

**Achievements and Challenges of
Women's Machineries in the Implementation of
the Beijing Agenda**

March 2021

1. Background

This brief assessment aims to provide a review of achievements and challenges of Government Machineries in the implementation of the Beijing Declaration and Platform for Action in Ethiopia. After 25 years since the adoption of Beijing Declaration, it's important to and need to engage in a comprehensive assessment on progress made in improving the livelihood of women in the country and the challenges holding it back.

Objective of the assessment

The objective of the assessment is thus to produce evidence based analytical report on the role and capacity of the Women's machineries in promoting and implementing the programs and objectives set in the Beijing Platform for Actions.

Scope of the assessment

The assessment aims to address the following issues

- ☐ What are the legal and policy provisions made with regard to establishing and strengthening the gender/women's machineries?
- ☐ How are the structural arrangements of the women's machineries (in terms of organizational structure and manpower as well as financial allocation at all levels)
- ☐ What are the mandates, duties and responsibilities of the women's machineries at all levels (at regional and Woreda levels as well as those women's affairs departments of sector Ministries?)
- ☐ What are the institutional provisions made to enhance gender equality and women's empowerment?
- ☐ What are the institutional provisions made towards implementing the objectives set in the Beijing platform for Action?
- ☐ What are the major achievements made by the women's machineries in relation with implementing the objectives put by the Beijing platform?
- ☐ What are the major challenges of the women's machineries, at all levels, in implementing the objectives put in the Beijing platform?
- ☐ How the capacity limitation of by the gender/women's machineries has affected the expected progresses in gender equality
- ☐ What are the major recommendations towards addressing the capacity gaps of the women's/gender machineries?

The Beijing Declaration and Platform for Action is a visionary agenda for the empowerment of women. It is also one of the reference frameworks to analyze the situation of women around the world and to assess the efforts of States in support of women's empowerment.

Adopted by consensus in 1995 following the mobilization of over 40,000 government delegates, experts and civil society representatives at the Fourth World Conference on Women, the Beijing Declaration and Platform of Action embodies the commitment of the international community to achieve gender equality and to provide better opportunities for women and girls. The platform of action responds to the collective effort of women and girls around the globe who have fought to achieve gender equality and women's rights and acts as a continuum of the international community's commitment to address civil, political, social, economic and cultural inequalities. It remains relevant today, affirming that women's rights are human rights and that equality between women and men benefits everyone.

The Platform also sets an agenda for governments, international organizations, civil society and the private sector to safeguard women's human rights and to ensure that gender is taken into account in all national, regional and international policies and programs.

To date, five reviews have been conducted – in 2000, 2005, 2010, 2015 and 2020 – with each review resulting in an outcome document in which countries pledge to continue their efforts towards achieving global commitments relating to the rights of women and girls. The outcome document further outlines priority actions for the coming five years.

Accordingly Ethiopia endorsed the Beijing plan of Action without any reservation during the IV World Conference and also played a very important role in the preparation process of the document at sub-regional and regional level.

2. Women's situation in Ethiopia

Attitudes on gender inequality are deeply embedded in many Ethiopian cultures. Rape, FGM, domestic violence as well as sexual harassment can all be viewed as violent expressions of the cultural norm. The root causes of gender-based violence are a society's attitudes (gender stereotypes) towards and practices of gender discrimination. Although such attitudes may have changed and improved through time and, the underlying assumptions about women's appropriate role in a family and community endure in many societies. For instance, a persistent stereotype is that men are or should be the heads of households and the main breadwinners, whereas women will or should prioritize family life and have children for whom they will be the main providers of care. Such stereotypes are manifested in many aspects such as education, employment, marriage, political participation and family relations, health and reproductive issues.

These different forms of gender stereotypes can also overlap. In addition to gender stereotyping, various other factors may influence the type and extent of GBV in each setting in the country.

3. Gender machineries in Ethiopia

Beijing Declaration and Platform for Action defines “National Machinery for the advancement of women or national mechanisms for the promotion of gender equality and women empowerment” as central policy-coordinating structures inside government machinery, whose main task is to support government-wide mainstreaming of a gender-equality perspective in all policy areas.

The definition of the “National machinery or National Institutional Mechanisms for the promotion of gender equality and women empowerment “as being the government structure within the government machinery” has led to different interpretations in different Member States. All countries acknowledge the fact that the government structure set up for this particular purpose should have a lead mandate to coordinate, facilitate and monitor policy formulation and implementation to ensure that gender equality and women empowerment perspectives permeate in all national policy formulation, reviews, and program development. Whereas the components of the national machineries should be inclusive to include all institutions and structures that are key players in influencing policy changes and transformation processes to enable gender equality and women empowerment to be realized. Some member states that have conceptualized the definition to incorporate the different structures, their national policies have categorically elaborated the components of the national machinery.¹

These being said the government structure set up for this particular purpose in Ethiopia is ministry of women, children and youth.

The legal/policy provisions made with regard to establishing and strengthening the gender/woman machineries are proc. No 691/2010 establishing MOWCYA (MOWCY) as women machinery as well as the revised Proclamation 1097/2018 where it was restructured to enhance its capacity and authority.

