



# Gender Review: Mainstreaming Gender in the Development Portfolio of the Norwegian Embassy in Ethiopia

Final Report



Norwegian Agency for Development Cooperation

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**The Royal Norwegian Embassy,  
ADDIS ABABA**

**Gender Review:**  
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## **Preamble**

The Royal Norwegian Embassy in Addis Ababa (the Embassy) has requested Norad's assistance in undertaking a "Gender review" of the Embassy's portfolio on natural resources and food security, in order to identify possible ways to increase the focus on women and gender issues in programs.

The Review has been executed through desk studies, discussions with representatives of the Embassy, implementing institutions in Ethiopia (12- 16 January 2009), and through discussions with Norad staff members who are actively supporting the Embassy. The Review Team appreciates the fruitful and open discussions held with the Embassy and institutions in Ethiopia.

The Review Team herein provides its independent recommendations. This, however, does not indicate any commitment on behalf of the Embassy.

The Review Team comprised of Bodil Maal (NORAD) and Sigrid Skålnes (NIBR).

12 March 2009

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## List of Abbreviations

AIPDP	-	Afar Integrated Pastoral Development Program
APDA	-	Afar Pastoralist Development Association
DHS	-	Demographic and Health Survey
DF	-	Development Fund
EWDP	-	Ethiopian Women Development Program
EWLA	-	Ethiopian Women Lawyer's Association
EWMA	-	Ethiopian Women Media Association
FDRE	-	Federal Democratic Republic of Ethiopia
FGM	-	Female Genital Mutilation
HU	-	Hawassa University
IADP	-	Integrated Agricultural Development Project
MFA	-	Ministry of Foreign Affairs
MOE	-	Ministry of Education
MOH	-	Ministry of Health
MOLSA	-	Ministry of Labour and Social Affairs
MTR	-	Mid-Term Review
MU	-	Mekelle University
SDPRP	-	Sustainable Development and Poverty Reduction Program
WAO	-	Women's Affairs Office
WDIP	-	Women's Development Initiative Project
Woreda	-	District
Kebela	-	Lowest administrative level

## Summary of Conclusions and Recommendations

Norway is a relatively small actor in the development field in Ethiopia. The total Norwegian assistance channelled through all channels is NOK 250 million. The rationale for Norwegian development cooperation is to support Ethiopia's own effort to reduce poverty, as well as to contribute to the peaceful resolution of internal conflicts in the country. The Embassy has a clear focus on the following priority areas: Energy, Environment and Natural Resources/Climate, Governance/Budget Support, Gender, and Peace/Reconciliation.

The Royal Norwegian Embassy in Ethiopia (the Embassy) has requested Norad to undertake a gender review of the Embassy's portfolio on natural resource management and food security, and to identify ways and means of addressing and integrating women's and gender concerns into the current agreements within present framework and budgets, and for possible future phases of the various programs and projects.

The review included four programs and projects. In addition, the team had discussions with the Ethiopian Women's Lawyers Association (EWLA) and the Ethiopian Media Women's Association (EMWA).

### Observations and recommendations to the Embassy

- The new NGO law that was approved by the Government of Ethiopia (GoE) on 6 January 2009 is a set-back for all rights based approach to work concerning women, children and other vulnerable groups. It is estimated by Ethiopian NGOs that as many as 148 rights based NGOs may have problems obtaining new registration from GoE, since they receive more than 10% of their funding from abroad. The change in GoE's policy on rights based NGOs may influence the Embassy's work on women and gender issues.
- It is the responsibility of the highest level of management at the Embassy to ensure that gender issues are present on the agenda at all Annual Meetings and in dialogues with GoE. Ethiopia ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1981 and is required to bring its legislation in to line with CEDAW. GoE is accountable to the international community as well as to its own people regarding CEDAW. The Embassy needs to follow the development in the NGO sector and raise any concerns related to the implementation of CEDAW. According to Ethiopia's CEDAW report, the implementation of the convention has been implemented in cooperation with NGOs. In reality though, many of the active rights based women's organisations may now be forced to close down their activities.
- The African Union (AU) declaration on women and gender issues and the AU's gender strategy are documents that have been signed by GoE. Each of these documents could be used as reference in dialogue with the GoE.
- The Embassy should follow the work of the Development Partner (DP) Gender group and support the efforts of the group. It is believed, that under the new leadership in the Ministry of Women and Gender, some opportunity will be created for work on women and gender issues.

- The Embassy should establish internal routines that automatically involve the focal point/gender adviser in the project process.

### **The programs**

- The Embassy should continue to raise gender issue concerns in dialogue with partners so as to minimize the “implementation gap” on gender issues. The partners (for example, DF) welcomed the requests for gender equality results. Thus reminding partners that gender issues involve accountability.
- Gender competence should be included in all reviews and evaluations, for example, in the upcoming MTR of the Bale Eco Region.
- The Embassy should systematically include gender equality in preparatory analysis and stipulate a gender component to programs proposed by implementing partners (for example, the energy sector feasibility study, facilitated by the Embassy).
- Many of the Embassy’s partners have gender advisers and gender policies, but often these lack the competence (and commitment) to implement the policy.
- It is recommended that the Embassy propose that the Development Fund and its partners establish a baseline, and set targets and indicators for their work in the Afar region. In so doing, it would make it possible to monitor performance, follow community adaptation to climate change, improve/change women’s situations, and so forth. It is believed that the present monitoring procedures fail to document what is actually occurring on the ground.
- The Embassy should prioritise field work participation with partners (for example, the Development Fund), in order to learn more about local partners and the socio-economic and cultural context of programs.



## 1. Mainstreaming of Women's and Gender Issues: Approach and Methodology

### 1.1. Introduction

Norway places high priority on the issues of women's rights and gender equality. It endeavours both to improve the inclusion as well as the implementation of women's rights and gender equality in its development cooperation activities.

The Evaluation of the "Strategy for Women and Gender Equality in Development Cooperation (1997-2005)"<sup>1</sup> led to new mobilisation of resources in the Ministry of Foreign Affairs (MFA) and Norad. In the new "Action Plan for Women's Rights and Gender Equality in Development Cooperation (2007-2009)" a Gender Budget Line was established and MFA established three new posts dedicated to work on gender issues. The action plan focuses on **women's rights and gender equality**; it emphasises women's rights and targeted measures to increase women's control of their lives, and to promote women's rights to participate in all areas of society. The Action Plan is a strategy of twin track gender mainstreaming.

In the Action Plan, the MFA instructs all Embassies to increase efforts to ensure the mainstreaming of gender, environment and climate change and measures to combat corruption. Increased reporting is now expected on all these issues. Furthermore, that gender issues should constitute an element of the overall policy dialogue with partner countries, including dialogue with multilateral organizations and non-governmental organizations.

At present there are four action plans relating to women's rights and gender equality:

- Action Plan for Women's Rights and Gender Equality in Development Cooperation 2007-2009 (MFA)
- 2006 Action Plan for the Implementation of the UN Security Council Resolution 1325 on Women, Peace and Security
- 2006 Third Action Plan on Human Trafficking (MFA, 2006-2009)
- Action Plan on Female Genital Mutilation (MFA, 2003), which will be continued until 2010

The gender review exercise (also called "Gender Washing") is a direct follow up to the Evaluation of the "Strategy for Women and Gender Equality in Development Cooperation (1997-2005)", and as a quality assurance for the present status of the work on women's rights and gender, as implemented by the Embassies.

### 1.2. Gender Mainstreaming in the Context of the Embassy's Portfolio

Addressing and/or integrating gender issues, implies 'mainstreaming' gender issues in the Embassy's portfolio. **Gender mainstreaming** refers to the integration of gender policy considerations into core institutional thinking.

