



United Nations Entity for Gender Equality
and the Empowerment of Women

Assessment on the Implementation of UNSCR 1325 within the Humanitarian setting in Ethiopia

Meseret Kassahun (Ph.D)

October 2015

Table of Contents

Contents	Page
Acknowledgements.....	iii
Acronyms.....	iv
Executive Summary.....	v
1. Introduction.....	1
1.1. Objectives of the study.....	2
1.2. Methodology.....	3
1.2.1. Guiding framework, design, and data source.....	3
1.2.2. Methods of data collection.....	3
1.2.3. Data analysis procedures.....	4
1.2.4. Ethical procedures.....	4
1.2.5. Limitations of the study.....	4
2. Implementation of UNSCR 1325: Global and regional practice.....	5
3. Findings and analysis.....	9
3.1. Overview of UNSCR 1325 “Women in Peace and Security” in Ethiopia: Policy and Institutional Frameworks.....	9
3.1.1. Policy frameworks.....	9
3.1.2. Institutional framework.....	12
3.2. UNSCR 1325 in Ethiopia’s existing conflict prevention and peace building programs.....	13
3.3. The implementation of UNSCR 1325 in humanitarian related policies.....	14
3.4. UNSCR 1325 Prevention pillar in refugee settings.....	16
3.5. UNSCR 1325 protection pillar in refugee settings.....	21
3.5.1. Protection from SGBV, women’s and girls’ rights.....	21
3.5.2. Protection from economic insecurity.....	23
3.6. UNSCR 1325 Participation Pillar.....	24
3.7. UNSCR 1325 Relief and Recovery Pillar.....	28
3.8. Good practices in gender mainstreaming in refugee setting.....	29
3.8.1. Good practices.....	29
3.8.2. Challenges.....	30
3.9. Conclusions and recommendations.....	31
3.9.1. Conclusions.....	31
3.9.2. Recommendations.....	33
4. References.....	37
Annex I. Major questions in relation to the four pillars of UNSCR1325.....	39
Annex II. Interview guide.....	41

Acknowledgements

This assessment study has been conducted under the leadership of UN Women and the Donor Group on Gender Equality (DGGE), as part of the activities planned by the group, targeting in particular the organization of some policy dialogues on key issues for gender equality and women's empowerment in the Ethiopia context. Within this framework and given the fact that 2015 is the 15th anniversary of the adoption of the UNSCR 1325 on women, peace and security, the DGGE decided to address this issue in the specific context of Ethiopia as the largest recipient of refugees in Africa, focusing on how the UNSCR 1325 has been adapted in the responses to the humanitarian response so as to provide lessons that can be utilized for Ethiopia and Horn of Africa.

The assessment study has been realized with the financial contribution of one of the DGGE members, the Austria Development Cooperation, under the technical leadership of UN Women and has benefited from the technical inputs and contributions of the DGGE, and in particular of some of its members, notably the Embassy of Sweden, UNFPA and the Italian Development Cooperation.

The assessment study was conducted by Dr. Meseret Kassahun Desta. The undertaking of the assessment study was made with the logistical and technical support and the data provided by different stakeholders working on the humanitarian response in the context of Ethiopia. The partners also facilitated the access into the two refugees camps of Gambella and Shire for data collection, UN Women is particularly grateful to the Administration for Refugee and Returnee Affairs (ARRA), UNHCR, International Rescue Committee (IRC), Norwegian Refugee Council (NRC), Danish Refugee Council (DRC), Jesuit Refugee Service – Ethiopia (JRS), International Medical Corps (IMC), Opportunities Industrialization Center, Zoa International Relief Hope Recovery, WFP, UNICEF, UNFPA, IOM, Lutheran World Federation, International Committee of the Red Cross, Ethiopian Orthodox Church, Development and Inter Church Aid Commission. Relevant information was also provided by crucial Ministries and notably: Ministry of Women, Children and Youth Affairs (MOWCYA), Ministry of Federal Affairs (MOFA), Ministry of Defense and the Ethiopian International Peace Keeping Center under the premises of the Ministry of Defense.