3.1 The Ministry of Women, Children and Youth

This section covers available national institutions and structures for the implementation of the BDPFA. It will in particular provide an overview of the national gender machinery, the national gender policy framework, human rights mechanisms at the national level and national SDGs framework. National Machinery for GEWE the Ministry of Women, Children and Youth at the federal level which is represented in the national cabinet and bureaus of women, children and youth at regional, zonal and woreda level make up the national machinery for gender equality. At the federal level, government ministries and agencies have gender directorates and gender units/focal persons at regional level. Among the common powers and duties of all ministries is found addressing women and youth affairs in the preparation of policies, laws and development programs and projects. The mainstreaming gender issues in the respective sector of executive organs forms a strong basis for ensuring accountability as well as in mainstreaming gender

perspectives in all laws and policies. The gender sectoral forum is created to ensure horizontal coordination among government organs. It convenes gender directorates of the line ministries and public organizations to report on the integration of gender issues in their respective sectors and the challenges they face. In addition, they submit annual reports regarding the extent to which they have addressed gender issues in their respective sectors. Currently, the Ministry of Women, Children and Youth's mandate has been strengthened through Proclamation No. 1097/2018. This move enables the Ministry to have a more focused mandate of catering for the rights and well-being of women and children. There has been an overall increment in the allocation of the budget towards the advancement of women and promotion of gender equality. The ministry, previously was established by proclamation number 691/2010. But, recently its mandate is revised with a recent proclamation number 1097/2018 which is promulgated to define power and duties of the Executive organs of the Federal Democratic Republic of Ethiopia. This proclamation provides general power to all government executive organs to make sure the benefit of Women, Youth and Children are protected on all policies, Laws, developmental programs and projects. Accordingly, the ministry shall design a strategy to ensure that opportunities should be provided to woman to actively participate in political, economic and social affairs of the country and implement same. In addition to this, ministry has the following responsibilities.

Awareness creation

- leading and supporting awareness creation activities and movements on the rights of women

Conducting research

- undertake studies to identify discriminatory practices affecting women, facilitate the creation of conditions for the elimination of such practices, and follow-up their implementation;
- In collaboration with the relevant organs, conduct studies to identify areas of job opportunities for women and youth design programs and projects so women and youth can benefit from these opportunities by organizing themselves in to cooperative associations

Participate in the policy and strategy development process

- design strategies to effectively prevent and take measures against gender-based violence against women; implement same in collaboration with relevant organs;
- design strategies to follow up and regulate that the preparation of policies, legislations, development programs and projects by Federal Government organs give due considerations to the issues of women, children and the youth

- design techniques to prevent harmful practices that cause harm to women and children; implement them upon approval
- Design strategic plan to ensure that opportunities are created for women and youth to actively participate in political, economic and social affairs of the country and implement same

Coordinating different organs of the gov't as well as international organs

- work in collaboration with relevant organs to support women and youth living in poverty to improve their livelihoods through improving saving culture, using alternative energy sources and use other appropriate technology
- in collaboration with the relevant organs, conduct studies to identify areas of job opportunities for women and youth design programs and projects so women and youth can benefit from these opportunities by organizing themselves in to cooperative associations

