



Preliminary Gender Profile of Ethiopia



Introduction

Ethiopia has prioritized the advancement of gender equality through the development and implementation of the first National Policy on Women in 1993 followed by the promulgation of Constitution in 1995 that calls for equal rights of women, including Affirmative Action to bridge existing gaps. Ethiopia has revised gender discriminatory legal provisions in the Family Law and Penal Codes, showing a firm political commitment to gender equality and the advancement of women.

Despite the positive policy environment created, and progress for women in Ethiopia, who account for 50 percent of the population in different sectors, and increasingly in non-traditional areas, there are still a number of constraints on women's equal participation and benefit from development of their country in general and their own welfare in particular. Women's performance in key anti-poverty and development indicators and their role in decision-making are still minimal.

While acknowledging the significant progress in law, policy, and gender mainstreaming initiatives, constraints on data collection and access on the real state of women in Ethiopia remain. Even if there were efforts earlier to develop gender profiles, there is still no comprehensive gender profile in Ethiopia that is disaggregated by regions and focuses specifically on gender gaps and women's empowerment in areas responsible for economic growth.

In light of the above and in order to bridge the gap of accessing up-to-date information/data for policy makers, planners, development partners, among others, the Government of Ethiopia with UN Women and European Union through the Financing for Gender Equality is developing an initial Gender Profile to support gender equality and empowerment of women in Ethiopia and assess the situation in coming up with justification for a comprehensive gender profile that will be disaggregated by regions.

This initial Gender Profile aims at providing a preliminary baseline document for Government ministries and institutions, development partners, including the European Union as well as the EU Member States, national and international organizations. It is intended to indicate particular elements of the state of gender equality and empowerment of women in Ethiopia, along with (1) emerging trends especially around the reduction of poverty, promotion of women's rights and freedom from violence, and (2) strengthening national institutions to respond to gender equality and empowerment of women.

Key findings and recommendations of the Preliminary Gender Profile are summarized as follows:

International and national legal frameworks for the promotion of women's rights in Ethiopia: Ethiopia as a member of the international community has signed a number of

agreements promoting and protecting the rights of women. It has ratified the Convention on the Political Rights of Women (CPRW) and the Convention on Elimination of All Forms of Discrimination against Women (CEDAW). Ethiopia has also adopted the principles of the 1995 Beijing Platform for Action (BPA) and has endorsed and engaged with the Millennium Development Goals of 2000.

Ethiopia has committed to these as a natural outcome of its own Constitution (modified, 1995) and its National Policy on Women (1993), which guarantee women's equality and human rights in various spheres of life. The Family Law (revised, 2000) and the Penal Code (revised, 2005) have been made more congruent with international and regional instruments. While global and regional instruments as well as domestic laws and policies for the advancement of women are crucial, the capacity to implement legal reforms is not straightforward or unconstrained. While credit is due to duty-bearers implementing gender mainstreaming, social and customary mechanisms for maintaining social stability compete with the need for women's equality. Civil servants, especially at district and kebele levels, may not be supported or have sufficient time to work through the effects of gender mainstreaming, the improvement of women's land rights, the changing social status of women and girls, and their relationships within their communities. Accordingly, public education on the different international and national legal instruments and enhancing the capacity of legal bodies are among the recommended actions.

In relation to family laws, harmonization is among the challenges identified. Regions that have yet to adopt and develop their region-specific family laws should be encouraged to do so. Identifying the challenges of developing such a harmonized legal structure would assist the legislators and duty-bearers involved. The comprehensive study is expected look at the implementation capacity of legal bodies in general, and at regional and sub-regional level, in particular to ensure the various gender sensitive laws are being implemented and to identify the gaps for strategic entry points. Awareness creation on human right instruments like CEDAW should also be intensified for the public in general, and women in particular, in order for them to claim it. In regards to the various international frameworks to which Ethiopia is committed, MOWCYA and other concerned actors should come up and develop a mechanism to implement CEDAW's committee recommendations, in response to the periodic country reports provided, to further ensure accountability.

Institutional mechanisms for the advancement of women: The institutional mechanisms for the advancement of women in the country have evolved over time in terms of structure, capacity and leadership, following proclamations 471/2005 and 691/2010 which called for

the establishment of Ministry of Women's Affairs (MoWA) and Ministry of Women, Children and Youth (MoWCYA) respectively. The capacity of the women's civil service to act as a catalyst for the advancement of gender-aware policies and the equality called for by the Constitution has improved in the last decade, particularly at the federal level.¹ On-going programs to develop sector-specific gender mainstreaming guidelines and gender audits demonstrates MoWCYA's increased capacity to carry gender awareness and gender equality forward as well as strengthening the Regional Ministries of Women Affairs to play an oversight/capacity building role for gender mainstreaming and empowerment of women. Results include the implementation of Gender Responsive Budgeting by the Gender Directorate of Ministry of Finance and Economic Development (MOFED). The Ministry of Agriculture has created duties for inter-departmental gender focal points within the Ministry, following the development of gender mainstreaming guidelines, to ensure the integration of gender awareness in the various departments of the Ministry.

There are still challenges within the institutional framework for gender equality, including the Ministries of Women Affairs, to use their direct policies and resources to prioritize the empowerment of women more effectively. Measuring and tracking genuine progress and impact to provide information for national planning processes is a known constraint. A positive aspect of this is the background of information currently available from non-governmental actors. One key recommendation for a comprehensive gender profile is to undertake an assessment of the institutional mechanisms for gender equality and empowerment of women in Ethiopia, at the federal and regional levels, and make recommendations to the Government of Ethiopia on strengthening the institutional mechanisms at the different levels. Use of existing studies from a wide variety of partners and sources may be a way to maximize the utility of limited public funding for this exercise.

Hence the recommendation is that the capacity of women's directorates and the civil service to act as a catalyst for the advancement of gender awareness, equity, and equality, has improved in the last decade. Sector-specific gender mainstreaming guidelines, gender budgeting and audits, and the leveling tool, which is an accountability tool for the sector's performance on gender equality and the empowerment of women, is an innovative and major step forward nationally, and holds potential for holding each sector accountable for its gender equitable policies and implementations, as well as for cascading this to regional and local government.

All the above initiatives indicates the progress made by these departments in increasing their sphere of influence towards mainstreaming gender not only in the policies, plans and programs of their respective ministries, but also within the structures of the very organization itself. This fits with the prevailing strategy of moving away from Women in Development (WID) to Gender and Development (GAD) approach, challenging gender relations and power imbalances. While the Gender Mainstreaming manual can be a very useful instrument in identifying the entry point for a gender responsive programming, by providing sector specific checklists among others, ensuring implementation is key, through development of implementation plan along with the appropriate cost attached.

