



# The Federal Democratic Republic Of Ethiopia

**NATIONAL REPORT  
ON  
THE IMPLEMENTATION OF THE BEIJING DECLARATION  
AND PLATFORM FOR ACTION (1995)  
AND  
THE OUTCOME OF THE 23<sup>rd</sup> SPECIAL SESSION OF  
THE UNITED NATIONS GENERAL ASSEMBLY (2000)**





# EMPOWERING WOMEN EMPOWERING HUMANITY



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## LIST OF ACRONYMS

<b>ANC</b>	Antenatal Care
<b>APR</b>	Annual Performance Report
<b>APRM</b>	African Peer Review Mechanism
<b>ART</b>	Antiretroviral Therapy
<b>BoWCYAs</b>	Bureau of Women, Children and Youth Affairs
<b>BPA</b>	Beijing Plan of Action
<b>CRC</b>	Convention on the Rights of the Child
<b>CRGE</b>	Climate-Resilient Green Economy
<b>CSA</b>	Central Statistics Agency
<b>CSOs</b>	Civil Society Organizations
<b>DHS</b>	Demographic and Health Survey
<b>EDHS</b>	Ethiopian Demographic Health Survey
<b>EHRC</b>	Ethiopian Human Rights Commission
<b>EOC</b>	Essentials of Care
<b>ESDP</b>	Education Sector Development Plan
<b>EWDF</b>	Ethiopian Women Development Fund
<b>FDRE</b>	Federal Democratic Republic of Ethiopia
<b>FGM/C</b>	Female Genital Mutilation/Circumcision
<b>GBV</b>	Gender Based Violence
<b>GER</b>	Gross Enrollment Ratio
<b>GEWE</b>	Gender Equality and Women's Empowerment
<b>GPI</b>	Gender Parity Index
<b>GRB</b>	Gender Responsive Budgeting
<b>GTP</b>	Growth and Transformation Plan
<b>HCT</b>	HIV Counseling and Testing



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<b>HEP</b>	Health Extension Program
<b>HIV/AIDS</b>	Human Immunodeficiency Virus / Acquired Immuno Deficiency Syndrome
<b>HSDP</b>	Health Sector Development Plan
<b>ICCPR</b>	International Convention on Civil and Political Rights
<b>ICESCR</b>	International Convention on Economic, Social and Cultural Rights
<b>MFI</b> s	Micro Finance Institutions
<b>MOE</b>	Ministry of Education
<b>MoFED</b>	Ministry of Finance and Economic Development
<b>MOH</b>	Ministry of Health
<b>MoWCYAs</b>	Ministry of Women, Children and Youth Affairs
<b>MSE</b>	Micro and Small Scale Enterprise
<b>NER</b>	Net Enrollment Ratio
<b>PASDEP</b>	Plan for Accelerated and Sustained Development to End Poverty
<b>PMTCT</b>	Prevention of Mother to Child Transmission
<b>SMEs</b>	Small and Micro Enterprises
<b>SNNPR</b>	Southern Nation, Nationalities and People's Region
<b>TVET</b>	Technical and Vocational Education and Training Program
<b>UNFCCC</b>	United Nation Framework Convention on Climate Change
<b>UPR</b>	Universal Periodic Review
<b>VAW</b>	Violence against Women
<b>VCHW</b>	Voluntary Community Health Workers
<b>VCT</b>	Voluntary Counseling and Testing
<b>WDA</b>	Women Development Army
<b>WDIP</b>	Women's Development Initiative Project
<b>YDI</b>	Youth Development Index



## COUNTRY PROFILE

**Location:** Ethiopia is located in the centre of the Horn of Africa. It shares borders with the Sudan and South Sudan to the west; Eritrea to the north and north-east; Djibouti and Somaliland to the east; Somalia and Kenya to the south. It covers an area of 1.14 million square Kilometers (944,000 square miles).

**Population:** According to the 2011 CSA's Population projection, Ethiopia has a population of 94.3 Million out of which 49.5% are women.

**Flag and Emblem:** The Ethiopian flag comprises three colors. In the center there is a national coat of arms. The three colors are set horizontally in equal dimension with Green at the top, Yellow in the middle, and Red at the bottom. The national emblem is a blue circle with depiction; straight and equal lines of yellow come from all direction and join each other. A star formed by the straight and equal lines. Yellow rays radiating from the joints of the straight and equal. The national coat of arms on the flag reflects the hope of the nations, nationalities and peoples of Ethiopia, as well as of its religious communities to live together in unity and equality.



**Ethiopian Flag**

**Land Use:** Arable land: 10.01 percent, Permanent crops: 0.65 percent Other: 89.34percent (2005)

**Urbanization:** Urban population: 17percent of total population (2008), Rate of urbanization: 4.3 percent per annum (2005-10 est.)

**Capital:** Addis Ababa, one of the two chartered cities in the Federation, is the seat of the Federal Government and is also the capital of the

Oromia Regional State. It is the largest city in the country with a population of 2.7 million at the 2007 census (estimated at 3.2 million in 2011). It lies on the central plateau at an altitude of 2300-2400 meters, and with an average temperature of around 16°C.

Addis Ababa, founded in 1887, is host to the African Union (AU) and to the United Nations Economic Commission for Africa (ECA). Several other international organizations have their head quarters and offices there.

### **Regional State Governments and Capitals:**

Ethiopia is composed of the following nine regional states and two city administrations -



Addis Ababa and Dire Dawa.

Tigray Regional State: Makelle

Afar Regional State: Semera

Amhara Regional State: Bahr Dar

Oromia Regional State: Finfine (Addis Ababa)

Somali Regional State: Jijiga

BenishangulGumuz: Asossa

SNNP Regional State: Hawassa

Gambella Regional State: Gambella

Harar State: Harar

The national regional states and the two city administrative councils are further divided into eight hundred woredas (districts) and around 15,000 kebeles (neighborhoods, the lowest level of elected administration).



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**Languages:** Ethiopia is a country where more than 80 nations, nationalities and peoples live together peacefully. Its people altogether speak over 80 different languages. Amharic is the working language of the federal Government. Nevertheless, the working languages of regional states differ according to the regions.

**Economy:** Ethiopia pursued a market-oriented economy since 1992. Policy and reform measures introduced since then have led to an economic transformation and private sector participation. A privatization program embarked upon in 1994 has resulted in the privatization of over 250 public enterprises. The government has committed itself to eradicating poverty. The strategies worked out and implemented by the government have already begun to bear fruit as evidenced by over 11% average economic growth in the last five years. The economic progress has put the country among the top performing economies in sub-Saharan Africa, particularly among the non-oil producing country. The country has vision to attain a middle-income status within 20 years. Macroeconomic data indicate that Ethiopia is well placed to meet the Millennium Development Goals (MDGs) at the end of 2015. Apart from agriculture, the industry and service sectors are also recording double-

**Legislature:** Bicameral Parliament consists of the House of Federation (responsible for interpreting the Constitution and federal- regional issues) (108 seats; members are chosen by state assemblies to serve five-year terms) and the House of People's Representatives (responsible for passing legislation) (547 seats; members are directly elected by popular vote from single-member districts to serve five-year terms)

digit growth, indicating that the country is attaining more broad-based economic growth, unlike in the past where the country was dependent on farming.

### DEMOCRACY AND POLITICAL GOVERNANCE

**Independence:** Ethiopia is the oldest independent country in Africa and one of the oldest in the world - at least 3,000 years old

**Constitution:** Ratified on 8 December 1994, promulgated on 22 August 1995

**Legal system:** Based on civil law; currently a transitional mix of national and regional courts; has not accepted compulsory ICJ jurisdiction

**Government:** Ethiopia is a multi-party federal democracy with legislative authority resting with the government headed by an executive prime minister and the elected House of Representatives (547 members) and the House of Federation (108 members). The Prime Minister is chosen by the party in power following multi-party democratic national and federal state elections which are held every five years. Parties can be registered at either the national or the federal state level. The President is elected by the members of the House of People's Representatives.

**Judiciary:** The President and Vice President of the Federal Supreme Court are recommended by the Prime Minister and appointed by the House of People's Representatives; for other federal judges, the Prime Minister submits candidates selected by the Federal Judicial Administrative Council to the House of People's Representatives for appointment.



## 1.0. OVERVIEW ANALYSIS OF ACHIEVEMENTS AND CHALLENGES SINCE 1995

### 1.1. ACHIEVEMENTS

The process of ensuring gender equality and empowerment of women has been an ongoing process with significant levels of achievements over the years. Earlier efforts begun with introducing the concept and process of mainstreaming gender within national development plans such as PASDEP AND GTP as well as sector specific plans such as the Education Sector Development Plan (ESDP) and the Health Sector Development Plan (HSDP). This was accompanied by laying the ground for the development and later strengthening of institutional structures mandated to coordinate and monitor efforts at gender mainstreaming. This ongoing process continues to contribute to strengthened policy, legal and institutional frameworks aimed at promoting gender equality in all spheres of life. The concerted effort has brought about exemplary achievements in several areas. Primary among these are achievements in the social, economic and political arenas.

#### Gender Parity

In the social sphere, success in achieving MDG gender parity at primary level as demonstrated later in the chapter, commendable results through the deployment of health extension workers and Women Development Army (WDA) within the health sector and significant reductions in Harmful Traditional Practices (HTPs) particularly Female Genital Mutilation (FGM) and child marriage as well as reductions in HIV/AIDS infection and prevalence are presented as testimonies of major achievements of the country since the adoption of the Beijing Declaration.

Being on track in meeting the MDG goal of achieving gender parity at primary level is a major success area in the social sphere. Taking the gender parity index at the primary level: the ratio of the number of female students enrolled at primary to the number of male students as an indicator (using Gross Enrolment Ratio (GER)) where a 1 GPI index shows a situation of equality between males and females, annual educational statistics show that in 2012/13 at the national level the GPI for primary education was at 0.94.



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### Gross Enrollment Rate (Girls)

40.7% (1999/2000) → 92.4% (2012/13)

### Gender Parity Index for Primary Education → 0.94% (2012/13)

The success in achieving gender parity at primary level is anchored on the well-articulated and envisioned mission of the Education Sector Development Program (ESDP I-IV) of the country. The first ESDP (ESDP I 1997/8-2001/2) aimed at the expansion of primary education with special focus and attention to girls' education among others. ESDP I and II further aimed at reducing levels of school dropout and repetition among girls in addition to improving access so as to close the gender gap. The country has implemented free education since 1994 as a strategy towards achieving education for all. The goal was carried through in subsequent ESDPs (II-IV). The particular emphasis on first and second cycle of primary schooling (grades 1-8) reflected the government's commitment to increasing access to education for all together with free tuition fee education up to 12 grade.

The concerted effort has led to a continuous growth in GER over the years with an annual average growth rate of 8% enrolment at primary level. The GER for primary education showed quite a significant increase tripling between 1993/4-2003/4: from 20% to 68.5%. The GER at the same level further leaped from 79.8% (71.5% girls and 88% boys) in 2004/5 to 94.2% in 2008/9. Between 2008/9 and 2012/13; the GER at primary level grew from 94.4% to 95.3%.



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Looking at girls' access to primary education, the GER for girls went up from 40.7% in 1999/2000 to 59.1% in 2003/4 and a further 71.5% in 2004/5. The GER for girls grew from 90.7% in 2008/9 to 92.4% in 2012/13.

The Net Enrolment Rate (NER) which shows the proportion of students enrolled in terms of official age group also increased from 24.9% in 1996/7 to 73.2% in 2004/5 and subsequently reached 83% of primary school aged children in 2008/9. The percentage grew to 85.9% in 2012/13. Looking at the gender breakdown, the NER for girls grew from 81.3% in 2008/9 to 84.1% in 2012/13.

There are factors contributed to these achievements over the years: increase in number of schools, teachers' development programs, curriculum revisions and efficient planning and resource use by schools and targeted measures to increase girls' access to primary education. The number of schools jumped to 30,534 in 2012/13 from 25,217 in 2008/9 with 4.9% annual growth rate. The number of primary school Teachers increased from 270,594 (100,680 being women) in 2008/9 to 335,109 (of which women constituted 124,134) in 2012/13. Primary teachers were made to undergo a three year diploma program up from a one year certificate program. The share of primary teachers with diploma & above has reached 43.8% & 92.0% in 1st Cycle (1-4) & 2nd Cycle (5-8) respectively, of which women constituted 50.3% in the 1st Cycle & 95.1% in the 2nd cycle, 2012/13. Government has also dedicated special budget allocation for promoting female education,

The Gender Gap was addressed through targeted measures that were taken to improve girls' access to primary education. These include: awareness raising programs on the importance of girls' education; schools were made to be girls' friendly through the construction of separate latrines for girls and the assignment of female teachers and heads to provide close support to girls; rolling out of girls' clubs in schools as well as provision of tutorial, guidance and counselling services targeting female students. Policy wise, girls' education strategy was developed together with the adoption of a gender mainstreaming strategy for the sector. Female education forum was put in place to monitor and evaluate the implementation of the above listed targeted measures. The women development army groups function as promoters of adult education in their respective communities. Illiterate women within the network are encouraged to attend the program which is monitored through frequent follow up of participating household. Army members are playing an active role to encourage girls' education by motivating their children through for example providing prizes for best performing students. In addition to sending their children to school and making close follow up, members also monitor families that have failed to send their children to school.



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### Health

Based on the country's Health policy, an innovative approach has been adopted, the Health Extension Program (HEP), as a response to the community's need of basic health services envisaged and rolled out under the second Health Sector Development Program (HSDP II, 2002/3-2004/5), in 2002/3. The focus of the program is on promotive, preventive and selected curative health care services with special attention to mothers and children particularly in the rural areas. Targeting on households, the HEP focuses on prevention through building community's skills and knowledge so that they can take responsibility for maintaining their own health. The HEP is designed as the main vehicle for bringing key maternal, neonatal and child health interventions to the community with the goal of reducing maternal and child mortality. Promoting gender equality in accessing health care services is an explicitly stated goal of the program.

The implementation strategy focusing on building human resource in addition to construction of health posts and provision of supplies has targeted women aged 18 and above with a minimum of 10<sup>th</sup> grade education as the primary candidates for the program. These Health Extension Workers (HEWs) are to be drawn from the very communities in which they are meant to serve as so as to increase acceptance. One year training composed of course and field work constitutes their training. Two HEWs are fielded within each health post which serves as a basis for the HEP.