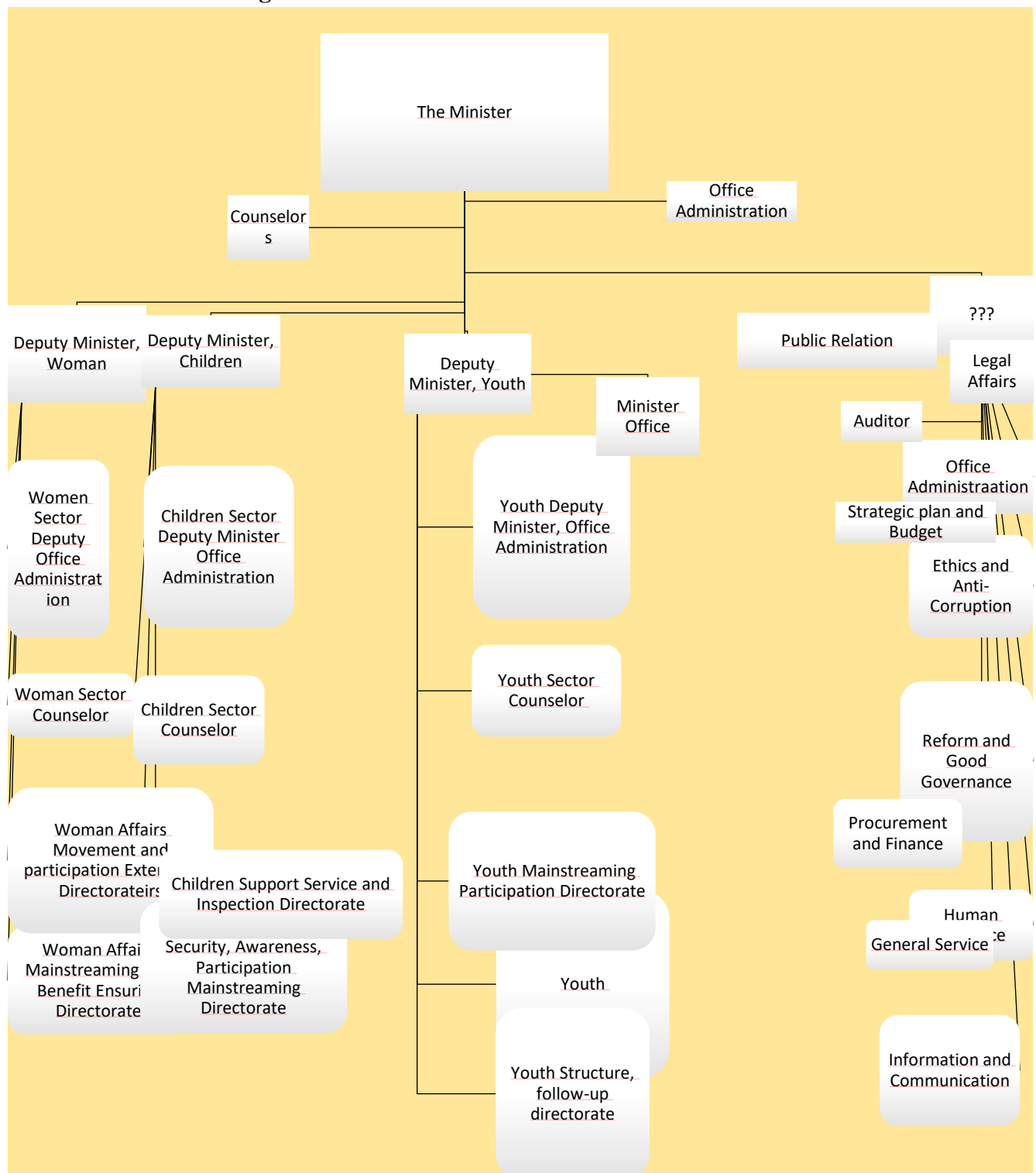
Provide assistance and follow up

- ensuring whether due attention is given in assigning women for decision-making positions in various Government organs;
- facilitate the setting up centers for provision of holistic health, psychological, legal and rehabilitation services for women who were victims of violence; and follow up the implementation of same;
- encourage and support women and youth to be organized, based on their interests and needs, with a view to defending their rights and solving their problems.

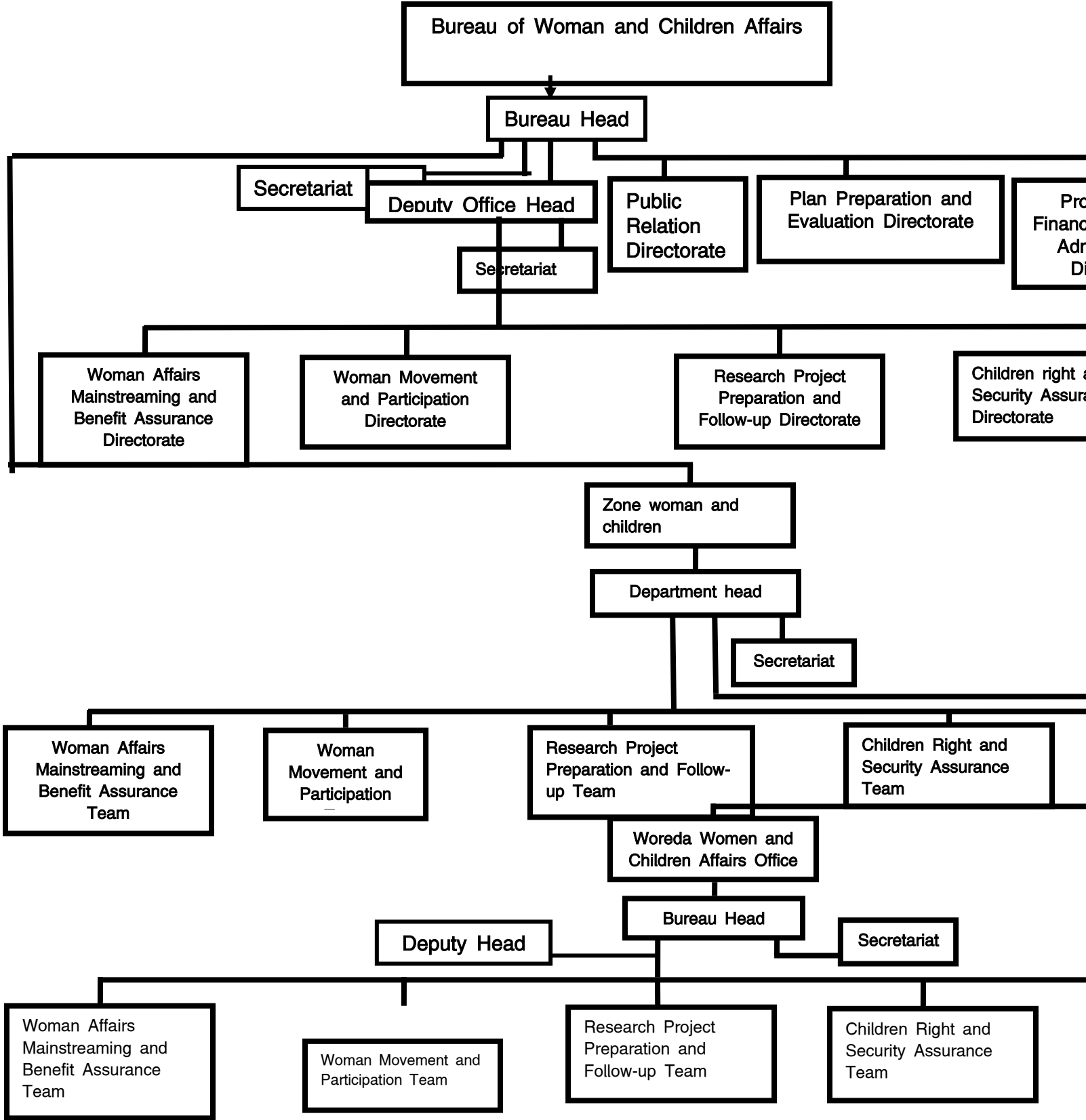
Provide relevant information

- Collect, compile and disseminate to relevant stakeholders information on the objective realities of women, children and the youth.

