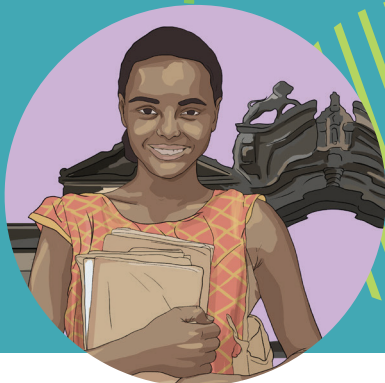




Ministry of Finance (MoF)



A Toolkit to Support Ethiopian Parliament to Better Implement Gender Responsive Budgeting



APRIL, 2019
ADDIS ABABA

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Abbreviations

CEDAW	• Convention on Elimination of All Forms of Discrimination against • Women
GO	• Governmental Organizations
GRB	• Gender Responsive Budgeting
GTP	• Growth and Transformation Plan
MEFF	• Macro-Economic and Fiscal Framework
MOFEC	• Minister of Finance and Economic Cooperation
NGO	• Non-Governmental Organizations

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Part 1. Introduction

Budgeting is the most important instrument of government to the successful implementation of policies. It also reflects government's fiscal and economic objectives as well as its socioeconomic priorities. As a result, the ways in which financial plans are laid out, executed and monitored affect the day to day living of people.

Different approaches to budgeting are seen to affect women/girls and men/boys differently. This is because the two groups often have different needs and priorities that arise from their socially determined roles and responsibilities as well as their positions in society. By addressing the needs and priorities of the two groups throughout the budget process, existing social and economic gaps can be narrowed. Gender Responsive Budgeting (GRB) approach is ideal to bring about gender equity.

GRB deals with mainstreaming of gender perspective throughout the budget cycle i.e., budget planning, approving, executing, monitoring and auditing. Moreover, analyzing the different impacts of a county's national and local expenditure and revenue on women/girls, and men/boys and making proposals to reprioritize expenditures and revenues are also very important aspects of GRB¹.

Hence, as one of the decisive stakeholders in the budget cycle, Parliament can contribute for successful implementation of GRB. This toolkit, therefore, is designed to serve as one of vital instruments for parliamentarians to ably contribute to the successful implementation of GRB while discharging their roles and responsibilities related to policy and budget approval and overseeing.

1.1 What is the toolkit about?

Parliament's roles and responsibilities to legislating, approving and overseeing budgets are very essential to implement gender responsive financial planning, execution and follow ups.

This toolkit provides awareness on:

- Ways of making a foundation for gender responsive budgeting throughout the legislation process;
- Assisting parliamentarians to scrutinize government's budget with gender perspectives during the budget approval process, and;

¹ Ministry of Finance and Economic Development (2012), National Gender Responsive Guideline, Addis Ababa, Ethiopia

- Helping parliamentarians to oversee the execution of plan and allocated budget by government organizations from gender perspective.

1.2 Why is the toolkit needed?

The toolkit serves as an instrument for the parliamentarians to contribute towards the achievement of equitable resource allocation of budget. It helps them acquire the knowledge to review relevant laws and procedures of budgeting in line with gender perspectives and do overseeing accordingly.

1.3 Who is going to use the toolkit?

This publication is offered for use mainly by Standing Committees of the House of Peoples' Representatives who are duty bound to mainstream gender at all levels of their legislative, monitoring and probing endeavors. It provides the basis for the members of parliament to make sure that budget laws, rules and directives are gender-sensitive.

Therefore, while the toolkit comes in handy for all the Standing Committees, it also offers a vital reference to be employed by all pertinent experts/consultants who advise and support the standing committees.

1.4 When and how to use the toolkit?

The alpha and omega of this publication is to provide the tool for the parliamentarians to see to it that all budgeting process and outcomes are responsive to gender. The toolkit has 5 parts and 3 annexes. The first part gives general information about the toolkit and the second part provides information on the gender related targets of the Second Growth and Transformation Plan (GTP II). Part three is focused on providing general information on gender issues. This will help parliamentarians to ensure that gender-related targets in the GTP II and gender issues are duly considered, implemented and followed up.

The fourth part deals with how the parliamentarians can scrutinize policy and budget approval process from the window of gender responsiveness. Moreover, this part deals with how the parliamentarians oversee the implementation of gender responsive budgeting. The fifth part explains the enabling conditions for gender responsive budgeting.

It is recommended that the user of this tool gets a taste of GRB requisite concepts provided under Annexes 1 and 2 before going into the main contents of the toolkit.

In addition, gender issues pertaining to selected sectors are stated under Annex 3. Hence, the user is advised to refer to Annex 3 while reviewing sectors' plan and budget. It is also recommended for the user to refer to the 2017 Gender Statistics Report² done by the National Planning Commission and Central Statistical Agency of Ethiopia in collaboration with UN Women.

2. National Plan Commission and Central Statistics Agency of Ethiopia, Gender Statistics Report



Part 2. Gender Equality Objectives of the Second Growth and Transformation Plan (GTP II)

The pillars in GTP II have outlined targets that focuses on ensuring benefits for women under different sectors' plans. Some of targets are stated below:

Human Development and Technology Capacity Building targets in relation to women and girls. These plans include deliverables in education, health, rural land administration and youth empowerment.

Health Sector Plans:

- To increase first cycle (grade1-4) primary school parity index (girls to boys ratio) from 0.93:1 in 2014/15 to 0.99:1 by 2019/20. Similarly, secondary school second cycle (grade 11-12) gender parity index (girls to boys ratio) will improve from 0.85:1 in 2014/15 to 0.92:1 by 2019/20.
- To improve equity in undergraduate programs, the percentage of female students will increase from 32 percent in 2014/15 to 45 percent by the end of 2019/20. Similarly, in the second and third degree programs, the percentage of females will increase from 19.5 and 11 percent in 2014/15 to 25 and 20 percent by 2019/20, respectively.

Health Sector Plans:

- To ensure household food security, maternal and child care, make health services accessible and create healthy environment.
- To reduce maternal mortality rate (MMR) from 420/100,000 live births in 2014/15 to 199/100,000 live births by 2019/20.
- To reduce under 5 child mortality rate (U5CMR) from 64/1000 live births in 2014/15 to 30/1000 live births by 2019/20.
- To reduce infant mortality rate from 44 in 2014/15 to 20 per 1000 live births by 2019/20.
- To increase contraceptives' prevalence rate from 42 percent in 2014/15 to 55 percent by 2019/20.

Rural Land Administration Plans:

- To provide land use certificates for 7.2 million male and female headed households that secure land use right by carrying out the second level of certification for 28.6 million farmlands in 359 Woredas;
- To ensure that women get due benefits from and participate in development endeavors. To ensure success, mandated offices under different sectors are expected to monitor the mainstreaming of sex-disaggregated indicators and targets.

Women and Youth Empowerment Plans:

- Promote women and youth empowerment, ensure their participation in the development process and enable them equitably benefit from the outcomes of development

Moreover, GTP II has articulated the following three strategic directions:

- Strengthening women and youth organizations;
- Ensuring the active participation of these women and youth organizations in the development and governance programs of the country; and ascertaining equity as resulting development and governance outcomes clearly and quantifiably show desired benefits for women and youth. Establishing coordination of these organizations with other concerned bodies tasked with women and youth affairs at all levels.

Among others the following are targets to be achieved during GTP II:

- 4.13 million women-owned small enterprises, 2.6 million women self-help groups and 5 million women's cooperatives will be promoted.
- 8.1 billion birr will be mobilized in savings from 6.2 million women by inculcating saving culture, while 2.24 million women will get 8.04 billion birr in credits.
- Women's participation in the micro and small scale enterprises will be increased from 41.47 percent in 2014/15 to 50 percent by 2019/20.

- Women's participation will increase from 27 percent to 50 percent by engaging 10.1 million women in agricultural and 1.5 million women in non- agricultural activities. This will help female headed households to use their right to land. About 5.8 million women will be able to have access to relevant technology. In addition, training will be given to 36,000 vulnerable women from 30 Woredas that are prone to environmental changes so as to enable them to benefit from agriculture and environmental conservation activities.
- Capacity building training, material and financial support will be given to 55,000 female students of higher learning institutions and 50 girls' associations/clubs, in a bid to reduce dropout rate of those facing financial constraints. Hostels, 10 in number, in various regions will be strengthened through material and financial support.
- In order to improve the participation of women in decision making positions, it is planned to increase the proportion of women at the legislative, executive and judiciary organs from 38 percent, 9.2 percent and 20.6 percent in 2014/15 to 50 percent, 30 percent and 35 percent by 2019/20, respectively.
- With regard to access to market and production space, it is planned to create market linkages to 1.6 million women and facilitate the designation of a market area for 1.5 million women. Hence, one market center will be built to benefit women.



