



የሴቶችና ማህበራዊ ጉዳይ ሚኒስቴር  
Ministry of Women and Social  
Affairs

# ETHIOPIAN GENDER DEVELOPMENT INDEX

---

# 2021

Produced by the Network of Ethiopian Women's Associations (NEWA)

December 2021  
Addis Ababa, Ethiopia

© Network of Ethiopian Women's Associations (NEWA) and Ministry of Women and Social Affairs  
All rights reserved. Extracts may be published if the source is duly acknowledged  
This publication is available on the following websites: [www.newaethiopia.org](http://www.newaethiopia.org)  
For further information on this report please contact:  
Ministry of Women and Social Affairs P.O. Box 1293, Addis Ababa, Ethiopia  
NEWA, P.O. Box 19375;  
Email: [newaethiopia@gmail.com](mailto:newaethiopia@gmail.com)  
Recommended citation:  
MOWSA, and NEWA (2021): Ethiopian Gender Development Index (EGDI).  
Design and layout: RAMA solution PLC  
Printed in Addis Ababa, Ethiopia by: RAMA solution PLC

# TABLE OF CONTENTS

---

ETHIOPIAN GENDER DEVELOPMENT INDEX (2021)	0
Forward	v
Forward	vi
ACKNOWLEDGEMENT	vii
ACRONYMS	viii
EXECUTIVE SUMMARY	ix
1. INTRODUCTION	1
1.1 Background	1
1.2 Scope and Objectives of the Assignment	2
1.3 Value Addition	3
2.THEORY, METHODOLOGY, AND APPROACH	4
2.1 Theory	4
2.2 Approach	4
2.3 Definitions of Terms	5
2.4 Limitations of the EGDI	6
2.5 Methodology	6
2.5.1 Review of Legal and Policy Framework on Gender Equality and Women’s Empowerment	6
2.5.2 Indicator Selection and Consultation Process	7
2.5.3 Data Collection, Weighting and Aggregation	8
2.5.4 Normalization of Indicators and EGDI Grouping	9
2.5.5 Links to Other Indicators	9
3. EGDI INDICATORS	10
4. RESULTS AND ANALYSIS	14
4.1 Legal and Policy Frameworks	14
4.2 Rights – Education	18
4.2.1 Quantitative Findings and Analysis	18
4.2.2 Qualitative Findings and Analysis	23
4.3 Health	24
4.3.1 Qualitative Findings and Analysis	24
4.3.2 Qualitative Findings and Analysis	31
4.4 Representation: Power and Decision Making	33
4.4.1 Quantitative Findings and Analysis	33
4.4.2 Quantitative Findings and Analysis	38
4.5 Resources: Gender and Economic Opportunities	40
4.5.1 Qualitative Findings and Analysis	40
4.5.2 Qualitative Findings and Analysis	46
4.6 Composite Ethiopian Gender Development Index	48
4.7 Major Barriers to GEWE Advancement in Ethiopia	50
5. CONCLUSIONS AND RECOMMENDATIONS	52
5.1 Conclusions	52
5.2 Recommendations	54

# LIST OF TABLES

---

Table 1: GDI grouping used for the study	9
Table 2: Gender parity index for primary school (Grade 1-8) by region	19
Table 3: Gender parity index for secondary school (Grade 9-10) by region	19
Table 4: Enrolment in tertiary education program in 2016/17	20
Table 5: Dropout rate for grade 1-8 by region and sex, 2018/19	20
Table 6: Gender disparity in illiteracy between adult men and women (aged 15-49) by region	21
Table 7: Summary table showing gender parity in education (primary and secondary school gross enrolment, primary school dropout, and adult illiteracy)	21
Table 8: Standardized gender parity index in education by region	22
Table 9: Percentage of employed population in the formal economy by sex and region	40
Table 10: House ownership by gender of the household head and region	41
Table 11: Land ownership by gender of the household head and region	41
Table 12: Access to microfinance by gender of the household head and region	42
Table 13: Time spent by persons involved on broad activity by region and sex	42
Table 14: Summary table showing gender parity in time use by region	44
Table 15: Summary table showing gender parity index in economic opportunities and resources by region	45
Table 16: Standardized gender parity index in economic opportunities and resources	45
Table 17: Percentage of civil servants by sex, region and year, 2017/18	33
Table 18: Percentage of voters by sex, region and year, 2014	34
Table 19: Number of police staff by sex, region and year, 2017/18	34
Table 20: Percentage of Member of House of Representatives by sex (2014/15- 2018/2019)	35
Table 21: Number of Judges by sex, region and year, 2017/18	35
Table 22: Percentage of persecutors by sex, region and year, 2017/18	36
Table 23: Percentage of cabinet at federal level by sex 2021	36
Table 24: Summary table showing gender parity index in representation by region	37
Table 25: Scores on Standardized gender parity index in representation	37
Table 25: Percentage of married women using a modern contraceptive method by region and year	25
Table 26: Percentage of married women age 15-49 who received antenatal care (ANC) region and year	26
Table 27: Percent distribution of live births in the 5 years before the survey delivered in a health facility	27
Table 28: Summary table showing gender parity index in health	27
Table 29: Scores on Standardized gender parity index in health	28
Table 30: Percentage of distribution of women age 15-49 who is circumcised by region and year	29
Table 32: Percentage of respondents who agree that with at least one specified reason a husband is justified in hitting or beating his wife	30
Table 33: Percentage of women aged 15-49 who have experienced sexual violence in the 12 months preceding the survey and ever in 2016	30
Table 34: Ethiopian Gender Development Index by region	48
Table 35: Proportion of male/female enrolment undergraduate Program	2
Table 36: Proportion of male/female enrolment graduate program	3
Table 37: Primary School completion rate	3
Table 38: Percentage of women in Ethiopian peacekeeping missions	4
Table 39: Adult mortality (age 15-19) rate per 1000 population by sex, region and year	4
Table 40: Common Gender Equality measures	5

# LIST OF FIGURES

---

Figure 1: The Gender equity continuum	5
Figure 2: Steps used to generate EGDI	7
Figure 3: Gender Parity Index in education by region	23
Figure 4: Gender parity index in economic opportunities and resource	46
Figure 5: gender parity index in representation	38
Figure 6: Ethiopian Gender Development Index by region (2021)	49

## FORWARD

---

### BY THE MINISTRY OF WOMEN AND SOCIAL AFFAIRS

Ethiopia has undertaken significant gender responsive legislative reforms and policy measures in the last few decades and has accepted and ratified international treaties / conventions that are declared to promote gender equality and women's empowerment. Towards realizing these policies and conventions, the government of Ethiopia has created an enabling environment and made institutional provisions.

Yet, the whole Ethiopian gender equality and women empowerment movement has never been smooth and rosy all the way. Among others, there is deep rooted deficiency in data in general, and gender disaggregated data in particular that provide viable indicators to measure or monitor results achieved so far. Hence, the Ministry of Women's and Social Affairs (MoWSA) has initiated and organizing a gender data base system and has put in place the necessary tools and strategies that will enable to effectively implement and monitor the existing laws and policies, including the achievement of the 10 Years National Perspective Plan.

In related pattern, the Network of Ethiopian Women's Association (NEWA) in close partnership with the Ministry of Women's and Social Affairs has produced and launched this Ethiopian Gender Development Index that aims to show the extent to which Ethiopia has advanced gender equality, reduce the gender gaps and address empowerment of women in accordance with its commitments.

The EGDI will serve as a benchmark or standard that shows the status of Ethiopia in terms of promoting gender equality, as well as the gaps we do have in this respect. It is believed to help the efforts MoWSA and all other development actors towards gender equality, to achieve their objective of monitoring and measuring the commitments and results in promoting gender equality. The EGDI is also an important framework to produce standard international reports and programmes that can help to negotiate with donor partners and to mobilize international support, and to plan further interventions by government organizations and CSOs. Hence, the EGDI will be of the benefit of government institution, CSOs, and development partners/donors who want to engage in promoting gender equality goals in Ethiopia.

The Ministry is, thus, appreciating the fruitful result achieved in realizing the production of the Ethiopian Gender Development Index (EGDI) which is jointly developed with the Network of Ethiopian Women's Associations (NEWA). Finally, the Ministry of Women's and Social Affairs takes this opportunity to appreciate NEWA and all involved in all the processes producing this EGDI, and highly encourages all actors to make use of the Index.

H. E. Ergogjie Tesfaye (PhD)

Minister, Ministry of Women and Social Affairs



## FORWARD

---

By The Network of Ethiopian Women's Associations (NEWA)

In the past two decades, Ethiopia has shown a remarkable step in promoting gender equality and women's empowerment by implementing policies and programmes that aimed at addressing the inequalities between women and men in the social, economic, legal and political sectors. The government has taken a number of institutional and policy measures that support gender equality and women empowerment (GEWE) goals and hence these goals are positioned as parts of the national priority and pillar of policy. The need to address women's issue is anchored in the national policy framework by mainstreaming gender within key national development plans such as the past Growth and Transformation Plan (GTP) and the current 10 year perspective plan, as well as different Sector Development Plans of the country.

It is encouraging that gender equality and women's empowerment emerge as primary issue of concern in many development initiatives and objectives. However, in spite of the provision and implementation of different policies, laws, and strategies that are designed to support gender equality and women empowerment initiatives, women's role in and benefit from the social, economic and political spheres is still need much more effort and improvement. Evidences show that the participation and benefit of women across different dimensions of development programmes is not properly addressed.

One of the major factors that suppress down the results and progresses towards gender equality is the lack of reliable and updated gender statistics and indexes that are an important indicators and inputs to measure and monitor the progresses, the gaps as well as the problems and the root causes of gender equality. Hence, this Gender development index is designed to provide the necessary indicators and indexes that show the status and progresses of gender equality development and gender gaps. It is envisaged to be an important instrument that can help to monitor and evaluate the impact of programmes for women and men, to monitor progresses made in promoting gender equality, to identify and analyze the issues and challenges with relation to the gender gaps, and hence to design and implement appropriate policies & measures.

The Ethiopian gender development index (EGDI) is a yardstick or standard that is expected to show the status of Ethiopia in terms of promoting gender equality, the respective gaps and challenges, and the priority focus areas for intervention. Therefore, the production of this is intended to measure the progress and status of gender development, to show the level and standard of Ethiopia in terms of gender equality, and to identify and indicate the gender gaps in Ethiopia. It also enables to provide an internationally standardized gender development report of Ethiopia that can be presented to development partners/donors, and to propose relevant policy recommendations and programme priorities.

Finally, NEWA would like to extend its acknowledgement for the valuable partnership and technical support provided by the Ministry of Women and Social Affairs (MoWSA) in producing this index. In addition, NEWA would like to extend its gratitude to the Gates Foundation for the financial support it has provided for the promotion of gender equality in general and for production of this index in particular.

Saba Gebremedhin,  
Executive Directress of the Network of Ethiopian Women's Associations (NEWA)



# ACKNOWLEDGEMENT

---

This report is the result of collective energies of range of individuals and organizations. NEWA would like to extend its sincere thanks to all the stakeholders who participated in this exercise for bringing it to a successful completion. We wish to thank the Ministry of Women, Children and Youth (MoWCY) and National Advisory Panel (NAP) that constitute people from MoWCY, NEWA, international organizations and relevant CSOs, who gave technical support right from the inception to validation workshop. In the initial workshop conducted in December 2020, decisions were made about what domains and indicators to be included in the index. During the validation workshop held in Addis Ababa in August 2021, important feedback was received from the MoWCY, CSA, international and local CSOs and other participants.

NEWA would like to thank H.E. Muna Ahmed, State Minister at MoWCY, Seleshi Tadesse, Director of the Women's Mobilization and Participation Directorate, and Wro Tsigie Tadele, Advisor of the State Minister at MoWCY, for their continuous support and interest they have shown for the completion of the EGDI exercise. We would like also to thank Dr. Ziade Hailu and Dr. Tilahun Girma who are the authors of this report.

The study was managed by and provided technical support from the management and gender experts of NEWA. Hence, NEWA would like to thank all who had considerable role in producing this index by providing data and professional advice as well as recommendations.

---



# ACRONYMS

---

AGDI	African Gender Development Index
ANC	Antenatal care
BMGF	Bill & Melinda Gates Foundation
BPFA	Beijing Platform for Action
CEDAW	Convention on the Elimination of Discrimination against Women
CSA	Central Statistics Agency
COMESA	Common Market in the East and Southern Africa
DEVAW	Declaration on the Elimination of Violence Against Women
EDHS	Ethiopian Demography and Health Survey
EGDI	Ethiopian Gender Development Index
ETUS	Ethiopian Time Use Survey
GDI	Gender Development index
GEM	Gender Empowerment Measure
GGGI	The Global Gender Gap index
GII	Gender Inequality Index
GPI	Gender Parity Index
GTP	Growth and Transformation Plan
GEWE	Gender Equality and Women's Empowerment
MCH	Maternal and Child Health
MoWCY	Ministry of Women, Children and Youth
MoSHE	Ministry of Sciences and higher education
NEWA	Network of Ethiopian Women's Association
NAP	National Advisory Panel
SGBV	Sexual and Gender Based Violence
SDG	Sustainable Development Goals
SNA	System of National Accounting
UNICEF	The United Nations International Children's Emergency Fund
UNECA	United National Economic Commission For Africa
UNESCO	The United Nations Educational, Scientific and Cultural Organization
VNR	Voluntary National Review
WDI	Women Development Index

# EXECUTIVE SUMMARY

---

This report by Network of Ethiopian Women Association (NEWA) and Ministry of Women, Children and Youth (MoWCY) presents the status of gender equality in Ethiopia highlighting the disparities between men and women in the areas covered by the index. The main objective of this exercise was to produce a report, which shows the extent to which Ethiopia has advanced in gender equality, reduced the gender gaps and addressed empowerment of women in accordance with all its national and international commitments. The report also indicated the extent to which Ethiopia has been meeting its national and international commitments to gender equality and women's empowerment agenda. The report is based on the findings from Ethiopian census, national surveys and administrative records. The report identifies the following issues and conclusions on the status of gender equality. From the findings and discussions made the following conclusions can be drawn as follows

First, Ethiopia has introduced progressive legislative reforms for gender equality and women's empowerment by the adoption of various legislations such as the prohibition of sexual harassment at work place (federal civil servants); the establishment of the Office of the Federal Attorney General of Ethiopia, which covers the provision of free legal services to women who do not have sufficient resources, women development strategy, and other policy frameworks. In brief, there is better policy commitment, institutional mechanism, and involvement of civil society organizations. However, the critical challenge remains to be the implementation of policies, enforcing the laws and capacity enhancement and budget allocation.

Second, Women continue to face a number of barriers that prevent them from accessing health services and fully participating in political and public life. Across the sub indexes, on average, the largest gender disparity is reported in health (11%) followed by the Political Empowerment gap. Only 14 % of the representation gap has been closed in 2020. Better score are shown in participation in parliament, number of registered voters and in cabinet position, but these achievements are not institutionalized and its continuity is not guaranteed. Gender participation in police force, in judiciary in attorney general office and even the cabinet reveal high gender disparity. Social attitudes, illiteracy, burden of unpaid care work and dependency on men affects women's participation in politics and public life.

Third, the third largest gap is reported in Economic and in Education sector; only 47 % of this gap has been closed so far in both sectors. In Economic sector, while there is low and medium low disparity in participation in formal employment and house ownership and there is high and medium high disparity in land ownership and time use and there is high disparity in relation to access to economic resources (e.g. microfinance).

Forth, by closing educational gap by 47 percent, educational attainment gaps are relatively small, revealing medium low disparity in gross enrollment and low disparity in school drop out rate. However, there is a high level of disparity in literacy level.

Fifth, women spend more time engaging in unpaid work than men, leaving them less time to devote to remunerative employment, participation in political and public life and learning. Limited access to education and vocational opportunities, compared with men, contributes to women being overrepresented in low-paid domestic work with limited social protection and precarious working conditions

Sixth: While some efforts are exerted to permeate gender mainstreaming concept at Woreda level, there is no or limited gender related data available at the institutions tasked with promoting gender equality. It appears the woreda level understanding remains to be still at Women in development stage rather than gender in development. In other words, the gender understanding of local government offices at kebele and woreda level is limited and statistical data is rarely compiled.

Overall, despite considerable progress made by women's participation of education, politics, economic opportunities and access to health services, data suggest that an Ethiopian woman lag farthest behind men at all levels. The results outline the existence of structural, social, cultural, political and economic barriers that hinder effective female participation. Gender norms and roles continue to affect gender equality and women's empowerment.

## RECOMMENDATIONS FOR ACTION

Based on findings, conclusions, CEDAW (2019) concluding observations and Beijing +25 reviews, the following recommendations are targeted at CSOs and other development partners as well as aimed at the policy makers for action.

### RECOMMENDATIONS FOR ACTIONS: CSO AND OTHER DEVELOPMENT PARTNERS

The Civil society organizations could build on their community level experience and work with grassroots organizations to promote gender equality and women's empowerment agenda by taking the following actions.

- Engage in targeted awareness campaigns to effect changes in attitudes and encourage women and girls to claim their legal rights.
- Undertake education awareness programs that target parents and community leaders in order to tackle the biased cultural and social norms that impede the educational achievement of girls;
- Carry out awareness-raising campaigns that target the general public, the judiciary, law enforcement institutions and traditional and customary institutions on the legislation, policies and programs to promote women's access to economic opportunities and resources. Gender equality awareness rising needs to be given not only to the public but also targeted at individuals at leadership position. Undertake education awareness programs targeting politicians, the media, leaders of traditional governance institutions and the general public to highlight the importance of women's full and equal participation in political and public life, in particular in leadership positions at all levels.
- Advocate so that gender equality remains political agenda
- Advocate and generate continuous public support to hold governments accountable for the implementation of international commitment.
- Generate evidence. Collection of sex-disaggregated data is essential to assess the status of gender equality and to engage in evidence-based advocacy. Strengthen the collection and management of data and statistics disaggregated by sex, age, geographical location, socioeconomic status and other relevant factors on participation and progression
- Advocate for women's quotas and affirmative action to promote the participation of women in political and public life. Advocate for legislative-mandated quotas for proportion of women in the national parliament and in local governance structures.
- Support women's entrepreneurship through creation of greater access to skills, and financial and business support services.
- Help reduce the burden of unpaid work through better infrastructure, in particular energy, water, sanitation and transportation, the provision of affordable care services.
- The CSOs should seek to increase the access of women to loans and other forms of finance, including by providing them with soft loans and improving their business and financial knowledge, and promote their access to income-generating activities.
- Support women to gain access to justice by increasing their awareness of their right to legal aid;
- Provide appropriate training on women's rights and gender equality, specifically adapted to the needs of Islamic and customary courts.

- Intensify collaborative efforts with the media to inclusively and accessibly raise public awareness of gender stereotypes that persist at all levels of society, with a view to their elimination.
  - Provide members of the judiciary, prosecutors, police officers and other law enforcement officials with adequate training on women's rights and on gender-sensitive investigation and interrogation procedures in cases of gender-based violence against women;
  - Collect data on gender-based violence against women, including on the number of cases of violence against women and complaints lodged, the sanctions imposed on perpetrators, the number of women who are victims of violence who have been provided with legal assistance and relevant support services, and the number of women who are victims of violence who have received compensation.
- high. Strengthen adult literacy programs, especially in rural areas.
  - Ensure that primary education is compulsory for and inclusive of all children and reduce the indirect costs of schooling, with a view to eliminating them;
  - Intensify efforts to improve enrolment, retention and completion rates for women and girls at all levels of education;
  - Ensure that every school has adequate and accessible sanitation facilities for girls to prevent them from missing or dropping out of school because of menstrual management challenges;
  - Ensure a safe school environment for girls and strengthen effective reporting and accountability mechanisms for investigating and prosecuting cases of sexual abuse and harassment of girls in schools;

## RECOMMENDATIONS FOR ACTIONS: THE ETHIOPIAN GOVERNMENT

In general the government needs to strengthen gender-mainstreaming agenda and this should be one of the standards against which the performance of decision-makers is assessed. Accountability can be promoted through setting gender targets and its evaluation. In addition, there is a need to establish a special fund to empower women in small and medium-sized enterprises. Similarly, allocate adequate organizational, human, technical and financial resources to promote gender equality in all sectors in particular with regard to women in rural and remote communities of high importance. Specific domain related recommendations targeted at the state are presented as follows.

### Rights - Education

- Gender disparity in literacy rate is

### Resources - Economic Participation and Opportunity

- Evidence shows access to microfinance is low. Expand the access of rural women to microfinance and microcredit at low interest rates to enable them engage in income-generating activities and start their own businesses.
- Promote women's ownership of land and enhancing the security of their land tenure, and ensure that rural women are involved in the development and implementation of agricultural policies; Ensure that women not only receive land certificates but actually drive economic benefits from their land resources.;
- Put mechanisms in place to reduce the burden of unpaid work through better infrastructure, in particular energy, water, sanitation and transportation, the provision of affordable care services.

- Data suggests women are less represented in formal employment. Increase women's access to decent work, promote their transition to the formal sector and ensure that women employed in the informal sector are effectively covered by social and labour protection;
- Women's entrepreneurship: Undertake new measures and strengthen current ones to promote women's entrepreneurship and ensure that they have greater access to skills, and financial and business support services.

Ensure that women domestic workers are guaranteed the same level of protection and benefits as other workers, and strengthen efforts to protect them from abusive and exploitative working conditions;

### Representation – Power and Decision Making

- Women's participation in politics and decision is the lowest. There is a need to consider introducing new quotas and other affirmative action measures to promote women's participation in political and public life at all levels, in particular in the civil service, managerial positions and the judicial service;
- Support women's political leadership by investing in women's education and economic assets, and political internships.
- Take specific measures to build the capacity of women candidates and provide incentives to encourage political parties to nominate equal numbers of women and men to stand for election;
- Conduct awareness-raising campaigns for politicians, community and religious leaders, the media and the general public on the importance of the participation of women in political life and decision-making positions.

