



<b>Programme Title:</b>	Joint Programme on Gender Equality and Women Empowerment - Rural Women Economic Empowerment Component
<b>Country:</b>	Ethiopia
<b>PDF version:</b>	<a href="#">Download Joint Programme Document Form</a>

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## II. Programme summary

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**Programme title:**

Joint Programme on Gender Equality and Women Empowerment - Rural Women Economic Empowerment Component

**Sectorial area of intervention and policy objectives**

Inclusive economic growth for poverty eradication

**Joint programme summary:**

The Joint Programme Rural Women's Economic Empowerment (JP RWEE) was developed by IFAD, WFP, FAO and UN Women, to accelerate economic empowerment of rural women in 2 regions, Afar and Oromia, in Ethiopia. The RWEE was launched in 2012 as a five year global Joint Programme to support a results-oriented collaborative effort among FAO, IFAD, WFP and UN Women to promote the economic empowerment of rural women in seven countries, namely, Ethiopia, Guatemala, Kyrgyzstan, Liberia, Nepal, Niger and Rwanda. Each country had to define its specific detailed programme implementation plan based on the local context, in partnership with Government and other national stakeholders and in line with Government priorities.

In Ethiopia, the RWEE has been developed as a separate and differentiated component of the Joint Programme on Gender Equality and Women Empowerment (GEWE JP) implemented by the Government of Ethiopia (GoE) and UN agencies, and coordinated by UN Women. The RWEE relies on a number of lessons learnt and new opportunities for more effective delivery of results achieved along the implementation of the JP GEWE, inter alia: development of a performance leveling tool on gender equality to be applied across sectors at federal and regional levels; establishment of sex-disaggregated data system at Oromia Bureau of Women, Children and Youth Affairs (BoWCYA); production of Beijing +20 Ethiopia report; availability of business development services for over 3,500 women organized in groups; protection services for over 500 women survivors of sexual and domestic violence as well as skills building to reduce their economic vulnerability.

The JP RWEE aims at accelerating rural women economic empowerment in the context of the country national policy priorities on food security, economic growth and sustainable development as defined by Ethiopia's Growth and Transformation Plan 2011-2015, and in contributing to the Millennium Development Goals (MDGs), as well as, to the emerging Sustainable Development Goals (SDGs).

The JP RWEE will target directly 2,000 pastoralist women in the regions of Oromo and Afar, and indirectly 12,000 household members, as well as over 14,000 community members, 80 rural women run producers cooperatives, 3,000 women members of rural savings and credit cooperative and 5,000 women members of producers cooperatives.

The JP RWEE is articulated around four interrelated outcomes:

1. Rural women improve their food security and nutrition.
2. Rural women increase their incomes to sustain their livelihoods
3. Rural women strengthen their voice in decisions that affect their lives.

#### 4. Gender responsive policy and institutional environment for women's economic empowerment.

There is growing evidence that access to financial services is one of the critical tools in poverty reduction, and in tapping and unleashing the productive potential of poor women, for inclusive economic growth. Women account a substantial client base of Micro Finance Institutions (MFI) and Rural Savings and Cooperatives Organizations (RUSACCOs) in Afar and Oromia, although still very inaccessible for poor rural women. Strengthening this area is considered crucial for accelerating rural women economic, coupled with other integrative interventions such as: improving rural women and their households food security and nutrition; development of individuals capabilities and fulfillment of rights; fostering access to markets and agricultural inputs (land and labor saving technology); promoting income generating activities in agriculture, particularly with high value that can have an impact in the economy of the household; and, strengthening women's participation in and benefit from community and rural institutions such as cooperatives and farmer's associations.

The premise of the JP RWEE is that supporting women as right -holders, specifically in the economic domain, as well as bringing on board the community at large with a particular emphasis on institutions operating within the community is a pre-requisite to bridge gender inequalities at different levels, and improve poor women's livelihoods and food security. To this end, the JP RWEE will build community capacities through 'gender focused community conversations', a successful change behavior strategy, to change norms and attitudes of the target communities, including husbands, fathers, and boys. Besides addressing gender inequalities in the economic domain on the individual and community levels, the JP RWEE will address the capacity building needs of saving and credit institutions to deliver for women. Rural cooperatives, micro-cooperatives and unions will be targeted to expand their membership and management positions to women, while building the leadership and management skills of women to fully engage in cooperative running. Women self-help groups will be supported to upgrade their status to cooperatives and access capacity building support. Capacity development and equitable service delivery strategies will inform the JP RWEE policy intervention to advance gender equality within the Agricultural Growth Program (AGP) and the Ethiopia Agricultural Sector.

#### **Duration:**

Monday, December 1, 2014 to Friday, December 30, 2016

#### **UN Lead Agency:**

UN Women (UN Women)

#### **UN Participating Organizations:**

Food and Agriculture Organization (FAO)

International Fund for Agricultural Development (IFAD)

World Food Programme (WFP)

#### **Local Partners:**

a) Government of Ethiopia (GoE):

Federal level: Ministry of Agriculture and Rural Development (MoA); Ministry of Finance and Economic Development (MoFED); Ministry of Women and Children Affairs (MoWCYA); Agriculture Transformation Agency (ATA), Ethiopian Agricultural Research Institute, Federal Micro and Small Enterprise Development Agency (FeMSEDA), Association for Micro Finance Institutes (AMFIs), and Federal Cooperative Agency (FCA), Water and Energy Ministry (WEM), Ethiopian Agricultural Research Institutes (EARI), Farmer Training Center (FTC), Academic Institution, and Land Administration Agency.

Regional level: Bureau of Finance and Economic Development (BoFEDs); Bureaus of Women and Children Affairs (BoWCYAs); Regional Bureaus of Agriculture and Rural Development (BoA); Regional Agricultural Research Institutes, Farmers Training Centers, Cooperative Development Bureaus, Regional Micro and Small Enterprise Development Agency (ReMSEDAs) , and Regional Micro Finance Institutions in Afar and Oromia.

### III. Programme budget

**Total amount requested from the SDG-F:**  
1 500 000.00

**Total contribution through matching funds:**  
1 500 000.00

Aggregate amount requested and broken down by Agency:

<b>Name of Agency:</b> UN Women (UN Women)	<b>Amount:</b> 632 500.00
<b>Name of Agency:</b> Food and Agriculture Organization (FAO)	<b>Amount:</b> 162 500.00
<b>Name of Agency:</b> International Fund for Agricultural Development (IFAD)	<b>Amount:</b> 275 000.00
<b>Name of Agency:</b> World Food Programme (WFP)	<b>Amount:</b> 430 000.00

Aggregate matching funds amounts and broken down by source:

**Short explanation of strategy:**

The Joint Programme relies on funds from participating UN agencies and donors, Sweden, Norway and Italy. As the RWEE component of the Joint Programme is a new initiative, the 4 participating agencies will be using their core resources for the 24 months as matching funds while also undertaking resource mobilization with donors, especially with Canada that had expressed interest in funding the component with its clear results framework. The headquarters of the 4 implementing agencies have been following up with Canada on funding the initiative.

Each participating UN Agency will also have primary responsibility for the mobilization of funds against its financial commitments recorded in the budget and the results framework. Another strategy will be for the 4 Agencies to approach donors and the private sector, in close consultation with the overall government lead agency, the MoFED, and with coordination of the MoWYCA, in order to obtain additional resources.

<b>Name of source:</b> Women/Norway	<b>Amount:</b> 500 000.00
<b>Name of source:</b> World Food Programme	<b>Amount:</b> 600 000.00
<b>Name of source:</b> FAO	<b>Amount:</b> 300 000.00
<b>Name of source:</b> IFAD	<b>Amount:</b> 100 000.00

Aggregate amount requested and broken down by UNDG Harmonized Budget Category

	<b>SDG-F Budget</b>	<b>Matching Funds</b>
<b>Staff and other personnel costs</b>	14 000.00	
<b>Supplies, Commodities, Materials</b>	26 000.00	
<b>Equipment, Vehicles and Furniture including Depreciation</b>	70 000.00	70 000.00
<b>Contractual services</b>	200 000.00	
<b>Travel</b>	71 000.00	
<b>Transfers and Grants Counterparts</b>	315 000.00	1 380 000.00

<b>General Operating and Other Direct Costs</b>	564 000.00	50 000.00
<b>Total Programme Costs</b>	1 500 000.00	1 500 000.00
<b>Indirect support costs (not to exceed 7%)</b>	240 000.00	
<b>Grand TOTAL</b>	1 500 000.00	1 500 000.00

## IV. Programme description

### Background and rationale:

#### Context

Ethiopia, a 1.1 million square kilometers land area located in Eastern Africa, is engaged in a swift pace of change, driven by its vision to become a middle-income country and carbon-neutral economy by 2025. With a consistent double-digit growth rate over the last eight years, the country has registered substantial progress in socio-economic development in the last decade. Per capita Gross Domestic Product (GDP) has grown from USD 121 in 2001 to USD 349 in 2010 according to World Bank data; in Addis Ababa the average is probably closer to USD 500 and most likely will double over the next ten years according to World Bank estimates.

To maintain this economic growth and facilitate rapid transformation, the country is implementing the 2011-2015 Growth and Transformation Plan (GTP). The GTP is directed towards achieving the Millennium Development Goals (MDGs), Ethiopia's long term vision and sustaining economic growth. The overriding development agenda of the GTP is to sustain the rapid, broad-based and equitable economic growth path witnessed during the past several years and to eventually end poverty. The growth is backed by prudent macro-policy management and significant investment in infrastructure.

The 2012 MDG report indicates that Ethiopia is likely to meet most of the MDGs before 2015, with the notable exception of MDG 3 (on the promotion of gender equality and empowerment of women) and MDG 5 (on improving maternal health). Gender-related disparities remain prominent indicators of societal inequality in Ethiopia. According to the 2013 Global Gender Gap Report, Ethiopia ranks 118th out of 133 assessed countries. The 2011 Gender and Development Index (GDI) placed Ethiopia in the 174th position out of 187 countries. Those rankings and analyses expose prevailing social attitudes that favour men/boys over women/girls with regards to food, health care and education while leaving women/girls with limited opportunities for participation in formal sector employment.

Despite a fast-growing economy, and meeting some of its MDG targets, Ethiopia remains a low-income country with significant challenges. In 2011, the GDP was US\$31.71 billion (GNI per capita: US\$ 1,110). Services (45.51 percent) and agriculture (46.4 percent) account for most of GDP. Gains in reducing poverty have not yet translated to significant reduction in hunger or acute malnutrition, decreased vulnerability to internal and external shocks and a high dependence on Official Development Assistance (ODA), amounting to a third of its national budget (of which some 30-50 percent is humanitarian and food aid). Rural-urban disparities, as well as regional disparities in income levels, poverty, and social services provision still prevail. Four of the country's nine regions lag behind the national average in almost all development indicators. The economy is dependent mainly on small-scale rain-fed agriculture, which is characterized by low production and productivity and is highly vulnerable to climate change. Private sector participation remains weak.

Poverty levels declined sharply from 38.7 percent in 2004/2005 to 29.6 percent in 2010/2011 (30.4 percent

in rural areas in comparison to 25.7 per cent in urban areas). This is a significant achievement if it is considered that 49.5 percent of the total population was living under the poverty line in 1994/95 and that the population is growing at 2.58 percent according to World Bank (2012). The proportion of the population below the poverty line stood at 30.4 percent in rural area and 25.7 percent in urban areas in 2010/11. In contrast, in 2004/05 rural poverty was 39.3 percent, while urban poverty stood at 35.1 percent.

#### Rural development at the core of Ethiopia food security and economic growth strategies

Agriculture is a livelihood source for about 86 percent of rural women and men and provides employment for about 1.3 billion smallholder farmers and landless workers. Women farmers perform up to 75 percent of farm labor, representing 70 percent of household food production in Ethiopia but hold only 18.7 percent of agricultural land and head 20.1 percent of rural households. Their farms are smaller than men's (0.9 Ha in comparison to 1.03 Ha) and produce 35 percent less per hectare due to lower levels of input use and less access to extension services.