Part 3. The relationship between gender issues and gender responsive budgeting

Gender issues are all concerns related to women's and men's lives and situation in the society that is expressed in terms of their differences in access to and use of resources, their roles, and how they react to changes, interventions and policies. In general, gender issues refer to differences in roles and relationships between men and women that result in unequal or differential treatment of an individual or a group. The most common gender issues involve unequal distribution of resources, benefits, opportunities or decision-making powers.

Gender issues are functioning at household, community and national level adhered in society's social, cultural, economic and political system. Hence gender issues can vary across regions, sectors and across societies within the same region.

The impacts of gender issues on development

The current situation of Ethiopian women shows that they are not benefiting from available resources, numerous other benefits and opportunities. Their participation in decision making remains very low. As a result, most women are forced to be living in poverty. Therefore, unless gender issues are considered in the country's policies and programs with due attention to gender-sensitive resource allocations, development goals will not be met.

The link between gender issues and gender responsive budget

Government institutions can achieve their mandate effectively only if they make sure men and women are equally participating in and benefiting from the services and products of the institutions. To do so, government organizations have to identify the gaps or differences in women's and men's participation and levels of benefits in the services rendered by their respective organizations. Sex and gender disaggregated data that show those differences are very important to identify the sectors' gender issues.

After the sectors' gender issues are identified, appropriate action shall be designed to address the gender gaps thus identified gender. Budget is therefore an instrument to implement those actions. Based on this, one of the foundations for gender responsive budgeting is identifying gender issues properly. In relation to this, gender responsive budget can be practiced easily just by applying the following three steps:

1. Identifying key gender issue

An instance of this can be shown by picking a specific sector and what key issues can be identified and dealt with. If gender issues in the agriculture sector should be identified, for instance, the areas to look for will be issues and gaps in, among others, land tenure, and registration/certification, agricultural education and training, agricultural extension, agricultural input supply as well agricultural marketing.

2. Identify the cause for the issues/gaps

The causes of gender issues/gaps can be classified as immediate, underlying and basic causes; and thus arranged in a hierarchy these can demonstrate cause-effect relationships.

Immediate Cause: is manifestation that has most direct link to the problem. For instance, one of the immediate causes to mothers' not delivering in health centers can be absence of health facility (health station, center or hospital) nearby, that is to say at a reachable distance from their localities.

Underlying Cause: this usually contributes to the issue indirectly. For instance husbands' lack of support can be a cause for mothers' not delivering in health centers.

Root /Basic/Structural Causes or determinants: social and economic organizations, policies, attitudes, feelings, behaviors, norms, religion and harmful beliefs. For instance limited awareness of society on the benefits of delivery in health center, attitudinal problems, etc.

3. Possible interventions/measure

Gender issues	Causes	Possible Intervention
High dropout rate among girl students	Long distance of school from home	Construct new schools at each kebele
	Attitude of the society towards girls education	Mobilize society towards girl education
Low representation of women in managerial position	Taboos and prejudices against women to participate in leadership position	Facilitating training/educational access for women
	Low educational qualification	Promoting role model women in leadership
Low participation of women investors in manufacturing sector	Low incentives and low access to information about the sector for women	Designing and implementing incentives for women investors to increase their participation
		Enhance access to information

The parliamentarians can put their oversight roles to effective use with respect to gender responsive budgeting by ensuring that gender related issues relevant to the policies of each sector and gender-target allocations specific to given sectoral budgets are addressed at all levels of planning, implementation and supervision. The parliament can compel/inquire government departments/sectors to produce their reports and look into the reports against the three steps shown above. The parliamentarians can also put their weight on budgetary debates by directing due focus and attention towards gender issues so as to producing gender-friendly results. For detailed gender issues and proposed interventions on some selected sectors refer to Annex 3. Parliamentarians therefore, have the leverage to bring in gender issues and propose solutions during budget discussions and while playing their oversight roles.



Part 4. How can parliamentarians contribute to gender responsiveness of budget?

The House of Peoples' Representatives, the highest authority of the Federal Government, has a power of legislation, approve policies and strategies, ratify international agreements, ratify Federal budget and oversee and monitor the executive. Hence, these roles and responsibilities are very important to guarantee gender responsiveness of budget. This section provides tools for parliamentarians to undertake their roles and responsibilities with gender perspectives in view, and in a bid to see to it that approved budgets are gender-responsive.

4.1 How is the budget process undertaken in the parliament?

Following is a general description of the ways in which budget is prepared and approved and its implementation is followed up and monitored.

According to Article 50 (1) of the Constitution³, the House of Peoples' Representatives is the highest authority of the Federal Government. Among other roles and responsibilities stated under Article 55 (10-11) of the Constitution, the House of People's Representatives is authorized to approve general policies and strategies of economic, social and development, and fiscal and monetary policy of the country. It also has authority to levy taxes and duties on revenue sources and shall ratify the Federal budget. Cognizant with this, Article 18 of Proclamation 648/2009⁴ states that the budget for each fiscal year which comprises the Federal Government revenue, expenditure and subsidy to the regional governments as well as the financing of the budget is expected to be approved by the House of People's Representatives. The amended financial administration proclamation 970/2016 added a new sub-article (3) following article (2) of Article 20 of the proclamation as follows: "Gender issues shall be taken into consideration during public budget preparation." Having such decisive role of the parliament, it is important to review the budget cycle and the legally backed role of the parliament within it.

According to amended proclamation number 970/2016 and proclamation 648/2009 Article 19-20, MOFEC is responsible for Macro-economic and Fiscal Framework (MEFF) preparation and submission of MEFF to the Council of Ministers. The MEFF is expected to contain estimates of all revenue to be raised; expenditure for each public body; recurrent and capital expenditure segregated by economic sector and budget subsidy to regional governments as well as the financing of the budget and periodic macro-

3. EFDRE (1995), The Constitution of EFDRE Proclamation No. 1/1995, Ethiopia, Addis Ababa

4. EFRDE (2009), The Federal Government of Ethiopia Financial Administration Proclamation No. 648/2009, Ethiopia, Addis Ababa

economic performance. It is also expected to include major macro-economic plans. The ministry is also responsible for setting annual budget submission formats and the maximum amount on which each expenditure budget request is to be based (Budget ceiling).

Then MOFEC is expected to forward a budget call letter with the budget ceiling for public bodies. The public bodies prepare their annual budget accordingly and submit it to MOFED to its appraisal and approval⁵.

Then, the Minister is expected to submit the budget projection for the coming fiscal year to the Council of Ministers to endorse it. After the Council of Ministers endorsed it, the Minister is expected to provide justifications on the budget endorsed by the Council of Ministers to the House of People's Representatives. According to the same proclamation, the budget is expected to be approved by the House of People's Representatives by Sene 30th and notified to all public bodies by Hamle 7th of the Ethiopian calendar. (Fiscal/budget year begins on July 7)

According to Article 55 (17-18) of the constitution, the parliament has the power to call and to question the Prime Minister and other Federal officials and to investigate the executive's conduct and discharge of its responsibilities. The main objectives of the parliament in overseeing the executive are to check whether:

- ▶ Public and government resources are properly utilized;
- ▶ Activities are carried out in accordance with rules and regulations;
- ▶ There exists fair and fast development direction;
- ▶ Democracy and good governance prevails;
- ▶ The rights, peace and security of citizens are maintained; and
- ▶ There exists coordination among government bodies.

According to the same document under Article 7 (4), any member of the Federal Government bodies are expected to present their reports to the pertinent committees in the allotted time. The authority of standing committee to summon a public debate on the report after its own hearing is also stated under Article 7 (5) of the proclamation. The pertinent Federal Government bodies are expected to present their reports through the pertinent standing committees to the House. Moreover, Article 7(6) states that the report to be presented is expected to focus mainly on the annual plan of action and achievements, the administrative process and budget execution, problems identified in the process of execution as well as the results achieved. After hearing the report, if the House feels that the report shows the existence of basic problem, the House is authorized to take the necessary measure under Article 7 (11).