Acronyms

AU	Africa Union
AfDB	Africa Development Bank
ARRA	Administration for Refugee and Returnee Affairs
BPA	Beijing Platform for Action
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CSOs	Civil Society Organizations
DEVAW	Declaration on the Elimination of Violence Against Women
DHS	Demographic and Health Survey
DRM	Disaster Risk Management
DRC	Danish Refugee Council
DRM-FSS	Disaster Risk Management and Food Security Sector
FANSPS:	Foreign Affairs and National Security Policy and Strategy
FDRE-PSTC	Federal Democratic Republic of Ethiopia Peace Support Training Center
FGD	Focus Group Discussions
GBV	Gender Based Violence
GTP	Growth and Transformation Plan
HIV	Human Immunodeficiency Virus
HTPs	Harmful Traditional Practice
IASC	Inter Agency Standing Committee
IDMC	Internal Displacement Monitoring Centre
IGAD	Intergovernmental Authority on Development
IMC	International Medical Corps
IRC	International Rescue Committee
IPs	Implementing Partners
MDTFGRSS	Multi Donor Trust Fund & Government of Republic of South Sudan
MOD	Ministry of Defense
MoFA	Ministry of Foreign Affairs
MOFA	Ministry of Federal Affairs
MOJ	Ministry of Justice
MOWCYA	Ministry of Women, Children, and Youth Affairs
NAP	National Action Plan
NAP-GE	National Action Plan on Gender Equality
RaDO:	Rehabilitation and Development Organization
RAP	Regional Action Plan
SASA	Start Awareness Support Action
SIHA	Strategic Initiative for Women in the Horn of Africa
SGBV	Sexual and Gender Based Violence
UNAMID	African Union/United Nations Hybrid operation in Darfur
UNISFA	United Nations Interim Security Force for Abyei
UNMIL	United Nations Mission in Liberia,
UNMISS	United Mission in the Republic of South Sudan,
UNOCI	United Nations Operation in Cote d'Ivoire
UNSCRs	United Nations Security Council Resolutions

Executive Summary

This assessment looked at the implementation of United Nations Security Council Resolution 1325 (UNSCR 1325) in humanitarian settings in Ethiopia. Both primary and secondary data analyses were performed. For primary data collection, a total of 27 in-depth face-to-face interviews were conducted with representatives of government, UN-agencies and foreign and resident charities that are working in refugee settings. In addition, a total of 10 focus group discussions with 48 refugee women, 36 refugee girls, and 44 refugee men and boys were conducted in Shire refugee transition centre, Mayayni, Adiarush (Shire), Jewwi, and Pugnido (Gambella) camps. Furthermore, one focus group discussion was conducted with representatives of host communities at Embamadri town near Mayayni camp (Shire). The empirical data was analysed using a narrative analytical approach. Cross-comparison and triangulation of data was utilized throughout the research process to ensure consistency, credibility, and reliability of findings.

Findings indicate that despite high-level commitment towards sustainable socio-economic development at policy and programmatic levels on peace and humanitarian, especially on supporting refugees and peace-keeping initiatives in Africa Ethiopia has not got a distinct policy on peace building in general and a separate NAP to implement the UNSCR 1325, offering relevant framework for gender mainstreaming in the peace and security agenda. Furthermore, formal dialogue and discussions and action planning on the harmonization and alignment of the fundamental provisions of the UNSCR 1325 in Ethiopia's major national policies and strategies have not yet taken place. This gap, despite all what Ethiopia is doing on peace and security, leads to a non-systematically designed approach of the implementation of UNSCR 1325 with clear monitoring and evaluation indicators.

Ethiopia had the opportunity to integrate elements of the 'Women in Peace and Security' agenda in its Foreign Relations and National Security Policy and in the Strategy Document adopted in 2002, two years after the adoption of UNSCR 1325, but missed the opportunity. Ethiopia's Foreign and National Security Policy and Strategy Document highly emphasize and reflect the traditional conceptualization of national security that fixated itself on threats to a state's borders. Although the policy acknowledges poverty, backwardness, and infancy of Ethiopia's good governance system as threats and priorities to address, a critical review shows that the policy document did not offer a comprehensive understanding of human security in general and gender sensitivity in particular.

While UNSCR 1325 was never referred to as a guiding framework or principle in the Policy Document, some aspects of it, especially, women's role in the country's culture of peace in the development process as well as early warning and response to conflict at all levels, are mainstreamed. Furthermore, efforts are underway to mainstream gender in Ethiopia's peacekeeping role regionally and globally. Although the numeric representation of female Ethiopian peacekeepers is small, Ethiopia still ranks first globally in sending female peacekeepers. Qualitative data from Ministry of Defense shows that representation of women in Ethiopia's policy and army is significantly increasing although data is not available to show the exact numeric representation of women in the police and defense.

Women issues received significant recognition in the humanitarian settings in general, and in the refugees' context in particular, both at policy and practice level. This has been achieved because

of Ethiopia's continuously expressed interest to ensure gender equality and women's empowerment in key legislative and policy documents as well as institutional readiness. In this regard, the gender mainstreaming guideline that the Minister of Federal Affairs (MOFA) developed has helped the inclusion of women to some extent in peace building efforts in situations where there is inter and interethnic conflicts in the country. Furthermore, Ethiopia's Disaster Risk Management (DRM) policy as well as the Refugee Proclamation formally guaranteed maximum protection for women and children as well as for people with disability and elderly people. Ethiopia's gender mainstreaming and women's empowerment agenda emanates from the constitution. In addition, Ethiopia as a member of the international community has ratified the Convention on Elimination of All Forms of Discrimination Against Women (CEDAW), the Declaration on the Elimination of all forms of Violence Against Women (DEVAW) and also adopted the principles of the 1995 Beijing Platform for Action (BPA). As part of the commitments undertaken, Ethiopia submits periodic reports. International humanitarian law guides all IPs refugee related interventions. In addition, most IPs have specific gender policy that constitute important framework to include women's unique gender needs into their day to day intervention. Furthermore, the Inter Agency Standing Committee's (IASC) guideline for the integration of SGBV is found to be instrumental to the prevention of SGBV and establishments of response mechanisms in refugee settings.