The concept of gender assists us in recognizing the socially constructed roles and relationships defined for men and women within society. These roles are learned, change over time and have wide variations within and between cultures. Gender roles are affected by a number of factors such as age, class, race, ethnicity, religion and ideology, as well as the geographical, economic and political environment. Gender relations may constrain and

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<sup>1</sup> Norad: Evaluation Report 5/2005

increase the enjoyment of equal opportunities and rights and, as such, can lead to discrimination. Mainstreaming gender could help align policies, programs and operations with the long-term requirements of sustainable development. Mainstreaming gender may promote a proactive approach rather than responding to impacts as they unfold. Mainstreaming includes both assessing the scope for women to benefit from opportunities, and avoiding the negative impacts that development assistance may have on women.

### **1.3. The methodology of “Gender washing”**

The methodology for the gender review is based on the following three steps:

#### **1) Gender mainstreaming in program planning**

The first step in the process is to review gender mainstreaming in program design. This will involve a review of key background documents; contracts, appropriation documents, reviews and evaluations of 3-4 activities/programs.

Further, the review will assess the “gender blindness” of program documents. It is still common practice to write documents in a “gender neutral” manner, wherein neither men nor women are explicitly mentioned. Neutral descriptions such as, “poor people”, “workers”, “peasants”, “local people” and “inhabitants”, repeatedly hide the fact that the world is experienced differently by women and men. A more thorough analysis of documents often shows that they are written from a male perspective, and are focused on the interests and needs of men. In order to create awareness of gender roles, in our partner countries as well as in our own organizations, such “gender blind” documents should be avoided. This review of key documents will assess the ways in which women and gender are referred to.

#### **2) Gender mainstreaming in implementation**

The next step in the process entails a review of gender mainstreaming in implementation. This will build on the knowledge of Embassy staff and partners through team discussions with them, so as to gain information about the implementation of programs in the real context. Where programs are implemented, the team is keen to gain a better understanding of gender roles within households, clans and local communities; the division of resources, work, and other activities among family members; and the division of power within the family and in the local community.

By analyzing the implementation of the program in its context, it is possible to assess the degree to which partners focus on women’s practical and/or strategic needs; and whether the program implements activities aimed at empowering women. While some elements in the implementation of a project may change power relationships within the family, other elements will maintain the status quo.

#### **3) Proposed priority actions**

The last step involves an analysis of the whole intervention based on the review of gender mainstreaming in planning, and gender mainstreaming in implementation. Suggested measures will be given to improve gender focus. These suggested measures may then be utilized as input by the Embassy during dialogue with partners on gender issues.

A variety of methods may be employed in a gender review (for example, gender audits, gender planning, and so forth). Some of these methods are comprehensive, such as the gender audit, and may take several months to conduct. The proposed gender review in this report is “quick and dirty” and focuses on participatory learning. Therefore, the review involves both staff at the Embassy as well as partner organizations.

## 1.4. Outline of report

Part 2 provides the background on gender issues in Ethiopia. Effort has been made to list the most important gender issues in Ethiopia today. In addition to the gender profile, a description of the national WID/gender machinery will also be included. Future challenges related to the new NGO law in Ethiopia will be identified, and recommendations on issues of concern for women will be made.

Part 3 of this report presents an assessment of gender mainstreaming in program planning and implementation of four activities/programs, as selected by the Embassy. The analysis section of the assessment is based on discussions with Embassy staff and partner organizations. Document reviews and discussions provide the basis of the proposed elements. These are intended to increase both the practical and strategic needs of poor women, and enable self empowerment.

The annexes provide links to sources of information on women and gender issues which can be used as a source to enrich the policy dialogue.

## 2. The Ethiopian context

In this chapter an overview will be given of the relevant gender issues related to Ethiopia. This overview serves as a background material for the review.

### 2.1 Introduction

Ethiopia is a federal state with a parliamentary form of government and is composed of nine member states or regions, and two administrative regions. The country covers a geographic area of about 1.1 million square kilometres. In 2007, Ethiopia carried out a census, but the number of inhabitants is not yet confirmed. According to the census, the population of Ethiopia is close to 77 million, far less than expected. About 46% of the inhabitants are below the age of 15, and the majority of the population (85%) live in the rural areas of the country.

Population in '000 (1999 official estimates) in the different regions

Region	Population	Region	Population
Oromiya	21,694	Afar	1,188
Amhara	15,850	Benshangul-Gumaz	523
SNNPR	12,132	Dire Dawa	306
Somali	3,602	Gambella Peoples	206
Tigray	3,593	Harari Peoples	154
Addis Ababa (capital)	2,424		

Addis Ababa and Dire Dawa are municipalities.

The population in Ethiopia is comprised of about 80 different ethnic groups; the largest of these are the Oromiya, Amhara, Tigrinja, Afar, Sidam, Gorage and Somali.

One of the major challenges that the country faces is the rapid population growth, which is estimated at 2.5-3% per year. The total fertility rate is 5.9, and life expectancy at birth for females is 55.4, and for males 53.4.

## **2.2. Gender issues in Ethiopia**

### **a) Poverty and gender**

Women make up half of the population and the majority of the poor and illiterate in the country. Though women play a vital role in production activities, in addition to shouldering reproductive responsibility, they are denied recognition and access to resources. Cultural attitudes and harmful traditional practices are major factors which relegate women to a subordinate position. Whilst the male literacy rate increased from 35% in 1996 to 50% in 2004, the female literacy rate increased from 17% in 1996 to 27% in 2004.

### **b) FGM**

The practices of female genital mutilation (FGM) and early/and forced marriage, impinge on the rights and health of women. Traditional discriminatory practises such as FGM (70-80 percent of girls and women), and widow inheritance (including all her property) continue to persist. FGM is not regulated by religious institutions, but rather according to old practices, both by Muslims and Christians. The tradition is forbidden according to national law, and is presumed to be declining. The new penal code criminalizes FGM by imprisonment of no less than three months, or a fine. Likewise, infibulation is punishable by imprisonment of five to ten years. However, no criminal prosecutions have ever been sought regarding FGM. The rapid spread of HIV/AIDS is also posing a serious threat to the development of the country.

### **c) Violence against women**

Violence against women is a general problem in Ethiopia, where culturally based abuses, including wife beating and marital rape, are pervasive social problems. A July 2005 World Bank study concluded that 88 percent of rural women and 69 percent of urban women believed their husbands had the right to beat them. While women had recourse via the police and courts, societal norms and limited infrastructure prevented many women from seeking legal redress, particularly in rural areas. The government prosecutes offenders only on a limited scale. The population sex ratio in Ethiopia has been stable (around 99%) for the past 50 years, and the occurrence of missing women is not widespread in the country.

### **d) Female -headed households**

According to the 2004/05 household survey the average household size for the country is 4.8 (4.9 in rural areas and 4.3 in urban). Of the estimated 13.4 million households, about 75% are male headed and 25% female-headed. It is estimated that about 16% of households are urban dwellers and 84% rural. A much higher proportion of female-headed households reside in urban areas compared to rural areas. About one in five rural households (22%) and nearly two in five urban households (39%) are female-headed.

### **e) Women's economic participation**

The backbone of the economy in Ethiopia is agriculture, which accounts for 54% of the gross domestic product (GDP) and 60% of exports, and 80% of total employment. The agricultural sector suffers from frequent drought and poor cultivation practices. Under Ethiopia's land tenure system, the government owns all land and provides long-term leases to tenants.

Rural women in Ethiopia engage as equally as their male counterparts in agricultural activities, in addition to carrying the heavy burden of household duties. Even in areas where women are excluded by custom from farming and planting, they participate in weeding, transporting harvest and storing grain, as well as in livestock husbandry activities. In areas where production is based on the use of the hoe and shift cultivation, women participate in all farm activities including soil preparation. In pastoral societies, like Afar and Somali, where animal products are the predominant source of income, women play a critical role in rearing animals and processing animal products for home consumption and the market.