5. Ministry of Finance and Economic Development in collaboration with the British Council and UNICEF; Guideline for mainstreaming gender in the budget process, Ethiopia, Addis Ababa

According to amended proclamation number 970/2016 and proclamation 648/2009 Article 63 (3), the audited public body is expected to submit the audit report together with its performance report of the period within one month from the receipt of the last year audit inspection report to the House of Peoples' Representatives. The Auditor General shall audit and inspect the accounts of ministries and other agencies of the Federal Government to ensure that expenditures are properly made for activities carried out during the fiscal year and in accordance with the approved allocations, and submit his reports thereon to the House of Peoples' Representatives.

Accordingly, the finding of the audit as to what should members of the parliament be doing from gender perspective is explained in sub section 4.3 below.

4.2 How can parliamentarians scrutinize budget from a gender perspective during budget approval phase?

The House of People's Representatives are constitutionally mandated to ratify the Federal budget. However, before the approval of Federal budget, the Minister of Finance and Economic Cooperation (MOFEC) annually provide justifications on the budget that was endorsed by the Council of Ministers to the House of People's Representatives. The Budget and Finance Affairs Standing Committee is responsible in examining in detail the government's draft annual and supplementary budget and submit to the House along with suggestions. Due to these roles and responsibilities, the budget approval process could be the other entry point to the gender responsive budgeting through the following measures.

4.2.1. Budget speech on the draft budget

The following checklist can be used to promote gender responsiveness of budget narratives and government's commitment towards gender equality.

- Request the Minister of Finance and Economic Cooperation to make a gender-sensitive budget speech when they present the draft annual budget to the House of People's Representatives. The budget speech shall:
- Clearly articulate that the promotion of gender equality and women's rights are amongst the priorities of the government in the next fiscal year and how the Government intends to achieve results that bridge gender inequality.
- Clearly articulate how different sectors (especially those sectors that have a great impact on the lives of women and girls such as health, education, agriculture, etc.) will undertake interventions related to addressing various forms of gender inequality in the next fiscal year.

- Indicate the gender equality priorities by sector;
- Indicate the proposed strategic objectives by sector and expected outcomes;
- Indicate programmes and resources proposed to address gender equality issues by sector (separating recurrent and development expenditures and revenue proposals);
- Review the results of the previous year's Gender Budget Statement i.e. objectives, programmes undertaken and resources utilized/mobilized (separating recurrent and development expenditures).

The following provide a few examples of gender-focused speech made by the Minister of Finance of Mauritius in the run up to the 2008/2009 budget year. The budget, according to the minister, would have had addressed:

- Female unemployment through the Training Placement Program which would contribute 75% of the wages paid to women.
- Lack of access to credit by projects implemented by women by meeting 100% of the financing requirements of the projects implemented by women through the creation of a new macro-credit scheme.
- Lack of access to finances for entrepreneurs, predominantly women, who cannot get access to finance because of legal problems related to their marital status or changes in such status, through the setting up of a scheme to provide loans of up to Rs. 100,000 without collateral to borrowers.

4.2.2 Finance and Budgetary Affairs Standing Committee

The Finance and Budgetary Affairs Standing Committee is authorized to examine in detail the government's draft annual and additional budget and submit suggestions and/or recommendations to the House.

The Committee shall scrutinize the draft annual and additional budget using a combination of five and three steps approaches. The following checklist can be used to examine gender responsiveness of planning and budgeting formulation process:

- Do gender issues identified by conducting a gender-aware situation analysis of women, men, boys and girls at the sectoral level? If yes, which gender issues are considered in the sectors' budget? Are there sex and gender disaggregated data on the status of women, men, boys and girls?

This, for example, may mean looking at statistics on the status of women at decision making positions at various levels such as maternal mortality, infant mortality, and literacy rates, as well as opinion surveys on gender targeted service delivery.

- Does the sector/public body conduct policy analysis to assess the gender responsiveness of policies? If no, why not?

If yes, does the policy address the gender issues that are described in the situational analysis? Are there any policies that address the key gender issues?

If so, are the policies adequate to address the identified gender issues satisfactorily and ensure the desired results?

Have the provisions been well specified? Have they been designed to be appropriate to the needs and priorities of both men and women, or to be appropriate to the specific needs of either group?

If there are adequate gender sensitive policies, for instance Agricultural Extension Program, resources must be allocated for their implementation. The following checklists can be used to examine the budget from gender perspective.

- Has budget analysis of previous budget years employ the appropriate tool? Does the findings used as input to prepare the budget of the current year?
- Are targets disaggregated by sex across the budget documents?
- Are there specific gender indicators to capture the implication of policies on relevant gender equality gaps and issues?
- Have adequate resources been allocated for the implementation of the identified gender responsive policies and programs as shown in the specific targets? Are there allocations specifically targeting women and girls or men and boys? If yes, for what purpose? Example: In Uganda, funds set aside specifically for building pit latrines for use by school girls; and the special micro-credit service reserved for women are two examples of gender-specific expenditure.
- Are there resource asset allocations for equal opportunity employment (for example, day-care facilities for employees' children, paid parental leave, or special training for women) intended to promote gender equality in the public service? If yes, to what end? If not, why not?

- Is there any budget allocated to bring women in decision making and leadership position? If no. Why? Any plans for future?
- Have resources allocated appropriately mainstreamed and examined against their gender impacts such as whether they address the specific needs of women and men, girls and boys from different social and economic backgrounds?

To ensure that such expenditures address equitable use, it is important to gauge to what extent the resources have been used to the advantage of these groups and to identify and address decisions and/or moves that come as demerits to girls and women. See to it that resources have been earmarked to address the needs of disadvantaged women and children as mechanism of empowerment to enable them enjoy the same benefits that other economically advantaged counterparts take for granted. Such considerations should be made especially in allocations meant for the health and education sectors.

Evaluating cut motion

The cut motion can be evaluated from gender perspective by examining particular sector that had been subjected to cuts and its implication on women and girls.

- Cuts in spending on social services or the introduction of user fees typically have a negative impact on women and girls in general, and on poor women and girls in particular. When education becomes more costly for families, girls are often the first to be forced to withdraw from school. After education fees were introduced in the early 1990s in Zambia, for example, school drop-out rates increased, mostly involving girls. Similarly, in Kenya girls were found to be twice as likely to be pulled out of school as boys when families found they could no longer afford school fees. And while the introduction of user fees in public health facilities in order to generate more revenue result in more women dropping out, it certainly increases women's care work (domestic chores and other domestic and community activities). Women are most likely to be the ones to provide home nursing to patients who cannot afford to access health care. This may include the time the women may spend on sourcing traditional forms of medicine for their sick relatives.

4.2.3 Public hearing

Pertinent Standing Committees may invite the entities listed below from whom to solicit expert advice, inputs, suggestions and/or recommendations on any given issue at hand concerning the needs and priorities of women and men:

- Gender experts, academics, consultants, Governmental Organizations (GO), Non-Governmental Organizations (NGO) and development partners.
- Community groups, Gender focused Civil Society Organizations

4.3 What can parliamentarians do with audit findings?

The amended Proclamation 982/2016 providing for the reestablishment of the Federal Auditor General under Article 4 (4) states that the mandate of the Office of Federal Auditor General is to ascertain that all receivable money and property of the federal government are collected, preserved and used properly, in accordance with the laws and regulations of the federal government and report the same to the Council of Ministers.⁶

The House can do the following with the audit finding:

- Reviewed in order to assess the extent to which GRB has been reflected;
- Ensure consideration of previous year's audit findings into the current year budget.

Based on this, the concerned Committees shall perform a gender sensitive monitoring role by insisting on both performance and financial audits. The committees shall focus not only on financial audits but also performance audits since the latter measures concrete benefits or loses of budgets. Therefore, the concerned committee can use the following checklist to review the audit findings using a gender lens:

6. EFRDE (2016), Office of the Federal Auditor General Re-establishment /Amendment/ Proclamation No. 982/2016, Addis Ababa, Ethiopia

- Does the audit report explain whether or not public resources were allocated and spent in a gender equitable manner, i.e. in accordance with government gender equality policies and international commitments? This involves analyzing not only expenditures explicitly targeted at women, but also relevant sectoral expenditures and their impact on gender equality.
- Comparing original and revised budgets, in order to assess gaps and improvements related to GRB.

4.4 How can parliamentarians mainstream a gender perspective in their oversight role?

Article 55 (17) and (18) of the constitution gives a power to the House to call and question Federal officials, to conduct oversight on the executive as well as to discuss any matter pertaining to the power of the executive and to make decisions or measures it deems necessary. The following are among the main objectives in overseeing the executive:

- a. To check whether the public and government resources and property are utilized properly.
- b. To check whether the activities are carried out in accordance with rules and regulations.
- c. To check whether the right, peace and security of citizens are maintained

Hence, the oversight role of the parliament can be the entry point to enforce gender responsive budgeting.