HEWs promote the 16 health packages consisting of disease prevention and control, family health, hygiene and environmental sanitation as well as health education and communication. The mode of delivery of service is mainly house to house outreach visits. Model families are identified and trained by HEWs to diffuse health messages to the rest of the community. HEWs work with Voluntary Community Health Workers (VCHWs) such as trained birth attendants and community based reproductive health agents. In addition, HEWs extensively utilize grass roots organizations like women and youth associations, Women Development Army groups (WDA), schools, traditional associations like Idir and mehaber.



### Number of Health Extension Workers

2,800 (2004/5)



38,000 (2012/13)  
98% Women



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In 2004/5 2,800 HEWs were trained and deployed. At the end of 2008/9 the number of trained HEWs deployed all over the country had reached 33,819, surpassing the required number of 33,033. The number has reached 38,000 currently out of which 98% are women. In 2008/9 the number of model households trained and successfully graduated reached 4,061,532 which constituted 26% of the eligible households however leaving some 11 million households yet to be trained. A total of 2,319 urban health extension workers have also been trained and deployed in urban areas of the various regions reaching 42% of the target set for urban areas.

Various reports and evaluations conducted on the HEP as well as series of health indicators captured over the years show that the HEP together with the overall health sector intervention has brought about significant changes in the thinking and practices of people with regards to disease prevention and family health promotion in general. The achievements can clearly be seen when examined vis-à-vis the indicators sets for the program.



### Antenatal Care Coverage

5% (1996/7) → 97.4% (2012/13)

### Postnatal Care

3.5% (1996/7) → 50.5% (2012/13)

### Maternal Mortality

1800/100,000 (1995) → 420/100,000 (2013)

### Child Mortality

166/1000 (2000) → 55/1000 (2013)

Antenatal care coverage falling under the core package of services provided under the HEP has shown quite a progressive leap from a mere 5% in 1996/7 to 34% in 2001/2 and 41.5% / 42% in 2004/5 (both figures in HSDP III) and subsequently to 97.4% in 2012/13. Similarly, postnatal care grew from a mere 3.5% in 1996/7 to 7% in 2001/2 and 13.6% in 2004/5 reaching 50.5% in 2012/13. Assisted delivery was only 12.4% in 2004/5; 12% in 2005/6 (both figures from HSDP III and IV) but reached 23.1% in 2012/13. Clean and safe delivery performed by HEW stood at 11.6% in 2012/13.



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The full immunization of children in the country, another component of the HEP, has gone up from 44.4% in 2004/5 to 65.5% in 2007/8 and to 77.7% in 2012/13. Exclusive breastfeeding of children aged 4-5 months old stood at 38% in 2000 (2000EDHS). The percentage grew to 60.7% of exclusive breastfeeding for those under two months in 2005. (2005 EDHS)The prevalence of breastfeeding particularly exclusive breastfeeding has reached 76% in 2008/9 in the population within the four major regional states of the country accounting for over 80% of the population. In 2011, the percentage of breastfeeding had reached 99%. Exclusive breastfeeding in the same period across the country stood at 61%. (2011 welfare monitoring survey)

Child and maternal mortality rates have shown significant declines: current data shows child mortality has gone down to 55/1000 from a high of 166/1000 in 2000 which declined to 123/1000 in 2005 and further dropped to 59/1000 in 2011. Similarly, maternal mortality showed steep decline over the years: 1800/100,000 in 1995, 871/100,000 in 2000, 673/100,000 in 2005 and to its lowest level of 420/100,000 in 2012/13.

The rate of contraceptive prevalence/acceptance was just at 9.8% /4% in 1996/7 (both figures exist in HSDP III) with an increase to 17.2% in 2001/2 but reached 25.2% in 2004/5; 21% in 2005/6; (previous two figures from HSDP III) and it further jumped to 59.5% in 2012/13.

As part of the strategic intervention area of the HEP, a cumulative of 46,976,866 Insecticide Treated Nets (ITNs) were distributed until 2012/13. Looking at the use of ITN by children under five and pregnant women, the figure has reached 41.2% and 42.5% respectively in 2009/10 respectively. The country has further introduced the most effective anti-malaria drug during the HSDP IV period.

There is an overall reduction in HIV and sexually transmitted infections. This is accompanied by an increase in utilization of services showing increased levels of awareness and action among the population. There is an overall increase in VCT, PMTCT, ART providing facilitates to 3,040, 2,150, and 880 respectively in 2012/13. Clients using voluntary counselling and testing (VCT) have reached 11,965,533 from 564,321 between 1998 and 2012/13. The percentage of HIV-positive pregnant women who received efficacious ARV therapy or prophylaxis to prevent Maternal to Child Transmission (MTCT) of HIV has reached 42.9%. ART coverage reached 75.4% in 2012/13 from a mere 13, 000 in 2005/6. Ethiopia has achieved the target set in the Millennium Development Goals (MDGs) for reducing the prevalence rate. The MDG target was set at 2.5% while Ethiopia has already reduced the prevalence to 1.5% in 2011.

Regarding Tuberculosis (TB) follow-up; the detection rate stood at 58.9% and treatment success rate at 91.4% in 2012/13. Further improvements were recorded with TB cure rate reaching 70.3% in 2012/13. Given that TB, a disease highly associated with HIV/AIDS, affects women disproportionately, improvements in terms of detection and treatment has benefited more women.

Looking at facilities for liquid/solid waste disposal including sanitation and hygiene; toilet facilities grew from 8.9% in 2000 to 21% in 2004 and further grew to 66% in 2011; (2011 welfare monitoring survey). In the year 2012/13 the coverage of toilet facilities reached 86%.



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Access to sanitation increased from 12.5% in 2000 to 17% in 2002/3 and reached to 20% in 2005/6; while waste management reached to 60% in 2009/10. The proportion of urban housing units using safe drinking water increased from 83.5% to 92.4% between 1998 and 2004, and from 92.4% in 2004 to about 95.0% in 2011. Similarly, in rural areas, the proportion of housing units having access to safe drinking water has increased from 25.2% in 2004 to 66.54% 2012/2013. The increase in access to safe drinking water contributes to ease women's burden in the reproductive sector. These achievements would contribute to the core of the HEP program – prevention. (the data need update).

The WDA groups as one approach for the implementation of the HEP are showing encouraging results. The WDA groups, consisting of 25-30 households (women) which are further organized into the “1 to 5” network of women where a model woman leads five other women within her neighbourhood, are playing effective role towards the successful implementation of the HEP. The approach of creating networks of women with a model (exemplary) woman leader that shines in implementing the contents of the health extension package creates competitive environment among member households of the network to emulate their leader. Through the instrumentality of the WDA and its innovative approach, successful results are being recorded in the areas of hygiene and sanitation, preventive health, maternal and child health as well as combating harmful tradition practices. Accordingly, progress is noted in household level sanitation through improvements in water quality, proper handling and storage of water, hand washing, latrine use and disposal of feces and solid waste as well as environmental cleanliness at household and community levels. Similarly, improvements are made in the rate of skilled birth delivery as the WDA groups closely follow pregnant women among their network to use skilled delivery services provided in Health institutions.

### Reduction in harmful traditional practices

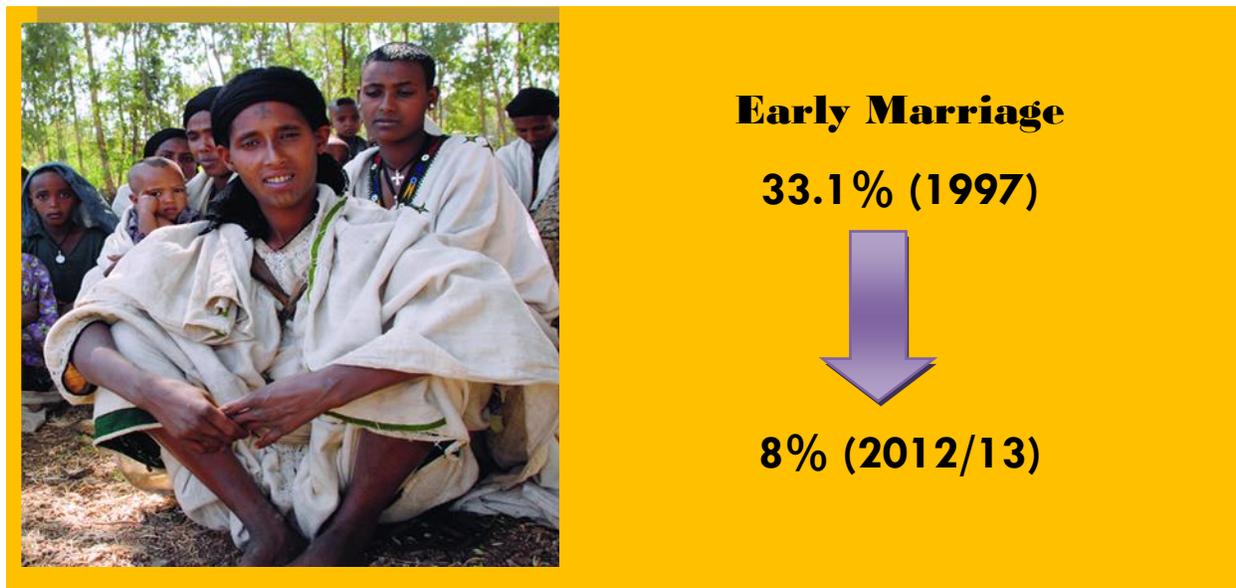
A reflection perhaps of achievements in the previous two social spheres is the success in significantly reducing incidences of harmful traditional practices particularly FGM and child marriage bringing about an overall reduction in these practices. In 2005, the figure of circumcised women dropped to 74% from a high of 80% in 2000. The 2011 data covering the 0-14 age group shows that circumcision of girls has significantly reduced to 23%, the highest decline recorded.



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The practice of child marriage has also shown declines. On the other hand, the prevalence of early marriage has shown a significant decline from 33.1% in 1997 to 21.4% in 2009/10 and currently to a minimal rate of 8% in 2012/13. One notes that there is progressive increase in the median age at first marriage over the years.



Various legislative measures have been taken towards strengthening the legal and policy framework in relation to addressing HTPs. The Ethiopian law has provisions dealing with HTPs. The major laws dealing with HTPs are the Constitution, the revised criminal code and the revised family law of Ethiopia. Collectively, these legal instruments explicitly prohibit and punish the practice of HTPs in general and FGM and child marriage in particular. The country has recently



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adopted a 'National HTP Strategy' with action plans particularly focusing on FGM and child marriage.

The national policy framework adopts awareness raising and community mobilization as a strategy to fight HTPs. In line with this, various intervention mechanisms targeted at modifying attitudes and behaviors have been implemented over the years. Examples include the creation of sustained conversation on HTPs like FGM/C and child marriage complimented by teaching and/or awareness raising activities from the perspective of health, religion and legal awareness. Community conversations have been successful when they were carried out in a continuous and sustainable manner and were wide reaching.

Using religious leaders through actual involvement in teaching about the harmful effects of HTPs, teaching through interpreting the scripture and clarifying religious position on HTPs, leading and enforcing the campaign of ostracizing those that practice HTPs, giving their blessing and support to teaching by others like health workers and the police which gives credibility and weight in the eyes of the community have been exemplary approaches.

Further, the advocacy and monitoring work done by women development army groups has shown impressive results in terms of minimizing child marriage and FGM practices in communities. As the approach utilizes networks of women living within the same neighborhood, teaching as well as monitoring of activities of community members has proved to be quite effective

### Women Economic Empowerment

One of the major achievements recorded in the economic sphere is the enhanced economic empowerment of women from improvements in access to and control over productive resources like land through certification and property ownership.

Increased access to and control over productive resources, is significantly improving women's economic empowerment. Towards this achievement, the government has adopted the right mix of policy and legal reforms to ensure women's equal access to productive resources such as land and property. The FDRE Rural Land Administration and Use Proclamation (2005) provides women the right to use rural land through the issuance of holding certificate. Regional states have followed suit and have issued their own land use and administration laws in conformity with the federal law.

It has been reported in various studies carried out since the start of the certification process that certification has improved the status of women and their bargaining power vis-à-vis their husbands and the community at large. The large-scale land certification effort which covered 6.3 million households in Amhara, Oromia, Tigray and Southern nations, nationalities, and peoples over five years to 2008 contributed towards improving women's economic and social status. In 1999/2000, 19.4% of landholders constituted women. The figure grew to 20.3% in 2006/7. The figure grew significantly after the certification process. Accordingly in 2011, 60% of rural women owned land. This figure represents female heads and women in marriage context. The figure for



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urban women was 18%. 2,004,533 rural women have been issued land holding certificate in different regional governments in 2013 alone. Overall, 6,642, 585 joint land holding certificates have been issued in the various regional states. The total number of women with land holding certificates has reached 8,647,118.



Women are also increasingly becoming house owners in both rural and urban areas of the country. 11% of women own a house alone. The federal housing scheme reserves 30% of constructed houses for women and the remaining 70% are given equally to both men and women. In urban areas housing schemes have been introduced with special provisions benefiting women. 30% of urban women own a house either alone or jointly with a husband. From the total of 27,557 condominium houses that were transferred in the year 2013 alone, 14,800 were given to women. From the total beneficiaries of the housing program in the capital city, 54% are women. In regional states 47% of the beneficiaries are women. In rural areas, 66% women own house either alone and jointly with their husband.

As per the national Micro and Small Enterprises (MSE) strategy, economic empowerment of women through facilitating access to finance through saving and credits, provision of capacity building and skills training in business and entrepreneurship, creation and strengthening of market access for women entrepreneurs are corollary initiatives that have been implemented on large scale.

In the political arena, the major achievement is the significant progress made in the representation of women within the legislative arm of government at various levels. Women's representation in Federal parliament showed significant increase over the four consecutive elections under the democratic dispensation: 2.83% in 1995, 7.7% in 2000, 21.4% in 2005 and 27.9% in 2010. The increase is not just in numbers but is also seen in women occupying important positions for instance, in the current parliament (2010-2015 period), the deputy house speaker is a woman. Further, a good number of women are represented in parliamentary structures like permanent committees (4 women chairing committees and 91 women members) and advisory committees (4 women members) as well as 9 women members of coordinating committees. Similarly, the representation of women at Regional Councils is also growing albeit with some regional



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variations. The highest representation is in Tigray regional state with 48% women in the regional council. The figure is above 30% in six of the nine regional states. Besides women representation has reached 50% in woreda and kebele councils.



### Women in Parliament

2.83% (1995)



27.9% (2010)

The increasing level of participation of women is beginning to bring about positive influence in the working and outputs of the legislative body. A notable example in this regard is the active role played by the women's standing committee of the house in terms of scrutinizing bills including budget bills from a gender perspective. Similarly, annual performance reports of sector ministries are heavily scrutinized and evaluated in light of sector's contributions to promote gender equality and women's empowerment. In this regard, increasing level of participation is contributing to strengthening the accountability mechanism for the gender work in the country.