Although it cannot be attributed to the UNSCR 1325, all refugees' related interventions are in line with the elements indicated in the prevention, protection, participation, as well as relief and recovery pillars of UNSCR 1325. However, gaps in ensuring the concrete implementation of the four pillars of UNSCR 1325 have been observed. These include:

- **Prevention pillar:** Interventions are still predominantly focused on SGBV responses and neglect the overall gender power imbalance and prevalent gender inequalities as major causes of SGBV which could then be prevented through comprehensive interventions. Furthermore, disclosure of SGBV is not common despite the favorable environment that IPs provided to victims through prevention and response related interventions in the refugee setup.
- **Protection pillar:** Women's and girls' fear for personal safety, especially at night, and economic insecurity are crucial factors affecting refugees women and girls.
- **Participation pillar:** In spite of efforts to increase women's participation, IPs often are not able to enforce the scheduled 50% women participation rate. Furthermore, adolescent girls are not often included in any discussions and youth associations are predominantly controlled by male youth.
- **Relief and recovery pillar:** All basic socio-economic services are criticized for the inadequacy, irregularity in terms of timelines and quality. Furthermore, recreational services are almost in existence for adolescent boys and girls in Gambella. In addition, the relief and recovery services lack services that enhance women and girls' social, psychological, economic and political empowerment. Existing economic empowerment initiatives are not adequate to the needs and requests of women.

In conclusion, the lack of a distinct NAP on UNSCR 1325 and its subsequent resolutions or clear integration strategies of the UNSCR 1325 in the Ethiopia's existing security and DRM policies and strategies has limited Ethiopia's efforts and achievements in promoting gender equality and women empowerment in peace and security agenda in the country. In addition, the efforts on the prevention of conflict and SGBV's effect on women, protecting women from various physical,

socio-economic, and political insecurities, as well the increased participation of women national, regional, and local level socio-economic and political processes cannot be attributed to the provisions of UNSCR 1325. Based on the findings, the following recommendations are forwarded:

I. Policy level:

- Initiate national level harmonization and alignment process (Minister of Women, Youth and Children Affairs - MOWCYA, Minister of Federal Affairs - MOFA, and Minister of Foreign Affairs - MoFA) for the integration of UNSCR1325 elements in existing security and DRM policies through development of clear strategies.
- Engage with relevant national Ministries (MOWCYA, MOFA, Ministry of Foreign Affairs - MoFA, Disaster Risk Management and Food Security Sector - DRM-FSS, and the Administration for Refugee and Returnee Affairs - ARRA) to develop clear accountability strategy and mechanisms.
- Strengthen gender mainstreaming in MOFA's efforts in the implementation of peace culture and conflict prevention programmes.
- Strengthen the capacities of the IPs to integrate UNSCR 1325 in their planning and interventions in the humanitarian and refugee settings.

II. Program level (Prevention, Protection, Participation, and Relief and Recovery pillars)

1. Prevention Pillar

- a) Focus on empowering women and girls and men and boys through sensitization and training activities. Topic to be included: gender power relations, demystifying masculinity and femininity, gender equality, women's human rights); Life skills (creative thinking, self-assertiveness, problem solving, communication skills, self-control, diversity management...).
- b) Adopt and implement relevant SGBV preventions approach/model that have evidence in effectively transforming social norms.

2. Protection Pillar

- a) **Establish community mechanism/structure:** to support the victims and avoid their stigmatisation and their exclusion from the socio-economic life of the communities);
- b) **Legal protection:** reduce the time required for case processing in the criminal justice system;
 - Capacity building for traditional leaders to change the cultural attitude toward the sexual offence to be seen as a crime and to increase their reporting to the criminal justice system.
 - Strengthen the security of child headed and female headed refugees' households.
 - Ensure women's economic security.

3. Participation Pillar

- a) Empower refugee women on leadership and decision making issues and promote their involvement in the governance structures at all level
- b) Establish reinforcing mechanism to make effective the scheduled 50% women representation rate in the existing refugees committees' mechanism

- c) Involve young girls and boys in various refugee related meetings and structures;
- d) Establish different mechanisms to attract female staff employees at camp level.

4. Relief and Recovery

- a) Strengthen existing economic empowerment activities and initiate economic empowerment activities in new refugee camps, targeting in particular vulnerable women and girls;
- b) Provide relevant skills training to refugees in view of their future socio-economic empowerment
- c) Engage out of school young men and girls in various socially recognized or training activities; (recreational: sport, art....);
- d) Increase transparent discussion on the timing of transfers of basic provisions.