4.4.1 Reporting to the parliament and onsite supervision

Any member of the Federal Government bodies shall present their reports to the pertinent committees in line with timetable. Relevant authorities must meet timetable to present their reports unless obliged to defer them by a force majeure. Hence, such procedure enhances accountability and commitment of the relevant officials to the Gender Integration Framework put in place with a view to effective gender mainstreaming towards ensuring gender equality and women's empowerment.

Based on this, the following checklist provides an effective way for the concerned standing committees to scrutinize any given report from the gender perspective. The checklist can also be used during onsite supervision:

- Are outputs fairly distributed between women and men? How many men and women benefited? Has the budget allocated been spent on the intended purpose?
- Have gender-specific outputs reach the intended group? How many benefited? Has the budget allocated for a specific purpose been spent on activities as originally planned? Has the organization in question implemented gender-friendly works such as affirmative action and child care services' provision, among other national and international commitments and instruments? How many women and girls benefited from the affirmative action?
- How has the public body implemented equal opportunity employment allocation? How many benefited from this allocation?
- Request information on the implication of the mainstreamed budget on women, men, boys and girls.
- Request information on challenges faced in relation to gender mainstreaming and women's empowerment interventions in terms of performance and budget.
- Request information on the status of GTP II gender specific target performance and identified gender issues.
- The parliament shall ensure that the report is supported and analyzed by sex and gender disaggregated data.

4.4.2 Call for public debate

The Standing Committee shall summon a public debate on the report after its own hearing. The committee shall invite pertinent bodies of the society and the mass media to attend the discussions. The pertinent Federal Government bodies shall present their reports through the pertinent Standing Committees to the House.

In relation with this, the concerned Standing Committee shall ensure gender activists, women affiliated Non-Governmental Organizations and Community Based Organizations as well as gender experts from related government offices and consultants are invited and given opportunity to participate.

4.5 How can parliamentarians scrutinize legislations from a gender perspective?

4.5.1 Relationship between budget and policies

Budget is an instrument to implement policies into actions; hence gender responsive policies are very essential to lay a foundation for gender responsive budgeting.

4.5.2 Power of legislation

Article 55 of the constitution stated about the role of House of Peoples' Representatives states their roles as follows:

- The House of Peoples' Representatives shall have the power of legislation in all matters assigned by this Constitution to Federal jurisdiction. Article 55 (1)
- It shall enact a labor code, commercial code, penal code and civil laws. Article 55 (3-6)
- It shall approve general policies and strategies of economic, social and development, and fiscal and monetary policy of the country. It shall enact laws on matters relating to the local currency, the administration of the National Bank, and foreign exchange. Article 55 (10)
- It shall ratify international agreements concluded by the Executive. Article 55 (12)

4.5.3 How can parliamentarians review policies from a gender perspective?

The parliament shall undertake the following practices to make policies gender responsive.

- A. Request every draft bill to undergo gender analysis before it has been tabled to the House or introduce a motion to ensure that every draft bill undergoes gender analysis.

Example: Fiji passed legislation requiring gender analysis of all bills to be submitted to Parliament.

- B. The concerned committee shall ask the following questions during deliberation:

- Are policies and programs based on a gender aware situation analysis and gender analysis? Do they reflect women's and men's different needs and priorities?

- How the issue/problem the legislation or policy intends to address affect women and men? Are they impacted at the same level or different? If the impacts are different on women and on men, why women and men are affected differently? Because of their gender roles or/and expectations from the society or/and an unequal share of resources in the household or/and the threats of violence or harassment?
- How the legislation or policy will affect women and men? How they benefit from it? Will it benefit women and men equally? Equitably? Will it affect their respective activities or/and their assets or/and their access to resources or/and their status?
- How the legislation will contribute to reduce gender gaps? Will it challenge inequalities between women and men? Is it compliant with CEDAW?

C. Ensure policy making is based on evidence:

The parliament shall request what sort of sex and gender disaggregated data was collected and used as input for the policy formulation. Such request could also stimulate the collection, production of gender sensitive data and systematical usage of the data by policy makers to inform evidence based public policy making. Therefore, parliamentarians can ask the following questions:

- Is there sex disaggregated data on the issue under consideration? If yes, what are the gaps?
- If there is no sex disaggregated data, why not?
- Is the existing sex disaggregated data frequently updated?

D. Ensure participation of stakeholders

When concerned standing committees setting up public forums to gather different opinions they shall ensure the following stakeholders are actively involved and their opinions are heard and considered:

- Individuals or groups with a gender perspective
- Gender experts and relevant academics, consultants, GOs, NGOs or development partners.
- Community groups, Gender focused Civil Society Organizations

4.6 Challenges and Limiting Factors in Gender Responsive Budget

Some of the major challenges that have been affecting the implementation of gender responsive budgeting are stated below.

1. Lack of Commitment: - Leaders' and employees' limitation in considering gender mainstreaming as shared responsibility/lack of commitment. Gender mainstreaming is a shared role and responsibility of leaders and employees however a significant number of leaders and employee believe as if it is only the role and responsibility of Women and Children's Directorate or its respective expertise.
2. Lack of accountability: - There is no accountability system to make leaders and employees accountable whenever they are not incorporated in their plan appropriately and also when they are not performing as per the plan and budget. Moreover, there is no motivation system for the outstanding performance.
3. Limitations in internalizing the issue: - this relates to limitations in understanding sectors specific gender issues, gender responsive situation analysis, policy and legal frameworks on gender and gender responsive budgeting knowledge and skill. In spite of the importance of gender related skill and knowledge for those who participate in planning, budgeting and implementation as well as monitoring and evaluation; there is limitation in providing a continuous and task oriented trainings as well as establishing a sustainable system to tackle the skill and knowledge gap due to high turnover.
4. Limitation in a culture of working together: - lack of coordination and collaboration among organizations and within departments during monitoring and evaluation. There is also limitations in involving and creating an enabling environment for the gender department and its specialist in M & E activities.
5. Limited practice of evidence based planning: - there is limitation in planning gender related activities based on data that results limited budget allocation to address gender priority issues.
6. Limitation in evaluating the impact of the planned activities and allocated budget

Proposed Solutions

- ▶ All standing committees of the parliament shall consistently scrutinize the plan and budget as well as its implementation with gender perspective and build a culture of making the organizations accountable for their performance; parliamentarians shall consult the leaders of organizations to in place and implement accountability system within their organizations; provide recognition and motivation for outperforming organizations.
- ▶ The parliament shall consult government organizations to build a system for continuous, cost saving and task oriented gender related capacity building programs for their employees
- ▶ Strengthening strong coordination system among departments, especially with gender department
- ▶ The parliament has a mandate to follow up Ministry of Finance and Economic Cooperation and Central Statistics Agency. Hence the parliament shall scrutiny the systems they are implementing with gender perspective.



Part 5. Enhancing parliamentarians' role

To incorporate gender perspective effectively throughout the budgeting process; the following enabling conditions shall be in place and implemented effectively.

5.1 Enhance GRB Knowledge of parliamentarians

Our perceptions about women and men, boys and girls are shaped starting from our infant stages by different actors i.e parents, caregivers, community, teachers, books etc. Hence, we act accordingly when we grow up. Being part of the larger citizens of Ethiopia in which the traditional practices as well as religions has been influencing our socialization to gender equality and women's empowerment; parliamentarians are also passed through such social system of socialization. Therefore, it is important to change those deeply embedded prejudices, biased perceptions and beliefs.

In addition to capacity building efforts to attitudinal change towards our embedded perceptions, stereotypes, beliefs, etc; technical capacity is one of the important pre-conditions to mainstream gender perspective in the budget related roles and responsibilities of parliamentarians. To scrutinize public bodies, the parliament needs to build their own knowledge, all parliamentarians have to have equal understanding and knowledge on basic concepts of gender, the importance of gender equality to the development of the country, budget and gender issues. These are the pre-requisite basic understanding of economic and budget issues to conduct budget researches and analysis.

The parliament may link with NGOs and CBOs that can assist in organizing, providing and funding training programs for parliamentarians to raise awareness of gender issues and introduce new skills and tools for integrating a gender perspective into legislation and budgets.

