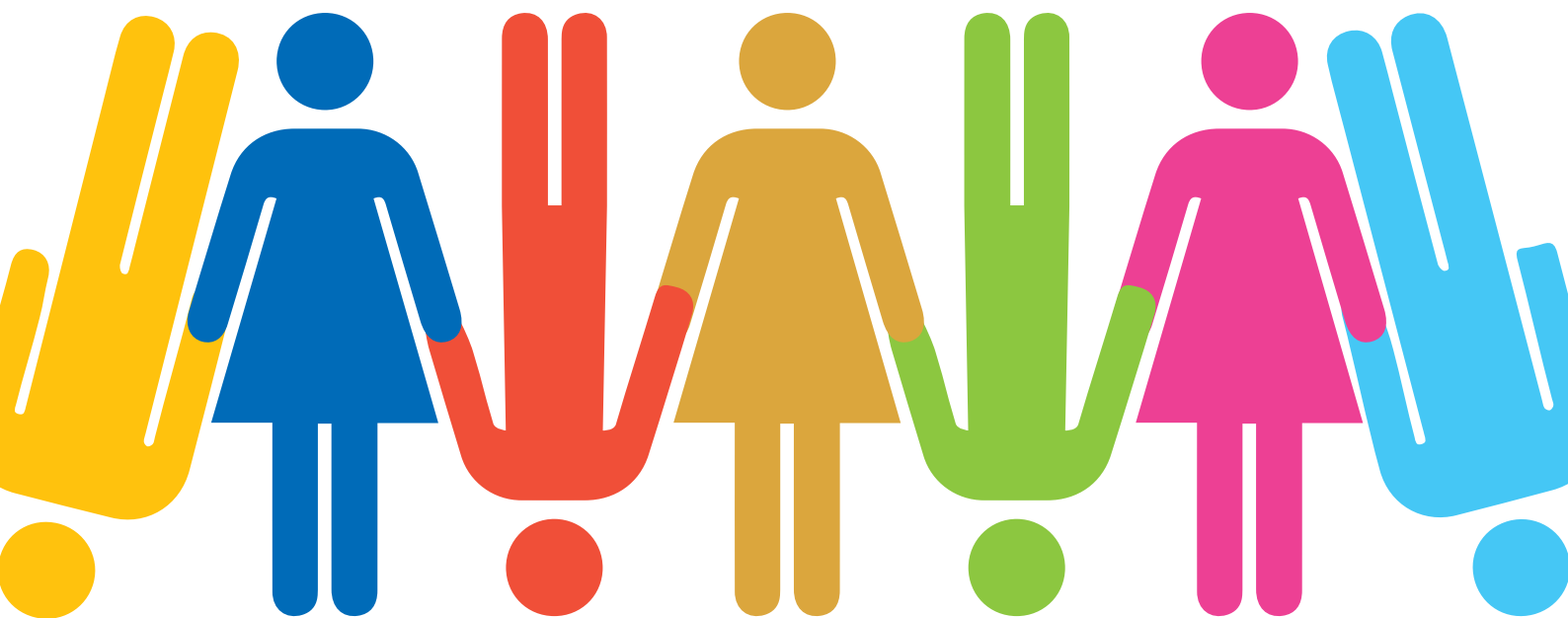


UNITED NATIONS COUNTRY TEAM IN ETHIOPIA

SWAP GENDER EQUALITY SCORECARD

Assessment Report and Action Plan

September 2020



UNITED NATIONS
ETHIOPIA



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Acronyms

AfDB	African Development Bank
ARC	Assessment of Results and Competencies
AWSAD	Association for Women's Sanctuary and Development
CCA	Common Country Analysis
CEB	Chief Executives Board for Coordination
COMESA	Common Market for Eastern and Southern Africa
CSO	Civil society organization
DAG	Development Assistance Group
DaO	Delivering as One
DGGE	Donors Group on Gender Equality
ECOSOC	Economic and Social Council
ESDP	Education Sector Development Plan
EVAW	Ending violence against women
EWLA	Ethiopian Women Lawyer's Association
GEWE	Gender equality and women's empowerment
GoE	Government of Ethiopia
GTP	Growth and Transformation Plan
HoA	Head of agency
ILO	International Labour Organization
IMF	International Monetary Fund
INGO	International Non-Governmental Organization
IOM	International Organization for Migrants
JP	Joint programme
MAPS	Mainstreaming, acceleration and policy support
MoWCY	Ministry of Women, Children and Youth
MTR	Mid-Term Review
NEWA	Network of Ethiopian Women's Associations
PDC	Planning and Development Commission
QCPR	Quadrennial Comprehensive Policy Review
RCO	Resident Coordinator Office
RWEE	Rural Women's Economic Empowerment

Acronyms

SDG	Sustainable Development Goal
SWAP	System-wide Action Plan
UNCDF	United Nations Capital Development Fund
UNCG	United Nations Communications Group
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
UNSDCF	United Nations Sustainable Development Cooperation Framework

1. Executive Summary

The **United Nations Country Team - System-wide Action Plan (UNCT-SWAP) Gender Equality Scorecard** is an accountability framework promoting improved planning, coordination, programming and results for gender equality and women's empowerment (GEWE) at the country level by supporting Member States to achieve the Sustainable Development Goals (SDGs). The Gender Equality Scorecard gathers tangible evidence of strengths, weaknesses and good practices in gender mainstreaming in the United Nations Development Assistance Framework (UNDAF) cycle and measures progress over time against a set of indicators.

The objectives of the assessment follow:

- assist UNCT in identifying areas where they are meeting, or not meeting, minimum UN Development Group (UNDG) requirements;
- stimulate a constructive dialogue within the UNCT about the current status of support for gender equality and women's empowerment and how it can be improved;
- identify where technical assistance can support the achievement of minimum requirements; and
- share good practices for supporting national priorities to advance GEWE.

The 2019 UNCT in Ethiopia Gender Equality Scorecard applies the new UNCT-SWAP guidelines to assess progress made in mainstreaming gender in the current UNDAF cycle 2016–2020.

The following findings and recommendations are intended to enhance UNCT's internal processes and measures used to account for gender mainstreaming and GEWE results. The assessment provides timely inputs to the upcoming United Nations Sustainable Development Cooperation Framework (UNSDCF) 2020–2025 Roadmap and strengthens the UNCT's support to the Government of Ethiopia's (GoE) planning and accelerated implementation of the SDGs through the Growth and Transformation Plan (GTP III) and the Ten Years' Perspective Development Plan.

"Delivering as One" (DaO)¹ requires strong commitment and coordination among all UN agencies within the common UNDAF framework. To successfully deliver as one, the UNCT needs to invest collectively in knowledge and information sharing, strategic policy dialogue, joint planning and programming, the exchange of tools, joint resource mobilization, collecting lessons and best practices across UN agencies, and in funds, programmes and specialized agencies (hereafter referred to as "UN agencies").

One of the key findings of the Gender Equality Scorecard is the lack of coordinated and complementary support to government priorities. The Government of Ethiopia is burdened by its interactions with different UN agencies often operating in silos – each with its own mandate, approach and reporting system. The situation leads to duplication of efforts and wasting of resources. Indeed, there is a strong sense of missed opportunities on both sides of the DaO approach.

¹ Delivering as One, recommended by the Secretary-General's High-Level Panel on UN System-wide Coherence, aims at increasing the UN system's impact through more coherent programmes, reduced transaction costs for governments, and lower overhead costs for the UN system. More information available at: <https://web.archive.org/web/20160601094350/https://undg.org/home/guidance-policies/delivering-as-one/delivering-as-one-background/> (accessed 01 June 2020).

The UNDAF Ethiopia Mid-Term Review (MTR) makes it clear that “integrated joint programming requires the UNDAF to be strategically focused with an explicit theory of change”.² The MTR further recommends reducing UNDAF outcomes to a few strategic and joint interventions based on the theory of change. This is the best way forward in many respects, especially for focused and results-oriented action by the UNCT on gender equality and women’s empowerment based on a clear vision and featuring distinct interventions with measurable outcomes in areas with potential for high impact. Now is an opportune time for the UNCT to think strategically and rally around the accelerators of SDG implementation.

For analytical purposes, the Gender Equality Scorecard is organized into seven performance dimensions with a four-level scoring system: *misses requirements*, *approaches requirements*, *meets requirements* and *exceeds requirements*.

Planning. Indicators under this dimension focus on the gender sensitivity of the Common Country Analysis (CCA) and UNDAF outcomes and indicators. The Gender Equality Scorecard assessment shows significant progress in the consistent use of sex-disaggregated data across thematic areas in the CCA. This indicator received the *meets minimum requirements* score in view of sustained efforts to improve the CCA. While gender is not mainstreamed in all of the UNDAF outcomes, there is a stand-alone pillar on empowerment and equality. As well, gender is mainstreamed in almost 50 per cent of outcome and output indicators. However, most of the baseline for the indicators remains “to be determined”; in other words, as instruments to measure gender equality evolve over time, additional gender gaps will emerge that need to be addressed.

Programming and Monitoring and Evaluation (M&E). Indicators under this dimension relate to joint programming, communications and advocacy, and UNDAF M&E. The indicator related to joint programming scored *meets minimum requirements* as GE is mainstreamed in the operational joint programmes (JPs) submitted for the assessment and a JP on promoting GEWE was operational under the UNDAF that ended in 2017. A component of the JP GEWE, a Joint Programme on Rural Women Economic Empowerment is now being implemented as a stand-alone joint programme. Furthermore, the assessment found evidence of a number of JPs and initiatives specifically aimed at promoting gender equality and the empowerment of women. However, the fragmented and compartmentalized programmes have yet to be framed in a theory of change that will bring all partners to jointly support GEWE initiatives in a complementary manner to achieve greater results and efficiency.

Regarding the indicator on communications and advocacy, the UN system conducts joint events and campaigns related to GEWE, with many activities involving at least two UN agencies. The score *exceeds minimum requirements* reflects the UN Communications Group’s Annual Work Plan and evidence of activities concerning gender-specific communications and advocacy, including in non-traditional thematic areas. As for the UNDAF M&E, there is evidence that UNDAF reviews and evaluations have been conducted as per the UNDAF Plan of Action including the mid-term review that features a component on UNDAF gender-sensitive indicators. This is in line with the *approaches minimum requirement* score. However, the lack of a baseline for the indicators calls into question the effectiveness of these evaluations. Furthermore, the M&E Group is not functioning as effectively as expected thereby indicating the need for capacity-building and strengthening the M&E Group.

² A ‘theory of change’ explains how activities are understood to produce a series of results that contribute to achieving the final intended impacts. It can be developed for any level of intervention – an event, a project, a programme, a policy, a strategy or an organization. Patricia Rodgers, Theory of Change: Methodological Briefs – Impact Evaluation No. 2 (2014).

Partnerships. This dimension focuses on the UN system’s cooperation with the Government and civil society organizations engaged in gender equality and women’s empowerment. This assessment has added a third indicator on UNCT collaboration and engagement with development partners since the UNCT has a significant role in partnership with the large donor community residing in Ethiopia. There is evidence of the UN system’s successful engagement with the Government in planning and implementation of joint initiatives on GEWE, and on capacity-building for mainstreaming gender across ministries. The evidence includes gender-related SDGs localization justifying the score *exceeds minimum requirements*. United Nations engagement with civil society organizations (CSOs) was severely hampered by the CSO law on advocacy and rights-based interventions. The score *meets minimum requirements* reflects the success of joint initiatives conducted with CSOs and the recent changes to the CSO law that have opened up new avenues for collaboration. The UNCT-SWAP Gender Equality Scorecard Guideline does not make the partnership with donor part of the assessment. However, considering the significant role the partnership with donors has in supporting UN agency efforts, it is made part of this assessment. Accordingly, the partnership with the donor community has been significant and sustained by the Donors Group on Gender Equality and Women’s Empowerment, co-chaired by UN Women and Canada. Yet the donor support to JP GEWE has not been as forthcoming as expected during the UNDAF cycle.

Leadership and Organizational Culture. This dimension assesses the UN Country Team’s performance in demonstrating GEWE leadership, promoting gender parity in staffing as well as cultivating an organizational culture concerned with gender-related issues. The indicator on leadership scored *approaches minimum requirements* based on evidence of championing GEWE by the Resident Coordinator’s Office (RCO) on behalf of the UNCT. As well, personnel generally regard their head of agency (HoA) as committed to gender equality. The fact that gender equality has not been regularly discussed in HoA meetings, however, prevented a higher score.

The UN staff survey – Gender Parity in Staffing – focused on three areas: gender equality in the workplace, discrimination and personal safety, and work-life balance. Although only 165 staff members (77 per cent of whom are national) completed the survey – a figure representing 5.5 per cent of over 3,000 staff employed by the UN in Ethiopia – 60–65 per cent agreed that the UN provides adequate benefits, entitlements and flexible working conditions for work-life balance. Sixty per cent agreed that agency heads are committed to gender equality in the workplace. Most of the 13 questions showed 20–25 per cent of respondents were not satisfied and 20–30 per cent chose the “neutral” response including on work-life balance and equal participation of men and women in the organization. Fully 26 per cent of respondents had clear reservations regarding “the UN system facilitating equal participation of women and men in the organization”. The assessment result necessarily remained *approaches minimum requirements* in the absence of concrete evidence based on a larger survey sample and a feedback mechanism that values staff comments on organizational culture. The survey should be conducted within each agency and compiled for the UNCT’s review and action.

The indicator on gender parity in the UN system scored *misses minimum requirements* since the UNCT has not put in place a mechanism for regularly monitoring gender parity in staffing. This also made it difficult to collect information on gender parity for this assessment since only seven UN agencies provided the required data. **The UNCT should collect the data and develop a common database for joint monitoring of gender parity in staffing at all levels.**

Gender Architecture and Capacities. This dimension refers to gender coordination mechanisms and gender capacities across agencies. The UN has different inter-agency coordination mechanisms (Results Groups) some of which collect data on gender issues across specific thematic areas. The UNDAF Results Group on GEWE is one of these coordination mechanisms. It develops joint work plans (JWPs) for two years and meets to report on them. The Results Group meets regularly both for the development of the work plans as well as for review meetings on the UNDAF.

The score *approaches minimum requirements* is based on substantive inputs on GEWE made by several UN agencies in the CCA and UNDAF processes. In the context of Ethiopia, the Gender Equality Scorecard assessment identified strategic areas of joint GEWE intervention (such as the growing industrial sector) and the need for greater coordination between humanitarian and development interventions in areas of increasing conflict and displacement affecting large numbers of women. The assessment confirmed the need identified in the UNDAF-MTR for a theory of change that sets strategic interventions and maximizes inter-agency coordination for cost effective and impactful GEWE interventions.

The indicator on gender capacities across UN agencies scores *approaches minimum requirements* since three rounds of trainings were conducted for UNCT gender focal persons. The trainings focused on mainstreaming gender across the UNDAF Roadmap (January 2017), gender marker training (October 2017) and a gender age marker and humanitarian training (May 2019). However, the challenge gender focal points assigned to the Gender Results Group face emanates from serving in multiple groups; as well, their contributions are not included in their terms of reference. The RCO does not have a gender expert on staff and most of the UNCT coordination on GEWE is led by UN Women. **This capacity gap was highlighted in the previous Gender Equality Scorecard. There is no mechanism for systematic sharing of tools and information among UN agencies with gender experts on staff. In addition, good practices that could benefit the larger UN community cannot be easily shared.**

Resources. The UNCT conducted a gender marker training from 28–30 May 2019 – Gender Age Marker (GAM) and Humanitarian Aid – which justifies the score *approaches minimum requirement*. However, the UNCT has not established and met a financial target for programme allocation on GEWE. The indicator scored *approaches minimum requirements* due to decreasing commitment to GEWE/JP, except for the Rome-based UN agencies' continued support to the Joint Programme on Rural Women's Economic Empowerment (JP RWEE) component of the single JP of the gender pillar in the UNDAF. **The UNDAF gender-targeted expenditures are not monitored and the information on allocations for gender mainstreaming is not readily available. This area needs greater attention and joint commitment by the UNCT.**

Results. The Gender Equality Scorecard exercise was challenged by this new dimension, earning the *approaches minimum requirements* score due to limited evidence of a direct correlation between "UN programmes' significant contribution" and tangible changes in the lives of women. **The UNCT is on track to achieve some of the gender results planned in the UNDAF 2016–2020 in terms of inputs/outputs but without deeper analysis of gender mainstreaming, and a review of programme evaluations, it is difficult to establish that GE has improved as a result of UN programme interventions.** However, the UN system has contributed jointly to a number of gender-specific results areas related to, for instance, women's economic empowerment, education, gender-based violence, health, maternal mortality, harmful traditional practices and provision of safe houses for survivors of gender-based violence.