In the efforts to strengthen institutional mechanisms, MoWCYA should encourage and technically support the remaining ministries to create their sector specific gender mainstreaming guidelines at the same time as their implementation plans. The formation and assigning of inter-departmental gender focal points in the Ministry of Agriculture to ensuring gender mainstreaming in the various departments is also an emerging development that should be replicated in the other ministries. The comprehensive study should assess the capacity of women's departments in the regions as well as the implementations of Gender Mainstreaming manuals, Gender Audits, among others, as the scope of this study was limited. Other issues to be reviewed include the understanding of mandate, uniformity of structure and mandate, accountability functions over other government agencies, and capacities of staff members at all levels on the understanding of gender inequalities in their own local conditions. Duty-bearers and civil servants need the right personal skills, tools, and support to respond to the challenges from a policy and programmatic point of view.

Coordination Mechanisms: The coordination mechanisms of the women's civil service are twofold: horizontal and vertical. While vertical coordination takes place through MoWCYA's working and reporting relationship with regional women's departments and programs, horizontal coordination takes place at the federal level with women's directorates of sector ministries, and other public organizations. MoWCYA plays a proactive role in coordinating gender activities in the country. Coordination with civil society organizations takes place through the Government Organizations (GO) and Non-Government Organizations (NGOs) Forum bringing together the two groups working on women, children and youth issues. In addition, there are also other thematic working groups on issues of early marriage, violence against women and children, and FGM/C that brings all the actors working along those themes together. The Donor Group on Gender Equality (DGGE) is the main donor coordination mechanism that coordinates the work of all donor groups, bi-lateral and multi-lateral organizations. The Ministry of Women Affairs also leads the coordination mechanism of the Government of Ethiopia/Joint Programmed on Gender Equality and the Empowerment of Women (JP GEWE) which is made up of six contributing agencies of the UN (UN

¹ This reality may or may not be the same in the regions, as this study was carried out at federal level and no consultation was carried out in regions to assess the capacity level of the women's civil service there...

Women, UNDP, UNFPA, UNICEF, ILO and UNESCO).

Coordinating the work of the women's civil service horizontally and vertically, is a promising start in terms of joint planning, progress monitoring, identifying challenges, and learning lessons from each other's challenges and best practices. However, this coordination mechanism should be upgraded to the level of joint strategic planning and joint development of indicators for monitoring, to enhance its efficiency and effectiveness. The Donor's Group for Gender Equality (DGGE) is also playing a key role in supporting MOWCYA when the need arises, (for example, the provision of gender indicators in the preparation of the GTP). The coordination mechanism also assisted in harmonizing donors' work and avoids duplication of efforts. While there is a forum that brings government and NGOs together, it was found out that there is no coordination mechanism that brings together donor groups and NGOs, or donor groups and government agencies working on gender issues. Thus, there may be an argument in favor of a coordinating body to avoid duplication of work. While the findings on coordination mechanisms are restricted to national level, the comprehensive study should be able to address this gap.

Women in Leadership/Power and Decision-making:

Women's representation in politics and decision-making has been increasing steadily, at various levels. The level of women's representation in the FDRE House of People's Representatives grew from 21.4 percent to 27.9 percent in 2005 and 2010 legislative election, respectively. This is a remarkable increase compared to the 1995 and 2000 elections in which women held only 2.83 percent, (13 of out of 547 seats) and 7.7 percent, (42 out of 547 seats) respectively. There is also a slight increase in the number women's representation in the executive branch. While women's representation in the last executive body, in 2005, was 13 percent,² it is currently 16.5 percent.³ The cabinet was 7% female in 2005; at present it is 13% female.⁴ Out of the 16 standing committees at the Federal Parliament, women lead five of them and lead another five as deputy chair.⁵ The Deputy Speaker of the House is also a woman in the current (2010-2015) parliament. The number of women holding seats in the House of Federation in 2009 was 18.75 percent.⁶ Moreover, in 2010, women constituted 14.88 percent (8 woman, 44 men) of State Ministers, 20 percent (1 woman, 4 men) of Commissioners, 11.33 percent (6 women, 47 men) of Ambassadors.⁷ The recent appointment of a woman, April 2014, as a Deputy Prime Minister is another milestone in women's advancement in the leadership ladder.

2 MOFED and UNICEF (2012) Investing in Boys and Girls in Ethiopia: Past, Present and future.

3 MOFED and UNCT (2012) Addressing Progress towards the Millennium Goals: Ethiopia's MDGs Report.

4 MOFED and UNICEF (2012) Investing in Boys and Girls in Ethiopia: Past, Present and future.

5 Interview with W/o Aster, vice Chair of the Women's Standing Committee on June 9, 2014, at 3 pm.

6 UN (2009) Consideration of reports submitted by States parties under article 18 of the Convention on the Elimination of All Forms of Discrimination against Women: Combined sixth and seventh periodic report of States parties Ethiopia.

7 Unpublished document, African Center for Gender and Development, United Nations Economic Commission for Africa (UNECA), 2013

Women's representation in the judiciary currently stands at 30 percent.⁸ Data from 2011/12 showed that out of 111 federal judges, 23 (21 percent) were women. At the judiciary administration council there are 2 women and 11 men.⁹

The participation of women in Regional Councils, though varying over the regions has also increased. Currently, Tigray region has the highest women's representation, at 48%, while the representation of women has exceeded 30 percent in six of the nine regional states.¹⁰

These findings indicate that the measures put in place by the government to increase women's numbers and participation in leadership and governance are yielding results but there are still challenges. Women's numbers in the civil service, including the judiciary, national legislative assembly, or at senior/management levels have not reached the critical mass of 30% necessary to engender change. The participation of women in the regional councils in some regions is low. Contributing factors include the lack of sufficiently educated women within the age cohort where power is allocated, the burden of child marriages, acute time poverty compared to men's duties and roles, lack of effective political connections, and both physical and social constraints on political party engagement.

It is therefore worth reiterating that most countries in Africa that have achieved gender parity in legislative assemblies, and other decision making organizations have adopted some sort of affirmative action or quota to address the paucity of women's participation in decision making bodies. Hence, it is recommended to learn from and replicate such experiences, through advocacy by MOWCYA, women MPs, and other relevant actors. The role of the women's standing committee as well as the women's caucus in ensuring the inclusion of gender in policies and legislation as well as in sector ministries should also be strengthened. Further, sector ministries and other relevant institutions also need to develop specific measures to enhance the participation of women in power and decision making which could be tailor-made affirmative actions to bring effective results.