5.2 Access to Budget research outputs and information

Gender budget analysis is a very important mechanism to make sound budgetary choices so that Parliamentarians have to be empowered to independently analyze the budget. Hence, the parliament shall have access to independent information and research out put on the budget preferably through its own research service. The parliamentarian might not make the analysis by themselves but may need professional staff with wide knowledge of the subject who can provide brief, accurate, and timely information to use in budget debates. This can be complemented with analyses by independent think tanks, private sector economists and academics.

The Standing committees can establish links with institutions such as NGOs, CBOs and women's organizations and civil society groups to carry out gender analysis of budgets and well-researched information on issues of concern.

With regard to sex disaggregated data, the parliament shall request data disaggregated by sex and gender in the plan as well as in a report. Moreover, the parliament shall enforce each public body to document and establish data base disaggregated by sex and gender on major indicators to be used for further analysis, as input for the future planning and policy and program interventions.

5.3 Institutionalize gender mainstreaming

It is a shared responsibility of all committees to make sure that, their legislative and investigative activities are done on the basis of gender equality and gender sensitized. Since GRB is mainstreaming gender within the budget process, it is a shared responsibility of all committees in the parliament. Hence, it is important to institutionalize GRB at all level.

Hence, having such shared responsibility, there shall be a structure to coordinate and organize the activities related to GRB. Different countries emplaced different structures. For instance in South Africa, a sub-committee of Finance Committee has led the process of gender integration into the committee's work while in Uganda members of the Special Interest Groups (SIG) Caucus through their respective parliamentary oversight committees has undertaken the task. Moreover, they emplaced two new formal structures i.e., the Budget Office and the Committee for Equal Opportunities have taken over the roles of facilitating integration of gender issues in the budget and gender mainstreaming respectively.

5.4 Revisit parliamentarians' mandate to scrutinize MEFF

In most countries, the executive budget office produces the medium-term budget framework (MTBF), including projections for aggregate expenditure and revenue and the fiscal strategy for a certain period. These frameworks provide the overall fiscal goals for setting annual aggregate expenditure levels and also function as a binding limit in formulating the annual budget.

Legislatures in some countries have gained a role in approving macro fiscal frameworks. In Sweden, the Swedish parliament approves an aggregate multi-year expenditure ceiling prior to approving the detailed annual budget (Lienert and Jung, 2004). Similarly, the United States Congress approves a budget resolution containing five-year macro fiscal targets and overarching ceilings for discretionary appropriations, although the appropriation ceilings are only binding for one year.

5.5 How to Strengthen the oversight and monitoring role of the parliamentarians on GRB?

It is recommended that every sector shall provide a quarterly report on the implementation of gender responsive budgeting for the parliament. In addition to the report, the parliamentarians shall conduct onsite supervisions to crosscheck what has been done on the ground.

The parliamentarians shall request sex and gender disaggregated data of beneficiaries whenever they oversight results of programs.



Annex 1. Basic concepts of budget and gender responsive budgeting instruments

1.1 Ethiopian budget process

The Ethiopian Government uses its fiscal policy tools to play an active role in transforming the socio-economic development of the country. One of the instrumental tools is government spending, where optimal allocation of the government budget can have more direct influence upon the level and quality of economic activity than taxes. The ever increasing public spending and its composition over the past years demonstrate how the expenditure policy realized the multiple functions of fiscal policy.

In terms of the budget process, once the MEFF is approved, the annual budget request is prepared by the different public bodies and expected to be within the provided ceilings by the Ministry of Finance and Economic Cooperation. A budget hearing is conducted to thoroughly discuss the detail plan on the requested budget by the spending units with the Minister of Finance and Economic Cooperation to rationalize and agree on the budget proposal. Once the budget hearing process is over, the Ministry compiles and documents the annual budget proposal and presents it to the Council of Ministers; where eventually the supported annual budget by the council will be presented to the House of Peoples Representatives (Parliament) for appropriation of the budget. The annual budget is published on Negarit Gazette and being implemented throughout the budget year by the respective public bodies.⁴

According to the Federal Government of Ethiopia amended Financial Administration Proclamation 970/2016 and Financial Proclamation No. 648/2009, the Internal Audit of public bodies shall be responsible for conducting internal audit at specific intervals to evaluate the performance of the public body and to ascertain that public money and public property are used for intended purposes, and submitting audit reports to the head of the public body and to the Minister, follow-up measures taken based on audit findings. Therefore, internal audit can play a role in tracking of funds utilization. The audit of the budget disbursement could be performed by tracking the indicators from public bodies' budget documents.

1.2 Program Budget

Since the beginning of modern government budgeting system, the Ethiopian budget used to follow the line item budgeting. The line-item or traditional budget is simply based on historical needs. To make the annual budget more efficiently and effectively serve the above purposes, a program budgeting has been introduced to support the broader PFM reform agenda since 2011/12⁷. Program budgeting has the potential to inject more strategy into budgeting and more fiscal constraint into planning. It makes budgeting a more strategic (and less incremental) process by focusing on government objectives and shifting the basis of decision from what was spent in the past to what is wanted for the future.

The revised program budget manual thoroughly tried to address gender issue in every step like from program formulation to indicator setting. For instance, the prioritization is based on agreed criteria. One of the criteria is the impact on the gender development. Beside this, the manual tried to show an example on how to formulate gender sensitive indicators as well as the equity perspective was already captured.⁸

1.3 Gender responsive budgeting

Government budget is the most important instrument of government that affects the successful implementation of policies and reflects the government's fiscal objectives, economic objectives and its socioeconomic priorities. As a result, it affects the day to day life of people including having differential impact on women and girls as compared to men and boys respectively due to their different needs and priorities that arises from their socially determined roles and responsibilities as well as their position in the society. On the other hand, budget can narrow the social and economic gaps that exist between women and girls, and men and boys respectively if the needs and priorities of them addressed and considered throughout the budgeting process. This could be done using Gender Responsive Budgeting (GRB) approach.

GRB is one of the major approaches to address the needs and priorities of different categories of women and girls, and men and boys. It deals with mainstreaming of gender issues throughout the budget cycle i.e budget planning, approving, executing, monitoring and auditing through considering gender issues in the society. Moreover, analyzing the different impacts of a state's national and local expenditure and revenue on women and girls, and on men and boys and making proposals to reprioritize expenditures and revenues are also very important aspects of GRB¹.

7. Ministry of Finance and Economic Cooperation of Ethiopia (2012), GRB Guideline, Addis Ababa, Ethiopia

8. Ministry of Finance and Economic Cooperation of Ethiopia (2014), Program Budget Manual, Addis Ababa, Ethiopia

1.3.1 Frameworks for public expenditure

Rhonda Sharp's (The South Australian) and South African frameworks are widely used frameworks to analyze public expenditure.

A. Rhonda Sharp's (The South Australian) framework

The South Australian women's budget divided expenditures into three categories as follows:

1. Women (Gender) - specific expenditures: allocations to programs that specifically targeted groups of women and girls. Examples: providing loans to women-dominated productive sectors or for training women entrepreneurs
2. Equal opportunities in the public service: Such allocations are intended to promote gender equality in the public service and equal employment opportunities. Examples: day-care facilities for employee's children, paid parental leave, or special training for women.
3. General or mainstream expenditures: since these expenditures account for more than 99 per cent of government spending, initiatives that overlook this category ignore the most significant opportunities for promoting gender equality through public expenditure. One of the challenges to mainstream gender in the general expenditure is reluctance of governments to collect gender disaggregated data on their services.

Mainstream allocations need to be examined for their gender impacts and whether such allocations address the needs of women and men, girls and boys of different social and economic backgrounds equitably. Example: increased resource allocations to public educational and health facilities benefit more disadvantaged women and children than it will benefit rich and privileged men and women.

B. The South African Gender Budgeting Model

The South African Gender Budgeting model provides a five step approach to carrying out gender budgeting⁹.

9. UNFPA, UNIFEM (2006), Gender Responsive Budgeting and Women's Reproductive Rights

Step 1: Situational analysis

It involves analyzing the situation of women, men, boys and girls to identify the key issues that need to be addressed, such as access to services and quality of services. At the sectoral level, this will involve analyzing the situation of the different sub groups in each sector as well. For example, this may mean looking at statistics on the status of maternal mortality, infant mortality; and literacy rates, as well as opinion surveys on gender targeted service delivery.

Step 2: Policy analysis

The gender responsiveness of policies should be assessed to have information on the following questions.

- Does the policy address gender issues described in the situational analysis?
- Are there any policies to address the key issues?
- If so, are they adequate to address the issues satisfactorily and ensure the desired results?