Women's access to land is not only smaller, but they are also disadvantaged in terms of using their land. This is because their land is often in a worse condition than those used by male-headed households. This is due to the fact that women do not have the necessary resources to cultivate the land, which in a lot of cases forces them to rent out their land to others. Women also lack agricultural labour; this is another reason why they are forced to rent out the land. This is not necessarily because they are incapable of working on their plot, but because the culturally accepted gender divisions of labour prohibit women from such activity. For example, in the grain producing areas of the country social norms prohibit women from farming land (Yigeremew 2001). Studies have also revealed that in areas where oxen are essential for farming, such as in plough agriculture, women do not have enough oxen or the necessary implements to farm their land. Women also have problem accessing credit because they do not have property for use as collateral. In effect, this means that they are prevented from improving their land.

### **2.3. The Ethiopian Women in Development (WID)-Gender policy and machinery**

Ethiopia remains one of Africa's most tradition bound societies. Despite recently introduced policy instruments and legislative commitments serving women's interests, the vast majority of Ethiopian women - particularly in rural areas - are far from being well-off, independent and direct beneficiaries of development initiatives.

#### **a) All the conventions signed by Ethiopia**

Since coming to power in 1991, the current government has introduced several laws and policies to address issues of democracy, decentralization, poverty reduction, institutional capacity and improvement of the social, economic and political status of the citizenry. Moreover, the Constitution of the federal government that was proclaimed in 1994 has domesticated international instruments which Ethiopia has ratified or adopted. Ethiopia has ratified major international conventions, protocols and treaties. At present, the UN system has seven treaty bodies aimed at ensuring the implementation of seven core human rights treaties: the International Covenant on Civil and Political Rights (ICCPR); the International Covenant on Economic and Social Rights (ICESCR); the International Convention on the Elimination of Racial Discrimination (ICERD); the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)<sup>2</sup>; the Convention Against Torture and Other Cruel, Inhumane or Degrading Treatment or Punishment (CAT); the Convention on the Protection of the Rights of Child (CRC); and, the International Convention on the Protection of the Rights of all Migrant Workers and Members of Their Family (ICRMW)<sup>3</sup>. The Federal Democratic Republic of Ethiopia is divided into nine regions; each region has its own laws. To date CEDAW, for example, has not been implemented in regional law, even though the Constitution encourages it.

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<sup>2</sup> Ratified 1981.

<sup>3</sup> Tigist Assefa: State Reporting as a Mechanism of Enforcing Human Rights: The Ethiopian case under the six UN core Human Rights Conventions. In: Annual Journal. Ethiopian Women Lawyers Association, Issue 6, Addis Ababa, 2007

**b) Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)**

The CEDAW committee comments on the Ethiopian report (CEDAW/C/SR 646 and 657) urged the State party to enforce the supremacy of the Constitution over regional law. The committee encouraged the State party to proceed with the full implementation of the provisions of the Convention throughout the country, through the enhancement of cooperation between federal and regional governmental bodies and institutions, to achieve uniformity of results in the implementation of the Convention.

The Committee also recommended that the State party improve its efforts to systematically monitor progress achieved in the implementation of the Convention at all levels, and in all areas. Particular focus being placed on the improvement of the capacity of all public officials in the area of women's human rights, and the seeking of resources through international development assistance programmes, as necessary.

It was also recommended that the State party launch, at the national level, a comprehensive programme of dissemination of the Convention, targeting women and men, in order to enhance awareness and promote and protect the rights of women. The Committee also remarked that the family code regulating marriage and family relations had not been adopted by all regions. The committee encouraged the State party to ensure that regional governments adopt and duly implement the Family Code without delay, and take all necessary measures (including awareness-raising measures), to sensitize the population about the revised Family Code. Sex-disaggregated statistical data contained in the report, with regard to the areas covered by the Convention, is insufficient.

Even if women in Ethiopia formally have the same rights as men, their situation is difficult and does not show any sign of improvement. According to the UN's Equal Rights Index (GDI) on health, education and work, Ethiopia is ranked as 142 out of 146 countries. Despite the existence of policy instruments and legislative and institutional commitment to women's causes, the vast majority of Ethiopian women, especially in rural areas live in poverty. Their status in the socio-political, economic and cultural contexts is critical.

The main reasons for the situation are the socio-cultural portrait of women and girls and their assigned role; existing practices of resource distribution; the division of labour, and the distribution of opportunities. Moreover there is a considerable gap between the needs and concerns of women and girls, and the actual effort being made in response to them (CEDAW)<sup>4</sup>. In most cases this is associated with implementation, or lack of implementation, of the policy, laws and constitutionally given rights of women, and to national poverty.<sup>5</sup>

**c) The National Women's Machinery**

From 1991–1995 Ethiopia had a Women's Affairs Department in the Office of the Prime Minister. In 1995 this was changed to a separate ministry; the Ministry of Women's Affairs. In the CEDAW committee's remarks (CEDAW/C/SR 646 and 657) on the Ethiopia report, the establishment of the national machinery for the advancement of women was welcomed. However, the committee noted that, the machinery suffered from insufficient decision making power and inadequate human and financial resources in order to effectively promote the advancement of women and gender equality. The committee also expressed its concern about the lack of an integrated policy of gender mainstreaming at the federal level. Ethiopia

<sup>4</sup> CEDAW-report Ethiopia -28 Oct 2002

<sup>5</sup> Ibid CEDAW

was requested to strengthen its existing national machinery and provide adequate human and financial resources at all levels, so as to increase its effectiveness in mainstreaming gender perspectives in all policies, and in promoting women's human rights.

In the Shadow Report Ethiopia 2003 to CEDAW, the two organizations Network of Ethiopian Women Association (NEWA) and Ethiopian Women Lawyers Association (EWLA)<sup>6</sup>, welcomed the government's introduction of affirmative measures in the Civil Service to benefit women. The commented that, "the affirmative package has not so far been accompanied by clear policy guidelines. Women in the civil services, the largest employer in the country, remain a small minority. In the legislative and judiciary branches, the situation is worse. Women are seriously underrepresented. In the Federal Parliament, the highest decision making body, women hold only 7, 7% of the total seats. The figure sheds light on how far the country has to go in the direction of empowering women. Especially in this key area, the government has a long way to go. For without a vigorous effort to level the political playing from a gender perspective, the gap in this area, critical in measuring women's empowerment, will remain wide. The government cannot fully meet its CEDAW obligations and commitments so long as the political representation gap remains as high as it is at present."

**d) Existing strategies and policies on gender issues adopted from Ethiopia's CEDAW report**

- Micro- and Small-Enterprise Development Strategy
- Incorporation of gender in the National Agricultural Policy
- Development of gender guidelines for the agricultural sector
- Integration of gender in the agricultural research system
- National Action Programme for Mainstreaming of Gender in Combating Desertification: a strategic document to guide the gender mainstreaming activities of the Environmental Authority
- Development and introduction by the Ministry of Education of certain policy and strategic documents to address mainstreaming gender questions, including the promotion of girls' education
- Development by the Ministry of Finance and Economic Development and the Women's Affairs Office of a gender sensitive checklist for planners to design and implement development projects and programmes from a gender perspective
- Attempts are ongoing incorporate gender issues in the reform of the Federal Civil Service Commission and to have gender questions dealt with in the process. The amendment of maternity leave provisions is one of the significant changes in this regard
- Efforts have been made to mainstream gender into the Poverty Reduction Strategic Plan- To ensure women's participation in the process of finalizing the document, debates were held at the local level.