8 MOFED and UNCT (2012) Addressing Progress Towards the Millennium Goals: Ethiopia's MDGs Report

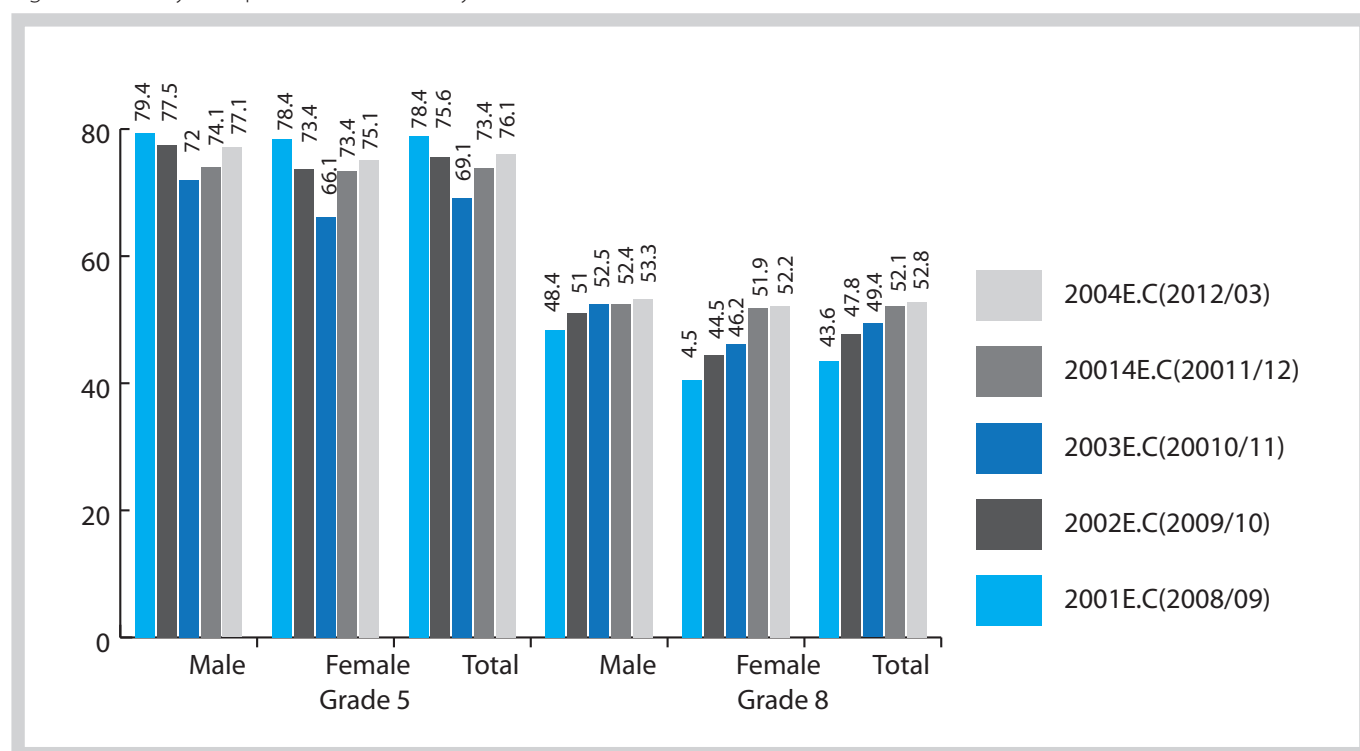
9 Interview with W/ro Aster Amare, Deputy Chair of the Women's Standing Committee on June 9, 2014, at 3 pm.

10 FDRE (2014). National Report on the Implementation of Beijing Declaration and Platform for Action and the Outcome of the 23rd Special Session of the United Nations of General Assembly (2000)

Education: National strategies to ensure equal access to education through the Education Sector Development Program (ESDP IV) and Girls' Education and Gender Equality Strategy for the Education and Training Sector (2014) are creating real progress in reducing educational disparities between boys and girls.

The Primary Grade 5 and 8 completion rate is a major education indicators for the MDGs. This is calculated by taking the ratio of new pupils in last grade to the population, which is in the official age group in the last grade.¹¹ Nationally, the completion rate at both grade levels is higher for males than females. At Grade 5, the rate is 75.1 percent for females and 77.1 percent for males; these are reduced at Grade 8 to, 52.2 percent for females and 53.3 percent for males at grade 8 levels. Despite a consistent increase in the past five years, the completion rate for grade 8 is in general low for both sexes and especially for females. (See figure 1). However, the completion rate of girls to grade 5 has improved compared to that of boys in the five years from 2007/08 to 2011/12.¹² Repetition rates vary from year to year: male repetition rates were higher than girls' in three of the five years (2007/08, 2010/11, and 2011/12). The total repetition rate was lower in the year 2008/09 (see figure 2).¹³

Figure 1: Primary Completion rate trends by sex



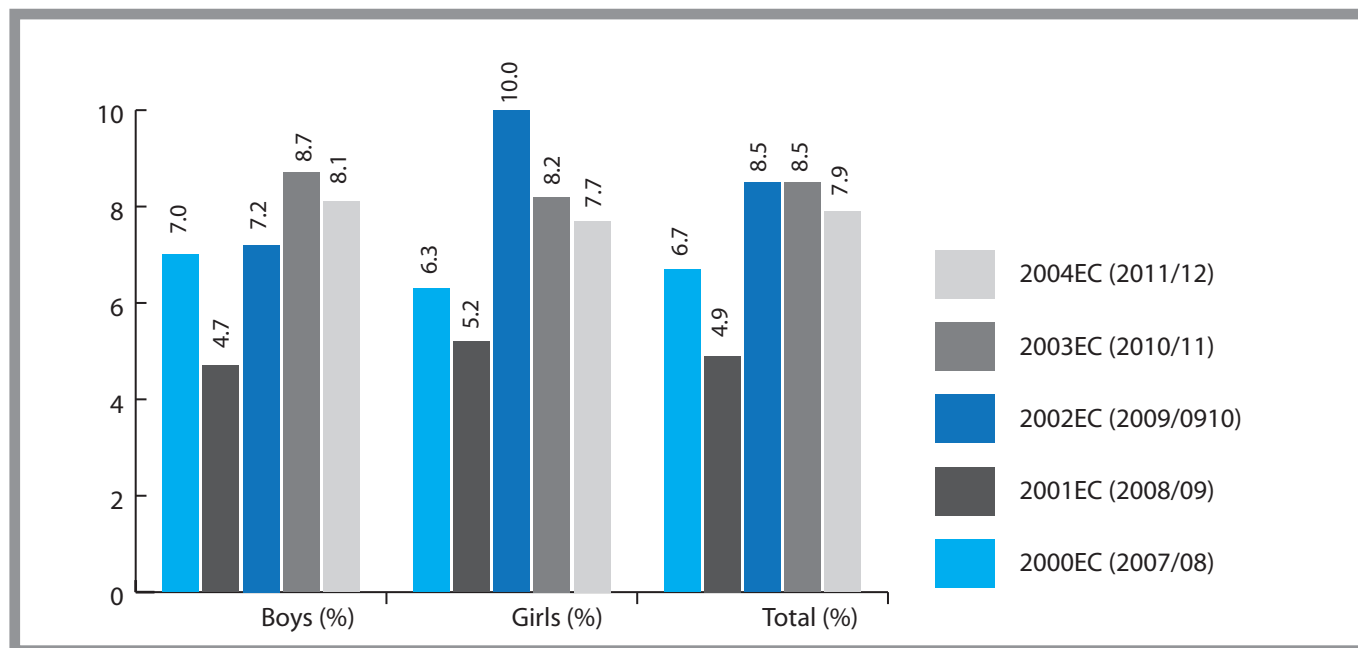
Source: Ministry of Education and EMIS (2013), Education Statistics Annual Abstract, 2005 E.C. (2012/2013)