Only about 76 percent of rural women have control over crop, land and livestock compared to over 90 percent of men, but even then, ownership and decision making remains in the control of men, implying that economic shocks may have a greater impact on women, who have diminished control over resources (Population Council, 2010). As women also perform laborious household chores, including looking for water and firewood, they are more exposed to food insecurity as these might take them away from their productive activities for long hours at a time.

In addition to settled agriculture, significant numbers of Ethiopians rely on rearing of livestock animals mainly undertaken by pastoralist communities. Pastoralist communities in Ethiopia reside in the lowlands of the country in Oromia (eastern and western Harage Borena), Afar, Somali and some parts of Gambella and few pockets of Benishagul Gumuz. Pastoralist women perform laborious household tasks, such as grain grinding and fetching fuel wood and water which sap much of their energies and time which could have otherwise been spent in more productive farming activities. Research has indicated pastoral women's workload to be higher than men's in most pastoral areas, although the disparity varies between pastoral groups and with season. Women's control over their own labour varies with cultural norms, the gendered division of labour in their particular society, and according to their status and social capital. Pastoralist women in Ethiopia do not have decision making power over disposal of animals by sale, gift or slaughter as these decision making rests with the male heads of household. (Cathy Watson, January 2010).

The key shocks and trends affecting pastoral populations in Ethiopia impact differently on men and women, and can also change gender roles and relations. One of the common consequences of drought (and climate change) is the migration and/or splitting of the pastoral household. If men move away with the livestock, women have reduced access to livestock products and may have to depend on firewood collection and other income generation activities. They may also lose some of the social power that is mediated by their men. Migration and separation also increases women's personal vulnerability because a lot of raiding of livestock by pastoral communities, further exacerbated by the absence of male family members. Pastoralist women already marginalised as a result of gendered norms, are often more marginalised when it comes to access to financial services. The nomadic way of life of pastoralist women make it difficult for them to engage substantially with rural cooperatives, coupled with their lack of numeracy and financial literacy, making their livelihoods very insecure, and dependent on vagaries of the environment.

Lack of access to financial services is a critical constraint to tap and unleash the productive potential of poor women, agrarian or pastoralist, for inclusive growth, equity and social justice. Micro Finance Institutions (MFIs), Savings and Credit Cooperatives (SACCOs), and Rural Savings and Credit Cooperatives (RUSACCOs) are the only formal financial services to rural households, with an increasing coverage of

women reaching up to 50 percent of their clients. Only 15 percent of the rural households have access to savings and credit services. MFIs served over 2.5 million active clients and SACCOs registered over 836,781 members; moreover, the client bases of the latter sectors are largely female at 50 and 49 percent respectively. The 2012 National Diagnostic Study for Implementation of Access to Financial Services for Low-Income Women Households and Entrepreneurs in Ethiopia (ILO) suggest that increased household incomes generated from the effective delivery of financial services enable the rural poor to better cope with external shocks, improve food security, and enhance access to primary health care, education and potable water supply facilities critical for sustained poverty reduction. Additionally, significant opportunities exist for growth in rural financial markets in Ethiopia especially amongst women.

Though women possess equal rights with men to access bank loans, mortgages and other forms of financial credit, they have not been able to use them effectively for different reasons. First, women have generally limited awareness of the availability of these facilities. Second, women have generally low economic capacity to provide sufficient collateral to get the credit service they demand. Third, lack of trust towards women as entrepreneurs in the society also makes the financial institutions less interested in making the facilities available to women.

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

#### The agriculture sector policy

The Ethiopian Agriculture Sector Policy and Investment Framework (2010-2020) recognizes that 25 percent of all smallholder farming families are headed by women (widowed - 60 percent or divorced - 12.4 percent) and that on average women-headed households produce 23 percent less per hectare than their male counterpart. Reasons for lower production and productivity levels include endowment effects (women-headed households manage smaller plots, use fewer non-labour inputs e.g. livestock and tools, regularly spend less time in agricultural-related activities, are less likely to use rented fields to produce, and inhabit smaller households with lower average income) and structural effects (access to extension services, fields' distance to the household, agricultural non-labour input use e.g. chemical fertilizer and oxen use, land characteristics e.g. size and number of plots managed, product diversification, and years of schooling).

Gender equality is recognized as a critical development issue in Ethiopia. All federal ministries including the Ministry of Agriculture and Rural Development (MoRED) are mandated to ensure women benefit from programs, projects and policies. It would be expected therefore that one of the responsibilities of the PIF would be to ensure a balanced approach to agriculture sector development, in particular that the important and strategic role of women is recognized and that appropriate gender-sensitive approaches are promoted.

The PIF 2010-2020 has four Strategic Objectives, 14 Objectives, 60 Outputs and more than 170 Indicators. Women/ gender are not mentioned at the strategic objective, objective or output levels. At the indicator level, women are mentioned 9 times and in the majority of cases the indicator requires that the annual reporting against targets includes gender disaggregated data e.g. male-headed farmers certified with first level land ownership certificates in millions. The exceptions are the three indicators that support the 'improve agricultural production and productivity by improving extension services utilization and agriculture inputs' objective, where specific mention is made of extension services reaching 30 per cent women-headed smallholder, pastoral and agro-pastoral households.

## Intended beneficiaries and geographic area of intervention

The JP RWEE will be implemented in the regions of Afar and Oromia, a geographical area of roughly 1.2 million and 27 million people respectively. Provisionally, 8 Kebeles (smallest administrative units) in 4 districts (Woredas) have been selected in each of the regions (Table 1). The districts were selected in consultation with Federal Ministry of Finance and Economic Development (MoFED), Regional Bureau of Finance and Economic Development, Ministry of Women, Children and Youth Affairs (MoWCYA), Regional Bureau of Women, Children and Youth Affairs (BoWCYAs) and community based organizations (CSOs) working in the two regions.

Factors influencing the selection of the regions encompass: the possibility to demonstrate concrete results during the project period; the capacity of the regions and the Woredas to uptake the Joint Programme; the capacity of the regional government counterpart to deliver on the identified outcomes of the JP; and proximity and accessibility of the target Woredas for the purpose of follow up and monitoring and with caution taken to avoid duplication of effort with past and ongoing interventions.

Table 1: Programme woredas/districts and population size

Region District (Woreda) Regional Population size

Afar 1 Woreda (2 Kebeles) made up of approximately 37,000 people. 1.2 Million (56% male 44% female)(90% pastoralist )

Oromia 3 Woredas (6 Kebele) made up of approximately 150,000 people. 27 Million (50.4% male 49.6% female)

The beneficiaries of the project are:

At the individual level:

□ 2,000 smallholder rural women farmers and pastoralists living below the poverty line and 12,000 family members, in 2 woredas and 4 kebeles in each of the regional states of Afar and Oromia. The 2,000 women would be made up of 250 women from each of the 8 Kebeles in each of the targeted regions (Oromia and Afar).

At the community level:

□ 14,000 community members through community conversation dialogues and awareness raising campaigns.

□ 40 Women's community-based associations

At the institutional level:

□ 80 rural women run cooperatives

□ 3,000 women members of RUSACCOs

□ 5,000 women members of cooperatives

At the policy level:

□ 100 senior government officials

□ 75 Development Policy Makers and Practitioners

The proposed programme, a multifaceted approach

To address the challenges mentioned above, and thus contribute to rural women economic empowerment, the JP RWEE will work towards securing women's sustainable livelihoods and economic rights.

Four interrelated outcomes will contribute to the JP RWEE goal:

- Outcome 1. Rural women improve their food security and nutrition.
- Outcome 2. Rural women increase their income to sustain their livelihoods
- Outcome 3. Rural women strengthen their voice in decisions that affect their lives
- Outcome 4 Gender responsive policy and institutional environment for women's economic empowerment.

The premise of the JP RWEE is that supporting women as right-holders, specifically in the economic domain, as well as bringing on board the community at large, in particular male relatives and engaging with institutions operating within the community is a pre-requisite to bridge gender inequalities at different levels. To this end, the JP RWEE will build 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 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 right-holder. However, with due recognition of limitation in finance and non-finance providers to deliver services for women, the JP will also address the capacity building needs of saving and credit institutions to deliver for women. This component considers partnership between government agencies at federal, regional and district levels and financial and non-financial services providers. Cooperatives, micro-cooperatives and unions will be targeted to expand their membership and management positions to women, while building the leadership and management skills of women to fully engage in cooperative running. Moreover, women self-help groups will be supported to upgrade their status to cooperatives and access capacity building support.

Improving the status of women rests in part, on changing the norms and attitudes of the entire community, including husbands, fathers, and adolescent boys. MoWCYA/BoWCYAs will coordinate gender focused community conversation; a successful change behavior strategy tested by the JP Leave no women behind implemented by the WFP and UNFPA and supported by the Spanish MDG-Fund. Community Conversations (CC) is one of the ways that the JP is planning to employ with a view to enhance community awareness and secure positive attitudinal change towards women's control and benefit over productive resources and leadership their leadership capabilities. The aim of CC is to promote understanding, identifying and exploring deeper structural issues concerning women's participation, benefit and control, create better understanding of discriminatory practices, how they manifest and impact daily life, mutually learn and decide on what should be done. Community members engaged in the discussion are also expected to come up with resolutions (social contracts) on emerging changes with the aim of sustaining and expanding them. CC is a tested approach from other UN agencies supported programs taken as best practice for community awareness.

The challenge pertaining to women's participation, control and benefits are complex and are related to deeply rooted discriminatory practices that are assumed to be normal or tolerated. Changing such mindset is not possible without systematic and sustained conversation in the community for a group of community members over a period of time (preferably one year for one group). Here the idea is not only about creating awareness among community members but also to generate the will that would enable some actions that transforms prevailing discriminatory practices and replaces them with new and transformed practices that contribute towards achieving women's strategic needs.

Women's access and control over productive assets continue to hamper women's opportunities to viable and sustainable livelihoods. Recent government promotion of joint land certification initiatives have resulted in an increase in the number of women with legally recognized rights as holders by including both spouses on the certificate in the case of joint ownership, and providing certificates to women in case of divorce, separation or death. However, widows do not receive the certificate of holdings until the inheritance issue is settled and recognized by the district court. Women are issued with holding certificates during separation or divorce only if the property was jointly registered in both spouses' names. Women landholders are afraid to

give out land for rent or for share-cropping to non-relatives for fear of tenants dispossessing them. Certification is helping to remove this fear and broaden access to those seeking land to rent or sharecrop. The JP RWEE support women who are willing to initiate joint land certifications processes as a means to exercise their rights and as a crucial building block for rural women economic empowerment. Furthermore, the JP RWEE will provide targeted women with agricultural inputs such as labor saving technology.

One of the other strategies to be used will be to provide poor rural women with access to resources using primarily access to Micro financial institutions (MFIs), rural cooperatives and a specially designed Revolving Fund to support the beneficiaries. The revolving fund scheme will enable women receive microcredit to expand their existing business and/ or start new businesses. Micro-credit is not merely an instrument for credit extension to the poor borrowers. It is rather a movement to emancipate the poor, especially women, to alleviate their poverty, improve their quality of life, and build their capacity and awareness and to integrate them economically and socially into the mainstream of the economy.

The savings and credit schemes are primarily designed to access poor households with a loan and a chance to save some money which would enable them to start income generating activities and or expand their production so as to ensure their food security and increase their income. The amount of credit to members varies depending on the type of activity they plan to undertake. The cooperatives members will be entitled to get an average of 400 USD from the revolving fund support provided to their cooperatives by the JP.

Informed by women's voices For changes on the ground to be sustainable, the JP RWEE will work towards an enabling policy and institutional environment. Incorporating gender issues related to agriculture in policy development, implementation and monitoring, requires adequate institutional and organizational capacity, and evidence based knowledge. To this end, the JP RWEE will undertake research in the areas of food security, rural and agricultural development in collaboration with research institutes, the Federal Ministry of Agriculture and Rural Development and the MoWCYA, and, develop and implement a capacity plan in support to the Gender Working Group of the Agriculture sector Policy Investment Framework (PIF) for government agencies, research institutions, and key stakeholders to carry out gender analysis and use applied research that directly informs agricultural and rural policies and strategies.