Various factors have contributed to the overall increase in the representation of women in political arena including the creation of enabling environment in terms of the right of mix of educational and economic policies that are empowering women. Further, policies on political participation such as affirmative action targeting 30% for women candidates by the ruling party, special campaign funds by the national electoral commission for women candidates encourage women to stand for office.



### 1.2. CHALLENGES

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Despite the success in achieving the targets set in the social, economic and political arenas, challenges remain in some areas. The major challenges include the deep rooted social norms and attitudes, limitation of sex disaggregated and analyzed data as well as capacity limitations at all levels in terms of skill knowledge and attitude.

#### Data related challenges

Although national policies show strong commitment to promote gender equality, there is still unavailability of data on few gender indicators. Quantitative data which provide concrete evidence on gender relations in terms of gender roles, access to and control over resources as well as time use are essential for the development of appropriate and effective economic and social policies at a national level. The country has conducted various household surveys in recent years. These are useful sources for gender statistics. However, there are challenges in using these data sources. The outcomes of these surveys have not always been properly analyzed and utilized to generate the required gender statistics for policy making and subsequent evaluations. There is also limited capacity to utilize raw data within sectors to feed into the policy making process. Further, data generated through household surveys are limited to capturing regional realities. Interventions on the other hand are planned and targeted at lower administrative levels such as woredas. This implies that there is a dire need for systems of sex disaggregated data collection at lower administrative levels.

The problem of data extends to sector levels as well. Although sectors like education and health have strong sex disaggregated data collection and management systems that feed the policy making process, other sectors lag behind in this respect. The availability of gender disaggregated data that makes accountability for mainstreaming gender concerns is limited in few sectors. This is because the absence of baseline data implies that it is challenging for sectors to adequately plan and monitor progress on gender related indicators in their respective sectors.

#### Deep rooted Social Norms

Even if there is significant improvement in the societal attitudes towards gender equality and women's empowerment (GEWE), the historical legacy of inequality and discrimination is still a challenge in terms of overcoming existing inequalities and promoting gender equality. In order to remedy this legacy the government has been taking steps to ensure the implementation of favourable policy and legal frameworks, this partly depend on the extent to which policy makers, implementers and the society at large are receptive of the need for change in social norms and attitudes.

#### Capacity related challenges

The promotion of gender equality as enshrined in various laws and policy frameworks very much depends on efficiency in mainstreaming gender concerns in planning and implementation processes. Studies indicate that there are challenges encountered by national gender machineries



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at various levels in this respect. The challenges relate to limited capacity of these machineries in terms of educated and skilled personnel to follow up, monitor and evaluate the activities of the different divisions and departments from a perspective of gender. Capacity related problems are observed within mainstream policy implementing bodies as well that is mainly related with skill and knowledge limitation to deliver as expected level.

Although gender mainstreaming guidelines are in place within the various sectoral ministries both at federal and regional levels, there are challenges in practice for instance, limited gender related performance indicators as part of the deliverables. This shows that there is a need for fully institutionalizing the system of gender mainstreaming across sectors at all levels in the country.

### Contribution of MDG to Beijing Platform for Action (BPA) implementation

The Millennium Development Goals serve as the country's longer-term planning framework and as such are integral to Ethiopia's five-year plan (the PASDEP in the past and currently the GTP) and the MDG targets are fully built into the national development plans as well as sectoral programs. Explicit link has also been made within the prior national development plan, PASDEP, with an exercise on what it would cost to achieve the MDGs in Ethiopia. All of the subsequent strategies are designed to achieve robust and pro-poor economic growth and are targeted to accelerate progress towards the attainment of the longer-term Millennium Development Goals (MDGs) in 2014/2015.

Investments and concerted interventions in some sectors have contributed to meet the MDG goals. The country has made significant progress towards achieving the MDGs. Those MGD targets contribute for the promotion of gender equality and the empowerment of women. As such the country's overall double digit growth and its contribution to meeting these MDG targets will have direct positive contribution to improving the wellbeing of women.

The progress of Ethiopia's performance on MDG3 – promoting gender equality and empowering women - has been significant. The gender disparity (ratio of girls to boys) in primary education has improved from 0.85 in 2006/07 to 0.93 in 2011/12 and in 2012/13 at the national level the GPI for primary education was at 0.94. This is a clear indication that the country is on course to eliminate gender disparities in primary education. (MDG report 2013 and annual abstract 2013). Similarly, the country has performed well in terms of the MDG target to reduce child mortality by two-third between 1990 and 2015. The under-five child mortality has substantially declined to 55/1,000 live births in 2012/13 from 123/1000 live births in 2004/05. This is a 55.14% reduction over the period of eight years. These achievements directly facilitate the implementation of the Beijing commitments the country has undertaken in the critical areas of education and health.



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### Legislative reforms advancing gender equality and the promotion of the human rights of women

The government has engaged in extensive law review exercise to ensure that the country's laws protect the human rights of women. Having the Constitutional provision, article 35, which guarantees fundamental rights and freedoms for women as bases and the women's policy of 1993 extensive law revision process has been undertaken over the years. The revision exercise has brought the country's laws in conformity with its international and regional commitments. The revised family law (2000) raised the minimum age of marriage to 18 and provided for the fulfilment of essential conditions of marriage including consent of both spouses. The revised criminal law (2005) safeguards the rights of women from various acts including harmful traditional practices as well as different forms of violence. The revised labor law (2003) and federal civil servants law (2007) protect women's rights in employment both within the public and private spheres. These laws provide for measures ranging from maternity leave and occupational safety to affirmative measures during recruitment and promotion and have further contributed to increase the bargaining power of women in employment. The Revised Public Servants Pension Proclamation (1999) provides that benefits that are provided for a widow with regards to pension shall equally apply to a widower. Revisions have also been undertaken to ensure women's equal access to productive resources like land through the federal land administration law (2005). As a result joint holding certificates are issued to women along with their spouses. The Nationalities proclamation (2003) as well as the Constitution gives any Ethiopian the right to maintain and/or change his/her nationality at will thus extending similar rights to women.

The government has also restructured the gender machinery into MoWCYA and expanding its mandate to render a comprehensive protection and promotion of the rights of women in equal terms with men through Proclamation no 691/2010. To this end, the ministry is tasked with addressing women and youth affairs in the preparation of policies, laws and development programs and projects and ensuring that opportunities are created for women and the youth to actively participate in political, economic and social affairs of the country among others.

### CSO-Government Forum

GO-NGO forum has been formed among the women machineries within the federal sectors and public organizations, NGOs and Civil Society Organizations (CSOs) with the major goal of ensuring women's participation and benefits from the development endeavors by aligning efforts and harmonizing recourses. CSOs are regularly called on to participate on national fora organized to assess progress on gender related activities of the various sectors as well as on annual national women's fora. CSO are actively participating in fora where major policies are drawn and implemented. The process of drawing and further annual monitoring of the current development program, the GTP, has benefited from the contribution of CSO. At national as well as sectoral levels, CSO are given the forum to provide their inputs and to engage in discussions towards strengthening the gender components of the GTP. Further, CSOs contribute their share in



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towards submissions made to international and regional fora like the CSW and IGAD and take part in these forums.

Gender Responsive Budgeting (GRB) efforts to increase and track national planning and budgetary allocations related to achieving gender equality and empowerment of women: The effort to mainstream gender within the budget process begun in early 2008 with the rolling out of various sensitization programs and trainings targeted at policy makers and planners. GRB guideline was initially developed in 2008 and later revised and adopted in 2011/12 A GRB training guideline has also been developed. The budget call explicitly requires sectors to ensure that their budget demand is gender sensitive.

Each stage of the budget cycle provides important entry points for integrating gender issues in the budget cycle process. Starting from the initial stage of engaging in policy review where sectors evaluate or examine the inclusion or otherwise of gender equality objectives within sectoral policies and plans to translating policy objectives into concrete activities, the budget cycle process provides ideal opportunities for mainstreaming gender in the budgeting process.

The responsible Ministry, Ministry of Finance and Economic Development (MoFED), has been spreading the process of building the capacity of planners and finance officers with the skill and technique of making budgets gender responsive. Trainings have also been provided to all federal sector ministries as well as at regional levels. Major changes brought about as a result of the GRB guidelines and subsequent trainings are: sectors are attaching gender related activities and gender focused goals as part of their budget request; gender consideration has become one criterion for evaluating budget request in general and in prioritizing budget allocations in particular.

Members of the legislative body at federal and regional levels have also been training to ensure that they carry out their monitoring roles effectively. Subsequent budget hearings at federal parliament show that the trainings are bearing fruit as budget hearings are rich with discussions on gender related benefits of proposed budgets. Overall an important result is the practice has been laid to ensure all plans and budgets address gender related outputs informed by the GRB guidelines.

### **In-country forum for sharing knowledge and experience in the implementation of the BPA**

Various mechanisms have been put in place towards sharing knowledge and experience in the implementation of the BPA. The forum created by MoWCYA where sectoral and regional women machineries engage in joint planning using BPA strategic goals and objectives as targets, the latter as incorporated within sectoral programs and plans. Further, Ministry of Women Children Youth Affairs (MoWCYA) using its levelling tool holds sectors accountable in terms of their effort to mainstream gender in their plans and programs. At the macro level, the entire executive branch is hold to account on a regular basis for the adequate integration of gender issues in plans and programs and the implementation there of through the women's affairs standing committee in the federal parliament.



## **2.0. PROGRESS MADE IN THE IMPLEMENTATION OF THE CRITICAL AREAS OF CONCERN TO THE BEIJING PLATFORM FOR ACTION SINCE 2009**

Out of the twelve critical areas of concern, the country has selected ten as the main areas of focus. These are women and poverty, education and training of women, women and health, violence against women, women and peace, women and the economy, women in power and decision making, institutional mechanisms for the advancement of women, human rights of women, as well as women and the environment.

In what follows, the progress in each of the above critical areas of concern in light of their strategic objectives as well as the relevant sections of the outcomes of the twenty-third special session of the General Assembly are discussed. Action points by various stakeholders mainly governments as envisaged within the Beijing Declaration are used as references to assess progress. The discussion gives particular emphasis to the progress in implementing the critical areas of concern since 2009.

### **2.1. WOMEN AND POVERTY**

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The poverty level in the country, calculated on the basis of poverty head count, shows that there is significant decline in the percentage of the population living in poverty over the years – 38.9% decline over 16 years. According to data from 2004/5 poverty head count index stood at 38.7%. In 2010/11, the index was at 29.6% and declined further to 27.8% in 2011/12. Looking at the urban/rural divide, there is a higher decline in poverty levels in rural areas, 30.4% and 25.7% respectively.

Although there is no gender disaggregated data on the level and experience of poverty among men and women, the overall decline in poverty levels by about 38.9% over 16 years period is believed to lift many women out of poverty. Particularly the higher level of decline in rural areas where the phenomena of feminization of poverty is likely to be acute has benefited women to a large degree.

#### **Gender in macro-economic policies**

Various actions have been taken by the government to reduce poverty. Efforts have been geared towards engendering macro-economic policies so as to address the needs and interests of women and men. To this end, two of the major national development plans of the country PASDEP and GTP (spanning 2005/6 – 2009/10 and 2010/11- 2015 respectively) have mainstreamed gender and further identified women's issues as standalone areas of action. These documents have further developed gender specific policy matrix with gender sensitive indicators. Further, the national action plan for gender equality (2006-2010) has been fully integrated into the former national development plan where job creation also one of the pillar. Similarly, in the current



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national development plan of GTP, gender has been integrated in the six major pillars as well as allotted a stand-alone 7<sup>th</sup> pillar.

The national development plans have particular focus on pro-poor sectors namely education, health, agriculture, water and roads. Allocation to these poverty-oriented sectors has been relatively high over the former and current national development plans. For instance, between 2009/10 and 2010/11, the proportion allocated to these sectors averaged: 24%, 6.5%, 9%, 6% and 20% respectively. Increased levels of public expenditure on these pro-poor sectors have particular importance from a gender perspective. This is because increased levels of investment in health, education and agriculture tends to ease the burden of women in the reproductive sector and increase their access to productive resources.

The government has further earmarked expenditure to promote women's economic empowerment. These include: Women's Development Initiative Project (WDIP), Ethiopian Women Development Fund (EWDF), Ethiopian Women's Development and Change Package (2005) with a focus on urban and rural women and Pastoralist and Semi-pastoralist Women Development and Change Package (2010). These targeted expenditures are designed to ensure adequate implementation of the National Women Policy of 1993; an instrument used both as mainstreaming and mobilization tool. The latter two instruments provide opportunities for rural women to be organized into various cooperative societies so as to ensure their economic benefit.

### Legal and policy framework to empower women

Legal reforms have been adopted by the government on the basis of the foundation document – the constitution which guarantees fundamental human rights and principles of equality and non-discrimination so as to ensure women's equal access to and control over productive resources such as land and property. The FDRE Rural Land Administration and Use Proclamation (2005) provides women the right to use rural land through the issuance of holding certificate. It has been reported in various studies carried out since the start of the certification process that certification has improved the status of women and their bargaining power vis-à-vis their husbands and the community at large. Tigray, Amhara, Oromia and SNNPR regional States have issued their own land use and administration laws in conformity with the federal law.

In 1999/2000, 19.4% of landholders constituted women. The figure grew to 20.3% in 2006/7. The figure grew significantly after the certification process. Between 2009 and 2012, 3.9 million were issued landholding certificates. Accordingly in 2011, 60% of rural women owned land either alone or jointly with their husbands (2011 EDHS). 2,004,533 rural women have been issued land holding certificate in different regional governments in 2013 alone. Overall, 6,642, 585 joint land holding certificates have been issued in the various regional states. The total number of women with land holding certificates has reached 8,647,118 according to the second GTP 2014.

Productive assets like land can be efficiently utilized with further support in terms of agricultural inputs. To this end, in addressing the needs of women engaged in agriculture, the Technical and Vocational Education and Training Program (TVET) of the Ministry of Agriculture has adopted a



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gender sensitive approach in terms of training of its development agents. Further, affirmative measures in terms of recruitment and further support during their studies are put in place to increase the representation of female development agents. These efforts have brought about encouraging results in terms of increasing women's access to services. In 2011/12, 8.7 million female farmers benefited from extension services. In pastoralist areas, 148,000 female heads became beneficiaries of extension services in the same period.