### Rights- Health

- It is difficult to locate gender data in health. There is a need that MOH strengths gender dimension in its HMIS initiatives.
- Provide for people to have access to comprehensive information regarding sexual and reproductive health and rights and affordable, modern methods of contraception to all women and girls to reduce unwanted and teenage pregnancies and unsafe abortions.
- Improve the coverage of and access to health services at a lower cost throughout its territory by allocating sufficient budgetary resources to the establishment of hospitals, in particular in rural and remote areas,
- Increase and improve the provision of sexual and reproductive health information and services to women and girls, including in rural areas, on the basis of the principles of inclusion and accessibility;

### GBV and HTPs

- Adopt the national free legal aid strategy developed in 2015 with the provision of procedural and age-appropriate accommodations<sup>1</sup>
- Ensure that appropriate budget allocations are made for the provision of legal aid to women and girls;
- Establish fully funded and capacitated Ministry or a Commission whose mandate is Gender Equality in order to meet international targets.
- Gender machineries need to introduce and move away from women in development approach to gender in development.

---

<sup>1</sup> CEDAW concluding remarks recommendation (2019) underlines on legal aid issues and the need for implementation of the strategy.

- Allocate adequate organizational, human, technical and financial resources to the institutions that promote gender equality to enable it to carry out its mandate to coordinate, monitor and assess the impact of the implementation of public policies and national action plans for the advancement of women.
- Strengthen mainstreaming gender perspectives in all laws and policies, and ensure its coverage of the entire territory;
- Adopt a comprehensive and inclusive law on gender-based violence, addressing all forms of violence against women, including acid attacks, domestic violence, rape, marital rape, gang rape and other forms of sexual violence;
- Integrate age-appropriate education on sexual and reproductive health and rights into school curricula, including comprehensive sex education for adolescent girls and boys.

“Strengthen  
mainstreaming  
gender  
perspective  
in all laws and  
policies ”

# 1. INTRODUCTION

---

## 1.1 Background

Ethiopia's commitment to gender equality and women's empowerment is reflected in the legal and policy frameworks and in the ratification of international conventions. Despite progressive legal and policy framework the long-standing and deep-rooted inequality and discrimination against women is not fully resolved. A power imbalance in the society is rampant, women's political participation is low, and women face challenges to access health and education. As a result gender equality agenda is receiving attention. The establishment of the Ministry of Women, Children's and Youth Affairs (MoWYCA), and involvement of other local and international development partners indicate that Gender agenda is high on the priority of the country

There are various organizations that engage in evidence based gender advocacy and lobbying to influence policy and practice. This exercise, however, is affected by dearth of an up-to-date data. The Ministry of Women, Children's and Youth Affairs (MoWYCA) and Network of Ethiopian Women's Association (NEWA) realizes that despite efforts by different organizations, there is still a concern about readily available and updated gender statistics in the country. Most of the available data is produced with the intention of measuring progress for inter-country comparison lacking in-depth quantitative and qualitative analysis focusing on the country in question. In cases when data is available, it is scattered and outdated making it difficult to have a complete picture of gaps in gender equality.

And therefore, in collaboration with its partners, and MoWCY, NEWA has decided to engage in the initiative of developing Gender and Development Index for Ethiopia. Gender related indexes are produced by various organizations at global and regional level. Review of literature indicates that there are over three hundred different indicators used to measure gender equality, as well as a number of prominent indices. The most prominent indices of gender equality include UNDP's Gender related Development Index (GDI), the Gender Empowerment Measure (GEM) introduced in 1995 and also Gender Inequality index (GII) introduced in 2010. Other measures include the Gender Equality Index (GEI) introduced by Social Watch in 2004, the Global Gender Gap Index (GGGI) developed by the World Economic Forum in 2006, and the Social Institution and Gender Index of OECD Development Centre in 2007.

However, international indicators do not always translate usefully to the local or regional levels. Gender inequalities play out in different ways depending on the social, cultural or political context. Accordingly, the Africa Gender and Development Index (been designed for use by African governments as a tool for monitoring progress towards gender equality. AGDI is made of 42 indicators constituted from the social, political and economic blocks AGDI) was produced adapting measures of GDI and GEM to the regional context. The AGDI has. The AGDI has also included qualitative measures based on Women's Progress Scoreboard template.

In addition to the global and regional level measures there are also country level gender equality indicators that are developed by individual nations. These indicators are key to measuring the implementation of national, regional and global commitments to gender equality focusing on ground level situation

In similar spirit, the Ministry of Women and Children Affairs (now Ministry of Women, Children and Youth Affairs- MoWCY) commissioned a study and produced Women Development Index (WDI) in 2014. The index was computed from 53 indicators and it was one of the first exercises that attempted to supply comprehensive country level data on gender equality indicators. While it is very useful material that provided information on diverse topics, it is not widely known and the employment of more than 50 indicators appears to have slightly affected the usability of the tools. Most global indicators are not more than 20. In addition, WDI did not provide qualitative information on the status of Ethiopia's national and international commitments on reducing women's marginalization. Moreover, while ideally indices need to be computed annually, it has been six years since the WDI report was published.

Recently, UNICEF produced a report on "Gender Equality, Women Empowerment and Child Wellbeing in Ethiopia (2019) which attempts to construct Women Empowerment index for Ethiopia. The domains used for the study are 1) Education (literacy and educational attainment), 2) Economic (employment status), 3) Familial/Interpersonal (participation in decision of how to spend husband's/partner's earnings, participation in decisions on seeking healthcare for oneself, participation in decisions on large household purchases, and participation in decisions to visit family/relatives), and 4) Attitudes towards wife-beating. The UNICEF report was more interested in empowerment than in assessing gender inequality

Under this backdrop, NEWA in partnership with MoWCY facilitated a data collection and analysis that led to the development of gender development index for Ethiopia-2021. Existing evidence suggests that such data on gender index leads to more gender-friendly and stronger political, social and economic development outcomes by way of equipping gender advocates with clear data revealing success and gaps.

The findings provide data that help the national women structures and the government to take appropriate informed actions to implement and revise gaps in existing policies and laws to address gender inequalities in the country.

## 1.2 Scope and Objectives of the Assignment

The general objectives of the initiative is to produce a GDI report, which shows the extent to which Ethiopia has advanced gender equality, reduced the gender gaps and addressed empowerment of women in accordance with all its national and international commitments.

Specific objectives of this exercise includes:

- To provide Ethiopian Government and civil society actors with current data on the status of Gender Equality and gender gaps;
- To measure the advancement of Gender Equality in accordance with the international, Africa, regional and Ethiopia's commitments;
- To identify the gender gaps which exist in major sectors of development in the country;
- To develop gender indicators with reference to the thematic areas in the National Policy on Women of Ethiopia and other development Strategies of the country.
- Strengthen the capacity of national actors to monitor progress made by Ethiopia in implementing ratified conventions, and other gender commitments for better advocacy and lobbying purposes.

The scope of the study, under the guidance of NEWA, the Federal Ministry of Women, Children and Youth (MoWCY) and the National Advisory Panel is presented as follows:

- Conduct a situational overview of the gender situation in the country in line with the International, Regional and National instruments.



# “Sameness, Difference and Transformative Approaches”

- Combining measures from different sources [UNDP's Gender related Development Index- GDI, Gender Inequality Index - GII, World Economic Forum's Global Gender Gap Index- GGI, African Gender and Development Index-AGDI and also Ministry of Women and Children Affairs, Women Development index- WDI] propose the best indicators that reflect Ethiopia's gender priorities and contexts. Best indicators are generally believed to be simple, easy to calculate and interpret and for which gender statistic is available at the country level.
- Develop tools and methods to be utilized for the development of the National Gender Index for the collection of both qualitative and quantitative data.
- Design disaggregated data reporting format (tools) by relevant sectors as required in the reporting instrument.
- Carry out consultations with relevant government Ministries, autonomous agencies and non-government organizations including the local governments, law enforcement agencies, Judiciary, Gender Focal Persons and relevant Civil Society Organizations to assess the achievements and identify the key challenges and gaps relating to gender in sectorial strategies and policies
- Compute the Ethiopia's Gender and Development Index using combination of measures.
- Produce and present the draft of the report to national Advisory Panel and incorporate inputs into the final report.

## 1.3 Value Addition

Why the need for another gender development index?  
MoWCY and NEWA believe there is a need to develop an Index using current data for the following purposes.

- It takes into account major Ethiopian policies that have a bearing on gender.
- Its computation is based on nationally available, regularly conducted statistics.
- EGDl can be adapted and domesticated at regional and Woreda level for comparison & tracking progress.
- It identifies gender gaps in selected contextualized Domains
- Combines qualitative and quantitative measures;
- EGDl is also expected to be a good SGD implementation-monitoring tool
- EGDl is simple to compute but scientifically rigorous;
- EGDl employs a gender transformative approach;
- Contribution of Local Civil Society initiative

# 2. THEORY, METHODOLOGY AND APPROACH

---

## 2.1 Theory

European Institute for Gender equality (2013) indicates that the theoretical positions of gender indices are different and have developed from several theoretical perspectives including human development, women's empowerment or, increasingly, gender equality<sup>2</sup>. For instance, the GDI (Bardhan and Klasen, 1999) by UNDP supported the premise of seeing gender inequality as a human development issue (not primarily an issue of women's empowerment) that would facilitate policy discussions on gender inequality and further the collection of sex-disaggregated data for analysis and policy.

Similarly, the Gender Status Index (GSI), which is the quantitative part of AGDI, is divided into three components, following Sen's division into capabilities, opportunities and agency<sup>3</sup>. Sen's vision also underlies the Human Development Reports and is the basis of the construction of the GDI. According to Sen, to measure the 'success' of development processes it is not sufficient to indicate an increase in income alone. The three components mentioned above must be included as well. Therefore he suggests that the capabilities people have to enter into a development process are indicated as follows; first people must be healthy and knowledgeable; second, they must have sufficient economic opportunities and third they must have voice, or political power (agency) to successfully engage in development processes<sup>4</sup>.

Other indices are built with an explicit focus on adopting a women's empowerment position. In this case no comparison is made between achievements on male and female outcome of policy intervention. Examples of such indices include: the Relative Status of Women Index, the Gender Inequality Index which is designed to capture women's disadvantage in the dimensions of empowerment, economic activity and reproductive health.

The Ethiopian Gender development Index (EGDI) slightly departs from a perspective of women's Empowerment and human development and embraces a gender approach. It does so by encompassing "sameness, difference and transformative approaches" in which short and long term aspects of gender is considered. This is reflected in EGDI's variable selection in building the composite index.

## 2.2 Approach

If a theory is an explanation for how facts relate to one another, then an approach is a methodology for obtaining those facts in the first place<sup>5</sup>. And so, the task of developing the Gender Development Index calls for a clear direction of what is the purpose of gender equality and how do we address the purpose, with three broad approaches. IEGE (2013) provides three approaches, which adapt for the construction of this EGDI. These are a) equality through sameness (equal opportunities or equal treatment, legal redress to treat women and men the same); b) equal valuation of difference which means positive action (recognizing that there are differences between men and women and that specific measures or special programs are required to address disadvantages experienced by women as a consequence of those differences); and c) the transformation of gendered practices and standards of evaluation (Walby, 2005). It aspires to move 'beyond gender' and attempts to problematize not only the exclusion of women, or men as a norm, but the gendered world in itself (Verloo, 2005).

---

<sup>2</sup> EIGE (2013), Gender equality Index

<sup>3</sup> Sen, Amartya (1985) *Commodities and Capabilities*, Lectures in Economics Theory Policy. New York: Oxford University Press.

<sup>4</sup> UNECA, (2011), *the African gender and development index*

A transformative approach tackles how existing systems and structures cause indirect discrimination and altering or redesigning them as appropriate. And so, EGD incorporates all three approaches in its indicator selection. Further, NEWA takes a more transformative approach to gender programming as shown in Figure 1 and the EGD is mindful of greater focus on transforming harmful gender norms, especially in the contexts of GBV, and other violence's against women and other health related indicator selections. These approaches are in line with the Women, Children and Youth affairs 10 years Development Plan that considers gender transformative approach as one of its strategies. In its quest to ensure gender transformation, the Government commits to strengthen women's Rights, Representation and Resources (three Rs) in the next ten years. The three R methods is a transformative agenda that aims to change structures and enhance the visibility of women and girls as actors<sup>6</sup>.

Considering the paramount importance of the national plan, and to support its performance monitoring, EGD dimensions are divided in to the three Rs. Education and health are grouped under rights, Economic issues under resources and Power and Decision making grouped under "representation" dimension.

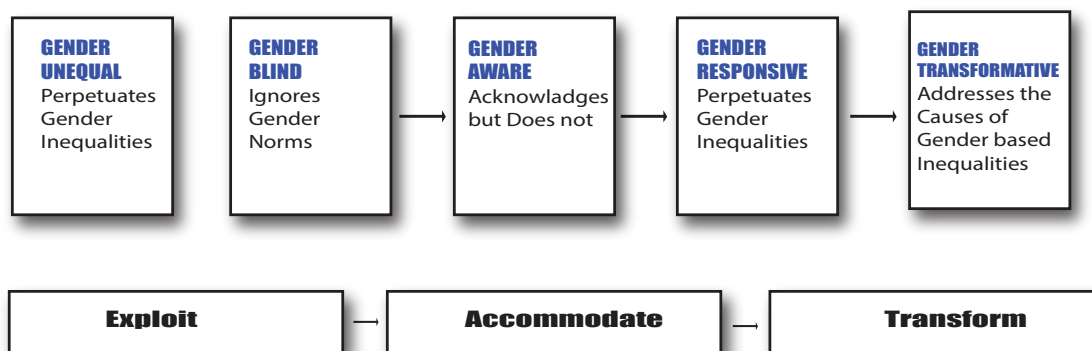


Figure 1: The Gender equity continuum

### 2.3 Definitions of Terms

In the design and construction of composite index there are some common terminologies that need clarification. These are "dimension, indicators, and composite index"<sup>7</sup>.

**Dimension:** the dimensions represent different domains or aspects of the phenomenon being measured. For example, a composite indicator of wellbeing may cover dimensions such as income, employment, health and education.

**Indicators:** Indicators are criteria or measures against which changes can be assessed. They may be pointers, facts, numbers, opinions or perceptions – used to signify changes in specific conditions or progress towards particular objectives. For instance, the indicators we chose to measure Education are – literacy, enrolment rate (primary, secondary) and dropout rate.

**Composite Index:** A composite indicator is formed when individual indicators are compiled into a single index, on the basis of an underlying model of the multi-dimensional concept that is being measured<sup>8</sup>. A composite indicator may include several dimensions.

5 EIGE, (2013), Gender equality Index

6 Ministry for Foreign Affairs (Sweden), 2019, Handbook of Sweden's feminist foreign policy

7 UNECA (2017), Typology of indicators

8 Ibid

## 2.4 Limitations of the EGDI

Like most gender equality measures, EGDI, does not assess gender relations in reference to absolute levels of well-being. It only measures the gender gap, irrespective of the general socioeconomic performance of a country. The EGDI must thus be used in combination with measures that do indicate such absolute levels.

For the lack of meaningful health data that can affect gender related programming and policy, the EGDI computation does not include health sub-dimension. This is regrettable but non-gendered data are provided for the sake of supplying data on health services. In addition, although the EGDI captures relatively a wider range of gender concerns, preference for simplicity and lack of data there are still gaps in capturing comprehensively gender equality variables.

The EGDI uses national data which allows the research teams to present a wider set of data than are used in the other indices, and that the data are more recent than data from competing indices. However not all data that the EGDI ideally requires are always available and the use of national data may entail problems of harmonization of these data.

Furthermore, while EGDI reveals some aspect of Empowerment, it is not intended to measure women's empowerment per se. In the authors view, recent work by UNICEF (2019) has addressed that gap.

## 2.5 Methodology

In order to build the GDI for Ethiopia, recommendation guides in composite index building practices were followed. The criteria of relevance, participation, and methodological integration, simplicity and data availability were followed. Developing a composite index

involved several conceptualization steps and processes. The following steps shown in the figure 2 were largely followed: presentation of a clearly articulated legal and policy framework on gender equality and women's empowerment both nationally and locally; indicator selection, data collection, weighting and data aggregation; normalization of indicators; sensitivity analysis, showing links to other indicators, and presentation and dissemination of results. The entire process of the EGDI preparation involves relevant documentation at the end of each phase. Each step that were followed are presented.

### 2.5.1 Review of Legal and Policy Framework on Gender Equality and Women's Empowerment

A good understanding of legal and policy frameworks on existing gender equality and women's empowerment were the starting point in constructing composite indicators. The framework defined the phenomenon to be measured and its sub-components, selecting individual indicators, decision on weights that reflect their relative importance and the dimensions of the overall composite. This process was based on what is desirable to measure and not on which indicators are available. The review provided the basis for the selection and combination of variables into a meaningful composite indicator to get a clear understanding and definition of the multidimensional phenomenon to be measured; to structure the various sub-groups of the phenomenon; and to compile a list of selection criteria for the underlying variables.

Some of the documents that were reviewed include<sup>9</sup>, the 10 years Development Plan, the Constitution of the Federal Democratic Republic of Ethiopia (1995); the Health Sector Transformation Plan (2015/16-2019/20), the Education Sector Development Plan 2016-2020, National Policy on Ethiopian Women (1993); Family Law (2000); Criminal Law (2005); National Gender Equality Strategy and Action Plan for Gender Equality (2006-2010); Ethiopian Women Development and Change Package, the National Adolescent and Youth Health Strategy (2016-2020), and the National Human Rights Action Plan (2013).

In terms of international conventions and agreements, the following were reviewed: SDGs voluntary report by the Plan commission, the

Beijing Platform for Action (1995) report by the MWCY (2019), Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) committee response (2019), Convention on the Political Rights of Women (1953), Declaration on the Elimination of Violence Against Women (DEVAW) (1993) and also ILO Conventions and policies on equitable working conditions and so on.

Evaluating these documents and reports on its performance helped to focus and make decisions where there are gaps and concerns. For instance, the literature review indicated major areas of gender-based discrimination and disadvantage in a certain sector; Those sectors were targeted in building the EGDI.

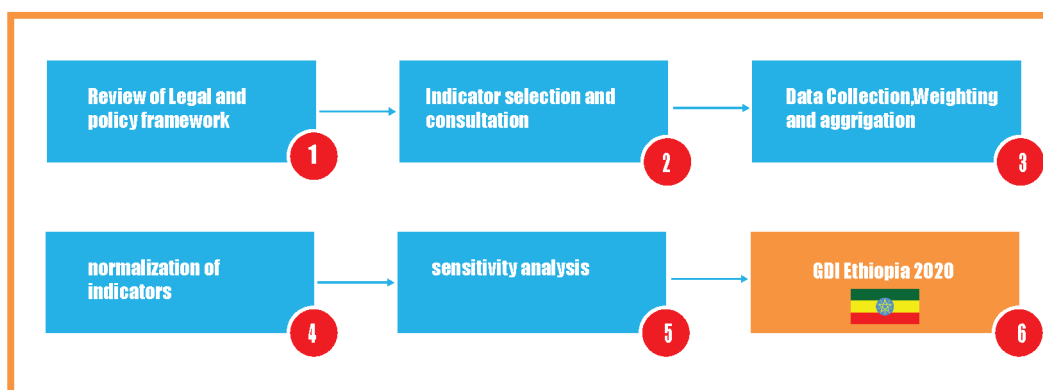


Figure 2: Steps used to generate EGDI

### 2.5.2 Indicator Selection and Consultation Process

Review of policy and legal frameworks assisted in proposing contextualized indicators and parameters leading to decide what to measure. The choice of what to measure will be different for different actors. Literature on the topic shows<sup>10</sup> that most often Governments could be concerned with monitoring progress for women and men, development agencies might focus on evaluating the impact of their gender programs, while gender equality activists may be measuring gender inequality or injustice. Efforts will be made to respond to the priorities of these groups.

Most often the designer is encountered with the dilemma during the selection of variables for use in constructing the measures. This work is not an exception as we were faced with the choices between adopting a broad or a narrow selection of indicators. If one uses narrower indicators it is easier for interpretation and data availability but the risk of a narrow selection is that the indicators chosen may not be relevant to what the index purports to measure. At the other extreme, we are aware a more encompassing selection of indicators improves the ability to validly measure every aspect of a phenomenon, but it can then prove more difficult for readers to understand what the index scores represent indicators<sup>11</sup>.

<sup>9</sup> Similar procedure was followed by UNICEF: Gender Equality, Women Empowerment and Child Wellbeing in Ethiopia (2019)

<sup>10</sup> Justina Demetriades (2009), Gender Equality indicators: What, why and how. DAC Network on Gender Equality.

<sup>11</sup> Foa, R., & Tanner, J. (2012). Methodology of the indices of social development (No. 2012-04).

However, as a general principle, we proposed variables on the basis of their relevance, analytical soundness, timeliness, accessibility, for the decision making purpose of the National Advisory Panel (NAP). Based these principles, in the month of December 2020, the proposed domains and indicators were presented for consultation at the National Advisory Panel (NAP) workshop. Members from the MoWCY, CSA, international and local CSOs were present. The meeting was instrumental in focusing areas of interest for stakeholders and also suggestions on where data could be accessed. Based on the feedback received during the consultation session, the inception report included the final selected indicators and proposed the way forward.

### 2.5.3 Data Collection, Weighting and Aggregation

Based on the agreed indicators and its domains, data were collected from various sources. Information was compiled from Census (2007), Surveys and administrative data. The most widely used Surveys conducted by CSA were, Household Income Consumption and Expenditure Survey, National labor force survey, Ethiopian Time use survey, Demographic and Health survey, Welfare monitoring Survey, and other surveys from Ministry of Health, Education, Agriculture and administrative data. The CSA gender directorate compiled "Regional level gender Disaggregated Data Mining and Analysis report" (2019) was instrumental in supplying information that led to index computation.

