme Management Team;

- UNFPA leads the development of the Joint Programme Document and is awarded the formulation costs (\$20,000) for developing the document – subsequent responsibility of managing consultants is UNFPA's;
- The Operational Guidance Note for the Participating UN Organisations, MDG Fund (2007) clearly establishes the *RC as leader* for country level coordination of the fund (see RC lead status in the National Steering Committee with discretion to call upon a key partner e.g. UNFPA);
- The operational guidelines indicate accountability of participating agencies to the MDTF office but also stress on the need for *harmonized reporting and synergy* of the approved programme. While UNDP is the Administering Agent (literally the HQ office) with particular emphasis on financial accountability, a clear need for a UN agency, under the coordination role of the RC's office, with expertise to harmonise agency contributions and more importantly, meet the programme's gender equality and empowerment objectives exists. There are clear indications that *UNFPA* is this agency, thus need for spelling-out the lead roles of the UNFPA in the joint programme document + budget. The Spanish Fund framework clearly calls for synergy and recognizes the potential risk of participating agencies implementing individual and un-coordinated activities. The LNWB is a gender programme approved under the *Gender window*. The growing institutional capacities of the gender machinery earnestly call for the technical backing and leadership of UNFPA to ensure that the LNWB programme meets its agreed gender objectives

Annex 3: MDG-F Operational Guideline Note for the Participating UN Organizations

Annex A:

Work Plan for : Leave No Women Behind Joint Programme

Period: Project year 1

JP 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)										
UN organization-specific Annual targets	UN Organization	Activities	TIME FRAME				Responsible Party	PLANNED BUDGET		
			Q 1	Q 2	Q 3	Q 4		Source of Funds	Budget Description	Amount (USD)
JP Output - Capacity building:										
1. 1. Increased community capacities, particularly vulnerable groups' such as women and girls, to participate in decisions that positively affect gender equality Targets: • By the end of year 1 400 mentors/CC facilitators will be trained in life skill , RH and livelihoods • 50% of the JP's coverage of 154,000 community members actively engaged in Community Conversation on gender sensitive and integrated RH and HIV/AIDS issues.	UNFPA	Conduct training of mentors and CC facilitators	x				BoWA	MDG-F	Miscellaneous (Hall rent, refreshment, stationeries, DSA etc.)	40,000
		Conduct bi-monthly Community Conversation meeting		x	x	x	WWAO	MDG-F	Contract Miscellaneous (stationary, refreshment,etc)	5,000 5,000 36000 14,000

<p>1.2. Increased institutional capacity of MoWA, BoWAs and the district Women Affairs offices</p> <p>Targets:</p> <ul style="list-style-type: none"> • MoWA, BoWAs and district women's affairs offices equipped with office equipment, transport facilities, and experts • Regular coordination meetings and M&E conducted • Baseline data generated 	UNFPA	Conduct inception workshops at federal and regional levels on the joint programme	x					UNFPA	MDG-F	Miscellaneous (Hall rent, refreshment, stationeries, DSA etc.) Travel	19,000 1000		
		Procure and deliver supplies and equipment for the M/BoWAs and district women affairs offices	x						UNFPA	MDG-F	Supplies and commodities	68,000	
		Procure and deliver 3 vehicles for M/BoWA (double cabin pick-ups), 1 for UNFPA and motor bikes for district offices	x							UNFPA	MDG-F	Equipment	170,000
		Recruit project personnel	x	x	x	X				UNFPA	MDG-F	Personnel	111,066
		Conduct national and regional coordination meetings _m&E	x	x	x	X				MoWA BoWA	MDG-F	Travel Miscellaneous (Hall rent, refreshment, stationeries, DSA etc.)	5,000 25,000
		Technical support for MoWA	x	x	x	X				MoWA	MDG-F	Contract	13,600
		Conduct baseline survey and study and assessment	x	x	x	X				UNFPA	MDG-F	Contract	187,500
		JP formulation costs	Completed							UNFPA	MDG-F	Contract	20,000

JP Outcome 2. Regional efforts to strategically address gender disparities in literacy and educational attainment, sexual and reproductive health services and GBV are strengthened											
JP Outputs - Life Skill and Literacy <ul style="list-style-type: none"> Improved life skills and literacy status of adolescent girls and women 	UNFPA	Provide training in life skill, literacy, RH and legal right to adolescent girls and women	*	*	*	*		BOWA	MDG-F	Contract	100,000
		Provide basic alternative education and adult functional literacy to adolescent girls and women Renovate and furnish NFE centers	*	*	*	*		BOWA		Supplies and Commodities	60,000
Targets <ul style="list-style-type: none"> By the end of year 1, at least 50% of the JP's target, 100,000 adolescent girls and women have access to life skill training 50% of the JP's target, 100,000 adolescent girls and women enjoy in increased knowledge on literacy, RH, livelihood skills, HTPs and legal rights 		Procure and distribute life skills/ literacy materials	*				UNFPA		Miscellaneous (office expenses)	20,350	
										Supplies and Commodities	130,138