To make women property owners, the housing scheme reserves 30% of constructed houses for women and the remaining 70% are given equally to both men and women. 11% of women own a house alone (2011 EDHS). In rural areas, 66% women own house either alone or jointly with their husband (2011 EDHS). 30% of urban women own a house either alone or jointly with a husband (2011 EDHS). From the total of 27,557 condominium houses that were transferred in the year 2013 alone, 14,800 were given to women. From the total beneficiaries of the housing program in the capital city, 54% are women. In regional states 47% of the beneficiaries are women.

### Social protection schemes

Corollary to ensuring access to productive resources, the government has put in place various mechanisms to protect the most vulnerable sections of society. Social protection schemes targeting women, as the most vulnerable, have been rolled out in different parts of the country. The food security program of the country has devised various ways of benefiting female headed households. The program aims at creating employment opportunities as well as provides direct transfer to vulnerable sections of society particularly women. The program has components of small scale social cash transfers including non-contributory pensions and disability grants and cash grants to very poor families with children and low interest loans aimed at poor households with able bodied workers. The household asset building component of this program gives priority to female headed households through its program of preventing asset depletion by assisting food insecure households to transform their productive systems. In 2012, 205,727 households graduated from the safety net program. Of these, 29.5% are women. In the same note, 440,847 female family members to build household asset and graduate from the productive safety net program. 81,065 food insecure rural women got training on method of business plan preparation out of which 38,097 received credit service and technical assistance through the household asset building program.

Other social security schemes in the country focus on facilitating access to basic social services. These are particularly important for women as they significantly contribute to ease their reproductive burden. Measures such as school fee waiver and school feeding in some areas, waiver of medical fee and a free package of health services provided by HEWs or mobile clinics in pastoralist areas including therapeutic feeding of severely malnourished children, water supplied at subsidized or free rates, occasional grain subsidies in urban areas, low cost urban housing and alternative care services to unaccompanied children, the elderly and the disabled are notable in this regard.



## Challenges

There are challenges that have been witnessed in the efforts directed at lifting women out of poverty. The major hurdles in this regard are women's burden in the productive and reproductive spheres as well as their limited access to productive assets and resources. In Ethiopia it is estimated that the average Ethiopian woman has a long working day, much of it spent in hard farm work and physical labor. Coupled with the reproductive burden of looking after the household, women are affected by time poverty. Even where women engage in productive activities, limited access to resources and assets like credit, financial literacy and modern technology imply limited returns. Social expectations and stereotypes that confine women to certain types of roles in private and public life mean that women have limited opportunities.

### 2.2. EDUCATION AND TRAINING OF WOMEN

The education of girls and women has tremendous social and economic returns and is an instrument for achieving the goals of equality and development. However, access to education was hampered by factors such as customary attitudes. Recognizing these facts, the government of Ethiopia has given special attention to the sector.

#### Legal and policy framework

The government, through successive policies and legislation, has been taking measures to ensure equal access to education at all levels to girls and boys, women and men. The country's education and training policy, the basis for 4 subsequent education sector development programs, stipulates the need to mainstream gender in the curriculum, grants special attention to the participation of women in recruitment, training and assignment of teachers and addresses gender responsive resource distribution within and for the sector. Based on this, gender has been adopted as the main cross cutting issue in the current Education Sector Development Program 2010/11-2014/15(ESDP IV). The country has also adopted a gender strategy for the education and training sector.

#### Key statistics and challenges

Ensuring equal access to education at various levels is a major concern of ESDP IV. At primary level, the GER for girls grew from 90.7% in 2008/9 to 92.4% in 2012/13. There is a continuous decline in the gender gap in GER in primary education: from 6.9% in 2008/9 and to a mere 5.8% in 2012/13. Girls' net enrollment has increased from 80.5% to 83.9 % and has reached 84.1% in 2012/13. In the second cycle of primary education (grades 5-8), girls' net enrolment increased from 46.9%-49.2% and for boys it increased from 46.0%-47.0% during the same period.

At secondary level (first cycle from grades 9-10), gross enrollment has shown increase over the five years period. The GER was at 32.1% in 2008/9, 34.7% in 2009/10, 34.9 in 2010/11, 34.6% in 2011/12 and 36.9% in 2012/13. Similarly in secondary cycle or preparatory education (grades 11-12), although gross enrollment for girls is low, it has shown growth over the



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five years. GER for girls at this level was at 3.5% in 2008/9, 5.0% in 2009/10, 6.7% in 2010/11, 7.6% in 2011/12 and has reached 8.5% in 2012/13. The gender parity index for secondary first cycle stood at 0.92 and for secondary cycle it was 0.81 in 2012/13.

The main challenges in these levels relate to socio-economic factors such as poverty, burden of household chores for girls and early marriage. Institutional factors in terms of school distance for secondary education and school related gender based violence are some of the challenges identified.

The technical and vocational education training (TVET) strategy advocates for equal participation of female students in vocational and technical training. TVET enrollment data shows that female enrollment was at 50.3% in 2008/9, 43.9% in 2009/10, 48% in 2010/11, and 46.2% in 2011/12 and has picked up again to 51.2% in 2012/13. Looking at the distribution of female and male trainees in the different fields, girls are concentrated in the fields that are traditionally said to be soft skills. The underlying reasons for this are related to culture/tradition and low level of awareness as well as the feeling among women that they may not be successful in hard sciences. The government is taking measures to change this through special support like awarding prizes for female students in the hard sciences like science and technology, encouraging female role models and enabling female students in higher education to enroll into these fields where they choose to do so.

Looking at the participation of women at the tertiary level, at the under graduate level female student enrolment increased from 27% in 2008/9 to 28% in 2010/11 and reached 30% in 2012/13. Female undergraduate graduates increased from 23.4% in 2009/10 to 27.3% in 2010/11 and reached 28.6% in 2012/13. At the post-graduate level, the enrollment of female students increased from 11.3% in 2008/9 to 11.9% in 2009/10 and it grew to 13.8% in 2010/11. The proportion jumped into 20.2% in 2011/12 and was at 19.5% in 2012/13.

Recognizing the importance of adult literacy, the sectoral development program has embarked on integrated functional adult literacy programs. Recent CSA report (2011) indicates that 17,761,565 adults were literate. Of these 6,870,985 (34.46%) were females and 10,890,580 (59.56%) were males. Data shows that the proportion of illiterate sections of the population is still high and of which the proportion of illiterate women is quite high at 65.5%. According to the Welfare Monitoring Survey literacy rate for women has grown from 27 percent to 38 percent. In 2012/13, the enrollment rate for adult education was over three million people of which women constituted over 1.2 million, and women's representation has reached 60%. The women development army structure is proving to be a good promoter of adult education. Within each group, all illiterate women are encouraged to attend the program. There is close follow up as the structure of the group, composed of women within the same neighborhood and close day to day contact, allows frequent follow-up of every household.

Assessing women's representation in teaching, leadership and management i.e. decision making positions: the share of primary school female teachers is 36.7% (2011/12), female teachers in



secondary school increased from 9.6% in 2009/10 to 14.9% in 2011/12 and reached 15% in 2012/13, female trainees at teachers education colleges has grown from 40.4% in 2009/10 to 43.0% 2011/12 and reached 40.2% in 2012/13., with graduation rate of 41.00%. (Education Statistics Annual Abstract 2005EC (2012/13).

## 2.3. WOMEN AND HEALTH

### Legal and policy framework

Different and unequal access to as well as use of preventive protective and promotive health resources due to inequality, the major barrier to attain the highest standard of attainable health among women, is well recognized within the health policy framework of the country. In addressing this, guarantees to women's equal right to health are provided for in the Constitution, subsidiary legislation and health policy frameworks such as the Health Sector Development Program (HSDP), National reproductive health strategy and the Adolescent, Youth Reproductive Health strategy.

HSDPIV (2010/11-2014/15) has adopted as a strategic direction and a major focus area gender mainstreaming within the health sector with the objective of promoting gender equality & the empowerment of women and increasing the utilization of health services by women. Targets have also been set in maternal, neonatal, child and adolescent health among others.

The government has adopted gender sensitive health programs aimed at increasing women's access to and utilization of health services. Notable among these are the following: free maternal health services, the ongoing Health Extension Program which has so far succeeded in the deployment of 38,000 female health extension workers at the grass root level in both rural and urban areas; a program on making pregnancy safer was also launched in 2001 and implemented in four regions on a pilot basis. The sectoral program has given priority to maternal health services in particular safe motherhood services to cater for normal pregnancies, deliveries and referral centers for high-risk pregnancies; post abortion care; sexual and reproductive needs of adolescents; harmful traditional practices; appropriate nutrition education to mothers and children and provision of family planning services. This has been complemented by training of health workers in basic emergency maternal and newborn lifesaving obstetric services, EOC, cesarean section and anesthesia. In addition, the government has built ten hospitals and equipped health centers with basic essential equipment and supplies. Further, vehicles and ambulances were procured and distributed to enhance the implementation of the safe motherhood program and the referral system.

Corollary to these gender sensitive health programs, grassroots women's associations are playing important roles to promote women's health. The women development army groups as one approach for the implementation of the country's Health Extension Program (HEP) are playing exemplary roles in this regard. The group consists of 25-30 households (women) which are further organized into the "1 to 5" network of women where a model woman leads five other women within her neighborhood. The approach of creating networks of women with a model (exemplary)



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woman leader that shines in implementing the contents of the health extension package creates competitive environment among member households of the network to emulate their leader. Through the instrumentality of the WDA and its innovative approach, successful results are being recorded in the areas of hygiene and sanitation, preventive health, maternal and child health as well as combating harmful tradition practices.

### Key statistics

Investments in gender sensitive health programs and the overall attention given to the health sector have contributed to promoting equal rights in terms of access and utilization of health services. The proportion of women making decision on their health reaching 74% (EDHS, 2011) supports this conclusion. Looking at various packages of services, Antenatal Care Coverage has shown quite a progressive leap from 42% in 2004/5 to 68% in 2009/10. It further increased from 82.2% in 2010/11 to 97.4% in 2012/13 (IGAD 2013 report, MoWCYA). Assisted delivery was only 12.4% in 2004/5; 12% in 2005/6 but reached to 16.6% in 2010/11 and further to 23.1% in 2012/13. Clean and safe delivery performed by HEW stood at 11.6% in 2012/13. (HSDP IV APR 2005 EC (2012/13). The report shows that ANC coverage stood at 34% in 2011 while skilled birth attendance was at 10% during the same period)

Child and maternal mortality rates have shown significant declines: current data shows child mortality has gone down to 55/1000 from a high of 123/1000 in 2005 and a drop to 59/1000 in 2011. Similarly, maternal mortality showed steep decline over the years: 673/100,000 in 2005 and to its lowest level of 420/100,000 in 2013.

Various policy measures including the Reproductive Health Strategy (2006-2015) and Health Sector Gender Mainstreaming manual to promote gender equality and equitable health services have been adopted to adequately provide sexual and reproductive health services. These frameworks together address access to safe abortion, non-discrimination in access to comprehensive sexual and reproductive health services, including HIV services among others. The package of services provided is broad covering contraceptive services, maternity care, infertility services (including prevention, diagnosis, treatment and referral), safe abortion to the extent of the law, post-abortion counseling, post abortion care, sexually transmitted infections, HIV, reproductive cancers (including breast, cervical, prostate), services to detect and treat the consequences of sexual violence, obstetric fistula services, adolescent sexual and reproductive health services, including HIV and female genital mutilation. All of these services are provided through the primary health care system in the public sector. (ICPD report 2011). The rate of contraceptive prevalence was 21% in 2005/6 and it further jumped to 56.2% in 2009/10. During 2011, contraceptive prevalence rate (CPR) increased to 29%, unmet family planning need declined to 34% and total fertility declined to 4.8 (ICPD 2011).

HIV/AIDS related data show that women are more vulnerable to HIV infection and related consequences compared to men: adult HIV prevalence is 1.9% among women and 1.0% among men, 2011; women account for 57.8% of new infections 57.8% of AIDS deaths in 2010; access



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and use of HIV related information and services among young women and men stood at 48.2% and 61.7% respectively (ICPD 2011, Solemn Declaration Report 2013).

Recognizing that the rate of infection among women is higher, the government has adopted strategies aimed at curbing the disproportional impact of HIV/AIDS on women. The current strategic plan to address HIV/AIDS (2010/11-2014/15) has integrated gender concerns in all of its thematic areas. Under structural interventions, the plan identifies gender inequality as the main challenge and stipulates for mainstreaming gender into sectoral policies, availing Post Exposure Prophylaxis to victims of rape, advocating for punitive measures on perpetrators of Gender Based Violence (GBV), ensuring inclusion of gender dimension in HIV programs, reducing economic vulnerability through providing training on IGA to vulnerable groups, providing seed money support to vulnerable individuals, establishing integration of HIV/AIDS services with safety-net programs, addressing socio-cultural factors fueling HIV infection such as HTPs. These measures are comprehensive in addressing the social and economic factors exacerbating the vulnerabilities of women. Based on this guidance, concrete measures have been undertaken.

The government has issued a guideline 'Government Organizations Workplace HIV/AIDS Prevention and Control Guideline' to address the problem of HIV/AIDS. Recognizing the vulnerability of women, the guideline provides for the designing of gender-centered programs in order to protect women from sexual harassment and to increase the participation of women in combating the epidemic.

The Government has started integrating services such as PMTCT and HIV counseling and testing (HCT) with family planning and maternal, newborn and child health services. Separate VCT rooms in different health stations have been availed to service women so as to tackle the problem of stigma and discrimination. This is accompanied by the provision of adequate counselling mechanisms to give proper counselling for women who have been found to be HIV positive. The government has also implemented a program designed to prevent mother to child transmission of HIV/AIDS and medical treatment for those infected with HIV/AIDS.

These measures resulted in increased levels of testing. Data shows that 47.8% of the HCT clients in 2010 were women and a 1.9% infection rate was registered (Solemn Declaration Report 2012). The coverage of testing of women for mother to child transmission prevention has gone up to 98% in 2011/12. Proportion of pregnant women counselled & tested for PMTCT increased from 33.4% to 43% 2013.

Treatment related services have also gone up. 52% of those infected and are on ARV treatments are women. The coverage of pregnant women who received full HIV/AIDS protective treatment has increased from 8.3% to 24%. The proportion of assisted deliveries of HIV-positive women with access to full course of Antiretroviral (ARV) increased from 9.3% (2010/11) to 25.5% in 2011/12 (IGAD 2013 report, MoWCYA).

Regarding HIV/AIDS related knowledge, attitudes, and behavior; one notes a general improvement whereby 43% of women knew that HIV could be prevented by using a condom or



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limiting sexual partners and percentage of women and men who have heard of HIV/AIDS has reached 99% in 2011.