The recommendations from the assessment are included in the concluding chapter entitled *The Way Forward*. Some form a set of recommendations in the context of the development of a theory of change, while others are practical actions that may be included in the Action Plan with assigned responsibilities and timelines.

2. Context

In Ethiopia, gender equality and women's empowerment are strongly anchored in the national policy framework. National development plans such as the Growth and Transformation Plan (GTP I and II) and sector-specific plans such as the Education Sector Development Plan (ESDP), the Health Sector Development Plan (HSDP), Industrial Strategic Plan – and those under review, like the National Women Policy – aligned to the Sustainable Development Goals (SDGs), including SDG 5 on gender equality.

The Government of Ethiopia has proactively mainstreamed the SDGs into the Second Growth and Transformation Plan (GTP II) 2015/2020 and is fully committed to integrating SDG 5 into its Ten Year Perspective Development Plan currently under formulation with the support of the United Nations.

Several institutional arrangements were reviewed, and valuable measures were introduced at the national and international level to operationalize the GoE's global and regional commitments. A number of laws were reformed from a gender perspective, including family law, labour law, pension law, and the penal code.

Recent reform has ushered in unprecedented achievements in women's political representation and participation. The Government of Ethiopia has appointed its first female president with 10 female ministers forming half of the entire cabinet, some of whom hold key portfolios. The president of the federal supreme court and the president of the national electoral board are also highly experienced women.

One of the nine strategic pillars of GTP II is “bringing about the participation and competence of women and youth in ensuring they benefit from economic growth”. To enhance the pursuit of gender equality, a women's development package and strategy are being implemented. **Women have been encouraged to participate in organized and coordinated ways in economic, social and political spheres across the country. But the inequality gaps, and entrenched discrimination against women, have not been reduced in significant ways.**

Of the 232 global SDG indicators, 199 indicators and 98 per cent of the 54 gender-specific indicators are applicable to Ethiopia. With some support over the short to medium term, Ethiopia could produce data for 80 per cent of the 54 gender-specific indicators.

To support the implementation of these national development plans, the United Nations in Ethiopia employs the UNDAF – the key programming instrument of the DaO UNCT principle in the country. The UNDAF ensures coherent, efficient and effective UN system operations in full alignment with national development priorities.

UNDAF Ethiopia is the overarching strategic programmatic framework for over 29 United Nations agencies, funds, programmes and specialized agencies. The UNDAF promotes and benefits from strong government ownership and is guided by United Nations Development Group (UNDG) programming policies and five key programming principles: a human rights-based approach; **gender equality**; environmental sustainability; capacity development; and results-based management.

The UNDAF in Ethiopia is aligned with the GTP II and contributes directly to eight of the nine GTP II pillars through the following five UNDAF pillars:

Pillar 1	Inclusive growth and structural transformation
Pillar 2	Resilience and green economy
Pillar 3	Investing in human capital and expanded access to quality and equitable basic social services
Pillar 4	Good governance, participation and capacity development
Pillar 5	Equality and empowerment.

The presence of 29 UN organizations in Ethiopia, and the large number of bilateral and international agencies and international non-governmental organizations (INGOs), make the landscape for coordination complex and challenging. UN Women co-chairs the Donor Group for Gender Equality together with the Embassy of Canada. There is limited evidence of joint planning, programming and coordination for higher gender equality outcomes between the UNCT and the donor community, as well as among bilateral donor agencies, the European Union and other major institutions such as the World Bank and the IMF. **The UNCT in Ethiopia is in a unique position to bridge this institutional gap by helping the GoE map out all interventions in support of gender equality in Ethiopia. This is an important work in progress.**

The UNDAF MTR rightly points out that, “to become the effective One Programme for the UN, there should be commitment and ownership of the UNDAF at all levels. UN Agencies have a corporate obligation to align their work with the UNDAF. However, there are some systemic challenges at the level of UN Agencies’ corporate headquarters that constrain harmonization at country level”. Indeed, despite the high-level United Nations commitment to deliver as one and harmonize internal procedures for joint action, there are persistent institutional barriers built into the culture of the UN that need further transformation. These barriers include, among others, vertical and rigid reporting lines and accountability systems and procedures engrained in the mandates of individual agencies. UN agencies must be willing to look beyond their individual mandates and focus on a few collective outcomes selected on the grounds of a theory of change.

Similar challenges are noted on the Government’s side. The national machinery for women is mandated to coordinate line ministries and account for their delivery on GTP II and SDG 5. It is a challenge, however, to monitor effective mainstreaming of gender equality and women’s empowerment in national development frameworks such as the GTPs and in all sector ministry plans, programmes and budgeting. The lack of coordination, joint action and accountability for higher levels of collective achievement is a common systemic issue that requires further reform and institutional transformation. The Gender Equality Scorecard exercise underscores the difficulty in measuring the collective achievements of UNCT members, according to the DaO principle, while also accounting for the discrete contributions of individual agencies. At best, we could list examples where two or more agencies are working together on their joint programme. The GEWE results are not reflected in the RC Report and there is no measure of performance to hold senior management to account in this respect.

3. Background

In response to the UN Chief Executives Board for Coordination (CEB) system-wide Policy on Gender Equality and the Empowerment of Women (CEB/2006/2), the UN has developed a coordinated approach to strengthening accountability for gender that was endorsed by the CEB in 2012. The approach comprises the following two key mechanisms.

1. The UN System-wide Action Plan (UN-SWAP), which from 2012 to 2017 focused on corporate processes and institutional arrangements at the individual entity level and was extended in 2018 to cover development and normative results tied to the SDGs.
2. The United Nations Country Teams Performance Indicators for Gender Equality and the Empowerment of Women (UNCT-SWAP Gender Equality Scorecard) was introduced in August 2008 and focused initially on joint processes and institutional arrangements within the UNCT. In the revised methodology, it has been extended to also cover results.

The UNCT-SWAP Gender Equality Scorecard is aligned with the UN-SWAP to ensure a coherent accountability framework at country, regional and HQ levels. Since the two mechanisms cover different parts of the UN system, different performance indicators have been used where appropriate.

There are numerous UN intergovernmental mandates for gender equality and women's empowerment. In 2015, UN Member States adopted the 2030 Agenda for Sustainable Development with the Sustainable Development Goals (SDGs) at its core. The 2030 Agenda commits all countries and stakeholders to work together to achieve sustained and inclusive economic growth, social development, and environmental protection. Leaving no one behind and reaching the farthest behind first is at the core of the Agenda. This commitment is underpinned by the principle of GEWE and grounded in the norms and standards the United Nations is tasked to uphold and promote, including coherent and integrated system-wide gender-responsive planning, implementation and reporting.

The 2018 Quadrennial Comprehensive Policy Review (QCPR) and the 2018 Economic and Social Council (ECOSOC) Resolution on gender mainstreaming also call for acceleration of UN efforts to mainstream gender, and to use the Gender Equality Scorecard. The Secretary General's report on the funding compact for the ECOSOC in 2019 specifically refers to the UNCT-SWAP, setting a target of 75 per cent of UNCTs to conduct the Gender Equality Scorecard exercise and meet or exceed requirements for at least 50 per cent of performance indicators in 2020.

The Gender Equality Scorecard is an accountability framework that promotes improved planning, coordination, programming and results for GEWE at the country level and is intended to help UN agencies to support Member States in achieving the SDGs. The Gender Equality Scorecard helps UNCTs to self-assess and report on their standing with respect to a set of performance indicators drawn from intergovernmental mandates and based on review and analysis of UNDAF processes. Updated in 2017, the Gender Equality Scorecard draws on review of past UNCT experience conducted by the UN Development Group as well as innovative ideas and lessons from other UN gender accountability frameworks, notably UNDP's Gender Equality Seal, ILO's Participatory Gender Audit, and the Inter-Agency Standing Committee Gender Marker.³

³ This background is based on the *UNCT-SWAP Gender Equality Scorecard Framework and Technical Guidance 2018*.

4. Objectives and Methodology

Objectives

As stated above, the specific objectives of the assessment are to assess the effectiveness of the UN Country Team in mainstreaming gender and promoting gender equality and women's empowerment and rights, as well as to develop an action plan to improve performance over the remaining period of the current and upcoming programming cycles.

The UNCT-SWAP Gender Equality Scorecard assesses the UN system's performance in gender mainstreaming across seven dimensions, namely (1) planning, (2) programming and monitoring and evaluation (M&E), (3) partnerships, (4) leadership and organizational culture, (5) gender architecture and capacities, (6) resources, and (7) results. Data and evidence are analysed in accordance with fifteen dimension-related indicators and minimum requirements suggested by the 2018 UNCT-SWAP Gender Equality Scorecard Framework and Technical Guidance.

Importantly, the Ethiopia UNCT-SWAP Gender Equality Scorecard has identified an additional indicator under the Partnership dimension: *UNCT collaborates and engages with donors and the private sector.*

Methodology

The UNCT-SWAP Gender Equality Scorecard methodology features four levels in the scoring system:

- *exceeds minimum requirements*
- *meets minimum requirements*
- *approaches minimum requirements*
- *misses minimum requirements.*

The Gender Equality Scorecard Guideline provides detailed criteria under each indicator to rate the scores as *approaches*, *meets*, or *exceeds* minimum requirements. If the UNCT fails to meet any of the criteria under *approaches minimum requirements*, the indicator score becomes *misses minimum requirements*.

However, there were limitations to applying the methodology because the single indicator assigned to measure each of the two key dimensions – Resources and Results – was insufficient to measure progress in funding GEWE programmes and in identifying tangible results. The UNCT should adopt and apply the UNDP Gender Marker to track future budget allocations for GEWE by output. The additional challenge is that most UN agencies do not keep their financial commitments for GEWE which makes it difficult to implement planned interventions as per the result framework.

The "Results" dimension implies a common understanding of the term within a theory of change agreed by the UNCT that focuses on a common vision and a set of strategic joint interventions to achieve measurable results that will accelerate the implementation of SDG 5. The application of the Gender Equality Scorecard to measure results will be constrained by the absence of a theory of change and an impact analysis of UNCT contributions to the overall progress made by the country towards achieving GEWE and all the SDGs. As stated in the UNDAF Ethiopia Mid-Term Review, "it is difficult to measure progress in SDG implementation towards the SDG 5 targets and the gender-specific targets of other SDGs without a strong data collection and analysis at the country level and unless international standards and measures are developed to capture Tier 2 and Tier 3 gender-specific indicators".

Inter-Agency Team Configuration and Responsibilities

The Ethiopia UNCT-SWAP Gender Equality Scorecard exercise was led by UN Women and the Resident Coordinator's Office and supported by an external consultant. It was a participatory exercise that involved a desk review of relevant documents, two workshops and several consultative meetings with a wide range of stakeholders including:

- UN Women and the UN RCO in charge of guiding the exercise
- UN agencies and donors
- government ministries (Ministry of Women, Children and Youth, Ministry of Finance and the National Planning and Development Commission)
- results groups in charge of equality and empowerment, communication and advocacy, and monitoring and evaluation
- donors
- civil society organizations and
- CCA consultants.

Evidence of progress and challenges were drawn from these meetings and workshops and from UN Women's invaluable insights and guidance. After submission of the draft indicator reviews, a validation meeting was organized to discuss and verify initial findings and each indicator was tentatively scored. The Inter-Agency Team also noted gaps and discussed actions to be included in the UNCT-SWAP Gender Equality Scorecard Action Plan.

5. Findings

Indicator		Misses Minimum Requirements	Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements
1. Planning	1.1. Common Country Analysis				
	1.2. UNDAF Outcomes				
	1.3. UNDAF Indicators				
2. Programming and M&E	2.1. Joint Programmes				
	2.2. Communication and Advocacy				
	2.3. UNDAF M&E				
3. Partnerships	3.1. Engagement with Government				
	3.2. Engagement with GEEW CSO				
	3.3. Engagement with Development Partners ⁴				
4. Leadership and Organizational Culture	4.1. Leadership				
	4.2. Organizational Culture				
	4.3. Gender Parity				
5. Gender Architectures and Capacities	5.1. Gender Coordination Mechanism				
	5.2. Gender Capacities				
6. Financial Resources	6.1. Resources				
7. Results	7.1. Gender Results				

⁴ This has not been given a score as it has no indicators under the UNCT-SWAP Gender Equality Scorecard.

Dimension Area 1: Planning

INDICATOR 1.1 - COMMON COUNTRY ANALYSIS INTEGRATES GENDER ANALYSIS

Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements
CCA or equivalent includes: a. Gender analysis across the majority of sectors including underlying causes of gender inequality and discrimination in line with SDG priorities, including SDG 5; and b. Some sex-disaggregated and gender-sensitive data.	CCA or equivalent includes: a. Gender analysis across all sectors including underlying causes of gender inequality and discrimination in line with SDG priorities, including SDG 5; and b. Consistent sex-disaggregated and gender-sensitive data.	CCA or equivalent meets minimum requirements and includes: c. Targeted gender analysis of those farthest behind.

Indicator:

Score:

1.1 Common Country Analysis (CCA) Integrates Gender Analysis

Meets Minimum Requirements

Findings and Evidence

A review of pertinent documents from a wide range of sources confirms that the UNCT established a Gender Theme Group to help mainstream gender through the UNDAF preparation process. This group made a significant contribution to the mainstreaming of gender in the whole UNDAF process. The CCA for the UNDAF 2016–2020 features a separate analysis section on women and girls supported by gender-focused data. The remaining thematic areas in the CCA also have sex-disaggregated data where available.

The commitment of the UNCT to mainstream gender in the planning and programming process also led to a Gender Equality Scorecard exercise in 2015 to assess how gender equality was reflected in the last UNDAF and to support the mainstreaming of gender in this UNDAF. **The discussions held with the team confirmed a continued strong commitment across government entities and UN agencies to integrate gender data and sex-disaggregated statistics into planning and programming exercises. This is a major achievement.** Thus, the UNCT successfully met the Gender Equality Scorecard's minimum requirements by actively engaging in data mining and gender analysis.

There is growing attention to economic indicators on gender gaps and the opportunity cost of gender inequalities. It is worth noting that a recent study, published by the IMF office in Ethiopia, analyses the macroeconomic impact of gender inequalities on economic growth and the GDP in Ethiopia. In the specific sector of industrial development, the UNCT conducted a comprehensive study on the prospect of growth in manufacturing which may require a deeper analysis of the gender dimensions of wage, work safety and benefits in the manufacturing and industrial sectors that largely employ young women. Lack of flexible and women-friendly work environments that accommodate day care and breastfeeding breaks are among the key issues women face in the manufacturing sector.

Given that “what is not counted does not count”, it is imperative to produce and use quantitative and qualitative gender data and sex-disaggregated statistics. One common challenge is proper tracking to avoid the risk of double reporting on inter-agency joint initiatives or underreporting of expenditures for gender mainstreaming in large programmes.

In 2016, a global flagship programme, *Making Every Woman and Girl Count: Supporting the Monitoring and Implementation of the SDGs through Better Production and Use of Gender Statistics*, was launched in Ethiopia. The objective of the programme is to ensure that gender statistics are available, accessible and analysed to inform policymaking, advocacy and accountability for delivering on gender equality and women’s empowerment. This programme will significantly address the country’s paucity of gender statistics.

A recent study, *Administrative Data Sources for Monitoring Gender-Related Sustainable Development Goals*, was conducted in six countries: Kenya, Tanzania, Uganda, Ethiopia, Malawi and Rwanda. The study recommends ways to fill the data gaps for gender-responsive SDG monitoring and reporting with administrative data and civil registration and vital statistics (CRVS). The findings for Ethiopia revealed that administrative data systems have the potential to generate data for monitoring SDG 5 and other gender-specific SDG indicators. The study details, however, a major capacity challenge.