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<sup>6</sup> <http://www.peacewomen.org/un/ecosoc/CEDAW/CEDAW30/30cedawEthiopia.pdf>

- Review of primary school textbooks from a gender perspective

### 3. Assessment of the Embassy's Portfolio

#### 3.1. Introduction

The Embassy has identified the following programs/interventions to be reviewed:

PTA number and name	Agreement and implementing partner
ETH 3037 UNCCD- ETH -06/039 - Dry Land Coordination Unit – AFAR	<b>Development Fund Norway (DF)</b> Mekelle University Afar Pastoralist Development Association Farm-Africa (PFE) Ogaden Welfare and Development Association (OWDA) NORAGRIC (MSc. Scholarship)
ETH-3036- ETH-06/034 –Development Fund Norway – Rural Development Tigray Phase II (2007-2008)	<b>Development Fund (DF)</b> Women's Association of Tigray (WAT) Relief Association of Tigray (REST)
ETH – Institutional collaboration cooperation between Mekelle and Hawasa Universities and the Norwegian University of Life Sciences (UMB)	<b>Ministry of Education</b> Mekelle University (MU) Hawassa University (HU) Norwegian University of Life Sciences (UMB)
ETH -2428 Food Security/Rural Development ETH-04/237 Bale Eco Region	<b>FARM-Africa on behalf of SOS-Sahel</b> as a donor consortium of Ireland, the Netherlands and Norway – the Netherlands will take the lead; Norway will function as a silent partner.

<b>3.2. ETH - 06/039 &amp; ETH 3037 UNCCD Dry Land Coordination Unit AFAR the Ethiopia - Norwegian United Nations Convention to Combat Desertification Programme</b>
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#### 1. The Afar region

The Afar region in Northeast Ethiopia is considered to be one of the harshest terrains in the world. It has a population of 1.7 million. The region has fewer hospitals, schools or social services than almost any other region in Ethiopia. The population generally die younger and are less likely to be able to escape their cycle of deprivation. Drought, chronic food insecurity and famine are of major concern. In 2004/2005 approximately 45 % of the population needed assistance.

The population is largely rural and pastoralist and follow a traditional lifestyle characterized by human and animal mobility dictated by weather patterns. They move over vast distances with their livestock, irrespective of borders. The lowland region, which covers 270,000 square kilometres, occupies one fifth of Ethiopia. Afar is the principle language and Islam (Sunni) the principle religion in the Afar region.



The Afar pastoral women bear a disproportionately higher burden of the consequences of no development (illiteracy, lack of services, lack of infrastructure). The women mirror the impact of the region's problems with some of the lowest health, education and well being parameters in Ethiopia. The Afar people perform many social practices which harm the society, especially the women, including female genital mutilation (FGM), forced marriages, and bloodletting. The worst form of female circumcision, infubrilation (the sewing together of the female vulva), is practiced. Of the women in Afar, 90% experience this worst form of FGM. Girls are discouraged from becoming involved in education for fear of the consequences of refusing a traditionally arranged marriage. Women's work burden is high; they run both the home and settlement as well as set up the houses, which are carried on camels when they move; women milk the goats and make butter or ghee. Due to climate change, women are especially affected since they hold responsibility for fuel, water and agriculture; scarcity of water is a common cause of conflict. Groups of warriors are assigned to guard herds and watering holes. The traditional clan system and customary laws are still in operation.



Photo: The Development Fund – Afar Region

## ***2. Goals and Activities of the program***

The goal of the program is to implement UNCCD in Afar and other dry land regions of Ethiopia in the period 2007-2011 through a strategic partnership with the Development Fund. The total budget for the period is NOK 60 million.

### *Program objectives (purpose)*

- Promote sustainable land management and improve pastoral livelihoods in the targeted woredas (districts)
- Develop strategies for poverty eradication and food security, including the establishment of alternative livelihood projects and the development of pastoral markets
- Promote sustainable management of water resources, including improvement of water quality of the Awash River
- Support the decentralisation process, including the devolution of responsibility for management and decision making to local authorities, and the active participation of traditional institutions
- Enhance the active participation of local communities, including women, with the support of NGOs and CBOs

- Promote the UNCCD agenda and *chef de file* experience in relevant forums at the national and international level

### ***Existing projects and partners***

The Development Fund (DF) supports the ongoing projects which form the basis of the Ethiopia-Norwegian UNCCD Program.

#### ***a) Mekelle University: Afar Integrated Pastoral Development Program***

Mekelle University has been coordinating the implementation of the Afar Integrated Pastoral Development Program (AIPDP) in Aba'ala woreda. Mekelle University was chosen as the implementing partner by DF in 1998 because of the lack of local NGOs in the woreda.

AIPDP is an integrated food security project with the following objectives:

- Strengthen and sustain water development efforts
- Ensure food security by efficiently utilizing water resources (mainly floods)
- Improve animal health services by developing the capacity of the communities to manage their own problems
- Create awareness about the prevention of the pandemics of HIV/AIDS in the project through strengthening existing efforts and the establishment of anti- HIV/AIDS clubs
- Build the management capacity of community leaders and committees at grass-roots levels so as to plan and manage development activities
- Build the capacity of local government organizations by giving training at various levels (for example, short term, diploma and degree)
- Improve the leadership capacity of the management body of the local women's association
- Manage locally perceived problems so as to fight poverty and environmental degradation

#### ***b) Afar Pastoralist Development Association (APDA): Developing Viable Household Economy for Afar Pastoralists***

APDA works on pastoral issues in Afar NRS. For the last eight years APDA has run a mobile literacy program for the Afar pastoralists, teaching thousands to read and write. All training is done in the local language. APDA also has a mobile primary health care service, without which the people would not have had access to medical care beyond traditional medical practice. The DF supported project was started in 2004 with the following long-term objectives:

- Establish a viable animal market in the Afar Region in order to rescue Afar pastoral households from poverty and assure his/her livelihood
- Assist and assure appropriate social services within the pastoral society by having a viable, vibrant economy at the household level
- Improve the animal herd by reducing the herd number and improving quality

#### ***c) FARM-Africa: Semu-Robi Community Development Project***

FARM-Africa is an international NGO working with pastoralists to reduce poverty and promote pastoralism as a viable lifestyle, improve the management of natural resources, and ensure the inclusion of pastoralist's views in policy decisions that affect them. The overall goal of the project is to contribute to improved and sustainable development of pastoral and agro-pastoral communities in Afar NRS. This will be achieved through the development and institutionalization of inclusive woreda development planning and management processes.

The following outputs are expected:

- Mechanisms for joint planning, management and review of woreda development plans developed and implemented
- Community based pastoral development institutions strengthened and functioning
- Capacity of woreda government offices strengthened to lead participatory planning processes in the woreda
- Operational Community Development Fund established at woreda level to finance community based and community supported projects
- Improved understanding and demonstrated support of participatory and inclusive development planning process

**d) Pastoralist Forum Ethiopia (PFE): Documenting Pastoralist Land Tenure and Use in Selected Regions of Ethiopia**

PFE is a local umbrella NGO advocating for the rights of Ethiopian pastoralists, and represents a collective voice of its member NGOs. The priority focus areas are (1) policy research, advocacy and lobby, (2) networking and coordination, (3) promotion of good governance and practices, (4) partnership and coalition building, and (5) capacity building. PFE currently has 24 member NGOs.

DF will support a two year project with the aim of documenting pastoralist land tenure and use in selected regions of Ethiopia. With the assistance of the International Institute of Rural Reconstruction (IIRR), PFE will undertake a writeshop process to produce advocacy materials, including a book on pastoralist land tenure in Ethiopia. PFE and DF have already started planning an advocacy strategy based on the writeshop project.