For the qualitative data, ECA's Africa Women's Progress Scoreboard template that includes qualitative information on economic, social and political dimensions were utilized to produce the qualitative instrument and collect data from Federal and woreda level respondents. In addition, data was collected from Woredas in Addis Ababa, Dedo in Jimma Zone and Angolelana Tera in North Showa. Information collected from these places helped understand

the status of gender equality agenda and provided insight about the challenges and opportunities faced to collect data from the lower structures.

After successful data collection, the next step was making decisions on assigning weights to indicators in order to produce the final index. Four basic types of solution to this problem can be found among the existing range of composite indices<sup>(12)</sup>: the use of equal weights among items; theoretically categorized weights; schematic weights and variable weights. Considering national priorities in policies and development strategies, participatory methods can also be considered to be used to assign weights using discussion forums with relevant stakeholders.

After zeroing in on the possibilities of employing higher statistical multivariate analysis such as the use of principle components analysis (PCA), regression analysis, we decided to employ Equal Weighting Approach. This method simply means that each item of data used by an index is averaged in order to produce a final score. Of course, this exercise is not the first initiative to employ this method. For example, the Basic Capabilities Index (formerly the Quality of Life Index) takes a simple average of the rescaled values of each indicator (Social Watch 2007). However, since the equal weights approach has the tendency to affect the average value, some indicators were left out so that the general picture is not distorted. For instance, the participation of women in international peacekeeping missions was obtained but was not included.

In addition, in case of the health measures adjustments were made with existing national plans. Percentage of married women using a modern contraceptive method was adjusted considering the HSTP Health Sector Transformation Plan (2015/16-2019/20 (2008-2012 EFY), 2015, of the Ministry of Health.

---

<sup>12</sup> *ibid*

Similarly, Percentage of married women age 15-49 who received antenatal care (ANC) was adjusted as per the national plan called Health sector transformation plan I, (health and health related indicators, 2012EFY (2019/2020G.C) by the Ministry of Health. The same was true for institutional delivery.

#### 2.5.4 Normalization of Indicators and EGDI Grouping

To construct values of a chosen indicator, first the indicators, which are in different units, must be comparable say, using geometric mean. Most often, the indicators are transformed into indices on a scale of 0 to 1, except for few exceptional variables. The normalization process will help us to discuss the presence of outliers in the dataset, to make scale adjustments (if necessary), and to transform highly skewed values in the selected variables.

The GDI groups are based on the absolute deviation of GDI from gender parity,  $100 \cdot |GDI - 1|$ . Accordingly, we decided to categorize the

level of gender disparity into low disparity, medium-low disparity,<sup>13</sup> medium-high disparity, and high disparity. Gender disparity is close to 1 if both genders have equal access to services and other opportunities, and it is close to 0 if the disparity is high. Accordingly, in our analysis, we categorize the gender parity into four low, medium-low, medium-high, and high levels. Where low to be  $p \geq 0.9$ , medium-low for  $0.8 \leq p < 0.9$ , medium-high  $0.7 \leq p < 0.8$ , and high  $p < 0.7$ . For ease of computation and comparison across regions in a more understandable manner, we labeled 3 for the low disparity, 2 for the medium low disparity, 1 for the medium high disparity, and 0 for the high disparity. The average index value is divided by 3 (the highest value) to standardize the disparity index between 0 and 1. The index value closer to 1 indicates better performance, while values closer to 0 indicate weaker performance in addressing gender disparity. This procedure applies to all the other indexes we computed in this report.

Table 1: GDI grouping used for the study

Full disparity	High Disparity	Medium High Disparity	Medium Low Disparity	Low Disparity	Full parity
0	$p < 0.7$	$0.7 \leq p < 0.8$	$0.8 \leq p < 0.9$	$p \geq 0.9$	1
Labeling and interpretation	0	1	2	3	
Worst gender equality performance					Gender equality is achieved

#### 2.5.5 Links to Other Indicators

A comparison between the newly developed EGDI and other well known measures of gender related phenomena can be very useful to evaluate the capacity of the former to produce meaningful and relevant results. However, as a result of differences in method and indicators

employed, the comparison may not be practical. For the sake of information, outcome from WDI by MWYC and GGI were presented.

13 The UNDP based index uses similar categorization

# 3. EGDI INDICATORS

EGDI consists of three dimensions: Rights, which measures Education; Resources, which measures economic opportunities; and Representation, which measures power and decision-making. The domains are measured using relevant indicators. EGDI, which is the composite index, contains 16 indicators divided into 3 dimensions. However, due to gender disaggregated data constraints health dimension was provided separately with six indicators.

## [A] Education

Indicators selected for use in the construction of the education component of the GDI include adult literacy rate; enrolment rate in primary, secondary, and tertiary education; and school dropout rates.

- The literacy rate is defined as the percentage of the adult population of a given age group that can read and write.
- The enrolment rate in education is a measure used in the education sector to determine the number of students enrolled in school at several different grade levels (primary, secondary, and tertiary).
- The dropout rate is the percentage of students failing to complete a particular level of school or college course.

## Data Source

- Ministry of education is the principal source of current data for the construction of the index at a country level while regional, and woreda level index can also be developed using statistics from the respective education bureau and woreda offices. Where the required data is not available at the woreda level, regional indicators for that specific variable can be used.
- The data for tertiary level education is obtained at a country level from the Ministry of Science and Higher Education (MoSHE), which is responsible for leading the development of science, higher education as well as the technical and vocational education and training (TVET) in Ethiopia.
- Data on literacy status is available from the national census and other national-level statistical reports from CSA.

## [B] Economic Resource

Formal employment status, land ownership, house ownership, time use and access to microfinance are used to measures the dimension of the economic resource in the construction of the EGDI.

### E-1: Land/house ownership

#### Indicator construction

- Percent of male who own land is calculated as  $(\frac{\text{The number of male who own land (alone or jointly with others) in a given area}}{\text{Total number of male included in the study in a given area}}) \times 100$
- Per cent of female who own land is calculated as  $(\frac{\text{The number of female who own land (alone or jointly with others) in a given area}}{\text{Total number of female included in the study in a given area}}) \times 100$



- The ratio of land ownership is calculated as (the per cent of female who own land (alone or jointly with others) in a given area / the per cent of male who own land (alone or jointly with others) in a given area) x 100
- Per cent of male who own house is calculated as (The number of male who own house (alone or jointly with others) in a given area/Total number of male included in the study in a given area) x 100
- Per cent of the female population who own a house is calculated as (The number of females who own house (alone or jointly with others) in a given area/Total number of female included in the study in a given area) x 100

#### **Data Source**

- Formal employment, the ratio of land/house ownership, can be computed based on National Welfare Monitoring survey<sup>14</sup> data. Times use was based on Ethiopian time use survey (2013) of the CSA.

#### **E-2: Access to a microfinance institution (MFI)**

##### **Indicator construction**

- Per cent of male-headed households with access to microfinance services is calculated as (The number of male-headed households with access to microfinance services in a given area/Total number of households in a given area) x 100
- Per cent of female-headed households with access to microfinance services is calculated as (The number of female-headed households who had access to microfinance services in a given area/Total number of households in a given area) x 100
- The ratio of access to credit is calculated as (the per cent of female-headed households with access to microfinance

services in a given area /the per cent of male-headed households with access to microfinance services in a given geographic area) x 100

#### **Data Source**

- The national welfare monitoring survey data from the Central Statistical Agency (CSA) gathered data on household-level access to and use of small scale loan and saving (microfinance) services.

#### **E-3: Employment**

##### **Indicator construction**

- Women employment rate is computed as (the number of employed women age 15-49 in a given area/the total number of women age 15-49 in a given area) x 100
- Men employment rate is computed as (the number of employed men age 15-49 in a given area/the total number of men age 15-49 in a given area) x 100
- Employment ratio is computed as a ratio of (per cent of employed women age 15-49 in a given area/the per cent of employed men age 15-49 in a given area) x 100
- Percentage distribution of women age 15-49 by employment status, according to background characteristics, Ethiopia DHS

#### **Data Source**

- Employment ratio was computed from National Labour Force survey data. Employment is a background data in almost all national surveys. Therefore, current figures from these national surveys can also be used.

#### **E-4: Time use**

##### **Indicator construction**

- Time spent on SNA and non-SNA activities between men and women

<sup>14</sup> The welfare monitoring survey is conducted every five years and the latest of which was conducted in 2015/16.

## [C] Power and Decision Making

### Indicator construction

- Women participation ratio in the executive is calculated as (the number of women in executive role /total number of men in the executive role) X 100
- Women participation ratio in legislative is calculated as (the number of women in legislative role /total number of men in the legislative role) X 100
- Women participation ratio in judicial is calculated as (the number of women in judicial role /total number of men in the judicial role) X 100
- Percentage of registered voters by gender
- Number of police staff by gender
- Number of persecutors by gender
- Percentage of men and women in civil service

The indicators were combined (by computing a simple arithmetic mean) to generate a composite indicator of gender participation at the federal, regional state, and woreda level.

### Data Source

The data source for the construction of indicators on political representation was obtained from the office of the prime minister, the Parliament, and the Supreme Court at the federal level. Similarly, regional state and woreda level indicators were developed based on data from the respective bodies. But most data for this dimension was used from the CSA Gender data Mining and Analysis report (2019)

## [D] Health

Indicators used for constructing the health index were, using modern contraception

methods, utilization of a minimum of four rounds of antenatal health care, births attended by a skilled health worker, and sexual and gender-based violence.

### H-1: Modern contraceptive prevalence rate (CPR)

The modern contraception prevalence rate is included as one of the subareas in the health component of the GDI.

### Indicator construction

- The percent of women of reproductive age who are using (or whose partner is using) a contraceptive method at a particular point in time, almost always reported for women married or in sexual union.
- The indicator is calculated as follows: (number of women 15-49 using a contraceptive method / total number of women 15-49) x 100

### Data Source

•DHS is a dependable source of data for the construction of GDI at national and regional levels.

### H-2:Percent of women attended at least four times for antenatal care during pregnancy

Percent of women who attended at least four times for antenatal care during pregnancy is included as one of the subareas in the health component of the GDI.

### **Indicator construction**

- The indicator is calculated as (The number of women ages 15 to 49 with live births who attended ANC four or more times during most recent pregnancy / Total number of women with live births within the reference period) x 100

### **Data Source**

- EDHS is a dependable source of data for this indicator at national and regional levels

### **H-3: Births attended by skilled health personnel:**

Percent of deliveries attended by skilled health personnel is included as one of the subareas in the health component of the GDI.

### **Definition and purpose**

- The percentage of births attended by skilled health personnel is calculated as the number of births attended by skilled health personnel (doctors, nurses or midwives) expressed as a percentage of the total number of births in the same period.

### **Indicator construction**

- The indicator is calculated as (The number of births attended by skilled personnel during the reference period / Total number of live births occurring within the reference period) x 100

### **Data Source**

- EDHS is a dependable source of data for this indicator at national and regional levels

### **H-4: Sexual and Gender-Based Violence**

Sexual and gender-based violence (SGBV) is included as one of the subareas in the health section of the GDI but was not included in index computation. The inclusion in the document is mostly for the sake of data completeness.

### **Definition and purpose**

- The term "gender-based violence" refers to violence that targets individuals or groups based on their gender.
- The attitude of "wife-beating, experience of sexual violence, and Female circumcision available from DHS, is selected to measure SGBV.

### **Data Source**

- EDHS is a dependable source of data for this indicator at national and regional levels

# 4. RESULTS AND ANALYSIS

## 4.1 Legal and Policy Frameworks

Assessing progress towards achievement of gender equality and women's empowerment (GEWE) was developed through interviews with line Ministries, departments, and rights organizations, review of SDG voluntary report (2017), SEDAW 8th Report, SEDAW committee observations (2019), and Beijing platform for Action +25 report (2019) by the Ministry of Women, Children and Youth.

### Legislative Reforms

**National Commitments:** Discussion with the Ministry of Women, Children and Youth Affairs and review of CEDAW Concluding observation (2019) addressed to the Government, reveals Ethiopia's progress in terms of legislative reforms by adapting, among others, the following proclamations and policy agenda: (a) Proclamation No. 1064/2017 on federal civil servants, which provides for the prohibition of sexual harassment; (b) Proclamation No. 923/2016 on overseas employment, which protects the rights, safety and dignity of Ethiopians who take up employment abroad; (c) Proclamation No. 943/2016 on the establishment of the Office of the Federal Attorney General of Ethiopia, which covers the provision of free legal services to women who do not have sufficient resources; (d) Proclamation No. 970/2016 on the amendment of the Proclamation on the Federal Government of Ethiopia financial administration, which integrates a gender perspective into the preparation of the budget programs; This indicates that GE is anchored in the national policy frameworks.

In addition, Ethiopia has made efforts to improve its institutional and policy framework aimed at accelerating the elimination of discrimination against women and promoting gender equality. Some of the salient policy frameworks adapted include the following.

- (a) The Constitution (1995)
- (b) The 10 years perspective Development Plan (2021)
- (c) Ethiopian Women Development and Change Package
- (d) National women development and change strategy, in 2017;
- (e) National human rights action plan, covering the period 2016–2020;
- (f) National reproductive health strategy, covering the period 2016–2020;
- (g) National free legal aid strategy;
- (h) National Policy on Ethiopian Women (1993);
- (i) Family Law (2000);
- (j) National social protection policy (2014);
- (k) National strategy and action plan on harmful traditional practices against Women and children (2013)
- (l) Criminal justice policy, which provides for specific protection for Women and children (2011).
- (m) Gender strategy in the education and training sector, covering the period 2014/15;
- (n) The National Costed Roadmap to End Child Marriage and Female Genital Mutilation/ Cutting (FGM/C) (National Roadmap) 2020- 2024;

The National Policy on Women (Women's Policy) formulated in 1993, was aimed to create appropriate structures within government offices and institutions to establish equitable and gender-sensitive public policies. Currently, the policy (15) is under revision to reflect contemporary gender needs and demands by MoWCY and its partners.

### **The Gaps and Challenges**

Despite a progressive legislative environment, the 2019 review by CEDAW found that the efforts made to promote equality and combat various forms of discrimination against women often involve strategies and action plans that are not supported by a specific legal framework. The Committee claims that the legal framework, including the Criminal Code of 2005 does not cover all forms of discrimination against women and is not being implemented appropriately. The Committee is also concerned about the failure to enforce the criminal justice policy of 2011.

In addition, the adoption of Proclamation No. 970/2016 on the Federal Government of Ethiopia financial administration, which integrates a gender perspective into the preparation of budget programs is seen in a positive light. However, CEDAW and other gender experts complain about the lack of disaggregated data on the implementation of measures under the proclamation and the proclamation's impact in eliminating discrimination against women.

In terms of access to justice, the adoption of Proclamation No. 943/2016, which establishes the Office of the Federal Attorney General is responsible for providing free legal services to women who do not have sufficient support. However, the CEDAW Concluding observation report (2019) notes that the national free legal aid strategy developed in 2015 has not been adopted yet and women are not fully aware of their rights

regarding access to legal aid. In addition, the training programs for judges on gender issues and women's rights do not sufficiently take into account the need for training to be adapted to the specificities of Islamic and customary courts. Furthermore, in relation to Proclamation No. 970/2016, detailed regulations and guidelines are yet to be developed. More importantly, in most of gender equality agenda, there is minimum accountability for under performance. For instance, one respondent from MoWCY claims that if the Ministry of Agriculture fails starkly short of targets, most likely that Minister in question would be criticized during the evaluation end even removed. But the same measures are not taken for failing to meet targets in relations to GEWE commitments. In a word, there are limited accountability measures in place. Furthermore, GEWE initiatives also suffer from defective interpretation of laws and policies by the executive and unclear budget utilization for gender equality concerns.

**International Commitments:** In terms of international frameworks that Ethiopia has adopted the following are more prominent: the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW); Sustainable Development Goals for 2030; African (Banjul) Charter on Human and Peoples' Rights; Beijing Platform for Action (BPFA); Solemn Declaration on Gender Equality in Africa; Agenda 2063 and the like are some of the international and regional declarations. In addition, Ethiopia ratified the Maputo Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa with several reservations, related with marriage and inheritance.

The Maputo Protocol (2003) guarantees comprehensive rights to women including the right to take part in the political process, to social and political equality with men, to control of their reproductive health, and an end to female genital mutilation.

Whatever the reservations, the Maputo Protocol is consistent with the Ethiopian constitutional principles opposing discrimination based on any grounds including sex<sup>16</sup>. In addition, Ethiopia is also committed to IGAD and COMESA frameworks that mostly concern with peace and security and trade issues. Having adopted these international legal and policy instruments, Ethiopia has progressed in domesticating these frameworks in its laws and is being implemented. The country also issues periodic progress reports for some of the instruments such as BPFA, SDG and CEDAW and other commitments to IGAD and COMESA. Brief background and reporting status is given for the BPFA, SDG and CEDAW.

**Beijing platform for Action + 25 (BPFA):**

According to the report from MoWCY<sup>17</sup>, Ethiopia has previously submitted periodic national reports on the implementation of the Beijing Declaration and Platform for Action in 1999, 2004, 2009 and 2014 that highlighted the progress and achievements recorded as well as the gaps and limitations encountered. The Ministry says that the fifth report is submitted on the occasion of the 25th anniversary of the Beijing Declaration and Platform for Action to provide relevant information on progress made and challenges faced in the implementation of the BDPFA commitments during the five years period between 2014 -2019 subsequent to the last report. The reporting process was led by MoWCY with the support of a Steering Committee.

**The Sustainable Development Goals (SDGs):** Following the adoption of the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs) in September 2015, Ethiopia proactively mainstreamed, aligned the SDGs with the Second Growth and Transformation Plan (GTP II) and implemented. Currently, the Government has formulated a 10-year perspective development plan for the period 2019/20 to 2029/30, which is fully aligned to the 2030 agenda and SDGs<sup>18</sup>. Ethiopia volunteered and participated in the 2017 Voluntary National Review (VNR) on SDGs in which undertook the review of how the SDGs are mainstreamed into national and sub-national development plans and is being implemented. National Planning Commission prepared the report. A national taskforce is also instituted to guide and facilitate the effective and smooth implementation of SDGs in Ethiopia. The SDGs taskforce has both a steering committee at policy level and technical committee at technical level.

On Goal 5, “achieve gender equality and empower all women and girls”, the VNR report recognizes the progress Ethiopia has made in legal and policy measures and its domestication of major international conventions in to its laws. The report further describes the initiatives that have been made to benefit women in economic, social and political space in line with the SDG goals. The SDG VNR report also recognizes the challenges such as cultural norms, institutional capacity issues, land rights, and other farm and agricultural inputs to women in rural areas.

---

16 <https://www.pambazuka.org/governance/why-ethiopia-should-ratify-maputo-protocol>  
17 MOWCY (2019), Fifth National Report on Progress made in the Implementation of the Beijing Declaration and Platform for Action (Beijing +25), Addis Ababa, Ethiopia  
18 <https://ethiopia.un.org/en/sdgs>; Accessed on March, 21

Though the report did not explicitly dwell on land right of women, major gender equality concerns captured by 5.a.1 such as access and control over land, women's participation in land governance institutions and the problem of social norms and power relations remains to be a major barrier to achieve gender equality.

**Convention on the Elimination of All Forms of Discrimination against Women (CEDAW):**

Ethiopia submits periodic country reports to United Nations' Committee on the Elimination of All Forms of Discrimination against Women (CEDAW). The last report was submitted in 2018 and was developed by a technical committee composed of all the major sectors in the country. The CEDAW Committee considered the eighth periodic report of Ethiopia (CEDAW/C/ETH/8) at its 1665th and 1666th meetings. The committee provided an extended response in the form of concluding observations to the Ethiopian government on each of the 17 articles and other concerns from the previous report.

Ideally, ratification and reporting is not enough. The state is expected to develop fully elaborated policy, approved by the parliament, develop gender plan fully elaborated with clear objectives and specific objectives identified and measurable targets set. In addition, institutional mechanisms should be in place, sufficient government budget allocated to cover the targets set in the gender plan and qualified high level staff provided with the requisite support. Furthermore, international commitments should be accompanied by adequate research and consultation with civil society organizations. Partners (GOV and NGOs) need to conduct extensive campaigns reaching wide sector of the population. M & E, Training opportunities and accountability and transparency mechanisms need to be in place. The government need to ensure that stockholders are fully informed about intentions, plans, programs and budgets available to implement a certain convention or international agreement.

“Achieve  
Gender Equality  
and Empower  
all Women and  
Girls”

The practice, however, shows there are limited budget, M & E, research, training, target setting, information dissemination and involvement of civil society organizations activities that are taking place. The knowledge level of these frameworks at regions also leaves much to be desired. The awareness level of the international agreements and goals by the civil service and the community is still limited and locally translated versions of the documents are not widely accessible. Currently the Ministry of WYC is promoting inclusion of gender related indicators in national statistical systems, and the ministry is setting up National Gender information system (NGIS). However, unlike the experience of other countries that are able to set up an independent commission, (e.g. National Gender and Equality Commission in Kenya), that concerns itself primarily with gender equality aspect of national planning and implementation, no such institution is found in Ethiopia. This role is borne by the Ministry tasked with multiple responsibilities. This indicates while Ethiopia is attempting to address gender equality concerns not adequate institutional and budgetary allocations are made. Appreciating the gaps in gender machinery, there are calls by some civil society organizations for the establishment of a fully funded and capacitated Ministry whose mandate is Gender Equality<sup>20</sup> in order to meet international targets on gender equality . Currently, most of the reporting and dissemination of progress in international conventions and agreements are targeted at international audience rather than to inform practice at regional and local level.