11 Ministry of Education and EMIS, Planning and Resource Mobilization Directorate (2013), Education Statistics Annual Abstract, 2005 E.C. (2012/2013)

12 Federal Democratic Republic of Ethiopia (2014), Girls' Education and Gender Equality Strategy for the Education and Training Sector, Ministry of Education March 2014

13 Ministry of Education and EMIS, Planning and Resource Mobilization Directorate (2013), Education Statistics Annual Abstract, 2005 E.C. (2012/2013)

Figure 2: Repetition rate trends by sex for grades 1-8



Source: Ministry of Education and EMIS (2013), Education Statistics Annual Abstract, 2005 E.C. (2012/2013)

The national initiatives have led to marked achievements in increasing the number of enrolled girls and boys across different regions but the gender parity index still reveals gaps in all levels of education and most significantly in secondary and tertiary levels.

In addition to this, lower completion rates of females along with lower performance in Grade 10 national examinations were identified as major gaps in the sector. In TVET and higher-level education, females are underrepresented in certain fields, such as technology and science. Among the major causes for the gender disparity cited at the national level are the low number of female teachers and mentors for young girls, compounded with socio-cultural and economic factors that constrain females' participation and performance. In addition, a higher dropout rate among males than females, especially where both parents were dead, was noted as an emerging trend. This might be attributed to the social and economic pressure on males to provide for their family.

In line with the above findings, actions should be focused on strengthening adult literacy programs in Ethiopia, with special attention to women and rural communities; and reducing gender disparity in secondary and preparatory level education through addressing root causes of the problem: financial capacity of parents, distance to schools, societal values about girls' and boys' education, early marriage, and the prevalence of gender-based violence in the communities. Ongoing national efforts to increase girls' enrollment, to implement affirmative action and prepare tutorial classes should be intensified to improve female completion rates in different levels of education, and strengthen initiatives to improve the performance of girls in secondary level education, focusing on grade 10 national ex-

aminations. This scheme must be an integral part of the Educational Sector Development Policy, not an initiative based on a few one-off support projects of limited scope and application.

Additionally, actions should be made to reduce the high repetition rates among students in different levels, especially among male students; to identify and execute strategies to improve female representation in science and technology; to promote strategies for addressing the high dropout of students, especially that of male children who are most affected by the incidence of the death of parents; and use scholarship programs among others to strengthen female participation in long term TVET programs including science and technology fields. Efforts should also include career services to connect women with jobs. It is also imperative to increase female teachers' representation in primary, secondary and in TVET level education, especially in higher level institutions where the number of female teachers has declined in recent years. Efforts should also focus on encouraging women to pursue their education and also become teachers in the fields of science, math and technology by utilizing special initiatives such as scholarships.

Health: The health sector in Ethiopia operates in line with the National Health Policy (1993) and the subsequent Health Care and Financing Strategy (1998) which gave direction to the national five year Health Sector Development Strategies leading from HSDP I to the current HSDP IV. The major aim of the HSDP is to reduce maternal, newborn and child morbidity and mortality, and malnutrition; and to control expansion of TB, malaria, and HIV. In addition to this, the country devised an innovative approach, the Health Extension Program (HEP) starting from 2002/03, to address basic health service needs of communities.

For the three years preceding the 2014 MEDHS, the national

Total Fertility rate is 4.1 children per woman¹⁴, a reduction from the 5.4 recorded in 2005. Studies of family planning methods show that the current contraceptive prevalence rate among all women is 29 percent; the prevalence among currently married women has increased from 29 percent in 2011 to 42 percent in 2014.¹⁵ Forty percent of currently married women use modern contraceptives, and the most commonly used modern methods are injectables by 31 percent, implants by 5 percent, and the pill by 3 percent. Regional variation was observed in use of any contraceptive method, ranging from 64 percent in Addis Ababa to 2 percent in the Somali region.

The Maternal Mortality Ratio (MMR) in Ethiopia has decreased from 673 deaths per 100,000 births in 2000-2005 to its current status, 420/100,000 in 2013.¹⁶ However, the country still has one of the highest maternal mortalities in the continent and needs to find ways to reach more women to reach the MDG target of 267 per 100,000 by 2015.¹⁷

An in-depth analysis of the 2000-2011 EDHS shows that there are regional variations in MMR, ranging from a high in Somali Region at 747 per 100,000 births to a low in Addis Ababa at 234 per 100,000.¹⁸

The health sector recognizes the poor nutritional status of children and women in Ethiopia and has included nutrition as part of the HSDP IV, which attempts to improve the nutritional status of women and children through different programs. In Ethiopia, 27 percent of women aged 15 to 49 fell below a body mass index (BMI) of 18.5 in 2011, while 9 percent were moderately or severely thin.¹⁹

A current figure from the UN and the MoH indicates that the prevalence of HIV in Ethiopia as of 2011 was 1.5 percent for the population aged 15-49.²⁰ This appears to reflect a reduction of about 25% over the period 2001-2009.²¹

While the prevalence among women is a little higher (1.9 percent) as compared to that of men (1.0 percent), HIV prevalence is highest for women aged 30 to 34 at 3.7 percent and for men aged 35 to 39 at 3.0 percent. EDHS 2011 also showed that the widowed (12.2%) and divorced (5.2 percent) are more likely to be HIV positive than those currently or never married.