**e) Ogaden Welfare and Development Association (OWDA): Adadley Community Development Project**

OWDA is a non-religious, non-political, humanitarian organization operating with an overall aim of bringing about improvements in the well-being of the community in its operation areas. Adadley woreda is the operation area in Godey zone in Somali NRS. OWDA has recently conducted a survey of traditional institutions of the Awilhan clan to find ways of integrating development with the Somali culture. DF will contribute to OWDA's water and sanitation programme within a framework of joint planning involving government structures and traditional institutions.

The first year (2007) was an inception phase for the Adadley Community Development Project. The project used inclusive and participatory approaches to bring grass root communities, pastoral kebeles<sup>7</sup> and woreda authorities together to co-plan and take responsibility for their local development initiatives in Adadley woreda. The project was planned to be fully operational from 2008. Notably, DF commissioned an institutional screening of OWDA during the course of 2007 and identified possible capacity gaps that could be filled with input from DF.

At present DF is supporting seven organizations in Afar and one in Somali, and is developing new partnerships (for example, with Save the Children).

## **The Review**

### **1. Gender mainstreaming in program planning**

As far as the team understands, no gender analysis is included in program planning.

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<sup>7</sup> Village

The program document does though, have an explicit reference to women in the *goal*. The *goal* is to implement the UN Convention to Combat Desertification in Afar and Somali Regions; to improve pastoral livelihood, with **particular focus on women**; enhance active participation of local communities, including women; and support NGOs and CBOs.

However, the equal opportunity efforts are under-communicated in the rest of the program document. It is difficult to understand in what way, and how, the different measures support equal opportunities. Targets and indicators could be gender sensitive, that is, measure improvements in women's empowerment.

## 2. Gender mainstreaming in implementation

The team and Embassy staff met with the Development Fund (DF) and two of their local partners: Afar Pastoralist Development Association (APDA) and Ogaden Welfare and Development Association (OWDA).

### *Development Fund (DF)*

DF follows certain procedures in its work on gender issues:

- Works both with mainstreaming of gender and targeting of women. However, it is emphasized that the main thematic focus of DF is agriculture and natural resource management. DF is a member of FOKUS and manages two projects through FOKUS
- The Ethio-Norwegian UNCCD Program addresses both strategic (PFE and APDA) and practical gender needs (Mekelle University, APDA and OWDA), however the gender aggregated data, especially while reporting is missing. Most of the documentation is gender neutral, except when the interventions are directly targeting women.
- In the selection of local NGOs, DF usually conducts an institutional assessment. In this assessment DF also asks for the number of female workers in the organisation
- Asks partner organizations to send both a man and a woman to meetings
- Tries to work on empowerment together with the partner organizations and uses a participatory approach in the development of projects
- Has a gender adviser at head office
- DF's policy documents posted on the internet are "gender blind". The documents are gender neutral and mention neither women nor men

Recently, FOKUS conducted training in project cycle management for DF's partner organizations; both women and men participated.

### *Afar Pastoralist Development Association*

APDA has 700 employees, of whom 38% are women. APDA works in 17 of 33 districts in the Afar region and provides service to 270,000 people in an area that covers both mountains and low land.

- APDA works on empowerment of women through "cash in hand" and "knowledge/education" projects; experience has shown that women who earn money are empowered inside the family. Therefore, APDA supports 6 cooperatives for women, thus supporting the strategic needs of women.
- Women suffer harmful traditional practices, such as FGM, from the age of one year to 40 years. Religious leaders, clan leaders and women themselves believe FGM to be a part of their religion; APDA advocates an end to FGM and does not believe it to be a religious element in Afar. APDA claims that a small change in the attitude towards FGM has taken place.

- APDA has 23 female extension workers who walk from village to village and provide health education for women. Extension staff works alongside women in order to teach hygiene skills.
- APDA staff maintain that clan leaders are more important than local government staff, and that customary law is strongly in force (that is, customary law is said to be the only functioning law, just 100 metres from the road).

### ***Ogaden Welfare Development Association***

The situation for women in Somali region is difficult. Women's social status is inferior; both sexes believe that gender inequality is normal and natural. Women submit to males and women do much of the hard physical work. Boys and unmarried men tend the camel herds, while married men engage in trade, clearing wells, and managing camels. Only senior men have the right to dispose of family property. Women's security is dependent on their relationship with their fathers, husbands, brothers, and uncles.

Girls start working from the age of four and marry at around 15-16 years of age. Women have no power to make any decisions. The OWDA leader claims that women are not even allowed to make a decision to slaughter an animal as this decision must be reached by a man. Women suffer immensely due to FGM being unable to pass urine freely, and experiencing pain during menstruation. Women, says the OWDA leader, are in a desperate situation.

OWDA works in Somali region and has 131 employees, 42 of whom are women. OWDA policy prohibits employees to carry out FGM on their daughters, and those daughters become role models in the Somali region.

- OWDA assists “kebelas” in establishing development committees. To date, ten committees have been established. Each committee has 10 members, of whom two are women.
- OWDA has established peace building committees at woreda level, where women are included. They work with the traditional clan system to get women and younger people into the decision making structures. In this way, they believe, the clan system to be enriched. Five credit groups and four water resource groups are in existence; the credit groups have revolving funds, and the water resource group sells water.

Discussions with DF, APDA and OWDA give the impression that all of the organisations work a great deal on women and gender issues. However, for the most part, this remains invisible in the documentation. The actual degree of focus on gender mainstreaming in the field, is difficult to assess.

### **3. Proposed priority actions**

Based on the assessment the team suggests:

- The Embassy supports a strategic partnership with DF in the Afar region. At present DF supports six NGOs, and intends to increase the number of NGOs. Baseline values for indicators would be helpful for the Embassy, DF and the NGOs working in Afar, in order to determine the success of interventions after, for example, a 5-10 year period. The selection of baseline values and indicators may be derived in consultation with partners. These could also prove useful in monitoring changes in livelihood in Afar, and adaptation to climate change. Context relevant gender sensitive indicators would measure the success of the interventions on poor pastoralist women’s livelihoods, and on violence against women, for example, FGM.

- It is recommended that the Embassy prioritize fieldtrips with DF and the partners in order to learn more about the challenges and opportunities at grass root level, and follow-up on gender issues in the field. Many of the local NGOs in Afar began as pastoralist organizations and focused on issues concerning the herd, access to water, and access to food. The focus of these organizations has been more on practical gender needs. Activities related to women's empowerment were integrated into the portfolio at a later date. In a strong patriarchal society it can be assumed that women will need support in order to make their voice heard inside such organizations. As such, it is believed that there will be resistance, based on gender power relations, against mainstreaming gender issues into practical work.
- The Embassy should request information on lessons learned using experimental ways of working (for example, work on enriching the traditional clan power structures in Afar).
- The Embassy may consider following up indications from OWDA on possible scaling-up of activities.



### 3.3.

#### **ETH 3036 – ETH 06/034 Sustainable Agricultural Program in Tigray**

This project aims to increase food security among people in the Tigray region. Tigray, with approximately 4 million inhabitants, is degraded in terms of natural resources. It is a poor region with 35-45% female-headed households, and where women in male headed households also work very hard. Tigray has experienced long standing conflicts. The two local partners of Development Fund (DF) are the Relief Society of Tigray (REST), a regional NGO that works with poor and marginalized communities, and the Women's Association of Tigray (WAT).

