

Independent Evaluation of the UN Women PRVAWG Programme

Final Report

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ACRONYMS

CEDAW	Convention on the Elimination of all forms of Discrimination of Violence against Women
CSO	Civil society organisation
ECO	Ethiopia Country Office
EDHS	Ethiopia Demographic and Health Survey
ERG	Evaluation Reference Group
EVAWG	Elimination of Violence Against Women and Girls
FAG	Federal Attorney General
FDRE	Federal Democratic Republic of Ethiopia
FGM	Female Genital Mutilation
M&E	Monitoring and Evaluation
PRVAWG	Preventing and Responding to Violence against Women and Girls
ToT	Training of Trainers
VAWG	Violence against Women and Girls

EXECUTIVE SUMMARY

Background

The UN Women Ethiopia Country Office (ECO) implemented a three-year programme (2015-2017) *Preventing and Responding to Violence against Women and Girls (VAWG) in Ethiopia*, to contribute to the goal of women and girls living a life free of violence. The governments of Denmark, Ireland and France contributed to a budget of USD 2,999,627. The programme was implemented in Federal, Somali, Afar, Oromia, Amhara, and Dire Dawa regions of Ethiopia.

The goal of the project was to *provide access to justice and protection services to women and girls who are survivors of violence, and to prevent VAWG*. Its outcomes were:

- (1) Federal and regional normative frameworks and enforcement mechanisms to prevent and respond to VAWG are developed and implemented in line with international human rights standards;
- (2) Protective services that provide immediate and comprehensive care are available for women and girls survivors of violence; and
- (3) Women and girls enjoy greater freedoms and rights within their communities.

Programme activities included supporting skills enhancement for judicial and law enforcement personnel; providing survivor-focused services for women and girls; and supporting initiatives to change discriminatory attitudes and behaviors in communities, among others.

Evaluation of PRVAWG

UN Women, with its collaborating development partners, commissioned an Independent Evaluation of the PRVAWG programme, to fulfill the accountability requirements and promote institutional learning. The purpose of the evaluation was to provide an overall assessment of performance; provide evidence of its relevance, effectiveness, efficiency, and sustainability; document key lessons learned; and make recommendations to enhance subsequent EVAWG programming, management and coordination.

The evaluation had five key objectives:

1. To assess the *relevance* of the PRVAWG programme
2. To assess the *effectiveness* of the PRVAWG programme
3. To assess the *efficiency* of the programme in delivering outputs and outcomes
4. To assess the *sustainability* of the programme's results
5. To identify *lessons learned*, and to make *recommendations* that will improve achievement of outcomes in future programming.

The evaluation was undertaken between March and May 2018 by a team that included an international and a national Evaluator. A range of data sources was used to inform the evaluation objectives.

1. **Desk Review:** The evaluators reviewed programme documents provided by UN Women and its partners, and independently sourced relevant literature.
2. **Stakeholder interviews and small group discussions:** The evaluators conducted over 60 in-depth, face-to-face, semi-structured interviews and small group discussions

in Addis Ababa, Adama, Ziway, Dire Dawa, Bahir Dar, and Debre Markos, Ethiopia, with international, national, regional and community stakeholders.

Evaluation Conclusions

Conclusions on Relevance

1. The PRVAWG programme and its three main outcomes are aligned with international human rights standards and regional normative frameworks endorsed by the Ethiopian government. Gender equality and human rights approaches were integrated in the design, although promotion and protection of human rights was constrained in implementation, including by limitations imposed by the Charities and Societies Proclamation. The programme responded to some key areas of concern outlined in the CEDAW Committee's 2011 Concluding Observations, including harmonization of laws; providing shelter to victim/survivors; and providing training to judges, prosecutors and police.
2. There is evidence of high prevalence of all forms of VAWG throughout Ethiopia, but prevention and response priorities articulated in the national policy framework primarily focus on harmful traditional practices, including early marriage and FGM, and there is less of an emphasis on the full range of forms of violence that women and girls experience, including in their homes, by intimate partners, etc.
3. The programme did not address some key, strategic VAWG priorities and needs. Support to advancing development of a national strategy to combat violence against women; work on aspects of VAWG legislation, i.e., marital rape laws, protection orders for victim/survivors, reform of evidentiary requirements for prosecution, etc, were identified gaps.
4. The programme's Shelter Assessment enhanced understanding of the needs related to comprehensive violence response services for women and girl survivors and demonstrated the relevance of investment in shelter service provision. UN Women's support to the establishment of a Network of Shelters is a particularly promising initiative and with the potential to enhance coordination between shelters and build capacity for more accessible, prompt, confidential and appropriate services for survivors.
5. The PRVAWG programme's inputs to both national EVAWG coordination platforms (the National Coordinating Body and the National Alliance) were valuable entry-points for the programme and UN Women, but more strategic and consistent investment is needed to build capacity for multi-sectoral coordination and to progress a robust national agenda for VAWG.
6. There has been limited coordination on EVAWG among UN agencies and development partners, which has weakened the potential for targeted and responsive programming.
7. Despite relatively limited resources, there is growing recognition that UN Women is increasing the visibility and positioning of gender issues, including on EVAWG, within and outside the UN in Ethiopia. Its experience in advancing gender equality and human rights normative frameworks globally positions it to support catalytic work on policy and legal reforms that are aligned to international women's right principles and standards.

Conclusions on Effectiveness

8. The programme made limited progress in aligning regional family laws to women's rights' normative frameworks and international human rights standards. The high sensitivity of the issues, leaders' resistance to reform, and women's and communities' limited awareness of laws and rights challenged progress. Greater technical support to the process, based on global evidence and tested strategies of effective approaches to advance family law reforms in similar cultural and political environments, including UN Women's work in other regions, may have supported more progress. The absence of civil society engagement on the issues, including by women's groups, due to the Charities and Societies Act and other factors, was a further barrier to effectiveness.
9. Provision of technical and financial support to MoWCA and the Ethiopia Central Statistics Agency contributed to the availability of comparable, population based VAW prevalence data, and the institutionalization of VAW data generation. Some opportunities to guide future VAW prevalence measurement were missed, including building specialist VAW measurement capacity and expertise; supporting the strategic use of the data for VAWG agenda setting and policy making; and systematically capturing methodological and technical insights from the implementation process, to inform future data quality and ethical considerations.
10. The programme's support to research and evidence building (e.g. the Shelter Assessment and the GBV in Dire Dawa Administration Assessment) provided an effective foundation for dialogue and planning for VAWG response services and contributed to increased advocacy and proactive strategies nationally and locally, including commitment to more shelters and One-Stop Shops, and the establishment of the Network of Women's Shelters.
11. Multi-sectoral VAWG coordination and leadership at different levels, and spaces for dialogue on all forms of VAWG, needs ongoing strengthening. Some investments in strengthening coordination platforms did not achieve strong results, and support is needed to better develop mechanisms and define accountabilities for coordinated response to VAWG, including oversight, monitoring and evaluation functions.
12. The Network of Women's Shelters is emerging as an effective coordination platform with the potential to expand good practice and capacity for responding to VAWG. Targeted technical and financial support is needed to enhance the Network's ability to contribute to national policy priorities and strategic goals, including advocating for legislative reform and developing competency standards and best practices for frontline providers.
13. The programme made progress in strengthening individuals' knowledge, awareness and capacity to provide support and survivor-centered responses for women and girls, including Women's Development Groups' at the community level, religious leaders, and justice sector professionals. Development of guidelines for multi-sectoral VAWG services that are rights and women's-empowerment based, and a corresponding competency framework and training model, is needed to better support survivors and to improve the effectiveness and quality of VAWG response.
14. The programme's engagement with and sensitization of local level multi-sectoral service providers and community members enabled a deeper understanding of the women's shelters' services and role, increasing accessibility to survivors. However, the approaches were less focused on strengthening coordination to ensure systematic and sustained

response. Resources and technical support are needed to establish local level VAWG coordination mechanisms, based on global best practices, and to develop decision-makers' and service providers' capacity to coordinate and monitor their responses to VAWG.

15. The programme contributed to increased awareness and knowledge among justice sector professionals to enable them to better respond to and manage cases of violence, strengthen coordination, and more effectively implement laws. The justice sector (or the programme) does not have a mechanism or framework to systematically capture data or monitor response to VAWG, and evidence on how the programme influenced institutional change in the justice sector is more limited.
16. Through its partnerships, the programme expanded protection of women and girls through outreach that engaged a wide range of community members, leaders, and media. There is some emerging evidence that community awareness initiatives influenced changes in attitudes and behaviours, and that working through faith-based leaders and building on previous efforts and investments was effective in reaching the community and influencing norms that perpetuate and justify practices of violence.
17. The quality of overall programme monitoring was uneven, and a more robust and harmonized M&E system, aligned to a realistic M&E framework, is needed to enhance programming and management decision-making.

Conclusions on Efficiency

18. The programme used its available resources to provide valuable support to EVAWG in Ethiopia, and overall, implementation was considered to be well managed, and funds delivered outputs and contributed to progress on outcomes. Detailed data on expenditure and the programme's financial system does not enable granularity in monitoring activity operating costs or a robust assessment of the cost effectiveness of approaches in each outcome area, which may have contributed to inefficiencies in implementation.
19. The programme team provided continuous oversight and support to its partners, including training on project and financial management, which facilitated efficient delivery.
20. The programme's implementing partners and sites, activities, and resourcing were fragmented, which decreased efficiency and reduced the likelihood that activities might achieve synergy. Management of the diverse relationships with both implementing and development partners put significant demands on the team's capacity and impacted on overall efficiency. The administrative and operational requirements of programme activities that were largely not linked and uneven in size and scale demanded staff time and resource, and constrained spaces and opportunities to act strategically.
21. The Charities & Societies Act impacted on efficiency by constraining partnership selections, approaches and modes of delivery.
22. Weaknesses in national VAWG platforms and mechanisms, and strategic leadership for addressing all forms of violence against women, had an impact on efficiency. The programme could have done more to map and build on the links between its initiatives and the work of other partners engaged in VAWG prevention and response, in particular, the UN sister agencies that invest in the same implementing partners

Conclusions on Sustainability

23. Alignment with government policies and systems, and investment in knowledge and skills training to VAWG actors with well-established networks and dissemination channels, including police trainees, Women's Development Groups and faith leaders, is a model that shows promise in delivering lasting benefits. Uptake and the ability to sustain programme benefits is dependent on how well initiatives are integrated or accessible in existing systems, and level of resources committed to support them.
24. The programme contributed to sustainability through expanding the evidence base on VAWG in Ethiopia through support to various studies, and in particular, support to a mechanism for generating VAWG data through the EDHS.
25. Core funding for some partners provided critical institutional stability, reinforced through support to institutional capacity, which along with strong partnerships, enabled greater ability in advocating for increased government support for shelters.
26. Active engagement in the professional growth and self-care of key members of the VAWG workforce is critical to the sustainability of the programme's capacity building investments and benefits.
27. Further investment in the Shelter Network and other collaborative mechanisms is important for longer-term sustainability of programme benefits, including to support the development of national standards for VAWG essential services. The absence of these weakens the sustainability of work to build capacity for appropriate services.

Lessons Learned

- a Initiatives to support legislative reform require a clear and agreed approach and well developed theory of change to address the challenges and gaps. Technical support based on global evidence for reforming family law in similar cultural and political environments would be most helpful. Women's organizations are critical, including as catalysts for action.
- b Strategic guidance, technical expertise, and consistent advocacy were helpful in establishing a VAWG evidence base, and can be mobilized to support partners to build on gains.
- c There are 'windows' to enhance visibility on key issues, and the EDHS VAW module data provided an entry point to actively address and discuss the silence around spousal violence/IPV, including communicating the message that statistics do not always reflect the full extent of the issue.
- d Various types of technical assistance are needed when supporting VAWG initiatives. The Dire Dawa database was not fit-for-purpose and there have been lags in getting it operational. While technology support was procured through Dire Dawa University, specific expertise on VAWG data management systems could have been more effective.
- e A focus on institutional capacity building, and a framework that systematically monitors progress in the capacity of justice institutions to respond to VAWG would extend and build on investments in individuals.
- f There is demand for technical support on gaps in GBV legislation.
- g Challenging norms supportive of violence and gender inequality requires a high level of competency, skill and individual commitment.

- h Women's Development Groups' are a promising approach to responding to VAWG at the community level.
- i Investment in strengthening coordination mechanisms through support to the development of SoPs, protocols, codes of conduct, formal provider networks, case management guidelines, and other tools is important.
- j Using the Essential Services Package as a basis for developing counselling, case management systems, legal aid, reintegration, human and financial resources, referrals and community outreach work is an effective guiding framework.
- k The Shelter Network is a promising mechanism for advocating for legislative reform, and contributing to the development of policies and practices aimed at safeguarding women and protecting their rights.

Recommendations

The following recommendations are formulated based on the integrated findings and conclusions of the evaluations. The evaluation recommends that

The evaluation recommends that **UN Women**:

- 1 Support the revitalization and capacity building of the *National Coordinating Body on Prevention and Response to Violence Against Women and Girls*, including assistance in articulating the Body's role and accountabilities in coordinating national policies and plans for addressing all forms VAWG, and its human and financial resourcing requirements. Provide technical assistance towards the development of standards that reflect context appropriate and globally recognised approaches to preventing and responding VAWG, and a robust monitoring framework and system.
- 2 In collaboration with UN sister agencies, take a leadership role in undertaking a joint mapping and analysis process to detail the UN's specific work on EVAWG in Ethiopia, at all levels. Consider establishing an informal working group at programme and practitioner level to ensure ongoing programming coherence and synergy.
- 3 Provide high-level technical support towards a robust and detailed analysis of the 2016 EDHS VAW data, particularly related to intimate partner violence, and develop strategic approaches for using the data to ensure it informs policy and planning.
- 4 In partnership with the CSA and other stakeholders, prepare for the next generation EDHS (2021), including by training VAW data experts in collection, implementation and interpretation of VAW prevalence data. Consider developing a specific curriculum based on globally recognized VAW prevalence survey methodologies.
- 5 Invest in the development of the Network of Shelters to become a recognised leader in contributing to policy development, standard setting and good practices in VAWG essential services. Provide technical assistance to refine the Network's Terms of Reference and develop Strategic and Operational Plans. The Plans should outline goals, milestones, key partnerships, roles, responsibilities, requirements and benefits of members, functions of a Secretariat, human and financial resourcing requirements, and strategies for engagement throughout the country.
- 6 Support the development of policies and protocols elaborating the responsibilities and powers of justice sector organizations in responding to VAWG; coordination strategies;

monitoring and reporting procedures; and other accountability mechanisms. Consider including health sector institutions along with justice sector support, especially actors responsible for forensic evidence collection and medical documentation of GBV related injuries, to ensure harmonized practice.

- 7 Support a comprehensive assessment of the legal and policy framework on VAWG. The assessment should review gaps, in accordance with international human rights standards and from a gender perspective, in the national criminal, civil, and family law framework related to VAWG, with a specific focus on areas in need of reform to enhance prevention, protection, prosecution, adjudication and provision of remedies. The Review should build on and extend the 'Multi-Sectoral Assessment of the Role of the Justice Sector in Addressing GBV', and findings contribute to the development of a National Policy and Strategy on VAWG.
- 8 Deepen relationships with legal aid providers and enhance justice sector support to survivors by increasing understanding of laws, rules and procedures of courts among shelter staff, community members and survivors. This could be achieved through developing targeted and standardized learning programmes and associated tools, tailored for each audience.
- 9 Provide support to ensure counseling practice is based on a set of agreed principles and standards, that counselors are equipped basic and appropriate techniques for working with survivors, and that professional supervision is in place to monitor counselors' self-care and professional competence and ensure ethical and safe practice. Consider a comprehensive assessment of counseling services for VAWG survivors in Ethiopia.
- 10 In cooperation with relevant national and regional governments and civil society, define and establish a VAWG Workforce Competency Framework, aligned with global standards and best practice, that outlines the core elements and competencies needed by service providers in responding to survivors. In partnership with government, develop a capacity building strategy, based on the framework, designed to systematically train frontline VAWG workers, with appropriate methods and tools that are harmonized across agencies and sectors. The strategy should include opportunities and mechanisms for refresher training, and disseminating information, resources and evidence-based tools.
- 11 Increase and improve partnerships with the police, BOJs, MoWCA, BoWCAs and other partners to determine and strengthen sustainable approaches to timely communication, systematic coordination of services, and more effective referral pathways and mechanisms between the justice sector and other providers.

The evaluation recommends that **donor partners:**

- 12 Consider and discuss options for combining VAWG programme funds and harmonizing reporting systems.

INTRODUCTION

1.1 Programme context

Violence against Women and Girls (VAWG) is one of the most systematic, widespread human rights violations faced globally. It occurs on a systematic basis and it may occur against any woman or girl, regardless of her country of origin, age, or socio-economic status. VAWG is increasingly recognized as a threat to democracy, a barrier to lasting peace, a burden on national economies, an impediment to sustainable development and an appalling human rights violation. The root causes of VAWG are gender inequality and related social norms that perpetuate unequal power relations between men and women.

The Government of Ethiopia (GoE) has created a conducive legal and policy environment to promote the rights of women and girls. The Constitution of the Federal Democratic Republic of Ethiopia (FDRE), adopted in 1995, establishes the equal rights of women and men across economic, social and political spheres. In line with the Constitution, Ethiopia has ratified/signed major international and continental instruments that promote and protect women's rights. Ethiopia has also taken actions in addressing challenges in tackling VAWG in its legal framework with the adoption of the Revised Family Law (2000) and the Revised Criminal Code (2005).

VAWG remains highly prevalent in Ethiopia. According to the 2016 Ethiopian Demographic and Health Survey (EDHS) report, nearly one-quarter (23 per cent) of women has experienced physical violence and one in ten women (10 per cent) has experienced sexual violence. More than one-third (34 per cent) of ever-married women have experienced spousal violence, including physical or sexual or emotional violence. Female genital mutilation/ cutting (FGM/C), early marriage, and abduction are prevalent practices.

1.2 Programme background

The UN Women Ethiopia Country Office (ECO) launched a three-year programme (2015-2017), "Preventing and Responding to Violence against Women and Girls (VAWG) in Ethiopia", to contribute to the goal of women and girls living a life free of violence. The programme was designed to support a range of international, national and UN priorities and commitments to gender equality. The programme has a total budget of USD 2,999,627 and was implemented in Federal, Somali, Afar, Oromia, Amhara, Dire Dawa and SNNPR regions of Ethiopia.

The overall **goal** of the programme is to:

Provide access to justice and protection services to women and girls who are survivors of violence, and to prevent VAWG

The programme was aimed at achieving the following **outcomes**:

- (1) Federal and regional normative frameworks and enforcement mechanisms to prevent and respond to VAWG are developed and implemented in line with international human rights standards;
- (2) Protective services that provide immediate and comprehensive care are available for women and girls survivors of violence; and
- (3) Women and girls enjoy greater freedoms and rights within their communities.

The programme employed a range of strategies to make progress toward the outcomes, including;

- data collection and analysis
- knowledge generation and policy advocacy
- partner capacity development
- community mobilization
- multi-sectoral coordination

Programme activities included supporting skills enhancement for judicial and law enforcement personnel; providing survivor-focused services for women and girls; and supporting initiatives to change discriminatory attitudes and behaviors in communities, among others.

Stakeholders involved in implementation of the programme include;

National Government

- MoWCA
- Office of the Attorney General
- Ethiopian Human Rights Commission
- Addis Ababa University Gender Department

Local Government

- Amhara Bureau of Women and Children's Affairs (BOWCA)
- Dire Dawa BoWCA
- Somali BoWCA
- Afar BoWCA
- SNNPR BoWCA
- Central Statistical Agency
- Amhara Bureau of Justice (BoJ)
- Somali BoJ
- Afar BoJ
- SNNPR BoJ
- Somali Regional Parliament
- Oromia Police College

Civil Society Organisations

- Dire Dawa One-stop Centre
- National Alliance to End Child Marriage and FGM (MoWCA Chair)
- National Coordinating Body on Justice (OAG Chair)
- Ethiopian Orthodox Church
- AWSAD
- National Network of Shelters

- Agar Ethiopia
- Amicus Media

Development Partners

- Irish Aid
- Government of Denmark
- Government of France

UN Agencies

- UNFPA
- UNICEF

EVALUATION PURPOSE, OBJECTIVES AND PRINCIPLES

2.1 Evaluation Purpose

UN Women, with its collaborating development partners, has commissioned an Independent Evaluation of the Preventing and Responding to VAWG In Ethiopia Programme. The evaluation will fulfill the accountability requirements outlined in the Programme Document and agreements with donors and promote institutional learning.

The **purpose** of the evaluation is to;

- Provide an overall assessment of the programme's performance;
- Provide evidence of the programme's relevance, effectiveness, efficiency, and sustainability, which will be used to shape decisions about future VAWG prevention and response programming and support;
- Document lessons learned, and make recommendations to enhance subsequent EVAWG programming, management and coordination.

2.2 Evaluation Objectives

The **objectives** of the evaluation are to assess the *relevance, effectiveness, efficiency, sustainability* of the programme's results, to identify *lessons learned and good practices*, and to make *recommendations* that will improve achievement of outcomes in future programming. Given the limited time frame of implementation and other constraints, the Evaluation Reference Group (ERF) agreed with a decision not to measure programme impact.

The evaluation's findings will be used to:

- Inform decision-making on how to position future support to prevent and respond to VAWG (recognizing that the evaluation findings will be only one source of information that will be used to determine funding decisions);
- Share lessons learned and good practices with the Government of Ethiopia, UN agencies and other development partners, and civil society partners.

The evaluation focused on the programme period from January 2015 to December 2017, providing an appraisal of progress toward achievement of the three programme outcomes.