The Joint Programme will use multi-faceted approaches in implementing these outcomes, and the activities will include providing inputs like fertilizers, extension services, appropriate technology and information to women to improve their food security as well as enhance their social protection and coping mechanisms. The programme will support beneficiaries on managing local food security reserves, support their organization into cooperative groups and encourage savings and leadership within these institutions. For those women who are already in small scale agribusiness, the Joint Programme will provide new skills in expanding their production through joint acquisition of land and other resources like inputs and technology, packaging, marketing, accessing markets, including addressing supply side constraints and promoting their linkages to financial institutions.

The Joint Programme will also be working to strengthen policies and programmes that promote rural women's agency and voice in rural producer associations, financial cooperatives and unions by ensuring women's full participation in these institutions and ensuring that the policies and guidelines recognize gender inequalities and design specific products to benefit rural women.

Beyond the policy level changes envisioned, the Joint Programme will benefit at least 2,000 smallholder rural women farmers in 2 regions of Ethiopia (Afar and Oromia) out of 9 Regions in Ethiopia, targeting 4 Woredas and 8 Kebeles, with an additional direct beneficiaries of 10,000 people based on the households of the direct women beneficiaries, communities, financial institutions and government agencies working on agriculture. The Programme will use a targeting approach in identifying beneficiaries including special focus on poor rural (agrarian and pastoralist) women that are not already part of rural savings and cooperative

associations and those who are food insecure.

## Alignment with National Priorities and International Development Agenda

As a basic premise, the programme will work in accordance with the OECD/DAC principle that "where Governments demonstrate political will, international actors should seek to align behind Government policies."

The programme priorities emanate from the national policy priorities set out in the GTP 2011-2015 and the currently under next GTP 2016-2020, and also in close consultation with relevant Ministries and regions, as follows: increased agricultural productivity and production, sustainable conservation and utilization of natural resources (food availability), increased smallholder farmer income, strengthened access to financial and non-financial resources, and participation of women in all development processes and benefiting of it.

The JP RWEE is fully aligned with the current five-year development plan of Government (GTP) Pillar 1: "Sustainable Economic growth and Risk Reduction "and; a Pillar 4: "Maintaining agriculture as mayor source of economic growth", and Pillar 7 "Promote gender and youth empowerment and equity".

The JP RWEE is fully aligned with the Ethiopia UNDAF 2012-2016, which includes pillars on sustainable economic growth and risk reduction, with a strong focus on strengthening agricultural development, financial inclusion, and supporting vulnerable communities; on governance and capacity development; and also on women, youth, and children. Cutting across all UNDAF pillars are issues such as gender equality, the environment, and human rights, all of which are addressed through this Joint Programme, with its focus on promoting greater equity and supporting the inclusion the vulnerable, marginalized and excluded groups especially women and children as contributors to and beneficiaries of development in the country.

The JP RWEE contributes to MDG 1 Eradicate extreme poverty and hunger, and MDG 3 Promote gender equality and empower women. The JP RWEE is also driven by the emerging Sustainable Development Goals (SDG) currently under discussions. According to the 13th session of the Open Working Group on Sustainable Development Goals (14-18 July 2014) the JP Programme will contribute to the following goals:

- Goal 1. End poverty in all its forms everywhere;
- Goal 2. End hunger, achieve food security and improved nutrition, and promote sustainable agriculture;
- Goal 5. Achieve gender equality and empower all women and girls, and
- Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.

Sustainability for results and environmental sustainability)

Since the Millennium Declaration was issued, a powerful momentum has been building behind the 8 MDGs, along with 18 targets and 48 indicators. As captured by the ongoing discussions on the SDG, gender equality in agriculture can make very significant contributions to attaining them.

The JP RWEE defines agriculture as the entire system that links the producers and consumers of food and non-food agricultural products. This system incorporates dimensions such as the production, storage, processing, trade and use of these products, the natural resource base, and the policy and regulatory environment that supports the system. The JP RWEE responds to the sustainable agricultural development needs of Ethiopia as an economy in transition.

Rural women in Afar and Oromia are not only the mainstay of the agricultural food sector, labour force, and food systems, they are also largely responsible for post-harvest activities. However, women's fundamental contribution is continually under-appreciated and under-supported, and is often adversely affected by prevailing economic policies and other development conditions. These circumstances must be reversed: sustainable rural development through agriculture cannot be achieved without the full participation of

women.

The sustainability of the JP RWEE is grounded on the following strategies:

1) Investing in agriculture sector gender sensitive policy investment and strategic frameworks by providing capacity building for agriculture key stakeholders on gender analysis and gender mainstreaming tools throughout the planning, budgeting and monitoring stages. The GoE has demonstrated commitment by supporting the creation of appropriate policy conditions that once in place will make work the investment of the different components of the Programme and in turn to ensure the sustainability of the expected results. As the JP RWEE intervention takes hold, rapid benefits from improving women's access and control over assets and providing agricultural services accrue to help increase the sector's productivity and competitiveness, and inclusive economic growth. Service provision and capacity building interventions should be analyzed in the context of the policy level work under Outcome 4 recognizing that benefits will lower down at community and individual level for sustainability of the interventions.

2) Capacity development for sustainable development in three fronts: individual, community and institutional capabilities. Human and institutional development capacity interventions encompass:

- rural women crop production, nutritional habits, food storage, entrepreneurship skills and sustainable agriculture techniques, as well as, management and leadership skills and awareness on existing legal frameworks on family law and economic rights;
- financial and non-financial service providers capacity to tailor their products to women needs deliver for women; including technical support to MFIs and RUSACCOS for the improvement of existing and development of new gender sensitive financial products;
- Community capacity to get acquainted and protect women's and girls' rights using the successful change behavior methodology "community conversations" that has proved to be easily owned and taken up by communities once development assistance programmes withdraw from a targeted area,

3) Communities (ex.: groups of women) and institutions (ex.: cooperatives) are actively involved in the planning and implementation of some of the components of the Programme, which helps to ensure ownership and the relevance of the interventions to the specific context.

4) Revolving fund scheme: technical assistance through existing government structure to ensure sustainability.

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 areas (Woredas of focus), the project will look at different mechanisms, tailoring to suit the context, including the possibility of using sub-district administration to channel the fund or to target women to 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. Channeling fund through Service Cooperatives, district administration or RUSACCO 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.

Alternative to the conventional government channel is to make partnership with well-functioning micro finance institutions benefiting from microfinance institutions' rich experience in business training, saving and insurance scheme and other surrounding issues.

5) Environmental sustainability

Regarding environmental sustainability, the JP RWEE will be using Ethiopia's environmental sustainability strategy, which revolves around ensuring community led environmental protection and sustainable use of natural resources. This way, women beneficiaries will work in greater harmony with the environment as they carry out their agricultural work. The initiatives will also include training women to prevent environmental pollution, degradation and introducing technologies to rural women on water harvesting, reforestation, composting, improved use of fertilizers, and diversification of fuels away from reliance on firewood and charcoal.

In terms of sustainability of results, the JP RWEE will intervene at different levels and has started by

securing political buy-in through interventions aligned with national policy priorities, and strong leadership from the government coordinating agency, the Ministry of Finance and Economic Development. Further, the JP will undertake a series of tailor-made capacity building trainings and provide tool for service providers to deliver for women. The JP, by demonstrating concrete results, can then be used to influence policy level mechanisms to ensure gender equality in guidelines, products and interventions to support rural women's access and control.

Gender Equality and Women's Empowerment at the core of the JP RWEE

The entire JP RWEE is focused on promoting gender equality and the empowerment of women. The design focuses on addressing gender inequalities that deny women equal opportunities as men. It seeks to provide rural women with the skills and to improve their social and economic standing, both by helping to address the poverty of rural women and to strengthen women's voices within their families, communities and rural institutions

To support these changes on a sustainable basis, the Joint Programme will intervene at the individual, community and institutional level. Women's groups are the core structure at the community level on which substantive activities are added (life and entrepreneurship skills, sustainable agriculture techniques, leadership and management skills), and form the foundation of community based capacity building. In this regard, Community Conversations (CC), a GoE supported and tested evidence-based social behavior 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. Improving the status of women rests in part, on changing the norms and attitudes of the entire community, including husbands, fathers, and adolescent boys.

MoWCYA/BoWCYA will coordinate gender-focused CC, and build the capacity of the community to undertake this methodology. It is estimated that through the training of 100 facilitators, in a total of 8 sites, will reach 10,000 community members. These community members will in turn pass information to additional 4,000 people implying at least 14,000 people will be reached in the communities. 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 mentors, thus reducing high number of extension workers and personnel costs that would be difficult to sustain.

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 JP RWEE also seeks for community policy change and strengthen national institutions and agriculture policies to help rural women contribute to and benefit from the country's fast-paced growth and development.

This is reflected in its activities which seek to: increase women's access to resources with a view to changing gender relations in a way that gives women greater recognition for their contributions. It also reflected in the programme's efforts to build links competent local institutions which can support women's empowerment and gender equality. The Joint Programme also incorporates a thorough analysis on rural women's constraints in translating their agricultural/pastoral undertakings into economic empowerment and poverty reduction due to: discriminatory customary laws and practices that favor men's over women's access to land and other productive resources; and lack of control in decision-making processes (e.g. in the intra-household decision-making on income expenditures). While the Joint Programme recognizes that some of these forms of discrimination are in principle addressed by national policies and legislation, in practice, new policies and new or revised laws have proven hard to enforce, with little tangible impact on women in rural areas. Translating women's agricultural/pastoral undertakings into economic empowerment requires transforming gender relations at all levels - so that women are better represented and take part in the decisions which impact their lives and livelihoods.

## **Mainstreaming of gender and women's empowerment:**

Economic empowerment is the capacity of women and men to participate in, contribute to and benefit from growth processes in ways which recognize the value of their contributions, respect their dignity and make it possible to negotiate a fairer distribution of the benefits of growth (Eyben et al., 2008). Economic empowerment increases women's access to economic resources and opportunities including jobs, financial services, property and other productive assets, skills development and market information.

Women's economic participation and empowerment are fundamental to strengthening women's rights and enabling women to have control over their lives and exert influence in society.

The Joint Programme's goal is rural women's economic empowerment and its design and formulation process rests on a thorough analysis of the gender dimensions of food insecurity, looking not only at its causes (from the supply side, food availability and food accessibility; and from the demand side food utilization and food stability), but in the impacts which are also linked to women's household responsibilities and the impacts on household quality of life (especially health and productivity).

In that regard, the Joint Programme fully captures the recommendations of the Committee on the Elimination of Discrimination against Women on rural women (Concluding Observations, CEDAW Forty-ninth session, 11 - 29 July 2011) with regard to:

- 1) Effectively enforce women's equal right to land ownership, e.g. by taking legal measures providing for the systematic inclusion of female spouses' names in landholder certificates;
- 2) Facilitate rural women's access to credit and loans, by controlling microfinance repayment terms to preclude unfair payment periods and interest rates and by expanding gender-sensitive projects; and,
- 3) Awareness raising among rural women including pastoralist women on their rights under the Convention and invest in women's capacity to claim them.

Built on the above mentioned analysis, the JP seeks to: drastically improve women farmer's output by intensification through yield enhancing inputs and land security; enabling women to move beyond subsistence production and into higher-value and market-oriented production; improving women economic capabilities and access to assets, skills, employment and income; improving access to food storage and gender-sensitive technologies in all areas of agriculture; and, addressing factors affecting female nutrition. For changes to be sustainable the JP intervention will also address gender relations at household and community levels while at the same time building the capacities of the agriculture sectors stakeholders and strategies to deliver for rural women as well as of women themselves to fully participate in decisions that affect their lives at individual, community and institutional level.