With a view to strengthen evidence and further enable women to take informed decisions in relation to their health needs a number of research works have been conducted by Ministry of Health as well as other relevant stakeholders including educational institutions. The areas of study include: Contraceptive and Logistic System, Contraceptive Training Needs, Norplant implementation and community-based distribution, among others. The social determinants of access to and utilization of health care services among women are also subjects of research output at the Gender Studies Center within the Addis Ababa University. Research outputs are disseminated to policy makers and to the wider public in the form of publications. In an attempt to develop gender sensitive curricula, Center for Gender Studies has recently developed a 'Gender and Reproductive Health' postgraduate program aimed at policy makes and service providers.

Looking into budget allocation to women's health, examination of federal budget over a period shows specific allocations targeted at improving women's access to health services are being made. These include expenditures targeted at reproductive health and family planning services and the training of health extension workers of which more than 98% are female (GRB analysis Ethiopia, 2010).

### Challenges

Although the government is putting emphasis on improving access to health services, there are factors hinder adequate utilization of services thereby affecting health outcomes for women. The main factors include traditional norms and attitudes; low level of education among women, women's economic dependence on men and related to this the limited decision making power of women at household level.

## 2.4. VIOLENCE AGAINST WOMEN

### Legal and policy framework

The government of Ethiopia has adopted, ratified and further revised various legislation and policy documents specifically addressing violence against women. Notable among these are: the revised criminal law (2005), the revised family law (2000), Strategic Plan for an Integrated and Multi-Sectoral Response to VAWC and Child Justice in Ethiopia (2009) focusing on prevention, protection and response mechanisms and the recently adopted National Strategy on Harmful Traditional Practices (2013). The legal and policy frameworks criminalize all acts of violence against women including all forms of harmful traditional practices and provide sanctions for their practice.

Towards ensuring prosecution and punishment of perpetrators of VAW, the government has embarked on the establishment of institutional structures of law enforcement as well as gender sensitive criminal proceedings including investigation and evidence gathering. Specialized structures within law enforcement bodies dedicated to addressing VAW have been established.



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The major ones are: child and women protection units in police stations responsible for handling cases of VAW, the VAW Investigation and Prosecution team (Addis Ababa and Dire Dawa as well as some other regional states) and child friendly and victim friendly benches within Federal as well as regional courts that handle cases of VAW so as to avoid secondary victimization. Further, coordinated efforts through networks of governmental and non-governmental organizations have been rolled out.

Large scale trainings targeting members of law enforcement organs that are aimed at equipping them with the skill and technique of handling VAW cases have been carried out. In terms of gender sensitive criminal proceedings, gender sensitive proceedings in the prosecution of VAW cases have been instituted in all the regional towns. In addition to the law enforcement bodies, the Women, Children and Youth Affairs offices at various levels (federal, regional and woreda) level are manned with legal officers that provide advice to women on several rights related issues including on VAW. Similarly, women's associations provide legal advice services to their members and the wider community at large.

Further, a national level legal aid program has been rolled out by the Human Rights Commission in collaboration with higher educational institutions of the country. The main beneficiaries are vulnerable sections of society such as women. Although there is limitation in finding comprehensive data, recent studies show that women are making use of these institutional structures. For instance, 13,799 cases have been brought before woreda level women, children and youth affairs office in 2011/12 and 7,372 cases have been brought before the police at regional levels during the same period.

### Systems of protection and response

Support systems for victims of VAW such as shelters, legal aid, medical and psycho-social support are provided for within the policy framework. As part of the Flagship Joint Program on Gender Equality and Women's Empowerment, which is a joint initiative by the Government and six UN Agencies, four safe houses (located in Addis Ababa, Oromiya and SNNPR) and two one stop GBV centers (in Addis Ababa and Dire Dawa) are providing coordinated and comprehensive services for survivors of violence. There is also a plan to establish additional four one stop GBV centers in different parts of the country.

The Center in Addis Ababa provides victims of sexual violence, mainly victims of rape services such as medical treatment, legal support, psychological treatment and shelter. It has served many sexual violence victims from Addis Ababa and Oromia regional state (from woredas of Oromia near to Addis Ababa) as well as from other regions since its establishment. Its legal support division has processed many rape cases so far, in which all of the perpetrators are sentenced after a court hearing.

The government and its partners have been engaging in educational and awareness raising programs to modify the behavior of society. HTPs constitute a major component of health education in the country. Community mobilization strategies such mobilizing the media, religious



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leaders and institutions, HTP Committees at woreda levels, youth and women's associations as well as school gender clubs are underway. The concerted effort by all concerned stakeholders has contributed to a decline in different forms of VAW in the country. FGM prevalence declined from 74% in 2005 to 23% for the 0-14 age group in 2011 (EDHS 2005 and welfare monitoring survey 2011), abduction declined from 23.3% in 1997 to 12.7% in 2009/10. On the other hand, the prevalence of early marriage has shown a significant decline from 21.4% in 2009/10 to 8% in 2012/13.

### Data and statistics

The availability of adequate data and statistics on violence against women including studies on causes and consequences of VAW as well as effectiveness of interventions is crucial for designing and implementing effective prevention and response mechanisms. Recognizing this, the policy framework provides for the establishment of a coordinated data management, reporting and communication strategy. MoWCYA has plans to conduct a nationwide survey on GBV in the coming fiscal year which is a good beginning in this regard. Further, current initiatives in terms of setting targets (to reduce certain forms of gender based violence from a given baseline data) within national development plans like the 'GTP' and initiatives by gender directorates within the police force to compile and disseminate gender based violence related data are steps in the right direction.

### Trafficking

Although various interventions are underway, both in-country and external trafficking occur in the country for searching job. The country has over time strengthened its legal and policy framework to deal with the growing problem. The Constitution prohibits trafficking in human beings for whatever purpose. The revised criminal code provides for rigorous punishment of up to twenty years for trafficking of women and children. The effort to address trafficking also extends to providing support to returnees and victims of traffickers. Support takes different forms ranging from arranging their safe return and reuniting with families to reintegrating them into society. Recognizing the gravity of the problem, the government has recently established a national mobilization taskforce led by the vice prime minister. A committee led by the Ministry of Labour and Social Affairs has also been established. Further towards strengthening the legal framework, the government has ratified the international convention on domestic work.

Although the country has very good and progressive laws that punish VAW and HTPs, there are factors such as limited awareness of the law and procedures among the rights holders and duty bearers and unfavorable social norms which take violence as part of culture and norm of society hinder the adequate implementation of the laws. Although the existing support service for victims of violence is quite commendable, there is a need for comprehensive and timely service for survivors of violence.



## 2.5. WOMEN AND PEACE

The country has adequate legal and policy frameworks towards promoting peace and security that is aligned with UN Security Council, AU and RECs resolutions on women, peace and security.

Various institutional mechanisms have been put in place in the overall peace and security architecture of the country. These include Ministry of federal Affairs, House of Federation, and the Justice Sector as well as regional level corollary structures. These structures have gender directorates/units that are responsible for mainstreaming gender issues in their respective work. For instance within the Ministry of Federal Affairs, several activities including capacity building supports on gender issue and gender mainstreaming for the regions, peace education, mass conferences and reconciliation sessions as well as management of violence in collaboration with the regions BOWA and women association have been conducted. Similarly, the House of Federation has developed the National Gender Mainstreaming Guideline to ensure women's full participation in all stages of the federation department's peace process, including in the negotiation and implementation of peace agreements. At regional and local levels, peace committees or Joint Woreda Task Forces with women members have been established to manage conflict.

The government has also taken steps to enhance women's role in conflict prevention and resolution through the design and implementation of gender responsive training manual and provision of continuous training to women associations' leaders and women worker. The aim here is to engage them in peace keeping structure. Accordingly, women's participation has increased in peace keeping committees established at local levels. Utilizing the current expansion of women development groups to reach the grass root women efforts are made to enhance their involvement in social, economic and political sphere including in peace building.

With regard to peace keeping, Ethiopia is the number one ranked country in terms of women's participation peace keeping and the force exclusively consisting of women peace keepers in Cote D'ivoire is contributed by Ethiopia. Furth, women's participation in Police and Defense forces is significantly increasing in the government structure. This is the result of various capacity building interventions in terms of short term training and scholarships. Women are also becoming active participants in community policing at all levels and workplace conflict resolution.

Ethiopia's participation in a number of UN Peacekeeping operations has won it continental and global recognition. It is important to note that women take part and play vital role within the United Nations Mission in Liberia (UNMIL), African Union/United Nations Hybrid operation in Darfur and Abeyi and peace process on Sudan, Library and Rwanda.

## 2.6. WOMEN AND THE ECONOMY

Women's representation in the labour market has progressively increased over the years. The female employment to population ratio shows an increasing trend from 37.5 in 2009 to 42. 6 in 2012. Female employment in both formal and informal sectors of the economy reached 69% of



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the female labor force. Female civil servants comprised 41% of the civil service employment. Available data in the formal sector shows that 64.2% constitute female employees. In the informal sector, women constitute 51%. Although the proportion of women in the formal sector is high, the positions held by women are low level positions: women hold 71% of the clerical and fiscal jobs and 51% of the custodial and manual jobs while their share in administrative/ professional and scientific job categories was lesser.

### Legal and policy framework

The country has put in place appropriate legal frameworks, including adopting international conventions, guaranteeing equal pay for equal work as well as prohibition of discrimination on the basis of sex in the labour market. Domestic legislation regulating civil servants as well as the labour law – covering both the public and private sectors – have provisions protecting women from discrimination on the basis of their reproductive roles. Favorable conditions in terms of paid maternity leave, paid time-off for medical examination and upon doctor's recommendation are all provided for (Federal Civil Servants Proclamation No.515/2007 and Labor Proclamation No. 377/2003). Safe working conditions and protective environment including against sexual harassment are also provided for through these legislative frameworks. The right to form unions is protected under the law. The country has also adopted an MSE strategy and adopted the convention on domestic work.

Recognizing that women's disadvantage in the economic arena emanates from women's limited access to economic resources among others, various legislative measures have been put in place to guarantee women's equal access to economic resources and benefits like land, property and credit/finance. These include: the Rural Land Administration and Use Proclamation (2005) gives equal rights to land, the Revised Family law (2000) accords women equal rights to property in marriage and during divorce, equal rights in inheritance guaranteed by the Constitution, equal rights in employment, pay and transfer of pension entitlements guaranteed by the Constitution and subsidiary legislation. The Constitution further provides for affirmative measures both in the public and private sectors.

Further, public investment programs are aligned with women's priorities. Allocations for economic infrastructures like water and sanitation as well as roads have shown significant rates of growth: 52.4% and 82.4% between 2010 and 2012 respectively. These kinds of investments contribute to lessen the burden of women in the reproductive sector thereby allowing them to efficiently participate in the productive sector. As a result of these investments, between 2010 and 2013, over 8 million women have secured access to clean water with women constituting 35% of the community water management committee across the country. Similarly, 5,000,000 improved fuel energy efficient stoves were distributed all over the country. Women in rural areas have shifted to the use of biogas. Training on improved fuel saving technology was provided to women.



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### Measures towards ensuring women's equitable access to resources

The effort to lift women out of poverty has seen high levels of participation of women in small and micro enterprises in the country. They are mainly engaged in services, trade and production of handicrafts. One of the sources of credit for women engaged in small business is micro finance institution (MFI). The data shows that of the 28 registered micro-finance institutions in the country 46.8% of the clients are women (COMESA 2013). During the GTP implementation period (2010/11-2014/15) about 5 million women were organized and function in the small and medium enterprises sector and accessed credit. The number of women that benefited from saving and credit services was 610,789 in 2009, 1,457,339 in 2010, 4,098,313 in 2012 and 6.9 million in 2013.

Various measures are being implemented towards supporting women engaged in micro-and small enterprises such as providing business management training, awarding prizes at national and regional levels to best achievers, organizing markets and creating networking forum. As a result of these measures, women owned and operated microenterprises graduated into medium enterprises.

Women have also received training on management and business livelihood skills; women and youth small and medium scale enterprise leaders received technical training; women and youth entrepreneurs graduated from micro enterprise to small and medium scale business. An alliance of women entrepreneurs called the Ethiopian Chapter of Women Entrepreneurs was established in 2013.

In order to promote increasing levels of integration of women within the labour market, the country has recently ratified ILO Convention no. 156 that requires governments to take measures to ease the burden of women with family responsibility. The government is taking steps to implement the provisions of the convention and reports periodically on the improvements.

In order to promote the increased participation of women as active agents and beneficiaries of development interventions, MoWCYA has been implementing various programs with bilateral and multilateral partners mainly the EU and UN Joint Gender Program. A national program on micro and small enterprises with the aim of economically empowering women is also under way by the support of World Bank. Although women's participation in the labor sector is increasing over time, there is still concentration of women informal and civil service clerical jobs.

## 2.7. WOMEN IN POWER AND DECISION MAKING

### Legal and policy frameworks

The equal participation of women in power and decision making is not only a matter of justice but also a mechanism to ensure women's interests are taken into account in government policy making. Cognizant of this, the Ethiopian government has adopted appropriate policy and legal frameworks. The constitution guarantees equal participation in the conduct of public affairs. It



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further asserts women's right to full consultation in the formulation of national development policies. Subsequent electoral laws, in addition to adhering to the principle of non-discrimination, provide for favorable conditions for the participation of women in political life. For instance, political parties that field female candidates receive higher portions in the apportionment of government financial support. The institutional structure, the National Electoral Board of Ethiopia (NEBE), has also taken steps to create favorable conditions for women's political participation.

The government has set various goals to increase the participation of women in power and decision making. The national development plan (GTP) in 2010/11, has set the target of 30% women's representation in education & training for women higher leadership positions and 50% in medium leadership positions in the civil service by 2015.

### Capacity building to increase participation

Various measures are articulated within policy and legal frameworks to adequately implement these commitments. One such measure is temporary special measure, such as affirmative action, in recruitment and promotion as well as in education and training to increase the representation of women in decision making positions. The Constitution clearly provides for the application of affirmative measures both in public and private institutions. MoWCYA has recently embarked on assessing the implementation of affirmative action measures in various sectors.

Increasing the pool of available women candidates for decision making and leadership positions is another measure pursued by the government. To this end, government provides leadership training targeting women and avails scholarship opportunities for female employees to obtain the required educational qualifications (1<sup>st</sup> and 2<sup>nd</sup> degree).

The government has laid down the necessary framework encouraging the association of women in platforms such as federations; trade unions; professional associations and women's League and these in turn serve as stepping stones for emerging women leaders. Women and youth federations at regional and national levels, women leaders and groups in trade unions contribute to building critical mass of women leaders.