2.3 Evaluation Principles

The evaluators were guided by the following commitments and principles in planning and undertaking the evaluation:

- Gender equality and the promotion of women's rights
- Seeking to understand contextual power and gender relations, and efforts to empower women and disadvantaged groups
- Respect for human rights
- Working in partnership with stakeholders
- Ensuring transparency, and an inclusive and participatory process
- Respecting and ensuring national ownership and leadership

- Respecting evaluation participants and doing no harm to others
- Selecting methods appropriate to the values and beliefs of all cultural groups
- Ensuring integrity, independence and the provision of reliable, credible and accurate information.
- Ensuring personal and professional integrity and abiding by the UNEG ethical guidelines for evaluation and the UNEG code of conduct for evaluation

In addition, the UNW Evaluation Policy, the UNW Evaluation Handbook, and the UNW GERAAS Evaluation Quality Checklist guided the evaluation.

2.4 Principles informing evaluation of VAWG programmes

The evaluators adopted a set of principles derived from the evidence base that informs best practice in all phases of VAWG programming, including evaluations. These are recognised in service delivery of VAWG programmes and in the monitoring and evaluation of VAWG programmes.¹ They are:

- Violence against women is a fundamental breach of women and girl's human rights
- Violence against women is largely perpetrated by males, predominantly known to women and girls, and is caused by gender inequality, adherence to rigid gender stereotypes and violence-supportive social norms
- The safety of women and girls is a paramount consideration in design, delivery and evaluation of all VAWG programmes. VAWG programmes and evaluations should do no harm and undertake ongoing risk assessment of possible harm
- The confidentiality and privacy of women and girls must be maintained
- Perpetrators must be held accountable for their behaviour, particularly through justice and police pathways, and programmes must not excuse or collude with violence-supportive or violence-excusing attitudes or behaviours
- The empowerment of women and girls must underpin all VAWG programmes
- Response and prevention programmes must be women-centred, rights-based and gender-transformative
- Response and prevention programmes must be accessible to all women and girls experiencing violence
- VAWG programmes must be ethical, holistic, integrated and coordinated
- VAWG programmes, and work with survivors, must be provided by skilled and trained staff who receive adequate support, supervision and ongoing training
- VAWG programmes and evaluations must be continually informed by the emerging global evidence base on EVAWG

2.5 Gender and human rights principles in the evaluation process

¹ These principles are found in VAWG evidence and standards documentation such as http://www.unwomen.org/~media/headquarters/attachments/sections/library/publications/2014/brief-essential_percent20services-web.pdf.

To the extent possible, given data, time and resource limitations, the evaluation negotiated to ensure that the evaluation questions addressed how human rights and gender inequality were integrated into the design and implementation of the intervention, and its results. To this end, the evaluation methodology, methods and tools, and data analysis approaches included;

- Prioritizing the treatment of key informants with respect and sensitivity. This included women evaluation team, respecting and ensuring participants' right to speak in local languages, aiming to ensure the teams' language/word choices corresponded to literacy levels of participants, wearing culturally appropriate attire, etc.
- Clearly explaining to all evaluation stakeholders the reasons for seeking specific information and how it would be used, assuring anonymity where possible and alerting to situations where it might not be.
- Making particular efforts, given time and resource limitations, to interview stakeholders separately in cases of differences of power, interest and influence. This included situations of separating women from men, rights-holders from duty-bearers, programme staff from beneficiaries, and other grouping where power relations had could potentially affect how participants shared information, or their experience.

The findings of the evaluation, conclusions and recommendations ensured that the data generated through interviews and group discussions among various groups of stakeholders, including vulnerable people, was treated with respect and valued equally with those with more influential positions. The report reflects this throughout, including by utilizing direct quotes from all stakeholder groups to illustrate a range of voices.

An effort to ensure an in-depth understanding of the human rights and gender equality issues in the country and stakeholder context informed the interpretations and judgments of the evaluation, and an Ethiopian gender specialist was a key part of the team. The evaluators paid special attention to data and information that specifically related to human rights and gender equality issues in the programme, and when possible, included these insights in the assessment.

EVALUATION METHODS AND LIMITATIONS

3.1 Evaluation Design

The evaluation was undertaken between March and May 2018 and employed standard rapid appraisal methods of document review, key informant interviews, small group discussions, and site visits. The evaluation team included an international and a National Evaluator who conducted qualitative interviews and reviewed data during and after fieldwork to identify common ideas and issues, which were grouped into themes and analysed against the evaluation questions. A workshop to validate the Evaluation Plan and Tools, and a post-fieldwork findings briefing were held Addis Ababa, and contributed to analysis of results.

3.2 Evaluation Methods

A range of methods were used to inform the evaluation objectives:

Desk Review: UN Women and programme stakeholders provided programme documentation for review, and the evaluation team independently sourced other relevant literature. Documentation reviewed included the project design document, reports and plans, previous reviews, available prevalence studies, research and policy documents. A full list of documents reviewed is included in Annex 2.

Stakeholder interviews: In-depth, face-to-face, semi-structured interviews using an interview guide approach were held with national and regional stakeholders who were purposively identified by UN Women based on their relevant knowledge and experience. The evaluators elicited responses on a wide range of topics included in the question guide (endorsed by the Evaluation Reference Group) and probed more deeply on issues of special relevance with particular respondents. Some interviews provided an opportunity for survivors' voices and experiences of the programme (with consent) to be explored.

Each stakeholder engagement began with a consent process that included a plain language briefing on the UN Women Programme and the evaluation, and described how the information would be reported and used. Stakeholders were advised in English, and in Amharic when required, that all participation was voluntary. Respondents were provided informed consent agreements before contributing in interviews and focus groups (Annex 3). Consultations involving over 60 stakeholders were undertaken.

Stakeholder responses were transcribed during interviews and excerpts are included as italicised indentations in the body of the report, to distinguish them from the narrative. The quotes directly present a range of views, illustrate analytical points, and serve as evidence. To protect stakeholder anonymity as agreed in the consent process, general labels that reflect stakeholders' roles or perspectives have been attributed to each of the quotations. "National stakeholder" describes stakeholders in national and regional government, communities, and CSOs. "International stakeholder" indicates those from donor and multilateral agencies.

Small group discussions: Small group discussions with individuals who had received some sort of training or other support from UN Women were consulted. The small group discussions measured perceptions about the changes that UN Women's activities had had on them, and were conducted in a mix of English and Amharic.

Observations/Site Visits: Visits to community and other implementation sites provided contextual information, an understanding of constraints and opportunities, enabled

assessment of whether and how outputs translated into outcomes, and provided insights about sustainability and future programming. The observations provided signals of partners' understanding and practice, and insights on how support to strategies, policies and practices were implemented and adopted.

For evaluation fieldwork, a purposeful sample of five implementation sites (Addis Ababa, Adama/Ziway, Dire Dawa, Bahir Dar, and Debre Markos) was selected collaboratively with UN Women and the ERG, based primarily upon the relevance and depth of activities conducted by programme implementers and a variety of logistical, transportation, and security considerations.

Categories of informant groups were identified as data sources in collaboration with UN Women and the ERG (at the Inception Workshop) and UN Women contacted/invited the following stakeholders to participate:²

Donor Partners and UN Agencies: Irish Aid, Royal Danish Embassy, UNFPA, UNICEF, UN Women

Non-Government/Civil Society Implementers: AWSAD, Ethiopian Orthodox Church (EOC) – Development Wing, AGAR

National and Local Government Implementers and Collaborators: MoWCA, BoWCA, Bureau of Justice (BoJ), FAG, Police, Central Statistics Agency (CSA) Ethiopian Human Rights Commission (EDHS), Dire Dawa One-Stop Centre

Beneficiaries/Programme Participants: Community members and mobilizers, SGBV survivors, religious leaders, Sunday School participants community organizations

A number of target groups/key informants were not able to participate in the evaluation due mainly to time//budget limitations and logistical constraints. Stakeholders and beneficiaries not directly consulted included those in Somali and Afar regions (Somali and Afar BoJs, Somali Regional Parliament, workshop participants, etc.), survivors who had left programme supported shelters, informants from the Oromia Police College, Addis Ababa University Gender Department, and other individuals from key target groups who may have had closer engagement with the programme.

3.3 Limitations

The team encountered some limitations to the evaluation: selection bias regarding the number and composition of sites visited; response bias in terms of possible perceptions of and information shared by respondents; time constraints; language barriers (only one of the team spoke Amharic, further compounding existing time constraints); and other logistics regarding the operating environment in Ethiopia. In considering the findings of this evaluation, the following specific limitations are also noted:

- The cities and towns visited and stakeholders identified for consultation were mainly chosen by the Evaluation Reference Group (ERG), and represent a sample of respondents whose knowledge and insights were deemed most valuable to inform the evaluation.

² In Adama and Ziway, the programme's implementing partner, AWSAD, organized the evaluation's timetable and meetings.

- The qualitative research techniques used in the evaluation reflect the personal views of the respondents interviewed, and may not be representative of all stakeholders or all views.
- Some data collected from beneficiaries did not provide additional or discrete insights regarding key questions. While this information was reviewed and utilized for context and analysis, in some cases, it was not separately presented in the report as described in the Evaluation Plan (i.e., survivor mini case stories).
- It was not possible to interview all organisations and individuals who have a stake in the project, potentially limiting the breadth and depth of perspectives represented.
- Stakeholders in some programme implementation areas, including in areas where UN Women is supporting work to advance normative frameworks (Somali and Afar regions), were not visited or interviewed for the evaluation, although relevant stakeholders in the capital were participants and some national and international stakeholders contributed perceptions on different components and the programme overall, enabling the evaluation to draw conclusions.
- A range of actors from government, United Nations sister agencies, international NGOs and national civil society organisations have been implementing programmes and activities to eliminate violence against women and girls in Ethiopia during the project period. A systematic assessment of all partner activities and their outcomes was not within the scope of this evaluation, limiting the ability of the evaluation to attribute progress towards longer-term outcomes solely to the work of UN Women.

Despite these limitations, the evaluators are confident that the findings and conclusions presented accurately represent the views of stakeholders who contributed. UN Women was an active participant in the evaluation.

KEY FINDINGS AND CONCLUSIONS

4.1 Findings on Relevance

Findings related to relevance include consideration of:

- programme alignment to international normative gender frameworks and UN goals, and to national policies, priorities and needs
- the extent that the programme integrated gender equality principles and human rights
- UN Women's comparative advantage in EVAWG in Ethiopia
- the extent that the programme enhanced multi-sectoral coordination

4.1.a. *Programme alignment with international normative gender frameworks*

The PRVAWG programme and its three main outcomes were aligned with international human rights standards and the normative frameworks (international and regional) endorsed by the Ethiopian government. These include the *Convention on Elimination of Discrimination Against Women (CEDAW)*; the *Beijing Platform for Action (BPA)*, and the *Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa*, (the 'Maputo Protocol').³ The programme was designed in accordance with international human rights principles and responded to a number of the areas of concern in the CEDAW Committee's Concluding Observations and Recommendations (2011), including addressing harmonization of laws; providing shelter and assistance to victims; and providing training to judges, prosecutors and police.

The PRVAWG programme also aligned with the UN's goals in Ethiopia, as articulated in the 2012-15 *United Nations Development Assistance Framework (UNDAF)*, Pillar 4: Women, Youth and Children, Outcome 13, which states that "...by 2015, women, youth and children are increasingly protected and rehabilitated from abuse, violence, exploitation and discrimination". The programme's focus on the provision of protection services for survivors is also contributing to reaching the 2016-20 UNDAF goals, particularly Pillar 4: Equality and Empowerment, which states "...by 2020, women and girls are protected from violence, HTPs, exploitation, and discrimination, and are rehabilitated and reintegrated to enjoy and exercise their human rights".

Government, development partners and civil society organisations are involved in various efforts to eliminate VAWG in Ethiopia. Sister UN agencies (UNICEF and UNFPA) are considerably engaged in supporting provision of response services, support to the justice sector, and in improving multi-sectoral coordination.

4.1.b. *Programme alignment with national policies, highest priorities and needs*

A body of evidence derived from population-based surveys and a range of targeted studies contributed to understanding of the scope and magnitude of violence against women and girls in Ethiopia, and informed PRVAWG programme objectives.

- The World Health Organisation's (WHO) *Multi-country Study on Women's Health and Domestic Violence against Women* (2005) reported that in Ethiopia, nearly half (49%)

³ The Protocol promotes the elimination of discrimination against women (Art.2)

of ever-partnered women experienced physical violence by a partner at some point in their lives, and 59 per cent of ever-partnered women experienced sexual violence.⁴

- A 2014 systematic review of VAWG related studies in Ethiopia concluded that lifetime prevalence of violence against women by their husbands or intimate partners ranged from 20 to 78%.⁵
- In 2016 (while the programme was underway), the Ethiopia Demographic and Health Survey (EDHS) found that 34 per cent of ever-married women age 15-49 experienced spousal physical, sexual, or emotional violence.

While stakeholders reported that the PRVAWG programme aligned with national priorities and contributed to addressing needs, there is not a comprehensive policy that articulates an overarching national approach to prevention of and response to all forms of VAWG, or a strategy that addresses and guides the development and prioritization of interventions in various settings. Ethiopia's policy commitments are set out in a number of documents, but these are not based on inclusive policy dialogue, or recent, robust evidence, and they do not address all forms of VAWG and its drivers. In particular, there is a strong emphasis on early marriage, FGM and HTPs, but less focus on some other prevalent forms of VAWG, including intimate partner violence (IPV) and domestic violence. The language in some of the documents does not make explicit the human rights perspectives that are key in framing VAWG work.

The following key documents together comprise the national VAWG policy framework;

- *National Policy on Ethiopian Women (1993)* - stipulates elimination of discrimination against women and of harmful traditional practices (HTPs), but VAW is not raised as a policy issue in the document.
- *The National Action Plan on Gender Equality (2006-2010)* - human rights and violence against women and girls.
- *Ethiopian Women's Development and Change Package (2006)* - includes actions to address rape, early marriage, FGM, and other HTPs, and specifies that women's rights enshrined in the Constitution and in Family Law should be comprehensively respected and implemented.
- *Growth and Transformation Plan (GTP) II 2010/11-15/16* - states that it aims to eliminate 'violence and harmful traditional practices, including female genital mutilation, early marriage and childbearing, gender-based violence, forced marriage, wife inheritance'.
- *National Strategy and Action Plan on Harmful Traditional Practices (HTPs) against Women and Children in Ethiopia (2013)*.
- *Strategic Plan for an Integrated and Multi-Sectoral Response to Violence against Women and Children (VAWC) and Child Justice in Ethiopia (2011)* – includes actions specifically directed to address VAWG.

⁴ Ethiopia Country Findings from the World Health Organisation Multi-country Study on Women's Health and Domestic Violence against Women (2005). http://www.who.int/gender/violence/who_multicountry_study/fact_sheets/Ethiopia2.pdf

⁵ Agumasie Semahegn and Bezatu Mengistie. Reprod Health, 2015. Domestic Violence against Women and Associated Factors in Ethiopia; Systematic Review. www.ncbi.nlm.nih.gov/pmc/articles/PMC4553009

Many of the policy documents that relate to VAWG are outdated, and/or do not include specific actions to address the range of forms of violence that affects women and girls.

For example, the *Strategic Plan for an Integrated and Multi-Sectoral Response to Violence against Women and Children (VAWC) and Child Justice* expired in 2013. In its Concluding Observations (2011), the CEDAW Committee noted concern in delayed adoption of a National Strategy to combat violence against women and recommended expediting the adoption and implementation of a National Strategic Plan. In 2014, the Ministry of Justice planned on revising the existing Plan, but due to institutional restructuring and other factors, there has been limited progress.^{6,7}

A nationwide Shelter Assessment commissioned by UN Women (as part of the PRVAWG programme) concluded that services available to women and girl survivors of violence are insufficient, validating the PRVAWG's programme's investments in strengthening comprehensive services.⁸

"...Gaps were observed in terms of access to comprehensive services for women and girl survivors of violence, along with the absence of national standards in Ethiopia for establishing shelters with provision of comprehensive services. The assessment found high unmet need for comprehensive services, and especially shelters in the country, especially in regions such as Gambella, Harari, Afar, Tigray and Somali." UN Women Shelters for Women National Assessment

Some identified VAWG prevention and response priorities and needs were not addressed in the programme. For example, the CEDAW Committee's Concluding Observations noted concern for Ethiopia's 'failure to criminalize marital rape' and called for amendment of the Criminal Code in this regard.⁹ A 2009 *Multi-Sectoral Assessment of the Role of the Justice Sector in Addressing Gender Based Violence*, commissioned by the Ethiopia Federal Supreme Court, also identified the lack of a legal framework to protect women against sexual violence in marriage as an area of concern.¹⁰

The CEDAW Committee raised additional concerns about the absence of consistent enforcement of criminal law provisions related to VAWG, noting insufficient allocation of funds; lack of coordination among relevant actors; law enforcement officials' low awareness of existing laws and policies; lack of capacity to apply the law in a gender-sensitive manner; and the absence of disaggregated data on violence against women prosecution and conviction rates as contributing factors. Further issues raised by evaluation stakeholders included the need for legislation to enable survivors to obtain protection orders; reform of evidentiary requirements for prosecution of suspects; and expanded opportunities for survivors to claim civil damages.¹¹

4.1.c. Integration of gender equality principles and human rights approaches

⁶ Committee on the Elimination of Discrimination against Women. *Concluding observations of the Committee on the Elimination of Discrimination against Women (Ethiopia)*. CEDAW/C/ETH/CO/6-7

⁷ In 2017, the Federal Attorney General's Office developed a Terms of Reference to revise the Strategic Plan with the support of UN Women and UNICEF, but as of mid-2018, there has not been progress.

⁸ UN Women (2016). *Shelters for Women and Girls Who Are Survivors of Violence in Ethiopia*.

⁹ Committee on the Elimination of Discrimination against Women. *Concluding observations of the Committee on the Elimination of Discrimination against Women (Ethiopia)*. CEDAW/C/ETH/CO/6-7

¹⁰ Federal Supreme Court of Ethiopia (2009). *Multi-Sectoral Assessment of the Role of the Justice Sector in Addressing GBV*.

¹¹ These issues were also identified in the Ministry of Justice's National Coordinating Body (2011) *Strategic Plan for an Integrated and Multi-Sectoral Response to Violence against Women and Children and Child Justice in Ethiopia*. Addis Ababa

The PRVAWG programme design integrated principles of gender equality and human rights, including in the problem analysis and results framework, and in the formulation of the programme's strategies. The Theory of Change (ToC) notes gender inequality and discriminatory attitudes as the root causes of the violation of women and girls' rights, and the programme strategies, including community mobilization and capacity building, are guided by gender equality and human rights principles.

The programme outcomes were designed to contribute to the goal of 'women and girls' enjoyment of greater freedom and rights within their community', including through the provision of 'access to survivor-focused and human-rights based protection services.' Gender equality and human rights approaches were integrated in the design of activities, ranging from knowledge generation, capacity building and community awareness and mobilization.

While the programme included activities aimed at promoting and protecting all human rights, these were constrained, including by limitations imposed by the Charities and Societies Proclamation (the Act).¹² Although government commitments and policies oppose violence against women and girls and identify actions to address it, the Act barred some implementing partners (foreign NGOs, and local NGOs that receive more than 10 per cent of their funding from foreign sources) from working on human rights and gender equality (article 14), and has impacted how the programme could be implemented, including selection of partners. Evaluation stakeholders reported multiple implementation obstacles that were shaped by the Act.

"Working on GBV and not advocating for it is very challenging." National stakeholder

4.1.d. Programme enhancement of multi-sectoral coordination

Strategic national coordination on VAWG

Ethiopia has two VAWG related national coordinating mechanisms, comprised of government ministries, international NGOs, bi-lateral organizations and UN agencies. The Federal Attorney General (FAG) plays a key role in coordinating the national response to VAWG and is the Secretariat for the *National Coordinating Body (NCB) on Prevention and Response to Violence Against Women and Children (NCB)*, established in 2008. The NCB coordinates partners and approaches, including efforts to minimize duplication and mobilize resources. Membership of the NCB is formalized in an MoU and includes Ministries of Justice, Health, Women and Children's Affairs, Education, Police, Courts, Labour and Social Affairs, the Ethiopian Human Rights Commission, the Ethiopian Women Lawyers' Association (EWLA), the Ethiopian Inter-Religious Council and UNICEF. At the NCB's inception, UN Women was not yet established in Ethiopia, and is not a member.¹³

"They (UN Women) would have a big role if they were members". National stakeholder

The Ministry of Women and Children's Affairs (MoWCA) has the mandate and responsibility for coordinating the national women's machinery and is also a key factor in tackling VAWG. MoWCA chairs the *National Alliance to End Child Marriage and FGM*, which was established in 2013. UN Women is a member of the National Alliance.

Some stakeholders reported that the NCB had previously been a constructive platform for strategic national leadership on VAWG, but that the mechanism was no longer active, or

¹² Charities and Societies Proclamation No. 621/2009

¹³ UN Women was established in Ethiopia in January 2012

beneficial. The *National Alliance* is considered to be more active, and recently played a significant role in the recent Ethiopia EDHS.

The PRVAWG programme provided some technical and financial support to both VAWG coordination platforms through the programme period. For the NCB, PRVAWG facilitated a workshop aimed at goals setting; sponsored the NCB Chair's attendance at a global workshop on VAW service provision; and funded an agency-wide gender audit of the Federal Attorney General's office (FAG), which resulted in identification of organizational gender issues and an action plan (though not specific to VAWG).¹⁴ Through its membership in the National Alliance, UN Women (and other partners) provided advice and some funding in support of the inclusion of the DHS Program's VAW Module in the 2016 Ethiopia DHS, as an alternative to a stand-alone national VAW survey.