Means of verification: CCA for Ethiopia UNDAF 2016–2020

Indicator 1.2 - Gender equality mainstreamed in UNDAF Outcomes

Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements
<p>a. Gender equality and the empowerment of women are visibly mainstreamed across some outcome areas in line with SDG priorities, including SDG 5.</p>	<p>a. Gender equality and the empowerment of women are visibly mainstreamed across all outcome areas in line with SDG priorities, including SDG 5.</p> <p>or</p> <p>b. One UNDAF outcome specifically targets gender equality in line with UNDAF theory of change and SDG priorities, including SDG 5.</p>	<p>a. Gender equality and the empowerment of women are visibly mainstreamed across all outcome areas in line with SDG priorities, including SDG 5.</p> <p>and</p> <p>b. One UNDAF outcome specifically targets gender equality in line with UNDAF theory of change and SDG priorities, including SDG 5.</p>

Indicator:
1.2 Gender Equality Mainstreamed in UNDAF Outcomes
Score:
Meets Minimum Requirements
Findings and Evidence

The 2016–2020 UNDAF focuses on supporting the attainment of the lagging MDGs 3 and 5, as well as the realization of equitable and sustainable development in line with the 2030 Agenda and the SDGs.

UNDAF/Ethiopia outcomes and outputs reflect the UN's core values and principles: (i) leave no one behind; (ii) human rights, gender equality and women's empowerment; (iii) sustainability and resilience; and (iv) accountability. There are specific outcomes on gender equality and women's empowerment, as well as human rights, under the equality and empowerment pillar.

Based on the DaO approach, the 2030 Agenda and the SDGs, the joint UN/GoE High Level Steering Committee – comprising the Government, the UN and development partners – provided strategic direction and oversight to the achievement of planned UNDAF results.

Gender is also mainstreamed in some of the other outcomes, but not all. All outcomes under Pillar 3 (Outcomes 6 to 10⁵) and two of the three outcomes from Pillar 4 (Outcomes 11 and 12⁶) have mainstreamed gender. This brings the total number of gender-related outcomes in the UNDAF to nine out of a total of 15.

Means of verification: UNDAF for Ethiopia 2016–2020
Indicator 1.3 - UNDAF indicators measure changes on gender equality

Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements
Between one-fifth and one-third (20%–33%) of UNDAF outcome (and output) indicators measure changes in gender equality in line with SDG targets, including SDG 5.	Between one-third and one-half (33%–50%) of UNDAF outcome (and output) indicators measure changes in gender equality in line with SDG targets, including SDG 5.	More than one-half of UNDAF outcome (and output) indicators measure changes in gender equality in line with SDG targets, including SDG 5.

- 5 UNDAF 2016-2020 Outcome 6 reads: 'By 2020, the Ethiopian population in particular Women, Newborn, Children, Adolescent and Youth including vulnerable groups have improved access to and utilization of quality and equitable health services' and Outcome 10 read 'By 2020 equitable access created and quality education and training provided to all learners at pre-primary, primary and post-primary with a focus on the most disadvantaged and vulnerable children'.
- 6 UNDAF 2016 – 2020 Outcome 11 reads 'By 2020, key governance, justice and human rights institutions and other stakeholders apply enhanced capacities to ensure the rule of law, an efficient and accountable justice system and the promotion and protection of human rights in line with national and international instruments, standards and norms' and Outcome 12 reads 'By 2020, key Government institutions and other stakeholders utilize enhanced capacities to ensure equitable, efficient, accountable, participatory and gender-responsive development'.

Indicator:	Score:
1.3 UNDAF Indicators Measure Changes on Gender Equality	Meets minimum requirements

Findings and Evidence:

Between one-third and one-half (33%–50%) of the UNDAF outcome/output indicators track progress towards gender equality results⁷ in line with SDG targets, including SDG 5. Out of 323 outcome/output indicators, 160 (49.54%) track progress towards gender equality and the empowerment of women.

The five UNDAF pillars include I. inclusive growth and structural transformation, II. resilience and green economy, III. investing in human capital and expanded access to quality, equitable basic social services, IV. governance, participation and capacity development results and resources framework and V. equality and empowerment. Pillars III (71.3%) and V (91.18%) scored the highest.

Out of 15 outcomes, outcome 8 on health (100%), 10 on education (88%) and 14 on violence against women and harmful traditional practices (100%) are the highest scoring indicators that are gender-disaggregated or gender-focused. The following outcomes all scored greater than 60%: outcome 15 on youth, 7 on nutrition, 6 on system for quality health services and 11 on human rights. The remaining outcomes scored lower than 35% except outcome 13 on institutional capacity with a score of 50%. Most indicators concerning gender mainstreaming, however, remain “to be determined” thereby underscoring gaps in gender data.

The existing data gap shows that to measure changes as a result of UNDAF Pillar 5 on equality and empowerment, the UN will need to assess the impact of its contributions to the Government of Ethiopia in three areas of GEWE:

- the capacity of law enforcement agencies and the judiciary to prevent and respond to violence against women and girls;
- the quality of services that are essential to sustain the livelihood of survivors of violence, trafficking and harmful traditional practices; and
- the capacity of people at the community level, including working with men and boys, to eradicate the negative stereotypes that perpetuate violations of the human rights of women and girls.

There is a shared concern among UN agencies over the lack of resources to bring about change in GEWE in these key areas.

Furthermore, it is challenging to gather evidence that measures the qualitative impact of laws on attitudes and behaviours and explains the realities behind the number of cases reported and prosecuted within the provisions of the law. According to the Ethiopian Demographic and Health Survey (EDHS), in 2016:

- 34% of women experienced some form of violence
- 10% of women experienced sexual violence
- 6% of women age 15–49 were subjected to FGM
- 14% of women aged 20–24 were married by age 15
- 40% were married at age 18.

⁷ The indicators qualify as “able to track progress on gender equality or women’s empowerment” where they have a component of gender disaggregation or are gender-focused or – even if disaggregation is not clearly mentioned – the means of verification indicate a gender component.

While 30 per cent of women aged 15–49 made informed decisions regarding sexual relations, contraceptive use and reproductive health care⁸, to achieve SDG 5 by 2030, this figure must reach 100 per cent and the laws and regulations that ensure full access to female sexual and reproductive health care must be implemented. There are some positive changes and strong legal support regarding gender-based discrimination and violence against women. While Ethiopia mandates maternity leave by law, the Constitution contains a non-discrimination clause, and a National Women Policy and Women Development Package have been implemented, it is unknown whether specific legal frameworks exist to promote equal pay and job opportunities.⁹

There is also a serious problem with wages as the country does not have a minimum wage policy. The Ministry of Labour and Social Affairs is currently working on this issue.

The IMF macro study 18/355 of December 2018¹⁰ on the macroeconomic impact of gender inequalities on the GDP sets an important baseline for future impact analysis of GEWE at the aggregate economic level over a period of time.

While good progress has already been made in some areas concerning women's access to economic resources, others require further work to meet the SDG targets. For example, Ethiopia claims it has already met the 2030 target by guaranteeing equal access to land ownership and control for both men and women. Though the Government issues joint certificates for spouses, women still face challenges at the time of divorce or the death of a spouse. It is crucial to search for qualitative evidence of actual changes on the ground, beyond the numbers and the rhetoric.

The UNCT plays a significant role in support of changes registered by the new GoE and future reforms. It will make a significant contribution to the comprehensive data system under construction if a solid baseline for measuring progress on SDG 5, including GEWE results across all SDGs, is formed through a collective effort. The Government and the UNCT will be able to track contributions made towards these results by UN agencies, either collectively or individually. This effort may fall short of establishing direct correlations between investments and results, but it will begin to shift the paradigm away from existing silos and fragmented interventions and start measuring changes in GEWE.

Means of verification: UNDAF for Ethiopia 2016-2020 Ethiopian Demographic and Health Survey (2016)

⁸ National Planning Commission Central Statistical Agency of Ethiopia 'Gender Statistics Report' 2017 available at https://www2.unwomen.org/-/media/field%20office%20africa/attachments/publications/2018/12/un%20women_gender%20statistics%20report%202017_final-compressed.pdf?la=en&vs=106 (accessed 01 June 2020)

⁹ World Bank Group 'Women, Business and the Law' 2018 available at <http://documents1.worldbank.org/curated/en/926401524803880673/pdf/125804-PUB-REPLACEMENT-PUBLIC.pdf> (accessed 01 June 2020)

¹⁰ International Monetary Fund Country Report No. 18/355 'The Federal Republic of Ethiopia: Selected Issues' (December 2018) available at <https://www.imf.org/~media/Files/Publications/CR/2018/cr18355.ashx> (accessed 01 June 2020).

Dimension Area 2: Programming and Monitoring and Evaluation

Indicator 2.1 - Joint Programmes contribute to reducing gender inequalities

Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements
<p>a. Gender equality is visibly mainstreamed into at least 50% of JPs operational at the time of assessment.</p> <p>or</p> <p>b. A Joint Programme on promoting GEWE is operational over current UNDAF period in line with SDG priorities, including SDG 5.</p>	<p>a. Gender equality is visibly mainstreamed into all JPs operational at the time of assessment.</p> <p>and</p> <p>b. A Joint Programme on promoting GEWE is operational over current UNDAF period in line with SDG priorities, including SDG 5.</p>	<p>Meets minimum requirements</p> <p>and</p> <p>c. A system is in place to ensure gender mainstreaming of JPs.</p>

Indicator:

Score:

2.1 Joint Programmes Contribute to Reducing Gender Inequalities

Meets Minimum Requirements

Findings and Evidence

The UNCT has implemented three gender-focused joint programmes over the current UNDAF: 1) Joint Programme on Gender Equality and Women's Empowerment (JP GEWE), 2) Joint Programme on Maternal and Newborn Health, and 3) Joint Programme on Rural Women Economic Empowerment (JP RWEE). The joint programme on GEWE supported by ILO, UNESCO, UNDP, UN Women, UNICEF and UNFPA ended in 2017. It was not extended because much of the work was done by few of the agencies and joint resource mobilization was not possible. As well, all partners were not available for joint field monitoring. More importantly, some UN agencies did not honour their financial pledge to JP GEWE. The JP component that supports the economic empowerment of rural women is ongoing with successful results implemented by Rome-based agencies including FAO, IFAD, WFP and UN Women. The JP was recently expanded to additional woredas or districts in Oromia and Afar Regional States with new funding from donors, namely Norway and Sweden.

Besides these joint programmes, the UNCT's commendable effort in joint programming is seen through shared initiatives that bring together two or more UN agencies to deliver together on focused interventions. Other than the gender-focused joint programmes mentioned above, the following are the major joint programmes and initiatives in this UNDAF period:

- Community Safety and Access to Justice Initiative (UNFPA, UNDP, UNHCR, and UN Women)
- Counter Trafficking and Migration Joint Policy Initiative (ILO, IOM, UNHCR, and UNODC)
- Global Programme to End Child Marriage (UNICEF and UNFPA)
- Global Programme to Accelerate Action to End Child Marriage (UNICEF and UNFPA)
- Joint Initiative to set up a National Gender Information System (AfDB, UNICEF, and UN Women)
- Joint Policy Initiative on Social Protection (ILO, UNDP and UNICEF)
- Joint Policy Initiative on Women's Health Rights (UNAIDS, UN Women, and WHO)

- Joint Programme Developing Regional States Public Service Delivery (UNCDF, UNDP and UNICEF)
- Joint Programme on Ending Child Marriage, Female Genital Mutilation/Circumcision and Violence Against Women and Girls (UN Women, UNFPA, and WHO)
- A Project on Universal Access to Sexual Reproductive Health and Rights Services in Somali Region (WFP and UNFPA)
- National Alliance on Harmful Traditional Practices (UN Women, UNFPA, UNICEF, and other NGOs, CSOs and government sectors).

These programmes and initiatives are either focused on gender and/or visibly mainstream gender. However, the diversity of interventions and actors indicates the need for a proper mapping exercise to help the GoE and the UNCT develop a roadmap similar to that of the Ministry of Health.

It is difficult to attribute changes and results to the GoE or to the UNCT beyond assessing the performance of the individual joint programmes listed above. Such an exercise, however, would provide a comprehensive compilation of UN agencies' gender equality results per programme.

Means of Verification: Joint programme and initiative documents

Indicator 2.2 - Communication and Advocacy address areas of gender inequality

Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements
a. The UN system has contributed collaboratively to at least one joint communication activity in GEWE during the past year.	b. The UN system has contributed collaboratively to at least one joint advocacy campaign for GEWE during the past year and c. The Inter agency Communication Group Annual Work Plan, or equivalent, visibly includes GEWE communication and advocacy.	Meets minimum requirements and d. The UN system has contributed collaboratively to communication or advocacy in at least one non-traditional thematic area during the past year.

Indicator:	Score:
2.2 Communication and Advocacy Address Areas of Gender Inequality	Exceeds Minimum Requirements

Findings and Evidence

As one of the most effective Results Groups, UN Communications Group (UNCG) builds a positive image of the UN in Ethiopia and highlights UN achievements and events. The UNCT produces Information, Education and Communication (IEC) materials and maintains a web-based monthly newsletter. The UNCG faces funding challenges because UN agencies are not always willing to contribute to joint communications and UN events. The Country Representative of UN Women chairs the group.

The three Gender Equality Scorecard indicators on communication and advocacy were reviewed with the team and scored *exceeds minimum requirements* based on the following activities.

- GEWE is included in the UNCT communication plan.
- In the past three years, the UNCT jointly sponsored Women First Run to promote SDG 5 in partnership with the Government, private sector and CSOs. In 2017, the theme was “Because she can” followed by “Violence-free life. It is my right” the next year. In 2019 “I Lead!” was the theme.
- Public relations activities were organized around the Women First Run on radio, TV, in schools, and with celebrity engagement including the Olympic champion Athlete Derartu Tulu and others.
- Among the non-traditional activities not part of the annual work plan, the UN financed the production of a music video by famous singer Helen Berhe. The video showcased powerful lyrics on gender equality and women’s leadership. Berhe was subsequently interviewed in national and international media. The initiative successfully raised public awareness regarding gender equality.
- In 2017, the RCO organized a UN panel discussion on GE in quality education at Addis Ababa University with UN Women, UNICEF, and the African Union. This initiative reflects SDG 4’s focus on education.
- 16 Days of Activism to End VAW was supported by the UNCT with a panel discussion on ending gender-based violence in the university. In partnership with Radio Fana, a year-long series of activities featured thematic areas, including SDG 5. In 2018, the UN Communications Group issued a joint communiqué in seven local languages.
- UNICEF/UNFPA issued joint press release on FGM Day as part of their JP.

Among the new developments, UN Ethiopia has a website, bimonthly newspaper, common branding, and posts on social media (Facebook and Twitter). All the evidence underscores sustained efforts by the UNCT to engage media and raise public awareness on the SDGs, including SDG 5.

Means of verification: UNCT Communication Plan, Records of joint advocacy and communication events

**Indicator 2.3 - UNDAF Monitoring and Evaluation measures progress
against planned gender equality results**

Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements
<p>Meets one of the following:</p> <ul style="list-style-type: none"> a. UNDAF Results Matrix data for gender-sensitive indicators is gathered as planned. b. UNDAF reviews/ evaluations assess progress against gender-specific results. 	<p>Meets two of the following:</p> <ul style="list-style-type: none"> a. UNDAF Results Matrix data for gender-sensitive indicators is gathered as planned. b. UNDAF reviews/ evaluations assess progress against gender-specific results. c. The M&E Group or equivalent has received technical training on gender sensitive M&E at least once during the current UNDAF cycle. 	<p>Meets all of the following:</p> <ul style="list-style-type: none"> a. UNDAF Results Matrix data for gender-sensitive indicators is gathered as planned. b. UNDAF reviews/ evaluations assess progress against gender-specific results. c. The M&E Group or equivalent has received technical training on gender sensitive M&E at least once during the current UNDAF cycle.

Indicator:

**2.3 UNDAF Monitoring and Evaluation Measures Progress against
Planned Gender Equality Results**

Score:

Approaches Minimum Requirements

Findings and Evidence

The UN in Ethiopia operates in a complex, multi-stakeholder context. It needs a system for monitoring and evaluation at the start of the UNDAF cycle with benchmarks for regular monitoring and an evaluation at the end of the cycle. The system should be simple, with a clear set of measurable results indicators and benchmarks based on the UNDAF Results Matrix. It should report on the same results indicators through the monitoring, mid-term review and evaluation processes.

UNDAF review/evaluations have been conducted as planned under the UNDAF; this includes the mid-term UNDAF evaluation that has gender-specific results as a component. The joint programmes also have mid-term and end evaluations that contribute to the overall UNCT M&E. The M&E Working Group is accountable to the Programme Management Team for M&E. It participated in planning and design of the UNDAF and in joint work planning, as well as reporting on results. An M&E portal was established on the UN DaO Ethiopia website with links to the GoE. However, previous evaluation shows that the M&E Group has not functioned as effectively as expected which points to the challenges of gathering evidence on joint activities. Except for the UNDAF reviews and evaluations conducted as per the UNDAF Plan of Action including the mid-term review that features a component on UNDAF gender-sensitive indicators, the M&E Group has not been able to gather evidences on other UN agency joint initiatives. When focusing particularly on gender, it is noted that most of the gender-related indicators do not still have baseline data which is indicative of the existing gap with regards to gathering gender-specific indicators as planned under the UNDAF.