Overall, Ethiopia has progressed well in adapting and domesticating international conventions, agreements and protocols and also introduced progressive national policies and legal frameworks. However, challenges remain in terms of incapacity, budget allocation and implementation and enforcement of laws.

## 4.2 Rights – Education

### 4.2.1 Quantitative Findings and Analysis

The SDG goal in education (education 2030 agenda) recognizes that gender equality requires an approach that ‘ensures girls and boys, women and men not only gain access to and complete education cycles, but are empowered equally in and through education. UNESCO concludes that large gender gaps exist in access, learning achievement and continuation in education in many settings, most often at the expense of girls<sup>21</sup>. The right to education is enshrined in the Universal Declaration on Human Rights and the United Nations Convention on the Rights<sup>22</sup> of the Child. In addition, the African Charter on the Rights and Welfare of the Child calls upon Governments to take “special measures in respect of female, gifted and disadvantaged children.”<sup>23</sup>

Understanding that closing gender gaps in educational attainment can have a positive impact on the productivity of current and future labor forces and the economic performance of a nation and its social and political wellbeing (24), the gender parity in education sub-index is measured using gross enrolment rate, dropout rate, and literacy level. In addition, more statistics such as completion rate, gender in higher education is also provided but not included in the education index building exercise.

Gender parity in education measures equity between girls and boys. It is the ratio of female to male values of a given indicator. Gender parity is defined as the female gross enrolment ratio divided by the male gross enrolment ratio for all levels. GPI is an essential indicator of balanced programs to boost enrolment and participation of girls in education. In a situation of equity in enrolment, the gender parity index (GPI) is 1, whereas with the highest disparity, it is close to 0.

---

20 Setaweet Movement (2019), Shadow Report to the CEDAW Committee Review of the 8th Periodic Report on Ethiopia;

21 <https://en.unesco.org/themes/education-and-gender-equality>

22 United Nations (1948, article 26).

23 Organization of African Unity (1990, article 11(3)(e)).

African Gender Development index – GDI- (2019), UNECA, Addis Ababa



## Gross enrolment rate- Primary

Table2 Gender parity index for primary school (Grade 1-8) by region

Region	Male gross enrolment	Female gross enrolment	Gender parity
Tigray	554,156	539,409	0.97
Afar	100,796	78,435	0.78
Amhara	2,108,987	1,997,022	0.95
Oromia	4,515,047	3,841,103	0.85
Somali	621,672	444,262	0.71
B-Gumuz	135,159	112,911	0.84
SNNP	2,374,969	2,140,911	0.90
Gambela	67,705	60,387	0.89
Harari	31,002	24,587	0.79
Addis Ababa	271,997	317,665	1.17
Dire Dawa	43,451	37,519	0.86
National	10,824,941	9,594,211	0.89

**Source:** Ministry of Education, Education Management Information System (EMIS) and ICT Directorate, Education Statistics Annual Abstract 2020

Table 2 indicates the statistics of regional gender disaggregated primary cycle (1-8) gross enrolment rate for the year 2019/2020. In general, there appeared to be high gross enrolment rate for boys across the regions except for Addis Ababa. The national gender parity index for primary cycle gross enrolment is 0.89 meaning that the country has about 11 points to fill the gap.

## Gross enrolment rate- Secondary

Table 3 indicates the statistics of regional gender disaggregated Secondary cycle (9-10) gross enrolment rate for the year 2020 (2012). In general, there appeared to be high gross enrolment rate for boys across the regions except for the capital. In Addis Ababa more females are attending secondary education than males. Afar and Somali regions have the highest parity index in secondary education. The national gender parity index for secondary cycle gross enrolment is 0.85 meaning that the country has about 0.15 points to fill the gap.

Table 3: Gender parity index for secondary school (Grade 9-10) by region

Region	Male gross enrolment	Female gross enrolment	Gender parity
Tigray	109,378	107,819	0.99
Afar	12,454	7,769	0.62
Amhara	440,059	454,296	1.03
Oromia	740,081	548,946	0.74
Somali	55,672	32,947	0.59
B-Gumuz	23,997	17,702	0.74
SNNP	376,527	302,411	0.80
Gambela	18,576	12,462	0.67
Harari	5,133	3,836	0.75
Addis Ababa	83,821	97,247	1.16
Dire Dawa	8,503	7,336	0.86
National	1,874,201	1,592,771	0.85

**Source:** Ministry of Education, Education Management Information System (EMIS) and ICT Directorate, Education Statistics Annual Abstract 2020

## Enrolment undergraduate Program

Despite some progress over the years, the percentage of females in undergraduate and postgraduate program is very low. Currently the data for 2016/2017 indicates 36 percent and 33 percent in undergraduate and graduate program respectively. The relatively low GSI score for tertiary education can be explained by the limited number of females who obtain the required cut-off points during national examinations, which is a requirement for accessing public tertiary education. In addition, the poor performance can be attributed to social expectations, including the need to get married in their early twenties and weak quality of education.

Table 4: Enrolment in tertiary education program in 2016/17

Tertiary education program	Male	Female	Gender parity
Undergraduate	64.3%	36.0%	56.0%
Graduate	66.7%	33.3%	49.9%
Total	65.5%	34.7%	53.0%

Source: Regional Level Gender Disaggregated Data Mining and Analysis Report - CSA compiled, 2019.

## Dropout rate- Primary

The dropout rate is a measure, typically by grade, of those who have left formal schooling the previous year. In most cases, dropout rate is calculated as the remainder of students after subtracting those who have repeated and those who have been promoted to the next grade.

Table 5: Dropout rate for grade 1-8 by region and sex, 2018/19

Region	Male	Female	Gender parity (M/F)
Tigray	13.0	8.0	1.63
Affar	19.0	22.0	0.86
Amhara	13.0	9.0	1.44
Oromiya	18.0	18.0	1.00
Somali	4.0	8.0	0.50
Benishangul-Gumuz	18.0	19.0	0.95
SNNPR	13.0	13.0	1.00
Gambela	4.0	6.0	0.67
Harari	8.0	9.0	0.89
Addis Ababa	0.0	0.0	0.00
Dire Dawa	13.0	15.0	0.87
Total	14.0	13.0	1.08

Source: Ministry of Education, Education Management Information System (EMIS) and ICT Directorate, Education Statistics Annual Abstract 2020

At national level, the female and male students in Grades 1-8 Dropout rate are 13% and 14% respectively. Afar has the highest dropout rate followed by Benishangul-Gumuz and Oromia.

## Literacy rate

Table 6: Gender disparity in Illiteracy between adult men and women (aged 15-49) by region

Region	Male	Female	Gender parity (M/F)
Tigray	19.7	48.0	0.41
Afar	48.9	75.6	0.65
Amhara	34.1	55.0	0.62
Oromiya	31.4	62.6	0.50
Somali	40.5	79.4	0.51
Benishangul-Gumuz	30.3	60.9	0.50
SNNPR	34.0	62.4	0.54
Gambela	14.7	41.2	0.36
Harari	19.0	44.9	0.42
Addis Ababa	4.2	11.4	0.37
Dire Dawa	16.8	44.2	0.38
Total	32.2	57.1	0.56

**Source:** Central Statistical Agency (CSA) [Ethiopia] and ICF. 2016. Ethiopia Demographic and Health Survey 2016. Addis Ababa, Ethiopia, and Rockville, Maryland, USA: CSA and ICF.

Table 5 indicates the illiteracy rate in the country. In general, less women are able to read and write than men and the gap between men and women stands at 0.56. This means there are very high levels of disparity and 44 % needs to be filled.

Table 7: Summary table showing gender parity in education (primary and secondary school gross enrolment, primary school dropout, and adult illiteracy)

	Gross enrolment Grade 1-8 (F/M)	Gross enrolment Grade 9-12 (F/M)	Enrolment in tertiary education program	Dropout rate <sup>25</sup> 1-8 (M/F)	Adults (aged 15-49) with no education (M/F)
Tigray	0.97	0.99		1.63	0.41
Afar	0.78	0.62		0.86	0.65
Amhara	0.95	1.03		1.44	0.62
Oromia	0.85	0.74		1.00	0.50
Somali	0.71	0.59		0.50	0.51
B-Gumuz	0.84	0.74		0.95	0.50
SNNP	0.90	0.80		1.00	0.54
Gambela	0.89	0.67		0.67	0.36
Harari	0.79	0.75		0.89	0.42
Addis Ababa	1.17	1.16		0.00	0.37
Dire Dawa	0.86	0.86		0.87	0.38
National	0.89	0.85	53.0	1.08	0.56

**Source:** Ministry of Education, Education Management Information System (EMIS) and ICT Directorate, Education Statistics Annual Abstract 2020

As shown in Table 7, the standardized education disparity is the lowest in Tigray, Amhara, and Addis Ababa. Whereas, gender disparity in education is the high in Somali, Gambela, and Afar, respectively, that calls for enhanced educational investment for better gender representation.

Table 8: Standardized gender parity index in education by region

	Adults aged 15-49 with no education	Gross enrolment Grade 1-8	Gross enrolment Grade 9-12	Enrolment in tertiary education program	Dropout rate Grade 1-8	Average	Standardized disparity index in education
Tigray	0	3	3		3	2.3	0.75
Afar	0	1	0		2	0.8	0.25
Amhara	0	3	3		3	2.3	0.75
Oromia	0	2	1		3	1.5	0.50
Somali	0	1	0		0	0.3	0.08
B-Gumuz	0	2	1		3	1.5	0.50
SNNP	0	3	2		3	2.0	0.67
Gambela	0	2	0		0	0.5	0.17
Harari	0	2	1		2	1.3	0.42
Addis Ababa	0	3	3		3	2.3	0.75
Dire dawa	0	2	2		2	1.5	0.50
National	0	2	2	0	3	1.4	0.47

Source: Authors computation

Key:(Low  $p \geq 0.9=3$  ); (medium-low  $0.8 \leq p < 0.9=2$  ); (medium-high  $0.7 \leq p < 0.8= 1$ ), and (high levels  $p < 0.7= 0$ ); p= Parity

Table 8 presents the gender parity index in education by region. The index is measured using gross enrolment, dropout rate, and illiteracy level. In terms of gross enrolment in primary and secondary schools there is medium low (2) disparity. In terms of dropout rate we observe low disparity (3) meaning both girls and boys are equally dropping out. However, in the illiteracy rate indicator we observe high disparity (3) indicating more men are literate than women. At the regional level, Amhara regional state, Addis Ababa and Tigray regional state lead better performance followed by SNNP. The least performers, as shown, are Somali and Afar regional state. Nationally, 58 % gap has been closed so far. To date, there is still 42 % average gap that remains to be closed to empower girls and women to reach the level of men. Figure 3 provides a visual representation of the gap the needs to be filled.

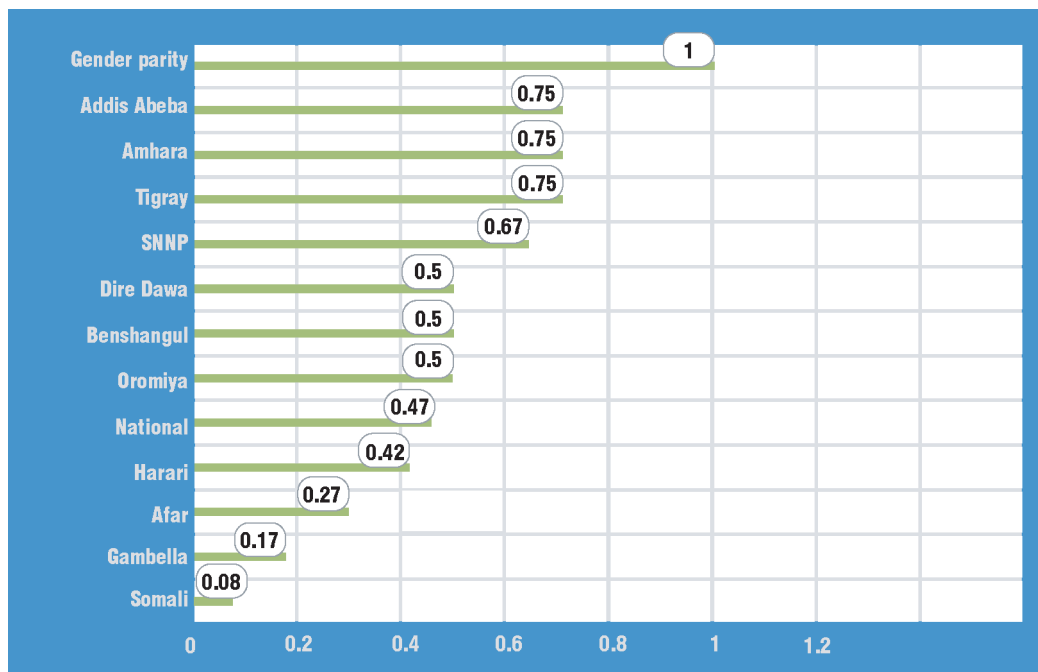


Figure 3: Gender Parity Index in education by region

#### 4.2.2 Qualitative Findings and Analysis

In terms of education sector the government introduced the fifth education sector development program covering the period from 2015/16 to 2019/20, and implemented the revised gender strategy in the education sector, aimed at eliminating gender barriers in education.

However, despite the progress made in closing gender gaps in primary enrolment, significant barriers to girls' education remain. The following are identified by CEDAW (2019): a) The fact that primary school is still not compulsory, the fact that the completion rate for girls lags behind that of boys; (b) The fact that school infrastructure does not sufficiently take into account the needs of girls and does not provide sufficient clean and separate sanitation facilities for girls and boys; (c) The continued high levels of illiteracy among women compared with men; (d) The persistence of discriminatory gender stereotypes that perpetuate the domination of men in the fields of science, technology, engineering and mathematics; (e) Sexual harassment, abuse and gender-based discrimination in schools, including by school authorities.

Similarly, the African Gender Development index report<sup>26</sup> identifies various barriers to girls' education applicable to the Ethiopian case. These include socio-cultural factors, early marriage, malnutrition, insecurity on the way/from school, distance from school, low-quality schools, school gender based violence, lack of private latrine, lack of water access points, lack of female teachers, inappropriate pedagogical practices.

In addition, early marriage, early and teenage pregnancy, preference for boys' education relative to girls' and gendered division of household labor is often manifestations of discriminatory gender norms (UNESCO, 2015c). The report also shows that these barriers are interdependent. For example, if as a result of poverty or income shocks parents face financial constraints that lead them to decide to withdraw their children from school, girls may be at a disadvantage relative to boys: Also there are reported preferences by some parents for boys' education exposing girls to higher burdens of household production.

<sup>26</sup> AGDI (2019), UNECA, Addis Ababa

## 4.3 Health

### 4.3.1 Quantitative Findings

Women and girls often face greater barriers than men and boys to access health information and services. WHO identifies restrictions on mobility, lack of access to decision-making power, lower literacy rates, discriminatory attitudes of communities and healthcare providers, and lack of training and awareness amongst healthcare providers and health systems of the specific health needs affecting access to health. Reinforcing the Universal Declaration of Human Rights (1948), CEDAW's Article 12 requires that: "State parties shall take all appropriate measures to eliminate discrimination against women in the field of health care in order to ensure, on a basis of equality of men and women, access to health services, including those related to family planning."

Meaningful data on accessing health information and services by gender is hard to locate within HMIS in Ethiopia. The closest indicators found were adult mortality rate and life expectancy. And yet these variables provide weak indicators of progress in gender and health goals. For instance, it is natural that male mortality is higher than female and life expectancy is higher for women than men. Indicators such as in-patient and outpatient data by gender would shed some light on gender variation and access to health services but such information by sex is not found at MOH's HMIS. In such a circumstance, decision was made to focus on reproductive health and include in the GDI computation.

Usually, major indicators used to test the progress of the health sub-dimension are reproductive Health, including Maternal and Child Health (MCH), adult mortality and violence against women. For the sake of the current study, utilization of modern contraceptives, antenatal care (ANC) and institutional delivery were considered in the computation of the health index. As shown in the methodology section, percentage of married women using a modern contraceptive method was adjusted according to the HSTP Health Sector Transformation Plan (2015/16-2019/20). Similarly, percentage of married women age 15-49 who received antenatal care (ANC) was adjusted as per the national plan (health and health related indicators, 2012EFY (2019/2020G.C) by the Ministry of Health. The same was true for institutional delivery.

#### **Contraceptive use**

The use of contraception helps women avoid any unplanned pregnancies and prevent unsafe abortions. Such information is important for family planning program planners, in assessing the desire for children, unplanned pregnancies and to calculate the demand for contraception for birth planning. While family planning is one of the best interventions to reduce maternal and child morbidity and mortality, contraceptive prevalence and unmet need for family planning remains key indicators for measuring improvements in access to reproductive health.

Table 25: Percentage of married women using a modern contraceptive method by region and year

Region	2016	Percentage adjusted as per the national plan <sup>34</sup>
Tigray	35.2	64.0
Afar	11.6	21.1
Amhara	46.9	85.3
Oromia	28.1	51.1
Somali	1.4	2.5
B-Gumuz	28.4	51.6
SNNP	39.6	72.0
Gambela	34.9	63.5
Harari	29.3	53.3
Addis Ababa	50.1	91.1
Dire Dawa	29.1	52.9
National	35.3	64.2

Source: CSA, DHS, 2005, 2011, 2016

Table 25 illustrates the statistics on married women usage of modern contraceptive method across the regions and during the specified survey years. The national plan for the year 2019/20 was to achieve 64 percent contraceptive use nationally but for the year 2016 the data reveal 35%. At a national level about 35 percent (2016) of married women are believed to use contraceptives but 65 percent still are not benefiting from this important family planning tool.

<sup>34</sup> HSTP Health Sector Transformation Plan 2015/16-2019/20 (2008-2012 EFY), 2015, Federal Democratic Republic of Ethiopia Ministry of Health.

## Antenatal Healthcare

Antenatal health coverage is an indicator of access and use of health care during pregnancy. The antenatal period presents opportunities for reaching pregnant women with interventions that may be vital to their health and wellbeing and to their infants. Receiving antenatal care four times increases the likelihood of receiving effective maternal health interventions during antenatal visits.

Table 26 shows the percentage of women who receive antenatal care in Ethiopia. The data shows gradual increase from 2005 to 2016 at national level. Region wise using the last DHS information, Addis Ababa is leading the ANC use followed by Tigray, Dire Dawa and SNNP. However, relatively less ANC usage has been observed among the married women from Somali (43.6%), Oromia (50.7%) and Afar (51.3) regions in the same period. While Ethiopia is able to close 62 percent in ANC use there are 38 % of pregnant women who are not using ANC services. National health plans for the year 2019/2020 targets to reach 70% with ANC reach.

Table 26: Percentage of married women age 15-49 who received antenatal care (ANC) region and year

Region	2016	Percentage adjusted as per the national plan <sup>35</sup>
Tigray	90.0	94.7
Afar	51.3	54.0
Amhara	67.1	70.6
Oromia	50.7	53.4
Somali	43.6	45.9
B-Gumuz	68.7	72.3
SNNP	69.3	72.9
Gambela	72.3	76.1
Harari	75.9	79.9
Addis Ababa	96.8	101.9
Dire Dawa	87.4	92.0
National	62.4	70.0

Source: CSA, DHS, 2005, 2011, 2016

## Place of delivery

Institutional delivery is a delivery that takes place at any medical facility staffed by skilled delivery assistance.

<sup>35</sup> Health sector transformation plan I, health and health related indicators, 2012EFY (2019/2020G.C) Federal Democratic Republic of Ethiopia Ministry of Health.



Table 27: Percent distribution of live births in the 5 years before the survey delivered in a health facility

Region	2016	Percentage adjusted as per the national plan <sup>36</sup>
Tigray	56.9	81.3
Afar	14.7	21.0
Amhara	27.1	38.7
Oromia	18.8	26.9
Somali	17.9	25.6
B-Gumuz	25.7	36.7
SNNP	25.5	36.4
Gambela	45	64.3
Harari	50.2	71.7
Addis Ababa	96.6	138.0
Dire Dawa	56.2	80.3
National	26.2	37.4

Source: CSA, DHS, 2005, 2011, 2016

Review of 15 years trend in institutional delivery indicates great progress, which was at 5 percent in 2005 according to the DHS nationally. However, utilization of institutional delivery services among pregnant women is found to be the lowest compared to the global report as only, 26% of deliveries had taken place at the health institutions. Across the regions Addis Ababa stands at almost 97 percent followed by Tigray, Harari and Gambela. At national level only 26 percent gap has been closed so far and there is still 74 % average gap that remains to be closed to support pregnant women to utilize institutional delivery by skilled birth attendant. National plan for 2019/20 aims to achieve 37.4% of Ethiopian women give birth by skilled birth attendants.