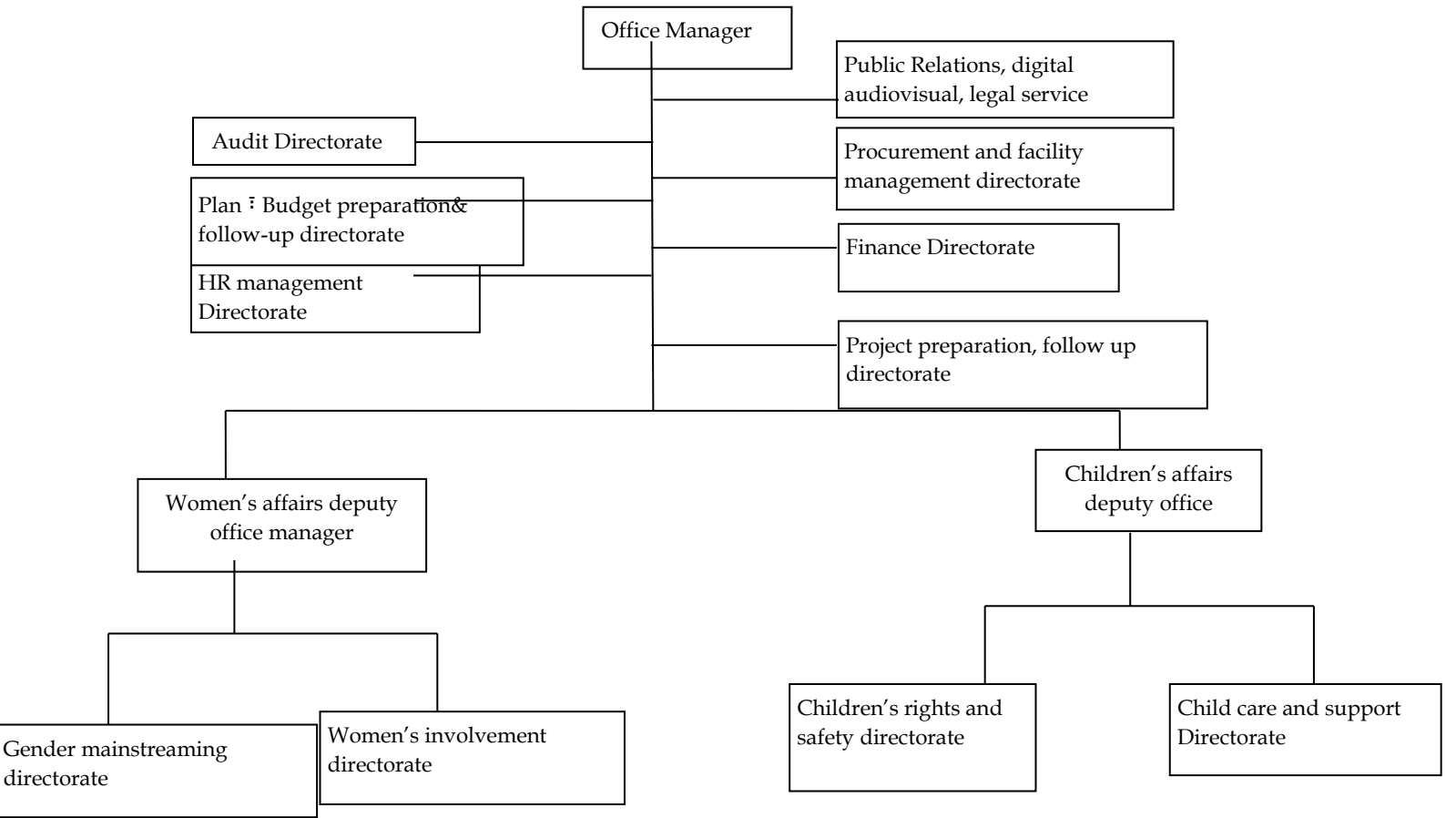
3.2 The structural arrangements of the women machineries



This diagram shows the Gender Machinery structure at the Federal level.



The diagram shows Amhara Regional State Woman and Children Affairs Bureau Structure



Addis Ababa city Women's and Children's Affairs Bureau structure

4. Institutional provisions made to enhance gender equality and women's empowerment

The Federal Democratic Republic of Ethiopia (FDRE) has shown commitment to address gender inequalities that deter long lasting changes and equitable development by creating conducive legal, administrative and policy environment in the country. There is favorable policy and legal environment for Ethiopian girls and women.

At the Federal level the MOWCY is the main gender machinery established by the gov't of Ethiopia at the federal level under proclamation number 471/2005 mandated to coordinate and facilitate conditions to promote women's participations in all spheres.

The women's affairs office was first setup at the Prime Minister's office, has now evolved into a full-fledged Ministry of Women's Affairs with its own budget and human and material resources. The Ministry of women's Affairs is member of the council of ministers.