Although it is not the subject of this assessment, it is worth noting that on the GoE side, the legislative and executive agencies are expected to monitor and support the SDGs and GTP II, making sure that performance reports are compiled from official administrative data, sample surveys, documents and inventories obtained at the federal, regional and municipal levels.

Notable progress was registered on the SDG implementation of gender goals and targets that are included in all the focus area reports. These reports are submitted to the Council of Ministries for evaluation and to the HPR every three to six months. M&E directorates and departments are in place in line ministries and in the Planning and Development Commission (PDC) to conduct regular performance reviews. Currently, each sector's performance has been evaluated and monitored for the mid-term progress report of GTP II and gender is part of M&E in all sectors.

The importance of gender statistics is also recognized as an emerging area for further development of national statistics. **Until a baseline is established to monitor progress towards GEWE and alternative data sources are fully utilized, M&E of SDG implementation will remain a serious challenge for the UNCT and the GoE.**

Means of Verification: UNDAF 2016 -2020 Mid-Term Review, JP GEWE I & II End Evaluation, JP RWEE I End Evaluation

Dimension Area 3: Partnerships

Indicator 3.1 - UNCT collaborates and engages with Government on GEWE

Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements
<p>a. The UNCT has collaborated with at least one government agency for a joint initiative that fosters gender equality within the current UNDAF cycle.</p>	<p>Meets two of the following:</p> <p>b. The UNCT has collaborated with at least two government agencies for a joint initiative that fosters gender equality within the current UNDAF cycle.</p> <p>c. The National Women's Machinery participates in UNDAF consultations: country analysis, strategic prioritization, implementation, and M&E.</p> <p>d. The UNCT has made at least one contribution to substantively strengthen government participation and engagement in gender-related SDGs localization and/or implementation.</p>	<p>Meets all of the following:</p> <p>a. The UNCT has collaborated with at least two government agencies for a joint initiative that fosters gender equality within the current UNDAF cycle.</p> <p>b. The National Women's Machinery participates in UNDAF consultations: country analysis, strategic prioritization, implementation, and M&E.</p> <p>c. The UNCT has made at least one contribution to substantively strengthen government participation and engagement in gender-related SDG localization and/or implementation.</p>

Indicator:

Score:

3.1 UNCT Collaborates and Engages with Government on GEWE

Exceeds Minimum Requirements

Findings and Evidence

UNDAF implementation through government structures, both at federal and regional levels, promotes national ownership and strengthens UNCT collaboration with government. The UN uses the national implementation modality (NIM) which, at federal and regional levels, supports national capacity-building and also enhances national ownership of UNDAF processes and results.

The UNDAF was very closely aligned to GoE priorities as articulated in the GTP-II. The Government seems satisfied with “the UNDAF structure as a comprehensive and a one-stop compendium of UN agency work”. There is no basis, however, to establish that joint delivery has increased to a significant level and resulted in lowering delivery costs. Clearly, the Government’s view of the UN is through the sectoral lens of UN agencies delivering on their mandates. More needs to be done to brand the UN in Ethiopia as one collective and integrated entity, delivering as one by pulling its resources together to impact strategic interventions supported by the mandates of its multiple agencies. The GEWE agenda, and the gender mainstreaming approach, would benefit most from a common theory of change built around the core principles of DaO and leaving no one behind.

In order to support the nation's efforts to reduce gender inequalities and narrow the gender gaps in Ethiopia, the capacity of institutions that have oversight and coordination functions – like the Ministry of Women, Children and Youth and the Planning and Development Commission – need to be strengthened with relevant expertise to help them promote gender policies and legal reform. Implementation of UNDAF will be effective if, at the national level, there is a common understanding between the Government of Ethiopia and the UNCT of the One Programme approach and its benefits to the country.

All sector ministries have a Gender Directorate with some level of gender expertise and a few are members of management who can influence change. UN Women has seconded gender experts to the MoWCY, the Planning and Development Commission and the Central Statistical Agency to provide much needed support to the directorates.

Ethiopia had a National Council that provided oversight on the situation of women, children and youth chaired by the Deputy PM. It is a powerful tool to assess GEWE at the highest level. While the Council was disbanded in 2017 as part of the transition, it produced a very good checklist still used by the Planning and Development Commission to evaluate the performance of sectors on the issues of women, children and youth.

Recently, a “Deliverology Team” was set up for gender monitoring in the MoWCY by the Ministry of Health. The Deliverology Team emphasizes the objectives of delivering as a team and could well provide an example of good practice for future joint programming in GEWE.

The Gender Equality Scorecard exercise notes that the PDC Gender Directorate is a strong partner of the UNCT – particularly UN Women – in mainstreaming gender through government planning. The exercise prepares the Government's GTP II progress report on GEWE based on inputs from federal, regional and sector reports on GTP II. Over the past three years, the Gender Performance Reports of GTP II have been prepared by a coordinating committee composed of experts from different directorates of the PDC and with technical and financial support from UN Women.

The core DaO principle of the UNCT is appreciated because it strengthens the implementation of SDG 5. UNDAF and GTP II planning were well-served by the CCA gender data and sex-disaggregated statistics collected across all sectors. However, PDC is of the view that the scope of SDG 5 indicators falls short of addressing the broad spectrum of GEWE realities and challenges in the context of Ethiopia. The PDC should not limit its focus to SDG 5 alone when talking about gender but also look at all SDGs aligned to the GTP II pillars. In other words, gender should be treated as a cross-cutting issue taking all SDGs into consideration.

Discussions with the Ministry of Women, Children and Youth were insightful on the complexity of UNCT engagement with the GoE on GEWE. A strong partnership was forged with UN Women, UNICEF, UNFPA and UNDP as well as specialized agencies for joint planning and programming on SDG 5 indicators. But some agencies bypass the Ministry of Women, Youth and Children to work directly at the regional level and others work with sector ministries on gender without informing or engaging the Ministry. This new trend may be misinterpreted as a positive indication that sector ministries have their own gender plans and use their own capacities to mainstream gender. In reality, only a few ministries have a well-developed gender plan (Health, Education, Agriculture, and Finance). There are key sectors that are lagging behind and need support to address their gender capacity gap. However, whether MoWCY has adequate expertise in gender to guide and lead sector Gender Directorates and regional bureaus must also be investigated.

It is recommended to strengthen the institutional capacities of the national machineries to help advocate and support the integration of GEWE in all government planning and programming processes and to build systems of accountability for GEWE outcomes and effective mainstreaming of gender across sector ministries.

The performance levelling tool on GEWE designed by the Ministry, with technical and financial support from UN agencies, has been used effectively to assess GoE performance by sector based on 16 indicators related to policy, planning, programmes, capacity, human resources, affirmative action, data, and training. Piloted in eight sectors, and tested on all the ministries before the change of government, the tool provides a useful baseline for future accountability.

Gender mainstreaming in the manufacturing and industry sectors is one of the emerging areas for potential joint UNCT and GoE interventions in support of growth through employment for women. The Gender Equality Scorecard discussions with GoE and partners focused on female workers' conditions in the growing sector of manufacturing and industrial parks development. Several ministries, public and private enterprises, and UN agencies are mandated to address different aspects of female employment in these sectors: Ministry of Trade and Industry, Ministry of Labour and Social Affairs, Ministry of Women, Children and Youth as well as the Investment Commission, Confederation of Ethiopian Trade Unions, Industrial Park Agency and UN agencies including UNDP, UNIDO, UN Women, ILO, WHO, UNFPA, UNICEF, IOM and stakeholders from civil society organizations.

UNDP has conducted a study on the industrial parks but the gender implications need further in-depth analysis of women's working conditions, wage gaps and minimum wage policy, workplace safety, health hazards, benefits and entitlements including day-care services, maternity leave, breastfeeding breaks, access to sexual and reproductive health services, equal employment opportunity regardless of job title and protection from harassment as well as prospects for skills development and promotion for women within the sector. Win-win models and negotiated agreements should be developed whereby investments by foreign companies are framed by corporate social responsibility and their national counterparts ensure that the female workforce is neither underpaid, exploited, harassed nor unsafe. It also means that the Government is in compliance with ILO conventions on decent work. Investors should apply a fraction of the return on their investment to fulfil their social corporate responsibility by providing basic facilities and services, decent wages and working conditions, and health benefits – especially for the young women who form the vast majority of the workforce.

A coordinated and concerted approach to increase foreign direct investment and promote employment can be crafted to the benefit of all stakeholders. The turnover of a skilled female labour force, at additional cost to the investor, is mainly caused by the lack of sufficient incentives and support to retain a skilled and committed workforce. As a 2018 UNDP study¹¹ indicates, this is further exasperated by sexual harassment, absence of day-care facilities, breastfeeding breaks, lack of access to reproductive health information and to family- and women-friendly services and facilities. The exposure of women labourers to sexual harassment and abuse within the industry will in turn expose foreign companies to negative publicity and the perception of failure to uphold their international standing and meet their responsibilities as good corporate citizens.

The following steps are recommended to support the Ministry of Women, Children and Youth.

- Map all programmes (GoE, UN, bilateral donors, INGOs and local CSOs) that address GEWE, including those specific to SDG 5.
- Prepare a roadmap for joint UNCT/GoE implementation of SDG 5 and other GEWE priorities.
- Assess gaps in resources, capacities and systems for UNCT/GoE coordination and delivery on GEWE.
- Share experiences with other countries regarding the functioning of the gender focal point system, gender mainstreaming, monitoring results and building accountability systems across sector ministries.

PDC has strong partners with the UNCT to evaluate its performance on gender in mid-term reviews of GTP II and in an annual performance report to donors. The UN quarterly report shows good progress but, according to PDC, the financial system does not allow it to reallocate resources that could not be used within the agreed timeframe. It should be noted that the 2019 SDG Needs Assessment and Costing exercise was done with the PDC in collaboration with the UNDP in a collective effort by all UN agencies. The UNCT support to the PDC of the Government of Ethiopia – the agency responsible for prioritizing, mainstreaming, implementing and reporting of the SDGs – has focused mainly on enhancing the capacity of PDC to mainstream the SDGs

¹¹ UNDP, A Study on Women in Manufacturing in Ethiopia: Opportunities, Challenges and Strategic Interventions (2018) available at <https://www.et.unep.org/content/ethiopia/en/home/library/poverty/a-study-on-women-in-manufacturing-in-ethiopia.html> (accessed 01 June 2020).

into national development plans, undertaking needs assessment, baseline and costing exercises and offering institutional support for staff capacity-building. A gender expert has also been seconded to PDC through UN agency support, but further gender capacities will be needed to elevate the Gender Directorate to a position of influence on high-level decision-making.

PDC has recently requested the UNCT to facilitate a MAPS engagement to assist the country in mainstreaming the SDGs into development planning processes at national and sectoral levels and to help identify entry points for accelerating SDGs progress. The steering committee, co-chaired by the Commissioner of PDC (with the rank of Minister) and the UN Resident Coordinator, is composed of relevant sector ministers and state ministers from the GoE, UN agency heads, the private sector and CSO representatives at appropriate levels. The technical team that supports planning, implementation, monitoring and financing of the SDGs is co-chaired by PDC and UNDP.

The Ministry of Finance was among the government partners interviewed for the Gender Equality Scorecard. The Ministry coordinates with UN agencies, COMESA, Intergovernmental Authority on Development (IGAD) and others through a dedicated directorate in charge of approving all UN programmes. Gender-responsive budgeting is one of the UNDAF outputs; however, there is no indication of any source of funding for gender activities. Pool funding is more effective, but it seems donors are reluctant to use it in joint programming. This hesitancy arises in all discussions with the GoE. Assessment was done in 2012 on a pool fund set up to support GEWE. Unfortunately, it was clear that the fund was not used for the intended purpose and so it was dissolved.

Although UN senior programme staff assigned as gender focal points have solid gender expertise, it is important to recruit dedicated gender programme staff within each UN agency. This will help maximize opportunities for gender mainstreaming in major government studies and programme initiatives including the ongoing mainstreaming, acceleration and policy support (MAPS) engagement.

The UNCT also has a plan to undertake a study on “leaving no one behind”. It will focus on education, health and food security sectors. The above initiatives could benefit from gender analysis and close collaboration.

Means of Verification: Key informant interviews with implementing partners SDG Needs Assessment and Costing (2018)

Indicator 3.2 - UNCT collaborates and engages with women's/gender equality CSOs

Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements
<p>a. The UNCT has collaborated with GEWE CSOs and women's rights advocates on at least one joint initiative that fosters gender equality and empowerment of women within the current UNDAF cycle.</p>	<p>Meets two of the following:</p> <p>a. The UNCT has collaborated with GEWE CSO and women's rights advocates for at least two joint initiatives that foster gender equality and empowerment of women within the current UNDAF cycle.</p> <p>b. GEWE CSO participates in UNDAF consultations: country analysis, strategic prioritization, implementation, M&E.</p> <p>c. The UNCT has made at least one contribution to substantively strengthen GEWE CSO participation and engagement in gender related SDGs localization and/or implementation.</p>	<p>Meets all of the following:</p> <p>a. The UNCT has collaborated with GEWE CSO and women's rights advocates for at least two joint initiatives that foster gender equality and empowerment of women within the current UNDAF cycle.</p> <p>b. GEWE CSO participates in UNDAF consultations: country analysis, strategic prioritization, implementation, M&E.</p> <p>c. The UNCT has made at least one contribution to substantively strengthen GEWE CSO participation and engagement in gender related SDGs localization and/or implementation.</p>

Indicator:

3.2 UNCT Collaborates and Engages with Women's/Gender Equality CSO

Score:

Meets Minimum Requirements

Findings and Evidence

Regarding UNCT engagement with civil society organizations – and in addition to inputs from UN agencies – consultations were conducted with key CSOs (international, local and charity organizations) working closely with UN Women, UNFPA and UNICEF. This exercise provided feedback from both sides of the partnership between CSOs and the UNCT over the past difficult years.

CSOs, in general, and advocates for women's rights, in particular, were severely constrained by the CSO law¹² that prevailed in Ethiopia for almost a decade. The CSO law did not prohibit women NGOs from registering and operating in the country but it made it difficult for local CSOs to raise external funds for advocacy and rights-based work. The law limited advocacy programme funds from donors to just 10 per cent. Furthermore, the CSO law prohibited international and resident NGOs from working on advocacy and rights issues.

There were serious concerns about the lack of UN support to CSO engagement during those difficult years – even by CSOs working on women's economic empowerment that were not directly affected by the CSO law. CSO consultations during the Gender Equality Scorecard exercise suggest that some UN agencies have special relationships with select CSOs and that there was neither coordinated nor impactful engagement by the UNCT with the CSO community at large despite its expertise.

¹² Charities and Societies Proclamation 621/2009 put a financial restriction on local CSOs whereby they can only access foreign funds for up to 10% of their total budget. It also restricted the engagement of non-Ethiopian Charities and Societies in human rights and good governance issues.

Engagements with CSOs were at agency level such as when UN Women established a CSO Advisory Group or had projects with CSOs like AWSAD, NEWA, EWLA and WCDI. Despite the challenges, the collaboration between UN Women and its CSO Advisory Group substantively contributed to the enrichment and refinement of UN Women's strategic plan (2017–2020). Moreover, the space created as a result made it possible for CSOs to come together to share experiences and strategies on how to cope with the restrictive law and to celebrate joint events such as March 8, 16 Days of Activism and International Day for Persons with Disabilities, among others. There were also ad hoc consultations on the CEDAW and the Beijing Declaration and Platform for Action.

The new CSO law adopted in 2019¹³ removed most of the constraints and simplified registration. More importantly, it opened new opportunities for advocacy for GEWE. CSOs working with women with disabilities urged the UNCT to apply its core principle of “leave no one behind” to disability rights as per the UN Convention on Disabilities. The Ethiopian Women with Disabilities National Association, a member of the UN Women Advisory Group, pointed to the lack of compliance with accessibility infrastructure needs within the UN compound.

UN Women has been working on “male engagement” in ending violence against women. It is important to strengthen the engagement of men in all aspects of GEWE and to change the perception that gender issues are women's issues and their sole responsibility. UN Women had a successful “HeForShe” global campaign which was implemented in Ethiopia in 2017.