In general in the past few years, women's health status in relation to certain indicators such as HIV prevalence rate, reduced maternal mortality rates and increased access and use of contraceptives have shown some improvement, although the still

high maternal mortality rate, poor nutritional status of women and gaps in knowledge about HIV mother to child transmission remain problematic. The HIV prevalence rate in Ethiopia has reduced significantly though women aged 30 to 34 exhibit the highest prevalence at 3.7 percent. Gaps in knowledge about the prevention of mother to child transmission (MTCT) are seen most common among women with no education, and those residing in rural areas, who make up over 80% of the population. Other health concerns of women include poor nutritional status, and high proportion of deaths among women due to malaria. Though more numbers of women died from TB, malaria, intestinal worms, heart problems and hypertension than men, there is insufficient information on female deaths compared to information on male deaths. Therefore, a policy requiring better recording of causes of death in women and men is required. Despite the higher percentage of reported illness among women, gender disparity is also visible in health seeking behavior, with more men accessing medical assistance.

Hence recommended actions should focus on strengthening national efforts towards reducing maternal mortality rates, improving access to contraception, and enhancing knowledge of contraceptive use, along with measures to enhance women's decision making power on method of contraceptive use and spacing of children. It is also important to strengthen ongoing efforts on reducing the prevalence of HIV in Ethiopia, with due focus on the group with the highest prevalence of HIV/AIDS, i.e. women aged 30-34, and increase knowledge about prevention of mother to child transmission for the whole community with particular emphasis to women with no education and women residing in rural areas. National efforts on improving the poor nutritional status of children and women, and on improving women's health seeking behavior and malaria prevention should also be strengthened. This preliminary gender profile also recommends a new round of national surveys to explore region specific information on maternal mortality, morbidity, as well as the prevalence of HIV, TB and malaria; region specific information on availability and accessibility of ART and health care facilities and practices and factors for mosquito net use and HIV testing. As part of this process it is recommended to integrate information on the availability of contraceptives and the importance of women's decision making in contraceptive use.

Economy: The majority of Ethiopian women are engaged in the agriculture sector. They have low levels of participation in formal sales and services, professional, technical, or managerial occupations. Women are overrepresented in formal unemployment, with the largest rates of unemployment recorded among adult and young women, by comparison with men and boys. Female unemployment rates measured between 2005 and 2013 have been significantly higher than that of males. Over this period male employment was 84.7 percent (2005) and 82.7 percent (2013) whereas women in employment was effectively static (69.0 percent and 69.8 percent respectively) as shown in the below figure.

14 Central Statistical Agency (2014), Ethiopia Mini Demographic and Health Survey (EMDHS), Addis Ababa, Ethiopia

15 Central Statistical Agency (2014), Ethiopia Mini Demographic and Health Survey (EMDHS), Addis Ababa, Ethiopia

16 FDRE (2014), National Report on the Implementation of the Beijing Declaration and Platform for Action (1995) and the Outcome of the 23th Special Session of the United Nations General Assembly (2000)

17 MOFED and UNCT (2012) Addressing Progress towards the Millennium Goals: Ethiopia's MDGs Report.

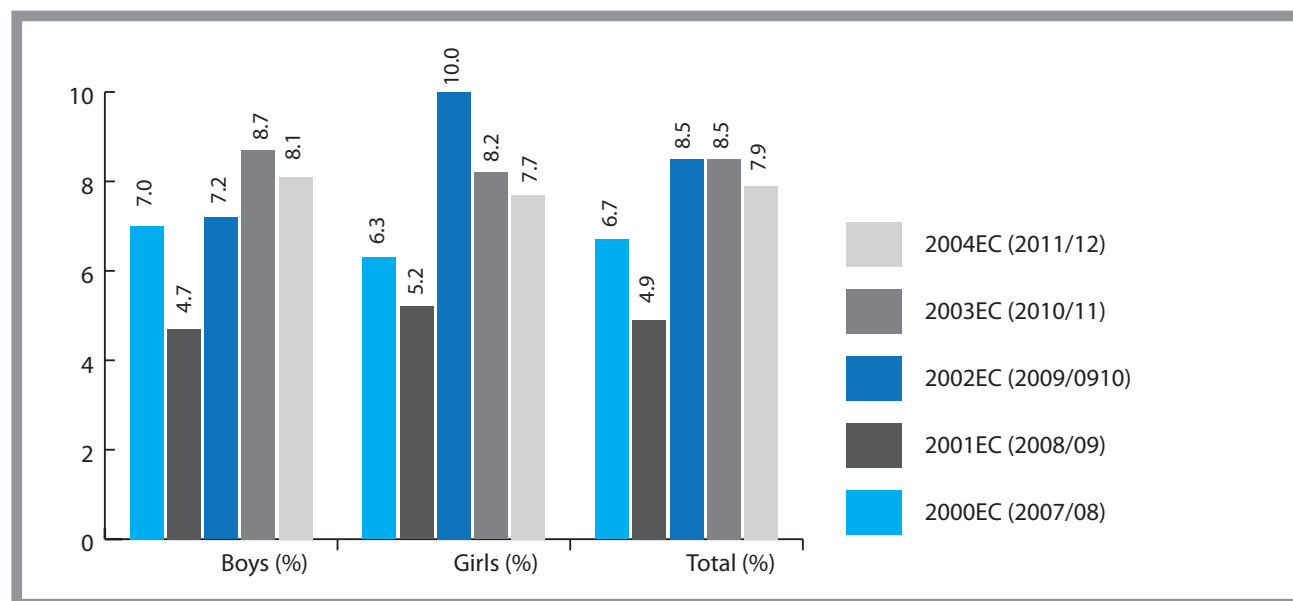
18 UNFPA (2012), Trends in Maternal Health in Ethiopia: Challenges in Achieving the MDG for Maternal Mortality, In-depth Analysis of the EDHS 2000-2011, Addis Ababa

19 Ibid

20 EDHS (2011)

21 <http://www.unaids.org/en/resources/presscentre/pressreleaseandstatementarchive/2011/december/20111204prethiopiampmtct>, and see, also, GoE (2014) Country Progress Report on the HIV Response in Ethiopia, 2014.

Figure 3: Employment to Population ratio by sex, across three survey periods



Source: CSA (2014), Key findings on the 2013 National Labor Force Survey

Agriculture: The lack of sex and gender disaggregated data in general, and specifically in the areas of livestock production, extension services (both for livestock and crop production), access to credit and other financial resources; access to fertilizers, pesticides, and improved farm implements; and the composition of women in managerial occupation in agriculture sector are among the constraints on the recognition of women's work and central roles in this critically important national activity. In order to address these constraints, the ongoing effort to assign inter-departmental gender focal points within MoA, to integrate gender within the various departments, should be encouraged and supported. The gender knowledge and capacities of the focal persons must be built up, and the same positions and training should be replicated in the regions, to be effective. As collecting of sex and gender disaggregated data is the challenge of the sector, in many of the regions, more gender training and the evolution of simple data collection methods should be given to field practitioners/development assistants (DAs) who are engaged in collection of data. It is essential that indicators/checklists for data collection and reporting are developed in a participatory manner in order to ensure ownership and take advantage of local expertise. Agriculture is a knowledge-intensive activity with high local variations and disaggregated data will need to be interpreted in the light of local conditions.