1. Introduction

Globally, the role of women in the process of peace building and conflict resolution, as activists and advocates for peace, as well as peacekeepers, has gained significant recognition (Schirch & Sewa, 2005). This has been reflected through the adoption of the UNSCR 1325 on women, peace and security in 2000. The UNSCR 1325 is the first comprehensive global document that calls for women's participation in protection and prevention of violence and resolution of conflicts, peace building, peacekeeping, humanitarian response, post-conflict reconstruction, mediation, and recovery efforts. The implementation of this resolution, however, is still slow. According to the Women's International League of Peace and Freedom¹, only 52 countries have adopted UNSCR 1325 National Action Plan (NAP). The same source revealed that out of these 52, only 13 are African countries (i.e. Burundi, Cote D'Ivoire, Democratic Republic of Congo, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Nigeria, Senegal, Sierra Leone, Rwanda, and Uganda).

Ethiopia, a country in the Horn of Africa region, is recovering from two decades of secession and civil war (in 1970s and 1980s) and its effects on socio-economic and political processes. Ethiopia achieved relative stability and witnessing fast and steady economic growth over the past decade with an average 8.8% GDP growth (AfDB, 2012). However, the country has continued to suffer from recurrent drought and flood as well as other forms of disaster such as human epidemics, livestock disease outbreak, crop pests and forest and bush fires affecting significant number of Ethiopians and creating challenges on Ethiopia's effort towards sustaining its development (DRM-FSS, 2013). Furthermore, Ethiopia experiences recurrent, multidimensional, and complex conflicts. According to UNDP (2014) the nature of conflict in Ethiopia consists of inter-regional boundary/boarder, inter-clan/ethnic, natural resource, and religious conflict. UNDP's contextual analysis further assert that the regional/boarder conflict and the natural resource conflict are further exacerbated by resource based competition between pastoral communities in the lowland regions of the country into inter-regional boundary conflicts and border disputes between highlanders.

Recurrent conflict coupled with natural disaster, often produces internally displaced persons (IDPs). The recent Internal Displacement Monitoring Centre (IDMC) (2015) report shows that nearly 414,000 Ethiopians are internally displaced because of interethnic conflict and natural disaster of which 191, 611 (46%) are women. Obviously, conflict and disaster will have disproportionate and unique impact on women, girls and children. The 2014 national report on the implementation of the Beijing declaration and platform for action recognized the disproportionate impact of natural disaster and environmental calamities on Ethiopian women; suggesting the need for addressing humanitarian crisis because of conflict and natural disaster from a gender perspective (MOWCYAs, 2014).

In addition to its own socio-economic challenges, Ethiopia is surrounded by countries suffering from protracted and on-going violent conflicts in Somalia, and South Sudan, between North Sudan and South Sudan, as well as Eritrea that resulted in a complex regional geopolitical situation characterized by high and human insecurity, which force many of the inhabitants flee their country of origin. As a result, Ethiopia hosting a large number of refugees from neighbouring countries who fled violent conflicts, and has recently become the largest refugees'

¹ See at <http://www.peacewomen.org/member-states>, visited on 27 October 2015

recipient in Africa. Report from UNHCR shows that more than 630,000 refugees are currently residing in 23 camps around Assosa, Dollo Ado, Gambella, Jijiga, Semera and Shire, of which women and children constitute the majority (UNHCR, 2015). This is partly explained that men are staying at home fighting.

Ethiopia's relative stability, however, created a great opportunity for the country to play crucial role in the global war on terror in general and in the Horn of Africa in particular² (Rotberg, 2005). To this effect, Ethiopia is actively involved in counter terrorism actions through its continuous support to the strengthening of the Somalia government and Sudan as well under the leadership of the Ministry of Foreign affairs. Furthermore, Ethiopia has been a crucial actor in promoting peace and security regionally as a member of the Intergovernmental Authority on Development (IGAD). As part of its commitment in the process of regional political integration in Africa in general and the Horn of Africa in particular, Ethiopia contributed with a significant number of peacekeepers. According to a Recent Report of the Federal Democratic Republic of Peace Support Training Centre (FDRE-PSTC), Ethiopia is one of the largest contributors of peacekeepers in the world. For instance, Ethiopia contributed a total of 12,247 troops for AU and UN peacekeeping missions. Of the total peacekeepers, 4395 contingents are in AU Mission in Somalia (AMISOM), 2,548 in UNAMID/Darfur, 4003 in UNSIFA/Abeyi, 15 in UNMIL/Liberia, 1294 in UNMISS/South Sudan, and 2 in UNOCI/Cote D'Ivoire (FDRE-PSTC, 2015). More importantly, Ethiopia has been engaged in the peace negotiation and mediation of South Sudan.