## **1. Development goal**

*Improved food security for rural households in the dry lands of Ethiopia.*

### **Program objectives**

- Increase and diversify crop and livestock production
- Rehabilitate degraded natural resources
- Increase access to clean, potable water
- Promote the social and economic empowerment of women
- Improve coordination between development actors

### **Indicators**

- Annual crop yield in the program areas
- Income generating activities of targeted households
- Size of reforestation enclosures in the program areas
- Number of soil and water conservation structures
- Number of boreholes and rainwater harvesting structures
- Number of women benefiting from program interventions
- Number of targeted woredas and kebeles with integrated planning procedures involving NGOs, government agencies, and traditional institutions is increased

## **2. Partners**

### **Relief Society of Tigray (REST)**

REST was established in 1978 as the humanitarian wing of the Tigrayan People's Liberation Front (TPLF). REST began its work with relief operations. It gradually transformed into a development NGO with the aim of improving food security and promoting rural development in the region. REST was registered as an independent NGO in 1991. DF started supporting REST in 1982. Since then, REST has grown into the biggest partner of DF worldwide. It is divided into nine different departments working on health, water, ICT, environment, human resource development, planning and so forth. REST is probably better resourced than the government system in the Tigray region.

The two year programme with REST “Integrated Agricultural Development Programme (IADP)” has six main objectives:

1. Improve access to clean potable water and water resource security for irrigation
2. Promote economic empowerment and access to decision making for women, mainly in female-headed households, and for landless youth
3. Improve the natural resource base and management of the degraded land and sustainable usage of the natural resources
4. Increase and diversify rural household crop and livestock production and productivity at household level
5. Curb the spread of HIV/AIDS and reduce its negative socio-economic impact
6. Improve competency of the organization in line with existing competitors, in order to ensure sustainability and longer periods of staff employment

### **Women's Association of Tigray (WAT)**

WAT is a women's rights and development organization working in the Tigray region. In a similar way to REST, WAT was originally a branch of the Tigrayan People's Liberation Front, but later developed into an NGO. WAT has more than 400,000 members, representing 55-60% of the adult female population in Tigray. The major tasks of WAT

are the economic empowerment of poor women and raising awareness of women's rights. DF started supporting WAT in 1994, primarily in capacity building.

DF will continue its support of capacity building of WAT. The project has the following objectives:

- Strengthen the overall capacity of the association in fulfilling the needs of its members
- Improve the reporting, communication and information dissemination capacity of the association
- Improve income generation opportunities for vulnerable women in Tigray

## **The review**

### **1. Gender mainstreaming in program planning**

Support to REST in 2007-2008 amounted to NOK 15 million, while WAT received NOK 800 000 in the same period. Since 35-40% of households in Tigray are female-headed it is of special importance to secure the mainstreaming of gender issues in REST's programs. It is especially important to understand the extent to which women, as well as men, benefit from REST's program; to determine the level of funding that REST appropriates to marginal groups, such as women, girls, and female-headed households; and to ascertain whose perspectives and voices are most effectively heard inside REST.

In the REST documents women are mentioned as a *target group* for projects (irrigation development, HIV/AIDS and gender and development). However, it is difficult to assess whether or not gender issues are mainstreamed in the work of the different departments and programs within REST. A more gender specific content to reports would prove more useful, as opposed to activities being presented in a gender neutral manner.

### **2. Gender mainstreaming in implementation**

Since the team did not meet with staff from REST and WAT, this review is based on evaluations and written documentation. It would be especially useful to have more information about REST in the following areas:

- Policy documents and decisions in the organization which are related to women and gender oriented work
- Organizational strengthening of women and gender issues
- Procedures followed in its work on gender/women
- Technical capacity for mainstreaming gender
- Institutional culture and its favourability to mainstreaming gender in planning and implementation

An IADP review states that REST has project coordination offices at woreda level which implement the IADP. REST is considered a strong organization and receives support from many development partners.

WAT uses the existing organizational structures of women's associations at different levels to implement its project. Due to its historical linkage with the women in Tigray, WAT enjoys the support of the people and its collaborating partners in the region. The major challenges associated with the credit scheme are (i) the small size of credit made available (ii) reluctance of Muslim women to associate with credit that involves interest (iii) institutional capacity limitations of WAT (iv) the challenges of scaling up, and (v) overall lack of opportunities and



business ideas by the rural poor. Overcoming these challenges determines the success of similar programs in the future.

The following recommendations are made:

- Increase the scope of income generation activities and reach more women
- Link up with existing credit institutions for scaling up
- Create access to credit for experienced women whose business is constrained by lack of financial resources
- WAT should play a collateral role
- Promote saving and credit cooperatives at community level with provision of seed money
- Continue with the same type of loan scheme implemented by WAT
- Develop a business profile for small scale credit schemes and encourage innovative business activities.

A review of WAT in 2008 showed that, due to lack of funds, only 0.5 % to 1 % of the members of WAT are reached per year in the credit program funds.

Coordinating the women training project of REST with the capacity building project of WAT enable reaching large number of women and fully utilize the WAT training facilities are also recommended. The capacity building activities of WAT need to be clearly spelled out with indicators sufficiently indicating the processes being made in terms of gender mainstreaming since that is what we ultimately are aiming at.

### **3. Proposed priority actions**

In the analysis of DF's program in Tigray, there is little information to enlighten the institutional analysis of the partner organizations. It is presumed that the history and institutional build up of REST has an impact on how the institution works on gender issues. REST has its background in the liberation movement; perhaps it is hierarchal with clear commando lines. The organization is structured in a similar way to local government administration. It is believed, therefore, that the history of the organization has an influence on the organizations culture, flow of information and decision making. This, in turn, may have some effect on women's participation, thematic focus, existing power relations within the organization, and so forth.

It is known that a large percentage of female-headed households in Tigray face difficult circumstances, and that a large percentage of DF's funds to Tigray are channelled through REST. With this knowledge, it would be useful to perform an institutional analysis of the organization (one that goes beyond the official ideology of REST), and a study of the social issues and processes in practice. As mentioned earlier, explicit reporting on gender issues would be more constructive.

<h3><b>3.4. ETH - Institutional collaboration between Hawassa University, Mekelle University and UMB</b></h3>
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The institutional collaboration between Hawassa University (HU), Mekelle University (MU) and The Norwegian University of Life Sciences has the following goals and activities:

#### ***1. Goals and Activities***

The overall goal is to enhance the contribution that universities make towards the national policy of poverty reduction and natural resource management, by improving rural livelihoods.

The development goal is to improve the livelihoods of rural poor communities (particularly farming, pastoral and fishing communities) in the rift valley and the arid highlands of Ethiopia through development oriented research, natural resource management, dissemination of findings, and strengthening the quality of higher education. This goal, although it will only be achieved beyond the project period, provides the justification for investing in the project. Visible evidence will be measured in the medium to long term. The primary, direct and intended beneficiaries of the project are:

- Farmers and other sectors of the rural community
- Governmental and non-governmental institutions
- Private sector engaged in agricultural development as well as in natural resource and health management
- Female students, staff of HU and MU, and research communities

The achievement of this goal will contribute to the strategic plan of HU and MU. However, since this is a very broad and long term goal, it is estimated that only a portion of it may be achievable through the direct contribution of this project.

#### **Long term Success indicators:**

Development research outputs demonstrating improved livelihood, poverty reduction, natural resource management, generation of technology transfer and food self-sufficiency, research disseminated and used by policy makers and the rural communities of the northern highlands and rift valley areas of Ethiopia.

#### **Immediate objectives and indicators:**

In order to achieve the development objective mentioned above, the immediate objective of the proposed project is to:

“Support development oriented research and dissemination and the establishment of an institute of development, gender and environment studies, graduate studies, capacity building, female student, university-industry linkage, and promote south-south cooperation.” This is the expected impact at the end of the project period. It is envisaged that HU and MU will perform to high professional standards.