Even when employed, women face constraints in access to their wages. The majority of women who are engaged in the **agriculture sector** work for their families, and do not get cash payment. Data for 2011 showed that 56 percent of women engaged in agricultural work were unpaid workers. In general, 30 percent of women were not paid at all for their work in 2011, and only 39 percent were paid in cash. In terms of land ownership, the CSA Agricultural Sample Survey of

2006/7 indicated that the number of male landowners (land certified) outnumbers the female landowners (land certified), almost by five times, 9.6 million vs. 2.3 million respectively. The land certificate program, which legally requires the issuance of land ownership certificate in the name of the husband and the spouse, has been a step forward which has contributed to raising women's social and economic status, both outside and inside the home.

In the industry sector, the data indicate that more women are participating in certain manufacturing industries such as the food processing industry while they are less represented in others. The proportion of female owners of manufacturing industries is also found to be much lower than that of males. Investigating and propagating women's successes and skills in industry is a task Government may wish to consider, both within Ministries and in partnership with non-governmental actors (whether from outside Ethiopia or in academia).

Of the total 14,100 women who took part in small scale manufacturing industries in 2010, 58.0 percent were unpaid family workers, while 4.1 percent were unpaid apprentices, 1.6 percent paid apprentices, and the remaining 37.4 percent permanent paid employees. By comparing these figures it is possible to infer that the proportion of women who are unpaid family workers is higher than the proportion of men in the same status. Data for the same year shows that in general the proportion of male paid employees was higher than the proportion of female paid employees.

A review of women's participation in the medium and large scale manufacturing at both the public and private sector shows that women's numbers in the sector have grown from 35,000 in 2005/06 to 60,788 in 2009/10. The national survey also showed that women's participation is higher in specific

sectors. In 2009/10, a large proportion or 30 percent of women in the manufacturing sector were employed in the food and beverages industry, while 10 percent were in rubber and plastic, and 18 percent in the textile industry.²²

In mining, given the nature of the work, which often requires hard labor and physical strength, the sector tends to be male dominated. Men's engagement in the mining sector is three times more than women's, with exception of Benishangul-Gumuz and Tigray, where the participation of women is quite pronounced, at 68 and 42 percent respectively. In terms of Artisanal and Small Scale Mining (ASM), though there are no official statistics gathered in the sector, artisanal miners in Ethiopia are estimated to be 800,000 to 1,000,000; and women's involvement in artisanal mining ranges from 95 percent in Benishangul to 30 percent in Oromia. Given women's underrepresentation in the mining sector in general, the gender directorate of the then Ministry of Mines and Energy (MoME; now, the Ministry of Mines) has been advocating to engender the draft Mining Policy.

In a nutshell, the information gaps on gender in the sector indicate the need for more comprehensive assessment of the different roles, activities, and decision making powers of women in the economic sector. The question of the perception of women's "roles" needs investigation. We do not have "the full picture" on women's activities and representation in administrative, technical, clerical and office work in the public or private sectors. However, the data we have, suggests that enhancing women's participation in industry and trade can only benefit the country. Emphases could be placed on sales and services, and on professional, technical, and managerial occupations where they are least represented. Cited Studies call for improvements to opportunities for education, acquiring and improving skills, and employment for women through the industry, agriculture and trade sectors.

Special emphasis should also be placed on strategies for supporting import substitution that encourages women's participation, on boosting women's productivity, and on creating better market linkages between women producers and their markets. In particular, strengthening women's employment opportunities through improving their negotiating and decision-making skills alongside their technical capacities should be a priority at the national level.

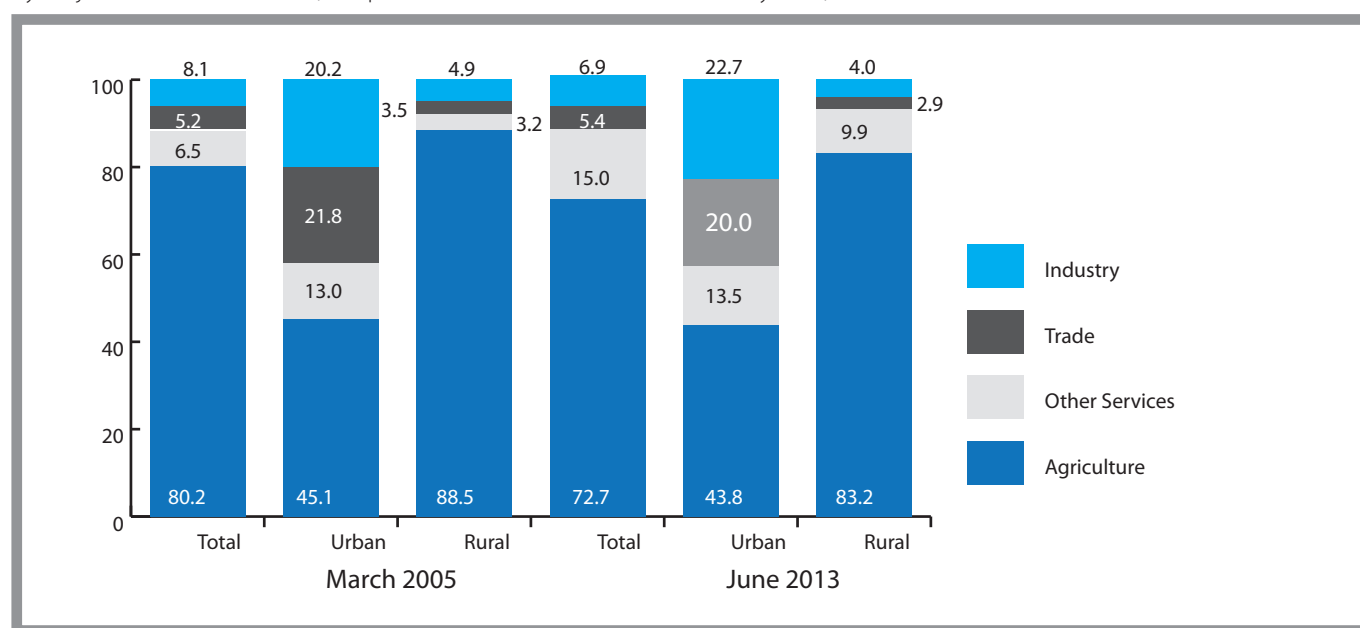
In addition, further studies are required on current levels of women's participation in the sector where they are already active: for example, the textile industry. Information on changing trends on women's role, their successes, challenges and reasons behind the disparities in the average earnings of women and men in trade and industry would help mitigate this area of inequality. Given the lack of information on the status of women's exports share in the manufacturing sector, further studies should also be undertaken in this area.