Given Ethiopia's efforts in dealing with and supporting conflict management and peace building processes at national as well as at regional level, its involvement in the war against terrorism and the huge number of refugees hosted the war inquiring about the country's commitment for the implementation of UNSCR 1325 is timely. Furthermore, the use of UNSCR 1325 as a tool for women's participation in building peace and ensuring security is yet to be seen in Ethiopia. Particularly, evidence on the extent to which Ethiopia used UNSCR 1325 in the humanitarian context in general and among refugees is very much limited.

1.1. Objectives of the study

This assessment aims at assessing the humanitarian context in Ethiopia using the framework of the UNSCR 1325. The study also aims at providing possible action plans for the strengthened implementation of UNSCR 1325 in Ethiopia using humanitarian response as entry point.

As stipulated in the TOR, the specific objectives of the study include:

1. Identify the main issues in mainstreaming gender into the humanitarian setting in Ethiopia using the key areas of UNSCR 1325.
2. Identify key issues for interventions – at the level of women refugees, government of Ethiopia and development partners and action points/ way forward to strengthen the implementation of the UNSCR 1325 in Ethiopia and in the Horn of Africa.

² Rotberg, R (ed.) (2005). *Battling Terrorism in the Horn of Africa*, Brookings Institution Press. Retrieved from <http://www.brookings.edu/research/books/battlingterrorisminthornofafrica>

1.2. Methodology

1.2.1. Guiding framework, design, and data source

In order to assess the implementation of UNSCR 1325 in humanitarian settings in Ethiopia, the four pillars of the UNSCR 1325 i.e. Prevention, Protection, Participation and Relief and Recovery were used as guiding framework. As indicated in the TOR, this study takes humanitarian setting into consideration and looks at women peace and security priorities, leadership and governance; decision making/governance in humanitarian process and inclusion of gender concerns; women's participation at the peace talks based on the specific conflict in their countries of origin; economic empowerment; sexual and gender based violence; women building peace/strengthening conflict prevention in their communities; access to basic services etc. In order to guide the process of addressing the major questions, this study has employed both primary and secondary sources of data (*See annex I: Major questions of the assessment*).

The study was based on qualitative research design. Qualitative data on the prevention, protection, participation, and relief and recovery pillars was collected using primary and secondary data sources. Empirical data was collected using in-depth individual interviews while secondary numeric data was obtained from desk review.

1.2.2. Methods of data collection

1.2.2.1. In-depth interview

Primary data was collected by conducting in-depth face-to-face interviews (*See annex II: Interview guide*) with 27 (16 Male and 11 Female) representatives of government, UN-agencies and foreign and resident charities that are working in refugee settings (*See Table 1*). Numeric data from secondary resources are used to supplement the qualitative empirical information.

Table 1. Number of key informant interviewees

	Government		UN Agencies		CSOs	
	M	F	M	F	M	F
Addis Ababa	4	4	3	4	5	2
Shire	1	1				
Gambella	3					
Total	8	5	3	4	5	2
M= 16 F = 11 T= 27						

1.2.2.2. Focus group discussions

A total of 10 focus group discussions with 48 refugee women only, 36 refugee girls only, and 44 refugee men and boys were conducted in Shire refugee transition centre, Mayayni, Adiarush,

Jewwi, and Pugnido camps. Furthermore, one focus group discussion was conducted with representatives of host communities at Embamadri town near Mayayni camp (Shire).

1.2.2.3. Desk review

To enrich the analysis, relevant documents such as the Ethiopian Refugee Proclamation Ethiopia's foreign relations and national security policy and strategy, Ethiopia's Disaster and Risk Management (DRM) Policy as well as major government and non-governmental reports, relevant published and unpublished literature on women and peace security agenda in general and on the implementation of UNSCR 1325 in particular were critically reviewed.

1.2.3. Data analysis procedures

Qualitative data obtained from representative of relevant Ethiopian ministries, UN agencies, and foreign and resident CSOs NGOs, as well as regional bureaus and refugee community members was analysed using narrative analysis approach. Some narratives are shared in this study to provide insight on the implementation of UNSCR 1325 in humanitarian settings in Ethiopia. Throughout the analysis phase, cross-comparison and triangulation was used to ensure consistency, credibility, reliability and accuracy of the data.

1.2.4. Ethical procedures

This study was guided by ethical research principles and therefore due consideration was given to human subjects' protection by ensuring informed and voluntary participation, confidentiality and anonymity of participants.

1.2.5. Limitations of the study

This study is not without limitations. Due to the nature of qualitative research design, a limited numbers of refugee camps were visited for the purpose of this assessment, as well as limited number of refugees participated in focus group discussions, it is difficult to make generalized statements for the overall refugees in Ethiopia. However, participants' views on the issues were consistently crosschecked and triangulated in the analysis using primary and secondary sources to compensate for these limitations.