## **Gender and Women Empowerment in the Design, Implementation and Management**

The Joint Programme situation analysis refers to the UNDAF 2012-2016 Common Country Analysis, the UN Women ongoing Ethiopia Gender Profile, the Agriculture Transformative Agency (ATA) gender analysis of the agriculture sector, as well as on recent data published by the World Bank on the gender gap in agricultural productivity in Ethiopia. It also builds on the situation analysis -livelihoods component - of the Joint Programme on Gender Equality and Women's Empowerment as well as on the expertise and knowledge of the four UN participating agencies, each of which has a notable presence in the field.

The design of the JP RWEE aims at addressing the gender outcomes of the UNDAF 2012-2016 as follows:

- Pillar 1 Sustainable Economic Growth and Risk Reduction, Outcome 1: Increased use by agricultural producers of improved institutional services, efficient marketing system, and appropriate technology and practices for sustainable increase in agricultural production and productivity by 2015, and Outcome 4: By

2016, national institutions and disaster-prone communities have systematically reduced disaster risks, impacts of disasters and have improved food security

□ Pillar 4 Women, Youth and Children, Outcome 1: By 2016, women and youth are increasingly participating in decision making and benefiting from livelihood opportunities and targeted social services

The recently-established UN Gender Theme Group has actively participated in the final review of the JP RWEE, and it is expected that the GTG will be regularly updated in programme progress and challenges.

On the national side, the Ministry of Agriculture (MoA) gender focal point, the Ministry of Finance and Economic Development (MoFED) gender focal point, and the Ministry of Women, Children and Youth (MoWCYA) have participated in splitting responsibilities, operational arrangements, activities prioritization in the Annual Work Plan (See Annex V Joint Programme Annual Work Plan and Budget) as well as in defining target areas. MoFED and MoWCYA are members of the National Steering Committee, the so-called the High level Steering Committee (HLSC).

Regarding gender expertise within UN Agencies, it is worthy to note that UN Women is the lead agency of the Joint Programme and that the gender installed capacity of IFAD, FAO and WFP in their respective country offices have been strongly engaged in the design of the programme and will be integral part of the UN team providing technical support to implementing partners and overseeing the programme execution.

The recruitment of staff for the implementation of the JP RWEE will include gender- sensitivity in core competencies and accountability as a requirement. Monitoring and Evaluation staff will be gender balanced.

As all interventions have different effects on women and men, the final evaluation of the JP RWEE will integrate a gender perspective in the whole cycle of evaluation – from the evaluation criteria to the definition of the key questions of the evaluation. To do this, the evaluation will take into consideration the different dimensions underlined in the gender analysis frameworks: practical and strategic gender needs; gender division of labour and different gender roles; women’s and men’s roles in decision making and leadership; different time-use; and different access and control over resources, benefits, and services by women and men (Espinosa, 2011b).

#### Women’s Participation in JP design and Implementation Process

At federal level, MoWCYA will be co-leading with UN Women the Programme Management Committee. At the regional level regional Bureaus of Women, Children and Youth Affairs in collaboration with regional women associations will actively participate in the JP implementation and monitoring process. In addition to BoWCYAs and women associations, women self-help groups, women SACCOs, women entrepreneurs association and their members will actively be involved in the process of implementation and monitoring of the JP.

Furthermore, women are the direct beneficiaries of the JP RWEE which Outcomes aims at strengthening rural women voice in decisions that affect their lives at household, community and institutional level. To this end, the JP RWEE will invest in raising awareness on the family law and economic rights associated to the rural sector among targeted women, building women capacities to advocate for their rights –including support to obtain joint land certificates-, and undertaking a community approach, community conversations, a tested and evidence-based social behavior change strategy to build an enabling environment for girls and women. It is expected that community conversations dialogues will benefit around 6,000 community members. Issues of dialogue will be centered on, inter alia, underlying factors that aggravate women’s participation in decision making, women share of responsibility in domestic chores, factors that contribute to gender gap in agriculture productivity.

## **Sustainability:**

Towards JP RWEE sustainability: Investing in Agriculture Sector Gender Sensitive Policy and Programmes Frameworks

Gender equality is recognized as a critical development issue in Ethiopia. All federal ministries including MoA are mandated to ensure women benefit from programs, projects and policies. It would be expected therefore that one of the responsibilities of the Programme Implementation Framework (PIF) (2010-2020) would be to ensure a balanced approach to agriculture sector development, in particular that the important and strategic role of women is recognized and that appropriate gender-sensitive approaches are promoted.

The PIF 2010-2020 has four Strategic Objectives, 14 Objectives, 60 Outputs and more than 170 Indicators. Women/ gender are not mentioned at the strategic objective, objective or output levels. At the indicator level, women are mentioned 9 times and in the majority of cases the indicator requires that the annual reporting against targets includes gender disaggregated data e.g. male-headed farmers certified with first level land ownership certificates in millions. The exceptions are the three indicators that support the 'improve agricultural production and productivity by improving extension services utilization and agriculture inputs' objective, where specific mention is made of extension services reaching 30 per cent women-headed smallholder, pastoral and agro-pastoral households.

The MoA implements the PIF through a number of flagship programs, including: The Agricultural Growth, Sustainable Land Management, and Productive Safety Net/ Household Asset Building programmes. In order to ensure gender equality is addressed, each flagship programme has adopted gender mainstreaming approaches that are supported by guidelines, training and in some cases the recruitment of gender officers at federal and regional levels. In addition, the Productive Safety Net Programme (PSNP), which requires beneficiaries, men and women, to participate in public works, has identified specific and detailed work norms for women. The Woman's Affairs Directorate of MoA has also assigned one expert to each flagship programme but their engagement appears to have been ad-hoc.

The JP RWEE will be building on the various national/government mechanisms to strengthen and sustain gender mainstreaming within the agricultural sector, clearly the number one priority of government of Ethiopia, by providing the sector with gender analytical tools and good practices on improving the lives of poor rural women, for replication; provide technical assistance for mainstreaming gender within large programmes annual and mid-term reviews and generate evidence based analysis for policy development and monitoring as well as for change.

The series of gender responsive interventions including the already developed gender mainstreaming guidelines and the performance leveling tool tools developed by UN Women in partnership with the different gender mechanisms in Ethiopia - Donor Group on Gender Equality (DGGE) under the umbrella of the Donor Assistance Group (DAG), the UN Gender Theme Group, and the GoE Technical Working Group on Women, Youth and Children - are expected to reinforce the programme's interventions at all levels and setting the ground for medium and long term sustainability of JP RWEE investments.

### Capacity Building for Sustainable Development

The implementation of the JP RWEE in Afar and Oromia regions has been determined in consultation with the GoE. Afar region is selected based on the extent of vulnerability to food insecurity, ecological fragility, and level of poverty and intensity of the gender inequalities due partly to its nature of pastoralism. Whereas Oromia region is selected for its potential and natural resources, accessibility, capacity of government counterparts to respond to achieve the identified outcomes of the RWEE. In addition the experiences built in the ongoing initiatives in the region that can be used for learning and replication. The JP RWEE program fosters equality, participation, partnership and empowerment through a synergized approach to including

awareness, capacity building and livelihood aspects which includes both ecological and socio-economic dimensions.

The JP will deploy a wide range of capacity building approaches, including the community conversations dialogues, a tested successful strategy for change behavior. MoWCYA 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. UN Women will provide technical assistance as requested.

The JP is cognizant of how gender division of labour constraints women's and girl's opportunities'. The time allocation for housework of women's age 15 and older is 36 hours in comparison to 7 hours for men (Central Statistical Agency of Ethiopia (2006). Report on the 2005 National Labour Force Survey. Community conversation dialogues will address the causes of these constraints while at the same time put in place temporary measures to ensure targeted rural women participation in planned capacity building activities.

Childcare services will be deployed through existing supported women's cooperatives, planned women cooperatives and supported women's associations within the framework of the JP. Micro-cooperatives could contribute to a positive change for working women both as providers and recipients of care services. In Africa, where cooperatively-organized care provision has in many cultural contexts been an intrinsic part of the social fabric, it is today gaining visibility, and increasing in the range of services provided and level of formality. The JP will build on successful examples in neighboring countries, to set up nursing care for beneficiaries of the JP activities. The JP will explore the possibility of strengthening and capacitating existing farmer training centers to provide gender responsive services that addresses the needs of rural women.

**Revolving Fund Scheme: Technical Assistance through Existing Financial Structures (RUSSACOs) to ensure Sustainability**

The JP will build on the accumulated knowledge and experiences of the Ethiopia Women Development Fund and IFAD. It will apply a participatory and holistic livelihood approach, and build capacity of women and government implementing partners by intensively involving them from the planning stage to monitoring and follow up in the use of the revolving fund scheme. The revolving Fund is a strategy used by IFAD and WFP successfully and will be leading the agencies in contributing to, mobilizing additional resources from government, as well as managing the implementation of the funds. At the grassroots level, follow up of the IGA and micro-credit will be closely monitored and managed by the local woreda (District), Office of Agriculture experts and Development Agents (DAs) and the kebele administration. The capacity of implementing government sectors at regional and Woreda level will be further enhanced through trainings and provision of materials/equipment's which will have an added value to for better provision of services and ensuring the sustainability of the program.

**Environmental Sustainability**

The Programme will be using Ethiopia's environmental sustainability strategy, which revolves around ensuring community led environmental protection and sustainable use of environmental resources. This way, women beneficiaries will integrate sustainability principles within their agricultural and livelihood activities. The initiatives will also include training to women, men and the youth to prevent environmental pollution and degradation as well as creating awareness on convention on biodiversity (CBD). In addition the program will introduce technologies to rural women on reforestation, composting, improved use of fertilizers, and diversification of fuels away from reliance on firewood and charcoal. For instance, women farmers will receive training on drought-resistant crop seeds as a measure to adapt to climate change.

**Public-private partnerships:**

Public Sector Engagement with markets: Strengthening Women Farmers and Pastoralists' based Associations and Cooperatives

Accessing the market in more beneficial ways is a major reason for supporting women farmer-based organizations and cooperatives. The regional BoWCYAs of Afar and Oromia will play an active role in facilitating direct linkages between farmers' groups and commercial buyers, and strengthening the ability of participating farmers to negotiate and fulfill beneficial contractual agreements. The JP RWEE will support farmer-based organizations and pastoralists' cooperatives to orient members to become more sensitive to market signals (price) to determine their production decisions, adopting best practices to meet grain quality standards, source financial services to expand economic activities, and improve collective bargaining with both input suppliers and output buyers. This will be based on existing research around high value food crops and hybrid livestock. The research findings will inform and guide the provision of tailored made extension services to smallholder farmers. On the other hand, private input suppliers would help to finance field demonstrations and training programs. Farmer-based organizations would help to finance some of the local (village, township) operating costs for extension, including training and possibly stipends for community-based facilitators (extension paraprofessionals) and share the output with relevant stakeholders.

#### **Civil society participation:**

Consultations were undertaken during the designing state of the JP with relevant NGOs such as SG 2000, CARE, Farm Africa, Rift valley Women and Children Development Organization (RCWDO), SEDA, HUNDEE, GEDA, SEEKE, Facilitators for Change Ethiopia and VCDO to understand their programmes and to explore potential areas of collaboration and provide inputs to enrich the pro doc.

#### **Justification of the Joint Programme modality:**

The UN agencies involved in the JP came together to support rural women through this initiative given their unique and mutually supportive comparative advantages, as well as their proven track record in Ethiopia, in supporting interventions which improve women's access and control over productive resources, skill to access markets, financial and non-financial services, and on preservation and conservation of natural resources. For example, UN Women works on enhancing women economic leadership through a project with Agricultural Transformation Agency (ATA) introducing post harvesting techniques and agro processing. The project is able to build the capacity of the women in business skills and provide mentorship where the women are now organized in cooperatives where their productivity and production has increased. They are engaged value addition and processing grains for local market.