Indicators to measure successes are:

- By the end of 2013, it is expected that HU and MU will have:
- Graduate studies at HU and MU supported and strengthened
- Capacity building of staff supported
- Female students supported
- University reform supported
- Development oriented research supported
- Dissemination of research enhanced
- University Industry linkage enhanced
- Establishment of an Institutes of environment, gender and development studies
- Quality of education improved

## The review

### 1. Gender Mainstreaming in program planning

Gender issues are not mainstreamed in the program, and in the development oriented research there is no mention of women or gender issues. Since the focus of cooperation between the universities is food security and livelihood, it would have been rational to assume those women's agricultural activities be a crucial factor in research on family food security.

Women and gender issues were also absent in the curriculum development.

Both universities do, however, have some specifically women oriented activities.

### 2. Gender mainstreaming in implementation

Staffs from the three universities were not met with. Information was, though, received from a NORAD appraisal team (AT) that had visited Mekelle and Hawassa Universities and the following comments were given:

- Previously, female students had been harassed by male students (this included name-calling, teasing and so forth). More recently, and due to some proactive work carried out by the University, a positive change in male students' attitudes had been noted
- In contrast, female students claimed a lack of the most basic infrastructure on campus, such as, sanitation facilities, lighting to increase security, the possibility to borrow pens from the University during exams, and so forth. Many of the female students are very poor and experience difficulties meeting the costs of living. At present they receive 75 birr (NOK 50) per month from the program, but this is not sufficient. (Some female students even spoke of the need to find a "sugar daddy" in order to survive.)
- The dropout rate for female students is higher than for male. In order to reduce the rate, the Universities offer extra tutoring for female students, workshops and beauty contests (To enter a beauty contest, female students are required to be virgins!)
- The program supports research, but no mention is made of "women's agriculture", or technology that could help women to expand their livelihood base, and reduce the time they spend on agricultural work. Research projects have not been developed in cooperation with female farmers
- Rather than introduce new practices and knowledge developed in very different contexts in northern countries, it is preferable to upgrade and develop existing livelihoods based on local resources

### 3. Proposed priority actions

Women oriented activities do exist, however, there is need for stronger awareness of gender in the *curriculum*, *research*, and *reporting* (for example, gender disaggregated statistics).

Female students should be given support in terms of meeting their practical needs, such as sanitation facilities and food, and more of the funds intended for female students could go directly to them, or be fed into the investment of infrastructure for female students.

There is a need to raise the level of monetary support for poor female students.

At present the Universities are recruiting more female students than in previous years, but still it is important to be aware of the difficulties female students face. A more thorough

analysis, and management of the conditions that female students encounter, could lead to a more attractive situation for those students.

It is important that the Embassy follow the special priorities laid down in the budget and ask questions. For example, it would be useful to have more information on who actually defines the problems and develops the solutions for female students; consider the possibility that when activities do not answer the practical needs of female students, they have probably not been involved in the planning process; investigate who actually benefits economically from the support.

<b>3.5. ETH -2428 Food Security/rural Development ETH-04/237 Bale Eco region</b>
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The program: *Sustainable development, social and economic well being through sustainable management of natural resources in Bale Eco region*, started in 2006. It is run by a consortium of development partners, The Netherlands (lead partner), Ireland and Norway (silent partner). The project will run for 6 years with a mid-term review in spring 2009, and is designed around an estimated total contribution of Euros 6,000,000. Bale Eco region is in the Oromiya region. In Oromiya the majority population are Muslim and women's cultural role is difficult.

The biodiversity values and the area are of significant value to approximately twelve million people who are dependent on its ecological processes, primarily water<sup>8</sup>. All the people living in the area are inextricably dependent on the local natural resources for their livelihoods, which are primarily agro-pastoral in nature. The natural resources are being treated as open access resources; use levels are increasing, with associated negative impacts. For example, forest destruction is increasing, as growing numbers of people use larger amounts of indigenous wood from natural forest and woodlands to supply the increased demand for fuel and building materials. The implementing partners are FARM-Africa and SOS-Sahel, both are experienced partners. They follow a twin track approach and include gender issues in the organizational set up and program, in addition to including women in the projects.

#### **1. Goals and Activities**

The programme **Goal** is:

That the unique biodiversity and vital ecological processes of the Bale Mountains Eco region(s), and the social and economic well-being of community's dependent on the Eco region natural resources, are mutually and sustainable enhanced.

The project **Purpose** is:

To support the government and local communities in the sustainable management of natural resources in the Bale Eco region, while contributing to sustainable livelihoods and the local and national economy.

The six project **Outputs** are;

1. Eco region(s) plan completed and being used
2. Stronger government and community institutional capacity for sustainable natural resource management (NRM)
3. Functional and sustainable NRM and conservation systems in place, incorporating different environment and community needs

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<sup>8</sup> This figure is arrived at by calculating the area covered by water systems that are sourced from the Bale Mountains and then multiplying area by population density figures.

4. Community natural resource based livelihoods diversified
5. Sustainable financing mechanisms in place for the Bale Eco region(s) which benefit government and communities
6. Improved/appropriate legal, policy and regulatory frameworks for Eco region(s) planning, Community Based Natural Resource Management (CBNRM) and protected areas.

## **The review**

### **1. Gender mainstreaming in programme planning**

Gender and HIV/AIDS are the two issues that the program is committed to address in recognition of their importance and cross cutting nature. Gender issues are included in all manuals.

The program has budgeted support to government institutions like Women's Affairs Department (now the Ministry of Women's Affairs) and civil society organisations working on HIV/AIDS. The program will seek opportunities to mainstream these issues into all the work that it carries out. The first step towards this will be to include specific training on HIV/AIDS and gender that involves action planning for mainstreaming, implementation of action plans, and monitoring and follow up systems.

Within the Protected Area System Plan for Ethiopia and the Regional Policy, there is provision for further involvement of communities and other stakeholders in improving dialogue and consultation for natural resource management. For example, advisory committees (with fair gender representation) at kebele and Woreda level, including those bordering the National Park, will be set up in order to improve two-way communication and management. Issues at kebele level will feed into Woreda committees. The program will facilitate the instigation of such committees.

Opportunities for women to diversify their livelihoods and enter economic production processes are presently limited and constrained. A credit scheme to support women's programs has existed in the area in the past; however, due to a lack of capacity and funds the scheme is no longer running (according to documentation).

### **2. Gender mainstreaming in implementation**

The team met with staff from FARM-Africa and SOS-Sahel. These organizations have experience from two similar projects that have been carried out in southern Ethiopia. The lessons learnt and procedures on gender issues build on these two projects. In the Training of Trainers (TOT) run by Farm-Africa and SOS-Sahel that last for 14 days – the gender perspective is included.

Organization staff explained that:

- Gender concerns have been integrated into the various steps in establishing participatory forest management. Although, attaining the goal of 50/50 in the Participatory Forest Management groups has proved challenging; only 15% women participate.
- Work on empowerment is executed through economic activities, such as savings and credit groups for women (10 groups with a total of 200 persons); through cooperatives; and appropriate technology for women (e.g. in honey production).

- Recruiting women as fieldworkers is difficult. Therefore, effort is made to build up women's competence through internship and college education in (natural resources).
- Small and medium sized business enterprise feasibility studies – Business planning – are to be carried out with shared program and private sector investment.
- Expanded community profile studies where gender-issues are mainstreamed will be conducted. For example, a study of pastoral livelihoods in the Bale region will be undertaken with the SOS-Sahel Pastoral Livelihoods Action Research Project.

### 3. Proposed priority actions

The organizations have incorporated gender awareness into their goals, activities and various tools. However, it is important *to study the achievements detailed in the mid-term review (spring 2009)*. The Embassy should secure a consultant *with women and gender competence* as part of the MTR-team. This will be an important opportunity to look into effort made to engender the program and how gender sensitive/gender blind the program is.