Women's machineries are established at different levels to coordinate gender activities undertaken nationwide. The women's machineries established in the sector ministries are accountable to their respective ministries. Their major responsibility is to mainstream gender in their respective sectors. Bureaus of Women's Affairs established in the regions are accountable to their respective regional governments. Women's Affairs Bureaus in the Regions are established to implement the women's policy in their respective regions. The women's machineries in sectors and regions have working relationships with the Ministry of Women's Affairs. The women's affairs departments and bureaus share their quarterly and annual progress reports while the ministry provides capacity building support to these institutions like training. Annual forums are held to share experiences and map out future directions for gender activities in the country

The ministry has developed a 10 year strategic plan that guides the movement of the ministry for the coming 10 years. It mainly revolves around 3 main objectives.

I. Rights

It sets out for the respect of the rights of Women and children all natural, human and democratic rights without exception or discrimination. Ensuring that the international human rights agreements signed by the country are being upheld.

Eliminating violence against women children and youth, harmful traditional practices, new foreign and harmful traditions that contradict the existing useful and good traditions, addiction, exploitation of any kind (social, physical, psychological) as well as illegal human smuggling.

Ensuring the actualization of the rights of women and youth to organize in a manner they see fit. On top of that making sure that the rights of women children and youth are accepted by the society they live in.

II. Representation

It sets out for women children and youth to involve in the country's economic social and political issues in a manner that makes a difference

Mainstreaming works, making sure the institutionalization of Women's issues in Governmental and non-governmental organizations.

Improving the representation/involvement of women and youth on the organization of their choosing. Their involvement on countrywide, regional or even world issues. As well as making sure on the government's structure i.e. legislative executive and judiciary their representation is improved.

III. Resource

Set out to increase the development of Plans that focus on women's issues.

Ensuring women's equitable benefit from the country's development as well as their rights to property is respected.

Main Goals of the strategic plan

I. The overall rights and safety of women are respected.

- Decreasing the number of women exposed to violence from 23 %(2008E.C) to 5% (2022E.C)
- Decreasing the number of women exposed to psychological/emotional violence from 24% to 5%
- Decreasing the number of women exposed to sexual violence from 10% to 5%

II. Ensuring representation and involvement of women

- To make Ethiopia a Women's leadership center and create competent and impressive leaders able to perform not only in continent level but also worldwide.
- To create 10,000 new women held leadership positions.
- To make women equally represented at all government's positions i.e. legislative 50% executive 50% and judiciary 50%.

III. Ensuring women's benefit

Some of the targets towards ensuring women's benefit include

- To decrease the gender pay gap from 44% to 0%
- To make the eligible 59.7% women land owners

- To increase the number of women in small and medium enterprises from 41% to 50%
- To increase the number of women who form an association from 3,385,412 to 11,338,412
- To increase the number of women with access to credit service from 33% to 55%

4. Major achievements made by the women's machineries in relation with implementing the objectives put by the Beijing platform

4.1 Capacity building

Capacity building trainings for girls clubs from universities in the country on women's rights and eliminating gender based violence

In coordination with ministry of education; higher educational institutes; a cooperative & collaborative draft is prepared to improve the benefits and involvement of women on making female students and women in their local areas of existence

Capacity building conference for women teachers from all higher educational institutions in order to create women students who are self-confident and self-reliant. Furthermore future action plans and road maps for the intellectual were provided.

4.2 Awareness rising

Awareness creation on decreasing maternity death and on nutrition and health care methods, checkup on breast & uterus cancer for mothers and further programs implemented to minimize maternity death. Furthermore awareness created on HIV/AIDS & related issues for different societal groups.

Awareness creation on women's educational involvement as well as conducting fundraising programs.

Awareness creation on benefit of associating in small and medium cooperative enterprises

Awareness creation on GBV against women and harmful traditional practices and the fights against illegal human smuggling

To enhance women's involvement on environmental issues awareness creation programs and further support programs were developed and implemented.

To create awareness on the society on the broad scale a documentary film on underage marriage and FGM was broadcasted on three mainstream television media stations.

4.3 Create forums and panel discussions

Initiate and lead social movements on the participation of students and developing their performance in higher educational institutions

In order to increase the participation of women intellectuals on the actualization of women's rights, participations & benefits as well as understand deeply the problems they face a Panel discussions held where intellectuals from federal gov't offices and all regional cities participate.

A panel discussion on works done on abolishing harmful traditional practices held and afterwards a brief discussion on the setbacks experienced during implementation and useful experience gained with various social and government organ heads of both Federal and Regional governments

In order to actualize women's benefit and participation in the legal system a forum was created which will be led by the Federal Attorney general which also has other bodies in the legal system as members in the management position.

4.4 Participate in law and policy development

Forcing the government to revise the previous Laws of the country that had negative impact on Women. Some of the new changes are

- Prohibition of laws, customs and practices that oppress or cause bodily or mental injury to women.
 - The right to full consultation in the formulation of national development policies, the designing and execution of projects, and particularly in the case of problems affecting women.
 - The right to acquire, administer, control, use and transfer property.
 - The right to equal treatment in the inheritance of property.
 - Equality in employment, promotion, pay, and the transfer of pension entitlements.
- **Pushing for the revision of the criminal code, this entered in to force in 2003 that made a number of provisions that protect women's rights.**

Some of the provisions include;-

- Article 597-589 strictly prohibits marriage by abduction. It even imposes very rigorous punishment on whoever with the intent to marry a woman abducts her consent by intimidation, threat, trickery or deceit this rim.
- According to article 620 "whosoever compels a woman to submit to the sexual intercourse outside the wedlock, whether by the use of violence or grave intimidation, or after having rendered her unconscious or incapability of resistance is punishable with rigorous imprisonment." It further says "where the crime is committed on a minor woman the punishment becomes more severe" emphasis added.