Enhancing national multi-sectoral coordination towards a strong national agenda for VAWG requires substantial and consistent effort, and while the programme's inputs afforded an entry point for closer collaboration with the FAG, and the NCB, evidence is limited on how the activities advanced strategic coordination of national VAWG resources or programming; enhanced national leadership on the VAWG agenda; harmonized the two VAWG coordination platforms; or expanded the space for dialogue on VAWG prevention and response.

"The main challenge is the coordination part, because every stakeholder has their own priorities. The main aim is to avoid duplication and to mobilise resources and work in line with strategies...but we still have duplication of efforts." National stakeholder

UN Women and strategic gender coordination

Globally, UN Women is responsible for leading, coordinating and promoting the accountability of the UN system in its work on gender equality and the empowerment of women, including through system-wide gender mainstreaming.¹⁵ At the country level, this global mandate for gender coordination and reporting on gender related outcomes in the UN system is operationalised by the UN Country Team through UNDAF Result Groups, led by a single designated agency with responsibility for coordinating interventions in specific thematic areas.

UN Women actively influences and mainstreams gender equality and women's empowerment through its presence in most UNDAF Results Groups, including the M&E Results Group, however, the Results Group on Equality and Empowerment is chaired by UNFPA. Several stakeholders reported that this Results Group has functioned poorly in practice, with meetings infrequently called and low attendance levels, which has limited the potential of UN Women's technical and strategic influence.

Some mechanisms exist to coordinate donor gender related work, but do not focus explicitly on EVAWG. The *Donor Group on Gender Equality (DGGE)*, which UN Women currently co-chairs, is a Development Assistance Group (DAG) technical working group operating since 2007. UN Women is the Secretariat of the group and the Canadian Embassy currently serves as the Chair. The DGGE convenes bi-lateral and other development partner agencies that address gender issues and is considered a useful means for information sharing. Funds for resourcing the

¹⁴ The FAG requested that funds originally allocated for the design of a 'Special Investigation and Prosecution Manual and Counseling Guideline' in addressing VAW be utilized instead for 'Gender Audit Research'. Reprogramming Request MoJ, August 2016.

¹⁵ Resolution adopted by the General Assembly on 2 July 2010: System-wide coherence. www.undocs.org/A/RES/64/289

programme's Oromia Safe House were reportedly mobilized through the DGGE, however, in general, there is not a strong strategic focus on EVAWG coordination and results, in part due to the absence of a national strategy on VAWG.

Despite the need for and potential of coordination, and the clear risks of duplication without it, stakeholders consistently reported limited coordination on EVAWG among UN agencies and development partners. For UN work on EVAWG, UNFPA and UNICEF share many of the same partners with UN Women, including in the same regions, and undertake numerous initiatives using similar approaches aimed at similar outcomes. UN Women and UNFPA both support the operation of Safe Houses in different parts of the country with the implementing partner AWSAD, and UNICEF provides support to building the capacity of the BoJ in Amhara region, and elsewhere, to strengthen violence against women and children (VAWC) response and referral, and to enhance coordination among justice sector providers. All three agencies support the government funded One-Stop Centres in various ways. UNFPA and UNICEF collaborate on a joint programme to eliminate female genital mutilation (FGM) and are both active in the *National Alliance to End Child Marriage and FGM*.

In an effort to create an alternative effective coordination platform, UN Women supported the establishment and Secretariat of the Ethiopia Network of Women's Shelters, which serves as an umbrella group for organisations that manage shelters for violence survivors, together with Government. The Network functions as a *de facto* coordination mechanism for shelter service providers, UN agencies and other funding partners that support their work, with a particular focus on response.

"We need to have a coordinated approach, not only for us but also for the community and our counterparts. They (partners) don't take us seriously otherwise." International stakeholder

VAWG programming

Following its work on an *Assessment of Shelters for Women and Girls who are Survivors of Violence* in October 2016, the PRAVWG programme facilitated the establishment of a Network of Shelters to enable coordination between those safe houses and services operating in different parts of the country, including sharing experiences and support. The Shelter Network has a Memorandum of Understanding (MoU) that outlines its institutional arrangements. UN Women supported the Network through technical training, resourcing, experience sharing visits, and facilitating connections among members and other partners.

The Network has not had regular meetings since inception, has not engaged a coordinator, and will require additional resourcing and technical support to better determine and elaborate its strategic and practical roles. Network members viewed UN Women/PRVAWG's financial and specialised technical support to be especially valuable.

"They (can) support us in training our technical members, the prosecutors, etc. They can provide gender trainings for all our stakeholders." National stakeholder

4.1.e. UN Women's comparative advantage

UN Women's work is grounded in a rights-based approach and based on its enduring relationships with the global women's movement, gender-equality advocates and organizations, and national women's machineries worldwide. It is a young entity in Ethiopia and globally, but there is recognition that its work in Ethiopia is increasing the visibility and positioning of gender issues both within and outside the UN, and that its work on gender normative frameworks (i.e.,

CEDAW, the SDGs) has contributed to enabling MoWCA deliver on its commitments.^{16,17} UN Women's comparative advantage as an advocate for women's empowerment and gender equality, for building the capacity of government entities and civil society organizations to prevent and respond to VAWG, and for brokering important relationships, is recognized by partners.

"They try to bring government on board, to make your work easier...They organize a consultation to talk frankly." National stakeholder

"Even the name (UN Women), it is special. It shows they're working for women. The naming is very special, it is a focus on women's issues and working on prevention, rehabilitation, working with police." National stakeholder

UN Women has the mandate for championing gender equality in the UN system; an understanding of gender inequality as a root cause of VAWG; global experience in rights-based and gender transformative programming approaches; and expertise in developing policies and advancing legal reforms through intergovernmental processes. As such, is uniquely positioned for a catalytic role in work to prevent and respond to violence against women and girls, including supporting stronger policy dialogue; advancing VAWG law reform, including criminalization of marital rape; and promoting accountability to increase strategic collaboration on EVAWG.

4.2 Conclusions on Relevance

- 1 The PRVAWG programme and its three main outcomes are aligned with international human rights standards and regional normative frameworks endorsed by the Ethiopian government. Gender equality and human rights approaches were integrated in the design, although promotion and protection of human rights was constrained in implementation, including by limitations imposed by the Charities and Societies Proclamation. The programme responded to some key areas of concern outlined in the CEDAW Committee's 2011 Concluding Observations, including harmonization of laws; providing shelter to victim/survivors; and providing training to judges, prosecutors and police.
- 2 There is evidence of high prevalence of all forms of VAWG throughout Ethiopia, but prevention and response priorities articulated in the national policy framework primarily focus on harmful traditional practices, including early marriage and FGM, and there is less of an emphasis on the full range of forms of violence that women and girls experience, including in their homes, by intimate partners, etc.
- 3 The programme did not address some key, strategic VAWG priorities and needs. Support to advancing development of a national strategy to combat violence against women; work on aspects of VAWG legislation, i.e., marital rape laws, protection orders for victim/survivors, reform of evidentiary requirements for prosecution, etc, were identified gaps.
- 4 The programme's Shelter Assessment enhanced understanding of the needs related to comprehensive violence response services for women and girl survivors, and demonstrated the relevance of investment in shelter service provision. UN Women's support to the establishment of a Network of Shelters is a particularly promising initiative and with the

¹⁶ UN Women (2016). *Ethiopia Country Portfolio Evaluation Report*

¹⁷ UN Women (2013). Thematic Evaluation. *The contribution of UN Women to prevent Violence Against Women and Expand Services.*

potential to enhance coordination between shelters and build capacity for more accessible, prompt, confidential and appropriate services for survivors.

- 5 The PRVAWG programme's inputs to both national EVAWG coordination platforms (the National Coordinating Body and the National Alliance) were valuable entry-points for the programme and UN Women, but more strategic and consistent investment is needed to build capacity for multi-sectoral coordination and to progress a robust national agenda for VAWG.
- 6 There has been limited coordination on EVAWG among UN agencies and development partners, which has weakened the potential for targeted and responsive programming.
- 7 Despite relatively limited resources, there is growing recognition that UN Women is increasing the visibility and positioning of gender issues, including on EVAWG, within and outside the UN in Ethiopia. Its experience in advancing gender equality and human rights normative frameworks globally positions it to support catalytic work on policy and legal reforms that are aligned to international women's right principles and standards.

5.1 Findings on Effectiveness

Findings related to effectiveness include consideration of:

- The extent that UN Women achieved programme outputs and made progress toward outcomes
- The contributions to partners' capacity and service quality; the factors, strategies, approaches, principles and systems that supported progress, and the constraints
- The degree that the M&E system generated useful information to guide programme management and implementation

5.2 Measuring progress towards achieving programme outcomes

A Results Framework was included in the programme document; however, it was not used as part of a programme M&E system to guide or track progress. Some activities in the Framework were not initiated or progressed, and many of the associated indicators were not able to be measured given data and resource constraints, etc., or were not reliable as signals of progress towards outputs and outcomes.

For the purpose of the evaluation, the team consolidated the programme's key results based on documents examined in the Desk Review and developed an Outcomes Framework as a tool for the assessment. The Outcomes Framework forms the basis for analysis of PRVAWG's effectiveness and was validated in the Inception Workshop (as part of the Evaluation Plan) and endorsed by the ERG.

Reading from the outside towards the inside of the circle, the Outcomes Framework includes the following.

Programme Outputs

- Ethiopia regional laws aligned to international women's rights frameworks and laws
- Evidence on VAWG and access to justice available to policy makers, practitioners and advocates
- Multi-sector coordination mechanisms support VAWG prevention and response
- CSO and government capacity to deliver quality, survivor-focused protective service
- Law enforcement to prevent and respond to VAWG
- Availability and use of survivor-focused protective services
- Social engagement in the promotion and respect of women and girls' human rights
- Traditional and religious leaders have capacity to prevent and respond to VAWG

Programme Outcomes

- Federal and regional governments support and enforce normative frameworks that prevent and respond to VAWG
- Comprehensive protective services and care available to violence survivors
- Communities promote and respect women and girls' rights

Long-term Goal is women and girls in Ethiopia live a life free of violence.

Evaluation Outcomes Framework



5.3 Progress towards achievement of outputs and outcomes

Outcome 1: Federal and regional governments support and enforce normative frameworks that prevent and respond to VAWG

Regional family laws aligned to women's rights normative frameworks and international human rights standards

As the Ethiopian Constitution does not prohibit religious and customary laws from being applied in arbitration of personal and family related disputes (article 34(5)), and authorizes the federal legislature and regional councils to establish or officially recognize religious and customary courts (article 78(5)), a revised Federal Family Code was enacted in 2000 in conformity with international human rights standards and Ethiopia's treaty obligations, e.g., CEDAW. All but two regional states adopted family laws in compliance with the Federal Family Code, but Somali and Afar continue to apply discriminatory family laws, including not setting a minimum age of marriage at 18; not recognizing women's rights to freely enter marriage; and not ensuring women's equal rights and responsibilities in marriage and its dissolution.

The programme made limited progress towards aligning regional family laws to women's rights' normative frameworks and international human rights standards. There is some evidence that the programme shifted the attitudes of participants in its activities towards VAWG and HTPs, but there is less evidence that building political will has been effective, or that the need for an agreed pathway for legislative reform has been established. No formal decisions were taken, or action plans developed related to family laws.

UN Women partnered with the Ethiopian Human Rights Commission (EHRC) as an approach to engagement in the two regions, partly due to the constraints presented by the Charities and Societies Act, although the EHRC reported it had not previously worked on similar issues, e.g., women's rights, family law reform, etc. The Human Rights Commissioner who led EHRC's work was a Somali speaking woman who championed the issues, and her involvement was considered essential for reaching influencers and enabling dialogue, but technical, political and institutional capacity gaps in both organisations reduced effectiveness in achieving outputs and outcomes.

The high sensitivity of the issues, leaders' resistance to reform, and women's and communities' limited awareness of laws and rights challenged progress. UN Women supported the EHRC to deliver an awareness-raising/sensitization workshop on HTPs, child marriage, and VAWG in 2016 in Somali, and a policy dialogue in 2017 where the draft Family Bill was discussed.¹⁸ Approximately 183 participants, comprised of religious and clan leaders, teachers, students, members of women's associations and government officials, participated overall (in two workshops). In Afar, the programme supported a policy dialogue event that included regional parliamentarians and community leaders, but engagement was more limited. Some stakeholders reported that the workshops might have increased demand for further engagement among grassroots communities but noted the considerable timeframe for change in a region dominated by Sharia law.

¹⁸ A draft Family Law for the regions existed prior to the programme, however, stakeholders did not know when it had been drafted, or whether there had been previous community consultations on it.

“They didn’t want to have this discussion at all...the biggest achievement is that (they are) having this discussion openly.” International stakeholder

The EHRC also built relationships with members of the Federal Women and Children Parliamentary Standing Committees to support advocacy for harmonization of the laws (i.e., members of the House of Representatives’ Standing Committees of Women, Children and Youth, Social, Law and Justice), however, there is limited evidence on the strength and effectiveness of these relationships in generating political will toward reform. The evaluation did not directly appraise the extent that EHRC mobilized relevant and influential stakeholders on the ground, including through its own regional offices and with the regional Bureaus of Justice and Women, however, evaluation participants reported that engagement was limited.¹⁹

The awareness sessions covered topics related to VAWG and HTPs, and the dialogues engaged local stakeholders by introducing the draft Family Law and considering its alignment with both federal Family Law and international legal instruments adopted by Ethiopia. This approach was designed as a platform to share views that might inform the Bill’s revision and amendment, however, the programme did not follow a defined process toward a reform goal, and it did not have a framework or develop mechanisms to measure any changes that might emerge from the dialogues.

A number of activities that were planned for this work stream (in the programme document) were not undertaken, including activities aimed at strengthening evidence, deepening local engagement and increasing stakeholders’ technical capacity, and establishing a monitoring mechanism. Examples of actions not implemented include assessing the socio-economic costs of VAWG in Afar and Somali Regions; supporting Somali and Afar BoWCYAs, BoJs and regional parliaments in legislative drafting that is compliant with human rights standards; training Afar and Somali BoWCYAs, BoJ and regional parliaments on international women’s rights standards, national legal instruments and their use; assisting in the development of regional monitoring structures for implementing the recommendations of the CEDAW Committee’s Concluding Observations on harmonization of regional laws; and researching the alignment of regional laws with federal and international legal instruments.

Greater technical support to the process, based on global evidence and tested strategies of effective approaches to advance family law reforms in similar cultural and political environments, including UN Women’s work in other regions, may have supported more progress. Women’s organizations are critical to providing an enabling environment for effective legislative reform, including as catalysts for government action. Evaluation participants reported that the absence of broad civil society and women’s group engagement on the issues, due to the Charities and Societies Act and other factors, was a barrier to effectiveness.²⁰

“With the Civil Society law...the most affected were women’s organisations.”
International stakeholder

“...(It would be good) if they shared experience from other Muslim countries, those family codes that were adopted in other places.” National stakeholder

¹⁹ Site visits to Somali and Afar and/or other methods to measure these shifts were not possible due to time and budget limitations of the evaluation.

²⁰ Htun, M and Weldon, S.L. (2012) ‘The Civic Origins of Progressive Policy Change: Combating Violence against Women in Global Perspective, 1975–2005’, *American Political Science Review*, Vol 106, No 3, pp 548-569.

Evidence based data and analysis on VAWG and women's access to justice available to policy makers, practitioners and advocates

UN Women's provision of technical and financial support to MoWCA and the Ethiopia Central Statistics Agency significantly contributed to the availability of reliable and comparable VAW prevalence data, and the institutionalisation of data generation on all types of VAW. In March 2015, the PRVAWG programme supported MoWCA and the *National Alliance on Ending Child Marriage* in convening a stakeholders' conference to prepare for a national stand-alone VAW prevalence study. As the Central Statistics Agency (CSA) was simultaneously preparing for implementation of the Ethiopia Demographic and Health Survey (DHS), UN Women, other stakeholders and *Alliance* partners discontinued planning for the stand-alone study and advocated for using the DHS Program's existing 'VAW Module' to measure national VAW prevalence, as opposed to a separate survey.²¹

UN Women supported implementation of the EDHS Survey and the VAW Module through active participation in the *Alliance's* multi-sectoral Technical Committee, including through contributing to the development of the VAW Module's tabulation plan; analysis and write-up of findings; and advocacy for a VAW measure to be incorporated in the EDHS Key Indicators Report. PRVAWG staff facilitated one half-day session on VAW data collection at the initial EDHS training week, aimed at orienting interviewers on key concepts and strategies for keeping women safe. The programme further contributed to national capacity building through funding CSA staff to participate in a 'DHS Sampling Technique' workshop in Tanzania.

While the programme's contributions to the production of VAW data and institutionalization of VAW data collection were important, opportunities to substantially build national VAW measurement capacities, and to strategically leverage VAW data use, were missed. Gathering quality VAW prevalence data requires nuanced approaches and thorough, tested training on methodological approaches, to protect the dignity and safety of interviewees and interviewers, and to ensure data quality. A half-day training session by UN Women and limited field visits, and the absence of survey field supervisors with specific expertise in VAW data collection, may have been insufficient.

Intimate partner and other forms of violence are rarely discussed publicly in Ethiopia, and the findings from the VAW Module offered an entry point and window of opportunity to focus public attention on the nature and scale VAWG in Ethiopia, and evidence to tackle the silence around it. The EDHS Key Indicators Report was published in October 2016 and the full EDHS Report in August 2017, and the CSA disseminated these through making copies available to some stakeholders, posting the Report on its website, and hosting a seminar in Addis Ababa that included some representatives from the region (supported in part by UN Women contributions). The CSA also hosted a training workshop for journalists on reporting EDHS findings, but these were not specific to VAW. Internally, UN Women shared the VAW prevalence findings through its reporting to its partners, and in a Gender Research Seminar (not specific to VAWG or the PRVAWG programme).

That evaluation found that despite these efforts, a number of VAWG actors and PRVAWG programme partners asked were unaware of (and not utilizing) the VAW data. Although there was limited time (in relation to the PRVAWG programme cycle) for communicating the published

²¹ The DHS Program's VAW Module provides data on indicators related to gender inequality, women's empowerment, gender norms and the prevalence of emotional, physical and sexual violence. VAW prevalence data has been collected through the DHS Program in about 25 African countries. See <https://www.dhsprogram.com/topics/gender-Corner/index.cfm>

VAW data report, there is little evidence that the programme was prepared to use the findings strategically, such as through support for development of a VAW data use plan, to a high-level evidence-based national dialogue on VAWG, or to national coordinating mechanisms to facilitate an EAWG agenda setting/policy process. As at May 2018, there was not a confirmed agreement or plan with government, members of the Technical Committee, other development partners, or UN Agencies to undertake deeper analysis of the EDHS data and resourced approaches to amplify and utilize it.²²

The programme also missed an opportunity for systematic reflection on the VAW Module implementation process, a key practice to inform future prevalence measurement approaches and guidance. The programme did provide inputs to EDHS data quality processes, including the session orienting EHDS interviewers' to VAW data collection safety and ethical considerations; a monitoring visit to a data collection site; and with MoWCA, a process to ensure Women's Affairs contact details in each enumeration *kebele* were available to data collectors if needed for referral. While PRVAWG staff undertook some analysis in their monitoring and site visit reports, a more comprehensive and critical process documenting methodological insights, challenges and experiences from the field (collected from interviewers) would have generated important information on quality, ethical issues, and capacity gaps in conducting surveys involving women's disclosure of violence in Ethiopia.

Additional support to the VAWG evidence base

Other inputs to the VAWG evidence base included the programme's financial support to a '*Rapid Assessment to Identify Existing Conditions of Gender Based Violence (GBV) in Dire Dawa Administration*'. A government stakeholder reported valuing this investment and it was identified as one part of a suite of proactive strategies in Dire Dawa Administration to strengthen the VAWG response, also including the operation of the One-Stop Centre and the Rehabilitation Centre (shelter), and the construction of a new shelter (not supported by the programme).

"We needed a baseline because we wanted to identify issues. We needed to know the details of where crime happens. We found it is at the family level, and it helps us to strategize the way forward." National stakeholder

The programme also financially supported the development of a database for the One-Stop Centre in Dire Dawa, intended to be the basis of the Centre's Management Information System (MIS), which was designed through technical input from Dire Dawa University. While data on cases from the past three years have been entered in the database, stakeholders reported the MIS is not yet operational, in part due to its structure and language (English), although some data has been entered in the system. Centre stakeholders anticipated that more inputs were needed to make it usable, including being based in Amharic language, but there was not a clear indication of how it would streamline with the systems of other justice sector providers. Stakeholders reported that the programme provide limited support, through electronic equipment (laptops), to fully operationalizing Management Information Systems within the Police, Prosecutor and Court structures, as was originally planned.

²² In mid-July 2018, a ToR was developed to engage a national consultant to conduct 'further analysis on the correlation between VAWG and other variables such as health, educational, empowerment, and employment status of women and girls.

The programme did not undertake specific policy-oriented research on women's access to justice, as planned, however, it commissioned research on the provision of shelter services for violence survivors, which were considered to be an important contribution to informing the national response to VAWG. The research, "*Girls Who Are Survivors of Violence in Ethiopia, a National Assessment on the Availability, Accessibility, Quality and Demand for Rehabilitative and Reintegration Services*" was discussed at a dialogue with government and other partners, and contributed to increased commitment to expand the availability of shelters. Findings from the Assessment were also used as an input in setting indicators in the GTP 2, and lead to the establishment of national Network of Women's Shelters.