Table 28: Summary table showing gender parity index in health

	Modern contraceptive method use	Antenatal care	Institutional delivery
Tigray	64.0	94.7	81.3
Afar	21.1	54.0	21.0
Amhara	85.3	70.6	38.7
Oromia	51.1	53.4	26.9
Somali	2.5	45.9	25.6
B-Gumuz	51.6	72.3	36.7
SNNP	72.0	72.9	36.4
Gambela	63.5	76.1	64.3
Harari	53.3	79.9	71.7
Addis Ababa	91.1	101.9	138.0
Dire Dawa	52.9	92.0	80.3
National	64.2	70.0	37.4

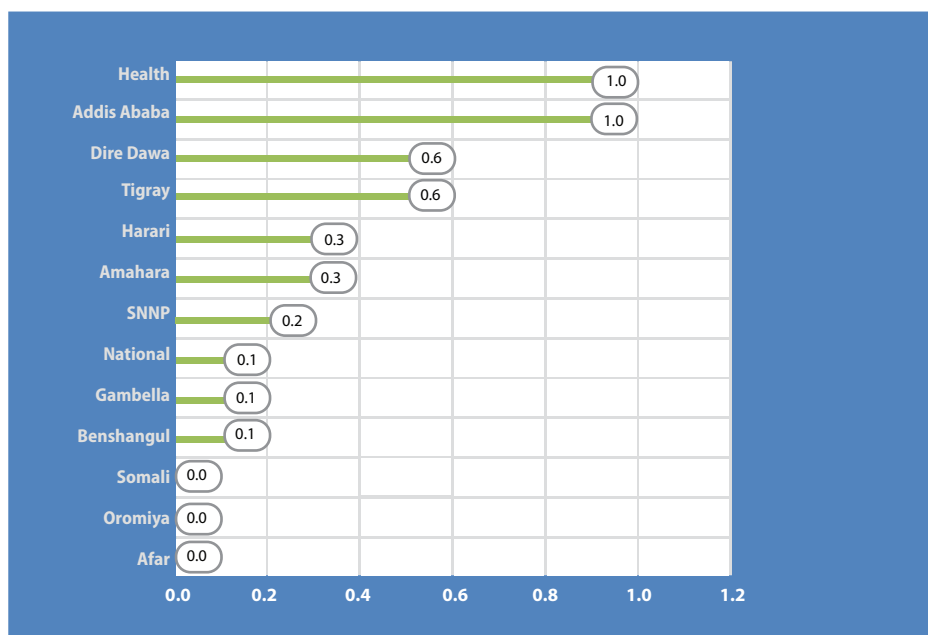
Source: Computation by authors (2021)

<sup>36</sup> *ibid.*

Table 29: Scores on Standardized gender parity index in health

	modern contraceptive method use	antenatal care	Institution- al delivery	Average	Standardized Health measure
Tigray	0	3	2	1.67	0.56
Afar	0	0	0	0.00	0.00
Amhara	2	1	0	1.00	0.33
Oromia	0	0	0	0.00	0.00
Somali	0	0	0	0.00	0.00
B-Gumuz	0	1	0	0.33	0.11
SNNP	1	1	0	0.67	0.22
Gambela	0	1	0	0.33	0.11
Harari	0	2	1	1.00	0.33
Addis Ababa	3	3	3	3.00	1.00
Dire Dawa	0	3	2	1.67	0.56
National	0	1	0	0.33	0.11

Source: Computation by authors (2021)



### Violence against Women: HTPs and GBVs

HTPs and GBVs were not part of the computation used in developing health indicators but are included in this document for information purpose. Violence against women is ‘...any act of gender-based violence that results in, or is likely to result in, physical, sexual or mental harm or suffering to women... whether occurring in public or in private life’. The Beijing Platform for Action also defines any form of violence against women as the violation of the human rights that impedes the achievement of the objectives of equality, development and peace in any society. In Ethiopia violence against women remains a challenge to achieve women’s empowerment. Gender based violence can occur in both public and private spheres can take the form of physical, psychological and sexual. The violence in turn affects women’s contribution to the society and country. In this section we consider the statistics about status of female circumcision, male attitude towards wife beating and also present data on experience of sexual violence by women and girls as reported by the EDHS (2016).

## Female Circumcision

Table 30: Percentage of distribution of women age 15-49 who is circumcised by region and year

Region	2000	2005	2016
Tigray	35.7	29.3	24.2
Afar	98.6	91.6	91.2
Amhara	79.7	68.5	61.7
Oromia	89.8	87.2	75.6
Somali	99.7	97.3	98.5
B-Gumuz	73.7	67.6	62.9
SNNP	73.5	71.0	62.0
Gambela	42.9	27.1	33.0
Harari	94.3	85.1	81.7
Addis Ababa	79.8	65.7	54.0
Dire Dawa	95.1	92.3	75.3
National	79.9	74.3	65.2

Source: CSA, DHS, 2005, 2011, 2016

Table 30 depicts women aged 15-49 who are circumcised by the survey years 2000, 2005 and 2016. Data suggests gradual decrease in the percentage of women who are circumcised from almost 80 percent in the years 2000 to 65 percent in 2016. The high percentage of women circumcision is reported from Somali (98.5 %), Afar (91.2%) and Harari (81.7). While progress in reducing the female circumcision is indicated, the country is yet to close 35 percent to achieve zero circumcision rates.

### **Attitude toward wife beating (GBV)**

The DHS illustrates the percentage of all women and men age 15-49 who agree that a husband is justified in hitting or beating his wife for specific reasons. These are burning foods, arguing with husband, leaving house without informing a husband, neglecting the children, refusing to have sexual intercourse with him. While more women in rural areas accept beating as an appropriate response for their 'bad behavior', some men too believe that women should be punished. Overall, 63 percent of women say a woman should be beaten for violating some social roles. This result shows that there is a lot of awareness raising interventions that needs to be conducted in order to help women understand their rights.

Table 32: Percentage of respondents who agree that with at least one specified reason<sup>37</sup> a husband is justified in hitting or beating his wife

Region	men	Women	Gender Parity
National	27.7	63.0	2.27
Tigray	31.4	65.0	2.07
Affar	16.4	68.5	4.18
Amhara	45.9	64.7	1.41
Oromiya	25.9	68.6	2.65
Somali	13.9	42.8	3.08
Benishangul-Gumuz	27.5	55.2	2.01
SNNPR	14.9	65.7	4.41
Gambela	36.4	60.2	1.65
Harari	22.3	39.2	1.76
Addis Ababa	6.9	22.9	3.32
Dire Dawa	15.0	46.7	3.11

Table 33: Percentage of women aged 15-49 who have experienced sexual violence in the 12 months preceding the survey and ever in 2016

Region	Experience in the last 12 months	Experienced in their life (ever)
National	6.5	10.1
Tigray	6.2	12.0
Afar	1.4	4.5
Amhara	6.9	10.5
Oromia	9.4	13.2
Somali	3.0	0.3
B-Gumuz	4.6	6.8
SNNP	3.7	6.1
Gambela	7.3	10.4
Harari	2.6	4.2
Addis Ababa	1.4	7.7
Dire Dawa	3.5	7.0

Source, CSA, DHS, 2016

## Experience of sexual violence

Table 32 shows the percentage of women aged 15-49 who have experienced sexual violence in the last 12 months before the DHS survey (2016) and ever experienced. The data reveals varying patterns among the women experiencing sexual violence. More women have experienced “sexual violence in life” in the regions of Oromia (13.2%), Tigray (12%) and Amhara (10.5%), followed by Gambela (10.4%). Similarly, sexual violence experience data for the past 12 months reveals similar pattern. Overall, 10 percent of interviewed women have said they have ever experienced sexual violence and 6.5% have experienced in the past year nationally.

<sup>37</sup> These are if she burns the food, argues with him, goes out without telling him, neglects the children, refuses to have sexual intercourse with him

### 4.3.2 Qualitative Findings and Analysis

#### **Response to Violence against Women and Girls**

BPFA +25 reports (2019) by MWYC describe in detail the actions of the government to respond to violence against women and girls. According to the report both the second Growth and Transformation Plan (GTP II) and second National Human Rights Action Plan (NHRAP II) addressing violence against women and girls as one of the top priorities. Review of the report and the discussion with members of the MWYC reveals practical steps that have been taken including the provision of comprehensive, quality and accessible legal protection, free legal aid service, and one stop and rehabilitation centers for victims of GBV. More specifically the report shows that:

- a) Special courts dealing with rape and other sexual crimes against women and children have been established through the Child Justice Project of the Federal Supreme Court. Currently there are more than 120 of such courts operating in different part of the country.
- b) The establishment of One-Stop-Centers at federal and regional levels. These Centers provide comprehensive services for survivors including medical service, justice, psycho-social support and 72 hours shelters that provide temporary assistance and rehabilitation.
- c) Measures on violence against women were introduced in the national Demographic Health Survey (DHS) and a key indicators report was issued in 2016 carrying national data on violence against women.
- d) The introduction of the National costed Roadmap to end FGM and Child marriage (2019), which provides the strategies and targeted interventions that should be employed with appropriate costing and a robust monitoring and evaluation system.
- e) An introduction of legislative measure in relation to work place harassment, that the new Civil Servants Proclamation No.

1064/2017 addressed sexual harassment in the work place prescribing serious disciplinary measures

#### **Challenges & gaps to address Violence against Women & Girls**

Despite measures by the government and its partners the fight to end violence against women faces several obstacles. BPFA +25 report (2019) by the MoWYC indicates the challenges of implementation of the national legislation and policies as one of the major obstacle. Implementation and cascading the laws downwards to the community is still weak. This has also permeated the underreporting of crimes of GBV and HTP practices. Insufficient allocation of budget and capacity gaps of responsible government offices and other duty bearers have proved to be prominent impediments. Rehabilitation and support services for survivors of violence are also not adequate compared to the population of women in the country and the scale of the problem.

The CEDAW observation (2019) points to more nuanced legal, institutional and evidence based challenges to ending violence against women. (a) The absence of a comprehensive and inclusive law on gender-based violence, the fact that marital rape is still not criminalized. Currently, there is no comprehensive and inclusive law on gender-based violence, addressing all forms of violence against women, including acid attacks, domestic violence, rape, marital rape, gang rape and other forms of sexual violence. This gap was well recognized by the Setaweet movement that produced CEDAW shadow report, which calls for a new proclamation on gender-based violence with a particular focus on domestic violence, gang-rapes and acid attacks, and criminalizing sexual harassment as well as marital rape.

In addition, b) the lack of tangible results following policy and legislative reforms and its implementation and effectiveness; c) The lack of sufficient training on gender-based violence for members of the judiciary, prosecutors, police officers and other law enforcement officials; d) The lack of disaggregated data on gender-based violence against women. The report concurs and MoWYC agrees that currently reliable and continuous data on the following GBV aspects is unavailable: the number of cases of violence against women and complaints lodged, the sanctions imposed on perpetrators, the number of women who are victims of violence who have been provided with legal assistance and relevant support services, and the number of women who are victims of violence who have received compensation and so on.

## 4.4 Representation: Power and Decision Making

### 4.4.1 Quantitative Findings and Analysis

Historically women were excluded from political life and decision-making processes in Ethiopia. Article 7 of CEDAW says that States Parties are required to “take all appropriate measures to eliminate discrimination against women in the political and public life of the country” and ensure that women participate in political and public life on equal terms with men. The African Gender Development index (2009) shows a number of constraints women face to participate in political and public life.

These include discriminatory attitudes and practices that reinforce patriarchal notions of the incapability of female leadership, perpetuation of violence against women during the electoral cycle, illiteracy, the burden of unpaid care work, women’s economic dependence on men and the high cost of seeking and holding public office. The representation sub-index (power and decision making) consists of seven indicators and compares women’s performance with that of men in civil service, in parliament, in police, in persecutors, in the cabinet, in voting and police force.

Table 17: Percentage of civil servants by sex, region and year, 2017/18

Region	Female	Male	Gender parity
Tigray	43.7	56.3	0.78
Afar	29.3	70.7	0.41
Amhara	40.0	60.0	0.67
Oromia	33.6	66.4	0.51
Somali	22.7	77.3	0.29
B-Gumuz	35.5	64.5	0.55
SNNP	30.4	69.6	0.44
Gambela	33.4	66.6	0.50
Harari	44.0	56.0	0.79
Addis Ababa	54.1	45.9	1.18
Dire Dawa	39.2	60.8	0.64
National	36.5	63.5	0.57

Source: Regional Level Gender Disaggregated Data Mining and Analysis Report - CSA compiled, 2019.

Table 16 indicates the statistics of civil servants at a country level by sex for the year 2017/18. As shown women are less represented in the civil service. Harari and Tigray seems to have relatively better representation while in Addis Ababa more women are in civil service than men. Nationally, there is still 43 % average gap that remains to be closed to achieve gender parity in civil service.

Table 18: Percentage of voters by sex, region and year, 2014

Region	Female	Male	Gender parity
Tigray	51.8	48.2	1.07
Afar	44.2	55.8	0.79
Amhara	49.3	50.7	0.97
Oromia	47.7	52.3	0.91
Somali	46.1	53.9	0.86
B-Gumuz	46.7	53.3	0.87
SNNP	49.4	50.6	0.98
Gambela	41.2	58.8	0.70
Harari	48.2	51.8	0.93
Addis Ababa	48.7	51.3	0.95
Dire Dawa	49.7	50.3	0.99
National	48.5	51.5	0.95

Source: Regional Level Gender Disaggregated Data Mining and Analysis Report - CSA complied, 2019

Table 17 indicates female participation as registered voters in the last election in the year 2014. As shown, female voters exceeded male voters only in Tigray closely followed by Dire Dawa, SNNP and Amhara slightly failing to achieve gender parity in elections. Nationally, there is an only 5% average gap remains to be closed to achieve parity in election participation.

Table 19: Number of police staff by sex, region and year, 2017/18

Region	Male	Female	Gender parity
Tigray	5081	791	0.16
Afar	4123	236	0.06
Amhara	13592	1881	0.14
Oromia	26609	3867	0.15
Somali	14770	2238	0.15
B-Gumuz	2758	379	0.14
SNNP	12333	1787	0.14
Gambela	1668	266	0.16
Harari	908	253	0.28
Addis Ababa	13321	4034	0.30
Dire Dawa	1461	293	0.20
National	120621	19973	0.17

Source: Regional Level Gender Disaggregated Data Mining and Analysis Report - CSA complied, 2019



Table 18 illustrates the statistics of police staff at country level by sex for the year 2017/18. The data includes police staff at regions and also at Federal level. Review of gender in the police force indicates that female representation in the police force is very low. At national level only 17% gap has been closed so far and there is still 83% average gap that remains to be closed to achieve parity in policy service.

Table 20: Percentage of Member of House of Representatives by sex (2014/15- 2018/2019)

	Female	Male	Gender parity
National	38.5	61.5	0.63

Source: Regional Level Gender Disaggregated Data Mining and Analysis Report - CSA complied, 2019.

Table 19 shows the gender data for Federal parliament for the 5th election term. On average, women make 38.5% in the parliament. That means, during the last election 38.5 % gap has been closed so far and there is still 61.5% average gap that remains to be closed to achieve parity in house of representatives.

Table 21: Number of Judges by sex, region and year, 2017/18

Region	Female	Male	Gender Parity
Tigray	82	377	0.22
Afar	18	146	0.12
Amhara	356	1249	0.29
Oromia	204	1954	0.10
Somali	15	311	0.05
B-Gumuz	3	19	0.16
SNNP	114	878	0.13
Gambela	8	112	0.07
Harari	10	35	0.29
Addis Ababa	19	28	0.68
Dire Dawa	0	7	0.00
National	1020	5466	0.19

Source: Regional Level Gender Disaggregated Data Mining and Analysis Report - CSA complied, 2019.

Table 20 reveals sex-disaggregated statistics for the judges in the country. The country total includes the judges in all regions and in Federal Supreme Court. As expected, Addis Ababa is leading in the number of female judges followed by Harari and Amhara regional state. And yet, female representation as judges remained lower in most regions.

Table 22: Percentage of persecutors by sex, region and year, 2017/18

Region	Female	Male	Gender Parity
Tigray	107	319	0.34
Afar	13	133	0.10
Amhara	272	1025	0.27
Oromia	263	1963	0.13
Somali	31	360	0.09
B-Gumuz	36	114	0.32
SNNP	183	1129	0.16
Gambela	-	-	0.00
Harari	13	39	0.33
Addis Ababa	89	240	0.37
Dire Dawa	3	7	0.43
Attorney General	219	527	0.23
National	1229	5856	0.34

Source: Regional Level Gender Disaggregated Data Mining and Analysis Report - CSA complied, 2019.

Table 21 illustrates sex-disaggregated statistics for the persecutors in the country. The country total includes both the persecutors in all regions and in attorney general. Female representation as persecutors is highest in Dire Dawa and Addis Ababa, followed by Tigray and Amhara. At national level only 34% gap has been closed so far and there is still 66% average gap that remains to be closed to achieve parity in persecutor composition.

Table 23: Percentage of cabinet at federal level by sex 2021

	Female	Male	Gender Parity
National	9	13	0.69

Source: PMO, 2021

While in October 2018, Ethiopia had a gender-balanced cabinet comprising of 20 members, currently that number has changed and out of the 22 cabinet positions only 9 are female.

Table 24: Summary table showing gender parity index in representation by region

	Civil servants	Voters	Police	House of Rep	Judges	Attorney	Cabinet
Tigray	0.78	1.07	0.16		0.22	0.34	
Afar	0.41	0.79	0.06		0.12	0.10	
Amhara	0.67	0.97	0.14		0.29	0.27	
Oromia	0.51	0.91	0.15		0.10	0.13	
Somali	0.29	0.86	0.15		0.05	0.09	
B-Gumuz	0.55	1.06	0.14		0.16	0.32	
SNNP	0.44	0.98	0.14		0.13	0.16	
Gambela	0.50	0.70	0.16		0.07	0.00	
Harari	0.79	0.93	0.28		0.29	0.33	
Addis Ababa	1.18	0.95	0.30		0.68	0.37	
Dire Dawa	0.64	0.99	0.20		0.00	0.43	
National	0.57	0.95	0.17	0.63	0.19	0.23	0.69

Source: Computation by authors (2021)

Table 25: Scores on Standardized gender parity index in representation

	Civil servants	Voters	Police	HoR	Judges	Attorney	Cabinet	Average	Standardized gender parity
Tigray	1	3	0		0	0		0.80	0.27
Afar	0	1	0		0	0		0.20	0.07
Amhara	0	3	0		0	0		0.60	0.20
Oromia	0	3	0		0	0		0.60	0.20
Somali	0	2	0		0	0		0.40	0.13
B-Gumuz	0	3	0		0	0		0.60	0.20
SNNP	0	3	0		0	0		0.60	0.20
Gambela	0	1	0		0	0		0.20	0.07
Harari	1	3	0		0	0		0.80	0.27
Addis Ababa	3	3	0		0	0		1.20	0.40
Dire Dawa	0	3	0		0	0		0.60	0.20
National	0	3	0	0	0	0	0	0.43	0.14

Source: Computation by authors (2021)

Key: (Low  $p \geq 0.9=3$ ); (medium-low  $0.8 \leq p < 0.9=2$ ); (medium-high  $0.7 \leq p < 0.8=1$ ), and (high levels  $p < 0.7=0$ ); P= parity ; HoR= House of representatives

Table 24 presents the gender parity index in representation (power and decision making). The index is measured using six indicators: percentage of civil servants, percentage of voters, number of police staff, and percentage of HR members of the House of Representatives, number of judges and number of persecutors. While data from the Ethiopian defense forces on the gender composition of international peacekeepers is obtained, it is not included in the final sub-index computation but presented as annex to the report. Figure 5 presents the status of representation by region in visual format.

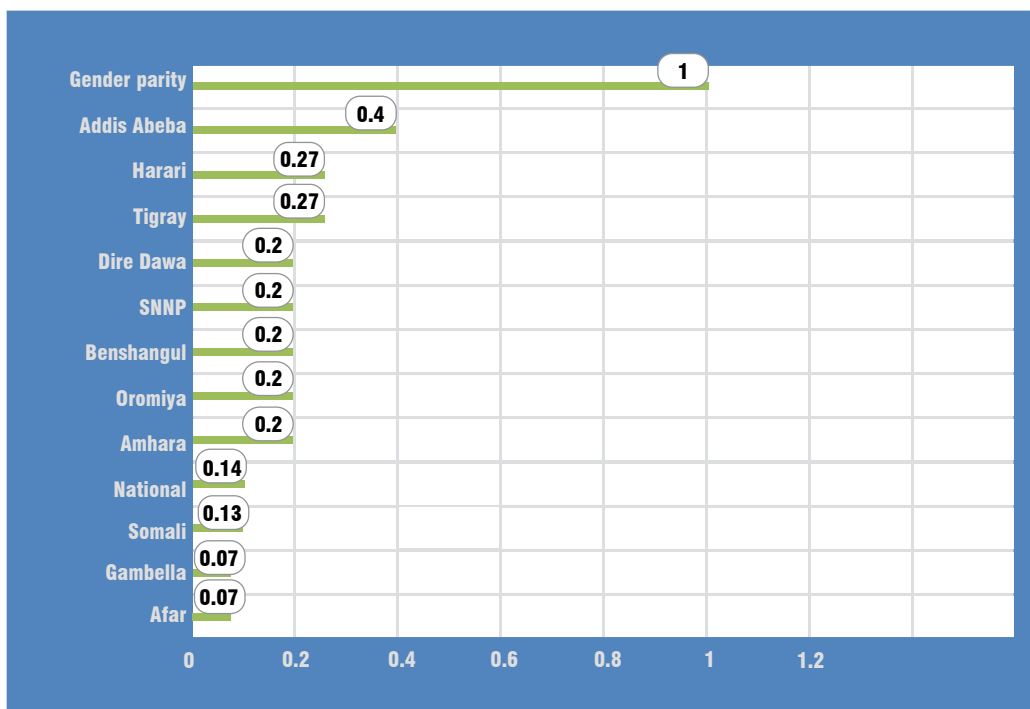


Figure 5: gender parity index in representation

#### 4.4.2 Qualitative Findings and Analysis

Women’s Change and Development Package (2006) and strategy (2017), among others, was introduced to facilitate the implementation of the National Policy on Women and to stress equal participation of women in all sectors. Moreover, the 10 years prospective plan includes a pillar on women political participation called “Representation”, but multiple barriers still prevent equitable opportunities for political empowerment for women at regional levels and national levels.

In this regard Ethiopia has improved by assigned important positions within the government by women. Ethiopia has female president and in 2018 (though reversed now), the country had achieved the gender parity in the Cabinet. In addition, important

positions outside the cabinet such as the Federal Supreme Court President, National Electoral Board Chair are now filled by women. Women currently head key national institutions.