Data on the representation of women on major portfolios such as parliamentary representation, participation in executive and judicial bodies are regularly documented and publicized (through websites). Studies are also undertaken through academic institutions as well as women's machineries to assess the participation of women in power and decision making positions (CGS studies and MoWCYA National women in decision making and leadership study and affirmative action implementation). Similarly, the Electoral Board of Ethiopia is undertaking a research to develop supportive measures to women in order to increase their involvement.

These measures have brought about significant improvements in the representation of women in power and decision making positions. Women's representation in parliament increased from 21.4% in 2005 to 27.9% in 2010. In the current parliament (2010-2015 period), the post of deputy house speaker is occupied by a woman. Women have good representation in



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parliamentary structures like permanent committees (5 women chairing committees and 91 women members) and advisory committees (4 women members) as well as 9 women members of coordinating committees.

The representation of women at regional councils reaches up to 48%. The figure is above 30% in six of the nine regional states. Besides women representation reach up to 50% in woreda and kebele councils. As the participation of women in higher education is increasing, this is expected to contribute to improving women's representation in decision making. Within the executive women's representation is 34% and in the Judiciary women constituted 20.6% of judges in 2013.

There is growing representation of women in decision making positions at different levels in the country. However, more effort is needed to translate the increasing levels of representation into meaningful participation. Efforts should thus be geared towards improving quality of participation through building the capacity of women leaders and availing support systems including addressing the reproductive burden through for instance the provision of on systematized child care services. Further, although there is a general increase in women's representation in decision making, special attention is needed in areas where women's representation is still inadequate.

### 2.8. INSTITUTIONAL MECHANISMS FOR THE ADVANCEMENT OF WOMEN

#### Strengthening national machinery

The government of Ethiopia established institutional structure dedicated for the advancement of women early on; first as part of the Prime Minister's Office and as of 2005 as a full-fledged Ministry and a member of the national cabinet. The Ministry of Women's Affairs was restructured with extended mandates as the Ministry of Women, Children and Youth Affairs in 2010. It has been accorded clear mandates to promote the rights of women through various mechanisms including follow up and evaluation of the integration of women's concerns/issues in policies and programs at all levels of government. The Ministry has powers and duties towards advocacy, monitoring, coordinating and implementing programs aimed at empowering women.

The gender machinery extends to the lowest administrative level within the country. Accordingly, the gender machinery is present from federal to regional, zonal, woreda and kebele levels. At federal level, Women Affairs Machineries across all line ministries and Public organizations have been in operation. Similarly, at regional levels, Regional States Bureaus of Women, Children & Youth Affairs exist. In all of these governance structures, the gender machineries are members of management committees and/or cabinet. In order to effectively carry out their duties, the structures are equipped with human and material resources. The machineries are allocated government budget to conduct their activities.

MoWCYA's role of ensuring the integration of gender perspectives in policies and programs is effectively implemented where prior to policy decisions adequate gender analysis is practiced. This requires availability of gender statistics. Although at the beginning stages, gender statistics in the form of time use survey and poverty and welfare monitoring are being conducted by the



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Central Statistics Agency. MoWCYA is closely working with the CSA to engender its system of generating and analyzing data.

Recognizing that gender statistics is imperative for gender analysis in planning and monitoring, MoWCYA has embarked on establishing a national level women data base with sector specific indicators; data feeding the system is already underway. This system is networked among all Regional Women Affairs Bureaus so that data could flow from all regions to the national system and vice-versa. Further, MoWCYA has recently produced the National Women Development Index (2013) which shows the status of women's participation and benefit in social, economic and political life. MoWCYA also carries out data collection, analysis and reporting system assessment on all line Ministries.

In order to efficiently utilize and strengthen these systems of gathering gender statistics, capacity building trainings are conducted. Gender machineries at different levels are beneficiaries of the training. Trainings in gender mainstreaming, budgeting and others are provided on a continuous basis to members of gender machineries at various levels.

MoWCYA has further established various forums for gathering information on government wide policy concerns from planning to implementation. National women's sector annual and biannual assemblies which involve gender machineries, organizations and associations at Federal and Regional level come together to review overall performance of the machineries in their respective sectors, share best practices and exchange challenges. The Ministry has adopted a gender mainstreaming leveling tool, an instrument intended to serve as sectoral performance assessment and rewarding mechanism on gender mainstreaming.

Forums of the above nature create the opportunity to review policies and sectors' programs and plans from a gender perspective by all ministries and sectors. Regular review reports from all ministries and regions are submitted to and compiled by MoWCYA, it in turn presents regular performance reports to the legislative body, House of People's Representatives ensuring accountability.

In an effort to encourage and promote the involvement of various stakeholders to work on gender equality, a forum for government and non-governmental organizations has been established. This forum consists of women's machineries at all Federal Sectors and public organizations, NGOs and CSOs. The forum aims at creating synergies through aligning efforts and harmonizing resources spent on promoting gender equality endeavors in the country.

Within the legislative branch, there are institutional structures that are dedicated to promoting gender equality and the empowerment of women. The women affairs standing committee and the women's caucus in parliament are mentionable in this regard. These structures play the role of watchdog, holding the various sectors within the executive account for the implementation of the gender equality objectives set within the national policy frameworks. Their role extends to mainstreaming of gender issues in the works of other standing committees, checking the adequacy



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of mainstreaming in sectoral plans, field observations to assess sectoral activities and the treatment gender concerns therein as well as scrutinizing budgets from a gender perspective.

The government has institutionalized gender budgeting systems as part of the overall effort of mainstreaming gender. A GRB training guideline has also been developed. The budget call explicitly requires sectors to ensure that their budget demand is gender sensitive.

Various capacity building exercises have been carried out by the responsible Ministry, MoFED which has been spreading the process. Accordingly, planners and finance officers have been equipped with the skill and technique of making budgets gender responsive. Trainings have also been provided to all federal sector ministries as well as at regional levels. Members of the legislative body at federal and regional levels have also been training to ensure that they carry out their monitoring roles effectively. Subsequent budget hearings at federal parliament show that the trainings are bearing fruit as budget hearings are rich with discussions on gender related benefits of proposed budgets. Overall an important result is the practice has been laid to ensure all plans and budgets address gender related outputs informed by the GRB guidelines.

These efforts have resulted in sectors attaching gender related activities and gender focused goals as part of their budget request; gender consideration becoming one criterion for evaluating budget request in general and in prioritizing budget allocations in particular.

Further, through proclamation 691, all sectors have the obligation of mainstreaming gender issues in their respective sectors' plans and work programs which in turn forms the strongest possible basis for ensuring accountability. To support this, the Ministry has spearheaded the development of gender mainstreaming tools as well as capacity building to implement the same

There are challenges affecting the efficient functioning of the institutional mechanisms for promoting gender equality. The challenges relate to limited implementation capacity and inadequate sex and gender disaggregated and analyzed data.

### 2.9. HUMAN RIGHTS OF WOMEN

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Ethiopia has ratified and domesticated major international and regional human rights instruments: both general as well as women specific. Major women specific instruments include CEDAW which was adopted without reservation, DEVAW and AU Solemn Declaration on Gender Equality in Africa. The country is in the process ratifying the additional protocol to CEDAW as well as the African Women's Protocol. The country has developed a national human rights action plan with a special section of women and children. Its implementation is overseen by top leadership within the relevant ministries and the commission. The government has undertaken actions towards familiarizing relevant bodies such as parliament, members of law enforcement, women's machineries at various levels with the contents of CEDAW. In order to make these instruments accessible to the public, the instruments have been translated into five local languages and made accessible to justice administration bodies in the country.



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The country submits periodic reports to the various treaty bodies including the CEDAW Committee. Periodic reports to other treaty bodies address the human rights situation of women and the girl child (example CRC, ICCPR, ICESCR and UPR reports). The country has drawn up action plan as a follow up mechanism towards strengthening the implementation of CEDAW recommendations. The action plan is used by women's machineries at different levels in their day to day activities and sectoral reports are drawn following CEDAW recommendation points.

### Equality and non-discrimination

National level legal frameworks including the Constitution of the country and several subsidiary legislations prohibit discrimination on the basis of sex in every sphere of life. The country has undertaken extensive law review exercise to ensure conformity of national laws with the commitment to gender equality as enshrined in international and regional treaties to which the country is a party to. The family law, criminal law, pension law, inheritance laws, land law, nationality law and employment related laws are mentionable in this regard. The country has taken a stern stand on customary laws limiting their applicability only to instances where such laws do not violate human rights of women as enshrined in the constitution. The country has adopted national strategies and action plans to address the widespread problem of VAW and practice of HTPs which nullify the enjoyment of human rights by women.

### Access to justice

Measures are being taken to improve women's access to justice through free or low-cost legal services as well as legal literacy programs. The Ethiopian Human Rights Commission has established 111 free legal aid centers across the country. The Centers target vulnerable groups of society such as women that cannot afford legal counsel and hence cannot have fair access to justice. The program has reached over 12,000 vulnerable sections of society since 2010 through its free legal aid scheme. A number of higher educational institutions of the country also partner with the Commission to deliver the legal aid support. Further, various innovative measures are being taken to ensure women's access to justice. Mentionable in this regard are: circuit courts that travel to different far to reach locations regularly to dispense justice and plasma courts where justice seekers are accessed in their own locations.

Women's Associations at various levels (federal to regional) have been established with objectives among others to protect the rights of women. The associations are used for the provision of free legal services for women. Legal literacy and advocacy work is also undertaken by these associations.

### Institutional mechanisms

Various avenues exist to promote human rights education in the country. Human rights education is provided through the regular curriculum where students take civic education classes starting from primary through to higher educational institutions. Civic education curriculum promotes principles of equality and justice. Similarly, human rights education is one of the mandate areas of the



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Ethiopian Human Rights Commission. The Commission has a dedicated Commissioner for this purpose.

The country has established independent institutional mechanisms for the promotion and protection of human rights of women. The Ethiopian Human Rights Commission and the Office of the Ombudsman are bodies where citizens can directly take cases of human rights violations and maladministration nullifying their human rights. Organs of justice administration systems like the police and the judiciary, also serve as vanguards of women's rights. Each one of these bodies have dedicated gender directorates that are responsible for ensuring that women equitably utilize the services of these organs towards the protection of their human rights.

However, women have limited access to justice due to cultural, social, economic and other barriers. Cultural barriers come in the form of pressure from elders and community leaders which force women to settle their disputes within the traditional system or within the family setup.

### 2.10. WOMEN AND THE ENVIRONMENT

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#### Legal and policy framework

Ethiopia has ratified the UNFCCC (1994) and its related instrument, the Kyoto Protocol (2005), and submitted its initial national communications to the UNFCCC (in 2001). The NAPA document was prepared in 2007, the NAMA in 2010, and in 2011 the country has launched an overarching framework and national strategy to build a Climate-Resilient Green Economy (CRGE) by 2025. The national Environment Policy (1997) one of the key guiding principles consider women as key actors in natural resource use management and promote their active involvement in policy, program and project design, decision making and implementation. The GTP and the 10 year Agriculture Sector Policy and Investment Framework (2010-2020) outline the country's vision for a low-carbon development path and a middle income green economy by 2020.

Some of the policy documents, in attempting to integrate gender issues, recognize that women are disproportionately affected by natural disasters and environmental calamities; this despite women's key role in the use and management of natural resources including as custodians. In light of this, the frameworks provide for the empowerment of women through enabling their full participation in environmental decision making, resource ownership and management.

Institutional frameworks have been put in place to follow up on the integration of gender issues within environmental as well as sectoral policies and programs directly impacted by changes in environmental conditions. The women's affairs directorate at the Ministry of Forestry and Environment is playing a role towards mainstreaming gender issues in different development projects, programs and strategies. Replicating the federal experience, some regional states have also established Regional Environment Protection Institutions and Offices that coordinate environmental protection interventions. Gender is considered as a cross cutting issue and mainstreamed as such in project planning and execution.



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Measures are being taken towards facilitating women's access to information regarding environmental changes such as climate change causes, likely impacts as well as adaptation mechanisms. In line with this, communication workshops on 'women and the environment' were organized in all regional states of the country including the two city administrations. These have led to the development of regional environmental communication strategies with a gender mainstreaming component and activities.

Further, similar trainings targeting women and other vulnerable groups like the youth have been conducted. In this regard women took part in awareness creation programs on environmental security and climate change including consequences on women.

An important approach adopted by the government in engaging women in environmental protection programs relates to the high levels of involvement of grass-root women in natural resource management protection schemes. Women groups under the structure of women development army are being organized in different parts of the country to engage in environmental rehabilitation and natural resource management activities.

Although the policy framework attempts to mainstream gender within environmental policies and the country's response to climate change, there exist implementation gap. Firstly, clear goals and implementation strategies vis-à-vis the relationship between gender and environment including climate change are not adequately set within existing frameworks. Secondly, the implementation of the existing provisions, especially the participation of women and the benefits they get from the programs may not be adequate. This calls for the creation of an enabling environment for the participation of both men and women to play an active role in addressing environmental problems including adaptation to climate change

### 3.0. DATA AND STATISTICS

This section attempts to assess issues related to data and statistics using the minimum set of gender indicators as envisaged by the UN Statistical Commission in 2013 as one lens. The minimum set of indicators cover a wide range of areas: economic participation and beneficitation, education, health and related services, public life and decision making as well as human rights of women and the girl child. Although the adoption of these minimum set of indicators has been a relatively recent phenomenon at the UN level, data compilation on these sets of indicators has been an ongoing process in the country.

The data collection and compilation on the minimum standards has been taking place at different levels with various actors playing prominent roles at each level. The first level, spearheaded by the country's statistical agency – Central Statistical Agency (CSA) – relates to survey data that has nationwide coverage. The CSA collects and compiles various surveys on a regular basis. The major nationwide surveys that are conducted on a regular basis are: national census conducted every ten years, Demographic and Health Survey (DHS) conducted every five years, welfare monitoring survey also conducted every five years and the national labor force survey.



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Many of the minimum set of gender indicators are drawn from these national level surveys. In the economic sector for instance, sex disaggregated data on labor force participation by sex and age, percentage distribution of employed population by sex, percentage of firms owned by women, informal employment as percentage of total employment by sex, youth unemployment by sex and wages are drawn from the national surveys.

Similarly, in the education sector, national surveys like the DHS reveal the statistics on literacy rate by age and sex. In the health sector as well, the DHS and the welfare monitoring surveys provide rich data on the following list of minimum set of gender indicators: contraceptive prevalence, mortality rate for children and women, Antenatal Care Coverage (ANC), skilled birth attendance rate, HIV related data including infection, prevalence and treatment by sex as well as adult mortality rates by sex.