- The code also forbids early marriage. Article 648 of the same code says "whoever concludes marriage with minor part from circumstances permitted by relevant family code (NB: - sometimes if it deems necessary the ministry of justice can allow marriage at the age of 16) is punishable.
- The code under article 598 also prohibits trafficking in women
- Bigamy is prohibited

➤ **Pushing for the promulgation of various legislations that protect and promote women's rights in the country. Some of these laws include;**

Civil service proclamation /The Civil Service proclamation No.262/2002 provides equal employment opportunity for both sexes./Labor proclamation The Labor proclamation No 42/93 as well as the newly amended labor law 377/2004 stipulates that women shall not be discriminated against employment and equal payment on the basis of their sex, Family law and etc. Moreover, the newly revised labor and civil servant proclamations stated that work place sexual harassment is punishable.

➤ **Participate in the development of education sector strategies and measures**

- The establishment of women's affairs departments, within the Ministry of Education and at regional level, helping to diffuse curricular textbooks and teaching materials that are free of gender based discrimination.
- The drafting of Guidelines, which encourage the participation of the community in the decentralized education system, implementation helped promote the education of girls. The establishment of education board, with members drawn from teachers, parents, women and youth associations at the grass roots level.
- Leading participating and coordinating notable sensitization and advocacy activities undertaken at all levels in order to abolish cultural discriminatory practices like the preference of sons over daughters and traditional practices like early marriage, widely practiced abduction and rape.
- The preparation and dissemination of different guidelines, checklist and training manuals related to gender mainstreaming, to schools in order to promote a female-students
- Participate in Curriculum reviewing every two years to ensure that gender issues are included
- Pressuring and supporting Regional Administrations to develop five-year strategic frameworks to increase the enrollment of girls in higher educational institutions.

- The establishment of Gender focal points to assist and encourage girls to join gender-stereotype fields of study such as science.
- Participate in the formulation of national Strategy to increase the school enrollment of girls in pastoral areas.
- Lead and encourage efforts to encourage women's participation in informal education programs.
- Formulating activities that provide financial assistance to women in need.
- Pressuring the government to take affirmative measures aimed at increasing the enrollment rate of women in higher education, in scholarships and in relation to choice of discipline.
- Promoting and encouraging the launching of Tutorial classes for female students in higher education with the aim of decreasing dropout rate in higher education
- Pressuring the government to reserve 50 per cent of positions in teaching for women and they can compete based on their merit for the rest of the per cent.

➤ **Participate in the development of health sector strategies**

- the National Health Policy, The Health Sector Strategy, The Developmental Social Welfare Policy, The National Reproductive Health Strategy, National Adolescent and Youth Reproductive Health Strategy, Health Sector Development Program, Population policy.

➤ **Spearhead the development of the national action plan for gender equality that aims**

- Protecting women's reproductive rights
- Eliminating traditional practices harmful to women's health
- Forcing the Improvement of the Improving maternal health care services
- Providing/ensuring access to gender sensitive health information by men and women
- Implementing gender sensitive HIV/AIDS prevention
- Improving quality and accessibility of family planning information and services to women, men and adolescents
- Increasing the level of awareness of health workers and support staff on the National Policy on Women and all related aspects of gender issues is one of the targets contained in the program.
- Several sensitization and training sessions on gender issues with health professionals and the public have been conducted in different parts of the country.

Briefing on policies under implementation on women children and youths' issues to Federal & state parliament members who are members of the Women, Children and youth standing committee.

4.5 Gender mainstreaming

Arising from the constitution a proclamation that define the powers and duties of executive organs of the Federal Democratic Republic of Ethiopia Proclamation No 916/2015 gives common powers and duties stating that every ministry shall have the powers and duties to address women affairs in the preparation of policies, laws and development programs and projects.

As per its duties and responsibilities, the FDRE Ministry of Women and Children Affairs has designed and put in place gender mainstreaming tools, provided capacity building trainings and strengthened the gender mainstreaming and women empowerment activities through supportive monitoring and evaluation.

The main objective of the leveling tool is to track and measure the federal sectors' progress and results on gender equality and women empowerment (GEWE) and ensuring institutionalization of GEWE and set up accountability system. In addition, it is to give recognition for those who have high score. Besides, it has an objective to identify the existing sectors' implementation gap and address accordingly through supportive monitoring.

On national and international events on women various country wide social movements were held in which various scorching issues of women were raised among those six were made on the national level. Among them "Jegnit", eliminating gender based violence, eliminating FGM, women's capacity development were briefly demonstrated.

4.5.1 The introduction of gender mainstreaming Guideline

Gender mainstreaming addresses the inter relationship between promoting changes in organizational systems and practices needed to realize gender equality. Thus, it entails changes in organizational programs in effect. It involves restructuring policies, programs/ projects and activities to ensure that they address needs of both women and men. This progress further requires shift in organizational cultures in agenda setting, policy making, planning, implementation and monitoring and evaluation of programme implementation.

Gender mainstreaming is a strategy for making women's as well as men's needs, priorities, concerns and experiences an integral part of the planning, implementation and monitoring and evaluation processes. This helps to ensure that development outcomes benefit men and women equally and that gender disparities are not continued. Gender mainstreaming seeks to ensure that institutions policies and programs involve women and men equally, and respond to the needs and interests of all members of society.