In terms of position in the legislative, Women’s representation in the Federal Parliament showed a significant increase from 27.9 percent in 2010 to 38.8 percent in 2015. Beyond the increase in the number of women in parliament, female members of parliament (MPs) have increasingly occupied important positions within the parliamentary structures including equal number of chairperson positions out of the 10 Standing Committees of HPR. While this study could not obtain the data, the representation of women in Regional Councils has shown significant progress <sup>32</sup>

While increased representation by women should be considered a step in the right direction, the achievement is not immune from reversal. The current women's improved participation at higher level is not based on the solid foundation (e.g. affirmative action) but rather, mostly, tend to be motivated by individual politician's good will. In such cases the temporary special measures (affirmative action) could respond to the problem. The Constitution guarantees temporary special measures and Ethiopia is implemented such measures in politics, education, employment and housing.

However, as pointed out by the CEDAW committee, there is no regulatory framework in place to ensure the systematic implementation of temporary special measures<sup>33</sup> in the electoral system. Similarly, there is a lack of an institutionalized system to promote the representation of women in decision-making positions. The CEDAW report further notes that those special measures are not extended to other areas in which women are not sufficiently represented and by the lack of adequate monitoring and assessment of adopted special measures. In addition, increased number of representation is commendable, but the key question should be "Does the increased representation help promote certain agendas benefiting men and women equally or is it mere representation?"

Despite improvements however, CEDAW concluding observation (2019) report finds that women's participation in decision-making faces several obstacles. For instance, women are still underrepresented in permanent positions of the civil service, managerial positions and in the diplomatic and the judicial service. There are limited initiatives to build the capacity of women candidates and provide incentives to encourage political parties to nominate equal numbers of women and men to stand for election; Furthermore, there are

inadequate awareness-raising campaigns for politicians, community and religious leaders, the media and the general public on the importance of the participation of women in political life and decision-making positions.

---

<sup>32</sup>MOWCY (2019), Fifth National Report on Progress made in the Implementation of the Beijing Declaration and Platform for Action (Beijing +25), Addis Ababa, Ethiopia  
<sup>33</sup>CEDAW (2019), concluding observation to Ethiopian report

## 4.5 Resources: Gender and Economic Opportunities

### 4.5.1 Quantitative Findings and Analysis

Closing gender gaps in access to economic opportunities requires removing the barriers and disincentives to employment and entrepreneurship that women face. A number of steps are needed to ensure progress in this area, including improved access to assets and inputs, better access to child and eldercare, and enhanced labor market skills and training<sup>27</sup>. Access to economic resources and microfinance in particular, has come to be seen as an important tool for women's empowerment by providing economic resources that can improve their bargaining position in the household<sup>28</sup>. As a result, economic opportunities and resources sub-dimension is measured using participation in formal employment, land holding rights, house ownership, access to microfinance, time use as this indicator measures women's often invisible labor. Data from national labor survey, time use survey, welfare and monitoring survey are utilized.

#### Formal Employment

Participation in the formal economy has been widely recognized as an important vehicle for raising the status of women and promoting gender equality between women and men<sup>29</sup>

While Participation in formal sector employment has been probably the most important route to empowerment for women the data from Ethiopian National labour force Survey indicates men are still dominant in the formal employment.

Table 9 illustrates the participation of female employment in the formal economy being 76 percent. The Amhara regional state and Addis Ababa city administration reveal in having the highest female employment in the formal economy. According to NLFS, nationally 76% of the gap has been closed so far and there is still 24% average gap that remains to be closed to achieve gender parity in employment. This means, labor force participation in formal economy is skewed towards men: 85% of men are in active employment in comparison to 76% of the women. A number of factors explain the lower labor force participation rates for females relative to males such as imperfect skills, domestic work and limited information on jobs and employment opportunities.

Table 9: Percentage of employed population in the formal economy by sex and region

Region	Female	Male	Gender parity in formal employment
Tigray	80.6	89.0	0.90
Afar	34.8	32.3	0.91
Amhara	83.9	92.7	1.08
Oromia	74.5	84.1	0.91
Somali	26.5	34.2	0.89
B-Gumuz	75.6	83.6	0.77
SNNP	71.0	79.6	0.90
Gambela	39.4	53.9	0.89
Harari	60.1	84.3	0.73
Addis Ababa	91.3	90.6	0.71
Dire Dawa	48.7	64.3	1.01
National	75.9	84.4	0.76

Source: National Labour Force Survey of 2013, CSA

<sup>27</sup> World Bank (2016), Promoting Women's Access to Economic Opportunities, Policy note

<sup>28</sup> <https://gsdrc.org/topic-guides/gender/gender-and-economic-rights/>

<sup>29</sup> Cotter, Hermsen and Vanneman (2001)

## Land and housing Ownership

Table 10: House ownership by gender of the household head and region

Region	Male headed households	Female headed households	Gender parity in house ownership
Tigray	72.7	55.0	0.76
Afara	61.9	61.7	1.00
Amahara	70.0	47.1	0.67
Oromiya	62.8	50.3	0.80
Somali	83.2	76.9	0.92
Benshangul	69.5	60.3	0.87
SNNP	67.9	60.9	0.90
Gambella	74.7	71.7	0.96
Harari	64.7	48.6	0.75
Addis Ababa	30.4	28.2	0.93
Dire Dawa	70.8	55.9	0.79
National	64.2	51.9	0.81

Source: Welfare Monitoring National Survey 2015/16, CSA

For land and housing ownership, gender disaggregated data was computed from the latest Welfare Monitoring survey (WMS) by the CSA (2015/2016). Accordingly, at national level 64.2 percent male-headed households and 51.9 percent for female-headed households is report.

Table 11: Land ownership by gender of the household head and region

Region	Male headed households	Female headed households	Gender parity in land ownership
Tigray	71.7%	52.8%	0.74
Afara	54.6%	55.5%	1.02
Amahara	68.9%	47.9%	0.70
Oromiya	57.7%	43.2%	0.75
Somali	61.0%	57.7%	0.95
Benshangul	54.1%	47.2%	0.87
SNNP	67.5%	58.6%	0.87
Gambella	66.3%	66.3%	1.00
Harari	64.7%	45.9%	0.71
Addis Ababa	28.8%	27.2%	0.94
Dire Dawa	68.9%	53.2%	0.77
National	60.0%	47.5%	0.79

Source: Welfare Monitoring National Survey 2015/16, CSA

In terms of land ownership by gender of the household head, 60 percent male headed households and slightly less, female-headed household (47.5%) reported to own land. Gender parity index was calculated for land ownership at household level and it stands at 0.79 nationally. However, the WMS data could be misleading and should be read with caution as the survey is conducted at household level and not at individual level.

Table 12: Access to microfinance by gender of the household head and region

Region	Male headed households	Female headed households	Gender parity in access to microfinance
Tigray	7.2%	6.1%	0.85
Afara	0.0%	0.4%	1.00
Amahara	10.7%	4.9%	0.46
Oromiya	4.1%	2.6%	0.63
Somali	0.2%	0.0%	0.00
Benshangul	2.9%	0.0%	0.00
SNNP	3.8%	1.8%	0.47
Gambella	0.9%	1.4%	1.56
Harari	0.2%	0.5%	2.50
Addis Ababa	0.9%	0.5%	0.56
Dire Dawa	2.5%	4.8%	1.92
National	4.3%	2.4%	0.56

Source: Welfare Monitoring National Survey 2015/16, CSA

Table 12 presents the regional distribution of male and female-headed households who have access to microfinance opportunities. Except in Gambela, Afar and DireDawa, the female-headed households receive less access to financing. According to WMNS, nationally 56 % gap has been closed so far. To date, there is still 44% average gap that remains to be closed in access to micro-finance in the country.

### Time use

The Ethiopian Time Use Survey (ETUS, CSA, 2013) shows regional variation in ‘time use’ between the various broad activities among males and females aged ten years and older. The ETUS report presents the time spent by persons involved in the four general activities –system of national accounts (SNA), Non-SNA (Extended SNA), learning, and other non-productive activities. SNA activities are including in the national economic activity (eg. GDP) while the Non-SDA activities like domestic services are not. The result reveals the highest gender disparity in Extended-SNA activities in Addis Ababa, Harari, Dire Dawa, and Gambela. Females spend two times more time than males in unpaid work. The lowest gender disparities are observed in Amhara and Benishangul-Gumuz regions (1.2 times).

Table 13: Time spent by persons involved on broad activity by region and sex

Table 13: Time spent by persons involved on broad activity by region and sex

	Male	Female	Total	Disparity Index F/M(M/F)
Tigray				
SNA	385	271	329	0.70
Non-SNA (Extended SNA)	202	303	269	1.5(0.67)
Learning	361	372	367	1.03
Other Non-Productive Activities	991	938	963	0.95



Affar				
SNA	423	248	331	0.59
Non-SNA (Extended SNA)	268	336	314	1.3(0.80)
Learning	321	310	317	0.97
Other Non-Productive Activities	943	924	933	0.98
Amhara				
SNA	387	252	320	0.65
Non-SNA (Extended SNA)	270	335	308	1.2(0.81)
Learning	433	413	424	0.95
Other Non-Productive Activities	918	899	908	0.98
Oromia				
SNA	393	272	331	0.69
Non-SNA (Extended SNA)	220	316	279	1.4(0.70)
Learning	371	381	376	1.03
Other Non-Productive Activities	933	873	902	0.94
Somali				
SNA	407	285	345	0.70
Non-SNA (Extended SNA)	206	343	299	1.7(0.60)
Learning	360	301	339	0.84
Other Non-Productive Activities	970	879	924	0.91
Benishangul-Gumuz				
SNA	384	277	324	0.72
	Male	Female	Total	Disparity Index F/M(M/F)
Non-SNA (Extended SNA)	195	239	225	1.2(0.82)
Learning	359	362	360	1.01
Other Non-Productive Activities	1,011	936	973	0.93
Snnpr				
SNA	385	262	322	0.68
Non-SNA (Extended SNA)	186	325	278	1.7(0.57)
Learning	340	324	332	0.95
Other Non-Productive Activities	980	891	934	0.91
Gambela				
SNA	398	253	320	0.64
Non-SNA (Extended SNA)	129	254	218	2.0(0.51)
Learning	325	281	309	0.86
Other Non-Productive Activities	1,060	980	1,020	0.92
Harari				
SNA	458	342	402	0.75
Non-SNA (Extended SNA)	123	273	215	2.2(0.45)
Learning	354	345	350	0.97
Other Non-Productive Activities	960	924	941	0.96

Addis Ababa				
SNA	519	357	448	0.69
Non-SNA (Extended SNA)	125	302	244	2.4(0.41)
Learning	438	438	438	1.00
Other Non-Productive Activities	937	923	930	0.99
Dire Dawa				
SNA	448	375	412	0.84
Non-SNA (Extended SNA)	137	272	230	2.0(0.50)
Learning	398	393	396	0.99
Other Non-Productive Activities	1,002	920	959	0.92
Country Total				
SNA	396	269	332	0.68
Non-SNA (Extended SNA)	224	321	285	1.4(0.70)
Learning	386	383	385	0.99
Other Non-Productive Activities	945	892	918	0.94

Source, CSA, TUS, 2013

\* Disparity index is computed as F/M. The index for Non-SNA (Extended SNA) is computed as both F/M and M/F

The overall time use index is computed based on the disparity in SNA, Non-SNA, and learning. The standardized gender disparity index is presented in Table 13. According to the result the highest values of the index is reported in Benishangul Gumuz and is lowest is in Somali and Gambella.

Table 14: Summary table showing gender parity in time use by region

Region	System of National Accounts (SNA)	Non-SNA (Extended SNA)	Learning	Average
Tigray	0.70	0.67	1.03	0.80
Affar	0.59	0.80	0.97	0.79
Amhara	0.65	0.81	0.95	0.80
Oromia	0.69	0.70	1.03	0.81
Somali	0.70	0.60	0.84	0.71
Ben. Gumuz	0.72	0.82	1.01	0.85
SNNPR	0.68	0.57	0.95	0.73
Gambela	0.64	0.51	0.86	0.67
Harari	0.75	0.45	0.97	0.72
Addis Ababa	0.69	0.41	1.00	0.70
Dire Dawa	0.84	0.50	0.99	0.78
National	0.68	0.70	0.99	0.79

Table 15: Summary table showing gender parity index in economic opportunities and resources by region

Region	Disparity in house ownership	Disparity in land ownership	Gender disparity in access to micro finance	Disparity in formal employment	Disparity in time use
Tigray	0.76	0.74	0.85	0.90	0.80
Afara	1.00	1.02	1.00	0.91	0.79
Amahara	0.67	0.70	0.46	1.08	0.80
Oromiya	0.80	0.75	0.63	0.91	0.81
Somali	0.92	0.95	0.00	0.89	0.71
Benshangul	0.87	0.87	0.00	0.77	0.85
SNNP	0.90	0.87	0.47	0.90	0.73
Gambella	0.96	1.00	1.56	0.89	0.67
Harari	0.75	0.71	2.50	0.73	0.72
Addis Ababa	0.93	0.94	0.56	0.71	0.70
Dire Dawa	0.79	0.77	1.92	1.01	0.78
National	0.81	0.79	0.56	0.76	0.79

Source: Computation by authors (2021)

Table 16: Standardized gender parity index in economic opportunities and resources

Region	Disparity in house ownership	Disparity in land ownership	Gender disparity in access to micro finance	Disparity in employment in the formal economy	Disparity in time use	Standardized gender parity in economic opportunities and resources	
						Average	
Tigray	1	1	2	3	2	1.8	0.60
Afara	3	3	3	3	1	2.6	0.87
Amahara	0	1	0	3	2	1.2	0.40
Oromiya	2	1	0	2	2	1.4	0.47
Somali	3	3	0	1	1	1.6	0.53
Benshangul	2	2	0	3	2	1.8	0.60
SNNP	3	2	0	2	1	1.6	0.53
Gambella	3	3	3	1	0	2.0	0.67
Harari	1	1	3	1	1	1.4	0.47
Addis Ababa	3	3	0	3	1	2.0	0.67
Dire Dawa	1	1	3	1	1	1.4	0.47
National	2	1	0	3	1	1.4	0.47

Source: Computation by authors (2021)

Key: (Low  $p \geq 0.9=3$ ); (medium-low  $0.8 \leq p < 0.9=2$ ); (medium-high  $0.7 \leq p < 0.8=1$ ), and (high levels  $p < 0.7=0$ )

Table 15 presents the gender parity index in economic opportunities and resources. The index is measured using land and housing ownership, access to microfinance, participation in formal employment and time use. In terms of housing ownership we observe medium low disparity (2) while in land holding rights, formal employment and time use we observe medium high disparity (1). We notice high disparity (0) or imparity, in terms of access to microfinance. For the economic opportunities and resources dimension, 47 % gap has been closed so far nationally. To date, there is still 53% average gap that remains to be closed to empower women economically. Figure 4 provides a visual representation of the gap the needs to be filled in this sub-dimension by region.

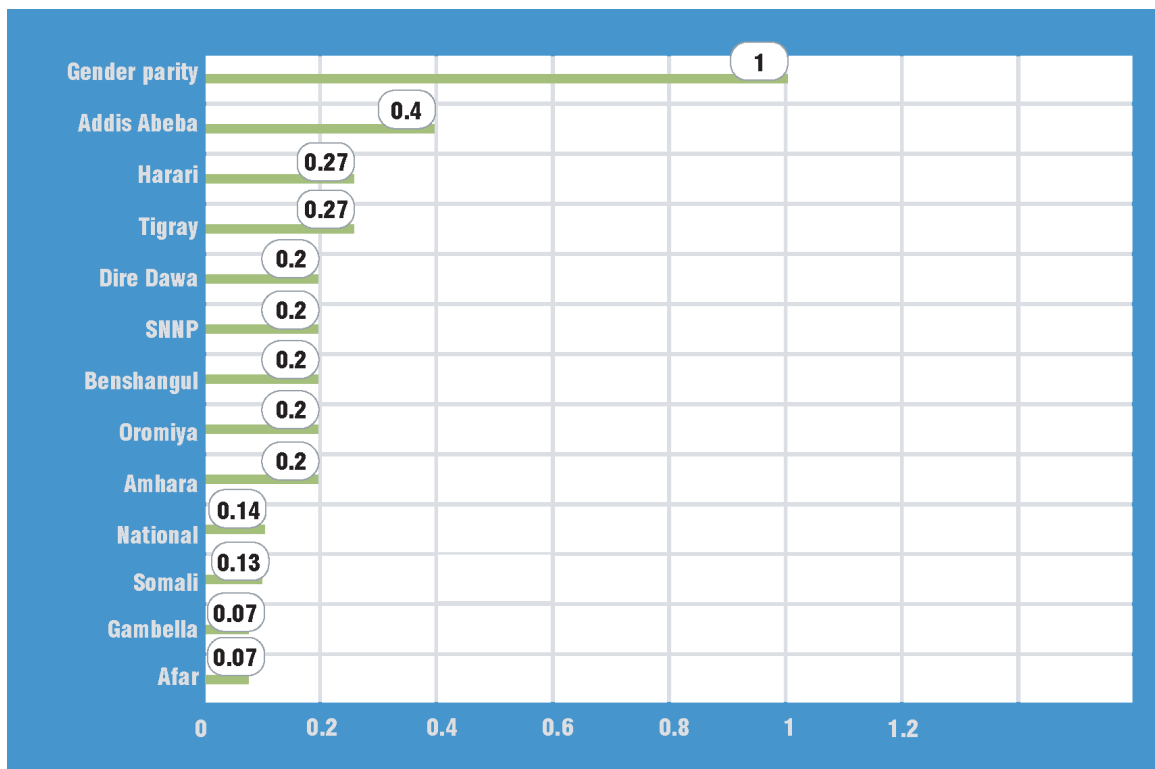


Figure 4: Gender parity index in economic opportunities and resource

#### 4.5.2 Qualitative Findings and Analysis

One of the major constraints to women's economic empowerment is access to finance, market and training on entrepreneurship. Interview with members of MoWCY indicates that with the view to address this, specific initiatives that focused on 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 have been launched.

While the entry into force of the national women development and change strategy in 2017, which aims to improve the participation and empowerment of women, is encouraging the number of women benefiting from microcredit services and large-scale loans remains low. In addition, CEDAW concluding observation (2019) report finds no evaluation has been conducted of the impact of the microcredit services that have been implemented and also there is no coordination mechanism between the structures overseeing microcredit services at the federal level.

The implementation of Proclamation No. 1064/2017 on federal civil servants, which prohibits sexual harassment in the workplace and allows women four months of maternity leave is an important step to encourage formal employment from gender perspective. However, the world of employment in Ethiopia suffers from several obstacles from gender perspective.

These are :<sup>30</sup>

- The gender pay gap between women and men in the private sector and the large concentration of women in the informal sector who are not covered by social and labour protection;
- The lack of adequate protection for women domestic workers, who are particularly vulnerable to abuse and exploitation;
- Prejudice, discrimination and sexual harassment against women in the workplace;
- The lack of sufficient childcare facilities in the public and private sectors.

<sup>30</sup> CEDAW (2019), Concluding observations on the eighth periodic report of Ethiopia. Adopted by the Committee at its seventy-second session (18 February–8 March 2019).

In terms of land and housing, multiple intersecting forms of vulnerability act as barriers to promote women's land, property and housing rights. However, cultural and socio-economic barriers pose the major challenge and are expected to take longer to address. Overall, despite a range of legal and policy stipulations that provide for affirmative action measures to prioritize women's access to land and housing, gender norms and roles continue to constrain equal property rights for divorced, separated and widowed women who are also the most economically vulnerable.

Furthermore, as shown by the quantitative findings, Ethiopian women typically spend disproportionately more time on unpaid care

work than men. On account of gendered social norms that view unpaid care work as a female prerogative, socio-economic classes and cultures spend an important part of their day on meeting the expectations of their domestic and reproductive roles. This is in addition to their paid activities, thus creating the "double burden" of work for women<sup>31</sup>. Better participation in economic opportunities requires that burden of unpaid work through better infrastructure; in particular energy, water, sanitation and transportation, the provision of affordable care need to be addressed.

## 4.6 Composite Ethiopian Gender Development Index

Through the Ethiopian Gender gap index, efforts have been made to measure the extent of gender-based gaps among the four key dimensions (Rights [Education and health], Resources [Economic Participation and Opportunity], and Representation [power and decision-making]). Unfortunately, no reliable data on health and gender was available that generates information for advocacy or knowledge purpose. Instead, reproductive health indicators were employed.

Using four sub-dimensions of education, health, economy and political participating, the Ethiopian gender equality index (EGDI) stands at 0.30. This means, only 30 percent of gender equality gap has been closed so far. To date, there is still 70 percent average gap that remains to be addressed to achieve full parity. The GDI rank indicates that Tigray and Addis Ababa lead in scores of gender parity followed by SNNPR and Amhara regional states. Addis Ababa has closed almost 71 percent of its overall gender gap and Tigray, 55 Percent. Somali, Afar and Harari are regions where gender imparity is high.

Table 34: Ethiopian Gender Development Index by region

Region	Education	Health	Economy	Participation	GDI
Tigray	0.75	0.56	0.60	0.27	0.55
Afara	0.25	0.00	0.87	0.07	0.30
Amahara	0.75	0.33	0.40	0.20	0.42
Oromiya	0.50	0.00	0.47	0.20	0.29
Somali	0.08	0.00	0.53	0.13	0.19
Benshangul	0.50	0.11	0.60	0.20	0.35
SNNP	0.67	0.22	0.53	0.20	0.41
Gambella	0.17	0.11	0.67	0.07	0.26
Harari	0.42	0.33	0.47	0.27	0.37
Addis Ababa	0.75	1.00	0.67	0.40	0.71
Dire Dawa	0.50	0.56	0.47	0.20	0.43
National	0.47	0.11	0.47	0.14	0.30

Source: Computation by authors (2021)

This result indicates that while Ethiopia has achieved better results in some sub-dimensions, such as education and economic participation (47%), the country is way behind to achieve gender parity. Across all the sub indexes, the largest gender disparity is reflected in health (11%) followed by Political participation scores (14%).