JP Outcome 3. Improved access to and demand for quality, gender sensitive and integrated reproductive health care, including HIV/AIDS prevention services at all levels											
JP Outputs - Reproductive Health 3.1 Strengthened women and girls' right claiming capacity for information and services for SRH, including HIV/AIDS and addressing GBV	UNFPA	Conduct regular Community conversation focusing on SRH, HIV/AIDS and GBV	x	x	x	X		BoWA	MDG-F		
Target <ul style="list-style-type: none"> By the end of year 1, at least 50% of the JP's target, 64,900 adolescent girls and women in reproductive age group (15-49) have increased knowledge and practice on reproductive behavior (including HIV/AIDS, contraceptive use, skilled birth attendance, ANC and PNC); 50% of the JP's target, 23,600 adolescent girls (10-19) in selected districts of targets regions enjoy an increased protective environment from practice of Early Marriage and FGM/C; 		Reach adolescent girls and women through mentors	x	x	x	X		BoWA	MDG-F		
3.2 Strengthened institutional capacity of		Train health extension workers and health	x	x				BoWA	MDG-F	Miscellaneous (hall rent, refreshment,	40,000

health facilities for effective and efficient SRH services		center staff on RH, HIV and gender issues									stationeries, DSA etc.) Contract Travel	5,000 5,000
Targets: <ul style="list-style-type: none"> - No of health extension workers and health facility staff trained on RH, HIV and Gender issues; # and type of equipment and commodities procured and delivered to health facilities 		Procure supplementary equipment and commodities for health centers in the selected Districts	x	x				UNFPA	MDG-F	Supplies and commodities	200,000	

JP Outcome 4. Target women and their family members enjoy improved and sustainable livelihoods with increased income, improved food security and enhanced resilience to shocks.											
JP outputs – Livelihood 4.1. Improved knowledge of 100,000 adolescent girls and women on income generating activities Targets •By the end of year 1, 2000 of adolescent girls and women trained as peer educators in livelihoods skills (income generating activities) •By the end of year 1, 18000 girls and women will be reached by the peer educators	WFP	4.1.1. Conduct ToT on livelihood skills for technical personnel such as Development Agents, Experts at District, Zonal and Regional levels	*	*				BoARDS		Contracts	5,000
				*	*					Travel	1,042
										Training	23,125
										Miscellaneous (Hall rent, refreshment, stationeries etc.)	13,583
		4.1.2. Provide training on income generating activities to 10,000 adolescent girls and women identified under other components		*	*	*	*	BoARDS		Training	58,541
				*	*	*	*			Travel	5,000
		4.1.3. Provide agricultural tools and others to the trained women as a follow up and incentive to ensure they reach at least 10 of their peer groups		*	*	*	*	BoARDS		Equipment	70,000
				*	*	*	*			Travel	4,000
4.2. Improved skills of 8000 women to create and manage physical, human and social assets		4.2.1. Identify potential candidates for credit scheme through participatory discussions and thorough consultation		*	*			WoARDS		Travel	1,876
				*	*					Miscellaneous (Office expense etc.)	1,000

Targets • By the end of year 1, 2000 women trained in book keeping, business plan preparation, marketing and leadership • By the end of year 1, 2000 women engaged in IGA	4.2.2. Mobilize and organize candidate women for credit and saving		*	*	*		WoARDs	Travel	3,750
			*	*	*			Miscellaneous (office expense etc.)	1,500
	4.2.3. Provide training to 8,000 women on credit & saving principles, book keeping, business plan preparation, marketing and leadership			*	*	*	BoARDs	Training	39,375
	4.2.4. Provide practical training to 8,000 women on specific IGA of their interests			*	*	*	WoARDs	Training	55,084
4.3. Improved access of target women to functioning and sustainable credit and saving service. Targets •By the end of year 1, 2000 women have access to credit and saving service •Recovery rates are more than 70%. •Rates of return to investment are more than 20%.	4.3.1. Define detailed design of saving and credit scheme including selection criteria of women who take credit, and review the design & performance annually	*	*				WFP	Contracts	7,500
			*	*				Travel	18,661
								Miscellaneous (Office expense etc.)	1,000
	4.3.2. Provide credit to 8,000 organized and oriented women for IGA			*	*	*	WoARDs	Supplies and commodities (credit)	600,000
				*	*	*		Miscellaneous (Administration cost for the credit)	33,000
	4.3.3. Provide technical support for effective IGA			*	*	*	WoARDs	Travel	45,313
				*	*	*		Equipment	40,000

									Miscellaneous (Motorbike operation and maintenance cost etc.)	23,000
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Summary of Budget by Category for each of the UN Organizations for Year 1

Budget Category	UNFPA (in USD)	WFP (in USD)	Total for two Agencies (in USD)
Personnel	111,066	0	111,066
Contracts	367,100	12,500	379,600
Training	0	176,125	176,125
Equipment	170,000	110,000	280,000
Supplies and Commodities	458,138	600,000	1,058,138
Transport	0	0	0
Travel	16,000	79,642	95,642
Miscellaneous	158,350	73,083	231,433
Sub Total	1,280,654	1,051,350	2,332,004
Incremental indirect costs	89,646	73,595	163,241
Grand Total	1,370,300	1,124,945	2,495,245