Ownership of establishments for small, medium and large scale manufacturing industries shows that the number of women owners is lower than men all sizes of industry. In 2007/08, 13.7% of the small scale manufacturing industries were female-owned, while the remaining 86.3% were owned by men.²³ Data for the large and medium scale manufacturing industries in 2011 also shows that women own fewer private establishments, whether as individual owners, share company members, private limited company owners or cooperative members.

22 CSA (2011), Report on Large and Medium Scale Manufacturing and Electricity Industries Survey

23 CSA (2010), Report on Small Scale Manufacturing Industries Survey, Addis Ababa

Figure 4: Percentage share of national employed population by major industrial divisions (comparison of 2005 and 2013 labor survey data)



Source: CSA (2014), Key findings on the 2013 National Labor Force Survey, March 2014

Infrastructure: An assessment of women's participation and benefits through national infrastructure revealed that further actions are required to enhance women's access to roads, potable water, food markets, and sources of energy. Nevertheless, significant achievements have been observed in the sector through infrastructure development initiatives, and water and energy schemes. Efforts have also been made to improve women's access to low cost urban housing using a quota system, though further studies are recommended in order to determine the extent to which women actually access and benefit from this. In the telecommunication sector, there is a need for comprehensive information on women's actions as users of telecommunications, especially in reference to enhancing their livelihoods.

While gender disaggregated information is available on Micro and Small Enterprises engaged in the sector, the infrastructure sector in general needs to present up-to date gender disaggregated data on access and use of different services by various segments of the population. For example, the consulted reports indicate that using a quota system in low-cost urban housing projects improves the benefit to women of infrastructure expenditure. This is an example of gender-sensitive auditing, implementing Government policy, which shows it can be done. The principles and good practices shown can be scaled up throughout the infrastructure development project portfolio: roads, establishment of new factories, water projects, and provision of electricity. In the housing sector, next steps would be to identify the extent of women's use of such local housing, and to execute targeted support to help women utilize the opportunity provided in the low cost housing sector.

In general, national infrastructure development initiatives should be strengthened with due attention to women's needs and constraints on accessing food markets, schools, health services, and trade routes. Government plans for improving women's access to roads require geographical analyses of current levels of access, and how to target infrastructure projects to improve the mobility and the safety of women.

Efforts being made by the Ministry of Water, Irrigation and Energy in addressing constraints to women's access to sources of energy and lighting, (especially electricity and firewood) are very encouraging and should be strengthened to reach an even larger size of the population.

Access to safe potable water should be improved at the national level, to mitigate women's challenges and physical hardship in fetching water, along with risks of sexual and physical violence. In the water sector, more women need to also be trained as artisans in the service delivery and maintenance of water related handy work.

Migration: One of the emerging issues in Ethiopia is the increasing number of women domestic workers who migrate to other countries in search of employment. The number of migrants who used regular channels to other countries has grown significantly. In the five year period from 2008/09 to 2012/13 the total number of legal migrants reached 459,810, of which 94.3% were females.²⁴ Most migrants in this period travelled to Saudi Arabia, followed by Kuwait and Dubai. The major drivers of migration are cited as poverty, limited opportunities for employment, and lack of access for formal education for rural women. However, national studies are lacking

²⁴ Unpublished data from MOLSA, Employment Services Department, accessed on June 3, 2014

on the impact of migration on the lives of migrant women as well as their families. It is widely believed – not without reason – that work in foreign countries causes harm to many women and girls and as a result the Government of Ethiopia has currently banned women domestic workers from migrating for employment purposes until it secures better standards of work for migrants. The Government of Ethiopia has currently placed a moratorium on migration to the Middle East for employment until a new policy is drafted to protect the rights of migrant workers; this is being done in partnership with the Governments of Middle East countries.

In order to address the drivers, or “push factors” that cause women to seek work abroad, actions should be geared towards strengthening initiatives for economic empowerment of women. Further studies are required on the situation of women migrants and reasons behind the high rates of migration and trafficking; as well as the root cause of migration and the cause for choosing irregular channels. In addition to this, national surveys should reflect internal migration trends. Strategies to reduce irregular means of migration and trafficking, such as creating alternative job opportunities, awareness creation at the grassroots level, and skill training for improved income generation need appreciative auditing so that successes can be replicated and strengthened.

Gender Based Violence and Harmful Traditional Practices (HTP): With regards to gender based violence at the national level, studies from 2005 and 2011 found a high level of acceptance of wife beating. Higher incidences of domestic violence were reported among young adults residing in urban areas by comparison to rural areas. There is also a high occurrence of rape, especially through experience of coerced first sexual initiation. Among young adults, there is a higher tendency to accept rape as one’s own fault, which contributes to underreporting of GBV cases. Data for HTP also revealed that despite the significant decrease in the incidence of HTPs inflicted on women, the prevalence is still high with varying degrees across the regions. Among the harmful traditional practices that are inflicted on women, Female Genital Mutilation or cutting (FGM/C), early marriage and marriage by abduction are the principle forms.

The type of FGM/C practiced also varies across regions and ethnic lines that ranges from excision to the most severe one, infibulation. According to UNFPA and Population Council Gender survey, carried out in 2010, the highest performed FGM type, 65 percent is clitoridectomy, and 29 percent do not know the type of FGM/C they have undergone.²⁵ The young adult survey carried out by UNFPA and Population Council, in 2010, also indicates that 33 percent of girls in Afar are infibulated.²⁶FGM/C is highly practiced in rural areas (24 percent) than urban areas, 15 percent.²⁷

25 UNFPA and Population Council (2010). Ethiopian Gender Survey: A study of Seven Regions

26 UNFPA and Population Council (2010). A Study of Young Adult Survey in Seven Regions.

27 Welfare and Monitoring Survey. 2011

Though FGM/C is outlawed in the new Family Code, under regional autonomy, the effort has not been replicated in all the regions. There are numerous reasons attached to performing the practice, notably associated with cultural norms to regulate women’s sexual drive and preserve her chastity before marriage, which subsequently broadens her marriage prospect.