In addition, UN Women has been providing business development skills (BDS) and tailored made trainings such as entrepreneurship, business skills, weaving, pottery, soap making and provision of time and labor saving technologies to increase their productivity reduce their work load and enable them run successful businesses. So far more than 3,000 women are being supported in the Joint flagship program on gender equality and the empowerment of women, with an additional positive impact to over 15,000 individuals. As a result women who could not afford appropriate meals are now able to feed their family and send their children to school. UN Women also engages in program where functional literacy is integrated with the economic support i.e. business skills training and seed money) to economically disadvantaged women. UN Women in collaboration with Union of Ethiopian women charitable association (UEWCA) women in five regions (Amhara, Oromia, Benishagul Gumuz, Tigray, Afar) have been provided integrated support to be organized and engage in feasible business. The programme has supported 2000 women and more than 16,000 family members where the target women have managed to engage in different businesses. For instance, in Benishagul, 200 women have secured land and are engaged in vegetable production through capacity building training and continuous lobbying and advocacy at all levels.

IFAD supported the Rural Financial Intermediation from 2001 - 2009 which increased Microfinance financial institutions to 29, serving over 2.2million clients, representing about 14 percent of Ethiopian households. This resulted in considerable financial outreach and savings mobilization for rural households to take them out of poverty. IFAD is currently implementing the Pastoral Community Development Project II, a successful partnership between IFAD, Ethiopia's pastoral communities, local and federal governments, and the

International Development Association in 57 districts in the Afar, Oromia, Somali and Southern regions, where communities have high illiteracy rates, comparatively low school enrolment rates and very limited access to basic social services in health, sanitation, safe drinking water, transport and communications

Through WFP's Purchase for Progress (P4P) and Purchase for Africans to Africa (PAA), which is jointly implemented by FAO and WFP, commodities like maize for very food insecure people are purchased from small holder farmers. One of the biggest deliveries under the programme, almost 19,000 metric tons of maize were purchased from over 16 cooperative unions.

The World Food Program (WFP) of the United Nations launched its P4P (Purchase for Progress) program in Ethiopia to support agricultural production and markets to enhance smallholder/low-income farmers' livelihoods. The primary focus of P4P is to provide a market opportunity to smallholder farmers primarily through their organization, the Cooperative Unions (CUs) and the small-scale traders. It aims to improve income and livelihoods of female and male small-holder farmers mainly through farmers' organizations (FOs). Yet While P4P promotes gender equality in a number of ways, in Ethiopia, however, women participation in FO's is very low. Thus P4P outlines an approach to increase skills and knowledge of the targeted beneficiaries and government staff to enable women to manage specific income-generation activities, establish linkages and exploit markets and enhance their income. As a result P4p supported eight women only primary and saving and credit groups through provision of revolving fund, training to government staff and CU management and awareness raising through community conversation sessions.

FAO Food Security and Nutrition Programme established seed producers cooperatives, enabling production of a significant amount of quality seed of different crops, resulting in improved availability to a large number of farmers, pioneered diversification of produce and income sources of farmers: promoted production of temperate and tropical fruits in three regions, which benefited more than 3 397 farmer households; introduction of onion seed and potato seed tuber production technology; ensured quality seed availability (such as improved tuber crops, cereals and vegetable seeds, as well as fruit seedlings) to vulnerable households in response to emergencies, as well as a disaster risk reduction strategy. In addition, FAO through the MDG Spanish Fund and along with UNDP, UNEP, EPA (Environmental Protection Authority) and MoA, implemented the project "Enabling Pastoral Communities to Climate Changes and Restoring Rangelands Environment (Oct 2009 - Mar 2013)" with the overall objective of enhancing the enabling policy environment to effectively plan and execute pastoralist related climate change adaptation and mitigation measures at federal, regional and district levels and pilot measures to enable the pastoral communities develop capacity for managing climate change risks and shocks in Afar, Somali, SNNPR and Oromia Regional states.

Each agency brings a distinct comparative advantage to this subject: FAO's specialist technical knowledge and policy assistance on agriculture and food security, IFAD's co-financing of rural investment programmes and strong presence in the targeted regions, WFP's food assistance innovations, and UN Women's technical knowledge on women's economic empowerment, its strong linkage with the women's movement, and its leadership for gender equality and women's empowerment within the UN System.

By working together in the framework of a Joint Programme, the diversity of issues constraining rural women's economic empowerment, which go beyond the mandate of any individual UN entity to tackle alone, can be addressed in a comprehensive manner. By bringing together their know-how, resources, experiences and constituencies, the four entities will have the potential to greatly enhance the relevance, efficiency, effectiveness, impact and sustainability of their work on rural women's economic empowerment. The Joint Programme will link the normative and operational work of the four entities to foster a comprehensive approach for the economic empowerment of rural agrarian and pastoralist women

In addition, there is a strong track record of Joint Programmes supporting women's empowerment in Ethiopia. In particular, UN Women in Ethiopia is currently co-leading with UNFPA, the Gender Equality and Women's Empowerment Joint Programme Phase II (July 2012 – December 2015), which has recently been expanded to include the Rural Women Economic Empowerment Joint Programme. The GEWE JP articulates the support of UN Agencies to the Government of Ethiopia in its efforts to further improve the lives of Ethiopian women and girls for the realization of their rights, in line with its international and national commitments. The GEWE JP is aligned with the Growth and Transformation Plan (GTP) (2010/11-2014/2015), the overarching national development strategy as well as sector-based plans, strategies and policies. The GEWE JP is grounded in the UN Development Assistance Framework (UNDAF) 2012-2016 for Ethiopia. The GEWE JP builds on lessons learnt from the implementation of Phase I and the recommendations of the Phase I Final Evaluation (June 2012).

In addition, since 2009, the MDG-F Joint Program (JP) "Nutrition and Food Security in Ethiopia" implemented by FAO, UNICEF, WFP and WHO under the leadership of the Federal Ministry of Health (FMOH) was developed to support the efforts of the Government in ending acute malnutrition, prevention of malnutrition through Community Based Nutrition (CBN), local production of complementary/supplementary foods and nutrition information system. The main beneficiaries were women's groups who were supported to improve the quality and utilization of locally available complementary food by addressing promotion of local food security and empowering women.

### **Regions of intervention:**

The JP RWEE will work at the policy level, which will help improve the enabling environment for rural women and men in the whole country, with a particular focus on agrarian and pastoralist women in Afar and Oromia regional states. (Outcome 4).

The criteria for location selection:

- Opportunity to prove quick gains
- Regional and district capacity to uptake the JP RWEE
- Ease of access
- Areas that are not currently benefiting from UN Rome-based agencies' joint initiatives

In addition, the JP RWEE will benefit:

- Under Outcomes 1, 2 and 3, 2,000 smallholder rural women farmers and pastoralists and their households (2,000 women by an average of 6 members per household= 12,000 individuals) in the states of Afar and Oromia (2 out of 9 Regions in Ethiopia) targeting 2 woredas (districts) in each region and 4 Kebeles (the lowest administrative units) in each woreda.
- Under Outcomes 3, 14,000 community members including women, men, girls and boys through social mobilization for change behaviour in the targeted locations
- 80 women run cooperatives and 5,000 women members of mixed cooperatives 20,000 women through the provision of capacity development and technical assistance to Oromia and Afar ReMSEDA and RUSACCOS through capacity building provision under Outcome 2

### **Targeted groups:**

Poor Rural Women and their household members

2,000 poor agrarian and pastoralist rural women living below the poverty line and their household family members (approx. 12,000 individuals) constitute the primary target group. The Joint Programme will have a special focus on women who are organised in rural self-help groups and in savings and cooperative organisations (RUSACCOS) and other forms of cooperatives. The 2,000 women would be made up of 250 women from each of the 8 Kebeles (smallest administrative units) in four woredas (districts) in each of the targeted regions (Oromia and Afar).

The intensity of poverty varies at the household level depending on land size, its quality and productivity, climate conditions and production technologies which affects men and women differently. Most rural households have small land holdings of less than one hectare on average. Agriculture is dominated by a low input, low output rain fed farming system, which increases the vulnerability of rural households to the vagaries of nature. Frequent droughts and crop failures can easily result in wide spread food shortages, household food insecurity and famine. Because women lack strong asset base, they are often worse affected by natural and human made calamities.

20,000 poor rural women will benefit from the services provided by the cooperatives and saving unions supported by the JP RWEE.

14,000 targeted community members

Improving the status of women rests in part, on changing the norms and attitudes of the entire community, including husbands, fathers, and adolescent boys. The JP RWEE will undertake community conversation (CC) dialogues benefiting around 14,000 community members. The CC will be centered on, inter alia, underlying factors that aggravate women's participation in decision making, women share of responsibility.

Targeting Rural Savings Cooperatives (RUSACCOs) and other forms of cooperatives: RUSACCOs are located only in rural areas and their membership profile mostly comprise poor households evident from the average size of monthly compulsory saving products, average loan size etc. Some of these institutions also have a female focus in their institutional and business process design but most do not have strategies to implement these gender sensitive/women focused policies. The Joint Programme will require that RUSACCOs operating in the target areas where RWEE is implemented, strive to have a minimum of 50 percent women membership and also 30 percent of women in leadership position. The same criteria should be applied to women participating in cooperatives.

Target areas and groups by Woreda and Cooperatives and criteria for selection

The target area will comprise areas where no sustained development intervention has been undertaken. Priority will be given to woredas where IFAD, FAO and WFP have not previously intervened, and to those woredas where interventions are present but need support for strengthening existing women's engagement with financial institutions and in accessing additional skills for their microenterprises.

#### **Design, multisectorial strategy, results and implementation plan:**

The framework of the Joint Programme has been designed following sound principles of a rural and micro-financial sector development based on the successful models of the IFAD-funded Rural Financial Intermediation Programme intervention whose experience and learning curve has consistently been positive, and the gender proposal of WFP's P4P that is working for supporting women's cooperatives, and women's access to financial services. The JP will also rely on the community conversation approach of the WFP/UNFPA JP Leave No Women Behind (supported by the MDG Achievement Fund) in combination with the household mentoring approach so as to address control over income resources at household level.

The Joint Programme will employ strategies that will strengthen gender mainstreaming within rural based financial institutions - to enable them design products and services that target rural smallholder farmers as well as in ensuring that women's voices are integrated into their decision making, an area of focus for UN Women under the Joint Programme for Gender Equality and Women Empowerment.

Theory of Change

The linkage between women's economic empowerment and economic growth was underscored by the econometric model put forward by the World Bank in a research paper entitled "Unleashing the Potential of Ethiopian Women - Trends and Options for Economic Empowerment" (World Bank, June 2009). The simulation study showed that by enhancing women's access to key productive factors such as regular

employment and/or jobs in the informal sector to ensure income, access to entrepreneurial inputs and land, Ethiopia's GDP would benefit by as much as 1.9 percent GDP growth per year.

The theory of change is that by strengthening rural women access to resources for agricultural activities, entrepreneurial inputs and coping mechanisms at the household levels, Ethiopia would be able to achieve inclusive growth through women's contribution to, and benefit of economic growth anticipated through the national Growth and Transformation Plan.

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

The MDGs (specifically Goal 1 on the eradication of extreme poverty and hunger) has called attention once again to women's roles in food production and agricultural development. The prescriptions on what needs to be done to support women's roles in agriculture and food production are many - most call for attention to gender-appropriate responses and attention to the unique dimensions of women's poverty and include such measures as 'strengthening women's rights to land and natural resources; increasing women's access to and control of productive assets, extension services, credit, and markets; introducing irrigation or labour-saving technologies where water or labour constraints prevent women from expanding production; and strengthening women's leadership and technical capacity' (Quisumbing et al., 2008).

The Joint Programme will therefore adopt a multi-sectoral and comprehensive approach taking place at different levels. Interventions in all the three levels will reinforce and support each other by maintaining horizontal linkages using different entry points at the implementation level. The interventions will focus on building individual skills and providing inputs for rural women to manage and expand their small holding farms. The development of such skills/capacities and support will then lead to changes at the individual level - the individual women become more self-assured, are more self-sustaining and more able to engage with formal institutions to access more benefits as well as influence decision making for their communities.