2. Implementation of UNSCR 1325: Global and regional practice

Violent conflicts affects all people irrespective of their gender identities. However, available literature informs that their effect carries heavy weight on women and children (Ormhaug in, Meier & Hernes, 2009; Plümper & Neumayer, 2006). Women's disproportionate suffering from the direct and indirect effects of conflict is highly associated with their socio-cultural and economic status prior to the conflict. Obviously, conflict affects existing infrastructure that adversely disrupt the family system, economy, and market system often inducing rise in food price as well as reducing access to basic social services including health care. When people are forced to leave their home because of conflict, women often assume responsibility of taking care for children, sick and elderly members of the society increasing their burden of securing food for the family. Women and girls also suffer because of their sex. As available studies show, the perpetration of sexual violence as a "weapon" during conflict among rivalry groups have become a common criminal act that victimize more women and girls compared to men and boys (Abdi, 2011).

Available literature on women's suffering during and after conflict show that victimizing women sexually also happens in refugee camps as well as while travelling to seek refuge outside of their usual village (Abdi, 2007; Strategic Initiative for Women in the Horn of Africa [SIHA], 2009). According to SIHA's report to the 53rd session of the African Commission on Human and People's rights, Eritrean women are frequently suffering from kidnapping, beating, rape, and paying a ransom for traffickers to cross borders and also once in host countries. Refugee status of women in the horn region doesn't guaranty their security from sexual violence.

Since the adoption of UNSCR 1325 fifteen years ago, increased efforts have been made to address the serious, disproportionate, and unique effects of violent conflict on women and girls during, and after conflict during post conflict relief and recovery processes (Swain, 2010; UN-Women, 2012). UNSCR 1325 further calls on UN members States and various actors to protect women and girls from sexual violence and increase their participation in conflict prevention and resolution, peace negotiation, peace-making, and post conflict relief and recovery processes. Particularly, the adoption of the UNSCR 1820 expands on the major provisions of UNSCR 1325 and firmly pointed out "sexual violence as war tactic" that the Security Council should take significant measure in order to prevent women's victimization because of their gender identity. Similarly, UNSCR 1889 complements the provisions of the UNSCR 1325 and UNSCR 1820, requiring increased implementation measures for the development of relevant indicators in the 4 major pillars identified by the UNSCR 1325, as major instrument to track its implementation (Swain, 2010).

However, available data on the implementation of UNSCR 1325 shows mixed results. On one hand, the implementation of UNSCR 1325 is still low as many of UN member States are yet to develop their country level distinct National Action Plan (NAP) or developing a clear strategy on the integration of the major principles of the resolution into their national legislative and policy frameworks. For instance, since its adoption, only 52 countries have adopted NAP (Women's International League of Peace and Freedom³). The same source revealed that out of these countries, only 13 African countries (i.e. Burundi, Cote D'Ivoire, Democratic Republic of

³ See at <http://www.peacewomen.org/member-states>, visited on 27 October 2015

Congo, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Nigeria, Senegal, Sierra Leon, Rwanda, and Uganda) have adopted UNSCR 1325 NAP. Furthermore, Kenya and Sudan has drafted NAP which is yet to be approved officially (Author's note). Chile is the only Latin American country to adopt a UNSCR 1325 NAP; where as in the Asia- Pacific region, only Nepal and the Philippines; in the Middle East and North Africa (MENA) only Jordan is in the drafting process. The majority of countries which developed NAP are in Europe (IGIS, 2014). This suggest that the majority of countries who are in conflict and recently recovered from protracted conflict has yet to give priority implementation of UNSCR 1325. Furthermore, IGIS identified two areas that shown the least progress since 2000 and which notable are "including women in peace negotiations and including women in peacekeeping operations" (p. 4). Evidence from a UNIFEM's report on the participation of women peace negotiations as well as data from UN peacekeeping mission confirms this assertion. Accordingly, UNIFEM's analysis on women's representation in the peace table using representative sample of 31 major peace processes between 1992 and 2011 reveals that only 4 per cent of signatories, 2.4 per cent of chief mediators, 3.7 per cent of witnesses and 9 per cent of negotiators are women⁴. Furthermore, data from UN Peacekeeping mission shows that out of 106,506 UN peacekeepers deployed in several places globally, only 4,372 (4%) are female peacekeepers⁵. Furthermore, IGIS critical review shows that the global community has yet to offer comprehensive protection for women and girls during violence and other crises.

On another hand, available data shows that significant progress have been achieved as a result of the adoption of UNSCR 1325 and its subsequent resolutions, particularly in increasing gender sensitivity and gender mainstreaming in conflict prevention and peace making process, peace keeping and peace negotiation processes, as well as in post conflict reconstructions processes. For instance, gender advisors and gender focal points are currently deployed in the major UN peacekeeping missions and progress have been made in developing gender-mainstreaming guideline in peacekeeping missions (UN, 2010). Countries engagement in adopting NAP for the implementation of UNSCR 1325 as well as the emergence of Regional Action Plans (RAPs)⁶ can be taken as enhanced commitment of the global community in addressing the women in peace and security agenda.