Multi-sector coordination mechanisms support VAWG prevention and response

Leadership and coordination on EAWG, and capacity for advancing a VAWG agenda, need ongoing strengthening. The programme provided some support to the National Coordinating Body on setting goals and objectives, supported capacity building for a member of the NCB on service provision through sponsoring her attendance at a global conference, and provided technical and financial support to the National Alliance through assistance to VAW data collection (the EDHS). While this support increased the availability of VAW data, and stakeholders valued the inputs, there was less progress on strengthening the Alliance's strategic role in preventing and responding VAWG, including its capacity to monitor the status of all forms of VAWG and determine and coordinate strategic responses.

Some stakeholders reported that the various mechanisms for coordinating work on VAWG and the investments in them were not leading to the desired results, including resource mobilization, and were often not coherent or inclusive of all partners.

"There are a lot of platforms, but are they effective? It's debatable." International stakeholder

"Let's be more strategic and systematic. Some things are over resourced and some are not (resourced) at all." International partner

The programme did not undertake the planned evaluation and review symposium on the national response to VAWG (by government, the UN, NGOs and development partners), or support the establishment of a consortium of partners working on VAWG in order to harmonize and coordinate efforts. The Strategic Plan for an Integrated and Multi-Sectoral Response to Violence against Women and Children (VAWC) and Child Justice expired in 2013, and its outcomes have not been reviewed.

"EAWG has to be led by government, it has to be owned by government. (Regarding) domestic violence, there is resistance for inclusion in the Penal Code...and marital rape, there is huge resistance." International stakeholder

There is emerging evidence that the Network of Women's Shelters, set up in October 2016, is an effective coordination mechanism contributing to the expansion of good practice and capacity in responding to VAWG. This was not a planned initiative in the original programme, but as a result of the findings of the Shelter Assessment, UN Women convened 29 delegates from 13 shelters and One Stop Centers across the country to network, share experiences on improving shelter services, and to strengthen the shelters' collective voice. The programme provided support for a three-day introduction to the Essential Services Package, which addressed counselling, case management systems, legal aid, reintegration, human and financial resources, referrals and community outreach work. It also supported 8 representatives

from the Network to travel to South Africa for a study tour exploring new models of shelter services, including partnerships and funding opportunities with the private sector to address survivors' needs for economic empowerment.

More investment in support to defining results could enhance the impact of the Network, by focusing national training approaches and competency standards for frontline providers, and by helping to ensure the Network is guiding, and being drawn upon to address, national policy priorities and strategic goals for responding to VAWG. There is potential that with targeted technical support, the Shelter Network could become a recognised leader, including in advocating for legislative reform, contributing to the development of policies, and codifying practices aimed at safeguarding women and protecting their rights.

Outcome 2: Comprehensive protective services and care for survivors

Strengthened capacity of CSOs and government to provide services

The programme made progress in increasing the capacity of service providers in providing survivor centred response to VAWG. Through AWSAD, the programme reached over 2630 individuals in providing awareness, knowledge and skills-based sessions.

AWSAD Provision of Awareness and Training		
	November 2015-March 2016	April 2016-2017
Police	152	574
BoWCA	172	81
Justice	61	2
Health	40	-
Primary students	232	226
Parents and teachers	186	167
Community leaders	409	292
Police trainees	277	347
Media	25	26
Total	1554	1076

Stakeholders considered that convening and training frontline service providers and community members was an effective approach to building individuals' knowledge, and promoting effective response to survivors. Through its implementing partners, the programme delivered sensitization and awareness training to front line workers, primarily on gender, case handling and referral, and the importance of survivor-focused services. While stakeholders reported that this resulted in their ability to provide more sensitive responses to

survivors, understand referral pathways, and focus on bringing perpetrators to justice, emphasis on individual capacity development without significant support to systems and institutions may have reduced the effectiveness and sustainability of the programme's investment.

There is a need to define and agree on evidence-based standards for assessing capacity development for working with survivors in each sector, and to ensure training methods and tools are designed to meet them. The programme supported development of manuals and provided training using a mix of approaches, technical specialists, consultants and implementing partners. UN Women had some role in quality assurance of the development and delivery of tools across its partnerships; however, in some contexts, this was provided with a light touch.

While stakeholders generally regarded the training approaches and tools to be effective and tailored to the structure, the sessions held with multi-sectoral service providers were mainly delivered to groups of around 70 people in 1-2 days. While this context enabled a basic introduction to concepts, it did not foster reflection on gender norms or analysis of attitudes and behaviors, or use transformative approaches based on evidence of what works in addressing VAWG and up-skilling frontline actors.²³

Challenging norms supportive of violence and gender inequality requires a high level of competency, skill and individual commitment, and there was not a robust mechanism to ensure individuals designated to communicate/deliver training (often government trainers, or police with some training) were able to demonstrate knowledge of EVAWG principles, or articulate internalised commitment to gender equality and rights-based approaches. As a result, the awareness messages may not have been consistently delivered using gender transformative and rights-based approaches, as intended.²⁴ The evaluation found at least one example of where a message related to the acceptability of a harmful social norm was interpreted and delivered inaccurately.

“Yes, we give them training, but it’s never standardised. If they had standardised training, they would produce better results.” National stakeholder

Training of multi-sectoral service providers (by AWSAD) enabled partners to gain a fuller understanding of the shelters’ services and role, increasing its accessibility to survivors, but there was less headway in strengthening the necessary operational mechanisms to coordinate VAWG response and enhance referral pathways among all stakeholders. There was also limited engagement in strengthening coordination mechanisms, such as through support to the development of SoPs, protocols, codes of conduct, formal provider networks, case management guidelines, and other tools for the benefit of women and girls.

AWSAD undertook quarterly stakeholder consultation meetings which stakeholders regarded as helpful in building collaborative working relationships. The meetings were not convened to establish VAWG referral mechanisms, but to review the progress of AWSAD's project implementation and the effectiveness of its capacity building trainings for schools, community and service providers. Programme participants regarded the project meetings as effective due to their frequency and operational results, but more robust systems are needed. Formal links

²³ SASA!, which is being implemented by AWSAD, has been comprehensively evaluated and is commonly understood to be an example of best practice. See http://www.3ieimpact.org/media/filer_public/2015/10/01/ie_24-sasa_KCUd1B7.pdf.

²⁴ The evaluation did not undertake a full assessment of all tools, due to time constraints, availability, and access (written in Amharic).

and an explicit case management approach, including between One-Stop Centres, shelters, police and health care providers, is an important priority for the VAWG sector.

“Coordination is another problem. The system is not reinforced. We need training on how to do coordination, how it is strengthened, how it can properly function.” National stakeholder

“The police have networks. They usually go to different areas to find the families, and because we discussed the case in the stakeholders’ meeting, we manage to reunite the families.” National stakeholder

Capacity of law enforcement bodies to prevent and respond to VAWG

The programme made progress in training justice sector actors in an effort to increase their capacity to better respond to and manage cases of violence, strengthen coordination, and increase the effectiveness of implementation of laws. Through a partnership with the Amhara Bureau of Justice (BoJ), UN Women developed a tailored manual and delivered two ‘Training of Trainers’ workshops in Amhara region to 178 police, public prosecutors, and justice staff in 2016, and 76 at a review session in 2017. Through AWSAD, the programme also supported short-term training (1-2 day sessions) in survivor-centred services, i.e., counseling, case handling, investigating, and referrals, to about 125 police officers in Oromia region. The programme also supported training in responding to violence against women cases for 347 Oromia Police College trainees.

UN Women’s support contributed to increased awareness and knowledge among justice sector professionals. Participants’ considered the training in Amhara Region to be well tailored to their needs, enabling a specialist focus on investigation, prosecution and adjudication processes for VAWG in a multi-partner collaboration context. The topics and experiential structure of the workshop provided actors a broader understanding of the links and the gaps in the justice pathway for VAWG survivors. Some participants articulated shifts in individual attitudes, and of police and prosecutors using more survivor-sensitive approaches.

“Even as a woman, my sensitivity increased after the training, after they taught us how to treat the case.” National stakeholder

“There are colleagues who resist, but we break down this type of attitude. We tell them, this thinking, this violence, it’s not only these girls. It might be your wife or your sister. We teach them very well. If they are an educated person, they seem to accept this.” National stakeholder

Evidence on how the programme influenced institutional change in the Amhara justice sector is more limited, and neither the sector nor the programme has a framework that systematically collects data or monitors progress on the capacity of justice institutions to respond to VAWG. UN Women programme documents indicate that the establishment of women-friendly benches in Amhara courts and the designation of women officers to follow up VAWG cases is attributable to the training, however the examples were unable to be validated by the evaluation. There are several partners providing similar types of support, including a UNICEF, which has been providing multi-year support to the Amhara Justice sector to address VAWC, and has an officer embedded in the BoJ, and the degree that changes are attributable to UN Women’s programme is not clear. A sector-wide M&E system that frames and tracks justice sector responses to VAWG would contribute to the effectiveness of investments and raise the visibility of critical issues.

“We got training on case handling, on how to we make sure we get testimonies. We use different skills...(they) trained us in how to know what to do about that. (Now) when we do an investigation, we know what kind of method we should use.” National stakeholder

While participants valued the tailored and technical focus of the training for individual actors, a focus on collaboration and institutional capacity building, such as through support to the development of policies and protocols elaborating the unique responsibilities and powers of the three justice bodies, coordination strategies, monitoring and reporting procedures, and other accountability mechanisms, would have contributed to more consistent implementation of survivor-centered responses. Stakeholders also considered it imperative that the health sector be included, especially actors responsible for forensic evidence collection and medical documentation of GBV related injuries.

As discrete training events, the approach did not include follow-up technical assistance to build on the investment and process, resulting in more limited institutional effectiveness results. While the training was designed to be ‘cascaded’ by the participants, and the trainers developed and provided a manual to support it, there was no formalized institutional commitment by BoJ, or resourcing available to deliver additional training (after the initial workshops). In addition, although not part of the programme’s strategy, work plans or budget, there was considerable demand for technical support on specific issues emerging from the training, which if provided, would have contributed to more active and enduring engagement with the justice sector, particularly on gaps in legislation related to evidence laws and marital rape, and other mechanisms to secure victims’ protection (protection orders).

“...We need more legislation and acts, to fill the legal gaps – specific laws on domestic violence. We need to modify the Penal Code...how judgements are made, and train judges, public prosecutors and police to effectively implement the laws. We have no way to support victims. Even if they file charges, they disappear.” National stakeholder

In Oromia, the programme trained justice sector providers using a manual developed by AWSAD and was delivered through a ToT for government training officers. Capacity building and training was then delivered by the trainers during 1-2-day sessions, to multi-stakeholder groups including staff from BoWCA and health as well as police, public prosecutors and court officers. Training focused on the dynamics of violence against women and girls and addressed ‘...counselling, case handling, burnout, and life skills’. The approach and content were not as technically focused as the Amhara justice sector training, however, stakeholders considered that it contributed to stronger working relationships and improved local coordination. There are informal reports that the training also contributed to an increase in conviction rates and sentencing years in Oromia, but there is a need for robust evidence to support this.

“They (police) never considered domestic violence as violence, but now they are starting to consider IPV as violence. The more we train, the more results.” National stakeholder

“We were all together in training (because) we are related in our work. Networking (is one of the) benefits of training together, the coordination of the work (between) police and prosecutor.” National stakeholder

Availability and use of survivor-focused protective services

Through its partnership with AWSAD, UN Women provided support that expanded protection services for women and girls. Full funding and technical assistance enabled AWSAD to operate two shelters in Adama city, serving approximately **1102 women and girl**

survivors from urban Adama and rural Oromia, and their **537 children** who were affected by violence. The shelters provided protection and vital support to women and girls, with a focus on social and economic empowerment.

“With domestic violence, they think men have a right to beat them. The safe house is the only place where they learn that he has no right.” National stakeholder

“UN Women specialises in providing comprehensive services...not only the safe house, but health care, psycho-social support, strong referral pathways with medical facilities. (Also) skills training so (the women are) not going back to the situation they were in.” International stakeholder

The table below reflects the number of women and their children who benefitted by staying at the two shelters in Adama over the programme period.²⁵

	2015		2016		2017		Total
	Women & girls	Children of survivors	Women & girls	Children of survivors	Women & girls	Children of survivors	
Oromia Shelter ²⁶	98	38	253	129	118	44	469
Adama Shelter	217	131	199	116	217	79	633
Combined shelters	315	169	452	245	335	123	1102 Women & Girls
							537 Children
Total	484		697		458		1639 residents

A national assessment, *Shelters for Women and Girls who are Survivors of Violence*, was undertaken through the programme in 2016, and provided an effective foundation for dialogue and planning on VAWG response services. The assessment appraised the availability, accessibility, quality and demand for rehabilitative and reintegration services for violence survivors and concluded that demand for shelter services does not match supply. The Assessment findings were widely distributed to government at national and regional levels, and to CSOs and development partners, and it contributed to a deeper national understanding of service provision for VAWG survivors. **Stakeholders reported that government is using the best practices identified in the report to advocate for increased support by regional governments to civil society organisations, such as through providing land for shelters.**

The government national development framework, *Growth and Transformation Plan II (GTP II)*, includes a target to establish 11 One-Stop Centres. Currently, there is only one government-supported safe house operating in Ethiopia, in Dire Dawa, where government reported a new one is also under construction. UN Women provided small material support to the shelter in

²⁵ Figures from AWSAD and UN Women programme data

²⁶ Oromia service provision commenced in May 2015. Data through December 2017.

Dire Dawa, however, it has not provided input to the development and planning of the new shelter, which may represent a missed opportunity to ensure its infrastructure, systems and services reflect best practice.

The programme made valuable contributions to survivors' access to justice, however, strengthened partnerships with the justice sector and more investment in legal support could amplify results. The vast majority of incidents of VAWG are not reported. Evaluation participants considered that women and girls' use of shelters had increased the number of cases brought to court and prosecuted (although there is no evidence to confirm), by enabling women to be protected and available throughout the course of their legal proceedings. Staying at the shelter was considered a factor in facilitating women's engagement in trial processes, including as witnesses, although this is not measured.

"(In violence cases), the first witness is the woman. If the police can't find her (because) she doesn't have permanent place, there is no justice. If the women are here...they cannot negotiate. In the rural areas, (the perpetrators) negotiate with the fathers. In the safe house, the police or prosecutors can follow up; they escort her and take her court. She is counselled, she has women with her. (Because of this), so many cases have had decisions." National stakeholder

"Before the existence of the safe house, many women did not have justice. The case didn't get followed and they got exposed to second and third violence. So we save them by having a shelter." National stakeholder

Over three years (March 2015 to March 2017), the programme supported Adama and Oromia shelters to provide 34 survivors with legal follow-up services. Ethiopian law prohibits AWSAD from directly delivering legal aid, and as a result, the justice-related support was more limited, with a focus on strengthening survivors' self-esteem, including through rehearsing testimonies, linking with authorized legal aid providers (Adama University Legal Aid Centre, the Child Justice Project, and the Ethiopian Women Lawyers Association), and escorting women and girls to court, the hospital and police. There is a need for deepening relationships with legal aid providers, and for developing robust, practical approaches to supporting shelter residents to access justice, including through the accompaniment programme, by increasing staff and survivors' understanding of the laws, rules and procedures of courts, and strengthening relationships with providers.

"With the (Charities and Societies) law, we cannot stand on behalf of the girl at the court." National stakeholder

"We use (the term) 'legal follow-up' - these women, they don't know where the police station is, and they don't know the dates for court." National stakeholder

The Shelter Assessment concluded that the psycho-social support available for VAWG survivors throughout the country is inadequate.²⁷ Shelters, government-supported One Stop Centers (plus some civil society organizations) provide counseling services to survivors, including at the point of crisis and longer-term recovery. Evaluation stakeholders reported that while some shelter counselors have formal qualifications in psychology or social work, most do not, and no stakeholders reported that counselors had explicit training in rights-based

²⁷ UN Women, 2016. Shelters for Survivors of Violence in Ethiopia.

approaches to counseling women and girls who are survivors of sexual and gender based violence.

While a comprehensive assessment of counseling services was beyond the scope of the evaluation, stakeholders were not able to clearly articulate key principles or demonstrate an understanding of GBV counseling minimum standards, or the imperative of professional supervision and support.²⁸ In addition, while children comprise the majority of residents in shelters (both survivors and their children), counselors noted that while they sometimes employed play therapy in their sessions, they did not have the specialized skills required for providing counseling to children, especially those who are survivors and witnesses of SGBV.

Developing and agreeing on appropriate standards, tailoring training for counseling VAWG survivors, and putting in place monitoring and support models to ensure safety and ethical practice is a high priority. While standards for counselling SGBV survivors may not be immediately feasible in the context, given human resource and other capacity constraints, ensuring practice is explicitly based on a set of agreed principles and standards; that counsellors are equipped with an understanding of supportive techniques for working with survivors; and that professional supervision is in place to monitor counsellors' self-care, professional competence, and ensure ethical and safe practice, is essential.

"(For counselling), we use the university graduates...that's the biggest gap. We try to give them some training from what we know, but they are not trained. We train them among ourselves using what we have." National stakeholder

"Our counsellor studied psychology but had no experience, no VAWG training, and no other professional support. Most counsellors leave when they get a better job." National stakeholder

Outcome 3: Communities promote and respect women and girls' rights

Social engagement in promoting women and girls' rights

If they seek help at all, victims of VAWG turn to neighbors, family and friends first, and often never seek formal support. In Ethiopia, the majority of women (66 per cent) who experienced physical or sexual violence never sought help or told anyone about her experience. Only 8 per cent of women sought help from the police, and just 2-3 per cent ever sought help from service providers (2016 EDHS). Raising community awareness about VAWG and challenging harmful gender norms is considered effective in increasing help-seeking behavior and challenging the acceptability of violence, and there is increasing evidence on the effectiveness of community mobilization that engages the community at multiple levels. *

*Heise, L. (2011). *What Works to Prevent Partner Violence: An Evidence Overview*. London, UK: STRIVE Research Consortium, London School of Hygiene and Tropical Medicine

²⁸ GBV counseling standards are related to skills and attitudes to respond appropriately to survivors, including understanding GBV as a human rights violation that is unacceptable in any form; prioritizing women's safety; providing information to enable survivors can make their own informed choices; communicating that violence against women is against the law and perpetrators are responsible; ensuring privacy and confidentiality, and non-discrimination.

“There are too many women who don’t speak and report. Only those with formal education, who are trained, (or who) get teachings by their teachers. Only those who are aware can report.” National stakeholder

UN Women supported AWSAD to engage with a wide range of community members, leaders, and the media through a community outreach programme. AWSAD provided life skills training to about 458 primary school students, convened consultative meetings with 353 parent-teacher committees, and gathered over 700 community members and leaders for awareness sessions on gender-based violence. It also provided training to 51 members of the media in Oromia to enhance their skills on violence and gender sensitive reporting.

Some stakeholders considered that the community awareness was having an impact on changing community attitudes and behaviors. While a rigorous evaluation of the influence of the community outreach was beyond the scope of this evaluation, personal accounts from the evaluation indicated that the sessions had a powerful effect.

“What’s changed is that (before) when a woman was raped, no one would give testimony – there was impunity and people were not encouraged to report.” National stakeholder

The model of one-off awareness sessions may not be the most effective approach for creating more sustainable mechanisms, including developing plans or processes for reporting, referral or case management, such as VAWG committees, or to encourage participants to undertake specific actions to challenge gender norms. UN Women has initiated a tested, more in-depth approach through the *SASA!* Programme (see above).

UN Women also directly implemented some social mobilization activities. In 2017, to contribute to the global “16 Days of Activism” Campaign, UN Women convened a consultation with members of the business community to discuss their willingness to collaborate with women’s shelters to provide employment and training opportunities for survivors. UN Women also engaged with major print and media houses in Addis Ababa to promote sensitive VAWG case reporting and their roles in changing attitudes, which led to the programme’s support in developing gender sensitive Media Reporting Guidelines, currently underway.

Some activities, such as support to the Ministry of Justice in the development of a communication strategy on existing legal frameworks and how to make use of them to raise awareness on women’s rights, were not initiated.

Capacity of traditional and religious leaders to prevent and respond to VAWG

“The moment the leaders say something, its down at the kebele levels. They use the same words.” National stakeholder

Global evidence on VAWG interventions suggests that the most effective programmes work with communities to help recognize, deconstruct and challenge the acceptability of violence, and identify strategies for increasing gender equality and protecting women and girls.²⁹ Creating spaces for community dialogue may increase victims’ willingness to seek help and report violence. Through a partnership with the Ethiopian Orthodox Church (Development Wing), UN Women implemented initiatives to enhance community awareness about the norms that drive

²⁹ Fulu, E., A. Kerr-Wilson, and J. Lang (2014) Effectiveness of interventions to prevent violence against women and girls: a summary of the evidence. London: What Works to Prevent Violence.

child marriage and other harmful traditional practices (HTPs), and that promote the acceptability of violence.

There is evidence that working through faith-based leaders was an effective model to reach the community and influence the norms that perpetuate and justify practices of violence, however, the initiative on its own would not have been effective without previous efforts and investments. Stakeholders reported that the PRVAWG activities to train priests and religious leaders was a ‘refresher’ that served to strengthen understanding and knowledge gained in an earlier, more intensive programme (funded through other partners).

“It was a very effective approach to link to the Bible. If they think it is outside the religion, they resist. If (messages are) given by a government authority, they wouldn’t listen...Whatever he (the priest) says is like God, and they receive it.” National stakeholder

“Had it not been for the previous training, this would have not been enough. Only because of the awareness, it equipped us with the details. We had a manual in the past that religious leaders worked on, linking it to the Church.” National stakeholder

The approach included cascading the knowledge and principles of the training through the church channels to reach young people, including through the “Sunday School” programme. While utilizing the church’s system was effective as a training delivery modality, it may not have sufficiently equipped participants to enable them to convey accurate messages about women and girls’ rights. There is evidence that some participants in the programme communicated information about the acceptability of early marriage in certain circumstances. Work with religious leaders represents an important pathway and entry point to communities, including rural ones. A deeper investment, using evidence-based models, such as the SASA! Programme, is a priority to build on the gains and relationships established with the EOC.