Institutional rules, norms and practices are not externally imposed, but are constantly drawn on and constituted in a variety of organizational settings. Removing these constraints and having equitable access to society's resources, and ensuring equal participation in influencing and shaping development directions to equitable could be realized through gender mainstreaming. It helps to understand the challenges of previous approaches in bringing real change in the position of women in society. This understanding will give an insight to organizations to recognize that change is needed and to take action to transform the existing gender inequality to equality and achieve development goals. Gender mainstreaming is a policy tool and not an end in itself.

Effective gender mainstreaming at organizational, policy, and program and project levels is an essential component to making women's and men benefit equally from the outcomes of developmental endeavors of the country. Thus, Ministry of Women's Affairs has taken the initiative to prepare and produce this National Gender Mainstreaming guideline.

- ❖ To ensure equal participation and benefits of Ethiopian women in the social, economic and political spheres and to protect the rights and well-being of children, follow up the implementation of international conventions, conduct research and study, prepare policies and guideline and follow up their implementations, collaborate with organizations working on women's and children's issues and perform capacity building activities.
- ❖ To enhance and ensure effective mainstreaming of gender in all development programmes in order to ensure equal participation and benefit of women with men in the country.
- ❖ To produce a national and holistic gender mainstreaming guideline that can serve as a directive and reference document for use at different levels by governmental, non-governmental organizations and other working on gender equality and women's empowerment issues,
- ❖ To enable organizations develop cultures that enhance gender equality and women's empowerment at policy, institutional and programme levels,
- ❖ To enable sectors and regions get references to develop their respective gender mainstreaming guideline on the basis of their specific needs and priorities,
- ❖ To facilitate the effective gender mainstreaming in all sectors and as well as the implementation of the formulated policies, laws and regulations,
- ❖ To strengthen and create synergy among existing regional and sectoral gender mainstreaming guidelines.

This guideline is expected to facilitate effective gender mainstreaming in all sectors and as well as implementation of the formulated policies, laws and regulations. Moreover, it supports and enhances the already developed regional and sectoral gender mainstreaming guidelines.

4.6 Monitoring and accountability frameworks

4.6.1 Close monitoring on child marriage and FGM

Towards ensuring the abolition of underage marriage and FGM/C, prepared a 5 year roadmap to eliminate underage marriage and FGM and conducted field visit of targeted areas.. Depending on

the 2016 Ethiopian society and health report in depth analysis was done and draft report of the analysis was published and dispersed.

4.6.2 Introduction of a leveling tool

The leveling tool has been designed by the Ministry of Women and Children Affairs through the involvement of sectors' gender experts and volunteer gender professionals and partners. Inputs were collected and incorporated into the tool from different National, Sectoral and Regional states measuring points, monitoring and evaluation tools, Gender Mainstreaming tools and practical exercises. Besides, constructive inputs were collected from gender experts of all sectors and partners through thorough consultative meeting so as to enrich the leveling tool.

The main objective of the leveling tool is to track and measure the federal sectors' progress and results on gender equality and women empowerment (GEWE) and ensuring institutionalization of GEWE and set up accountability system. In addition, it is to give recognition for those who have high score. Besides, it has an objective to identify the existing sectors' implementation gap and address accordingly through supportive monitoring.

4.6.3 Introduction of Gender Audit Guideline

Gender Mainstreaming is a nationally accepted strategy for promoting gender equality in Ethiopia. Therefore, every sector is expected to mainstream gender and ensure that gender perspectives and attention to the goal of gender equality are central to all activities including planning, implementation, monitoring and evaluation.

A gender audit enables every sector to systematically take stock of and address the status of gender equality in all aspects of its operations and work. It helps every sector to identify areas of strength and achievement including innovative policies and practices. As well, it helps identify continuing challenges and weaknesses that can be used as a foundation for gender action planning. Through the assessment and planning process, every sector recognizes its own potential and can be able to make informed decisions about how best to address the challenges it faces to design gender equitable programs.

In short, conducting a Gender Audit is a must to ascertain the commitment of every sector for mainstreaming gender in all areas and at all levels of activity and to create awareness and knowledge of employees about gender issues which in turn helps them address gender concerns in their duties.

A gender audit helps organizations to:

- Identify the impact of gender relations on their organizational culture, process, programs and performance.

- Carry out self-assessment and identify staff perceptions regarding how gender issues are addressed in programming and in internal organizational systems and activities
- Challenge teams and individuals to critically assess themselves, which can be a painful process, but it leads to effective learning
- Create ongoing gender action planning and identify challenges and opportunities for increasing gender skills and gender equality.
- Set their own house in order and change aspect of the organizational culture and practices to ensure a gender fair work place.
- Improve their performance toward targets on gender equality and women's empowerment

4.6.4 The preparation of Gender Analysis Guideline

The purpose of gender analysis is to reveal the connection between gender relations and the development problem to be solved. Thus, it 'surfaces' the fact that gender relations are likely to have an impact on the solution to the problem, and indicates exactly what that impact is likely to be. It is extremely important to perceive that we live in societies that are permeated by gender differences and gender inequalities. These inequalities are often so deeply embedded that they are difficult to perceive. Gender analysis reveals these differences and the fact that in such a social context any gender intervention that professes to be gender-neutral will in fact reflect and probably reinforce the existing gender imbalance.