Networks of women's organizations such as NEWA and EWLA have close working relationships with UN Women but they, too, are constrained by the lack of resources for coordination and networking. Overall, the UN works more closely with the Government of Ethiopia than with CSOs. Progress should be made in terms of resource allocation to build the capacities of women's CSOs and to support their critical GEWE work, especially at the grassroots level. The new registration of CSOs may provide a better list of potential UNCT partners across all aspects of UNDAF and SDG 5 programming and implementation.

A comprehensive directory of CSOs working on GEWE will be developed as a follow-up to the list drawn up for a consultation meeting initiated by the Office of the President of Ethiopia, in partnership with UN Women and the newly reformed Agency of Civil Society Organizations. This directory will serve as a baseline for future engagements with CSOs and to identify gaps and challenges as well as opportunities for women's CSOs to renew their advocacy for the empowerment of women and the protection of their rights. It is important consider that other UN agencies have been working with CSOs/NGOs in the country on service provisions such as education, health, violence against women and women's empowerment.

Means of Verification: TOR for CSO-AG, Project Cooperation Agreements with the Network of Ethiopian Women Associations (NEWA), Ethiopian Women Lawyer's Associations (EWLA), Association for Women's Sanctuary and Development (AWSAD)

¹³ Organizations of Civil Societies Proclamation 1113/2019.

Indicator:
Score:
3.3 UNCT Collaborates and Engages with Donors
NA
Findings and Evidence

This section was added to the Gender Equality Scorecard guidelines as an important aspect of UNCT partnerships. Unfortunately, only Italy and Canada attended the consultations from the Donor Group on Gender Equality (DGGE) on the Gender Equality Scorecard, but their feedback was insightful.

The large community of bilateral donors, INGOs and foundations present in Ethiopia provides a unique opportunity for partnership with the UNCT and coordination of interventions in support of the SDGs. The donor community does not have its own coordination mechanism and this gap is filled by the DGGE, convened by UN Women and one embassy every other month. The DGGE can be a good platform for coordination between the UN and donors but pool funding remains a challenge for both sides. The Development Assistance Group (DAG) is a high-level coordination structure where development partners and the GoE come together to agree on strategic policy issues through their representatives. Efforts have been ongoing to establish a Gender Sector Working Group (GSWG) under DAG.

The UNCT DaO approach is viewed as a good incentive for UN collaboration with donors. It was noted that the GEWE Joint Programme had limited funds and few UN agencies and donors were committed to it. Ultimately, only a handful of the UN agencies remained engaged in the programme while many that pledged funds did not honour their commitment and were not held accountable. Donors expressed concern about the common use of JP GEWE as a pool of un-earmarked funds that the GoE can tap into for non-programme activities that should have been financed by the government budget.

Similar to UN agencies' preference to work in silos, many bilateral donors also develop their projects in isolation or in partnership with just one UN agency. For example, Canada has a feminist international policy that supports adolescent health and nutrition. Two of its projects were developed in partnership with UNICEF and one project was developed in partnership with UNFPA, but they were not considered JPs of the UNCT. Donors have their own focus areas and privileged relationships with sector ministries and UN agencies. Coordination with UNCT is low and there is limited exchange of information and resources for gender mainstreaming within the DGGE.

Piecemeal interventions and fragmented sector projects are unlikely to shake gender inequality to its core. Donors consider gender mainstreaming a challenging approach to achieving GEWE if more, or even all, programmes are not visibly and directly benefiting women. It is important to ensure that gender issues are integrated into the different stages of a programme cycle and at all levels of intervention. Gender mainstreaming needs to happen across all outcomes in clear terms and with measurable results; otherwise, there is a real risk that GEWE will be lost among other cross-cutting and emerging issues.

The GoE is reviewing its National Policy on Women and is developing a roadmap to that effect. It may be a good opportunity for DGGE to jointly review good practices of gender mainstreaming in order to reassess fundamental assumptions and draw lessons for the future.

On the issue of donor coordination, PDC observed that UN agencies and bilateral donors prefer to engage line ministries separately and directly with earmarked resources that reflect their specific areas of interest. Their engagement is through different processes and they expect separate reports on the results of their specific intervention – an expectation that does not help the GoE in its own planning, reporting and coordination.

Means of verification: Focus group discussions with donor partners

Dimension Area 4: Leadership and Organizational Culture

Indicator 4.1 - UNCT leadership is committed to championing gender equality

Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements
<p>Meets two of the following:</p> <ul style="list-style-type: none"> a. Gender equality is a regular topic of discussion in HoA meetings during the last 12 months; b. RC demonstrates public championing of gender equality during the last 12 months; c. Heads of Agency are seen by personnel as committed to gender equality in the workplace during the last 12 months; d. Gender equality is reflected in the Assessment of Results and Competencies (ARC) of UNCTs in the last 12 months. 	<p>Meets three of the following:</p> <ul style="list-style-type: none"> a. Gender equality is a regular topic of discussion in HoA meetings during the last 12 months; b. RC demonstrates public championing of gender equality during the last 12 months; c. Heads of Agency are seen by personnel as committed to gender equality in the workplace during the last 12 months; d. Gender equality is reflected in the Assessment of Results and Competencies of UNCTs in the last 12 months. 	<p>Meets all four of the following:</p> <ul style="list-style-type: none"> a. Gender equality is a regular topic of discussion in HoA meetings during the last 12 months; b. RC demonstrates public championing of gender equality during the last 12 months; c. Heads of Agency are seen by personnel as committed to gender equality in the workplace during the last 12 months; d. Gender equality is reflected in the Assessment of Results and Competencies of UNCTs in the last 12 months.

Indicator:

Score:

4.1 UNCT Leadership is Committed to Championing Gender Equality

Approaches Minimum Requirements

Findings and Evidence

From the indicators under this dimension, “Gender equality is reflected in the Assessment of Results and Competencies (ARC) of UNCTs in the last 12 months” is not applicable to Ethiopia, as the UNCT has not adopted the ARC Framework. The monthly HoA meetings have not regularly featured GE as one of the topics over the last twelve months. Instead, GE was the main topic just once in 2019 when the Minister of MoWCY presented its programmes and plan for discussion among agency heads. However, GEWE has champions and advocates in the RC and most agency heads are committed to move the agenda forward. It is through sustained pressure from committed leaders, and relentless advocacy from active working groups, that the GEWE agenda has become an integral part of the SDGs and the UNDAF.

In addition to committed leaders, gender mainstreaming requires a combination of sector knowledge and expertise in gender analysis for programming. This skill combination has become more available but the demands for professional expertise in gender planning, programming and monitoring are also growing and becoming more focused on sector-specific gender gaps.

The increase on the demand side for more gender expertise should be matched with gender experts with sector competencies. In the context of competing demands on the RCO and complex coordination between the large numbers of UN agencies present in Ethiopia, there is a real risk that GEWE may not receive the level of

attention it deserves. Championing GEWE is an expression of professional and personal commitment. It is also the fulfilment of the RC's ultimate accountability for mainstreaming gender in all aspects of UNCT's efforts to deliver as one and leave no one behind.

Currently, 12 UN agencies out of 29 in Ethiopia are headed by women. The interim RC was a male champion of GEWE who valued the strong leadership role played by UN Women in the UNCT Ethiopia. The newly appointed RC is a strong woman who advocates for GEWE but, as a matter of principle, the gender of the RC should not determine his/her level of commitment to GEWE both in the culture of the organization and in the content of the UNDAF outcomes. The RC should champion GEWE by elevating gender issues as UNCT priorities, instituting peer reviews and accountability for joint delivery on GEWE, and by featuring GEWE in UN branding.

The RC's Assessment of Results and Competencies should include performance on GEWE policies/programmes and follow-up on staff surveys. The RCO annual work plan should include gender-related deliverables as a measure of good performance evaluation.

During the Gender Equality Scorecard exercise, the RC was in transition. The newly appointed RC took office in January 2020. She will be in a position to build on the findings of the Gender Equality Scorecard which will be presented to heads of agency at one of their UNCT meetings.

Means of Verification: UNCT HoA Meeting Agendas; UNCT HoA profiles

Scoring criteria: 4.2 Organizational culture fully supports promotion of gender equality and the empowerment of women

Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements
Survey results regarding personnel perception of organizational environment for gender equality indicated a positive rating of 50–64%.	Survey results regarding personnel perception of organizational environment for gender equality indicated a positive rating of 65–80%.	Survey results regarding personnel perception of organizational environment for gender equality indicated a positive rating of over 80%.

Indicator:

4.2 Organizational Culture Fully Supports Promotion of Gender Equality and the Empowerment of Women

Score:

Approaches Minimum Requirements

Findings and Evidence

Developing an organizational culture that supports and respects female staff in the workplace is an important aspect of human resource development and a measure of UN commitment to transform the lives of women who work in the UN or benefit from UN programmes.

The UN has adopted policies that protect staff from discrimination and harassment in the workplace. Violations and abuses have been dealt with swiftly and decisively on the basis of a zero-tolerance policy. Changes in the organizational culture and evidence of good practices will require a comprehensive review of each agency's performance and an analysis of staff surveys. Such a review should be one of the next steps towards close monitoring of staff satisfaction and the protection of female workers' rights and benefits.

The Gender Equality Scorecard staff survey form was sent to all UN agencies for completion by all staff and long-term consultants serving in Ethiopia. The relevant segment of the staff survey specific to the quality of the work environment and the organizational culture gives a good sense of how staff perceive their workplace. Although the data was not yet available for analysis as part of the Gender Equality Scorecard discussions with UN agencies during the restitution workshop, it was noted that many staff members do not respond to the staff surveys because there is no evidence of subsequent corrective action.

The UN Gender and Organizational Culture Survey - Ethiopia

The UN in Ethiopia comprises 29 resident UN agencies employing over 3,000 staff members.

Only 165 staff members responded to the staff survey: 44% male staff and 55% female staff. 77% are national staff and 58% are in non-supervisory positions. The following is a summary of the responses to the survey questions.

SURVEY QUESTIONS	Strongly agree	Agree	Neutral	Disagree	Strongly disagree
The UN system in this country makes adequate efforts to fulfill its mandate to achieve an equal representation of women and men at all levels.	30%	47%	14%	7%	1%
Heads of Agency in this UNCT demonstrate leadership and commitment to gender equality in the workplace.	20%	52%	18%	6%	1%
UN personnel in this country demonstrate commitment to gender equality in the workplace.	18%	54%	17%	8%	1%
The UN system in this country adequately facilitates the equal participation of both women and men at all levels of the organization.	19%	41%	24%	11%	2%
UN personnel in this country team are treated equally irrespective of sex, gender identity or sexual orientation.	21%	41%	22%	12%	2%
The UN system in this country has adequate procedures in place to prevent and address sexual harassment, exploitation and abuse of authority.	21%	46%	18%	8%	4%
The UN system in this country has adequate procedures in place to protect my personal safety and security.	22%	48%	16%	9%	3%
The package of entitlements (e.g. maternity, paternity, breastfeeding) support staff to achieve adequate work-life balance.	27%	49%	13%	6%	4%
The package of flexible work arrangements (e.g. telecommuting, staggered hours, compressed work schedule) support staff to achieve adequate work-life balance.	26%	45%	19%	6%	1%
Heads of Agency are supportive of staff to establish an adequate relationship between work life and home life.	16%	42%	27%	11%	3%

Over 76 per cent of respondents agree that the UN system facilitates equal opportunities for men and women to be represented at all levels. Regarding safety, 60–67 per cent feel safe and agree that mechanisms are in place to prevent sexual harassment and abuse of authority. A majority of respondents (70–76 per cent) are

satisfied with UN benefits and entitlements and flexible work arrangements for work-life balance. Most (72 per cent) agree that agency heads are committed to gender equality in the workplace. The sample is too small for meaningful analysis, but it does indicate a highly positive view of the organizational culture in all aspects covered by the staff survey.

The survey results are aggregate numbers that may not reflect reality in individual agencies. Staff participation may be low because there is no feedback on the survey results or follow-up discussions on substantive issues and corrective measures. This concern was raised by all UN agency representatives at the Gender Equality Scorecard restitution workshop. In most cases, the organizational culture is more or less conducive to follow-up discussion and taking corrective measures although this depends on the quality of agency leadership. The content and process of the staff survey require in-depth review by each agency and should be brought to the attention of agency heads at a future UNCT meeting.

UNDP promotes best practices including the Gender Seal, the UNDP website, an enabling environment for GEWE, work-life and family-friendly policies, mandatory gender training and other practices. The package could be a model for other UN agencies to adapt and apply.

Means of Verification: Gender and organizational culture survey (2019)

Indicator - 4.3 Gender parity in staffing is achieved

Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements
a. The UNCT has in place a mechanism for monitoring gender parity in staffing that is regularly used to monitor parity levels for General Service staff and all professional levels.	Approaches minimum requirements and b. The UNCT can demonstrate positive trends towards parity commitments.	Meets minimum requirements and c. The Business Operations Strategy includes gender-specific actions and indicators in at least one Business Operation Area to foster gender equality and women's empowerment.

Indicator:

4.3 Gender Parity in Staffing is Achieved

Score:

Misses Minimum Requirements

Findings and Evidence

The UN monitors its staffing policies and recruitment practices from a gender perspective to ensure progress towards gender parity across all agencies and entities and at all levels. In addition to applying corrective measures to achieve gender balance and fill gaps, especially in senior positions, the data on gender parity encourages further improvement in staffing policies including creating a safe and respectful work environment, zero tolerance for sexual harassment and abuse, work-life policy, maternity/paternity leave, day-care facilities, spousal employment and many similar measures. However, the UNCT lags behind in tracking the progress made so far as a result of these policy changes. It has not put in place a mechanism for monitoring gender parity in staffing.

The SWAP Guidelines for the Gender Equality Scorecard provide a gender parity form that should be completed based on data provided by all UN agencies in Ethiopia (see Annex C). Nonetheless, only three UN agencies have completed the form. The Gender Results Group should pursue this exercise and share the results with the UNCT as a baseline for future monitoring of gender parity.

Four years ago, the UNCT had one female head of agency. In 2019, twelve agencies are headed by women. This critical mass may change perceptions about women's access to leadership positions. The ultimate objective is to transform the organizational culture and practices for the UN to deliver on its commitment to GEWE. Gender focal points are often female staff at the bottom of the hierarchy, with very limited influence and this may show the low level of priority given to GEWE. The RCO has no staff person, male or female, responsible for gender mainstreaming. By way of comparison, INGO CARE has 11 gender specialists on staff with a far smaller programme portfolio.

It would be useful to further examine the impact of women's leadership and the role played by female HoAs in the current UNCT, and in their respective agencies, in terms of gender-related internal policies and organizational culture that can be showcased as good practices for transformative leadership.

Furthermore, in order to compile and analyse the data on gender parity across the UN in Ethiopia, all agencies should provide the numbers of their female and male staff by category and grade. The data could feed into a joint database that provides the female to male staff ratio across the UN in Ethiopia and help inform corrective measures where necessary. However, only a few agencies provided the data for this Gender Equality Scorecard exercise.¹⁴

Means of Verification: Filled and signed gender parity forms from UN agencies

¹⁴ Information provided by the agencies is available under Annex C.

Dimension Area 5: Gender Architecture and Capacities

Indicator 5.1 - Gender coordination mechanism is empowered to influence the UNCT for GEWE

Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements
<p>Meets two of the following:</p> <ul style="list-style-type: none"> a. A coordination mechanism for gender equality exists and is chaired by an HoA; b. The group has ToR and an approved annual work plan; c. Members include at least 50% senior staff (P4 and above; National Professional Officer – Level C and above); d. The group has made substantive input into the UNDAF including the country analysis, strategic prioritization, results framework and M&E. 	<p>Meets three of the following:</p> <ul style="list-style-type: none"> a. A coordination mechanism for gender equality exists and is chaired by an HoA; b. The group has ToR and an approved annual work plan; c. Members include at least 50% senior staff (P4 and above; NOC and above); d. The group has made substantive input into the UNDAF including the country analysis, strategic prioritization, results framework and M&E. 	<p>Meets all four of the following:</p> <ul style="list-style-type: none"> a. A coordination mechanism for gender equality exists and is chaired by a HoA; b. The group has ToR and an approved annual work plan; c. Members include at least 50% senior staff (P4 and above; National Professional Officer – Level C and above); d. The group has made substantive input into the UNDAF including the country analysis, strategic prioritization, results framework and M&E.