While comparison with other indicators is hardly possible as a result of employing different methods and measure, the results of Women Development Index (MoWC, 2014) and the Global Gender Gap Index (GGI) by the World Economic Forum (2020) could be mentioned. WDI index computed for the year 2014 showed that gender equality in Ethiopia was at 0.325. On the other hand, the Global Gender Index (GGI, 2020) reports Ethiopia’s score at 0.70, which is much higher and uses only few indicators. GGI ranks Ethiopia at 82nd from among 153 countries globally but not comparison or trend analysis can be made between EGDI (the current study) and other measures such as WDI or GGI.

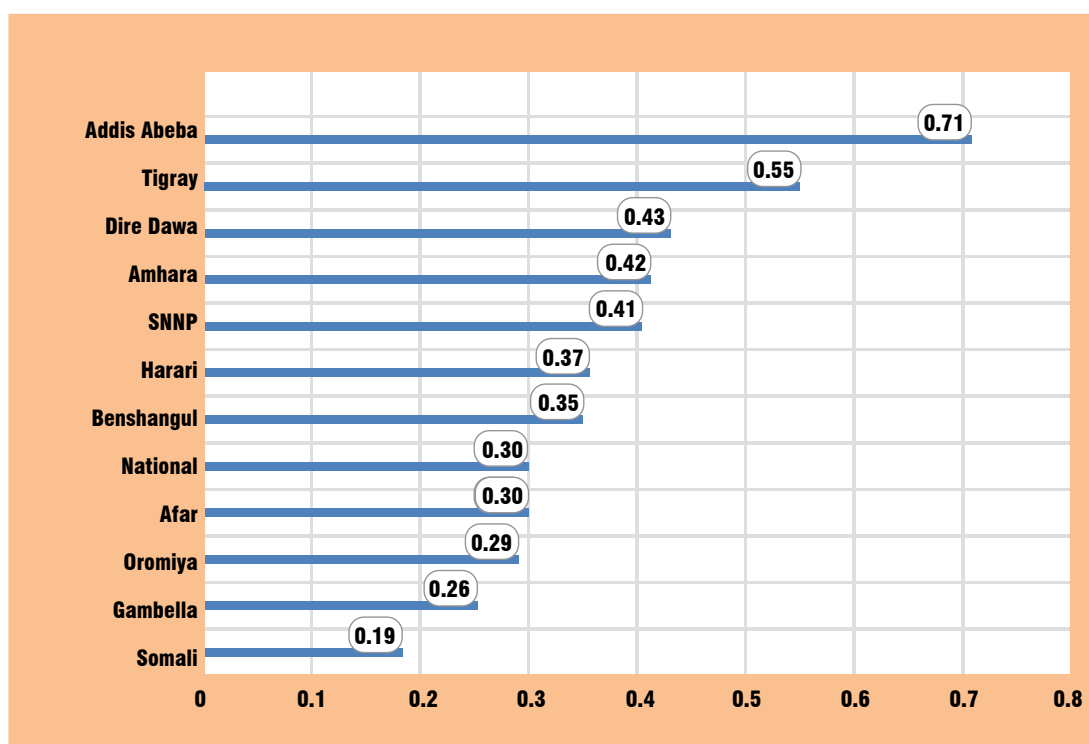


Figure 6: Ethiopian Gender Development Index by region (2021)

While a number of factors explain the lower gender equality scores for Ethiopia, social norms and cultural practices, conflict and violence, and also limited capacity and resources by gender machineries may explain for existing gender status. Section 4.7 provides further analysis regarding the barriers of gender equality and women’s empowerment agenda in Ethiopia.

## 4.7 Major Barriers to GEWE Advancement in Ethiopia

While there are several barriers that affect GEWE such as gaps in legislation, socio-economic position of women, low level of literacy and others but the following three aspects pose a major obstacle to GE promotion in present Ethiopia<sup>38</sup>.

### 1- Gendered norms and cultural practices

The EGD I has shown encouraging results in closing gender gaps in some sectors such as education. However, the promise for gender equality remains unfulfilled and the struggle continuous. The influence of discriminatory social institutions on performance of gender equality agenda is very high. As D. North has observed, social institutions influence decisions, choices and behaviors of groups, communities and individuals. They consist of both informal constraints such as sanctions, taboos, customs, traditions, and codes of conduct and formal rules like constitutions, laws, property rights.

Gendered norms, religious and cultural practices are most noticeable during marriage, inheritance, decision-making and employment. Inheritance issues: Most women face discrimination in relation to the inheritance of housing, land and property. Violence is common within the context of inheritance. A woman's property is often forcibly seized by relatives, an attempt that can involve harassment, threats, physical intimidation, beating, rape and even murder. A woman can be at increased risk of violence from her in-laws or community members if she decides to fight for her share of the inheritance. This violence is frequently committed with impunity, as these matters are seen as private family matters. Traditional leader and local authorities, who are the primary enforcers of customary laws and practices, also tend to have biased attitudes against women

**During divorce:** the event of divorce is another moment that women's rights are highly challenged. Most women have limited knowledge and awareness of the law and they lack access to legal advice and representation for divorce proceedings; similarly, women may not have full information about the family assets.

**Decision-making:** Women are often unable to participate equally in decision-making processes that are relevant to the right to adequate housing, be it at the family, community or State level. Discussions conducted with government officials and the women assert that even though equality between men and women is formally recognized in the law, the cultural belief holds women from fully participating in decision-making related to housing, land and property. Traditionally, women also rarely have a say in how the household budget is spent, affecting their ability to improve their housing. EDHS (2016) data shows seventy-one percent of currently married women participate in three specified household decisions (own health care, household purchases, and visits to their family), while 10% are not involved in any of these decisions determined by their husbands. The data doesn't provide decision making in major areas of land and housing, which one could easily guess to be very low. Another area where the impact of social norms is highly evident is in the perpetuation of harmful traditional practices. While there are limited gender transformational interventions by the government and some civil society organizations to change the social norms and cultural practices, gender equality agenda faces formidable barrier in this respect demanding generational struggle to address it.

---

<sup>38</sup> With different level of emphasis, similar understanding is revealed by MoWCY in its Beijing + 25 performance report.



## **2- Fragility, Conflict and Violence**

Ethiopia's political liberalization, underway since April 2018, gave hope to many that the country was moving towards a better future than its autocratic past. This optimism was however dimmed with the parallel rise of violent ethnic conflicts across the country. Most acutely, the war and conflict since Nov 2020 in the Northern Ethiopia, the ethnic violence in Benishangul-Gumuz and continuous internal displacement in other regions coupled with natural disasters is taking a heavy toll on GEGW commitments.

Most often the gender impacts of conflict are associated with almost exclusively on sexual and gender-based violence. War's mortality burden is disproportionately borne by males, whereas women and children constitute a majority of refugees and the displaced. The indirect impacts of conflict and violence in Ethiopia could be undoing the GE progress made in health, education, and economic and political participation. For instance, conflicts create households headed by widows who can be especially vulnerable to intergenerational poverty.

## **3- Capacity and Resources Constraints**

The MoWCY is making efforts to measure each sector's progress about GE through its Leveling Tools and attempting to build the National Gender information system (NGIS). And yet, respondents from the ministry agree that state institutions that are entrusted with promoting GEWE still faces challenges regarding the coordination and that its resources and capacity continue to be limited. The BPFA report (2019) admits that capacity related problems within mainstream policy implementing bodies as well as specialized bodies that are mainly related to skill and knowledge limitation to deliver at the expected level. In addition to the technical and human capacity, financial capacity has constrained the effectiveness of the gender machineries. The report asserts that despite the introduction of gender responsive budgeting, budgetary constraints are still felt in the different sectors to ensure gender-responsiveness in implementation of existing relevant laws, policies, strategies and/or action plans.

In addition, the woreda level exercise to build EGDI has clearly shown that gender agenda is not well communicated at a woreda level as most Women and Child affairs offices are still very much concerned with women in development (WiD) thinking rather than to Gender in Development paradigm. This is reflected by the limited or no data compiled by the offices to understand the existing local gaps in gender equality. Most reporting and conversation appears to be stuck at higher regional, national and international level. Much remains to be accomplished to mainstream gender concerns in planning, implementation and the monitoring and evaluating processes in all sectors particular at lower administrative levels.

# 5. CONCLUSION AND RECOMMENDATION

---

## 5.1 Conclusions

The main objective of this exercise was to produce a report, which shows the extent to which Ethiopia has advanced in gender equality, reduced the gender gaps and addressed empowerment of women in accordance with all its national and international commitments. This report highlights the disparities between men and women in the areas covered by the index. It is based on the findings from Ethiopian census, national surveys and administrative records. The report also indicated the extent to which Ethiopia has been meeting its national and international commitments to gender equality and women's empowerment agenda.

From the findings and discussions made in the preceding sections, conclusions can be drawn as follows.

- First, Ethiopia has introduced progressive legislative reforms for gender equality and women's empowerment by the adoption of various legislations such as the prohibition of sexual harassment at work place (federal civil servants); the establishment of the Office of the Federal Attorney General of Ethiopia, which covers the provision of free legal services to women who do not have sufficient resources, women development strategy, and other policy frameworks. In brief, there is better policy commitment, institutional mechanism, and involvement of civil society organizations. However, the critical challenge remains to be the implementation of polices, enforcing the laws and capacity enhancement and budget allocation.
- Second, Women continue to face a number of barriers that prevent them from fully accessing health services and participating in political and public life. Across the sub indexes, on average, the largest gender disparity is reported in health (11%) followed by the Political Empowerment gap. Only 14 % of the representation gap has been closed in 2020. Better score are shown in participation in parliament, number of registered voters and in cabinet position, but these achievements are not institutionalized and its continuity is not guaranteed. Gender participation in police force, in judiciary in attorney general office and even the cabinet reveal high gender imparity. Social attitudes, illiteracy, burden of unpaid care work and dependency on men affects women's participation in politics and public life.
-

- Third, the third largest gap is reported in Economic and in Education sector; only 47 % of this gap has been closed so far in both sectors. In Economic sector, while there is low and medium low disparity in participation in formal employment and house ownership and there is high and medium high disparity in land ownership and time use and there is high disparity in relation to access to economic resources (e.g. microfinance).
- Forth, by closing educational gap by 47 percent, educational attainment gaps are relatively small, revealing medium low disparity in gross enrollment and low disparity in school drop out rate. However, there is a high level of disparity in literacy level.
- Fifth, women spend more time engaging in unpaid work than men, leaving them less time to devote to remunerative employment, participation in political and public life and learning. Limited access to education and vocational opportunities, compared with men, contributes to women being overrepresented in low-paid domestic work with limited social protection and precarious working conditions.
- Sixth: While some efforts are exerted to permeate gender mainstreaming concept at Woreda level, there is no or limited gender related data available at the institutions tasked with promoting gender equality. It appears the woreda level understanding remains to be still at Women in development stage rather than gender in development. In other words, the gender understanding of local government offices at kebele and

woreda level is limited and statistical data is rarely compiled.

Overall, despite considerable progress made by women's participation of education, politics, economic opportunities and access to health services, data suggest that an Ethiopian woman lag farthest behind men at all levels. The results outline the existence of structural, social, cultural, political and economic barriers that hinder effective female participation. Gender norms and roles continue to affect gender equality and women's empowerment.

## “Ethiopia has been meeting its National and International to Gender Equality and Women's Empowerment Agenda”

## 5.2 Recommendations

Based on preceding discussion, conclusions, CEDAW (2019) concluding observations and Beijing +25 reviews, the following recommendations are targeted at local and international CSO in Ethiopia as well as aimed at the policy makers for action.

### RECOMMENDATIONS FOR ACTIONS: CSO AND OTHER DEVELOPMENT PARTNERS

The Civil society organizations could build on their community level experience and work with grassroots organizations to promote gender equality and women's empowerment agenda by taking the following actions.

- Engage in targeted awareness campaigns to effect changes in attitudes and encourage women and girls to claim their legal rights.
- Undertake education awareness programs that target parents and community leaders in order to tackle the biased cultural and social norms that impede the educational achievement of girls;
- Carry out awareness-raising campaigns that target the general public, the judiciary, law enforcement institutions and traditional and customary institutions on the legislation, policies and programs to promote women's access to economic opportunities and resources. Gender equality awareness rising needs to be given not only to the public but also targeted at individuals at leadership position.
- Undertake education awareness programs targeting politicians, the media, leaders of traditional governance institutions and the general public to highlight the importance of women's full and equal participation in political and public life, in particular in leadership positions at all levels.
- Advocate so that gender equality remains political agenda
- Advocate and generate continuous public support to hold governments accountable for the implementation of international commitment.
- Generate evidence. Collection of sex-disaggregated data is essential to assess the status of gender equality and to engage in evidence-based advocacy. Strengthen the collection and management of data and statistics disaggregated by sex, age, geographical location, socioeconomic status and other relevant factors on participation and progression
- Advocate for women's quotas and affirmative action to promote the participation of women in political and public life. Advocate for legislative-mandated quotas for proportion of women in the national parliament and in local governance structures.
- Support women's entrepreneurship through creation of greater access to skills, and financial and business support services.
- Help reduce the burden of unpaid work through better infrastructure, in particular energy, water, sanitation and transportation, the provision of affordable care services.
- The CSOs should seek to increase the access of women to loans and other forms of finance, including by providing them with soft loans and improving their business and financial knowledge, and promote their access to income-generating activities.
- Support women to gain access to justice by increasing their awareness of their right to legal aid;

## RECOMMENDATIONS FOR ACTIONS: THE ETHIOPIAN GOVERNMENT

In general the government needs to strengthen gender-mainstreaming agenda and this should be one of the standards against which the performance of decision-makers is assessed. Accountability can be promoted through setting gender targets and its evaluation. In addition, there is a need to establish a special fund to empower women women in small and medium-sized enterprises. Similarly, allocate adequate organizational, human, technical and financial resources to promote gender equality in all sectors in particular with regard to women in rural and remote communities of high importance. Specific domain related recommendations targeted at the sate are presented as follows.

### **Rights - Education**

- Gender disparity in literacy rare is high. Strengthen adult literacy programs, especially in rural areas.
- Ensure that primary education is compulsory for and inclusive of all children and reduce the indirect costs of schooling, with a view to eliminating them;
- Intensify efforts to improve enrolment, retention and completion rates for women and girls at all levels of education;
- Ensure that every school has adequate and accessible sanitation facilities for girls to prevent them from missing or dropping out of school because of menstrual management challenges;
- Ensure a safe school environment for girls and strengthen effective reporting and accountability mechanisms for investigating and prosecuting cases of sexual abuse and harassment of girls in schools;

### **Resources - Economic Participation and Opportunity**

- Evidence shows access to microfinance is low. Expand the access of rural women to microfinance and microcredit at low interest rates to enable them engage in income-generating activities and start their own businesses.

- Promote women's ownership of land and enhancing the security of their land tenure, and ensure that rural women are involved in the development and implementation of agricultural policies; Ensure that women not only receive land certificates but actually drive economic benefits from their land resources. ;
- Put mechanisms in place to reduce the burden of unpaid work through better infrastructure, in particular energy, water, sanitation and transportation, the provision of affordable care services.
- Data suggests women are less represented in formal employment. Increase women's access to decent work, promote their transition to the formal sector and ensure that women employed in the informal sector are effectively covered by social and labour protection;
- Women's entrepreneurship: Undertake new measures and strengthen current ones to promote women's entrepreneurship and ensure that they have greater access to skills, and financial and business support services.

## Representation – Power and Decision Making

- Women's participation in politics and decision is the lowest. There is a need to consider introducing new quotas and other affirmative action measures to promote women's participation in political and public life at all levels, in particular in the civil service, managerial positions and the judicial service;
- Support women's political leadership by investing in women's education and economic assets, and political internships.
- Take specific measures to build the capacity of women candidates and provide incentives to encourage political parties to nominate equal numbers of women and men to stand for election;
- Conduct awareness-raising campaigns for politicians, community and religious leaders, the media and the general public on the importance of the participation of women in political life and decision-making positions.

## Rights- Health

- It is difficult to locate gender data in health. There is a need that MOH strengths gender dimension in its HMIS initiatives.
- Provide for people to have access to comprehensive information regarding sexual and reproductive health and rights and affordable, modern methods of contraception to all women and girls to reduce unwanted and teenage pregnancies and unsafe abortions.
- Improve the coverage of and access to health services at a lower cost throughout its territory by allocating sufficient budgetary resources to the establishment of hospitals, in particular in rural and remote areas,
- Increase and improve the provision of sexual and reproductive health

information and services to women and girls, including in rural areas, on the basis of the principles of inclusion and accessibility;

## GBV and HTPs

- Adopt the national free legal aid strategy developed in 2015 with the provision of procedural and age-appropriate accommodations,<sup>39</sup>
- Ensure that appropriate budget allocations are made for the provision of legal aid to women and girls;
- Establish fully funded and capacitated Ministry or a Commission whose mandate is Gender Equality in order to meet international targets.
- Gender machineries need to introduce and move away from women in development approach to gender in development.
- Allocate adequate organizational, human, technical and financial resources to the institutions that promote gender equality to enable it to carry out its mandate to coordinate, monitor and assess the impact of the implementation of public policies and national action plans for the advancement of women.
- Strengthen mainstreaming gender perspectives in all laws and policies, and ensure its coverage of the entire territory;
- Adopt a comprehensive and inclusive law on gender-based violence, addressing all forms of violence against women, including acid attacks, domestic violence, rape, marital rape, gang rape and other forms of sexual violence;
- Integrate age-appropriate education on sexual and reproductive health and rights into school curricula, including comprehensive sex education for adolescent girls and boys.

---

<sup>39</sup> CEDAW concluding remarks recommendation (2019) underlines on legal aid issues and the need for implementation of the strategy.

# References

- Asiedu, E., Branstette, C., Gaekwad-Babulal, N., & Malokele, N. (2018). The effect of women's representation in parliament and the passing of gender sensitive policies. In ASSA Annual Meeting (Philadelphia, 5-7 January). <https://www.aeaweb.org/conference>
- Bardhan, K., and Klasen, S. (1999). UNDP's gender-related indices: A critical review. *World Development*, 27(6), 985-1010.
- Cotter, D. A., Hermsen, J. M., Ovadia, S., & Vanneman, R. (2001). The glass ceiling effect. *Social forces*, 80(2), 655-681.
- CSA- Gender Directorate (2019) Regional Level Gender Disaggregated Data Mining and Analysis Report .
- EIGE, (2013), Gender equality Index, European Institute for Gender Equality, Italy
- FDRE (2017), Ethiopia 2017 Voluntary National Review (VNR) on SDGs, National Planning Commission, AA.
- Foa, R., & Tanner, J. (2012). Methodology of the indices of social development (No. 2012-04).
- Hawken, Angela, Munck, Gerardo L. (24 April 2012). "Cross-National Indices with Gender-Differentiated Data: What Do They Measure? How Valid Are They?" *Social Indicators Research*. 111 (3): 801–838. doi:10.1007/s11205-012-0035-7
- Ministry for Foreign Affairs (Sweden), 2019, Handbook of Sweden's feminist foreign policy
- Hubacher, D., & Trussell, J. (2015). A definition of modern contraceptive methods. *Contraception*, 92(5), 420-421.
- MoWCY (2019), Fifth National Report on Progress made in the Implementation of the Beijing Declaration and Platform for Action (Beijing +25), Addis Ababa, Ethiopia
- Regassa, E., & Regassa, N. (2016). Examining the Low Women Autonomy in Household Decision Makings in Sidama Zone, Southern Ethiopia. *Journal of Woman's Reproductive Health*, 1(3), 10.
- Setweet Movement (2019), Shadow Report to the CEDAW Committee Review of the 8th Periodic Report on Ethiopia;
- Sen, Amartya (1985) *Commodities and Capabilities*, Lectures in Economics Theory Policy. New York: Oxford University Press.
- UNECA, (2019), the African gender and development index, III group GDI report, Addis Ababa
- UNECA, (2009), the African gender and development index, First group GDI , Addis Ababa.
- UNECA (2017), Typology of indicators, Addis Ababa
- UstinaDemetriades (2009), Gender Equality indicators: What, why and how. DAC Network on Gender Equality.
- Walby, S. (2005). Gender mainstreaming: Productive tensions in theory and practice. *Social Politics: International Studies in Gender, State & Society*, 12(3), 321-343.
- World Bank (2016), Promoting Women's Access to Economic Opportunities, Policy note
- Verloo, M. (2005). Displacement and empowerment: Reflections on the concept and practice of the Council of Europe approach to gender mainstreaming and gender equality. *Social Politics: International Studies in Gender, State & Society*, 12(3), 344-365.