For these changes to happen at the individual level there has to be support from the community as well as institutions. The programme will therefore raise community consciousness with the aim of generating action in promoting and protecting the rights of women and girls, and better acceptance of women as entrepreneurs and leaders. By building the capacities of rural institutions, it is expected that key financial service delivery institutions, will change their norms, standards and practices which will lead to the provision of gender responsive financial services, hence promoting access and opportunities for rural women and leading to a sustainable livelihoods and ultimately contributing to Ethiopia's growth (See Annex XIII Theory of Change Diagram)

#### **Coordination and governance arrangements:**

A High-level Steering Committee (HLSC), which provides oversight of the UNDAF more generally, exists. It is co-chaired by the UN Resident Coordinator and the State Minister of the Ministry of Finance and Economic Development the Government's ministry; six federal Government ministries and one regional governments; and four donors' partners, including Spain. The HLSC will oversee the design, implementation, management, monitoring and evaluation of the Joint Programme. The TOR of the HLSC have recently been revised explicitly to include oversight of the activities and funding related to the Sustainable Development Goal-Fund (HLSC ToR in annex XII). The same approach was adopted for the MDG-F supported joint programmes; this ensures that there is no duplication of governance structures in Ethiopia. The HLSC is scheduled to meet in early October; it had originally been scheduled to meet in mid-September, but since

this was postponed by Government, for the purposes of endorsing this submission, the same ad hoc National Steering Committee used to endorse the concept note was constituted. It comprised the Resident Coordinator, State Minister from MoFED, and the Head of Spanish Development Cooperation in Ethiopia. Going forward, the HLSC will be at the apex of the local governance structure.

In addition, the JP RWEE will benefit from the overall supervision and strategic guidance of the already-existing Programme Management Committee (PMC) of the JP GEWE. It is co-chaired by the Minister in MoWCYA and UN Women in its role as the JP RWEE lead agency. The PMC comprises of MoFED, MoWCYA, the participating UN agencies representatives (Heads of Agencies or Deputies), representative from the RCO and the representatives of development partners that contribute to the programme.

The Programme Management Committee will:

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

The Programme Management Committee will meet bi-annually. The Co-Chairs will call on a meeting every six months and on extra-ordinary meeting whenever necessary.

These Terms of Reference for the Programme Management Committee will be revised as required to respond to the demands of the JP RWEE.

The planning, implementation, operational coordination, monitoring and report of the JP are the responsibility of the Technical Working Group (TWG-) on gender equality and the empowerment of women. The TWG allows for a representation of the agencies directly engaged in programme implementation. However, the composition could be enlarged, or structurally modified to include other agencies that are expressing an interest for increased coordination with their own activities and also representatives from other sector ministries. The TWG -GEWE is also co-chaired by the designated official of MoWCYA and UN Women. The TWG meets once every month and as necessary.

The primary responsibilities of the TWG include, inter alia, the following:

1. Provide coherent and comprehensive 'unity of purpose' for the UN system in Ethiopia with respect to gender programming;
2. Ensure greater focus and efficiency in support of Ethiopia's national policies and strategies for gender: making the most of the UN's comparative advantage, added value and mandate in support of evidence-based responses;
3. Provide greater consistency and efficiency in assigned points of first response and clear division of

labour: 'speaking with one voice' and reducing duplication and fragmentation with respect to gender programming;

4. Ensure comprehensive gender programming within the UN system in Ethiopia with clear focus on 'results', planning, management and reporting;
5. Advocate for, monitor and report on greater accountability within the UN and its partners for achieving the promises made by governments and partners – the MDGs, CEDAW, etc.;
6. Design, facilitate and ensure operational co-ordination for the effective implementation of the JP
7. Make recommendations on budget allocation and budget revisions across the four JP Outcomes and present them to the Programme Management Committee for endorsement;
8. Endorse reports from the district and regional working groups; coordinate the consolidation of progress reports and present them to the Programme Management Committee for final approval; and,
9. Lead consultations with key stakeholders as to the coordination, implementation and monitoring/reporting by implementing partners at national and regional level;

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

Federal level: MoWCYA will assign one of its senior level staff as a National Programme Coordinator for the RWEE programme to support the day-to-day programme coordination, including monitoring and financial reporting of the Joint Programme. In addition, a Monitoring and evaluation (M&E) project officer with a view to support and ensure the collection of data at the federal and regional levels, identify, collect and document information on program achievements, lessons learnt and success stories, will be retained.

Regional level: At the two regions (Afar and Oromia), the Regional Bureaus for Women, Children and Youth Affairs (BOWCYAs) will officially appoint Regional Programme Coordinators from among their staff as the focal points for the RWEE programme. They will technically coordinate and follow up the day-to-day programme implementation and will be responsible for ensuring effective reporting from the different JP implementing partners.

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

#### **Risk analysis:**

Deep rooted cultural and social practices that discourage women's participation, leadership and decision making is a risk that is identified as potentially hampering the achievement of JP results towards empowering rural women. As a mitigation strategy, tailor-made, well-articulated messages will be developed and delivered to each target region through public education, media outreach, lobbying and advocacy by women associations and community conversation. Men and boys will be especially sensitized using the "community conversation" methodology. Cultural and faith based leaders will be particularly targeted as change agents.

Potential resistance from target groups and limited community awareness that results in an insufficient participation in RWEE implementation will be counteracted with full involvement of the target groups and the community at large during the familiarization process (on-going), implementation and evaluation. With the purpose of ensuring that target groups and community at large are familiar with JP RWEE objectives and strategies, regular meetings and discussions will be held and clear responsibilities assigned.

Staff turnover: In order to mitigate the damage that could be caused by turn-over of implementing partner staff, the Joint Programme will build the capacity of staffs and the capacity of local institutions. For this purpose, in addition to capacity development of individuals, the programme will ensure that specific

institutional mechanisms, tools and guidelines are developed, adopted and utilized for the sustainability of results in the case that trained individuals/staffs leave the institutions.

Delays in implementation: Emerging Government priorities competing with the ongoing programmes within regions is a risk that could lead to delays in implementation of the Joint Programme. The mitigation strategy that has been identified is assigning focal person for the JP to ensure that implementing partners are supported to develop detailed annual work plans to expedite programme delivery with a view to accelerate the achievement of the JP results.

Delays in project implementation due to possible postponements in fund flow calendar, the JP will use best alternative among the option of financial regulation that could shorten long process. The JP will also revise the annual work plan every six months and adjust it in light of possible fund delays.

Monitoring and reporting: The JP is cognizant of the implementing partners' need to develop strong capacity in monitoring and reporting. Inherent in the JP there are different capacity building interventions focusing on monitoring and reporting, including four workshops on result based management to get familiar with the result oriented programming, monitoring and evaluation framework requirements and how to meet them. Furthermore, 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 M&E officer for the RWEE JP will be recruited and assigned to ensure close technical support and follow up of the smooth implementation the joint program.

Moreover, to mitigate the risk of inadequate internal control of monitoring and reporting of results within the lead agency, the UN participating agencies including the lead agency staff will benefit from the underway UNCT and government national strategy for Results Based Management and rolling out of associated series of training initiatives.

Disaster risk: Calamities such as drought and flood disrupting economic activities will be addressed by mobilizing and executing emergency resources to address the situation as defined by the office of the UN Resident and Humanitarian Coordinator.

Revolving Fund: The JP also anticipates risks associated with credit intervention under livelihood intervention. 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. See Annex XII Risk Analysis.

### **Monitoring and evaluation (M&E):**

#### **Monitoring**

Monitoring and documentation of results will be an integral part of programme management, including regular field visits by implementing agencies, biannual joint field visits by concerned parties, as well as joint review meetings every 6 months, reports by sub-contracted agencies – CSOs and technical training institutions.

The Performance Monitoring Framework as an annex to the Programme Document will be fine-tuned within two months of the Programme inception phase and developed in close consultation with partners, including setting of indicators and collecting baseline data for the purposes of monitoring on a systematic basis and demonstrating the advancement in the programme's results. The baseline data will also be reviewed yearly in light of the annual report of Year 1.

Annual reports for Year 1 and 2 of RWEE implementation will comprise a narrative part detailing the progress made with case stories and a financial report that summarizes certified expenditures during the reporting period and developed according to the SDG-F template.

Methods for the collection of information and analysis on rural women's situation including economic empowerment, food security and nutrition status, for the RWEE will encompass the following (see Annex IX) Performance Monitoring Framework):

- a. National sources will include but not be limited to: Annual Agricultural Sample Survey (ASS), Ethiopia, Ethiopia Rural Socioeconomic Survey (ERSS) 2012, Welfare Monitoring Survey (WMS) 2011/12, Household Income, Consumption and Expenditure Survey (HICES) 2010/11 Urban Employment and Unemployment survey and other Central Statistics Agency data sets (<http://www.csa.gov.et/>). The JP will also benefit from the forthcoming gender profile of the agriculture sector to be developed by the Agriculture Transformative Agency (ATA) and the CSA Ethiopian Time-Use Survey (2012-2013 ETUS) not yet available.
- b. UN agencies-produced information and analysis: Country Analysis to be conducted for the development of Ethiopia UNDAF 2016-2020 to which UN Women will ensure timely and accurate information on rural women's situation across sectors, the WFP Comprehensive Food Security and Vulnerability Analysis, potential FAO and IFAD data.

The JP RWEE implementation data collection methods will include the following:

- Implementing partners and UN Agencies quarterly progress reports to be analyzed and compiled in the biannual monitoring reports.
- Focus groups discussions conducted separately with women and men on topics related to the support provided by the JP with the purpose of further developing information gathered through qualitative methods.
- One to one in-depth interview with selected beneficiaries to document case stories.
- Semi-structured interviews with local partners, including national and regional authorities, civil society organizations, research institutions and private sector.
- Seasonal labour profiles to display quantitative changes in farming cycle and labor allocation when new crops or techniques are introduced; estimate person/days or months for each task during average farming season by gender.
- Project progress reports every four months by JP RWEE technical staff, including sample survey against baseline survey result. Baseline data and indicators to be reviewed in light of field survey findings.
- Beneficiaries' satisfaction survey on quality of services provided by the JP.
- Joint mission reports from UN staff, the Government of Ethiopia and representatives from the Government of Spain field visits.

The JP will ensure that data collectors' teams are gender balanced and have gender-sensitive knowledge and seek partnerships with the Ethiopia Agricultural Research Institute, the Agriculture Transformation Agency (ATA), at federal and regional levels, to gather and analyze information to draft the required annual reports.

A key goal of the monitoring of the JP RWEE is to become a state-of-the-art global knowledge hub for good practices in programming, focusing on how to achieve rural women's economic empowerment. An important component of realizing this goal will be to assist national counterparts in enhancing their skills on evidence-based monitoring, evaluation and knowledge management. To this end, the JP RWEE will hold four capacity development workshops in the two regions to ensure evidence-based reporting and results-oriented monitoring and knowledge management at the outset of project implementation (two workshops to be held during the inception phase and two additional ones in the second year of the programme implementation). The capacity building support will also be crucial along with the implementation of the

project by the UN Agencies' technical staff led by the Monitoring and Evaluation Officer with a view to: give communities and local partners the ability and flexibility to respond to changing scenarios that may affect the programme interventions; and to tap the perspectives and insights of all stakeholders and beneficiaries, as well as project implementers.

The specific learning objectives of the workshops are to increase national capacities to: report on results-oriented programme outcomes and outputs; get acquainted with the results chain of the project; use indicators to measure results at the programme goal and outcome levels; draft data collection work plans including responsible party, source and frequency; and use monitoring data collection methods and manage participatory and gender-sensitive annual reviews and external evaluations. The workshops will set aside time for the participants to work together on programme monitoring tools and get acquainted with how to measure changes in the lives of women and girls at the programme goal level.

The total budget for M&E related activities is USD115, 000 which is 3.8 percent of the total JP budget.

### Evaluation

A final, independent, and summative evaluation managed by UN Women in consultation with RBAs will be carried out upon completion of implementation, based on the principles and standards of the United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation and OEDC/DAC development evaluation criteria - relevance/appropriateness, effectiveness, efficiency, impact, sustainability, and ownership - regarding evaluation quality and independence.