“It was only a one-off intervention. If it were continuous, it would be better. The more the people that get trained, the more knowledgeable.” National stakeholder

“There is a (cultural) influence, when someone does something not right - we don’t expose it. It’s considered good not to hurt the perpetrator. We know this is not right, but we make an effort to make a peaceful resolution.” National stakeholder

Implementation of the SASA! and SASA! Faith programmes, primary prevention approaches designed to create change in community knowledge, attitudes, skills and activist behavior by enabling community members to analyse the root causes of violence against women – were initiated with AWSAD and the EOC as key partners. Studies to establish a baseline have been undertaken in the Adama and Debre Markos areas and represent promising approaches. Implementation of the approaches will require significant technical support from UN Women to ensure implementers have sufficient capacity to maintain fidelity to the methodology and achieve desired outcomes.

Support to MoWCA and its regional bureaus to build Women’s Development Groups’ capacity to respond to VAWG at the community level was also considered a promising and sustainable practice by stakeholders. The PRVAWG programme supported the development of the revised package on the implementation of the Women’s Development and Change Strategy, which provides direction on protection, prevention, and provision of services for women survivors of violence. Through the training package and manual, woman leaders are trained, and then responsible for sharing knowledge and information on VAWG, HTPs, SRHR, and other issues

with 30 households. Evaluation participants indicated that WDOs have been working effectively with service providers and identifying and referring women victims, including through coffee ceremonies and other community-based activities.

“The solution is to create awareness, because the community doesn’t consider this their own problem. This is our culture - you don’t give cases like that to court. Now that there are organised women – the women’s development and the prevention committee - they start collecting reports. The Women Development Army plays a huge role. They find them, even if they don’t report...if she disappears, they find out.” National stakeholder

“Women’s organisations and associations are in a better position to implement. They have so many members and you can address each and every household.” International stakeholder

5.4 Monitoring and Evaluation

The quality of overall programme monitoring was uneven, and more robust and harmonized M&E system, aligned to a realistic M&E framework, is needed to enhance programming and management decision-making. Although some implementing partners collected and reported considerable data, these were often based on outputs and indicators flowing from specific donor agreements and did not directly correspond to the programme Results Framework. All implementing partners did not report data consistently or uniformly, and limited data and analysis was available for some activities and output areas. UN Women provided a range of reports for internal (Country Office, UNW HQ, etc.) accountability purposes, but these did not always wholly correspond to the programme’s results framework and had less value in informing programme managers on decisions.

At inception, the programme did not develop an M&E system, validate its initial results framework (including establishing baseline data and targets) or identify realistic information gathering tools. The programme noted that it developed and provided reporting templates in some cases, but partners did not use harmonized formats, which would have enabled comparison and coherence, and a clearer understanding of changes.

The programme provided some administrative support to building the capacity of its implementing partners to monitor progress, particularly related to financial reporting, and in one case, communications. There was less focus on consistently and effectively measuring change resulting from the activities and outputs. For some implementing partners, activity reports documenting programme results were very delayed.

5.5 Conclusions on Effectiveness

1 The programme made limited progress in aligning regional family laws to women’s rights’ normative frameworks and international human rights standards. The high sensitivity of the issues, leaders’ resistance to reform, and women’s and communities’ limited awareness of laws and rights challenged progress. Greater technical support to the process, based on global evidence and tested strategies of effective approaches to advance family law reforms in similar cultural and political environments, including UN Women’s work in other regions, may have supported more progress. The absence of civil society engagement on the issues, including by women’s groups, due to the Charities and Societies Act and other factors, was a further barrier to effectiveness.

- 2 Provision of technical and financial support to MoWCA and the Ethiopia Central Statistics Agency contributed to the availability of comparable, population based VAW prevalence data, and the institutionalization of VAW data generation. Some opportunities to guide future VAW prevalence measurement were missed, including building specialist VAW measurement capacity and expertise; supporting the strategic use of the data for VAWG agenda setting and policy making; and systematically capturing methodological and technical insights from the implementation process, to inform future data quality and ethical considerations.
- 3 The programme's support to research and evidence building (e.g. the Shelter Assessment and the GBV in Dire Dawa Administration Assessment) provided an effective foundation for dialogue and planning for VAWG response services and contributed to increased advocacy and proactive strategies nationally and locally, including commitment to more shelters and One-Stop Shops, and the establishment of the Network of Women's Shelters.
- 4 Multi-sectoral VAWG coordination and leadership at different levels, and spaces for dialogue on all forms of VAWG, needs ongoing strengthening. Some investments in strengthening coordination platforms did not achieve strong results, and support is needed to better develop mechanisms and define accountabilities for coordinated response to VAWG, including oversight, monitoring and evaluation functions.
- 5 The Network of Women's Shelters is emerging as an effective coordination platform with the potential to expand good practice and capacity for responding to VAWG. Targeted technical and financial support is needed to enhance the Network's ability to contribute to national policy priorities and strategic goals, including advocating for legislative reform and developing competency standards and best practices for frontline providers.
- 6 The programme made progress in strengthening individuals' knowledge, awareness and capacity to provide support and survivor-centered responses for women and girls, including Women's Development Groups' at the community level, religious leaders, and justice sector professionals. Development of guidelines for multi-sectoral VAWG services that are rights and women's-empowerment based, and a corresponding competency framework and training model, is needed to better support survivors and to improve the effectiveness and quality of VAWG response.
- 7 The programme's engagement with and sensitization of local level multi-sectoral service providers and community members enabled a deeper understanding of the women's shelters' services and role, increasing accessibility to survivors. However, the approaches were less focused on strengthening coordination to ensure systematic and sustained response. Resources and technical support are needed to establish local level VAWG coordination mechanisms, based on global best practices, and to develop decision-makers' and service providers' capacity to coordinate and monitor their responses to VAWG.
- 8 The programme contributed to increased awareness and knowledge among justice sector professionals to enable them to better respond to and manage cases of violence, strengthen coordination, and more effectively implement laws. The justice sector (or the programme) does not have a mechanism or framework to systematically capture data or monitor response to VAWG, and evidence on how the programme influenced institutional change in the justice sector is more limited.

- 9 Through its partnerships, the programme expanded protection of women and girls through outreach that engaged a wide range of community members, leaders, and media. There is some emerging evidence that community awareness initiatives influenced changes in attitudes and behaviors, and that working through faith-based leaders and building on previous efforts and investments was effective in reaching the community and influencing norms that perpetuate and justify practices of violence.
- 10 The quality of overall programme monitoring was uneven, and a more robust and harmonized M&E system, aligned to a realistic M&E framework, is needed to enhance programming and management decision-making.

6.1 Findings on Efficiency

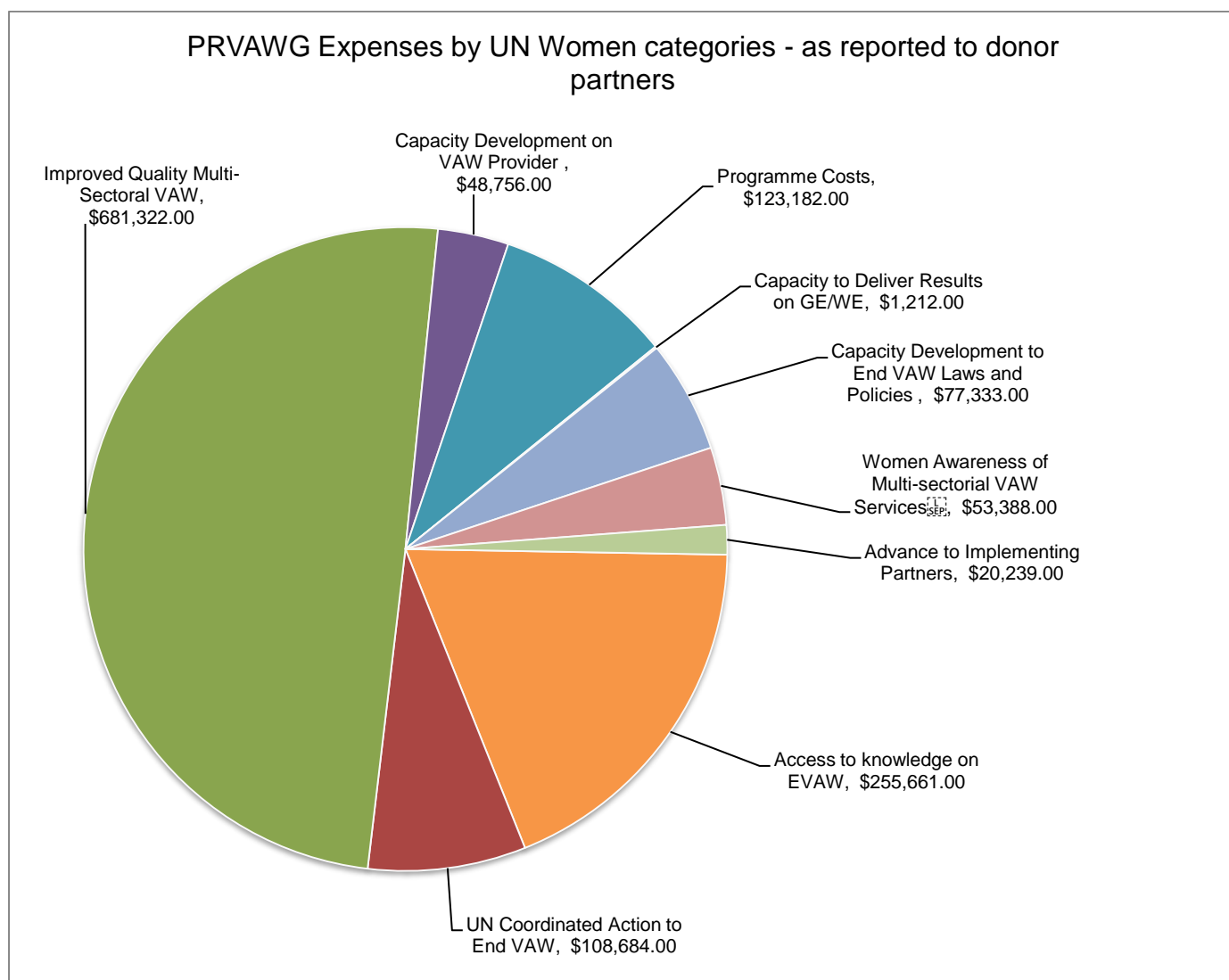
Findings related to efficiency include consideration of:

- The extent that the programme was delivered to meet individuals' and country needs in time and to a good quality standard
- Factors that enhanced and constrained efficient implementation
- the extent that resources and capacity were sufficient to achieve results
- How arrangements with partners supported and challenged programme efficiency

6.2 Efficiency of programme delivery

The programme used its available resources to provide valuable support to EVAWG in Ethiopia, and overall, implementation was well managed, and funds delivered outputs and contributed to progress on outcomes. The intended programme activities and results were ambitious given the size of funding package and the team, comprised of three Ethiopian staff - a Programme Specialist (NOC), a Programme Officer (SB4), and a Programme Assistant (UN Volunteer). Despite this, the planned outputs were mostly achieved and the programme made progress towards its intended outcomes.

Available financial data on programme expenditure does not enable robust assessment of the costs of activities and approaches in each outcome area. UN Women's financial management and reporting system does not track spending on specific activities within each output and outcome area, preventing tracking or comparison of the value and costs associated with different approaches, and their results. The structure of the system requires programme staff to apply codes determined by different programme activities to global expense categories, e.g., any activity related to 'Capacity Development of VAW Providers' was coded accordingly, and not aligned directly to programme outputs or outcome areas. The graphic below represents an aggregation of the expenditure categories as reported by the programme to its donors, compiled through its financial reports.



6.3 Factors that enhanced and constrained efficiency

The programme team provided continuous oversight and support to its partners, including training on project and financial management. Implementing partners reported the perception that they were well supported and relationships with the UN Women programme staff enabled candid communication and engagement that facilitated effectiveness. The programme provided training in its financial reporting systems to ensure accurate records and accounting.

“They (UN Women programme staff) come to talk and support. (They) review the financial reports before sending them to the final donor. They build the capacity of staff. If you have new staff, you can be sure they will be supportive...I don’t feel like I’m communicating with the donor.” National stakeholder

The programme’s implementing partners and sites, activities, and resourcing were fragmented, which impacted on the programme’s efficiency and reduced the likelihood that activities might achieve synergy. The programme supported a range of small and medium sized investments through seven main implementing partners including the EHRC, MoWCA, BoJ in Amhara, AWSAD, EOC, Dire Dawa, and FAG. Other stakeholders included partners in Dire Dawa and Oromia, including BoWCA, the CSA and members of the national

coordinating bodies, and civil society. Implementing partners, including national and local governments and civil society organizations, were in areas selected based on the prevalence of violence, and according to government determined priorities. Efforts to reform Family law in Somali, for example, could have been more effective if capacity building support to religious leaders, similar to the approaches used with the EOC in Amhara, had been delivered in Somali region. Efforts and inputs in Dire Dawa to build a VAWG related management information system might have informed work in Oromia with multi-sectoral service providers.

Management of the diverse relationships with both implementing and development partners, including UN sister agencies, put considerable demands on the team's capacity and impacted on overall efficiency. The Programme Specialist was not present in the office for about 7 months of the programme period, a factor that may have contributed to the stretched capacity of the team and impacted on its ability to complete all planned activities. The capacity of the team also limited it from operating strategically in some situations.

Ensuring quality data from implementing partners, with their varying levels of institutional capacity, was time consuming and often ineffectual. The programme is funded by and reports to three different donors, in addition to several internal corporate reporting lines and models, and different timeframes and requirements. A pooled fund that resources strategic programme needs and outcomes, rather than individual budget lines committed to specific services or geographical areas, and investment in harmonizing reporting systems for all partners, would significantly enhance efficiency.

The administrative and operational requirements of the programme, with activities that are largely un-linked and uneven in size and scale, demanded significant time and resource from the staff, and constrained spaces and opportunities to act strategically. The number of implementing partners, disparate activities, weak monitoring systems, and low capacity of some implementing partners limited the programme's ability to focus on transformational change and building on gains. More streamlined systems, coherent programming across the country, and more scope and capacity to focus on high level brokering, linking and monitoring work would have enabled greater impact.

"There has been a bit of a gap, this has been grant administration. There were obvious things that could have been helped, to do spin-offs or multipliers, but the (UN Women) colleagues didn't seem to help that." International stakeholder

The Charities & Societies Act impacted on efficiency by constraining partnership selections, approaches and modes of delivery. Although many partners were well positioned to take up UN Women's contributions and scale them up to achieve strong results, in some instances, implementing partners did not offer a clear comparative advantage or added value due to their capacity limitations or programme priorities, particularly work on human rights and advocacy. The programme supported some of the partners with capacity development, i.e., reporting, communications, etc., that while critical for partners to deliver the programme effectively, and highly valued, were not necessarily UN Women's comparative advantage.

"Working with government, you need their support to move, especially at the regional level." National stakeholder

Weaknesses in national VAWG platforms and coordination mechanisms, and strategic leadership for addressing all forms of violence against women, had an impact on efficiency. Coherent, coordinated action on all forms of VAWG was constrained by the lack of

a current national VAWG strategy and implementation plan (the previous Plan expired in 2013). Without an overarching plan to encompass and steer all partners toward a shared agenda on preventing and responding to all forms of VAWG, including addressing violence supportive norms and drivers, there is a risk that programme support will continue to be delivered as a collection of unlinked - and sometimes competing - projects, reducing the efficiency of UN Women's (and others') investments.

The programme could have done more to map and build on the links between its initiatives and the work of other partners engaged in VAWG prevention and response, in particular, the UN sister agencies that invest in the same implementing partners. Such mapping could have improved efficiency by identifying ways activities were complementary to leverage the contributions of all stakeholders. Some stakeholders also noted that there is less attention to intimate partner and domestic violence, compared to other forms of VAWG, such as FGM, early marriage and HTPs, and that strategic focus and operational approaches, and resources, may be divided, further impacting on an efficient, streamlined response.

"The gap in this country is huge. Everyone should be working on this. We are missing convergence." International stakeholder

6.4 Conclusions on Efficiency

- 1 The programme used its available resources to provide valuable support to EVAWG in Ethiopia, and overall, implementation was considered to be well managed, and funds delivered outputs and contributed to progress on outcomes. Detailed data on expenditure and the programme's financial system does not enable granularity in monitoring activity operating costs or a robust assessment of the cost effectiveness of approaches in each outcome area, which may have contributed to inefficiencies in implementation.
- 2 The programme team provided continuous oversight and support to its partners, including training on project and financial management, which facilitated efficient delivery.
- 3 The programme's implementing partners and sites, activities, and resourcing were fragmented, which decreased efficiency and reduced the likelihood that activities might achieve synergy. Management of the diverse relationships with both implementing and development partners put significant demands on the team's capacity and impacted on overall efficiency. The administrative and operational requirements of programme activities that were largely not linked and uneven in size and scale demanded staff time and resource, and constrained spaces and opportunities to act strategically.
- 4 The Charities & Societies Act impacted on efficiency by constraining partnership selections, approaches and modes of delivery.
- 5 Weaknesses in national VAWG platforms and mechanisms, and strategic leadership for addressing all forms of violence against women, had an impact on efficiency. The programme could have done more to map and build on the links between its initiatives and the work of other partners engaged in VAWG prevention and response, in particular, the UN sister agencies that invest in the same implementing partners.

7.1 Findings on Sustainability

Findings related to sustainability include consideration of:

- The extent that programme benefits are likely to be sustainable
- The extent that stakeholders own and can sustain programme benefits
- Factors that constrained and enhanced programme sustainability

7.2 Extent that programme benefits are likely to be sustainable

Many of the programme's interventions, including support to shelters, are aligned with stated government priorities such as the GTP II, which enhances the prospect of sustainability. While the programme plan did not explicitly elaborate sustainability goals or exit strategies, interventions such as support to building and institutionalizing the VAWG evidence base, the training of trainers approach, some development of capacity building tools, and support to the establishment of the Network of Shelters were implemented with sustainability in mind.

"It is already within the GTP II, within the strategy, Constitution etc., so it will sustain with or without UN Women." National stakeholder

Enhanced evidence for policymaking, programming and advocacy

The programme made important contributions to expanding the evidence base on VAWG in Ethiopia through support to the VAWG baseline study in Dire Dawa, the Shelter Assessment, and the 2016 EDHS VAW module. The VAW module is now part of the regular data collection of the EDHS, ensuring a sustainable mechanism for generating VAW prevalence data. Some efforts were made to expand utilization of data through publication and dissemination workshops, but there is room to increase the accessibility to different audiences, including through ensuring it is available in a variety of ways and formats, and by actively supporting the use of the data in awareness raising, programme development, and policy making.

Despite slow progress, there are indications that support provided to the Ethiopian Human Rights Commission (EHRC) will be sustainable, as the Commission reported integrating programme related activities in its internal work plans, although these have not yet been resourced. The programme's provision of core funding to AWSAD enabled stability, reinforced through support to building its institutional capacity, and it has been able to advocate to government for increased support to shelters, including for land allocation.

Capacity development and community mobilization

The sustainability of some programme benefits is linked to the capacity and sustainability of partner organisations and individuals/champions who lead efforts, which the programme contributed to but does not directly control. The vulnerability of civil society organisations, linked to their ability to access and maintain funds, influences the potential that programme investments and benefits will be sustained. High staff turn-over in partner organizations both at federal and regional level could challenge the effects of some aspects of the programme.

Most programme partners work with or support providers of VAWG services and community mobilization. In addition to management skills, some specific VAWG competencies are important to protect and sustain programme benefits, including the ability to analyse and understand women's experiences from a gender and human rights perspective, capabilities in counseling and advocacy, and non-judgmental attitudes.

Some key champions for VAWG work engaged in the programme are at significant risk of professional burnout. A support and mentoring scheme, and active engagement in the professional growth and self-care of key members of the VAWG workforce, is critical to the sustainability of the programme's capacity building investments and benefits.

Capacity building and collaboration with government stakeholders and systems has enhanced sustainability. The programme's investment in knowledge and skills training to VAWG actors with well established networks and dissemination channels, including police trainees, the Women's Development Group and faith leaders, is a model that is likely to continue to provide benefits. The tools, including manuals, may remain useful references but they should be reviewed to ensure their use as a community resource is appropriate.

Through quarterly programme coordination meetings, AWSAD established good relationships with regional government partners, and has also advocated with government leadership in Adama and Oromia to encourage support for the needs of women and girls, particularly through allocation of land for construction of a new shelter. Stakeholders indicated that while there is growing recognition of the need for safe houses, political changes have resulted in delays.

The safe houses are fully reliant on donors for all operational costs, and it is unlikely that, apart from donor and/or government support, these could generate revenue to sustain operations. While the importance of safe houses, and other programme activities, is recognised, work is needed to develop a sustainability strategy and plans.

"What remains is the idea for the need of the safe house. We have introduced the need for it - as long as there is GBV, there are survivors." National stakeholder

"There should be government led service providers - that's why the justice and police are coming together to provide services. AWSAD works with government on the ground to make it sustainable" National stakeholder

Further investment in the Shelter Network could promote long-term sustainability. A more formalised framework, and clearer articulation of the goals and activities needed to progress and achieve shared strategic directions is vital to the sustainability of any further investments in support. Stakeholders indicated that recruiting a dedicated Network coordinator could support delivery of more sustainable processes and outcomes.

The current lack of national standards for VAWG essential services weakens the sustainability of work to build capacity for appropriate VAWG services. In order to strengthen survivor-responsive services and coordination, and facilitate access, ensure ethical practices, and protect the safety and rights of survivors, government, civil society organisations and donors need to develop standards, based on global evidence and best practices, and accompanied by a robust monitoring framework and system, that reflects context appropriate approaches to preventing and responding VAWG.