The second set of data sources constitute administrative data, mainly collected and compiled by sectors. The various sector ministries have been spearheading the process of data collection in their respective sectors. However, not all sectors are at similar levels in terms of the quality and frequency/regularity of the data collection in their respective sectors. Some of the sectors like education and health have a well-established data collection and compiling mechanisms. Accordingly, the minimum set of gender indicators in the areas of education and health related services are readily available from the administrative data of these two sectors. For instance, sex disaggregated data on rate of enrolment (both gross and net) at various levels of education, gender parity index, proportion of females among tertiary education teachers and professors, intake and graduation levels, transition rates to the various levels and educational attainment are captured on an annual basis. This information is published annually as part of the Annual Educational Abstract which is readily available to the public. Similarly, in the health sector, almost all of the health related minimum set of indicators are captured and disseminated through the annual health and health related indicators edition published by the Ministry of Health.

Various initiatives are under way to strengthen the data collection process in other sectors as well. Through the guidance of MoWCYA, assessment has been conducted on 22 sector ministries as well as sampled regions: Addis Ababa, SNNPR and Oromia regions. Guideline has also been developed to fill the gaps in the collection of administrative data in various sector ministries. Based on the guideline, trainings as well as supportive monitoring are provided to enable sector to collect the required data.

Administrative data is also a good source of information on the minimum set of gender indicators identified within the political sphere. Accordingly, sex disaggregated data on women's share of governmental ministerial positions, proportion of seats held by women in national and regional parliaments as well as percentage of females in the judiciary are compiled and disseminated by the national machinery, MoWCYA.

Human rights related data related to the minimum set of gender indicators are partly collected and compiled through national surveys like the DHS and the welfare monitoring survey. For



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instance, national level data on Harmful Traditional Practices (HTPs) like FGM, early marriage, physical violence as well as adolescent fertility rate are collected on a regular basis.

National surveys are useful sources for gender statistics. However, the outcomes of these surveys have not always been properly analyzed and utilized to generate the required gender statistics for policy making and subsequent evaluations. The problem is further compounded by the limited capacity to analyze data within sectors to feed into the policy making process. Further, national surveys provide the picture at most at regional levels while interventions are planned and targeted at lower administrative levels such as Woredas. This results in a dire need for systems of sex disaggregated data collection at lower administrative levels.

Administrative data collection has its own challenges. Although sectors like education and health have strong sex disaggregated data collection and management systems that feed the policy making process, other sectors lag behind in this respect. Although national development plans like the current GTP and subsequent sectoral development plans have gender related targets as well as indicators for monitoring progress, there is gap in reporting on gender related indicators in few sectors. According to MoFED, the body responsible for monitoring progress on sectoral as well as national development targets, the challenges in reporting are attributed to various factors: gaps/weaknesses in the reporting format i.e. the format is lacking in terms of gender related indicators; relatively low number of gender related indicators as well as problems of negligence and capacity constraints to collect and report on gender related indicators at lower administrative levels.

Various initiatives are underway to address the challenges in relation to data and statistics. The CSA is currently in the process of embarking on 'gender data mining'. The agency, through its gender directorate is planning to mine out gender related data from the wealth of existing data collected over a period of time.

The Agency has also been engaged in compiling and disseminating gender related data in the form of booklets and handbooks. In 2013, the gender directorate of CSA published 'Gender Statistics Handbook 2013'. The gender related data therein is drawn from census surveys and provides a general picture of the participation and beneficitation of women in sectors like education, health and employment. The directorate has also published a booklet which shows the representation of women within the civil service.

Similarly, MoWCYA has embarked on establishing a national level women data base with sector specific indicators; data feeding the system is already underway. This system is networked among all Regional Women Affairs Bureaus so that data could flow from all regions to the national system and vice-versa.

Further, MoWCYA has recently produced the National Women and Youth Development Index (2013) which shows the status of women's participation and benefit in social, economic and political life. The women and youth development index is intended to serve as a source of information with regards to the participation, beneficitation and empowerment of women and



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youth for the government and non-state development actors in general and women and youth in particular.

The Women Development Index (WDI) and Youth Development Index (YDI) consist of four dimensions – social, economic, political and cross-cutting dimensions. The social status of women is quantitatively assessed using three important determining factors/components – demographics, education, and health components. The economic dimension, another core dimension, used indicators like unemployment rates of women and youth, percentages of women and youth participating in labor force, the rates of women and youth who have land-holding, the rates of women and youth who are engaged in non-agricultural activities in rural areas, the women and the youth ratios that participated in and benefited from micro and small enterprises in urban settings, rates of women and youth entrepreneurs and percentage of women who own house.

The political dimension measures women's participation and representation at different levels of government agencies in the country. The emphasis is on representation in Parliament, Cabinet ministers, higher levels of the judiciary, local councils, and higher positions of the civil service (including government institutions, and regional administration posts). The indicators used include: legislative participation, regional council participation, higher court appointments, executive participation and participation in key areas in the civil service.

### Data on gender based violence

There are various studies documenting the prevalence and trend in gender based violence in the country. Many of the studies focus on some aspects of gender based violence like harmful traditional practices and provide rich data on the prevalence of specific forms of HTPs like early marriage, FGM and abduction. However, one notes that there is inadequacy of data and reliable statistics on violence against women, its prevalence and consequences at the national level in the country. Most of the research undertaken on violence against women in the country has been relatively small scale, localised or has focused on particular sub-groups.

These difficulties highlight the dire need for a proper statistical database on issues relating to violence against women in the country. It is imperative that MoWCYA as the mandated institution that promotes the rights of women should strive towards securing a commitment to data collection so as to place the issue of violence against women firmly in the process of data collection and compilation. MoWCYA's plan to conduct a nationwide survey on GBV in the coming fiscal year is a good beginning in this regard. Further, current initiatives in terms of setting targets (to reduce certain forms of gender based violence from a given baseline data) within national development plans like the 'GTP' and initiatives by gender directorates within the police force to compile and disseminate gender based violence related data are steps in the right direction.

### Data on the Situation of Particular Groups of Women

A mechanism is put in place to enhance gender responsiveness of sector polices, programmes and plans implemented at all levels that is backed by Proclamation no. 691/2010 (Proclamation to



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Provide for the Definition of Powers and Duties of the Executive Organs of the FDRE), article 10 (4). Accordingly, pertinent line ministries as per their mandate have been collecting data on the situation of rural women, older women, women with disabilities, indigenous women, women living with HIV and AIDS, among others.

### 4.0. EMERGING PRIORITIES

The country has identified priority areas towards strengthening gender equality and the empowerment of women in the current discussions on Sustainable Development Goals and the post-2015 development agenda. The emerging priority areas are also informed by the key priorities for action over the next three to five years for accelerating implementation of the Beijing Declaration and Platform for Action and the outcomes of the twenty-third special session of the General Assembly, and subsequent intergovernmental agreements for the achievement of gender equality and the empowerment of women at the national level.

The emerging priorities generally fall into the economic and social fronts. The key emerging priorities are: empowering rural women through improved access to and control over productive resources and extension services, increasing the integration of women into the formal sector, reducing maternal mortality, narrowing the gender gap at secondary and tertiary educational levels with special emphasis on science and technology as well as the expansion of outreach of non-formal education, reducing violence against women including HTPs, and a special focus on adolescent youth. Further, strengthening women's associations as well as building the capacity of the women's machinery is identified as emerging priority area. In addition, women and the media and the girl child, two of the critical areas of concern have emerged as key priority areas of work for the future.

Empowering rural women through improved access to and control over productive resources and extension services is a key priority area for the country. Early results from ongoing reforms aimed at improving rural women's access to and control over productive resources for instance joint land certification show encouraging outcomes in terms of increasing the bargaining power of rural women within the household and community levels. Investments in terms of increasing women's access to agricultural inputs such as extension services are positively contributing to increasing their productivity. Concerted effort towards empowering rural women in these respects constitutes the main action point. To this end, key recommendations are: strengthening and utilizing existing women structures such as women development army groups; provision of technical and skills training; expanding access to women friendly technologies and increasing access to credit.

Women in the country, particularly in urban areas are found concentrated in the informal sector. Up to 42% of those operating in the sector are women. Benefits coming from formal operation such as credit facility and market access can extend to the majority of women operators where they are integrated into the formal economy. To this end, the priority action point is ensuring the gradual transition of women from micro and small enterprises operating in the periphery of the economy to medium and large enterprises operating in the formal economy. To this end, the



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recommended actions include increasing women's access to credit, skills training, technology, and market access.

Although the country has made great strides in narrowing the gender gap at primary level, gaps are observed at secondary and tertiary levels. Similarly, the proportion of women within the science and technology fields is low. To this end, narrowing the gender gap at secondary and tertiary educational levels with special emphasis on increasing the proportion of female students within the science and technology fields will continue to be priority areas in the short run.

Key recommended actions to achieve these goals revolve around addressing the major challenges or barriers observed from institutional, socio-cultural and economic perspectives. Accordingly, from institutional perspective, mainstreaming gender issues in every aspect of education plans and programs, strengthened implementation of Gender Responsive Budgeting (GRB), targeted and systematic expansion of schools to the rural area, modelling schools and learning processes into an environment free of gender stereotyping, institutionalizing gender based learning remedial actions like tutorial classes, designing and implementing gender in education army as well as mitigating SRGBV through coordinated efforts are the recommended action points. In relation to addressing socio-cultural barriers, mobilizing the community and promoting and advocating for gender equality in education are the main recommendations. Systematizing subsidies and preferential resources for vulnerable and girls from poor households constitute the main action points in addressing the economic barriers.

The need for expanding non-formal education as a priority area is premised on its particular importance for the achievement of EFA Goals. Designing and implementing alternative modalities for over aged and out of school disadvantaged children and, children in remote areas as well as strengthened effort towards creating awareness on the importance of adult education program to increase enrolment; giving priority to females in the recruitment and employment of adult education facilitators and make learning and training material contents gender responsive constitute the main recommended action points.

Reducing maternal mortality: the country has made encouraging achievements in regards to reducing maternal mortality over the years. The country managed to reduce maternal mortality rate (MMR) to 676 per 100,000 births in 2010/11 from 871 in 2000/01. Currently, it stands at 420/100,000. As such this has been identified as one of the priority areas of the country. Recommended action points in this regard are taking appropriate measures towards addressing delays in seeking skilled emergency obstetric care; delays in reaching the health facility, and delays in receiving a timely intervention after reaching the facility and meeting large proportions of unmet family planning needs among girls in child-bearing ages.

Reducing violence against women including HTPs: Given the significant impact VAW has on the exercise of fundamental human rights of women including limiting their opportunities, it will continue to be a key priority area for intervention. Building on the foundations of good legal/policy frameworks as well as institutional structures, the recommended action points in the short run



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are: scaling up of observed good practices throughout the country, ensuring implementation of adequate punishment, strengthening of the multi-sectoral collaboration to fight VAW as well as ensuring sustainability of social mobilization efforts to end VAW.

A special focus on adolescent youth: As per the 2012 CSA projection the proportion of the youth is 30.8%, where unemployment is a marking feature. Further, studies show that male youth have more employment opportunities than female youth. In 2011 for instance; unemployment rates for female youth were at 30%, which is 14% higher than for male youth. In order to realize the demographic dividend and ensure that female youth are beneficiaries of the development process in the country targeting adolescent youth is recognized as a key priority area in the near future. Recommended action points under this priority area include: continues awareness creation and consciousness raising campaigns to improve the status of female youth in society, accessible sexual and reproductive health services to adolescent youth particularly in rural areas of the country, life skill and leadership trainings targeting adolescent female so as to ensure that they are able to utilize existing educational and employment opportunities and expansion of employment schemes targeting female youth both within the private and public sectors.

Strengthening women's associations as well as building the capacity of the women's machinery: women's associations have proved to be important instrument for empowering women. The role of women's development army in promoting equality and empowerment in the areas of agriculture, education, health, protection and promotion of human rights is beginning to bear fruit. In light of these, strengthening women's associations is a priority area in the future. Similarly, the role of the women's machinery in mainstreaming gender in development interventions and ensuring accountability for gender work in the country will be a priority action area.

In the two critical areas of concern, women and the media and the girl child, good beginnings are observed in the work done so far. In the area of women and the media, special programs dedicated to women as well as mainstreaming of gender issues in regular programs is notable. However, work should be done to address gender stereotyping. Similarly, in the critical area of the girl child, although all gender related work in the various areas (economic and social) target the girl child, there is recognition that special targeting is required to ensure that the girl child benefits from the development outcomes of the country.



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## ANNEX 1: THE OVERALL PROCESS

The consultation towards the preparation of the national review took a participatory approach with the involvement of broad range of stakeholders within and outside government. At the start of the review process, the Ministry of Women, Children and Youth Affairs established a technical committee composed of representatives from government, UN agencies and CSOs to guide the consultation process as well as the overall preparation of the report.

The institutions represented were: gender directorates of selected line ministries, UN Women, UNICEF, UNFPA, UNDP, UNECA. The technical committee held weekly meetings where progress in the consultation and preparation of the report were discussed. This process continued until the endorsement of the national review by all concerned stakeholders.

The data collection for the review used various tools: desk review, key informant interview and wider consultative meeting. Extensive desk review was carried out through the preparation and write up stages of the review. Major sources consulted include past reviews of progress, i.e. those conducted in 2000, 2005 and 2010, national Millennium Development Goals (MDGs) reports, national level surveys like the demographic and health surveys, the surveys prepared for the 2014 review of the program of Action of the international conference on population and Development (ICPD), reports submitted by states parties under the convention on the Elimination of All Forms of Discrimination against women as well as other treaty bodies, national development plans spanning the period since the adoption of the Beijing Declaration, sectoral development plans, annual progress reports both at national and sectoral levels as well as studies and evaluations conducted by academic institutions, bilateral and multilateral donor agencies and partners.

Key informant interviews were held with heads of gender directorates of key line ministries namely: Ministry of Finance and Economic Development, Ministry of Education, Ministry of Health, Central Statistics Agency and Ministry of Agriculture. Similarly, representatives of UN Women, UNICEF, UNFPA, and UNDP took part in the key informant interviews.

During the course of the preparation of the national review four major consultative meetings were held. The first consultative meeting gathered regional women's affairs office heads, women's associations, youth associations, women federation leaders and the women's affairs standing committee of the House of Peoples Representatives. The forum, where quarterly performance report of gender directorates was presented, provided the opportunity for gathering up to date data on performance of sectors and the regional picture.

A second consultative meeting brought together the management body of the Ministry of Women, Children and Youth Affairs. The meeting provided the forum where national level achievements, challenges and priority areas were deliberated upon.



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The third consultative meeting gathered gender directorate representatives of line ministries and public organizations at the federal level. It also brought in representatives of CSOs/NGOs.