Gender analysis provides useful Information in order to understand different issues including:-

- ❖ Participation: to understand different stakeholder's capacity to participate in any given intervention
- ❖ Benefits: to determine the different ways in which men and women do, or do not benefit from particular intervention.
- ❖ Needs: to identify different needs of men and women.
- ❖ Constraints to participation: to highlight the different responsibilities of men and women that might constrain their participation in a given project/program.
- ❖ Experiences and priorities: to realize women's and men different experiences and priorities

Gender analysis is concerned with underlying causes of the existing inequalities and should be considered in all development processes aiming to achieve positive change.

5. Major challenges faced by the Machineries

5.1 Capacity and Resources Constraints

The challenges relate to limited capacity of these machineries in terms of educated and skilled personnel to follow up, monitor and evaluate the activities of the different divisions and

departments from a gender perspective. Capacity related problems are observed 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. Limited gender related performance indicators including budgets as part of the targets and outcomes.

The major are as follows

Human Resource:-

1. The lack of a medium to long term Human resource development plan and strategy and in which the organizations create and develop eligible successors by creating a resource pool of candidates within the organization that are capable of executing the task at hand as well as the next higher job if something happens to the person at that post.
2. The lack of capacity building activities and a well-developed employee evaluation system
3. The gap that exists at the implementation of organizational structure based upon Business Process Reengineering (BPR) research.
4. The lack of a support and follow-up system on planning and implementation of plans on their aims.
5. The women that work in the machineries being on the lower level of the organizational structure.
6. The lack of initiation/ motivation of the employees to organize volunteers in fundraising activities and to utilize volunteers' full potential.
7. The lack of motivation of employees to utilize their full potential to the execution of their projects.
8. The lack of determination among the performers from ministry level to the level of Woreda
9. Lack of self- assessment among performers on good governance, personal plans and self - development.

To give some context the ministry and its respective sectors for the past 5 fiscal years has been operating at an average of 68% of their HR needs and plan. The ministry now has 10,882 workers on all levels of the gender machineries (from minister level to Woreda level) as expressed in their 10 year strategic plan it wants to expand its capacity to 51,118. This means there has to be at least 4,024 new employees per year.

Financial resource:-

1. The shortage of budget in the machineries to fully execute the planned tasks either from the government due to various issues that require its immediate attention weather it is a humanitarian crisis or shortage of budgets as a result of the country being poor or the CSOs.
2. The budget plans of the respective sector organization for their gender machineries being very low which decapitates the working ability of the gender machineries.
3. The utilization of the budget in the sector being really low

For the past five years the ministry and its respective sectors operated on 65% of the recurrent budget and 72% of the capital budget. As expressed above in order to meet the 10 year goals of the gender machinery it needs 33.66 billion ETB from recurrent budget (3.3 billion ETB/year) and 25.63 billion dollars (\$2.5 billion/year) from nongovernmental organization over the course of 10 years.

Facility:-

1. The major facilities necessary for the daily operation of the work force being not provided.
2. The underdevelopment of the ICT facility
3. The utilities needed not being provided on time or even in the necessary amount.
4. The working spaces of the sectors being uncomfortable for the work force.

Leadership:-

1. The works being done to improve the leadership abilities of the top management being low.
2. The underperforming employees not being held accountable for their low performance and trainings are not provided to improve performance.

Organizational structure:-

1. Lack of effective assessment on inter-related tasks and further developments of the tasks
2. The inability to upgrade the current working system to operate on a technologically advanced level
3. Delay of reports, requests as well as formal up-down or down-up communication in the structure of the machineries
4. Lack of effective communication among the federal and regional machineries due to the difference in their structural organization. This is due to the autonomous power of regional governments to organize themselves as they see fit.
5. The inability to adequately and effectively measure customer satisfaction as well as lack of safe feedback centers.

6. Recommendations

The ministry of Women children and youth comprises the vast affairs of women, children and youth even at the bureau level it is still organized as bureau of women and children. Women alone are 50% of the overall population that alone is a huge concern to address the issues of 50% of the population but on top of that it deals with youth which currently are 70% even if we deduct the overlap it pretty much deals with the issues of 70% of the country's population. That is a huge number to be dealt with in a single ministry. Thus to effectively deal with the issues of women the ministry of women should be created as a standalone entity but lateral communication should still be available.

- To avoid the migration of efficient performers the organization/ machineries should be organized in a way that are attractive to work at. Mainly revision should focus on 1. Salary scale 2. Different benefits as well as the organization's culture.
- Formulate a budget provision that takes in to account the amount of work load as well as the scope and depth of the issues the ministry addresses
- A human resource development programs where eligible workers could grow up the chain of the structure where the organization in case of employees' departure have handful of competent replacements.
- Initiate programs so that employees work to their full potential and with their whole dedication
- Formulate a system where the impact and results of the projects proposed and under implementation could be measured in a quantitative manner for further improvements of the projects
- The situation of woman employees in industrial parks should be studied and intervention should be made
- The reason that hindered woman coming to power should be studied and the ministry should act on it
- The capacity of the grass root structures should get concern since there is where much level of violation of woman rights occur and where capacities of female should get built.
- Woman condition in prison should get the ministries attention
- The ministry should act on the enactment of law on criminalizing marital rape
- More work should be done on the societies attitude about gender roles in marriage

More researches be done on urgent women's situation separately so that they can be addressed scientifically.