## Appendices

### Appendix 1: Approach Paper

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#### Review

of the work on Women's Rights and Gender Equality in the portfolio on

#### 1. Purpose of the Gender Equality Review in Ethiopia

The overall purpose of the Review is to contribute to the promotion of women's rights and gender equality in Norwegian development cooperation as stated in Stortingsmelding no 11. On Equal Terms, 2008 and "Action Plan for Women's Rights and Gender Equality in Development Cooperation 2007-2009". The review is offered to the embassies as a help to bring women's rights and gender equality to the forefront of their work. The lessons learnt from the Reviews will also serve as an important input to the broader work of establishing gender equality as a central element of Norwegian development cooperation.

The review will be tailor-made to the different needs, capacity and country context, but can consist of the following elements:

- Undertake a screening of parts of the general portfolio in order to identify how and to what extent and gender equality is taken into consideration at all stages of the programmes, and give advice on how to strengthen the gender equality perspective in the portfolio- related to country specific challenges.
- Undertake a screening of the gender-issues in the natural resources management and food security portfolio order to assess and give advise on the embassy's follow-up to the "Action Plan for Women's Rights and Gender Equality in Development Cooperation 2007-2009" and White Paper no 11 (2007-2008), including in terms of alignment (PD) and tailoring to country context.,

#### 2. Scope of the Review in Ethiopia

The team will focus its Review on a selection of development programs within natural resource management and food security. The Review will make use of already existing material and documents and will also as much as possible coordinate meetings with partners.

#### 3. Approach to the Review

The suggested approach to the Review is as follows:

1. **Identification of development programs subject to review.** The Embassy of Norway in Ethiopia identifies a selection of the portfolio of development programs to be reviewed. This should consist of a selection of programs (both targeted towards gender equality and programs of a gendered nature). The documents should be Appropriation Documents, Agreements and Minutes from annual meetings/other meetings
2. **The Embassy will submit relevant program/project documents to the Review Team.** The Review Team will undertake an initial desk study before the visit to the country. Through the desk review the Team will identify key issues that subsequently

should be discussed with the Embassy's staff and with representatives of cooperation partners in the country.

3. **Kick-off meeting with the Embassy.** The Team meets with the Embassy to assess the need for additional documents, meeting schedule and other practical matters. The Team should also meet with relevant Embassy staff responsible for the development programs subject to the review.
4. **Meetings with key stakeholders.** The Embassy will organize meetings with key stakeholders for some of the program/projects
5. **Drafting of report and wrap- up meeting.** The Review Team will prepare and present a short draft report with a summary of key findings, upon departure.
6. **Preparation of Final Report.** The Team will forward draft report to the Embassy for comments. Norad will also undertake internal quality assurance of the report. Based on comments from the Embassy and Norad's internal quality review the final report will be prepared by the Team.
7. **Distribution of the Final Report.** The final report should be distributed to cooperation partners in the country, as well as to the Norwegian Ministry of Foreign Affairs. Norad plan to establish a dedicated web-site where all reviews undertaken by Norad will be posted.
8. **Review team.** The Review is based on a one-week visit to the country by the Team and a prior desk review of documents.



## Appendix 2: People met

Organization	Name
Royal Norwegian Embassy, Addis Ababa	Jens-Petter Kjemprud, Ambassador Bente Nilson, Councillor/Head of Development Cooperation Teklu Tesafaye Grainne C. Stevenson, Programme Officer Ashenafi Gizaw Beyea, Programme Officer
Development Fund	Jørn Stave, Resident Representative Ayele Gebre-Mariam, Programme Manager
Afar Pastoralist Development Association	Valerie/Ismael Ali Gardo
Ogaden Welfare & Development Association (OWDA), Somali region	Ayan Abdalla, Gender Focal point
FARM-Africa/SOS Sahel Ethiopia Bale Eco-Region Sustainable Management Programme	Arsema Andargatchew, Profile Manager
SOS-Sahel, Ethiopia	Feyera Abdi, Executive Director
Embassy of the Kingdom of the Netherlands	Pim de Keizer, First Secretary Rural Economic Development
Save the Children, Norway	Trond Jensen, country Director Ethiopia Program

## Appendix 3: Links to databases on women and gender equality

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

<http://www.un.org/womenwatch/daw/cedaw/cedaw.htm>

AU Solemn Declaration on Gender Equality in Africa (2004)

<http://www.peacewomen.org/resources/1325/AfricaSolemnDec04.pdf>

Maputo Plan of Action for the operationalisation of the Continental Policy Framework for Sexual and Reproductive Health and Rights (2007-2010)

[http://www.africa-union.org/root/au/Conferences/Past/2006/September/SA/Maputo/doc/en/Working\\_en/SRHR\\_%20Plan\\_of\\_Action\\_2007\\_Final.pdf](http://www.africa-union.org/root/au/Conferences/Past/2006/September/SA/Maputo/doc/en/Working_en/SRHR_%20Plan_of_Action_2007_Final.pdf)

This is a database on women and gender issues run by BRIDGE at IDS (Sussex)/England.

<http://www.siyanda.org>

UNECA AWRO and the OECD DAC GID-DB

<http://www.wikigender.org/index.php/GID-DB>

<http://geoinfo.unece.org/awro/>

## Appendix 4: The GEA-matrix

GENDER AND EMPOWERMENT ASSESSMENT						
Project Identification no:		Archive code:		DAC-sector code:		
Mandate	Appraisal	Appropriation	Review	Completion		
Total investment in the project:		NOK:..... .....		Total Norad-allocation:		NOK:..... ...
Year/date of project start :				Year/date of project end:		
Matrix filled in by (Name and section):				Date:		
Project goal and objectives:						
TARGET GROUP(S) FOCUSED:						
Basic and strategic empowerment factors						
Degree of impact :		Score:	Impact on women	Impact on men	Additional information needed, (women/ men)	Comments
CONSIDERABLE IMPACT		2				
SOME IMPACT		1				
NO CHANGE		0				
NEGATIVE IMPACT		-1				
NO INFORMATION		NI				
1. Does the project enhance wo/men's access to basic social infrastructure (water, roads, housing)?						
2. Does the project enhance wo/men's access to resources and/or technology?						
3. Does the project better wo/men's health?						
4. Does the project enhance wo/men's opportunities for education and training?						
5. Does the project enhance wo/men's income opportunities?						
6. Does the project identify barriers to wo/men's participation in the project?						
7. Does the project design promote wo/men as active partners in the project?						
8. Does the project enhance wo/men's opportunity to organise?						

<b>9 Does the project enhance wo/men's control over resources and/or technology?</b>					
<b>10.Does the project enhance wo/men's democratic rights?</b>					
<b>GENDER SCORE</b>					
<b>Need for follow-up</b>	<b>Additional/Supplementary information needed</b>	<b>Limited study needed (to be defined in dialogue with partner)</b>	<b>Full Scale analysis needed (to be defined in dialogue with partner)</b>		
<b>Type of Data:</b>					
<b>Comments:</b>					

## Practical and strategic gender needs

**Practical Gender Needs** (PGNs) according to Moser (1989) are the immediate needs identified by women to assist their survival in their socially accepted roles, within existing power structures. Policies to meet PGNs tend to focus on ensuring that women and their families have adequate living conditions, such as health care and food provision, access to safe water and sanitation, but also seek to ensure access to income-earning opportunities. PGNs do not directly challenge gender inequalities, even though these needs may be a direct result of women's subordinate position in society.

**Strategic gender needs** (SGNs) are those needs identified by women that require strategies for challenging male dominance and privilege. These needs may relate to inequalities in the gender division of labour, in ownership and control of resources, in participation in decision-making, or to experiences of domestic and other sexual violence. These needs are often seen as feminist in nature as they seek to change women's status and position in society in relation to men. As such, they are more likely to be resisted than PGNs.



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