The evaluation will assess the programme design and ownership, work processes and operations, formal and informal communication set-up, management arrangement and coordination mechanisms, and how these facilitate or hinder achievement of programme results; lessons learnt will be documented and key recommendations provided.

The terms of reference for the evaluation will include key questions under each evaluation criteria to be built on the information needs and interests of the different stakeholders while pursuing a balance between their accountability and learning purposes.

As all interventions have different effects on women and men, the evaluation will integrate a gender perspective in the whole cycle of evaluation - from the evaluation criteria to the definition of the key questions of the evaluation. To do this, the evaluation will take into consideration the different dimensions underlined in the gender analysis frameworks: practical and strategic gender needs; gender division of labour and different gender roles; women's and men's roles in decision making and leadership; different time-use; and different access and control over resources, benefits, and services by women and men (Espinosa, 2011b).

The final evaluation will follow a participatory approach that includes the multiple stakeholders involved in the implementation of the programme. Findings and recommendations from the evaluation will inform UNCT and UN participating agencies strategic planning, as well as future programming in related issues. This will be followed by a management response by the NSC.

The evaluation's overall goals will be:

- Measure the extent to which the Joint Programme has fully implemented its activities, delivered outputs and attained outcomes, specifically measuring development results.
- Generate substantive evidence based knowledge on inclusive economic growth, food security and nutrition according to SDG-F sectoral policy goals, and gender equality and women's empowerment as a

cross-cutting issue by identifying the best practices and lessons learned that could be useful to other development interventions at the national (scale up) and international levels (replicability).

- Make recommendations for possible replications of the best practices and the concrete results achieved in the program period

The specific objectives of the final evaluation will be as follows:

1. Measure the extent to which the Joint Programme has contributed to resolving the needs and problems identified in the design phase.
2. Measure the Joint Programme's degree of implementation, efficiency and quality delivered on outputs and outcomes against what was originally planned or subsequently officially revised.
3. Measure the extent to which the Joint Programme has attained development results for the targeted population, beneficiaries, and participants, whether individuals, communities or institutions, etc.
4. Measure the Joint Programme's contribution to the objectives set in the respective specific SDG-F sectoral policy goals well as the overall SDG fund objectives at local and national levels (accelerating progress towards MDGs, Supporting the transition of the MDGs agenda towards the SDGs Post-2015 development agenda, compliance with the Paris, Accra and Busan commitments, UN system's ability to deliver results in an integrated and multidimensional manner and supporting transformational change).
5. Identify and document substantive lessons learned and good practices on the specific policy goals and objectives of the SDG-Fund with the aim to support the sustainability of the Joint Programme or some of its components.

By the end of the Programme, evaluation will be initiated by the Technical Working Group (TWG) and discussed within the NSC based on the ToR developed by the TWG. In addition the TWG members will engage in long listing and shortlisting potential consultants which will be passed on to the reference group for the final selection. An evaluation reference group that will play an advisory role in the design and implementation of the evaluation process to ensure quality of the process starting from recruitment of the consultants and the product will be set up. After the evaluation report is discussed in the TWG and the NSC level, a management response plan will be developed on recommendation and issues that were raised in the evaluation report.

It is expected that the evaluation will contribute to build the confidence and accountability of JP RWEE stakeholders and participating institutions.

The evaluation will utilise a diversity of means of information, a balance of quantitative/qualitative information, and it will consult the different stakeholders from different perspectives. The definition of the agents to be involved will be based on the matrix for the analysis of the stakeholders, which is to be developed in a further stage of the consultancy and agreed upon with the Evaluation Reference Group. The evaluation team will ensure the gender balance in the selection of informants and interviewees from the different stakeholder groups, in order to capture different perspectives on the Programme by men and women.

The methods proposed for this evaluation are as follows:

**Desk Review:** The evaluators will review and analyse of programme design documents, agreements, reports as well as national strategy documents that may provide information necessary to formulate opinions will be reviewed, including but not limited to the SDG-F Implementation Guidelines, the SDG-F Monitoring and Evaluation Plan, the JP work plans, and the JP Annual Monitoring Reports.

An inception report will be prepared based on the desk review as the guiding documents for the conduct of

the final evaluation. The report will be submitted to the Evaluation Reference Group (ERG) for comments and feedback and evaluation key questions will be adjusted accordingly.

Field work: Prior to field visits and in order to prepare the inception report, two kick-off questionnaires will be sent to the implementing agencies and local partners. The questionnaires will be designed to assess the level of information needed in order to refine the methodology to be implemented during the field mission.

Field visits will include meetings and qualitative semi-structured interviews with the main programme agents' groups will be carried out to obtain information first-hand about the development of the programme. Interviews will be used as a primary data gathering method on the programme: (i) to collect information from individuals about their own practices, beliefs, or opinions concerning the programme; (ii) to gather background information or to tap into the expert knowledge of an individual; and (iii) crosscheck information.

The programme agent groups envisaged are (i) beneficiaries (ii) target groups and their organisations (iii) JP TWG and implementing agencies (iv) local partners (v) Embassy of Spain in Addis Ababa/ AECID OTC Ethiopia , (vi) RCO and (vii) other donors.

A set of guiding questions will be developed to frame the interviews. In the context of these interviews, the evaluation will expand the information gathered with the interviewees on success stories and stories of change – about three are envisaged, which illustrate the achievements and lessons learnt of the programme.

Focus Group discussions will be held to gather in depth information about preliminary findings drawn through other methods.

#### Feedback Workshop

After a meeting to present and discuss the main preliminary findings of the evaluation with the Evaluation Reference Group, additional questions are expected to be formulated on specific aspects of the programme and, as necessary, these questions will be sent back to relevant organizations/implementation institutions via email or phone calls for further clarification.

Subsequently a feedback workshop will be held with key stakeholders. This feedback workshop will provide preliminary findings, and seek for feedback to solidify the evaluation's findings (triangulation and validation).

#### Evaluation plan

Phase I: Evaluation planning, organising and desk review phase (review and analysis of documents);

Phase II: Field work for interviews with all programme agents' groups and data collection at partner organisations, if feasible. Presentation and discussion of preliminary findings to the evaluation participants for triangulation and validation;

Phase III: Report writing phase with a two-pronged approach: draft final report, and final report;

The JP RWEE participating UN Agencies and the RCO declare their commitment to host a potential SDG-F Global evaluation if required.

#### Reporting

Reporting will be based on results in line with the UN approach of 'Management for Results' as per the Programme Implementation Manual endorsed by the Government and UNCT for all UN assisted programmes.

Monitoring reports focusing on tracking of activities, outputs and use of resources will be prepared and presented to the High-level Steering Committee and include updated work and monitoring plans.

At the end of Year 1 and Year 2 respectively, an Annual Consolidated Joint Programme Progress Report focusing on outcomes and impact orientation will be submitted to the SDG Fund Secretariat with previous approval and endorsement by the High-level Steering Committee. Annual reports for Year 1 and Year 2 of JP RWEE implementation will comprise a narrative part detailing the progress made and a financial report that summarizes certified expenditures during the reporting period and developed according to the SDG-F template. The findings of Year 1 Annual Monitoring Report can be used for program management and possible re-orientation of programmatic activities during the remaining term of the programme in line with evolving needs and available resources. The findings of both Annual Reports will feed into the final evaluation.

The co-lead agencies i.e UN Women and IFAD will be responsible for the Annual Consolidated Joint Programme Progress Report, which will consist of three parts:

1. 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 High-level Steering Committee.
2. Narrative Joint Programme Progress Report detailing the progress made xxx. The report should be reviewed and endorsed by the High-level Steering Committee before it is submitted to the SDG Fund Secretariat each year.
3. Financial Progress Report that summarizes certified expenditures during the reporting period and developed according to the SDG-F template

MoFED will be responsible for the overall quality assurance process and procedures. Co-chaired by MoWCYA and UN Women, the Technical Working Group will establish and monitor mechanisms for ensuring the quality of data from both primary and secondary sources and monitoring results according to the Performance Monitoring Framework in Annex VIII.

MoWCYA will also ensure smooth regular coordination of all national implementing partners through the organization of quarterly monitoring visits and bi-annual discussion forums gathering partners at federal, regional and Woreda Levels.

At regional level, JP Woredas will submit narrative and financial report to regional BoWCYAs where the regional BoWCYAs in turn submit reports to BoFED. BoFEDs will send the reports to respective agencies and to MoFED. UN Women will compile both the narrative and financial report from all the operation sites and submit the same to RCO together with minutes of the TWG and the High-level Steering Committee. The RCO will submit the report to SDG-F with a cover letter signed by the RC.

#### Audit

Section 10 of the PIM stipulates that, "all UN Agencies supported programmes and projects must be audited once in their lifetime at a minimum. The audit report is an integral part of the monitoring and evaluation process. Its contents are taken into account in the annual progress review of programs or projects, in program or project evaluation and in the annual and mid-term country review", UN Women as the Co-Lead for Operational Management, will facilitate the organization of a final audit on the Joint Programme. Audit recommendations will be discussed in the Technical Working Group and the High-level Steering Committee,

which advice on follow-up recommendations to the UNCT.

The audit process for the JP will be conducted as per the provisions provided both in Programme Implementation Manual (PIM) and Harmonized Advance Cash Transfer (HACT) guidelines. Accordingly, audit report is an integral part of the monitoring and evaluation process.

### **Communication and advocacy (C&A):**

The objectives of the communications and advocacy strategy will be to develop an effective top down, bottom up and peer-to-peer transfer of ideas, messages and information about the programme and to create visibility for the results of the programme, to build an informed constituency of support for the JP objectives, and to provide impetus to policy guidance.

More specifically the communications strategy will seek to: (1) drive and support advocacy efforts to advance rural women's economic empowerment; (2) increase the JP's visibility to support its resource mobilization efforts; and (3) enhance public awareness on gender equality and agriculture.

The communications strategy will develop key messages from the programmes, partners and donors, build a brand for rural women's economic empowerment and provide an example of how inter-agency cooperation works. The communications strategy will develop modalities for working with the media and strengthen joint resource mobilization for the expansion of the programme.

It will establish mechanisms for results based monitoring and evaluation and contribute to public education about gender equality, the empowerment of women and rural women's development.

Strategic approaches will include: (1) handover 'ceremony' with appropriate press releases and coverage; (2) field visits with media, senior officials and development stakeholders (excellent opportunities publicize joint work and get attention to the big issues), (3) dissemination of success stories (an effective way of communicating the work and results of the JP to provide a human face of a story from the field – personal, preferably illustrated, examples of both need and how development assistance response has helped real people -, focusing on the lives of beneficiaries of the programme); (4) working closely with regional and global communications UN participating agencies teams (make use of the systems already in place); (5) building partnerships (working with the UN Communications Group (UNCG) to reach the strategy's objectives); (6) public presentations and printed material (briefing material for dissemination to different audiences as need be, examples include donor bulletins, brochures, factsheets, banners, updated information leaflets per activities and results of the programme; synthesizing activities and results to inform the work of partner agencies, government of Ethiopia and other development partners in Ethiopia) ; (7) media and use of social media and web, using photography, and other innovative means.

The strategy will maintain active contact with the international and national media through press releases and briefs, including inviting media to participate in monitoring of the activities but more importantly, bring out the stories of the rural women farmers who are beneficiaries of the programmes. The communications strategy will ensure coordination with the Embassy of Spain in Ethiopia, and ensure the visibility and at all times, the contributions of the government of Spain.

Communications activities will be geared to different audiences: the government of Ethiopia; policy makers in agriculture, women affairs and economic development at all levels, but especially at the regional levels-, development partners, implementing UN agencies and other UN agencies and the general public.

### **Knowledge management (KM):**

The findings of baseline studies and profiles of beneficiaries at the start of the programme, monitoring visits and evaluations will be documented and shared with Government, donors, and UN agencies. In addition, the lead agencies will organize intermittent policy dialogues with stakeholders in Ethiopia to share lessons

learned and emerging findings from the Joint Programme.