There are examples of national and regional collaborative mechanisms that could be revived and strengthened for more sustainable outcomes. UN Women has made targeted efforts to support the National Coordinating Body on VAWG, which has been inactive in recent years, with representatives from other key national agencies and partners. The Body has the mandate to lead national planning on the elimination of Violence Against Women and Children, and should be supported in this, and in establishing various national standards and service protocols for survivors.

These and platforms at all levels of the programme's operations represent promising opportunities to ensure a rights-based, gender transformative basis for VAWG work forms the foundation of national and regional level policy and programmes, a priority to ensure UN Women contributes to enduring, high level outcomes.

7.3 Stakeholder ownership and capacity to sustain programme benefits

Consideration of the extent that programme sustainability can be achieved within a three-year timeframe must be realistic. Implementing partners are at different levels of maturity and capacity, have differing levels of resources invested, and vary in the extent that VAWG work is part of their 'core business', which impacts on the degree that there is ownership of programme processes and benefits.

For government partners, uptake and the ability to sustain programme benefits is dependent on how well initiatives, including resources, are integrated or accessible in existing systems. For the Amhara BoJ, for example, while knowledge and collaboration was meaningful to stakeholders, there is no institutional mechanism or resource to ensure further implementation or delivery, as intended. More efforts to institutionalize interventions through development of standardized SOPs, operations guidelines, etc. for service providers, would also increase sustainability. At the inception stage, there is a need for greater investment in developing strategies and safeguards, and ensuring these are resourced, to promote sustainability.

7.4 Conclusions on Sustainability

- 1 Alignment with government policy documents and systems, and investment in knowledge and skills training to VAWG actors with well-established networks and dissemination channels, including police trainees, the Women's Development Group and faith leaders, is a model that shows promise in delivering lasting benefits. Uptake and the ability to sustain programme benefits is dependent on how well initiatives are integrated or accessible in existing systems, and resources are committed to support them.
- 2 The programme contributed to sustainability through expanding the evidence base on VAWG in Ethiopia through supporting various studies, and in particular, a mechanism for generating VAWG data through the EDHS.
- 3 Core funding for some partners provided critical institutional stability, reinforced through support to institutional capacity, which along with strong partnerships, enabled greater ability in advocating for increased government support for shelters.
- 4 Active engagement in the professional growth and self-care of key members of the VAWG workforce is critical to the sustainability of the programme's capacity building investments and benefits.
- 5 Further investment in the Shelter Network and other collaborative mechanisms is important for longer-term sustainability of programme benefits, including to support the development of national standards for VAWG essential services. The absence of these weakens the sustainability of work to build capacity for appropriate services.

LESSONS LEARNED

The following are key lessons learned in relation to the relevance, effectiveness, efficiency and sustainability of the PRVAWG programme.

8.1 Lessons Learned

- Initiatives to support legislative reform require a clear and agreed approach and well developed theory of change to address the challenges and gaps. Technical support based on global evidence for reforming family law in similar cultural and political environments would be helpful, and engaging women's organizations is critical, including as catalysts for action.
- Strategic guidance, technical expertise, and consistent advocacy were helpful in establishing a VAWG evidence base, and can be mobilized to support partners to build on gains.
- There are windows to enhance visibility on sensitive issues, and the EDHS VAW module data provided an entry point to actively address and discuss the silence around spousal violence/IPV, and communicate key messages.
- Various types of technical assistance are needed when supporting VAWG initiatives. The Dire Dawa database was not wholly fit-for-purpose and there have been lags in getting it operational. While generalized IT support was procured through Dire Dawa University, expertise specific to VAWG data management systems could have been more effective.
- A focus on institutional capacity building, and a framework that systematically monitors progress in justice institutions' capacity to respond to VAWG would extend and build on investments in individuals.
- There is demand for technical support on gaps in GBV legislation.
- Challenging norms supportive of violence and gender inequality requires a high level of competency, skill and individual commitment.
- Women's Development Groups' are a promising approach to responding to VAWG at the community level.
- Investment in strengthening coordination mechanisms through support to the development of SoPs, protocols, codes of conduct, formal provider networks, case management guidelines, and other tools is important.
- Using the Essential Services Package as a basis for developing counselling, case management systems, legal aid, reintegration, human and financial resources, referrals and community outreach work is an effective guiding framework.
- The Shelter Network is a promising mechanism for advocating for legislative reform, and contributing to the development of policies and practices aimed at safeguarding women and protecting their rights.

RECOMMENDATIONS

The evaluation recommends that **UN Women**:

- 1 Support the revitalization and capacity building of the *National Coordinating Body on Prevention and Response to Violence Against Women and Girls*, including assistance in articulating the Body's role and accountabilities in coordinating national policies and plans for addressing all forms VAWG, and its human and financial resourcing requirements. Provide technical assistance towards the development of standards that reflect context appropriate and globally recognised approaches to preventing and responding VAWG, and a robust monitoring framework and system.
- 2 In collaboration with UN sister agencies, take a leadership role in undertaking a joint mapping and analysis process to detail the UN's specific work on EVAWG in Ethiopia, at all levels. Consider establishing an informal working group at programme and practitioner level to ensure ongoing programming coherence and synergy.
- 3 Provide high-level technical support towards a robust and detailed analysis of the 2016 EDHS VAW data, particularly related to intimate partner violence, and develop strategic approaches for using the data to ensure it informs policy and planning.
- 4 In partnership with the CSA and other stakeholders, prepare for the next generation EDHS (2021), including by training VAW data experts in collection, implementation and interpretation of VAW prevalence data. Consider developing a specific curriculum based on globally recognized VAW prevalence survey methodologies.
- 5 Invest in the development of the Network of Shelters to become a recognised leader in contributing to policy development, standard setting and good practices in VAWG essential services. Provide technical assistance to refine the Network's Terms of Reference and develop Strategic and Operational Plans. The Plans should outline goals, milestones, key partnerships, roles, responsibilities, requirements and benefits of members, functions of a Secretariat, human and financial resourcing requirements, and strategies for engagement throughout the country.
- 6 Support the development of policies and protocols elaborating the responsibilities and powers of justice sector organizations in responding to VAWG; coordination strategies; monitoring and reporting procedures; and other accountability mechanisms. Consider including health sector institutions along with justice sector support, especially actors responsible for forensic evidence collection and medical documentation of GBV related injuries, to ensure harmonized practice.
- 7 Support a comprehensive assessment of the legal and policy framework on VAWG. The assessment should review gaps, in accordance with international human rights standards and from a gender perspective, in the national criminal, civil, and family law framework related to VAWG, with a specific focus on areas in need of reform to enhance prevention, protection, prosecution, adjudication and provision of remedies. The Review should build on and extend the 'Multi-Sectoral Assessment of the Role of the Justice Sector in Addressing GBV', and findings contribute to the development of a National Policy and Strategy on VAWG.
- 8 Deepen relationships with legal aid providers and enhance justice sector support to survivors by increasing understanding of laws, rules and procedures of courts among

shelter staff, community members and survivors. This could be achieved through developing targeted and standardized learning programmes and associated tools, tailored for each audience.

- 9 Provide support to ensure counseling practice is based on a set of agreed principles and standards, that counselors are equipped basic and appropriate techniques for working with survivors, and that professional supervision is in place to monitor counselors' self-care and professional competence, and ensure ethical and safe practice. Consider a comprehensive assessment of counseling services for VAWG survivors in Ethiopia.
- 10 In cooperation with relevant national and regional governments and civil society, define and establish a VAWG Workforce Competency Framework, aligned with global standards and best practice, that outlines the core elements and competencies needed by service providers in responding to survivors. In partnership with government, develop a capacity building strategy, based on the framework, designed to systematically train frontline VAWG workers, with appropriate methods and tools that are harmonized across agencies and sectors. The strategy should include opportunities and mechanisms for refresher training, and disseminating information, resources and evidence-based tools.
- 11 Increase and improve partnerships with the police, BOJs, MoWCA, BoWCAs and other partners to determine and strengthen sustainable approaches to timely communication, systematic coordination of services, and more effective referral pathways and mechanisms between the justice sector and other providers.

The evaluation recommends that **donor partners**:

- 12 Consider and discuss options for combining VAWG programme funds and harmonizing reporting systems

Annex 1: EVALUATION PARTICIPANTS

First Name	Last Name	Position	Organisation	Interview/ Focus group
Eshetu	Alene	Human Rights Directorate, Director	BoJ, Amhara Region	
Gedamu	Abatu	Criminal Registrar/Legal Officer	Supreme Court	
Sileshi	Tadesse	Director, Women's Mobilization	MoWCA	
Inku	Asnake	Children Youth And Cross Cutting Issues	Office of Attorney General	
Tafesse	Haile	Education Division Head	Ethiopian Orthodox Church (EOC)	
Gashawebeza		Officer	Ethiopian Orthodox Church (EOC)	
Maria	Munir	Executive Director	AWSAD	
Mahlet	H/Mariam		OPRIFS	
Rahel	Ambaye	Director	MCRC	
Karin	Heissler	Chief, Child Protection	UNICEF	
Luwam	Zenebe	Program Officer, EVAW	UN Women	
Yelfigne	Abegaz	National Program Coordinator	UN Women	
Ana	Parini	Deputy Director	UN Women	
Etsehiwot	Eguale	Program Associate	UN Women	
Bethlehem	Kebede	Gender and Human Rights Specialist	UNFPA	
Bizuwork	Ketete	Irish Aid	Senior Government Manager	
Tierney	Niall	Irish Aid	Deputy Head Of Development	
Shalom	Aklilu	Program Officer	Royal Danish Embassy	
Kim	Schultz Petersen		Royal Danish Embassy	
Wongel	Tesfaye	Chief Sergeant, Women and	One-Stop Center	

		Children Investigation Unit, Dire Dawa		
Muluka	Momhammed	Bureau Head	BoWCA, Dire Dawa	
Elsabeth	Nega	Team Leader	BoWCA, Dire Dawa	
Yamrot	Kassahune	Counsellor and Acting Coordinator	Dire Dawa Rehabilitation Center	
Etsehiwot	Sereke	Officer	Ethiopian Human Rights Commission (EHRC)	
Asalfew	Abera	EDHS Project Director	CSA	
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Kehali	Bekalu	Priest	Debre Markos	
Yohannes	Tameru	Cardinal	Debre Markos	
Weseneyelesh	Yadesa	Church member	Debre Markos	
leul	Bezuallem	Priest	Debre Markos	
Leke berhanate Tesfa	Bayeu	Priest	Debre Markos	
Aba Berhane Meskele	Fetene	Priest	Debre Markos	
Asnakech	G/hana	Sunday school	Debre Markos	
Selam	Fiseha	Sunday school	Debre Markos	
Tachswut	Endaykefan	Sunday school	Debre Markos	
Yihun	Mengistu	Sunday school	Debre Markos	
col. Etalem	Ketema	Police	Adama	
Mekedes	Kasa	Public prosecutor	Adama	
Sarah	Gemechu	Public prosecutor	Adama	
Refissa	Edissa		Adama/WCAP	
Ferehiwot	Dinzetu	Student	Batu/Zeway	
Zanabech	Barriso	Student	Batu/Zeway	
Safitao	Amaon	Student	Batu/Zeway	
Misraa	Jomool	Student	Batu/Zeway	
Haataatoo	Sueldd	Student	Batu/Zeway	
Asha	Tibbeso	Student	Batu/Zeway	
TelibaJimo	Ehiland	Expert	Batu//BoWCA	
Foziya	Ibrahim	Expert	Batu//BoWCA	
Sentayhu	Botala	Police	Batu	
Medhanit	Debre	P/prosecutor	Batu	
Aster	Abdisa	Capacity building	Ormia AWSAD/Adama	
Eyerusalem	Mamo	Nurse	Oromia AWSAD	
Mergitu	Sadirak	House mother	Oromia AWSAD	

Tebiso	Woya	Community member	01 Kebele/Batu	
Tashita	Moko	Community member	03 Kebele/Batu	
Sunte	Ayano	Community member	03 Kebele/Batu	
Dase	Dayo	Community member	01 Kebele/Batu	

Annex 2: EVALUATION PLAN

Final Evaluation of the Preventing and Responding to VAWG In Ethiopia Programme

Evaluation Plan (Inception Report)

Margot Szamier and Meron Genene

23 April 2018

Acronyms

DAC	Development Assistance Committee
ECO	Ethiopia Country Office
ERG	Evaluation Reference Group
OECD	Organisation for Economic Cooperation and Development
PRVAWG	Preventing and Responding to Violence against Women programme
REA	Rapid Evaluability Assessment
ToR	Terms of Reference
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
VAWG	Violence against Women and Girls

1. Evaluation Plan

This Evaluation Plan (Inception Report) for the *Preventing and Responding to VAWG In Ethiopia Programme* outlines:

- Programme background and context
 - Purpose, scope, objectives and questions for the evaluation
 - An outcomes framework/intended programme results for the evaluation
 - Stakeholders participating in the evaluation
 - Methods and data sources to inform the evaluation
 - Analysis and reporting framework
 - Risks, limitations and ethical considerations
 - Evaluation team and timing
 - Evaluation tools
2. The Evaluation Plan has been developed from the Terms of Reference (ToR) for the evaluation, a desk review of key programme documents, and briefing meetings with the UN Women ECO staff in Addis Ababa.

2. Preventing and Responding to VAWG in Ethiopia Programme

2.1 Context

Violence against Women and Girls (VAWG) is one of the most systematic, widespread human rights violations faced globally. It occurs on a systematic basis and it may occur against any woman or girl, regardless of her country of origin, age, or socio-economic status. VAWG is increasingly recognized as a threat to democracy, a barrier to lasting peace, a burden on national economies, an impediment to sustainable development and an appalling human rights violation. The root causes of VAWG are gender inequality and related social norms that perpetuate unequal power relations between men and women.

The Government of Ethiopia (GoE) has created a conducive legal and policy environment to promote the rights of women and girls. The Constitution of the Federal Democratic Republic of Ethiopia (FDRE), adopted in 1995, establishes the equal rights of women and men across economic, social and political spheres. In line with the Constitution, Ethiopia has ratified/signed major international and continental instruments that promote and protect women's rights. Ethiopia has also taken actions in addressing challenges in tackling VAWG in its legal framework with the adoption of the Revised Family Law (2000) and the Revised Criminal Code (2005).

VAWG remains highly prevalent in Ethiopia. According to the 2016 Ethiopian Demographic and Health Survey (EDHS) report, nearly one-quarter (23%) of women have ever experienced physical violence while one in ten women (10%) have ever experienced sexual violence. More than one-third (34%) of ever-married women have experienced spousal violence, including physical or sexual or emotional violence. Female genital mutilation/cutting (FGM/C), early marriage, and abduction are prevalent practices.

2.2 Background

The UN Women Ethiopia Country Office (ECO) launched a three-year programme (2015-2017), "Preventing and Responding to Violence against Women and Girls (VAWG) in Ethiopia", designed to support a range of international, national and UN priorities and commitments to gender equality and to contribute to the goal of women and girls living a life free of violence. The programme has a total budget of USD 2,999,627 and was implemented in Federal, Somali, Afar, Oromia, Amhara, Dire Dawa and SNNPR regions of Ethiopia.

The programme document included a basic theory of change in the form of a basic graphic, however, it does not provide a robust underpinning to be used as a framing, analytical instrument to trace the path of change, including underlying assumptions, toward the programme's intended outcomes.

2.3 Programme goals and objectives

The overall **goal** of the project is to:

Provide access to justice and protection services to women and girls who are survivors of violence, and to prevent VAWG

The programme was aimed at achieving the following outcomes:

(1) Federal and regional normative frameworks and enforcement mechanisms to prevent and respond to VAWG are developed and implemented in line with international human rights standards;

(2) Protective services that provide immediate and comprehensive care are available for women and girls survivors of violence; and

(3) Women and girls enjoy greater freedoms and rights within their communities.

The programme employed a range of strategies to make progress toward the outcomes, including;

- data collection and analysis
- knowledge generation and policy advocacy
- partner capacity development
- community mobilization
- multi-sectoral coordination

Programme activities included supporting skills enhancement for judicial and law enforcement personnel; providing survivor-focused services for women and girls; and supporting initiatives to change discriminatory attitudes and behaviours in communities, among others.

3. Evaluation Purpose, Scope and Principles

3.1 Evaluation purpose

UN Women, with its collaborating development partners, has commissioned an Independent Evaluation of the *Preventing and Responding to VAWG In Ethiopia Programme*. The evaluation will fulfill the accountability requirements outlined in the Programme Document and agreements with donors, and promote institutional learning.

The **purpose** of the evaluation is to;

- provide an overall assessment of the programme's performance;
- provide evidence of the programme's relevance, effectiveness, efficiency, and sustainability, which will be used to shape decisions about future VAWG prevention and response programming and support;
- document lessons learned, and make recommendations to enhance subsequent EAWG programming, management and coordination.

The evaluation's findings will be used to:

- Inform decision-making on how to position future support to prevent and respond to VAWG (recognising that the evaluation findings will be only one source of information that will be used to determine funding decisions);
- Share lessons learned and good practices with the Government of Ethiopia, UN agencies and other development partners, and civil society partners.

3.2 Evaluation scope

The evaluation will focus on the recent programme period, from January 2015 to December 2017, and will make an appraisal of progress toward achievement of the three programme outcomes.

The evaluation will address the following Organisation for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) evaluative criteria: relevance, effectiveness, efficiency, and sustainability.

3.3 Guiding evaluation principles

The evaluators will be guided by the following commitments and principles in planning and undertaking the evaluation:

- Gender equality and the promotion of women's rights
- Seeking to understand contextual power and gender relations, and efforts to empower women and disadvantaged groups
- Respect for human rights
- Working in partnership with stakeholders
- Ensuring transparency, and an inclusive and participatory process
- Respecting and ensuring national ownership and leadership
- Respecting evaluation participants and doing no harm to others

- Selecting methods appropriate to the values and beliefs of all cultural groups
- Ensuring integrity, independence and the provision of reliable, credible and accurate information.
- Ensuring personal and professional integrity and abiding by the UNEG ethical guidelines for evaluation and the UNEG code of conduct for evaluation

Principles informing the evaluation of VAWG programmes

The evaluators have also adopted a set of principles derived from the evidence base that informs best practice in all phases of VAWG programming, including evaluations. These are recognised in service delivery of VAWG programmes and in the monitoring and evaluation of VAWG programmes.³⁰ They are:

- Violence against women is a fundamental breach of women and girl's human rights
- Violence against women is largely perpetrated by males, predominantly known to women and girls, and is caused by gender inequality, adherence to rigid gender stereotypes and violence-supportive social norms
- The safety of women and girls is a paramount consideration in design, delivery and evaluation of all VAWG programmes. VAWG programmes and evaluations should do no harm and undertake ongoing risk assessment of possible harm
- The confidentiality and privacy of women and girls must be maintained
- Perpetrators must be held accountable for their behaviour, particularly through justice and police pathways, and programmes must not excuse or collude with violence-supportive or violence-excusing attitudes or behaviours
- The empowerment of women and girls must underpin all VAWG programmes
- Response and prevention programmes must be women-centred, rights-based and gender-transformative
- Response and prevention programmes must be accessible to all women and girls experiencing violence
- VAWG programmes must be ethical, holistic, integrated and coordinated
- VAWG programmes, and work with survivors, must be provided by skilled and trained staff who receive adequate support, supervision and ongoing training
- VAWG programmes and evaluations must be continually informed by the emerging global evidence base on EVAWG

³⁰ These principles are found in VAWG evidence and standards documentation such as <http://www.unwomen.org/~media/headquarters/attachments/sections/library/publications/2014/brief-essential%20services-web.pdf>.

4. Rapid Evaluability Assessment

4.1 Background and Approach

The ToR for the final evaluation of the UN Women PRVAWG in Ethiopia required a desk-based Rapid Evaluability Assessment (REA) as part of the evaluation's preparatory phase, to be included in the Evaluation Plan/Inception Report. In the inception briefing, UN Women advised that the REA would not be used for decision support on whether to proceed with the PRVAWG evaluation, but to inform the design by identifying constraints in implementing the evaluation.

The evaluation team then used the REA as a process to clarify evaluation questions, determine evaluation approaches, and establish the availability of data. The REA did not consider budget requirements or implications, or the timing of the evaluation, which were pre-established in the ToR.

The REA used an adapted evaluability assessment tool, derived from guidance documents and a literature synthesis report.³¹ Based on a review of the PRVAWG documents and the inception briefing with UN Women management and programme staff, the evaluators briefly analysed evaluability issues related to programme design (clarity, coherence, feasibility and relevance); availability of information (content and systems for making data available); and institutional context (stakeholders' views and resources available), outlined in the matrix below.