## Annex 1: Woreda Level Gender Development Index (WGDI)

### Education

	Disparity Index				Standardized disparity between [0, 3]					Standardized disparity [0, 1]
	Adults aged 15-49 with no education	Gross enrolment Grade 1-8	Gross enrolment Grade 9-12	Dropout rate Grade 1-8	Adults aged 15-49 with no education	Gross enrolment Grade 1-8	Gross enrolment Grade 9-12	Dropout rate Grade 1-8	Average	
Tigray	0.41	0.97	0.99	1.63	0	3	3	3	2.3	0.75
Afar	0.65	0.78	0.62	0.86	0	1	0	2	0.8	0.25
Amhara	0.62	0.95	1.03	1.44	0	3	3	3	2.3	0.75
Oromia	0.50	0.85	0.74	1.00	0	2	1	3	1.5	0.50
<b>Dedo woreda</b>	<b>0.50<sup>40</sup></b>	<b>(26552f/28614m) 0.93</b>	<b>(2106f/2329m) 0.90</b>	<b>(138m/99f) 1.39</b>	0	3	3	3	2.25	0.75
Somali	0.51	0.71	0.59	0.50	0	1	0	0	0.3	0.08
B-Gumuz	0.50	0.84	0.74	0.95	0	2	1	3	1.5	0.50
SNNP	0.54	0.90	0.80	1.00	0	3	2	3	2.0	0.67
Gambela	0.36	0.89	0.67	0.67	0	2	0	0	0.5	0.17
Harari	0.42	0.79	0.75	0.89	0	2	1	2	1.3	0.42
Addis Ababa	0.37	1.17	1.16	0.00	0	3	3	3	2.3	0.75
<b>Woreda 10 (Bole)</b>	<b>0.37<sup>41</sup></b>	<b>(2481f/2150m) 1.15</b>	<b>1.16<sup>42</sup></b>	<b>0.00<sup>43</sup></b>	0	3	3	3	2.25	0.75
Dire Dawa	0.38	0.86	0.86	0.87	0	2	2	2	1.5	0.50
National	0.56	0.89	0.85	1.08	0	2	2	3	1.8	0.58

### Representation

	Disparity Index							Standardized disparity between [0, 3]								Standardized disparity [0, 1]
	Civil servants	Voters	Police	House of rep.	Judges	Attorney	Cabinet	Civil servants	Voters	Police	House of rep.	Judges	Attorney	Cabinet	Average	
Tigray	0.78	1.07	0.16		0.22	0.34		1	3	0		0	0		0.80	0.27
Afara	0.41	0.79	0.06		0.12	0.10		0	1	0		0	0		0.20	0.07
Amahara	0.67	0.97	0.14		0.29	0.27		0	3	0		0	0		0.60	0.20
Oromiya	0.51	0.91	0.15		0.10	0.13		0	3	0		0	0		0.60	0.20
<b>Dedo woreda</b>	<b>(967f/1349m) 0.72</b>	<b>0.91</b>	<b>(11f/52m) 0.21</b>	<b>(55f/53m) 1.04</b>	<b>(5m) 0</b>	<b>(5m) 0</b>	<b>(9f/38m) 0.24</b>	1	3	0	3	0	0	0	1.2	0.39
Somali	0.29	0.86	0.15		0.05	0.09		0	2	0		0	0		0.40	0.13
Benshangul	0.55	1.06	0.14		0.16	0.32		0	3	0		0	0		0.60	0.20
SNNP	0.44	0.98	0.14		0.13	0.16		0	3	0		0	0		0.60	0.20
Gambella	0.50	0.70	0.16		0.07	0.00		0	1	0		0	0		0.20	0.07
Harari	0.79	0.93	0.28		0.29	0.33		1	3	0		0	0		0.80	0.27
Addis Ababa	1.18	0.95	0.30		0.68	0.37		3	3	0		0	0		1.20	0.40
<b>Woreda 10 (Bole)</b>	<b>320f/212m 1.51</b>	<b>0.95</b>	<b>(131f/153m) 0.30</b>	<b>0.86</b>	<b>0.68</b>	<b>0.37</b>	<b>(11f/26m) 0.42</b>	3	3	0	2	0	0	0	1.3	0.44
Dire Dawa	0.64	0.99	0.20		0.00	0.43		0	3	0		0	0		0.60	0.20
National	0.57	0.95	0.17	0.63	0.19	0.23	0.69	0	3	0	0	0	0	0.0	0.43	0.14

<sup>40</sup> The regional value is taken

<sup>41</sup> ibid

<sup>42</sup> ibid

<sup>43</sup> ibid



## Ethiopian Gender Development Index by region (including two woredas)

Region	Education	Economy	Participation	GDI
Tigray	0.75	0.60	0.27	<b>0.539</b>
Afara	0.25	0.87	0.07	<b>0.394</b>
Amahara	0.75	0.40	0.20	<b>0.450</b>
Oromiya	0.50	0.47	0.20	<b>0.389</b>
Dedo	0.75	0.47	0.39	<b>0.535</b>
Somali	0.08	0.53	0.13	<b>0.250</b>
Benshangul	0.50	0.60	0.20	<b>0.433</b>
SNNP	0.67	0.53	0.20	<b>0.467</b>
Gambella	0.17	0.67	0.07	<b>0.300</b>
Harari	0.42	0.47	0.27	<b>0.383</b>
Addis Ababa	0.75	0.67	0.40	<b>0.606</b>
woreda 10 Bole	0.75	0.67	0.44	<b>0.620</b>
Dire Dawa	0.50	0.47	0.20	<b>0.389</b>
National	0.58	0.47	0.14	<b>0.398</b>

## Annex 2: More Sex disaggregated data

### 1- Education

Despite some progress over the years, the percentage of females in undergraduate and postgraduate program is very low. Currently the data for 2016/2017 indicates 36 percent and 33 percent in undergraduate and graduate program respectively. The relatively low GSI score for tertiary education can be explained by the limited number of females who obtain the required cut-off points during national examinations, which is a requirement for accessing public tertiary education. In addition the poor performance can be attributed to social expectations, including the need to get married in their early twenties and weak quality of education.

Table 35: Proportion of male/female enrolment undergraduate Program

Indicator	2014/15		2015/16		2016/17	
	Male	Female	Male	Female	Male	Female
Admission	65.3	34.7	65.9	34.1	64.3	36

Source: Regional Level Gender Disaggregated Data Mining and Analysis Report - CSA compiled, 2019.

Table 36: Proportion of male/female enrolment graduate program

Indicator	2014/15		2015/16		2016/17	
	Male	Female	Male	Female	Male	Female
Admission	71.5	28.5	66.6	33.4	66.7	33.3

Source: Regional Level Gender Disaggregated Data Mining and Analysis Report - CSA compiled, 2019.

## Completion rate

MOE Educational Statistics Annual Abstract (2020) says that Internationally the Primary Completion rate (PCR) is an established measure of the outcomes of an education system. It is used as a way of comparing internationally the overall access and quality of the education system in a county. It is calculated in the following way: New pupils in last grade /Population official age in the last grade

The PCR is highly dependent on the accuracy of the single age population for both points of measurement (for grade 5, age 11, and for grade 8, age 14) and the accurate measurement of repeaters in each grade. Taking into account adjustments for Ethiopian approaches to calculation of both values i.e. single age ranges and repeaters, a steady upward trend in completion rates is important.

The completion rate remains higher for Grade 5 compared to Grade 8 in 2019/20, and the gap has narrowed to 25 percentage points in 2019/20 showing that more children are moving through Grade 5. MOE target for Grade 8 completion rate for 2019/20 is 74% for both sexes; this target has not been met in both sexes. GPI for primary school completion rate is 0.93 which is still at lower parity level.

Table 37: Primary School completion rate

Indicator	2007 (2013/14) Baseline	2012 (2019/20) Target	2012 (2019/20) Actual	Target reached
Completion rate to Grade 8 female	47	74	68	x
Completion rate to Grade 8 male	47	74	73	x

Source: Ministry Educational Statistics Annual Abstract (2020)

## 2- Power and Decision Making

### Women in Peacekeeping missions

The data collected from the Ethiopian International Peacekeeping Training Centre indicates that, the percentage of women participation in the mission is currently 8.5 percent of the total force with a plan to increase the number to 15 percent by the year 2023.

Table 38: Percentage of women in Ethiopian peacekeeping missions

Indicator	2018	2019	2020	Target for year 2023
Female members of peace keeping mission	7 %	7.5 %	8.5%	15 %

Source: Ministry of Defence: the Ethiopian International Peacekeeping Training Centre

## 3- Health

### Adult Mortality

Table 39: Adult mortality (age 15-19) rate per 1000 population by sex, region and year

Region	2005		2011		2016	
	Female	Male	Female	Male	Female	Male
Tigray	4.6	6.7	3.8	3.9	2.9	3.4
Afar	8.2	7.6	7.9	5.3	4.7	4.5
Amhara	8.5	6.1	3.9	5.2	2.4	3.2
Oromia	5.6	5.4	3.9	4.7	2.8	3.2
Somali	3.6	5.5	4.8	5.3	3.5	5.4
B-Gumuz	10.2	9.4	4.6	4.0	2.3	3.7
SNNP	5.7	5.4	3.9	4.3	2.5	4.2
Gambela	8.6	13.5	5.9	7.3	3.9	7.5
Harari	6.0	6.5	4.4	3.8	2.8	2.3
Addis Ababa	5.8	6.0	5.8	6.9	2.8	3.4
Dire Dawa	5.5	6.1	3.1	5.4	4.0	3.9
National	6.3	5.9	4.1	5.0	2.7	3.5

Source: CSA, DHS, 2005, 2011, 2016

Table x shows country level statistics for adult mortality rate (15-19) per 1000 population by sex and survey year 2005, 2011 and 2016. The data suggests declining trend for both sexes. Naturally, mortality rate is always higher for men but female adult mortality rate nationally has declined from 6.3 percent in 2005 to 3.5 percent in 2016. Highest decline in female mortality is observed in Benishangul form 10.2 percent tin 2000 to 3.7 percent in 2016.

### Annex 3: Common Gender Equality Measures

The following table presents list of common gender equality indicators (conceptual frameworks) widely used globally. Combinations of the following measures, were used to develop an EGD, 2021.

Table 40: Common Gender Equality measures

Name	Dimensions	Measures
<p>[1] Gender and Development Index (GDI)</p> <p>GDI is not measure of Gender inequality but HDI adjusted for gender</p>	Education	Female and male expected years of schooling for children and  Female and male mean years of schooling for adults ages 25 years and older;
	Health	Female and male life expectancy at birth
	Income	Female and male estimated earned income.
<p>[2] Gender Inequality Index (GII)</p>	Reproductive Health	- Maternal mortality ratio  - Adolescent birth rate
	Empowerment	- Female and male population with at least secondary education  - Female and male shares of parliamentary seats
	Labour Market	Female and male labour force participation rates
	[3] Gender Gap Index (GGI)	Economic participation
<p>Suffers from lack of accurate data and also the problem with GGI and the GEI (gender equity index) is that neither includes indicators for informal work, unpaid and reproductive work, or time-use.</p>	Economic opportunity	Duration of maternity leave, number of women in managerial positions, availability of government-provided childcare, wage inequalities between men and women.
	Political empowerment:	Number of female ministers, share of seats in parliament, women holding senior legislative and managerial positions, number of years a female has been head of state.
	Educational attainment:	Literacy rates, enrolment rates for primary, secondary and tertiary education, average years of schooling
	Health and wellbeing	Effectiveness of governments" efforts to reduce poverty and inequality, adolescent fertility rate, percentage of births attended by skilled health staff, and maternal and infant mortality rates.

<p>[4] AGDI</p> <p>The AGDI incorporates a quantitative tool of 42 sex-disaggregated indicators (<b>the Gender Status Index</b>) and with a qualitative assessment</p>	<p>1- The social power component:</p> <p><b>The Africa Gender and Development Index (AGDI)</b></p>	<p>[4.1] Gender status index</p> <p><b>Education:</b> measured by levels of school enrolment and dropout, and literacy levels of girls and women.</p> <ul style="list-style-type: none"> <li>- <b>Health:</b> measured by levels of child health, new HIV infection and time spent out of work through illness.</li> </ul>
	<p>2. The economic power component (opportunities) consists of three sub-components:</p>	<ul style="list-style-type: none"> <li>- Income: measured by women's income from agriculture, from work in the formal and informal sectors and from cash transfers.</li> <li>- Time use or employment: measured by time spent in economic activities, and in employment.</li> <li>- Access to resources: measured by access to means of production and to management positions.</li> </ul>
	<p>3. The political power component (agency) consists of two sub-components:</p>	<ul style="list-style-type: none"> <li>- Representation in key decision-making positions in the public sector.</li> <li>- Representation in key decision-making positions in civil society.</li> </ul>
<p><b>QUALITATIVE MEASURES</b></p>		<p><b>[4.2] The African Women's Progress Scoreboard.</b></p>
	<p>Women's rights component</p>	<p><b>CEDAW</b>, particularly its optional protocol, article 2 on the principle of equality of men and women in national constitutions and other legislations and article 16 on marriage and family relations.</p> <ul style="list-style-type: none"> <li>- The African Charter on Human and People's Rights and the Protocol on Women's Rights. (<b>Maputo</b>)</li> </ul>
	<p>Social Component</p>	<p>Level of demonstrated commitment to the Beijing Platform for Action.</p> <ul style="list-style-type: none"> <li>- Levels of violence against women, including domestic violence, rape, sexual harassment and trafficking in women.</li> <li>- Health, including sexually transmitted infections, HIV/AIDS, maternal mortality and contraception.</li> <li>- Education: policy on girls' school dropouts and education on human/women's rights</li> </ul>
	<p>Economic component</p>	<p>ILO Conventions and policies on equitable working conditions, including Convention 100 on equal remuneration, Convention 111 on discrimination and Convention 183 on maternity protection at the workplace. - Engendering national poverty reduction strategy papers (PRSP) and other development plans. - Access to agricultural extension services, technology and land.</p>

	4. Political component	Implementation of Security UN Resolution 1325 on the impacts of conflict on women and their role in peace building.  - Development of effective national women's machinery.  - Gender equitable decision-making, including support for electoral quotas and gender mainstreaming in all government ministries and departments;
<b>[5] WOEMN DEVELOPMENT INDEX (WDI) ETHIOPIA</b>	<b>Social Dimension</b>	Women Demographic Characteristics Index; Women Educational Dimension Index; (total 22 indicators);
	Economic Dimension	Women Health Dimension Index  Women Employment/Economic empowerment Dimension Index  (12 indicators);
	Political Dimension	<b>Women Political Dimension Index</b>  (5 Indicators); and
	Cross Cutting Dimension	<b>Index on cross cutting issues on women</b>  (6 indicators) –
<b>WOMEN EMPOWERMENT INDEX (ETH) 2019 UNICEF</b>	Education	
	Education	Literacy and educational attainment
	Economic	Employment status
	Familial/Interpersonal	Participation in decision of how to spend husband's/partner's earnings, participation in decisions on seeking healthcare for oneself, participation in decisions on large household purchases, and participation in decisions to visit family/relatives),
	Attitudes towards wife-beating	

Gender Empowerment Measures (GEM) and Gender Equity Index (GEI) are also other measures used but suffer from lack of accurate data and are not included in this. In addition, others presented in the table cover most of the measures.

#### **Annex 4: Qualitative data collection tools**

##### **Key Informants Interview Guide**

Date \_\_\_\_\_  
Region \_\_\_\_\_  
Name of the organization \_\_\_\_\_  
Name of interviewee \_\_\_\_\_

## Performance on Gender Equality in Ethiopia: Qualitative assessment

- 1- What are the steps Ethiopia has taken to respond to gender equality challenges in the country?
- 2- What are the constitutional, legislative and key national gender equality (GE) and women's empowerment (WE) frameworks in place?

[Some are given here; you may indicate the most important ones and you may identify if there are others that should be included]

- a. The Constitution (1995); Article 35
- b. The 10 years Development Plan,
- c. The Health Sector Transformation Plan (2015/16-2019/20);
- d. The Education Sector Development Plan 2016-2020;
- e. National Policy on Ethiopian Women (1993);
- f. Family Law (2000);
- g. National Gender Equality Strategy and Action Plan for Gender Equality (2006-2010);
- h. Ethiopian Women Development and Change Package (2017)
- i. The National Human Rights Action Plan (2013).
- j. National Gender Inclusion Guidelines
- k. National Women's Action Plan for Gender Equality/1/ and /2/
- l. Adult Education and Alternative Basic Education strategies (2008, MOE)
- m. The National TVET Strategy (2008);
- n. The National Employment Policy and Strategy (2009);
- o. Jobs Creation Commission: Roadmap 2020-2025;
- p. Rural Job opportunity creation strategy, 2017, MOA.
- q. Ethiopian Women Pastoralists and Semi-pastoralists Growth and Change Package;
- r. Can you tell us an other that need to be included here

- 3- What are key international protocols, conventions, and frameworks ratified by Ethiopia in support of GE and WE? [Questions are presented in excel file about each of this instruments to track progress]

[Some are given here; you may indicate the most important ones and you may identify if there are others that should be included]

- a. SDGs (2016),
- b. The Beijing Platform for Action (1995),
- c. Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW, 1979), (article
- d. Declaration on the Elimination of Violence Against Women (DEVAW, 1993);
- e. ILO Conventions and policies on equitable working conditions;
- f. (Banjul) Charter on Human and Peoples' Rights;
- g. Solemn Declaration on Gender Equality in Africa (2004);
- h. The Maputo Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa;
- i. Others

4- Among those mentioned in question 2, or others, what are the key National development frameworks, strategies and actions promoting GE and WE, dealing with the following issues?

- a. Gender and poverty
- b. Gender and access to justice
- c. GBV and human trafficking
- d. Gender and political participation
- e. Gender and education
- f. Gender and health
- g. Gender and employment
- h. Gender and resources (land)

5- What legislative or policy gaps do you observe acting as a barrier to GE and GW?

- a. Eg. No specific laws on gender-based violence, domestic violence and sexual harassment, acid attacks. Also marital rape, has not been criminalized.
- b. What else can you identify?

6- What is your evaluation about policy implementation performance on each, mentioned under Q. 2 and 3?

7- Who and how is implementation of legislations on GE and GE being monitored?

8- What are the sectors that Ethiopia is believed to be closing inequality gaps between men and women?

9- In your opinion, what are the main challenges to gender equality in Ethiopia and a way forward



## Measuring progress towards achievement of gender equality in Ethiopia: International commitment

Activity	Scoring	SDGs (2016)	The Beijing Platform for Action (1995),	CEDAW, (1979)	ILO Conventions and policies	(Banjul) Charter on Human and Peoples' Rights;	Solemn Declaration on GE in africa	The Maputo Protocol	Others
<b>Ratification</b> of international or regional convention or charter	0 - Not adopted 1 - Adopted with reservations 2 - Adopted without reservations								
<b>Reporting</b> Countries submit regular reports on how the rights of the Convention are implemented	0 - No reporting 1 - Only some reporting done 2 - Reporting is up to date								
<b>Law or other legal measure</b> about the convention or protocol  <b>Policy commitment</b>	0 - No law or legal measure 1 - Draft law 2 - Law or measure ratified in parliament  0 - No policy 1 - Draft policy, not fully elaborated 2 - Fully elaborated policy, approved by parliament								
<b>Development of a plan/</b> (gender plan) Putting policies into practice through implementation planning,	0 - No plan has been prepared 1 - The development of a plan/ gender plan is in process or an inadequate plan has been developed 2 - The plan/gender plan has been fully elaborated with clear objectives and targets set, and is in use								
<b>Targets set</b>	0 - No targets or measurable objectives specified 1 - General objectives specified but no targets set 2 - Specific objectives identified and measurable targets set								
<b>Institutional mechanism</b>	0 - No institutional mechanism identified  1 - Within a general department, focal person appointed without special mandate, or only at the national level, while implementation should reach down to local level  2 - Specific department, focal point or gender desk within departments or regional or local administration identified at appropriate level, to ensure effectiveness								
<b>Budget</b> Putting policies into practice through financing	0 - No government budget allocated for this item  1 - Some funds allocated, but not sufficient to cover the costs needed to meet the targets set in the gender plan or unclear what kind of total budget is allocated to gender-related issues  2 - Sufficient government budget allocated to cover the targets set in the gender plan								

Activity	Scoring	SDGs (2016)	The Beijing Platform for Action (1995),	CEDAW, (1979)	ILO Conventions and policies	(Banjul) Charter on Human and Peoples' Rights;	Solemn Declaration on GE in africa	The Maputo Protocol	Others
Human resources	<p>0 - No specific staff assigned</p> <p>1 - Some staff assigned, but with insufficient gender expertise and without sufficient support or at too low a level in the administrative hierarchy</p> <p>2 - Qualified high-level staff provided with the requisite support</p>								
Research Collect and analyze data from primary and secondary sources to monitor progress in the policy process	<p>0 - No research needs identified and no research commissioned</p> <p>1 - Some research areas are identified and implemented</p> <p>2 - Research needs identified and adequate research conducted or commissioned</p>								
Involvement of civil society	<p>0 - No attention paid to civil society, no consultation has taken place, no support foreseen</p> <p>1 - Some attention paid to civil society</p> <p>2 - Extensive process of consultation has taken place with the appropriate non-governmental organizations, and support for and collaboration with civil society incorporated in key activities</p>								
Information and dissemination	<p>0 - No information efforts undertaken</p> <p>1 - Some campaigns undertaken, but limited in coverage, because of language, media or other constraints such as the wide divergence between ethnic groups in a country</p> <p>2 - Extensive campaigns reaching wide sectors of the population conducted</p>								
Monitoring and evaluation	<p>0 - No monitoring and evaluation mechanism in place, no tools and appropriate indicators put in place</p> <p>1 - Monitoring and evaluation tools identified and process put in place but not satisfactorily</p> <p>2 - Adequate monitoring and evaluation under way or undertaken</p>								
Training	<p>0 - No training opportunities provided by the government</p> <p>1 - Training opportunities offered do not make for optimum staff productivity</p> <p>2 - Sufficient training and re-training opportunities provided by the government to maximize the capacity of staff to work effectively</p>								

Activity	Scoring	SDGs (2016)	The Beijing Platform for Action (1995),	CEDAW, (1979)	ILO Conventions and policies	(Banjul) Charter on Human and Peoples' Rights;	Solemn Declaration on GE in africa	The Maputo Protocol	Others
Accountability and transparency	<i>0 - Government has made no effort to ensure accountability and transparency</i>								
	<i>1 - Government has made limited effort to ensure accountability and transparency</i>								
	<i>2 - Government ensures that stakeholders are fully informed about intentions, plans, programmes. and budgets availability</i>								

Tools adapted from AGDI, 2009

Produced by the Network of Ethiopian Women's Associations (NEWA)