The development of NAPs and RAPs, however, should not be taken as an end by itself. It can further be argued that developing NAP or RAP on UNSCR 1325 does not guarantee the implementation of its principles in promoting women's issues in peace and security related interventions.

In Africa, very few countries have shown progress in developing NAP on UNSCR 1325. However, limited evidence and data are available on the effective results of the NAPs in implementing the principles of the UNSCR 1325. IGIS made an effort to analyze adopted

⁴UNIFEM, 2012: pp. 3-4 accessed from <http://www.unwomen.org/~media/headquarters/attachments/sections/library/publications/2012/10/wpssourcebook-03a-womenpeace negotiations-en.pdf>

⁵ UN Peacekeeping Mission <http://www.un.org/en/peacekeeping/contributors/gender/2015gender/aug15.pdf>

⁶ Regional organizations who developed NAP on UNSCR1325: 1) European Union Regional Action Plan 2010; 2) The NATO Regional Action Plan 2010; 3) The Regional Action Plan of the Economic Community of West Africa (ECOWAS); and 4) The Inter-Governmental Authority on Development (IGAD) in 2013.

UNSCR 1325 NAPs using three major areas and nine elements i.e. preparation (leading agents and civil society involvement), implementation (timeline, role, coordination, and financial allocations), and monitoring and evaluation (indicator, reporting, and civil society involvement). The content analysis among African countries show that Rwanda's NAP is one of the clearest NAPs developed globally, offering most detailed information on all the above mentioned elements except for CSO's involvement in monitoring and evaluation. The same report also shows that Liberia's NAP provides specific information except for lacking specificity on the timeframe of implementation of NAP. Guinea-Bissau on the other hand mentioned but did not specified CSO's involvement in both preparation and M&E process of the NAP. Almost all countries with NAPs did not have specific reference to the financial allocation that is vital for the implementation of NAPs (See Table 2).

The level of NAPs specificity can serve as one of the determinant factors to assess its implementation. However, it is not sufficient to predict the implementability of NAPs.

Table 2. Specificity of UNSCR 1325 NAPs of African countries⁷

Country and year adopted	Preparation		Implementation				Monitoring evaluation		
	Leading agent	CSO involvement	Timeline	Roles	Coordination	Financial Allocation	Indicators	Reporting	CSO monitoring
Burundi (2011)									
Cote D'Ivoire (2007)	S	S	S	S	S	M/NS	S	NM	NM
DRC (2010)	S	NM	NM	S	NM	NM	S	S	S
Ghana (2012)	S	M/NS	S	S	S	M/NS	S	M/NS	M/NS
Guinea-Bissau (2010)	S	M/NS	S	S	S	M/NS	S	S	M/NS
Liberia (2009)	S	S	NM	S	S	M/NS	S	S	S
Rwanda (2010)	S	S	S	S	M/NS	M/NS	S	S	NM
Senegal (2011)	S	M/NS	NM	S	S	M/NS	S	S	M/NS
Sierra Leone (2010)	S	S	M/NS	S	S	M/NS	S	S	M/NS
Uganda (2008)	S	M/NS	NM	S	S	NM	S	S	NM

Source: Adapted from Institute for Global and International Studies (2014) p.28

Note: (S=Specific, M/NS = Mentioned but not specific, NM= Not mentioned)

This assessment also found that NAPs are not the only approach adapted globally to implement UNSCR 1325. Alternatively, several countries have been advocating for the incorporation of major principles of UNSCR 1325 into existing established country level policy and programs.

⁷The document consulted, produced in 2014, doesn't include an analysis on the Gambia's NAP, which has been adopted in June 2014

Although evidence on the effectiveness of this approach is unavailable, countries such as Columbia, Serbia, Israel, Fiji, and Germany have not developed NAPs. These countries did not see the utility of adopting a distinct UNSCR 1325 NAP and they have been arguing that they are meeting the goals of UNSCR 1325 through mainstreaming its fundamental principles into their national strategies (Gumuru & Imirtz, 2009).

Data is limited to shows the comprehensive effectiveness of existing NAPs or RAPs in translating the UNSCR 1325's intent into practice as there is neither any institution that consistently tracks the implementation of UNSCR 1325. Furthermore, no evidence is available to show the integration of the principles of UNSCR 1325 into national policy and programs, which contributes to better outcome in implementing UNSCR 1325. This is partly explained by the lack of regular accountability mechanisms which could periodically track the progress on the implementation of the adopted NAPs or RAPs. There is no institutional mechanism available to carry out the task of documenting the progress made since the issuance of UNSCR 1325, limiting the utility of this assessment to draw lessons for better implementation of UNSCR 1325.