³¹ Davies, R., 2013. *Planning Evaluability Assessments: A Synthesis of the Literature with Recommendations*. Report of a Study Commissioned by the Department for International Development. https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/248656/wp40-planning-eval-assessments.pdf

		Programme Design Issues
Clarity	Are the long-term impact and outcomes clearly identified and are the proposed steps towards achieving these clearly defined?	<ul style="list-style-type: none"> The long term impact and specific outcomes are clearly identified in the project document. The steps (activities) towards achieving the stated outcomes are also outlined.
Relevant	Is the project objective clearly relevant to the needs of the target group, as identified by any form of situation analysis, baseline study, or other evidence?	<ul style="list-style-type: none"> The situation and context analysis outlined in the Project Document provides evidence and a rationale to support the programme's objectives and strategies to meet the needs of the target groups. Beneficiary groups are broadly (not specifically) identified in the programme document. UN Women, in some cases with the support of donor partners, subsequently identified specific beneficiaries and established partnerships, with a range of institutions.
Plausible	Is the intended beneficiary group clearly identified?	
	Is there a continuous causal chain, connecting the intervening agency with the final impact of concern?	<ul style="list-style-type: none"> The theory of change outlines a some links between inputs and outcomes, but the explicit causal chain is weak There is likelihood that some of the project objectives could be achieved within the project life span
	Is it likely that the project objective could be achieved, given the planned interventions, within the project lifespan?	
Validity and reliability	Are there <i>valid</i> indicators for each expected level (output, outcome and impact)?	<ul style="list-style-type: none"> Most of the indicators, particularly at the impact level, are ambitious and not measurable within the timeframe and budget. Evaluators, in partnership with programme managers, may consider developing alternative approaches to assessing progress
Contextualised	Have assumptions about the roles of other actors outside the project been made explicit	<ul style="list-style-type: none"> The assumptions about and the role of other actors have not been clearly articulated or made explicit in the results framework, except for Outcome 1. No practical plans have also been in place to monitor these assumptions.

Consistent	(both enablers and constrainers)?	
	Are there plausible plans to monitor these in any practicable way?	
Agreement	Is there consistency in the way the Theory of Change is described across various project multiple documents (design, M&E plans, work plans, progress reports, etc.)	<ul style="list-style-type: none"> The Theory of Change is not routinely described in programme documents outside the Programme Document. References to aspects of the ToC are occasionally used.
	<p>To what extent are different stakeholders holding different views about the project objectives and how they will be achieved?</p> <p>How visible are the views of stakeholders who might be expected to have different views?</p>	<ul style="list-style-type: none"> There is likely to be significant diversity in stakeholder views about the project objectives, including those of international/national/local stakeholders

Availability of Information	
Available documents	<p>Project proposals, Progress Reports, Evaluations, Commissioned studies</p> <ul style="list-style-type: none"> Project proposals, reports, mission reports, evaluations, and studies are largely available, however, there is an indication that implementing partners have not included some documents for review.
Baseline measures	<p>If baseline data is not available, are there plans for when baseline data will be collected?</p> <ul style="list-style-type: none"> There is no baseline survey data available for this programme. The baseline information is in the form of national or subnational statistic, some of which are gender and age disaggregated.

	<p>If baseline data exists in the form of survey data, is the raw data available, or just selected items? Is the</p> <p>If baseline data is in the form of national or subnational statistics, how disaggregated is the data?</p>	
Data collection for all indicators	<p>Is data collected with sufficient frequency?</p> <p>Is there significant missing data?</p>	<p>The program document indicates development of a Performance Monitoring Framework including establishment of indicators for monitoring purposes. The evaluators did not review a monitoring framework among the documents provided. There have been regular monitoring visits according to the monitoring reports.</p>
Data availability	<p>Are the intended and actual beneficiaries identifiable?</p> <p>Is there a record of who was involved in what project activities and when?</p>	<p>Though the intended beneficiaries are not explicitly identified in the programme document, identification of intended and actual beneficiaries is possible from reports and the programme document. A record of participation is not collated or compiled, but sufficient data may be available in reports.</p>
Gender and age disaggregated data availability	<p>In a baseline?</p> <p>For each of the indicators during project intervention?</p>	<p>Outcome and output indicators are not gender and sex disaggregated, but sex and gender disaggregated data are available in the context and situation analysis of the program document.</p>
Capacity of M&E systems	<p>Are M&E responsibilities, sources and periodicities defined and appropriate?</p> <p>Is there sufficient budget?</p>	<p>There is a budget assigned for M&E as indicated in the MERP, monitoring plan. The periodicities of monitoring plans are also defined in UN Women MERP.</p>

	<p>Are there physical, security, weather,</p>	<ul style="list-style-type: none"> In February 2018, the government in Ethiopia declared a State of Emergency affecting the whole country. Political
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<p>Accessibility to and availability of stakeholders</p>	<p>or other constraints and risks?</p>	<p>unrest, including in the Amhara and Oromia regions where the PRVAWG programme has been implemented, may constrain travel and stakeholder accessibility.</p> <ul style="list-style-type: none"> Weather is not expected to significantly constrain access to stakeholders. UN Women has planned the evaluation (including field work) to take place during a period prior to the rainy season.
	<p>Are staff and key stakeholders likely to be present for the duration of the evaluation?</p> <p>Can availability be relied upon?</p>	<ul style="list-style-type: none"> Inception briefings with UN Women have not indicated any barriers to stakeholders' willingness to participate in the evaluation. UN Women has indicated they maintain strong relationships with implementing partners, donors and other stakeholders, and has assured the Evaluation Team that stakeholder availability during the evaluation can be relied upon. The UNW PRVAWG team will advise on the recruitment of evaluation participants and support logistics for the fieldwork.
<p>Available Resources</p>	<p>Time available in total and in country?</p> <p>Timing within the schedule of all other activities?</p> <p>Funding available for the relevant team and duration?</p> <p>People with the necessary skills available at this point?</p>	<ul style="list-style-type: none"> UN Women has allocated 35 days for a two-person evaluation team (an international evaluation team leader and a national evaluator), both of whom are based in Addis Ababa. Due to budget constraints and internal management decisions, the timeframe and number of available days has been fixed prior to the design of the evaluation. The UN Women Evaluation Manager has indicated sufficient time to commit to the process. The team of two evaluators are senior specialists with complementary strengths and specific areas of expertise in evaluation, gender, and VAWG, and together have the necessary skills to deliver the evaluation.
<p>Timing</p>	<p>Is there an opportunity for an evaluation to have an influence?</p> <p>Has the project accumulated enough implementation experience to enable useful lessons to be extracted?</p>	<ul style="list-style-type: none"> The evaluation is a requirement of the programme as stated in the original Programme Document and in donor agreements. Based on experience, demand and dialogue throughout programme implementation, UN Women has prepared a draft design for a second phase of the programme. The findings from the evaluation will contribute to institutional learning and may be able to influence modifications to the new programme. The programme has been implemented for three years and it is anticipated that useful lessons can be gathered.
<p>Coordination requirements</p>	<p>What forms of coordination are</p>	<ul style="list-style-type: none"> An Evaluation Reference Group comprised of 12 key government and donor partners has been established.

	<p>possible and what other government, donors, civil society organisations will be involved?</p>	<p>UN Women is the Chair of this and will ensure all evaluation deliverables are considered and endorsed.</p>
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Institutional Context

<p>Evaluation stakeholders</p>	<p>Have primary users been identified and involved in defining the evaluation process?</p>	<ul style="list-style-type: none"> The primary users (UN Women, GoE, development partners, implementing partners) of the evaluation were involved in the development of the Terms of Reference for the evaluation. Multiple users are members of the ERG, and representatives of all stakeholder groups will be invited to provide feedback on evaluation outputs and to participate in the validation workshops. UN Women will determine how the final evaluation report will be communicated and disseminated.
<p>What stakeholders want to know</p>	<p>What evaluation questions are of interest to whom? Are these realistic, given the project design and likely data availability?</p>	<ul style="list-style-type: none"> The EA/Evaluation team has not engaged with stakeholders during the Inception period. Information about stakeholder priorities for the Evaluation will likely be surfaced in the Inception Report validation workshop.
<p>Chosen process</p>	<p>What designs do stakeholders express interest in?</p>	<ul style="list-style-type: none"> UN Women is interested in using participatory methods ensuring wide, multi-stakeholder involvement.
<p>Ethical issues</p>	<p>Are they known and likely to be manageable?</p>	<ul style="list-style-type: none"> Engaging and involving some key stakeholders and beneficiaries, primarily women and girls, may pose constraints.
<p>Risks</p>	<p>What constraints will they impose? Will stakeholders be able to manage negative findings?</p>	<ul style="list-style-type: none"> There could be potential issues in managing negative findings that would be best mitigated through encouraging stakeholder engagement in the evaluation process.

5. Evaluation Objectives and Questions

5.1 Evaluation objectives

The evaluation has five key objectives:

1. To assess the *relevance* of the PRVAWG programme
2. To assess the *effectiveness* of the PRVAWG programme
3. To assess the *efficiency* of the programme in delivering outputs and outcomes
4. To assess the *sustainability* of the programme's results
5. To identify *lessons learned and good practices*, and to make *recommendations* that will improve achievement of outcomes in future programming.

5.2 Evaluation questions

Detailed questions for each of the five evaluation objectives are as follows:

1. To assess the *relevance* of the PRVAWG Programme:

- To what extent is the programme aligned to national priorities and needs, international normative gender frameworks, and UN goals?
 - Consider gender equality principles and human rights approaches
- What other initiatives to strengthen capacity to prevent and respond to VAWG are being implemented in Ethiopia, and to what extent has the programme enhanced multi-sectoral coordination?
- What is UN Women's comparative advantage in EVAWG work?

2. To assess the *effectiveness* of the PRVAWG Programme:

- To what extent have the PRVAWG outputs been achieved, and to what extent has progress been made towards achieving outcomes? Were there any unintended outcomes?
- What factors, strategies and principles have contributed to progress toward outcomes and what have been key constraints and challenges?
 - Consider implementation strategies (i.e., capacity building, evidence building, multi-sectoral coordination, partnerships, etc.); approaches (gender transformative, changing norms, innovation); principles (inclusive, participatory, rights-based); and management and operational systems (scalability, replicability)?
- To what degree did the M&E system enable the generation of robust, useful information to guide programme management and implementation?
- What factors supported and constrained the programme's approaches to addressing women and girls rights?
 - Consider political, practical, and bureaucratic issues

3. To assess the *efficiency* of the PRVAWG in delivering programme outputs and outcomes:

- Has the programme overall, and its work streams and activities, been delivered in the best possible way (i.e., in time and to a good quality standard)?
 - Consider programme structure, operational procedures, policies, etc.
- Have programme resources and capacity been sufficient to achieve intended results?
 - Consider integration of human rights and gender equality
- How have arrangements with both development and implementing partners supported and challenged programme efficiency?

4. To assess the *sustainability* of the PRVAWG results:

- To what extent do different stakeholders own the programme benefits, and how has the programme contributed to this ownership?
- To what extent are the benefits of the programme likely to be sustainable?
- What factors have constrained and enhanced programme sustainability?

5. To identify *lessons learned*, and to make recommendations

- What lessons have been learned in relation to the relevance, effectiveness, efficiency and sustainability of the PRVAWG programme?
- Based on the evidence, what conclusions can be drawn and what recommendations can be made to improve the relevance, effectiveness, efficiency, and sustainability of UN Women's efforts; inform UN Women in their work; and inform the programme's development partners in their future engagement with UN Women?

5.3 Evaluation outcomes framework

A draft outcomes framework was surfaced through reviewing core documents and briefing meetings with UN Women (see below). The framework will be tested for logic and accuracy during the implementation of the evaluation.

The framework will mainly be used to inform Objective 2 (assessing effectiveness) and the extent to which shorter-term outcomes (purple ring) have been achieved, although evidence of contributions to progress on intermediate outcomes (grey ring) may be harder to gather and appraise, given weak data and the programme's limited duration. It is expected that the evaluation will not be able to present credible evidence of progress towards the programme's goal, but may be able to highlight perceptions of trends.

Draft Outcomes Framework for the PRVAWG in Ethiopia Programme



5.4 Indicators

The indicators below, drawn from the Programme Document, have guided UN Women’s implementation of the programme, although data on each of these has not been systematically gathered.

Outcome areas	Indicators and targets
Outcome 1: Federal and regional normative frameworks and enforcement mechanisms to prevent and respond to VAWG developed and implemented in line with international human rights standards	Legislative alignment with international human rights standards # of cases of violence filed in courts with verdicts reached
Output 1.1 Somali and Afar regions enabled to adopt family laws in line with the Federal Family Code and International instrument on women’s rights	# of initiatives in Somali and Afar regions that advanced adoption of Family Law
Output 1.2 Evidence based data, information and analysis on VAWG and women’s access to justice available	# of research studies and/or analyses of Ethiopian women's access to justice, # of studies produced by the government on prevalence and incidence of VAWG across regions
Output 1.3 Multi-sectoral coordination mechanisms bringing about government and other development partners for ending VAWG strengthened	# of interventions on EVAWG initiated through UN Women supported multi-sectoral coordination mechanism # of VAWG cases referred to multi-sectoral coordination mechanisms supported by UN Women
Outcome 2: Protective services that provide immediate and comprehensive care are available for women and girls survivors of violence	# of VAWG survivors who have accessed appropriate care and services
Output 2.1 Strengthened capacity of CSOs and government in providing quality protective services to women and girls survivors of violence	# of service providers using Standard Operating Procedures
Output 2.2 Strengthened capacity of law enforcement bodies to prevent and respond to cases of VAWG in Amhara, Oromia regional states and at the federal level	# of cases referred to specialized support and protection units by police officers # of police officers, prosecutors, and judges trained in gender-sensitive service delivery to victims of violence
Output 2.3 Increased availability and use of survivor-focused protective services	# of shelters providing quality, multi-sectoral, survivor-based services for women and girls survivors of violence
Outcome 3: Women and girls enjoy greater freedoms and rights within their community	# of community pacts on ending VAWG endorsed
Output 3.1. Increased social engagement in the promotion and respect of women and girls' human rights	Level of awareness of women, girls and boys
Output 3.2. Increased capacity of traditional and religious leaders in the fight on EVAWG	# of religious and traditional leaders trained in EVAWG and on women’s rights promotion

5.5 Evaluation management

The Evaluation of PRVAWG in Ethiopia is commissioned by UN Women, who will provide primary management, coordination and logistical arrangements for the evaluation and the team, including recruitment of evaluation participants. Programme staff will advise on relevant agencies and partners to participate in the evaluation and assist with field work coordination.

A wider evaluation reference group (ERG) will guide and enhance the quality of the evaluation through peer review and provision of feedback on evaluation deliverables, endorsing the reports, and increasing participation and ownership.

The Team Leader and Evaluation Team will report to the UN Women Evaluation Manager. The Team will be able to consult with the ERG throughout the evaluation process. The Team will ensure appropriate communication and consultation with UN Women prior to delivery of critical milestones.

Roles and responsibilities of the ERG include:

- Input to the Evaluation Terms of Reference
- Development and refinement of the evaluation questions
- Comments on the Inception Report (Evaluation Plan) and draft report;
- Participation in validation meetings; and
- Quality assurance for the final draft.

The ERG is chaired by UN Women and includes the following members:

Name	Organisation	Contact
Oona Gemsch	UN Women	oona.gemsch@unwomen.org
Samerawit Berhanu	Royal Danish Embassy	samabe@um.
Mads Holm	Royal Danish Embassy	madhol@um.dk
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Bizuwork Ketete	Irish Aid	Bizuwork.Ketete@dfa.ie
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Maria Munir	Association of Women Sanctuary and Development	mariamunir2005@yahoo.com
Etsehiwot Sereke	Ethiopia Human Rights Commission	etselife2@gmail.com

Mr Gashawbeza Haile	Ethiopia Orthodox church Development and Inter Church Aid Commission	jhonhw@gmail.com
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Ellen Alem	UNICEF	ealem@unicef.org
Ms Bethlehem Kebede	UNFPA	kebede@unfpa.org

6. Evaluation Method and Data Sources

6.1 Evaluation approach

The evaluation will be undertaken using a mixed method approach, which will enable triangulation of findings and enhance reliability. The phases of the evaluation will be:

- Desk-based document review
- In-depth interviews with key informants
- Site visits and observation
- Analysis, synthesis of data into a draft evaluation report
- Final report

6.2 Data sources

Data sources for the Evaluation include a desk review, face-to-face qualitative stakeholder interviews, observations, and small group meetings.

Desk Review

Documentation reviewed includes program design documentation, monitoring reports, financial data, annual reports, evaluations, major publications, and other relevant material.

The desk review will provide information on the five evaluation objectives, and contextual information on the programme's performance, details of program outputs and outcomes, and background on the relationships with donors and implementing partners.

In-depth qualitative interviews

The Evaluation Team will undertake in-depth, semi-structured interviews with key informants and stakeholders, using a discussion guide to determine the relevance, effectiveness, efficiency and sustainability of the UN Women PRVAWG programme, to surface lessons learned, and to investigate future programming options. The interviews will be with individuals and/or pairs, and where appropriate, groups, and also gather contextual information, particularly the cultural, economic and social factors affecting women and girls who are survivors of violence, as well as gender relations more broadly. The interviews will use discussion guides to enable a free elicitation style that encourages respondents to talk in detail about particular themes.

The interviews will provide information on all evaluation objectives, with an emphasis on informing progress towards outcomes at the community, regional, and national level, effectiveness, efficiency, sustainability, and insights to inform lessons learned and future programming.

Field Observations

Visits to community and other implementation sites will provide contextual information, an understanding of constraints and opportunities, enable assessment of whether and how outputs have translated into outcomes, and provide insights about sustainability and future programming. While the observations are not expected to be comprehensive, they will provide signals of partners' understanding or practice, and can provide insight on whether support to strategies, policies and practices have been implemented and adopted.

Mini case stories

Case story examples that provide an opportunity for survivors’ voices and experiences of the programme to be anonymously included with depth and contextualisation will be collected with consent and when/where appropriate.³²

The following table summarises the data sources for the evaluation and indicates the objectives they will inform

Evaluation Objective	Desk Review	Key stakeholder interviews and FGD	Observation	Mini case examples
To assess the <i>relevance</i> of the PRVAWG programme	✓	✓		
To assess the <i>effectiveness</i> of PRVAWG programme	✓	✓	✓	✓
To assess the <i>efficiency</i> of PRVAWG programme	✓	✓	✓	
To assess the <i>sustainability</i> of PRVAWG programme	✓	✓	✓	
To support recommendations on future programming	✓	✓	✓	

6.3 Stakeholders to inform the evaluation

A diverse range of individuals and groups with stake in the programme will be purposively sampled to discuss the evaluation objectives and associated questions. They will be selected in collaboration with UN Women, based on the relationship to the PRVAWG programme’s objectives, opportunities for rich learning about the programme, national and local level perspectives, and on whether they might provide a rich overview of particular aspects of the programme’s progress and challenges.

Participants will include:

³² The evaluation is prepared for the possibility of engaging with women who are survivors of violence, including in service provision contexts at programme-supported shelters and one-stop centers. Any information gathering in these situations will be done in a manner that presents the least risk to women; that is based on good practice, including giving informed consent before participating; and that ensures that the confidentiality of those providing information is protected. The evaluators will also ensure that basic support is available prior to engaging with women who may disclose information about their experiences of violence.

- UN Women ECO Staff, who will provide information on all evaluation objectives but will have a specific emphasis on what worked well and what could be improved in the programme;
- National partners (implementing and non-implementing), including government policy-makers at all levels, members of legislative bodies, service providers, police, members of the judiciary, religious and traditional leaders and community members who will provide information on all evaluation objectives, and who will have a specific emphasis on what is working well and what could be improved vis-a-vis UN Women's contributions.
- International stakeholders, such as UN partners and other international agencies (where relevant), who will provide data on UN Women's role and capabilities in implementing the PRVAWG programme. These stakeholders will focus on relevance, effectiveness, and efficiency, and they will contribute perceptions on the programme's wider impacts.