The practice of child marriage is widespread in Ethiopia, and occurs for many reasons. These include economic pressures, strengthening ties between the marrying families, and loss of virginity, prior to marriage.²⁸The UNFPA Gender Survey found out that majority of marriages, about 70 per cent, were arranged and in majority of the cases (82 percent) by families.²⁹It usually happens during girls’ early adolescence, by 15 years.³⁰

The negative implications of child marriage on the health of women and girls is a wide recognized reality. Other consequences of early marriage associated with health risks also include problem of delivery leading to high incidence of fistula.³¹

Despite the fact that the prevalence of marriage by abduction has decreased, the 2008 survey indicated that 17.5 percent, 13.2 percent and 11.5 percent of women in SNNPR, Oromia and Gambella have been married by abduction respectively.

Justification given for the practice often circles around anticipated refusal of marriage proposal either by the girl or by parents. Others also do it for economic reasons, such as an inability to pay excessive dowry and wedding expenses.

The 2008 survey suggested a significant level of relationship between high level of abduction to low level of education attainment in boys and girls, as well as low levels of knowledge on the harmful effects of the practice. Most of the data dates back to the 2011 DHS; new data on HTPs, which must be collected in a sensitive way to be more accurate, are needed.

This sensitive, “Hard to Touch” part of Ethiopian life needs to be addressed in ways that are both educational and investigative. Collecting comprehensive, accurate information at the national level is challenging but without some instrument such as a national level household survey, it will be difficult to undertake a national strategy to reduce these crimes. Both women and men have important views and beliefs to be taken into account when defining and understanding the prevalence of domestic violence and rape, along with other forms such as psychological violence, harassment and economic violence. In this regard, the Central Statistics Agency has the capacity to mainstream the presentation of such data into its national level surveys.

28 Ibid.

29 UNFPA and Population Council (2010), Ethiopian Gender Survey: A Study of Seven Regions.

30 UNFPA and Population council (2010), Ethiopian Gender Survey: A study of Seven Regions

31 EGLDAM (2008), Follow up National Survey on the Harmful Traditional Practices in Ethiopia. Addis Ababa.

Additional actions may be taken to strengthen awareness using different strategies. Mass media (television, radio, billboards, mobile phone texts, and awareness and reporting applications) and a more consistent integration of women's human rights education in school curricula are intended to soften and eventually eliminate the widespread social acceptance of violence against women. Further actions are needed in devising strategies for prevention of sexual violence especially among young adults in Ethiopia who encounter high incidences of rape. Other recommendations include strengthening on-going initiatives to improve access and utilization of legal and medical assistance for survivors of violence, provide

gender sensitive training to judiciary, police, health care providers, and replicating good practices. Specifically, the needs of GBV survivors can be met, in part, by setting up one-stop centers and the establishment of safe houses in different regions.

Strategies that worked well in prevention of HTPs should also be explored and replicated in regions that are strongholds in the various types of HTPs. In line with this, best practices on HTPs should be well documented and distributed. Government must encourage the harmonization of family laws across the country by identifying the challenges and, with sensitivity, tailor interventions in accordance to the reality on the ground.

Table 13: Aligned or adjusted rate of FGM by region

Region	EGLDAM 2007	EDHS 2007	Aligned
Tigray	21.2	26.7	23.2
Afar	87.4	88.8	87.5
Amhara	62.9	64.0	63.8
Oromia	58.5	86.2	58.4
Somalia	70.7	96.3	71.9
Beni/G	43.3	65.2	53.6
SNNP	30.8	70.7	52.4
Gambella	0.0	20.8	10.4
Harari	67.2	81.4	69.4
AA	52.2	60.1	52.3
Dire Dawa	78.2	91.2	82.1
	56.0		57.03

Source: CSA and EGLDAM (2013) aligned ...

Table 14: Prevalence rate and Percent decrease in prevalence of Early Marriage by region

Regions	Baseline	Current	Difference	% Decrease
Tigray	53.0	34.1	18.9	35.6
Afar	36.6	26.9	9.7	26.5
Amhara	61.8	44.9	17.0	27.5
Oromia	31.6	23.1	8.5	26.9
Somali	4.1	4.0	0.1	2.4
Beni/G	50.1	31.1	18.2	36.1
SNNPR	18.7	9.9	8.8	47.1
Gambella	20.5	17.3	3.2	15.6
Harari	25.4	20.1	5.3	20.9
Addis Ababa	50.9	32.3	18.6	36.5
Dire Dawa	-	16.7	-	-
All	33.1	21.4	11.7	33.2

Table 15: Prevalence rates and Decrease in the Prevalence of Early Marriage by age

Age	Baseline	Current	Decrease	% Decrease
15-19	30.3	10.7	19.6	64.7
20-24	31.0	11.2	19.8	63.9
25-29	29.5	18.6	10.9	37.0
30-34	29.5	22.5	7.0	23.7
35-39	31.0	21.7	9.3	30.0
40-44	33.7	22.8	10.9	32.3
45-49	33.8	22.2	11.6	34.3
50-54	37.1	31.1	6.0	16.2
55-59	36.3	34.1	2.2	6.1
60+	36.6	34.9	2.3	6.3
All	33.1	21.4	11.7	35.5

Overall Conclusion

The Preliminary Gender Profile gives an overview of the state of gender equality in Ethiopia. It provides a snapshot of women's positions in key areas, including institutional coordination mechanisms, politics and decision-making processes, education, healthcare, paid and unpaid work and both formal and informal economic activities. These include employment outside the home, agriculture, trade, industry, infrastructure creation, and mining. Specific constraints for the participation of girls and women in society, including gender based violence and migration, are also addressed.

The Preliminary Gender Profile providing indicative status of state of gender equality in Ethiopia proposed recommendations on key gaps, emerging trends and on areas of focus for a comprehensive gender profile to fully support the work of the Government of Ethiopia and development partners in the advancement of gender equality and empowerment of women in Ethiopia.

The Preliminary Gender Profile was developed foreseeing a further comprehensive Gender Profile Development incorporating the regional perspective.

Way Forward

The Comprehensive Gender Profile is expected to be institutionalized within government planning, processes and structures with wide range of partners to provide technical support under the leadership of Ministry of Women, Children and Youth Affairs. The Comprehensive Gender Profile will be updated biennially or every 3 years to assist in tracking how well government of Ethiopia and development partners are doing on gender equality and empowerment of women/girls, with the main objective of promoting greater accountability to gender equality and the empowerment of women in Ethiopia – in tracking results and good practices at federal, regional and community levels, tracking resources to gender equality and empowerment of women to bridge gender gaps and strengthening Ethiopia's federal and regional planning processes to integrate gender/sex disaggregated data and analysis.