Indicator:

5.1 Gender Coordination Mechanism is Empowered to Influence the UNCT for GEWE

Score:

Approaches Minimum Requirements

Findings and Evidence

UNCT gender coordination is led by the UN Resident Coordinator's Office. UN Women serves as the Secretariat of the Results Group on Equality and Empowerment. The RCO has fourteen international and eight national staff. The new RC took office during the Gender Equality Scorecard exercise. **There is no dedicated gender officer or staff in the RCO. This is a major gap that needs urgent attention.**

In the absence of specific performance indicators and evidence of accountability for gender mainstreaming within the RC report, discussions were held with the RCO staff assigned to coordinate with UN Women. The discussions covered a broad range of issues beyond the two indicators assigned to Dimension 5: gender architecture and capacities. Among the questions:

- How often is gender featured in HoA meeting agendas?
- Is gender mainstreamed in both the UN Humanitarian Country Team (UNHCT) and the UNCT?
- Is the RC a champion of gender in major events?
- How well is gender incorporated into the Roadmap?
- How is the UNCT made accountable for GEWE?
- What is the gender staffing and gender expertise in the RCO?
- What is the evidence of successes and challenges in UNCT coordination on GEWE, and in the interaction with the Government and CSOs?

- Are there measures to transform the organizational culture of the UN such as through a sexual harassment policy, gender parity in staffing, inclusion of gender performance in the Annual Results Competency Reports of senior managers, inclusion of GEWE in the RC's report?
- Has the expansion from a single female head of agency in 2016 to 12 at present resulted in greater promotion of GEWE?

In summary, despite the DaO approach, the UN still works in silos. The problem is deeply rooted in the culture of the organization. The UNCT in Ethiopia and UN Women may consider re-engaging all stakeholders towards a common vision, a theory of change and a set of agreed strategies that focus on key GEWE deliverables. Another challenge is the weakness of the accountability system and lack of close coordination with donors who are interested in a collective branding of joint GEWE interventions. One of the recommendations is for the UN to pool its resources, build staff capacities, establish online information systems, document and share best practices and engage CSOs in providing ground-level experience to inform and promote more effective gender planning and programming.

The Gender Reference Group should meet more regularly, create a webpage and link to the UNRCO web page, generate a community of practice and share tools like the Gender Seal and gender markers, among others.

Means of Verification: RG on GEWE meeting minutes

Indicator 5.2 - UNCT has adequate capacities developed for gender mainstreaming

Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements
<p>a. At least one substantive inter-agency gender capacity development activity for UN personnel has been carried out during the past year.</p>	<p>Meets two of the following three:</p> <ul style="list-style-type: none"> a. At least one substantive inter-agency gender capacity development activity for UN personnel has been carried out during the past year. b. A capacity development plan based on an inter-agency capacity assessment is established or updated at least once per UNDAF cycle and targets are on track. c. UNCT induction material includes GEWE and the related development challenges of the country. 	<p>Meets all of the following:</p> <ul style="list-style-type: none"> a. At least one substantive inter-agency gender capacity development activity for UN personnel has been carried out during the past year. b. A capacity development plan based on an inter-agency capacity assessment is established or updated at least once per UNDAF cycle and targets are on track. c. UNCT induction material includes GEWE and the related development challenges of the country.

Indicator:	Score:
5.2 UNCT has Adequate Capacities Developed for Gender Mainstreaming	Approaches Minimum Requirements

Findings and Evidence

The indicator shows that at least one substantive inter-agency gender capacity development activity for UN personnel was carried out during the past year and three relevant inter-agency trainings occurred. In January 2017, a training was held on gender mainstreaming across the UNDAF Roadmap. In October 2017, a Gender Marker training took place and in May 2019 there was a training on the Gender, Age and Humanitarian Marker.

Despite these trainings, it vital to note that the lack of adequate capacity for gender mainstreaming is one of the main challenges facing the UNCT. To lead by example, the RCO should have at least one dedicated gender expert to work with UN Women on all aspects of GEWE. The UNRCO would do well to consider using the UNDP Gender Seal and training modules to develop online certified gender training for all UN recruits and make it a mandatory certificate course like the Basic Security in the Field Manual, followed by yearly refresher courses.

As per the MTR recommendations, the UNCT should consider establishing regional-level coordination offices with posted UN staff and experts. The UNCT may consider piloting these offices in regions where there is already a significant number of UN agency staff, including those involved in humanitarian work.

Means of Verification: Materials for the trainings held January 2017, October 2017 and May 2019.

Dimension Area 6: Resources

Indicator 6.1 - Adequate resources for gender mainstreaming are allocated and tracked

Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements
<p>a. The UNCT has carried out at least one capacity-building event on the Gender Marker over the current UNDAF cycle.</p>	<p>Approaches minimum requirements</p> <p>and</p> <p>b. UNCT has established and met a financial target for programme allocation for GEWE.</p>	<p>Meets minimum requirements</p> <p>and</p> <p>c. UNCT has established and exceeded a financial target for programme allocation for GEWE.</p>

Indicator:

6.1 Adequate Resources for Gender Mainstreaming are Allocated and Tracked

Score:

Approaches Minimum Requirements

Findings and Evidence

Indicator for this domain shows that the UNCT has carried out at least one capacity-building event on the Gender Marker over the current UNDAF cycle. A training on Gender, Age and Humanitarian Marker was provided from May 28–30, 2019.

The estimated budget for UNDAF implementation was US\$ 3.038 billion over the four-year cycle. The fifth UNDAF pillar is dedicated to gender equality and women's empowerment. Pillar 5 has 2 outcomes, 8 outputs and 6 (out of 26) indicators with an estimated budget allocation of US\$ 67,887,394.

GEWE has no earmarked funds in the UNDAF matrix. The most important constraint was the lack of joint resources or pool funds for UNDAF implementation. There is a shared concern, confirmed by the MTR, that "UN Agencies compete for scarce resources, and have no appetite to work together in the absence of joint funding". The JP GEWE is a clear example of the gap between expectations and realities.

In the UNDAF (2016–2020) matrix there is a budget breakdown that shows the proportion of budget allocated for identified priority areas. It is stated that 63.6 per cent of the total budget is allocated for resilience and green economy, 23.7 per cent for human capacity and quality of basic services, 6.5 per cent for inclusive growth and 2.2 per cent for equality and empowerment.

The UNCT should take necessary measures to establish the One Fund through joint resource mobilization from donors for a coordinated response to specific national GEWE priorities. The UN could leverage its own internal funds to brand a flagship programme – for example, on women in manufacturing in export zones.

On the GoE side, the Ministry of Finance confirmed that the budget allocated for SDG implementation has no specific earmarking for GEWE or SDG 5. Both UNCT and the GoE have similar constraints in achieving SDG 5 due to:

- lack of dedicated gender experts
- staff turnover and loss of institutional memory
- lack of accountability for delivering on GEWE
- lack of ownership

- › lack of earmarked funds and overall budget constraints
- › lack of sex-disaggregated data
- › shortage of financial and technical assistance for coordination, mainstreaming and networking
- › lack of gender awareness and training.

The MTR provides the following valuable recommendations for GEWE resource mobilization.

- › Develop equitable and progressive domestic resource mobilization strategies.
- › Monitor gender budgeting policies and budget allocations for gender equality.
- › Create an enabling global environment for domestic resource mobilization by promoting solidarity and cooperation across countries despite income levels.
- › Align policies and programmes with the principles of the 2030 Agenda.
- › Scale up financial support to women's organizations and help them engage in policy advocacy.
- › Define clear terms of engagement and criteria for public–private partnerships and encourage the private sector to boost their level of corporate social responsibility.
- › Address multiple and intersecting forms of discrimination through policies and programmes.
- › Promote meaningful participation and accountability in the design, implementation, monitoring, and evaluation of all policies and programmes as well as their reporting.
- › the private sector to boost their level of corporate social responsibility.
- › Address multiple and intersecting forms of discrimination through policies and programmes.
- › Promote meaningful participation and accountability in the design, implementation, monitoring, and evaluation of all policies and programmes as well as their reporting.

Means of verification: Training report on Gender Age Marker (May 2019).

Dimension Area 7: Results

Indicator 7.1: UN Programmes make a significant contribution to gender equality in the country

Approaches Minimum Requirements	Meets Minimum Requirements	Exceeds Minimum Requirements
a. The UNCT has achieved, or is on track to achieve, some GEWE results as planned in the UNDAF outcomes in line with SDG priorities, including SDG 5.	b. The UNCT has achieved, or is on track to achieve, all GEWE results as planned in the UNDAF outcomes in line with SDG priorities, including SDG 5.	Meets minimum requirements and c. At least one outcome-level UNDAF result has contributed to transformative change in relation to GEWE.

Indicator	Score:
7.1 UN Programmes Make a Significant Contribution to Gender Equality in the Country	Approaches Minimum Requirements

Findings and Evidence

The assumption that GEWE will be mainstreamed in sector plans and programmes does not necessarily lead to concrete results. GEWE issues are mainstreamed in most of the sector policies and programmes such as education, health, agriculture, labour, social affairs, culture, justice and others. In addition, there are gender-specific indicators that enabled gender mainstreaming across the UNDAF pillars. As a result, progress has been made – though not to the level expected. The lack of concrete results also undermines the role of the national machinery and its capacity to coordinate, monitor and report on progress made by the Government to achieve GEWE. The evidence shows that the GEWE agenda is dependent on leadership commitment at the highest level.

Under recent reforms, the Ministry of Women, Children and Youth has been mandated to assess sectoral GEWE performance using an accountability mechanism that measures delivery for Ethiopian women and girls under the framework of their respective mandates. The addition of “accountability” to the Ministry’s mandate is expected to elevate its status and strengthen its mandate to promote the rights of women and girls in Ethiopia.

The UNCT has, undeniably, contributed to gender-specific results in the country through its engagement with government partners. However, the challenge lies in establishing the direct casual link between the gains on gender and UN programme interventions in the absence of evidences. The UNDAF MTR clearly indicated that the UNCT is on track to achieve/has achieved some of the gender results planned in the current UNDAF. On the other hand, the missing baseline on some of the UNDAF output indicators has made it difficult to fully conclude on whether the UNCT will achieve all the planned gender results.

Means of Verification: Focus-group discussions with key government and CSO partners

6. The Way Forward – Recommendations

The overall findings and recommendations of the Gender Equality Scorecard complement those of the UNDAF Mid-Term Review and include the following key elements.

1. Develop a theory of change

- Engage in stakeholder consultations on a theory of change – during the MAPS exercise – with key actors who have prominent stakes in the implementation of the SDGs.
- Reaffirm the UNCT's commitment to the dual approach to gender equality and women's empowerment by dedicating a stand-alone pillar on GEWE and mainstreaming gender in all UNDAF pillars and JPs. While the new category "equality and empowerment" is inclusive of all inequalities and marginalized groups, it loses the focus on "gender" and "women".
- Focus on economic transformation and women's employment in the industrial sector to complement the JP on Rural Women's Economic Empowerment. Many UN agencies could engage in a gender and industrial development joint programme as per their special mandates: ILO (decent work), UNICEF (day care), UNFPA (reproductive health and rights), UNDP (economic growth), WHO (health hazards in the workplace), UNIDO (minimum wage), UN Women (growth, employment and women's rights), and IOM (ethical recruitment practices).

2. Review the UNDAF structure and content

- The UNDAF structure and content need to better enable Results Groups to undertake joint programming, implementation and reporting against indicators.
- The current UNDAF has two gender outcomes out of 15 and gender was to be mainstreamed across all outcomes. It is important to establish accountability for gender mainstreaming in all UNDAF pillars and outcomes.
- Develop and implement mandatory, UN-wide capacity-building initiatives for all staff to deliver on GEWE (i.e. use/adapt UNDP Gender SEAL).
- Develop an online community of practice for UNCT gender experts and focal points to develop their learning and to facilitate information sharing and networking.

3. Strengthen the gender architecture both within the UN and in the GoE

- Conduct a gender mapping exercise to determine who does what and how much is invested in GEWE.
- Assess the strengths and weaknesses of the JP on GEWE and draw lessons from the success of JP on Rural Women's Economic Empowerment.
- Specific joint action to be pursued as agreed by the Gender Reference Team. Learn about the use of the UNDP Gender Equality Seal to certify private and public enterprises.

4. Strengthen gender capacities

- Invest in capacity-building of gender focal points in UN Women and other UN agencies. Recruit a team of dedicated gender experts for the RCO to ensure effective information and resource sharing, coordination and M&E within the UN and with the GoE and CSOs.
- Strengthen UN Women's capacity to serve as a repository of global knowledge on gender resources.
- Value joint action, coordination and networking among UN agencies by demonstrating the effectiveness and cost saving of joint action.

5. Specific recommendations for the Gender Results Group

- Meet regularly.
- Share information on planned activities.
- Organize as a community of practice with ToR and a work plan.
- Set up planning groups for JPs with lead agencies.
- Set up a common roster of national gender experts.

6. Strengthen Results Group on M&E

- Assess gaps in M&E GEWE across the Results Groups and UNDAF pillars.
- Build accountability for GEWE in all UN staff Annual Results Competency Reports.
- The systematic monitoring of gender equality outcomes, policies and processes at the national, regional and global levels can catalyse action, translate global commitments into results and strengthen accountability for actions or omissions by different stakeholders.

7. Set up an accountability system

- Use Peer Review mechanism for high-level consultation to create a shared vision of progress in gender equality and note challenges that stand in the way.
- The UNCT should strengthen its internal accountability by introducing the following measures:
- ensure that UNDAF implementation is included in individual performance appraisal for senior managers and programme staff and that every UN agency contributes to at least one joint programme or joint initiative.
- Accountability system for delivering on GEWE built into Annual Results Competency Report including the RC, heads of agency, leaders of UNDAF pillars, joint programmes and Results Groups.

8. Accelerate SDG 5 implementation

- "The 2030 Agenda encourages regular and inclusive country-led progress reviews of the implementation of sustainable development goals. Regular, robust, inclusive, country-led reviews are fundamental to achieving the SDGs" (MAPS ToR).
- The UNDAF remains a good framework for UNCT delivering as one and leaving no one behind. However, it is necessary to build joint action on a theory of change as recommended by the UNDAF MTR.

- › Include gender in SDG implementation roadmap and identify entry points for UN agencies to support the accelerated implementation of the SDGs in Ethiopia, in particular SDG 5.
- › The UNCT should not miss the opportunity to mainstream gender in new national policies and to identify strategic gender programmes for UNDAF joint programming in line with SDG 5 and GTP III. Areas that require due gender consideration include women in manufacturing and internally displaced persons.

9. Mainstream gender in all SDG-related assessments

- › UNDP, together with other UN agencies, supported the Government of Ethiopia to undertake an SDGs needs assessment. The appraisal identified interventions, costs and financing needs, as well as tracking and monitoring progress towards the achievement of the SDGs. The assessment also outlined a simple financing strategy for achieving the SDGs, including an evaluation of the resources that can be mobilized domestically by the Government and how the international community can be supportive. Gender should be front and centre in these important assessments.

10. Strengthen gender data and statistics

- › The UNDAF MTR has fully addressed the gender data challenges and recommended strategies to keep gender equality front and centre.
- › “Despite increasing attention to gender statistics in recent decades, challenges stand in the way of systematic, gender-responsive monitoring. These include the uneven coverage of gender indicators across goals and targets; the absence of internationally agreed standards for data collection; and the uneven availability of gender statistics across countries and over time.”
- › The MTR recommends a number of valuable measures to ensure the effective monitoring of the progress of GEWE across all goals and targets, including the following.
 - Support the inclusion of gender-specific indicators across all 17 SDGs.
 - Support regular collection of data for gender-specific indicators, ensuring quality and comparability.
 - Strengthen high-level political commitment to an open, inclusive, transparent and gender-sensitive SDG monitoring process.

11. Support CSOs and women’s organizations working on GEWE

- › Provide support to women’s organizations and civil society organizations to restore their advocacy work and build capacity to engage in GEWE programmes and participate in monitoring progress.
- › Develop a new partnership with CSOs and networks, such as the Network of Ethiopian Women’s Association, to document on-the-ground evidence regarding GEWE implementation and to hold governments to account for their gender equality commitments.
- › Expand the membership of the Advisory Group of CSOs and draw on their expertise in support of joint programmes and joint initiatives of the Gender Results Group.