The following have been identified and will be invited by UN Women to participate in the evaluation:

National Government

- MoWCA
- Office of the Attorney General
- Ethiopian Human Rights Commission
- Addis Ababa University Gender Department

Local Government

- Amhara Bureau of Women and Children's Affairs (BOWCA)
- Dire Dawa BoWCA
- Somali BoWCA
- Afar BoWCA
- SNNPR BoWCA
- Central Statistical Agency
- Amhara Bureau of Justice (BoJ)
- Somali BoJ
- Afar BoJ
- SNNPR BoJ
- Somali Regional Parliament
- Oromia Police College

Civil Society Organisations

- Dire Dawa One-stop Centre
- National Alliance to End Child Marriage and FGM (MoWCA Chair)

- National Coordinating Body on Justice (OAG Chair)
- Ethiopian Orthodox Church
- AWSAD
- National Network of Shelters
- Agar Ethiopia
- Amicus Media

Development Partners

- Irish Aid
- Government of Denmark
- Government of France

UN Agencies

- UNFPA
- UNICEF

6.4 Evaluation Matrix

Key Question(s)	Sub question(s), if any	Indicator (data)	Collection method	Data sources
Relevance				
To what extent is the PRVAWG programme aligned to government national priorities and needs, international normative gender frameworks, and UNDAF?	To what extent have relevant stakeholders, i.e., government, CSOs, etc., been involved in the identification of priorities and needs?	Evidence of alignment to national priorities	Desk review Interviews	ProDoc, UNDAF, international instruments, government policy documents
What initiatives to strengthen capacity to prevent and respond to VAWG are being implemented in Ethiopia?	Which of these initiatives are functioning well and why?	Evidence of initiatives	Interviews Desk Review Field visits	Periodic and donor reports, programme documents, stakeholders, IPs

What is UN Women's comparative advantage in EVAWG work?		Evidence of UN Women's comparative advantage in EVAWG	Interviews Desk review	UN Women policy documents, Country Strategic Note/ Plan, stakeholders
To what extent has the programme enhanced multi-sectoral coordination for EVAWG?		Evidence of how multi-sectoral coordination has enhanced EVAWG		
Effectiveness				
To what extent have PRVAWG outputs been achieved, and to what extent has progress been made towards achieving outcomes? Were there any unintended outcomes?	What was UN Women's contribution towards achieving the outcomes? How have stakeholders been engaged in the program implementation?	Evidence of results achieved/ changes observed Evidence of progress made towards achieving outcomes Evidence of unintended outcomes	Interviews Desk review Observation/Field visits	Periodic and annual reports, evaluation reports, IP reports, Monitoring reports, key stakeholders/informants
What factors, strategies and principles have contributed to progress toward outcomes, and what have been key constraints and challenges?		Evidence of strategies used, constraints and challenges faced	Interviews Desk review Observation/Field visits	Periodic, annual reports and donor reports, IP reports, key stakeholders/informants
To what degree did the programme's M&E system generate robust, useful information to guide programme management and implementation?	How were the results of programme monitoring used?	Evidence of monitoring visits Evidence of M&E system Perception of stakeholders' (i.e. managers, decision makers) satisfaction	Desk review Interviews	ProDoc, UN Women programme documents, Mission reports, monitoring reports, IPs, development partners

		with information generated		
What factors supported and constrained the programme's approaches to addressing women and girls rights?	What are the challenges and opportunities in addressing women and girls' rights?	Level of factors that supported and constrained the promotion of women's right	Desk review Interviews	Periodic and annual reports, stakeholders, IPs, key experts
Efficiency				
Has the programme overall, and its work streams and activities, been delivered in the best possible way (i.e., in time and to a good quality standard)?		Evidence of adherence to programme results framework and annual workplans IPs and stakeholder perceptions of quality and efficient programme delivery approaches	Interviews Desk review Observation/Field visits	Annual Work Plan, period and annual reports, monitoring reports, IPs, UN Women staff
Have programme resources and institutional capacity been sufficient to achieve intended results?		Level of human resources supporting the programme Evidence of capacity of UN Women and IPs Stakeholders' perceptions of adequate resourcing	Desk Review Interviews Field visits	Financial reports, donor reports, IPs, donors, progress reports, monitoring reports, annual work plans
How have arrangements with both development and implementing		Perception of partners on how relationship and arrangements	Desk review Interviews	Development partners, IPs, donor reports

partners supported and challenged programme efficiency?		contributed to efficiency Quality of arrangements		
Sustainability				
To what extent do different stakeholders own the programme benefits, and how has the programme contributed to this ownership?	What contributed to stakeholders' ownership of the program?	Stakeholders' (IPs and beneficiaries) perception of programme ownership Changes or indications of plans for stakeholder investment	Desk review Interviews Field visits	Reports (periodic, annual), IP reports, donor reports, IPs, stakeholders
To what extent are the benefits of the programme likely to be sustainable?		Evidence of sustainability of the program achievements after PRVAWG	Interviews Desk review Field visits	Stakeholders, IPs, Reports (periodic, annual, donor)
What factors have constrained and enhanced programme sustainability?		Evidence of enabling factors and challenges	Interviews Desk review Field visits	Reports, evaluation reports, stakeholders and IPs

7. Analysis and Reporting

7.1 Data analysis

Analysis of evidence from the evaluation will be ongoing and iterative during the data collection phase. After each day of fieldwork, the Evaluation Team will review the interview data together and identify common ideas and issues, which will be grouped into emerging themes, and will progressively frame subsequent data collection.

Following the completion of fieldwork, the data will be reviewed again, analysed against each evaluation question. The Team will then undertake a participatory workshop with key stakeholders and the ERG to discuss preliminary findings and themes.

During investigation of specific outcomes, care will be taken with the interpretation of data. Triangulation of data will occur across the evaluation components to identify supporting and conflicting findings, and to understand any contradictions noted.

7.2 Reporting

A draft evaluation report will be submitted to UN Women by 28 May 2018. The Evaluation Manager will provide consolidated, prioritised feedback from the ERG to the Team on the draft report. A presentation of the evaluation findings will be held following receipt of the written feedback.

The final evaluation report (between 25-30 pages, plus annexes) will be provided within 5 working days of receiving the combined, written comments. The report will include an Executive Summary, which could act as a stand-alone summary of main findings and recommendations for UN Women and collaborating development partners. Findings, conclusions and recommendations will be clearly documented in the report.

The Evaluation Team will not be required to provide written interim progress reports to UN Women during implementation of the fieldwork, but will maintain on-going communication with the UN Women Evaluation Manager.

8. Risk Management and Ethics

8.1 Risk Management

The following potential risks and methodology limitations, in addition to those outlined in the REA, have been identified by the evaluators, and are outlined below.

Through all stages of the review process, we will provide informal progress updates and keep UN Women informed of any concerns or potential uncertainties that arise. This will enable us to jointly address emerging or minor issues before they develop into significant risks.

Risk/Methodology Limitation	Risk Management Strategies
Evaluation doesn't deliver to the evaluation objectives	Both Margot and Meron are senior specialists with combined strengths and areas of expertise in evaluation, gender, and development practice. The evaluation will focus on exploring responses to the evaluation objectives. The methodology will be approved by UN Women and the ERG prior to commencement.
Limitations of documentation as an information stream: <ul style="list-style-type: none"> - difficulties retrieving/ accessing relevant documents - reporting/author bias in documents reviewed 	Where applicable, UN Women and the evaluation team will use their respective resources to identify and source documents of relevance to the evaluation. The methodology allows for triangulation of data through in-depth interviews and site visits: critical gaps in documentation can be explored during these other data collection activities.
The final report is inaccurate, illogical, lacks evidence, and is not well presented	Two evaluators will be responsible for the quality of all reporting and each will have a hands-on role in data analysis and report drafting. The evaluation tools will be designed to ensure adequate and relevant data is collected to ensure a full final report. We will operate formal and informal peer review processes to ensure reliability and validity of data.
The evaluation is not completed on time	Strong project management skills will be brought to bear to ensure reporting is completed in time and all proceeding necessary activity (i.e. data collection) is undertaken on time.
The evaluators do not work collaboratively and constructively with UN	Both reviewers have a proven reputation for working collaboratively with government, development and community partners.

Women and other key stakeholders	
Positive relationships are not maintained between UN Women and key stakeholders	As experienced evaluators, our team has the maturity and professionalism to manage any tensions, should they arise.
Cultural requirements are not met	The team has significant experience in working cross-culturally. One team member is Ethiopian and will advise on relevant cultural dimensions and translate/interpret where required.
Ethical standards are not met	We will follow strict informed consent procedures when undertaking fieldwork.
Disagreement between primary stakeholders on the validity of the review and its findings	The ERG will comprise UN Women, xxx and will collectively approve the review TORs, appointment of the evaluation team, evaluation plan and tools, and the draft and final reports, to ensure common agreement on the approach to the evaluation at all phases.

8.2 Ethical standards

Margot Szamier and Meron Genene are experienced evaluators and gender specialists, committed to integrity and honesty in carrying out the review, and prioritising inclusive approaches. Respect for stakeholders' human rights and differences in culture, religious beliefs and practices will guide all aspects of our approach. We will also be mindful of gender roles, ability, age, sexual orientation, language and other differences when carrying out our work.

We will emphasise maintaining participant confidentiality and ensure information is used solely for the purposes for which it is provided. Individuals consulted will not be identified in the main body of the report. With stakeholders' permission, people and their organisations contributing to the evaluation will be listed in the appendix to the report.

Ethical processes will be used in the planning, implementation and reporting of the Review, consistent with the Guidelines for the Ethical Conduct of Reviews established by the Australasian Review Society, the Quality Standards for Development Review recommended by the Development Assistance Committee of the OECD (DAC/OECD).³³

Information for Evaluation participants: All Evaluation participants will be provided an Information Sheet that outlines the purpose and scope of the Evaluation, and how information will be collected and utilised in an ethical manner. This will also be shared verbally in Amharic for participants who cannot read/understand English.

³³ DAC Guidelines and Reference Series, *Quality Standards for Development Review*, OECD 2010.

Informed consent: Consent forms will be provided and explained to participants prior to each consultation.

Confidentiality: Notes from interviews/focus groups will be de-identified to protect the confidentiality of participants. The consultants will retain these notes in accordance with good practice. Agencies/organisations may be identified to assist UN Women's purpose, however the evaluators will endeavour to protect the identities of those involved.

Privacy: As per World Health Organization (WHO) recommendations regarding ethical conduct of research related to domestic violence, the evaluators will undertake evaluation interviews in private and confidential spaces, where respondents feel sufficiently secure to explain participation to others in the community or household.

9. Evaluation Team and Timing

9.1 Evaluation Team and Workplan

Margot Szamier is the Evaluation Team Leader. She is responsible for liaising with UN Women and the Evaluation manager; designing the Rapid Evaluability Assessment, the Evaluation Plan and tools; and leading fieldwork, analysis and reporting.

Meron Genene is the National Evaluator and will contribute to the Evaluability Assessment; the Desk Review; Rapid Evaluability Assessment and Evaluation Plan; consultations; analysis and reporting; and will support development of and peer review all tools and deliverables.

Role	Name	Responsibilities
International Evaluator - Team Leader	Margot Szamier	<ul style="list-style-type: none"> - Evaluation management and team coordination - Overall responsibility for quality, outputs and management of relationship with UN Women - Evaluability Assessment - Evaluation Design and Plan - Development of evaluation tools - Qualitative field work - Analysis and reporting
National Evaluator	Meron Genene	<ul style="list-style-type: none"> - Evaluability Assessment - Evaluation Design and Plan - Development of evaluation tools - Qualitative field work - Analysis and reporting

9.2 Timing

The timing of the evaluation is as follows:

pro	
Completion of draft Evaluation Plan	23 April 2018
Completion of field work consultations	11 May 2018
Completion of draft Evaluation Report	28 May 2018
Submission of Final Evaluation Report	12 June 2018

Information Sheet

Evaluation of the UN Women *Preventing and Responding to Violence against Women in Ethiopia Programme*

Thank you for your interest in the UN Women Evaluation. Please read this information before deciding whether or not you wish to take part in the Evaluation.

What is the purpose of the evaluation?	UN Women has commissioned Margot Szamier and Meron Genene to conduct an evaluation of its <i>Preventing and Responding to Violence against Women in Ethiopia Programme</i> to assess the relevance, effectiveness, efficiency of its work in preventing and responding to violence against women and girls, and to assess the sustainability of the benefits at different levels. The findings will be used to inform decisions about refining UN Women’s programme and shape future engagement with its development partners.
Why have I been asked to participate?	You/your organisation has been identified by UN Women as having a relationship or association with the programme.
What happens to the evaluation findings?	Your interview will be analysed, and combined with the findings from other stakeholders. The report will be provided to UN Women and its partners. You may receive a copy of the evaluation report subject to internal approval processes to the release of the report.
What’s involved?	We would like about one hour of your time to discuss your experiences with the programme. The interview will happen in May 2018.
What questions will you ask me?	We will ask you questions about the relevance, effectiveness, efficiency, sustainability of the programme, and your ideas on how it could be enhanced. You do not have to answer any questions that you feel uncomfortable with.
Do I have to take part?	Your participation is completely voluntary.
Will my information be kept confidential?	The evaluators will keep your information confidential. We will not share the information you provide in a way that you can be identified, without your permission.
Can I change my mind?	Yes, you can decide not to be involved at any time. You do not need to give a reason to withdraw and there will be no disadvantage to you/your organisation.
What if I have questions?	Please email a member of the evaluation team, if you have questions about the evaluation: <ul style="list-style-type: none"> • Margot Szamier – margot.szamier@gmail.com • Meron Genene – Imerongenene@hotmail.com

Informed Consent

The following informed consent was obtained from participants before the collection of interview data.

I agree to participate in this interview for the **Evaluation of the UN Women *Preventing and Responding to Violence against Women in Ethiopia Programme***, as outlined in the information provided to me by the evaluators, Margot Szamier and Meron Genene.

I understand that:

- My participation is voluntary and I can withdraw from the evaluation at any time.
- I can determine who may be present during the interview.
- Whether or not I participate in the evaluation will not affect any current or future relationships with UN Women.
- The evaluators will seek to keep my information strictly confidential. No information in the report will be attributed to individuals without direct consent.
- I can request any information collected from me to be withdrawn at any time up until the analysis stage.
- If I withdraw, I can request that any information collected from me to be returned or destroyed.
- The interview, with my permission may be taped, and may be transcribed.
- Digital recordings, notes, and summaries will be stored securely with the evaluators and will not identify me.

I have been given the opportunity to ask questions. I give my consent to participate in this interview.

Name: _____

Signature: _____

Date: _____

Discussion Guide for In-depth Interviews

The following questions were used to guide in-depth, semi-structured interviews with evaluation participants at local and national levels.

The questions were tailored to specific audiences, i.e., national stakeholders were asked to comment from a national perspective and local level stakeholders from a local perspective, as well as being invited to share views more widely. Not all question areas were used with all all participants.

Introductions

- Introduce the evaluation and the evaluation team
- Explain informed consent
- Ask participant to give an overview of their role and involvement/relationship with the UN Women's PRVAWG programme

Context Setting

Describe VAWG prevention and response in this context (national, regional, local)

- What are the key issues and priorities related to VAWG for women and girls in Ethiopia?
- What is being done to address these?
 - What is working/not working well?
- How is work to prevent and respond to VAWG financed?
- What is the legislative and policy framework?
 - Are there gaps? If so, what are these? (be specific)
- What coordination mechanisms exist in the EAWG sector?
 - What is working/not working well?
- What support, if any, is UN Women providing to activities you are implementing?
PROBE: funds, human resources, technical support, materials

Relevance

- How relevant is UN Women's PRVAWG programme to Ethiopia's national and local level priorities?
 - Probe: approaches, gender equality and human rights principles

- Within the broader VAWG context, is UN Women focussed on the highest priorities for Ethiopia (at local and national level)?
- How has your organisation's work/partnership with UN WOMEN contributed to addressing priorities? Please give examples.
- What is UN Women's unique role in preventing and responding to VAWG priorities and needs?

PROBE: other organisations, mechanisms and approaches, relative strengths and weaknesses, gaps or duplication at different levels

- What opportunities are there to strengthen coordination and strategic focus on VAWG issues?
- What aspects of the programme do stakeholders consider most valuable?

PROBE: funds, technical, material, and justice, police, policy makers, service providers, teachers, churches/faith leaders, community leaders, parents, women and girls

Effectiveness

- What, if any, outcomes have been achieved for PRVAWG since it started in 2015? (give examples)

PROBE: against outcomes in Outcomes Framework (and ensure coverage across the three Programme objectives).

- What helped the achievement of outcomes? What got in the way of the achievement of outcomes? Are there still gaps, and if so, where?

PROBE: human rights based approaches, three outcome areas, capacity, funding

- What was most effective in making progress towards:
 - Governments supporting and enforcing normative frameworks
 - Protective services and care available to violence survivors
 - Communities promoting and respecting women and girls' rights
- Which areas of the programme are weaker? Please give examples.
- Which groups/members of the community are not being reached as successfully? Why?

PROBE: women, men, girls, boys, people with disabilities, religious and traditional leaders

- Does the programme offer the right mix of activities to achieve intended outcomes? Which activities, if any, should be refined or discontinued?
- Which kinds of partnerships were most effective in delivering outputs and outcomes in preventing and responding to VAWG, and why?

Efficiency

- How does UN Women's PRVAWG programme model (structure and management of human and financial resources) contribute to or constrain achievement of its outcomes?

PROBE: implementing partners, multiple donors, UN system, technical support, capacity building

- Have the programme's resources been sufficient and appropriate to achieve its outputs and outcomes?

PROBE: funds, expertise, time, procedures, regulations, administrative costs, etc.

- Are there models or alternative approaches/modes of delivering the programme that could work as well in achieving the same results?

PROBE: Discuss design, activities, approaches for each of the areas of focus

- (If known) Could the same outcomes have been achieved with less money?

Sustainability

- Is there any evidence that the PRVAWG outcomes since 2015 have been/will be sustained? (Please give examples) What facilitates and constrains sustainability?
- To what extent will partners be likely to sustain the knowledge, capacity, systems, and other benefits of UN WOMEN's support? What will contribute to this? What factors will constrain it?
- What specific strategies, approaches and activities has UN Women used to build the sustainability of programme benefits? What evidence is there of positive shifts?
- Are there particular priorities for support that would enhance sustainability?

Lessons Learned

- Are there any lessons you/your organisation have learned through your engagement with the UN Women PRVAWG programme that you want to share?

Recommendations

- What is needed to enhance the effectiveness, efficiency and sustainability of Ethiopia's prevention and response to VAWG?
- What improvements could be made in the next phase of the programme?
- Are there any other comments you would like to make that we didn't cover in this interview?

THANK AND CLOSE

Annex 3: DOCUMENTS REVIEWED

- UN Women- Project document. *Ending Violence Against Women and Girls. (2015-2017)*
- AWSAD (2015). Progress Report. *Enhancing psychosocial support and Economic Empowerment of victims of violence against women. Oromiya Regional State. (May 15-June 30, 2015)*
- AWSAD (2015). Progress Report. *Enhancing psychosocial support and Economic Empowerment of victims of violence against women. Oromiya Regional State. (July-September 30, 2015)*
- AWSAD (2016). Progress Report. *Enhancing psychosocial support and Economic Empowerment of victims of violence against women. Oromiya Regional State. (October-November 2015)*
- AWSAD (2016). Progress Report. *Enhancing psychosocial support and Economic Empowerment of victims of violence against women. Oromiya Regional State. (January-March 2016)*
- AWSAD (2016). Progress Report. *Enhancing psychosocial support and Economic Empowerment of victims of violence against women. Oromiya Regional State. (May 15-September 30, 2016)*
- AWSAD (2017). Quarter Year Progress Report to UN Women. *Enhancing psychosocial support and Economic Empowerment of victims of violence against women and girl survivors of physical and Psychological harm. Oromiya Regional State. (May 15-August 15, 2017)*
- AWSAD (2017). Quarter Report to UN Women Ethiopia. *Enhancing psychosocial support and Economic Empowerment of victims of violence in Oromia Regional State. August 16-November 30, 2017*
- AWSAD (2017). Quarter Year Progress Report to UN Women. *Enhancing psychosocial support and Economic Empowerment of victims of violence in Oromia Regional Stat. January –March 2017)*
- AWSAD (2017). Project Implementation Final Report to UN Women. *Enhancing psychosocial support and Economic Empowerment of victims of violence in Oromia Regional State. (June 2017)*
- UN Women (2015). *Annual Work Plan*
- UN Women (2016). *Annual Work Plan*

UN Women. Filed Visit to the Adama Safe House. 15 April 14

UN Women. Irish Ambassador visits centre for women survivors of violence in the Ethiopia Oromia Region

UN Women. Mission Report. 15 April 2014

UN Women. To participate in developing national guideline on men and boy engagement for gender equality and women empowerment. Mission report. June 15,2015

UN Women Field Mission to Adama to facilitate a preparatory workshop on conducting national survey on EVAW. Mission report. March 26-27, 2015

UN Women. Training of trainers for police officers manning Child and Women Friendly Protection Units, Public Prosecutors and Judges in Amhara region. Mission Report. April 22, 2016

UN Women. Training of trainers for_Women Development Groups in Ethiopia. Mission report. October 26,2016

UN Women. Mission report. Dire Dawa (JP GEWE) and DHS monitoring visit Mission. 25 April 2016

UN Women. Report on Experience Sharing Visit between IPs on Service provision for VAW survivors

UN Women. Mission to take part in research validation/consultation workshop and celebration of the International Women's Day. Mission report. March 18,2016.

UN Women. Mission to take part in the validation workshop on Men and Boys engagement for gender equality and women empowerment draft guideline. Mission Report. April 18,2016

UN Women. Mission to participate in write up of the full Ethiopian Health and Demographic Survey (EDHS) 2016 report

UN Women. Training of Trainers for police officers manning Child and Women Friendly Protection Units, Public Prosecutors and Judges in Amhara Region. Mission Report. April 22, 2016

UN Women. Mission to participate in write up of the full Ethiopian Health and Demographic Survey(EDHS) 2016 report. Mission to participate in write up of the full Ethiopian Health and Demographic Survey (EDHS) 2016 report. Mission Report. May 17,2017

UN Women. Monitoring Mission to Jijiga, Somali Region. Mission Report. November 18, 2017

UN Women. Policy dialogue on the findings of the national assessment on shelters for women and girls' survivors of violence. Mission report. February 3, 2017

UN Women. Mission to participate in a regional EVAWG focal points technical meeting held in Johannesburg. Mission Report. August 2, 2017

UN Women (2015). Annual Report. Region: Easter and Southern Africa. Report date: 5/16/2016

UN Women. Quarterly Monitoring Report for Country Offices/Ethiopia. First Quarter, 2015

UN Women. Quarterly Report, Ethiopia CO, April-June 2015

UN Women. Quarterly Update. July –September 2015. Ethiopia

UN Women (2015). Monitoring, Evaluation and Research Plan(MERP)

UN Women. UN Women Strategic Note 2015-2016. UN Women Ethiopia Country Office. SN Report 2015

UN Women. UN Women Strategic Note 2015-2016. UN Women Ethiopia Country Office. SN Report 2016. AWP Cover Note

UN Women. Monitoring, Evaluation and Research Plan 2015-2016

UN Women (2016). Ethiopia Country Office Cover Page- AWP 2016

UN Women. UN Women Strategic Note 2017-2020. UN Women Ethiopia Country Office. SN Report 2017. AWP Cover Note

UN Women (2017). Annual Work Plan

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UN Women. Monitoring, Evaluation and Research Plan (MERP) 2017. Ethiopia Country Office

UN Women. MERP 2017-2020. Ethiopia Country Office.

UN Women. UN Women Strategic Note 2017-2020. UN Women Ethiopia Country Office SN Report 2017. Report date 4/4/2018. Development Result Framework (DRF).

UN Women. UN Women Strategic Note 2017-2020. UN Women Ethiopia Country Office SN Report 2017. Report date 4/4/2018. Narrative

UN Women. UN Women Strategic Note 2017-2020. UN Women Ethiopia Country Office SN Report 2017. Report date 4/4/2018. Organizational Effectiveness and Efficiency (OEE)

UN Women. Ethiopian Country Office Cover Page. AWP 2016

UN Women. MERP, 2015-2016