Step 3: Budget allocation

If there are adequate gender sensitive policies, resources must be allocated for their implementation. The following questions are important to assess the status of budget allocation.

- Are resources allocated for these gender sensitive policies?
- Are these resource allocations adequate?

Step 4: Monitoring spending and service delivery

As indicated above, policies have to address gender issues of the sector/country and enough financial resources must be allocated through the budget for their implementation. Moreover, resources must be disbursed and the programs carried out by the various Ministries. These are not enough; money must be spent for the intended purpose. Therefore, it is important to carry out checks to verify that funds are being disbursed and spent as planned and approved by Parliament. It is also important to monitor the physical deliverables.

Step 5: Assessing outcomes

The spend money must have the intended effects. Therefore, analysis has to be made on the impact of the policy and expenditures to assess whether it has promoted the gender equality commitments. For example, did increased resource allocation for health delivery result in reduced maternal mortality and infant mortality? In other words, have the desired impacts on the targeted groups been achieved?

1.3.2 Tools for GRB

Some of the tools to carry out gender responsive budget analysis are:

- A. Gender-Aware Policy Appraisals: Gender-Aware policy appraisal is analysis of policies and programs of different ministries from a gender perspective by asking in what ways those policies/programs and their associated resource allocations are likely to reduce or increase gender inequalities. A policy appraisal should start with a gender-sensitive situation analysis in the given sector using instruments such as gender analysis, gender audits and gender impact assessments.
 - Are policies and programs based on a gender aware situation analysis and do they reflect women's and men's different needs and priorities?
 - Is the different time use taken into account?
 - Do policies and programs contribute to enhance participation of women/youth in job creation?
 - Is the inter-sectoral allocation of resources coherent with policy commitments aiming at reducing poverty and achieving gender equality?
 - Is the intra-sectoral allocation of resources coherent with the different needs and priorities of women and men in this sector?
 - Are programs and projects funded through the budget likely to reduce or to increase gender inequalities?

- B. Gender-aware beneficiary assessments of public service delivery and budget priorities: It is carried out through conducting opinion and attitude surveys by asking actual or potential beneficiaries about the extent to which government policies and programs reflect their priorities and meet their needs. The objective of such analysis is to provide data that shows who and how many benefit from public service delivery such as health care which helps the government to determine which expenditures are likely to ensure better lives for women and other marginalized groups.
- C. Sex-disaggregated public expenditure benefit incidence analyses: The aim of this analysis is estimating the distribution of budget resources (or changes in resources) among males and females through analyzing the extent to which men and women, girls and boys benefit from expenditure on publicly-provided services. Benefit incidence can answer whether women and men are benefiting from expenditure for public services, e.g. education, health units or agricultural extension services, on equal terms.
- D. Sex-disaggregated analyses of the impact of the budget on time use: This tool analyses the relationship between the national budget and the way time is used in households to ensure the time spent on unpaid work is accounted in policy analysis. It analyses how expenditures impact women's and men's time use differently. If the cost of child care and care for sick family members are taken into consideration in arriving at the Gross Domestic Product, then women's contribution would be bigger and can be used to justify more resource allocation through the budget.
- E. Gender-aware medium-term economic policy framework: This is an approach that focuses on incorporating gender issues/variables into macro-economic models within a medium-term public expenditure. This requires measuring the different gender impacts of states' and people's economic actions; introducing new measures to assess economic activity with a gender perspective; incorporating unpaid work; and changing underlying assumptions about the social and institutional set-up for economic planning in the medium-term to long-term. This might be done by disaggregating variables that refer to people by sex (e.g. labor supply, different consumption patterns), thus incorporating differentiated roles of men and women in economic activity, or by including new variables to represent the unpaid care economy. It analyses whether MTEFs is based on macroeconomic models that incorporate sex-disaggregated variables and the care economy.

- F. Sex-disaggregated revenue incidence analysis: it is analysis of the impacts of direct/indirect forms of taxation and user fees on the different categories of citizens so as to address any negative impacts of tax policies and, hence, reduce inequalities. It analyses whether women and men are affected differently by the kind of revenues raised by governments such as direct (income, corporate taxes) and indirect taxes (value added tax) or user fees. For example one of socially prescribed roles and responsibilities of women is procurement of household consumption items hence, unless government takes into consideration the impact of Value Added Tax on household consumption items, the effect will be negative on women.
- G. Gender-aware budget statements: is an accountability report by government on its audit of policies, programs and related budgets in relation to its gender equality objectives. It is useful to provide information on government's actions to reduce gender inequalities using their annual budget statements. It can be applied to the whole budget, or to a number of sectors in which expenditures and revenues are analyzed, using various tools, for their likely impacts on different groups of women and men, girls and boys. This involves stating the expected gender implications of the total national budget (public expenditure and taxation) and also the gender implications of expenditure by sector ministries. For example, increased cost of health services may negatively impact poor women than their colleague men; and single mothers are likely to benefit more when costs of education are reduced.



Annex 2. National and International Instruments in Promoting a Gender Responsive Budgeting

2.1 International instruments

Ethiopia has ratified and endorsed the following international and regional instruments to promote gender equality and women's empowerment:

Convention on the Political Rights of Women (CPRW): Ethiopia has ratified CPRW in 1969 recognizing that everyone has the right to take part in the government of his country directly or indirectly through freely chosen representatives, and has the right to equal access to public service in his country, and desiring to equalize the status of men and women in the enjoyment and exercise of political rights in accordance with provisions of the Charter of UN and of the Universal Declaration of Human Rights.

Convention on Elimination of All Forms of Discrimination against Women (CEDAW): Ethiopia ratified CEDAW in 1981 to eliminate discrimination against women. By ratifying the convention, Ethiopia recognizes discrimination and inequality, the need for state action, commit to do and not do certain things and willing to be held accountable at national and international levels.

Beijing Platform for Action (BPA): The platform recognizes the equality of women and men is necessary for social justice and to achieve development and peace. It establishes 12 critical areas of concern that need to be addressed in order to achieve political, social, economic, cultural and environmental security among all people. These areas as they relate to women and poverty, education, health, violence, armed conflict, the economy, power and decision making, mechanisms for women's advancement, women's human rights, mass media, the environment and the girl child.

The Beijing Platform for Action states under its financial arrangements section about gender responsive budgeting as follows:

Article 345 "... Full and effective implementation of the Platform for Action, including the relevant commitments made at previous United Nations summits and conferences, will require a political commitment to make available human and financial resources for the empowerment of women. This will require the integration of a gender perspective in budgetary decisions on policies and programs, as well as the adequate financing of specific programs for securing equality between women and men. To implement the Platform for Action, funding will need to be identified and mobilized from all sources and

across all sectors. The reformulation of policies and reallocation of resources may be needed within and among programs, but some policy changes may not necessarily have financial implications. Mobilization of additional resources, both public and private, including resources from innovative sources of funding, may also be necessary.”

Article 346 “The primary responsibility for implementing the strategic objectives of the Platform for Action rests with governments. To achieve these objectives, governments should make efforts to systematically review how women benefit from public sector expenditures; adjust budgets to ensure equality of access to public sector expenditures, both for enhancing productive capacity and for meeting social needs; and achieve the gender-related commitments made in other United Nations summits and conferences. To develop successful national implementation strategies for the Platform for Action, governments should allocate sufficient resources, including resources for undertaking gender-impact analysis. Governments should also encourage non-governmental organizations and private sector and other institutions to mobilize additional resources.”

Article 347 “Sufficient resource should be allocated to national machineries for the advancement of women as well as to all institutions, as appropriate, that can contribute to the implementation and monitoring the platform for action.”

The 2030 Agenda for Sustainable Development Goals: is a global framework for achieving sustainable development in the economic, social and environmental dimensions having a stand-alone goal on gender equality and the empowerment of women and girls. In addition there are gender equality targets in other goals and a more consistent call for sex-disaggregation of data across many indicators. The Agenda is focused on thematic areas such as no poverty; zero Hunger; good health and well-being; quality education; gender equality; clean water and sanitation; affordable and clean energy; decent work and economic growth; industry innovation and infrastructure; reduced inequalities; sustainable cities and communities; responsible consumption and reproduction; climate action; life below water; life on land; peace, justice and strong institutions; and partnerships for the goal.

The gender agenda in Agenda 2063

This agenda planned by 2063, all forms of violence and discrimination (social, economic, political) against women and girls would have been eliminated and they would fully enjoy all their human rights; the Africa of 2063 would see fully empowered women with equal access and opportunity in all spheres of life; over 90% of rural women would have access to productive assets, including land, credit, inputs and financial services; the Africa of 2063 would see attainment of full gender parity including to see women occupy 50% of managerial positions in government.