12. Prioritize gender-responsive investments for joint programmes on GEWE

- Delivering on the gender equality commitments of the 2030 Agenda requires mobilizing all UN agencies to allocate sufficient resources for policies and joint programmes that contribute to their achievement.
- Joint UNCT Ethiopia programmes should be supported to further contribute to the elimination of all forms of discrimination and violence against women and girls. Programmes need to address employment opportunities for young women in key sectors of the economy as well as value and support unpaid care and domestic work.

13. Conduct an in-depth assessment of leadership and organizational culture

- Gender parity and staff survey should be done at agency level and brought to the Resident Coordinator for compilation and monitoring by the UNCT. Follow-up measures will add credibility to the process.
- Develop a plan of action for UN agencies to follow up on the assessment and staff survey.
- Fully implement work-life policy, zero tolerance for sexual harassment, gender parity in staffing including short-term employees and longer-term contracts, assign senior staff as gender focal points, and reward gender champions (men and women).

14. Make better use of existing gender tools

- Share the UNDP Gender Seal and similar tools for use across UN agencies.
- Develop an online tool marketplace to share existing resources and create a community of practice for GEWE.
- To maximize effectiveness, frequently monitor and adjust the Gender Seal and other emerging tools to reflect local contexts. Redirect their use to respond to unforeseen development opportunities, new challenges and risks and emerging issues such as massive displacement and environmental disasters.

In the context of Ethiopia, the UN Humanitarian Country Team and UNCT will have a greater impact if they coordinate their efforts despite the current and evolving divide between humanitarian and development assistance. Gender issues are at the interface between both humanitarian and development interventions and, as such, the theory of change would benefit from a gender perspective to help bridge these and other gaps.

The 2019 Gender Equality Scorecard is a timely exercise that has benefitted from the impressive achievements of the UN since the last Gender Equality Scorecard Exercise in 2015. Indeed, the Ethiopian political landscape has changed in significant and promising ways. Today, the new CSO law engages civil society organizations and grassroots advocates in a fresh partnership with the GoE and the UN. Certainly, the moment is ripe in Ethiopia for real change. With half of all cabinet members female and 12 out of 29 UN agencies led by women, now is the time to engage these prominent women (and their male allies) to shift the narrative on GEWE and transform important commitments into tangible action.

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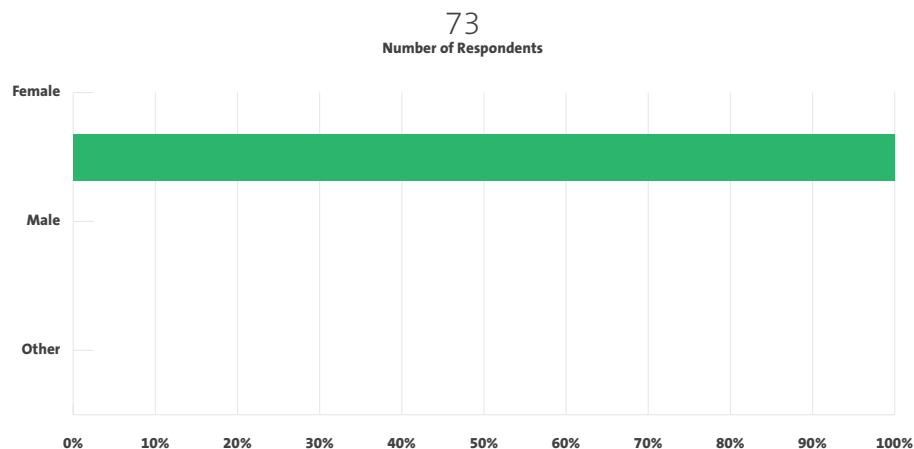
Annex A: UNCT-SWAP Gender Equality Scorecard Action Plan

Action	Responsibility	Required Resources and Source	Timing	Explanation and Links to SWAP-Scorecard Assessment
1. Planning				
<p>Conduct mapping of already existing data to identify gaps and ensure the production of regular gender statistics to fill existing data gaps.</p> <p>Build the technical capacity of national statistical offices to ensure the mainstreaming of gender in all surveys and censuses.</p>	All agencies with their respective mandates	Staff time and financing (TBD)	Immediately Annually	Although the current UNDAF has gender mainstreamed in the 50% of outcome and output indicators, the biggest challenge has been the lack of sex-disaggregated data to establish baseline and track progress. Thus, identifying gaps and regularly producing gender-sensitive data should be UNCT's top priority.
2. Programming and M&E				
The UNCT shall work towards strengthening existing gender accountability frameworks on GEWE such as the Levelling Tool developed by MoWCY, UNDP Gender Seal, and other accountability frameworks and putting in place an effective accountability system.	Led by UN Women with support from UNICEF and other agencies	Staff time	2020 and beyond	The lack of either an external or internal accountability framework on GEWE has impacted GEWE programming as well as the M&E framework.
3. Partnerships				
<p>Provide support to civil society organizations and build their capacities to advocate for – and engage in – joint GEWE programmes.</p> <p>Conduct mapping of CSOs engaged in gender and create a hub in an effort to avoid duplication of efforts on GEWE.</p>	UN Women in collaboration with the RCO and with the support of other UN agencies	Staff time and finance (TBD)	2020 and beyond	The assessment showed a weak engagement with CSOs attributable to the previous law limiting CSO engagement. Given that the law is no longer applicable, it is an opportune time for the UNCT to engage CSOs in advocacy.
4. Organizational Culture and Gender Parity				
<p>Conduct staff survey and take action based on findings.</p> <p>Conduct UN-wide gender parity assessment and follow-up.</p>	RCO, HR Working Group and UN Women lead collaboration with all agencies	Staff time	Before new UNSDCF	The findings of the assessment regarding organizational culture and gender parity have been compromised by the low level of response to the staff survey. Thus, the UNCT needs to re-assess the situation and take action.

Action	Responsibility	Required Resources and Source	Timing	Explanation and Links to SWAP-Scorecard Assessment
5. Gender Architecture and Capacities				
<p>Conduct a training needs assessment, plan and implement inter-agency capacity-building trainings on gender mainstreaming on a regular basis.</p> <p>Establish a community of practice among agencies' gender focal points to ensure knowledge transfer and to establish expertise.</p>	UN Women lead in collaboration with UN Agencies	Staff time, training packages	2020 and beyond	The assessment indicated the lack of capacity on gender because most of the gender focal points took the assignment as an add-on to their regular responsibilities. Building the capacities of gender focal points will help fill the knowledge and capacity gap.
6. Resources				
The UNCT should adopt a gender marker and establish a tracking system for financing and collective results on GEWE that considers existing practices.	M&E Group and UNDP lead with all Results Groups	Staff time	Annually	Existing programmes on GEWE suffered from lack of resources where agencies failed to meet committed resources. This can be resolved where a gender marker and tracking system is put in place to ensure sustainable funding for GEWE.
7. Results				
Conduct joint monitoring and impact assessments on GEWE programmes and initiatives	RCO leads all UN agencies	Staff time, finance (all-agency contribution)	2020 and beyond	Tracing the correlation between UNCT programmes and GEWE results in the country has been one of the challenges identified by the assessment. Thus, regular joint monitoring will help in assessing programme outcomes and impact assessment will identify the results of programmes.

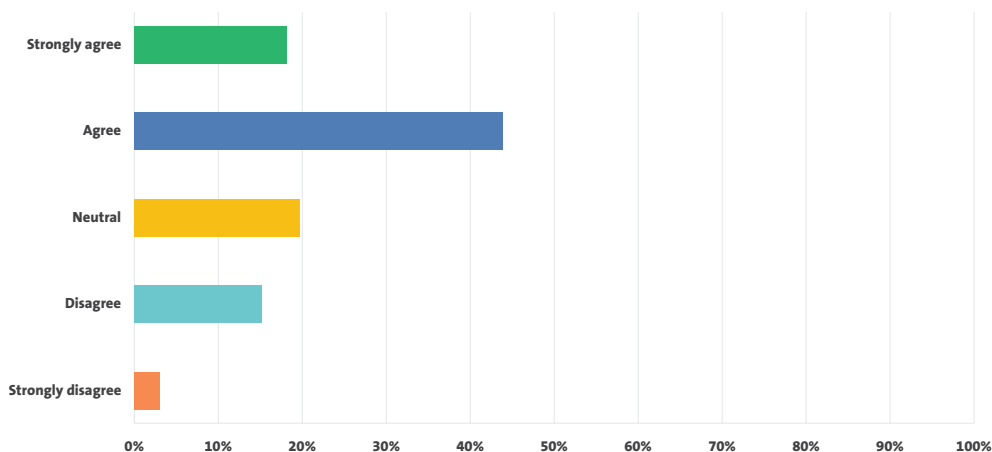
Annex B: Organizational Culture Staff Survey Results – Ethiopia

Q1 Select your Gender



ANSWER CHOICES	RESPONSE	
FEMALE	100%	73
MALE	0	0
OTHER	0	0
TOTAL		73

Q4 The UN system in this country makes adequate efforts to fulfill its mandate to achieve an equal representation of women and men at all levels.



Respondents in Numbers

66

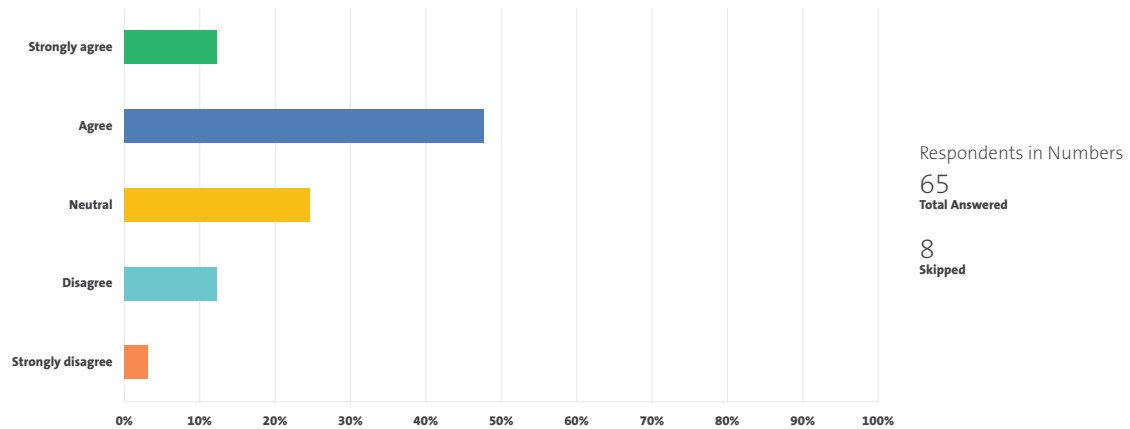
Total Answered

7

Skipped

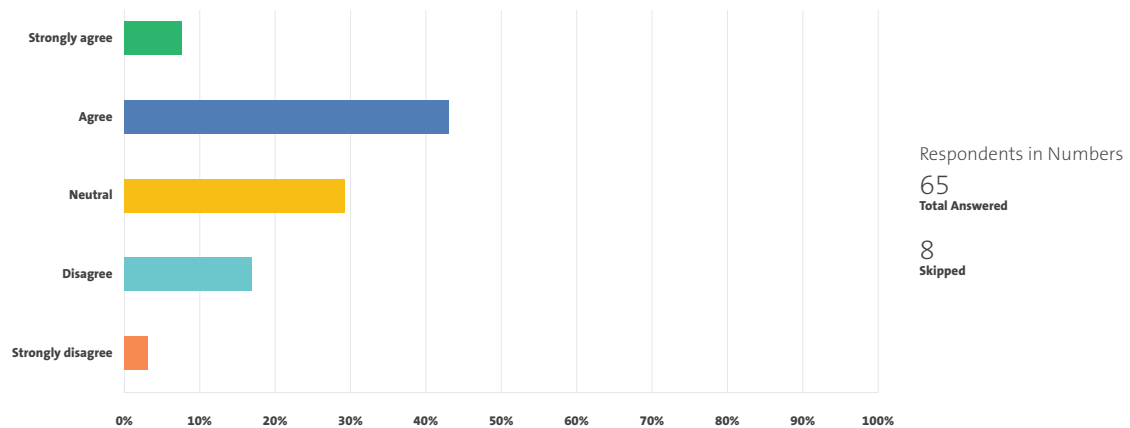
ANSWER CHOICES	RESPONSE	
Strongly agree	18.18%	12
Agree	43.94%	29
Neutral	19.7%	13
Disagree	15.15%	10
Strongly disagree	3.03%	2
TOTAL		73

Q5 Heads of Agency in this UNCT demonstrate leadership and commitment to gender equality in the workplace.



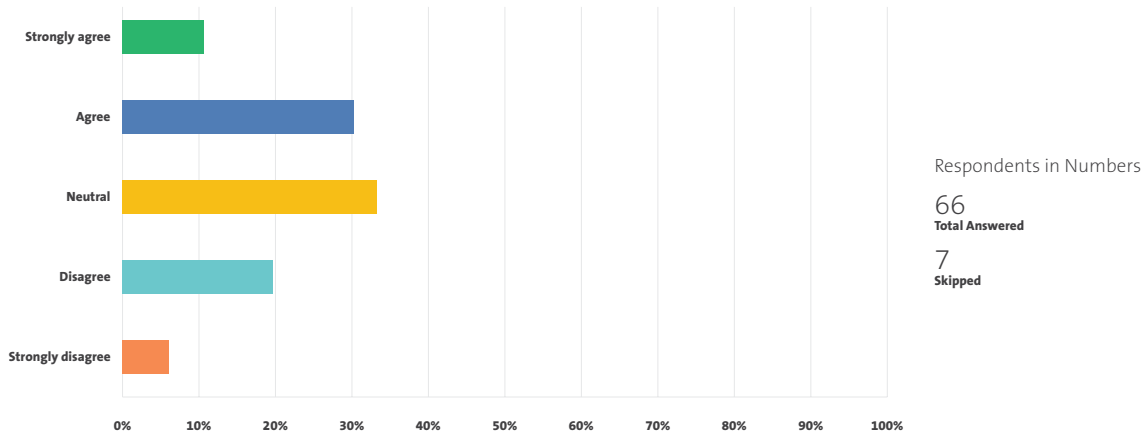
ANSWER CHOICES	RESPONSE	
Strongly agree	12.31%	8
Agree	47.69%	31
Neutral	24.62%	16
Disagree	12.31%	8
Strongly disagree	3.08%	2
TOTAL		73

Q6 UN personnel in this country demonstrate commitment to gender equality in the workplace.

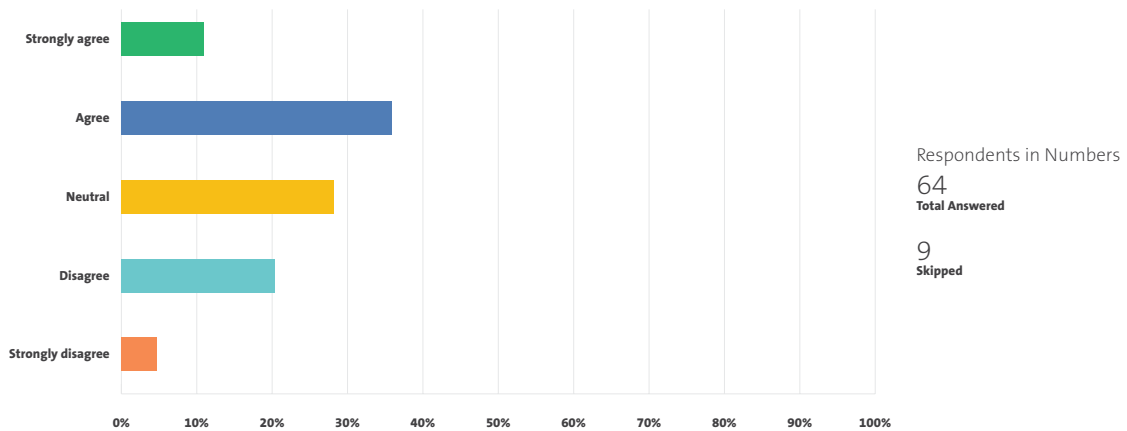


ANSWER CHOICES	RESPONSE	
Strongly agree	7.69%	5
Agree	43.08%	28
Neutral	29.23%	19
Disagree	16.92%	11
Strongly disagree	3.08%	2
TOTAL		73

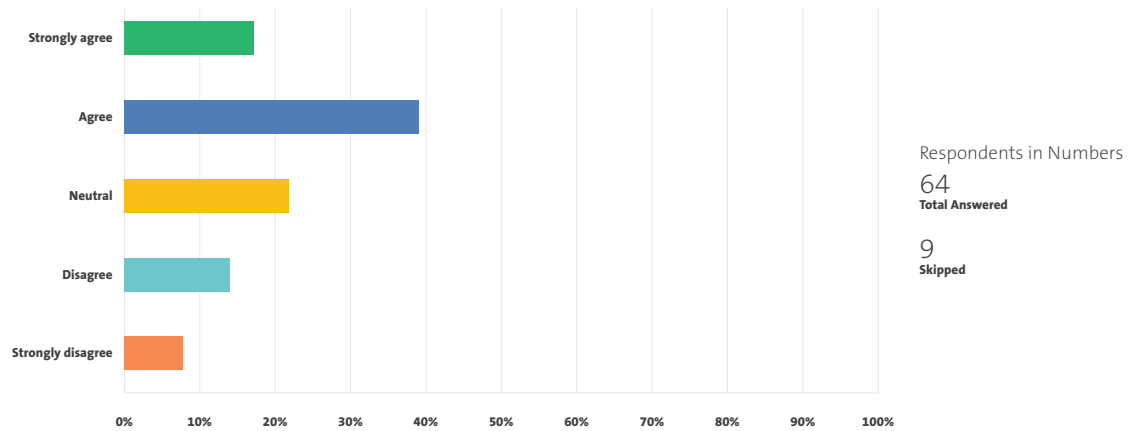
Q7 The UN system in this country adequately facilitates the equal participation of both women and men at all levels of the organization.