The JP will contribute to and benefit from the UN Women Knowledge Gateway on Women's Economic Empowerment, ([www.empowerwomen.org](http://www.empowerwomen.org)) an open global community to connect women entrepreneurs, practitioners and policy thinkers from around the world, and provide its members with the latest, most up-to-date information, technical resources and best practices on business and economic opportunities. The Knowledge Gateway will be used to share the success stories of the women to the rest of the world as well as use stories and good practices from around the world to improve on the RWEE programme implementation. The Knowledge Gateway was launched by UN Women and Canada in September 2013 and partners include the World Bank Group and Coca Cola Foundation.

### **Contribution to the post 2015 development Agenda:**

Gender equality and women's rights are key to addressing the unfinished business of the MDGs and accelerating global development beyond 2015. Gender equality matters in its own right, and as a prerequisite for the health and development of families and societies, and a driver of economic growth. Inequality can result from differences in either efforts, which are under the control of an individual, or circumstances such as gender, religious background, geographical location, and parental education, which are outside the control of the individual (Roemer 2006). Inequality related to individual circumstances reflects inequality of opportunity, of which gender inequality is a prominent example. Inclusive growth is growth that not only generates economic opportunity, but also ensures equal access to opportunity by all segments of society (Ali and Zhuang 2007). Hence, inclusive growth can only be achieved if, among other things, gender disparity is properly addressed.

Gender inequality often means poor rural women are not able to benefit from inclusive growth because of lack of access as a result of their sex and correspondingly, unable to contribute effectively to growth as their potentials are not maximized. The Joint Programme will be using the lessons from the interventions with the rural women to engage national dialogue on Post 2015, especially to develop standalone gender equality goal and priority for Ethiopia with indicators on food security, access to resources and opening up opportunities for poor rural women to bridge gender gaps in the rural areas.

As recommended by the UN High Level Panel on the Post-2015 Development Agenda the new development framework should 1) retain a strong, stand-alone goal on gender equality and women's empowerment; and 2) include gender-specific targets and indicators in the other goals. A strong post-2015 framework will take a holistic view of gender inequalities: 1) addressing girls' completion of a quality education, 2) women's economic empowerment, 3) universal access to sexual and reproductive health and rights, 4) ending violence against women and girls, 5) women's voice, leadership and influence, 6) women's participation in peace and security, 7) women's contributions to environmental sustainability. The proposal of the Open Working Group for Sustainable Development Goals at the thirteenth session (14-18 July, New York) revolves around 17 goals, of which the JP RWEE contributes to 1, 2, 5 and 8.

Furthermore, with the MDG target year of 2015 fast approaching, and following Africa-wide consultations, the African Common Position (ACP) on the post 2015 development states that gender equality and macro-economic policy that emphasizes fair growth are prerequisites to achieve and sustain outcomes. It calls for a reformulation of the MDGs, because as currently constituted, they, inter alia: have limited focus on economic growth and transformation; tend to neglect issues relating to the quality of service delivery; are silent on inequality, including spatial and horizontal inequality; do not address the root-causes of gender inequality (and inequality in general in Africa and disproportionately focus on outcomes with limited consideration of the enablers of development. The ACP adopted a Roadmap for pursuing 6 Priority Areas (PAs). Gender equality objectives have been distinctly identified as priorities through subsumed under the pillar on Human Development.

The Joint Programme on RWEE addresses the structural foundations of gender-based inequality in the three pillars of sustainable development -social, economic and environmental, and contributes to the urgent need to tackle gender equality in capabilities and resources, such as productive assets, decent work and equal pay, as well as gender equality in decision-making, including in private sector institutions to build women's economic and social security in future global development frameworks, such as the Sustainable Development Goals and the post-2015 development agenda.

## **V. SDG-F - Joint Programme Management Arrangement**

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### Coordination and Oversight Mechanisms

The Fund will rely on UN Resident Coordinators (RC) to facilitate collaboration between Participating UN Organizations to ensure that the programme is on track and that promised results are being delivered. The Resident Coordinator will exercise his/her authority over the programme by being entrusted with leadership of the overall programme design, ongoing programmatic oversight of the Fund's activities by co-chairing the National Steering Committee meetings.

To ensure proper checks and balances of programme activities the RC is called upon to establish committees at two levels:

- A National Steering Committee (NSC), and
- Programme Management Committee(s) (PMC).

The NSC consists of the Resident Coordinator, a representative of the national Government in the role of Co-Chair and a representative of the AECID or in its absence from the Embassy of Spain and/or other sponsoring partner entity, according to the SDGF ToR.

The responsibilities of the PMC will include:

1. ensuring operational coordination
2. appointing a Programme Manager or equivalent thereof;
3. managing programme resources to achieve the outcomes and output defined in the programme;
4. establishing adequate reporting mechanisms in the programme;
5. integrating work plans, budgets, reports and other programme related documents; and ensures that budget overlaps or gaps are addressed;
6. providing technical and substantive leadership regarding the activities envisaged in the Annual Work Plan;
7. agreeing on re-allocations and budget revisions and make recommendations to the NSC as appropriate;
8. addressing management and implementation problems;
9. identifying emerging lessons learned; and
10. Establishing communication and public information plans.

### Fund Management Arrangements

The Joint Programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channeled for the Joint Programme through the AA. Each Participating UN Organization receiving funds through the pass-through has signed a standard Memorandum of Understanding with the AA.

The Administrative Agent will:

- Establish a separate ledger account under its financial regulations and rules for the receipt and administration of the funds received from the donor(s) pursuant the Administrative Arrangement.

This Joint Programme Account will be administered by the Administrative Agent in accordance with the regulations, rules, directives and procedures applicable to it, including those relating to interest;

- Make disbursements to Participating UN Organizations from the Joint Programme Account based on instructions from the Steering Committee, in line with the budget set forth in the Joint Programme Document.

The Participating UN Organizations will:

- Assume full programmatic and financial responsibility and accountability for the funds disbursed by the AA.
- Establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.
- Each UN organization is entitled to deduct their indirect costs on contributions received according to their own regulation and rules, taking into account the size and complexity of the programme. Each UN organization will deduct 7% as overhead costs of the total allocation received for the agency.

The Joint Programme team will consolidate narrative reports provided by the Participating United Nations Organizations and provide them to the AA no later than 31 March per the MOU Participating UN Organizations will submit financial reports no later than one year after the completion of operational activities

The MPTF Office will:

- Prepare consolidated narrative and financial progress reports, based on the narrative consolidated report prepared by the Joint Programme Team and the financial statements/ reports submitted by each of the Participating UN Organizations in accordance with the timetable established in the MoU;
- Provide those consolidated reports to each donor that has contributed to the SDGF, as well as the Steering Committee, in accordance with the timetable established in the Administrative Arrangement.
- Provide the donors, Steering Committee and Participating Organizations with:
  - Certified annual financial statement ("Source and Use of Funds" as defined by UNDG guidelines) to be provided no later than five months (31 May) after the end of the calendar year;
  - Certified final financial statement ("Source and Use of Funds") to be provided no later than seven months (31 July) of the year following the financial closing of the Joint Programme.

Consolidated information will be available on the MPTF Office GATEWAY

(<http://mptf.undp.org/factsheet/fund/SDG00>)

**Budget Preparation** - The Programme Coordinator will prepare an aggregated/consolidated budget, showing the budget components of each participating UN organization.

**Fund Transfer** - The initial transfer will be made based on the approved and signed Joint Programme document. The subsequent instalment will be released in accordance with Annual Work Plans approved by the NSC and always based on the SDGF ToRs and Guidance for JP Formulation. The release of funds is subject to meeting a minimum expenditure threshold of 50% of the previous fund release to the Participating UN Organizations combined. If the 50% 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 50% and the work plan requirements have been met. If the overall expenditure of the programme reaches 50 before the end of the twelve-month period, the participating UN Organizations may upon endorsement by the NSC request the MPTF Office to release the next instalment ahead of schedule. The RC will make the request to the MPTF Office on NSC's behalf. Any fund transfer is subject to submission of an approved Annual Work Plan and Budget to the MDTF Office.

**Interest on funds** - Interest will be administered in accordance with the financial regulations and rules of

each UN organization and as documented in the Standard Administrative Arrangement signed with the donor.

**Balance of Funds** - The disposition of any balance of funds remaining at the end of programme implementation will be in accordance with the agreements between the Participating UN Organizations and the implementing partners as well as donors where applicable.

## Accountability, Monitoring, Mid-Term Review and Evaluation

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Joint programmes are required to provide narrative reports on results achieved, lessons learned and the contributions made by the Joint Programme. Monitoring reports are prepared and presented to the JP SC twice a year and include updated work and monitoring plans.

JPs will produce annual monitoring reports plus a final evaluation report. Evaluations quality will be according with UNEG and OECD-DAC rules. Ongoing monitoring and results management will take place in line with UN standards and SDGF ToRs and Guidance for JPs Formulation.

All communication materials developed as part of a JP should acknowledge its several partners. The SDGF and Spanish Cooperation's logos should always be used jointly in all JP's communications.

**Audit** - The Administrative Agent and Participating UN Organizations will be audited in accordance with their own Financial Regulations and Rules and, in case of MDTFs, in accordance with the Framework for auditing multi-donor trust funds which has been agreed to by the Internal Audit Services of participating UN organizations and endorsed by the UNDG in September 2007.

### Legal Context or Basis of Relationship

The following governing cooperation or assistance agreements between the Government of and the UN participating organisations will be the legal basis for the relationships for conducting activities:

For each UN Agency please indicate the title and date of the agreement between the Agency and the National Government:

Agency name	Standard Basic Assistance Agreement	Date agreement was signed

## VI. Annexes

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### Letter signed by Resident Coordinator:

 [ANNEX I Letter National Steering Committee.pdf](#)

### CN Endorsement of National Steering Committee:

 [ANNEX II Endorsement by National Steering Committee.pdf](#)

### Commitment of matching funds:

 [ANNEX III Matching Funds Standard Agreement with Norwegian MoFA.pdf](#)

### Results Framework:

 [ANNEX IV - RWEE Joint Programme Results Framework.docx](#)

**Budget break-down per outcomes, outputs and activities:**

 [ANNEX IX - Performance Monitoring Framework.docx](#)

**Budget break-down per UN Agency \*:**

 [ANNEX VI - Budget break-down per UN Agency.xlsx](#)

**Submission letter signed by JP partners \*:**

 [ANNEX VII - Submission letter signed by JP partners.pdf](#)

**Joint programme monitoring plan \*:**

 [ANNEX VIII - Integrated Monitoring and Evaluation Research Framework RWEE JP .doc.docx](#)

**Integrated Monitoring and Evaluation Research Framework \*:**

 [ANNEX VIII - Integrated Monitoring and Evaluation Research Framework RWEE JP .doc.docx](#)

**Performance Monitoring Framework \*:**

 [ANNEX IX - Performance Monitoring Framework.docx](#)

**Minutes of formulation meetings and events \*:**

 [Annex X - RWEE JP Ethiopia Summary Minutes of Consultative Meetings.pdf](#)

**Participants list of consultation meetings and events \*:**

 [Prodoc JPs-GEWE RWEE.doc- FINAL.doc](#)

**Risk analysis \*:**

 [ANNEX XI Risk Analysis RWEE JP.docx](#)

**Joint Budget Plan:**

 [Ethiopia Joint Programme Work Plan and Budget.xlsx](#)

**Additional documentation:**

 [ANNEX XII - TOR - HLSC.docx](#)

**Additional documentation:**

 [ANNEX XIII Theory of change diagram.pdf](#)

**Additional documentation:**

 [ANNEX XIV Accountability Matrix.docx](#)

**Additional documentation:**

 [ANNEX XV Figure 1 Management and Coordination of the Joint Program RWEE JP.pdf](#)

**Additional documentation:**

 [Prodoc JPs-GEWE RWEE.doc- FINAL.doc](#)

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