The African charter on human and people's right

The African Charter on Human and Peoples' Rights is intended to promote and protect human rights and basic freedoms in African continent. Article 2 of the Charter enshrines the principles of non discrimination on the grounds of race, ethnic grounds, color, sex, language, religion, political or any other opinion, national and social origin, fortune, birth or other status. Article 18 of the Charter calls on all State Parties to eliminate every discrimination against women and to ensure the protection of the rights of women as stipulated in international declarations and conventions.

2.2 National instruments

The government of Ethiopia has been implementing the following national instruments with regard to women's empowerment and gender equality.

National policy on women

The National Policy on Women, formulated in 1993, encourages equal participation of women in the political, social and economic spheres of life in the country. It also laid foundation for the establishment of women's machineries at all levels: federal, regional and sub-regional.

The Constitution of the Federal Democratic Republic of Ethiopia

The Constitution of the Federal Democratic Republic of Ethiopia grants wide range of rights to women. Article 6 of the Constitution grants equal citizenship rights to men and women; article 7 states whatever stated in the constitution applies for both sexes; article 25 equality before the law and equal and effective protection by law regardless of grounds such as sex; Article 34 addresses marriage rights by affirming women's equal rights in marriage, divorce and decision making during marriage. Especially article 35 grants more rights for women including the right to affirmative action, paid maternal leave, right to family planning and etc. Article 38 also states women's political right including their voting rights.

According to Article 9(4) and 13 (2) of the constitution of the Federal Democratic Republic of Ethiopia, all instrument ratified by the country are an integral part of the law of the land.

Gender Sensitive Policies

Ethiopian government has been committed in making policies gender sensitive including the Development and Social Welfare Policy (1996), the Education and Training Policy (1994), the Health Policy (1993), the Agricultural Development Led Industrialization Strategy (2001), the Culture Policy (1997), Natural resource and Environmental Policy (1997) and others.

Federal Civil Servants Proclamations

The Federal Civil Servants proclamation No 1064/2010 ensures women's constitutional right to affirmative action concerning recruitment, promotion, transfer, deployment, education and training and provision of a working environment free from sexual violence.

Maternity leave increases from 90 days to a total of 120 days with pay. Moreover, pregnant women who encounter a miscarriage pregnancy are also entitled post confinement maternity leave if the miscarriage is confirmed by medical certificate. Male civil servants are also entitled 10 days paternity leave at the time of his wife's delivery. This proclamation also states that any government institution shall establish nursery where female civil servants could breast-feed and take care of their babies.

Family code

The Family Law was revised in 2000 which governs marriage and family relations in Ethiopia. The major amendments made in the family code are:

- Whereas the minimum age for marriage which used to be 15 and 18 for female and male, respectively, has been revised to be 18 years for both sexes.
- The revised code came up with a provision that common property shall be administered jointly by the spouses unless there is an agreement, which empowers one of them to administer all or part of the common property.
- It permits divorce by mutual consent of the spouses and it is not classified in serious and other cases unlike the previous provisions, which was considered to be discriminatory against the woman.
- It limited the role of family arbitrators who used to refer divorce cases to be entertained by courts.
- It also states that marriage should be based only on the consent of the spouses.



Annex 3. Major Gender Issues in Ethiopia and Proposed Interventions

3.1 Agriculture sector

Gender Issues

- Ownership of farmland is vested primarily in men.
- Female-headed households tend to have smaller farms on average than male-headed households.
- Married women have less control than their husbands over their land.
- Married women have less access to agricultural extension and related services.
- Although they have the legal right, custom dictates that land do not pass to them from inheritance and divorce.
- Fewer women than men are agricultural technicians in agricultural ministry or development agent staff, particularly at higher levels.
- Low level of access for women to information and extension activities and to credit.
- Agriculture staffs have limitation in understanding challenges faced by women farmers and their needs.
- Women farmers have less contact with extension services than men.
- Extension services erroneously assumed that messages delivered to men farmers would trickle “across” to women. This excluded a significant proportion of women farmers from access to extension information, services, and sometimes also inputs and credit.
- The messages themselves frequently ignored the unique work-load, responsibilities, and constraints of women farmers.
- Women farmers have limited information about availability of agricultural inputs and other benefits

- Women farmers have limited knowledge on how to use technical inputs, for example, chemical spraying and mechanical land preparation
- Women farmers have limited cash or limited access to credit to buy inputs
- Women farmers faced time and transportation constraints in securing inputs
- Access to inputs being tied to a particular crop that women do not produce. Production of crops or varieties that do not respond to inputs
- Men generally sell larger quantities of primary produce at formal buying stations and engage in long-distance trade, whereas women sell smaller quantities of primary produce and processed products at these markets or they trade at informal markets.

Proposed Interventions

- ▶ Ensure the land ownership of women (equally with men) assisting them in acquiring and maintaining their right of becoming beneficiaries and enabling them acquire land certificates equally with men.
- ▶ Review and simplify legal procedures to facilitate land titling for land held by all women, including household heads.
- ▶ Ensure women with land certificate are benefiting from the land they owned.
- ▶ Ensure participation of women in different levels of land related committees.
- ▶ Facilitate land allocation to landless women;
- ▶ Incorporate gender related contents in the curriculum of in agricultural college and university courses.
- ▶ Enhance women's participation in agricultural extension programs.
- ▶ Set minimum women farmers targets for trainings related to extension and during trainees selection
- ▶ Train men extension agents in culturally acceptable methods of delivering extension to women.
- ▶ Ensure participation of rural women in extension programs designing.
- ▶ Facilitate women friendly financial/credit facilities;

- ▶ Develop women friendly (that save time and labor) technologies for women farmers and pastoralists.
- ▶ Facilitate market for agricultural products of women; Ensure women are benefiting from the national and regional levels market network and transport access.
- ▶ Facilitate modern technologies that enhance productivity and participation of women in agricultural development and agro-processing; enhance their productivity by facilitating different water options.
- ▶ Enhance women's participation in women development group, agricultural cooperatives, self-help groups, saving and loan and women's cooperatives.

3.2 Job creation and food security

Gender Issues

- Limitation in awareness and identification of different needs, challenges and priorities of women and men.
- Women's unemployment and limitation in women friendly services.
- Redundancy of trainings for unemployed women; focusing on jobs that are stereotyped as women's jobs and limited consideration of market situation of the country.
- Limited support systems are in place to transfer women in the informal trade to the formal trade system.
- Limited support to transform women owned enterprises from small to medium and to high level enterprises.
- Limitations in accessing production and marketing places as well as infrastructures.
- Limitation in market networking and provision of sustainable support and follow up.
- Women's unemployment rate is higher than men.

Proposed Interventions

- ▶ Ensure women are benefiting from urban job creation programs.
- ▶ Assist women to participate in small and medium manufacturing sectors as individual or in group and assist them to transform.

- ▶ Support women to be employed in governmental and nongovernmental organizations as well as in private sectors. Moreover provide support for women who are interested to work abroad in different sectors using the legal procedure.
- ▶ Support women who are engaging in the informal trade to engage in the formal sector.
- ▶ Ensure female youth are equally benefiting and participating in youth job creation/entrepreneurship development.
- ▶ Implement job creation programs to benefit pro-poor women and ensure their food security.
- ▶ Facilitate development safety net and other programs for women who can work but are in difficult living situation.
- ▶ Ensure women who can't work due to health, age, etc conditions are benefiting from direct safety net program through facilitating basic social services.
- ▶ Consider women's needs in awareness creation methods for unemployed persons.
- ▶ Consider women's needs and conditions while identifying job options for unemployed.
- ▶ Technical skill trainings, information and consultations on job creation has to be accessible and women friendly.
- ▶ Ensure one shop services /industry extension support/ are accessible for women and responsive for women's needs.
- ▶ Enterprises that are owned by women has to be transformed to the next level.
- ▶ Community development works shall facilitate favorable conditions for women who have children.
- ▶ Ensure the designing projects are problem solving and need responsive; ensure monitoring and evaluation manuals and reports are illustrating the status of women's participation and benefiting.
- ▶ Ensure data in relation to job creation and food security are disaggregated by age and sex, including enterprises owned by men and women and female headed and male headed households.