Q8 UN personnel in this country team are treated equally irrespective of sex, gender identity or sexual orientation.

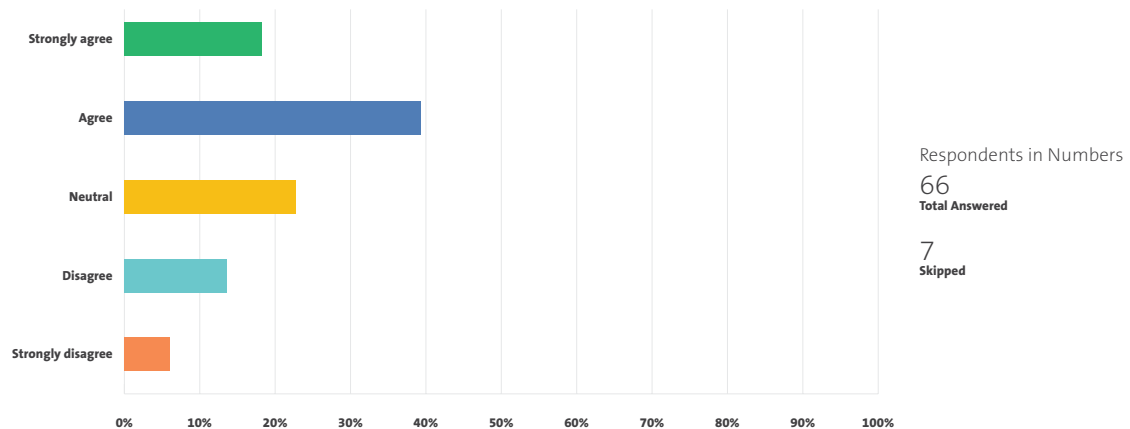


Q9 The UN system in this country has adequate procedures in place to prevent and address sexual harassment, exploitation and abuse of authority.



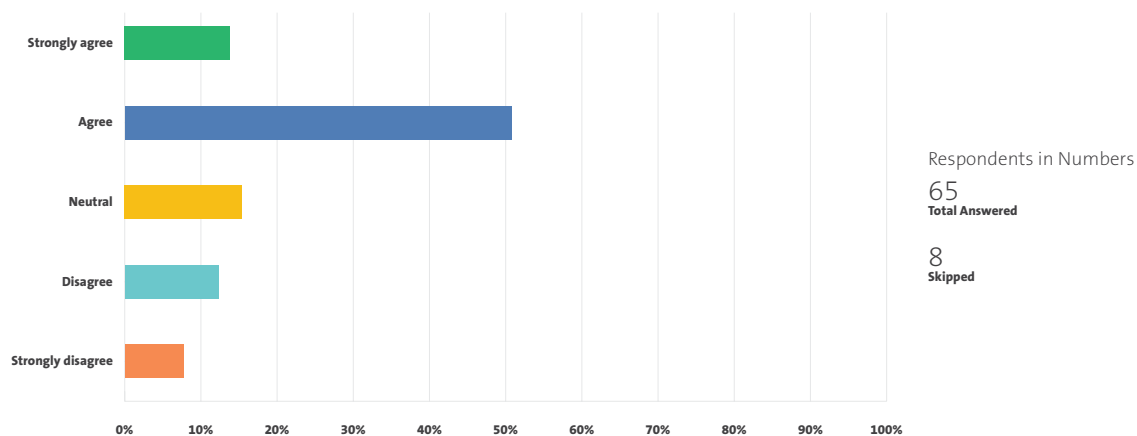
ANSWER CHOICES	RESPONSE	
Strongly agree	17.19%	11
Agree	39.06%	25
Neutral	21.88%	14
Disagree	14.06%	9
Strongly disagree	7.81%	5
TOTAL		64

Q10 The UN system in this country has adequate procedures in place to protect my personal safety and security.



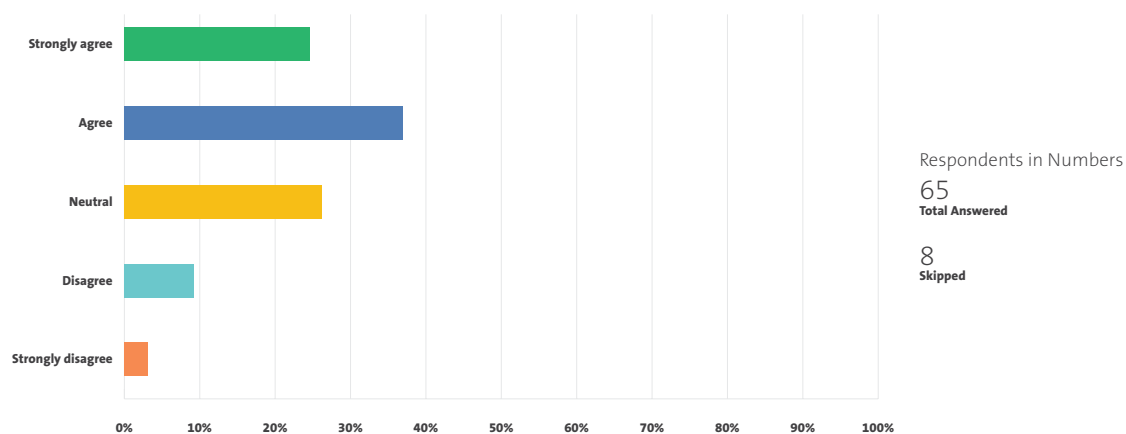
ANSWER CHOICES	RESPONSE	
Strongly agree	18.18%	12
Agree	39.39%	26
Neutral	22.73%	15
Disagree	13.64%	9
Strongly disagree	6.06%	4
TOTAL		66

Q11 The package of entitlements (e.g. maternity, paternity, breastfeeding) support staff to achieve adequate work-life balance.



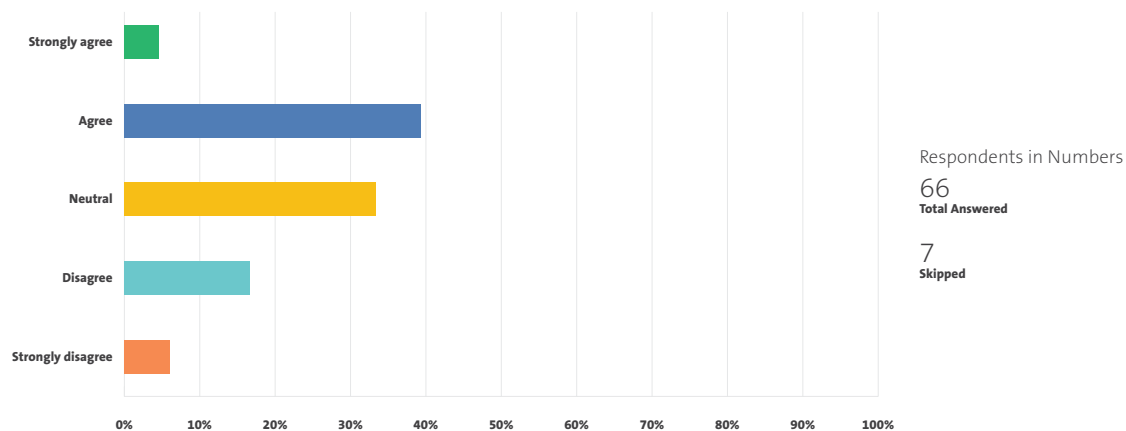
ANSWER CHOICES	RESPONSE	
Strongly agree	13.85%	9
Agree	50.77%	33
Neutral	15.38%	10
Disagree	12.31%	8
Strongly disagree	7.69%	5
TOTAL		65

Q12 The package of flexible work arrangements (e.g. telecommuting, staggered hours, compressed work schedule) support staff to achieve adequate work-life balance.



ANSWER CHOICES	RESPONSE	
Strongly agree	24.62%	16
Agree	36.92%	24
Neutral	26.15%	17
Disagree	9.23%	6
Strongly disagree	3.08%	2
TOTAL		65

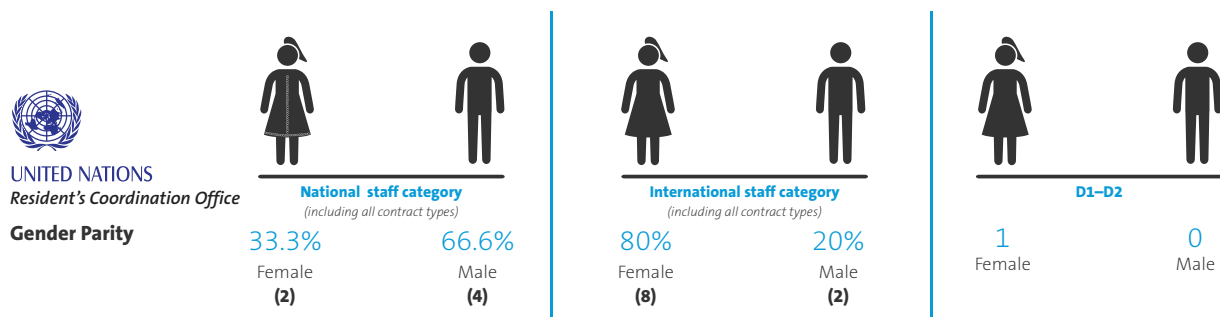
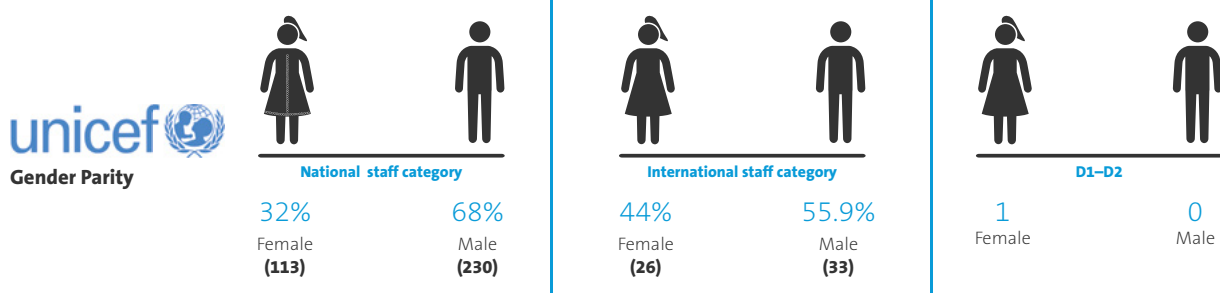
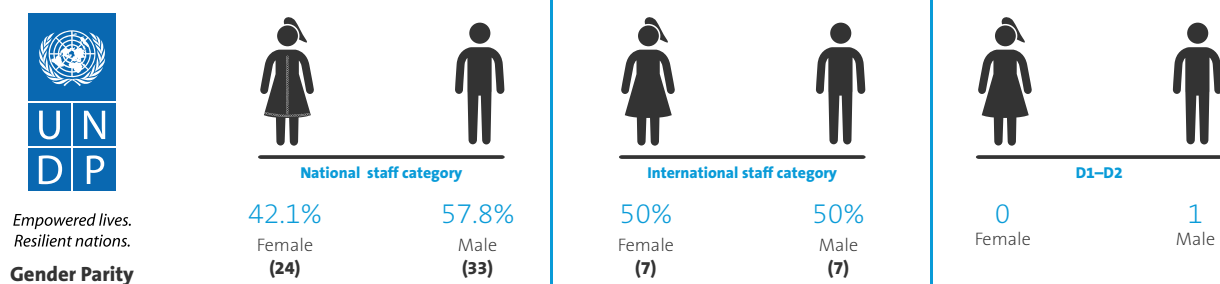
Q13 Heads of Agency are supportive of staff to establish an adequate relationship between work life and home life.



ANSWER CHOICES	RESPONSE	
Strongly agree	4.55%	3
Agree	39.39%	26
Neutral	33.33%	22
Disagree	16.67%	11
Strongly disagree	6.06%	4
TOTAL		66

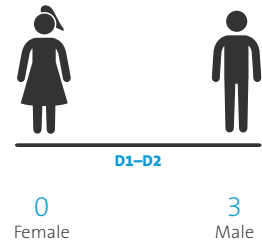
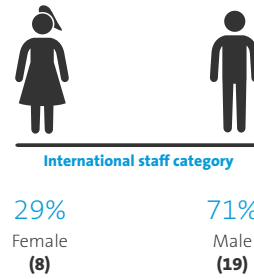
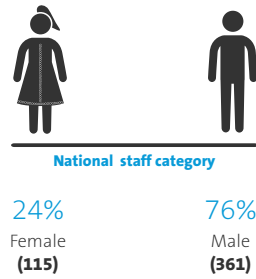
Annex C: Human Resources Data

Based on each UN agency's number of female/male staff by category and grade, the UNCT can jointly monitor and analyse the female/male staff ratio across the UN in Ethiopia and take corrective measures where necessary. Only a few agencies provided the data for this Gender Equality Scorecard exercise.

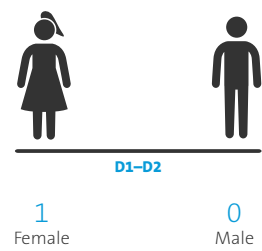
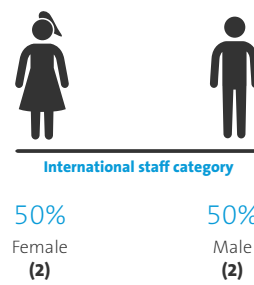
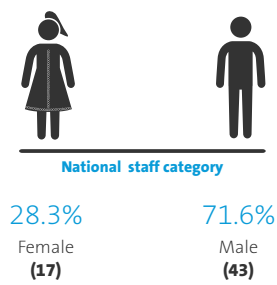




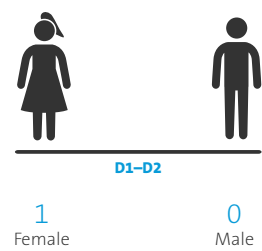
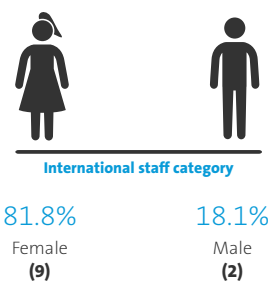
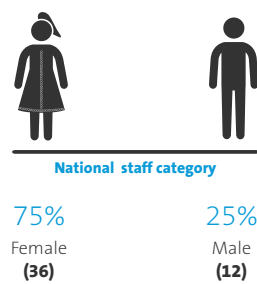
Gender Parity



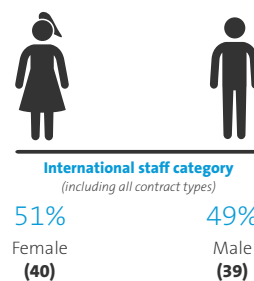
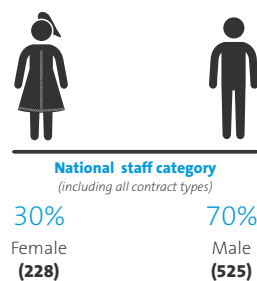
Gender Parity



Gender Parity



Gender Parity





UNITED NATIONS
ETHIOPIA