The fourth and final consultative meeting that brought together members from government, CSOs, NGOs, women's associations as well as UN agencies and other bi-lateral and muliti-lateral partners took place on June 23, 2014. Therefore, this report benefited from the extensive deliberation and feedback gained from participants of the validation workshop. The event has extensively been covered by the media which also is believed to have increased the awareness of the general public regarding the results gained from the implementation of the Beijing declaration and plat form for action.

In addition to these wider levels of consultation, discussions were held with representatives of key sectors as well as relevant partners on various issues addressed in different sections of the national review. A list of stakeholders and the respective issues discussed are provided below.

### Stakeholders consulted

<b>STAKEHOLDER: UNFPA</b>	
<b>DATE: May 12, 2014;</b>	
<b>Issues</b>	- Harmful Traditional Practices, Gender Based Violence, Reproductive Health, Adolescent issues
<b>STAKEHOLDER: UNDP</b>	
<b>DATE: May 14, 2014</b>	
<b>Issues</b>	- MDGs in Ethiopia - The contribution of MDGs towards meeting the commitments undertaken in the BPA
<b>STAKEHOLDER: UN Women</b>	
<b>Issues</b>	- Violence against Women - Women's economic empowerment - Gender mainstreaming
<b>STAKEHOLDERS: CSOs, NGO's (Government &amp; NON Government Women Machineries Forum that includes Sector Ministries Women Directorate Forum; NEWA, EWLA, CCRDA, Action Aid, World Vision, CIDA, Plan International, Oxfam, Catholic Relief Service are among others.</b>	
<b>DATE: April 2, 2014</b>	
<b>Issues</b>	- Create Synergy among Government, NGO's and CSO's - Contribution to the ongoing GTP.
<b>STAKEHOLDER: Federal Sectors &amp; Public Organization women Directorate Forum</b>	
<b>Date: May 8, 2014</b>	



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<b>Issues</b>	-On the 12 areas of critical concern as they pertain to the mandate of each line ministry -Strengthening Institutional Mechanism & Horizontal coordination.
<b>STAKEHOLDER: Addis Ababa University , Centre for Human Rights</b>	
<b>Issues</b>	- On human rights education - Legal aid program
<b>STAKEHOLDER: enter for Gender Studies, Addis Ababa University</b>	
<b>Issues</b>	- On gender related research - Training and capacity building



## ANNEX 2: BEST PRACTICE

### I. Women Development Army: phenomenal approach for empowering women

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The government of Ethiopia has created enabling and encouraging environment or the proliferation of grass-roots associations that rally behind worthy causes like promotion of women's rights. In this regard one notes the proliferation of Women's Associations. Women's Associations are established from Federal to Regional, Wereda and Kebele levels with the objectives of protecting and promoting the rights and ensuring wide participation and economic independence of Women.

Women Development Army (WDA) is an innovative approach of empowering women. It is an approach that originated in some parts of the country and now has now become a nationwide phenomenon. WDA basically constitutes a group of 25-30 women representing similar number of households and living in the same neighborhood or village. The main aim of the associations is to solve the socio-economic problems of their members and to ensure that members are indeed beneficiaries of the ongoing development in the country through adequate participation in the process. The core of the associations is the one to five groupings where model facilities/women gather other members in a group of five in their neighborhood. The associations are the fruits of the mobilization efforts undertaken by the women's machinery in various administrative levels together with local level administrators. The members meet once a week or even more depending on the consensus within the group to discuss about their socio-economic issues and other related matters.

The groups operate on the basis of common plans and objectives. The plans for discussion and the attendant activities which group members engage in collaboration include: fighting HTPs, addressing other social ills, hygiene, natural resource management, introducing energy saving technology. The group also engages in community policing and various IGAs that help augment women's income i.e production of honey, production of fruits and vegetables, poultry production, animal fattening and dairy production. Saving and credit facility mechanism is set up where women can avail themselves of credit from their own saving. With a view to support girl's education, the group follows up and ensures that girls attend school and further members facilitate study time for girls and award them prizes for good performance. Moreover, material support is provided for girls that come from poor families.

In addition to common plans, members also draw on their own individual plans. The focus here is on the 16 health package, household management, gardening, securing and utilizing the services of agricultural extension services including accessing inputs and engagement in IGAs. Members have drawn up plans on monitoring of execution of individual activities.



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The women's machinery in every locality plays an important role in terms of supporting the WDA. In collaboration with all concerned stakeholders including the WDA, the machinery engages in planning, creating networks and coordination, follow up and monitoring of activities. Women's associations actively engage in recruiting women to ensure wider reach and beneficitation. Sectoral office also support in planning and monitoring aspects.

In Amhara Regional State: there are 103647 women development army groups with 528784 1-to-5 networks consisting of 2643920 women members. On the other hand, in Oromia Regional State: there are 147322 women army groups, 734679 Networks which comprises 3673395 women members. Similarly, in Tigray Regional State: there exist 28764 women army groups, 147003 Networks with a membership of 823352. By the same token, in SNNPR: there are 35020 women army groups, 204214 Networks with a membership of 1,021,072 women.

Reports show that these structures have been instrumental in the implementation of government policies and strategies and thereby promoting the human rights of women in the social, economic and political arenas.

## II. Fight against early marriage: Best practice from Amhara Regional State

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Child marriage is another form of HTP affecting girls in Ethiopia. It has a devastating impact in terms of limiting life choices for girls. The government has taken legislative reforms and set up institutional mechanisms to address the issue. Moreover, a national alliance to end child marriage in Ethiopia has been established. The national alliance, has the overall objective of providing a broad spectrum leadership, coordination, synergetic engagement and strategic guidance in the prevention and elimination of child marriage, facilitate the consolidation of relevant information and best experiences, identify strategic priorities, pertinent areas of collaboration and designing institutional mechanisms for a holistic, harmonized, multi-faceted, rights-based approach to ending child marriage in Ethiopia by forging strategic partnership with global Alliances and other agencies.

Various approaches have been implemented over the years to address child marriage. These efforts have brought together various stakeholders: government, non-governmental as well as donors. In the Amhara region where the problem of child marriage is a challenge, various successful programs have been and are being implemented. The story of one such successful program and approach is illustrated below.

The effort to end the harmful practice of early marriage in western and eastern Gojam Amhara regional state gained ground in early 2004 EC. It was a collaborative effort of the regional women's affairs office, women's associations including women development army groups and



other stakeholders. The collaborative effort led to the creation of village level associations that played instrumental role towards checking the practice of early marriage.

The major activities that were undertaken include: raising awareness among the community through community conversation and using religious leaders to teach community members. The sustained effort in these two approaches led to an adoption of consensus among community members to abandon the practice of early marriage.



**FIGHTING EARLY  
MARRIAGE BY  
RAISING  
AWARENESS  
THROUGH  
COMMUNITY  
CONVERSATION**

Recognizing that various factors lead to the practice of early marriage, community members adopted integrated approach to address the root causes of the problem. Accordingly where economic problem leads to early marriage, measures were taken to support families with low economic standing so that they would be able to send their daughters to school.

One of the innovative monitoring approaches employed to eliminate early marriage involved in a coordinated effort that brought together families, neighborhoods, local administration units including women's affairs and the health offices of the respective locality. The practice goes as follows: if a particular family wishes to wed a girl, the following procedure has to be followed. First, the family submits an application together with supporting evidence that the girls are indeed of a marriageable age i.e. 18 and above to the local 'Kebele' stating that they intend to wed their daughter. The kebele administration will then send the application to the woreda women's affairs office. The women's affairs office then send the application to the health station/hospital in the area to ensure that the girls of marriageable age. The hospital then ascertains the age of the girl through physical examination and sends the result back to the woreda women's affairs which then informs the kebel administration the official result of the health assessment.

There are times when community members attempt to use traditional ceremonies as a pretext to wed their daughters. Religious leaders and elders may be complicit in such practices. In such instances, the WDA plays an important role of securing information on the real purpose of the



ceremony in question. Female students and friends also play an important role in terms of informing the right people such as female teachers, local administration and address to the clandestine practice of early marriage.

Through these concerted efforts, the practice of early marriage has shown a significant decline in western Gojam of the Amhara regional state while it is no longer practiced in eastern Gojam of the same regional state.

### **III. FGM/C and the fight to end the practice; the case of Afar regional state**

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The government of Ethiopia has adopted adequate legal and policy frameworks including institutional mechanisms to address FGM/C. Besides, the government has been leading the development of various innovative and context specific approaches to address the root causes of FGM together with partners, NGOs/CSOs and donors.

These approaches took into account the particular contexts that pertain in each intervention area. Accordingly, depending on the justification of the practice which ranges from religion, economic reasons and tradition/culture to others and the weight of the reasons or combination of reasons differ from one area/context to the other; interventions have been designed and delivered contextually. The various approaches that have been followed include: community conversation, social mobilization, utilizing existing community structures, health approach, religious approach, law enforcement approach, school centered approach and targeting practitioners. Following is a brief illustration of the approaches that have been followed:

#### **✓ Community conversation/dialogue as an instrument of social norm change**

Community conversation is a strategy that brings together 30 to 50 people from the different strata of the community to discuss on the adverse effects of HTPs including FGM and reach consensus to further accelerate elimination of HTPs. It is the main vehicle used to bring about public declaration. This approach is managed by Community Dialogue (CD) Facilitators.

Community dialogue facilitators consist of 5 people selected from Clan leaders, elders, religious leaders, women engaged in circumcision and midwives. This group is the core group targeted to be changed and expected to change the attitude of their community through community dialogues. Each facilitator organizes 2 community dialogues per month with 30 to 50 people participating per community dialogue.

Community Dialogue Facilitators, in addition to facilitating CD sessions, were mainly responsible for:



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- Prepare a 3 month action plan for their respective communities and its implementation is evaluated during quarterly review meetings,
- Monitoring pregnancies, registering births and counselling families against practicing HTPs including FGM/C,
- Registering girls who are at risk of being circumcised and given to marriages,
- Identifying and registering FGM/C practitioners,
- Supporting girls clubs,
- Conducting quarterly review meetings and facilitating public declaration events,
- Undertaking field supervision, discussion, formal and informal meetings and progress reports,
- Providing training to community leaders and law enforcing bodies,
- Support religious leaders to conduct community dialogue sessions in their respective Kebeles.

### ✓ Utilization of existing community structures

The structures vary among woredas even though the purpose they serve is the same. In most Woredas in the country, they were referred as HTP Committees and are composed of religious leaders, representatives from youth and women organizations and the kebele administration. As these people are members of the community living within the community, they have been instrumental in detecting and reporting on underground practices. Women and youth associations and federation which have mass membership at community level are also the other strategic entry points to reach the community both in terms of teaching and reporting on FGM/C cases. In some Regional States, women groups, which are identified as 'Women's Development Armies', consisting of 25 to 30 Women are organized in each localities and all members are peer reviewed each other in the elimination and prevention of HTPs including FGM, protection of the Rights of Women and in ensuring their economic empowerment.

### ✓ Health approach

The strategy employed in the various woredas in this regard has been using health extension workers extensively to teach on the adverse health impacts of HTPs. The training and deployment of over 39,000 Health Extension Workers (98% women) at Kebele level, has thus, brought about multi-dimensional results, including the reduction of the major HTPs, such as FGM in light of the enhanced attitudinal changes. Health workers together with the police have also been instrumental in teaching the public about the importance of preserving evidence by taking the victims to the health institutions quickly. The institutionalization of national RH and Adolescent and youth RH strategies have also contributed to the abandonment process.

### ✓ Religious approach

This strategy mainly focuses on using religious leaders to actively engage in the discussions and emphasized that FGM and other forms of HTPs have no basis in religion. During the community



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dialogue sessions and at different public gatherings, religious leaders openly and clearly express their stance against FGM/C and urged village members to abandon the practice.

### ✓ Law enforcement approach

The law enforcement approach employs both the formal legal system as well as the informal/traditional system of justice administration. In terms of the justice administration system, various approaches have been used in the country. These include: legal literacy and awareness about the illegality of FGM/C, punishing perpetrators, increasing accessibility of law enforcement bodies, accelerating the legal process whereby the police acts as a prosecutor and investigator at the same time and establishing circuit courts that move into the rural areas.

### ✓ School-centred approach

School children have an important role to play in the fight against HTPs. In areas where child marriage and FGM/C are practiced at teenage years, if empowered, they can say no to the practices. Even in areas where they are practiced at infancy and/or young age, they can influence the decision of their parents and further can help to get support to stop the practices on their younger siblings. Recognizing that they are indeed a powerful force, schools in the various settings where HTPs are practiced, have been implementing different strategies to empower school children. These include establishment and strengthening of girls clubs, empowering female teachers so that they can reports to the relevant authorities, teaching at schools and provision of cell phones for purposes of contacting responsible people if and when child marriage is planned, or circumcision is to take place and using school clubs that have membership of boys and girls to intervene when their younger siblings and/or neighbours' children are about to be circumcised. The government policy of educating more and more girls and mandatory schooling for girls are also contribute in this regard.

### ✓ Targeting practitioners

In the areas where FGM practitioners depend on circumcision as their source of income, the government in collaboration with CSOs and international partners provide such practitioners with alternative livelihood opportunities. In this regard, community facilitators involve in the Identification and registration of FGM/C practitioners and linking them to income generation schemes. Many of these practitioners therefore, have become community dialogue facilitators and continue to practice as traditional birth attendants.

The success story below documents the approaches taken to fight FGM in one of the regional states of Ethiopia, Afar.



Afar is one of the regional states in Ethiopia where the prevalence of FGM used to be high. Women and girls in the region suffered from health related problems among others due to the practice of FGM. This regional state, where religion is the dominant justification given for the practice, the intervention took the following approach, the religious leaders in Afar Regional State, disproved the existence of FGM in the doctrine of the Muslim religion and after consulting with the community leaders, in particular the circumcisers, and convinced them to abolish FGM in the Afar Region. A consensus followed whereby Ten Woredas within the region voluntarily declared the abandonment of FGM.

Among such major decisions and public declarations, those that concern religious affairs include:

- The Qadi will not facilitate the marriage of such girls, who have been undergone FGM.
- Solat may not be performed on his body in case of death and the denial of the Du'a, prayer traditionally performed on the body at the time of death.
- To seal the pledges, religious leaders performed a special prayer, signifying a binding community decision.

What is most important in this abandonment process is that it came through the voluntary and collective act of religious fathers and community leaders, with the overall coordination and facilitation of the government and the involvement of CSOs and development partners. This success story has served as a model for the scaling up of the intervention in other parts of the country. As a result similar declarations have been reported in various parts of the country.