3.3 Health sector

Gender Issues

- The impact of women's vulnerability to harmful traditional practices on their reproductive health.
- Women have low access to reproductive health service.
- High maternal mortality.
- A requirement that a husband or parent consent to medical treatments.
- Fees for health services and out-of-pocket costs for drugs and hospital stays.
- Community membership in local health committees limited to heads of households (mostly men).
- Women have limited information about health services and have limited access to health services.
- Women have limited access to training opportunities.
- Less participation of women in planning, implementation, monitoring and evaluation process etc.
- Limitation in analyzing gender and sex disaggregated data.

Proposed Interventions

- ▶ Establish a center for counseling, managing and caring for HTPs and Sexual violence survivors.
- ▶ Reduce maternal mortality.
- ▶ Enhance ante and post natal services.
- ▶ Coordinate community-based social mobilization interventions for facility based delivery including referral linkages for mothers through cost coverage and transportation.
- ▶ Increase family planning service users.
- ▶ Make health centers are accessible and women /user/friendly at each kebele.

- ▶ Promote male involvement in family planning.
- ▶ Promote health providers awareness and attitude to provide gender sensitive and responsive services.
- ▶ Strengthen reproductive health and HIV/AIDS prevention and control activities/services.
- ▶ Prevention and controlling measures shall be taken through giving attention for non- communicable diseases such as cervix and breast cancers.
- ▶ Promote community dialogues against practice of HTPs that affect women/girls.
- ▶ Facilitate motivation and recognition schemes for female health workers who are serving rural areas.
- ▶ Awareness-raising campaigns on advantages of family planning, maternal health care and institutional delivery.
- ▶ Training for health workers (both male and female) to deal sensitively with female patients, especially victims of domestic violence and those living with HIV/AIDS.

3.4 Education Sector

Gender Issues

- Limitation in the community's attitude (low attention towards girls education) towards girls' education; girls participation in the formal schools remains at a low level because they are expected to do the household chores, besides violence in numerous forms inflicted on them.
- In spite of girls' participation in undergraduate and postgraduate programs on the increase, the growth is small compared to other levels of education.
- In spite of the efforts to increase women's participation in decision making and leadership positions in the education sector, women's proportion in middle and higher level leadership positions remains low.
- Low level of access to secondary education/schools has negative impact on enrolment and completion rate in girls' secondary education.
- High dropout rate and low promotion rates of female students than that of boys; their school achievement is not at satisfactory level.
- Less women participated in Integrated Functional Adult Education compared to the number of illiterate women.

- Low level of participation of women in Science and Technology education streams.
- Training programs at Technical Vocational Education and Training (TVET) are not taking the needs of women in to consideration.
- Women are underrepresented in the decision making positions. The education sector employs by far less women at all levels than it does their men counterparts.
- Less women teachers often mean inadequate support to female students. Unfavorable conditions for girls such as gender based violence and sexual harassment in and around schools.
- School based life skill education and psychological counseling in relation to gender based violence are not strengthened.
- Social pressure to early marriage.
- Women have limited access to training opportunities.

Proposed Interventions

- ▶ Enhance the participation and effectiveness of women in the education system.
- ▶ Create favorable conditions for women/girls at all schools such as building toilets and free environment from violence.
- ▶ Strengthen life skill education and psychological support in schools.
- ▶ Strengthen implementation of support and follow up systems to alleviate girls' higher rate of school dropout, less promotion to the next level and less school achievement.
- ▶ Enhance women's participation in TVET.
- ▶ Enhance and strengthen Integrated Functional Adult Education programs.
- ▶ Facilitate short, medium and long term educational opportunities for employed women.
- ▶ Increase participation of female teachers, their decision making and leadership role at all levels of education sector especially in science and technology and research institutions.

- ▶ Facilitate motivation/incentives schemes for female teachers who are working at rural areas, e.g., safe housing.
- ▶ Awareness-raising campaign on the benefits of delayed marriage, childbearing and continued education for girls, involving local female role models.
- ▶ Ensure the sex balance of different school committees.

3.5 Industry sector

Gender Issues

- Limitation in knowledge and skill in utilization of modern technology.
- Limited participation of women in the manufacturing industry.
- Limited consideration of gender dimensions in feasibility study of manufacturing industry projects such as women's environmental, social and economic benefits.
- Limited encouragement and promotion to attract women investors (the investment criteria does not include affirmative action).
- Limited efforts to encourage women to take part in investment consultation forums.
- Limited support to ensure participation of women in local and international bazaars and exhibitions.
- Inadequacy of special support to female producers' products to ensure assurance quality and standardization with a view of ensuring competitiveness.
- Women do not have equal access to training opportunities.

Proposed Interventions

- ▶ Amendments or supplements to existing laws and policies to correct gender biases or gaps, or repealing of discriminatory provisions.
- ▶ Ensure that feasibility studies consider women's environmental, social and economic situation at all levels of the study.

- ▶ Facilitate incentive mechanisms to increase women investors' participation in the industry sector.
- ▶ Design investment consultation forums that balance gender participation. Design mechanisms that support women's participation in exhibitions and bazaars organized locally and internationally.
- ▶ Ensure special support for women's products to pass through quality testing and standardization with a view of upgrading their competitiveness and ability to work with other agencies.
- ▶ Ensure both sexes' needs are assessed during training need assessment and accessibility of trainings for women.
- ▶ Facilitate incentives for investors who allow participation of more women in their industries
- ▶ Disaggregate by sex and gender the information obtained from investment follow up/supervision.
- ▶ Establish a system that gives special attention to women's products promotional works using brochures, exhibitions, international visits and preparation of product display sites.
- ▶ Balance the sex composition of employee in the industry sector; enhance women's representation in leadership and technical positions.
- ▶ Organize trainings for industry sector staff on gender analysis, how to promote women's participation in the sector as an investor and entrepreneur.
- ▶ Partner with women affiliated organizations to increase women's participation in the industry sector.
- ▶ Ensure participation of women who are working in the sector while designing industry development policy.

3.6 Water and Energy

Gender Issues

- Inadequate access to clean water, hygiene and sanitation.
- Low level of consideration of gender issues at different stages of irrigation and drainage development phases.

- Inadequate supply of appropriate alternative energy technologies to women.
- Limited participation of women in water shade and basin management and development activities.
- Lack of environmental impact assessment from gender perspectives.
- Lack of considering the needs and problems of women during resettlement programs.

Proposed Intervention

- ▶ Enhance incentives for women staff posted in rural areas.
- ▶ Training for staff in gender awareness and techniques to involve women in water supply activities.
- ▶ Mechanisms to increase women's involvement from the designing of water supply facilities up to construction and maintenance.
- ▶ Awareness-raising campaigns on the benefits of water conservation and sanitation practices, involving local role models.

3.7 Justice sector

Gender issues

- The required level of attitudinal change has not come about with regard to Harmful Traditional Practices, gender-based violence as well as limitations in prevention and control. Limitation in adjudicating cases of women and girls who are often victims; and delays in legal process.
- Punishment given to convicts of gender based violence being not proportionate to the severity of the crimes committed. Limited institutional support to victims of violence.
- Free legal services are not fully accessible.

Proposed interventions

- ▶ Protect women from harmful traditional practices and gender based violence; design program on protection and appropriate service provision for GBV survivors and implement it.

- ▶ Undertake prevention activities through building the capacity of institutions and communities.
- ▶ Ensure the implementation of law and policy for appropriate protection of women.
- ▶ Punishments on perpetrators of sexual violence should be tantamount to the severity of the crime; and should deter others from committing such offenses against women and girls. Provide quality and accessible legal protection and free legal service support as well as one-stop-shop services on health, social and psychological support for GBV and HTP survivors.
- ▶ Provide shelters and basic services to women and girls whose lives have been shattered by violence and give rehabilitative support to them.

3.8 Urban Development and Construction

Gender Issues

- Limited number of female contractors
- Inadequate support to female contractors
- Limited consideration of gender issue in job creation opportunities
- Less emphasis is given to allocate adequate budget to address gender issues.
- Limited training opportunities to women to enhance their capacity in the construction sector.

Proposed Intervention

- ▶ Amendments or supplements to existing urban development laws and policies to correct gender biases or gaps, or repeal of discriminatory provisions
- ▶ Ensure the sex balance of technical staff and enhance their representation in the decision making positions
- ▶ Training for staff in gender awareness and strategies to involve women in urban development activities
- ▶ Mechanisms to facilitate women's participation in urban planning, design, infrastructure development, construction sector and other maintenance works as an employee and contractors.
- ▶ Awareness-raising campaigns on urban sanitation and other development works using role model women.