Based on findings from literature review, it is safe to argue that UNSCR 1325 can be implemented either adopting a distinct NAP or integrating its basic principles into national policy and strategies. Several factors that determine its implementation need to be taken into consideration, and notably: clarity/specificity of goals and objective with standard indicators; adequacy of resources provided; inter-organizational communication and enforcement activities in terms of helping implementers understand the standards and objectives; the structural features of implementers in terms of size and competence of staff, and finally the political condition that create favorable conditions through establishing clear accountability structures by mainstreaming women's issues in peace and security indicators of national data collection mechanisms as well as establishing periodic reporting systems that will feed into global reporting mechanisms.

3. Findings and analysis

This section of the report presents and discusses the major findings in three parts. The first part presents a synopsis of women in peace and security in Ethiopian context looking at institutional and policy frameworks in conflict and peace building as well as humanitarian and refugee settings. The second part analyses women in peace and security in reference to UNSCR 1325 four pillars i.e. Prevention, Protection, Participation, and Relief and Recovery. The third part concludes major findings, followed by recommendations of action points as a way forward.

3.1. Overview of UNSCR 1325 “Women in Peace and Security” in Ethiopia: Policy and Institutional Frameworks

This section elaborates the policy and institutional context as well as the extent to which Ethiopia’s efforts in conflict prevention and resolution, as well as in peace building processes, are in accordance to the elements of UNSCR 1325. In addition, UNSCR 1325 is described and discussed in the humanitarian setting and in the refugee context.

3.1.1. Policy frameworks

Ethiopia did not develop national policies that separately address the broader conflict prevention, management, and resolution as well as peace building issues in the country despite the existence of multidimensional and recurrent conflicts internally. In addition, Ethiopia neither developed distinct NAP on the implementation of UNSCR 1325. Remarkably, there is no clear indication on how the key provisions of UNSCR 1325 may be harmonized and implemented in the country’s existing national policy and strategies towards the inclusion of women in conflict management, peace building, and post conflict reconstruction processes in humanitarian and non-humanitarian settings.

“We do not have a distinct NAP or action plan on women in peace and security. However, our national policy and program documents are aligned and harmonized to major provisions of UN Security Council” (Interview with key informant at federal level).

Key informants were strongly emphasizing that Ethiopia’s existing national key development policy and programs promote women’s benefit from conflict prevention and peace and security processes through citing Ethiopia’s commitment towards gender equality and women’s empowerment reflected in key legislative and policy documents. Review of Ethiopia’s existing policy and legislation consistently confirms the recognition of those women’s unique needs and their vulnerability to disproportionate suffering from wide ranges of socio-economic and political including humanitarian crisis. For instance, the 1993 national women’s policy was the first policy framework that acknowledged the need for promoting women’s social, economic, and political rights to enhance equality between men and women in all spheres of life. The promulgation of the Constitution of the Federal Democratic Republic of Ethiopia (FDRE) in 1995 further heralded Ethiopia’s commitment towards gender equality through constitutional

provisions for women's equal rights. Furthermore, the development of the first National Action Plan for Gender Equality (NAP-GE) in 2006 was instrumental for the country to adapt gender mainstreaming as major strategy towards gender equality along with women's empowerment strategies. As indicated in Article 9 of the constitution, any UN convention or Declarations that Ethiopia ratified are considered part and parcel of Ethiopia's supreme law. Hence, relevant to the major provisions of UNSCR 1325, the Convention on the Elimination of all forms of Discrimination against Women (CEDAW) and the 1995 Beijing Plan form for Actions gained significant recognition in the country that availed a momentum for the inclusion of women's problems and needs in the design, implementation, monitoring, and evaluation processes of any socio-economic development processes. Furthermore, Ethiopia, as a founding member of IGAD, endorsed the 2013 IGAD's regional action Plan for Implementation of United Nations Security Council Resolutions 1325 and 1820.

The existence of the aforementioned national and international instruments appeared to confound the notion of harmonization and alignment of UNSCR 1325 and its subsequent resolutions into the national policies and strategies rather than developing a distinct action plan. Indisputably, gender equality and women's empowerment is recognized as a priority in the Ethiopia's socioeconomic and political development policies and programs. Ethiopia's key country strategic documents often make reference to gender equality and women's empowerment as one of the pillars towards sustainable socio-economic development and growth. Ethiopia's first Growth and Transformation Plan (GTP) indicated gender as one of the cross cutting issues providing the highest forms of policy directive to promote the values of gender equality. Furthermore, one of the seven pillar strategies of GTP shows Ethiopia's commitment to enhance the values of peace and tolerance through resolving disputes peacefully. The draft GTP II has a standalone pillar on gender equality gender equality issues into a number of GTP pillars.

When assessing the extent to which existing Ethiopia's national policy framework are aligned with the major principles of UNSCR 1325, findings from this study at all level shows mixed results. On one hand, there is an emphasis on gender mainstreaming in terms of requiring all development partners to take steps to enhance women's role in conflict prevention and to engage women in peace committees and keeping structures. Various capacity development initiatives have been designed and undertaken to enhance women associations' leaders and members of the local level community structures to be gender aware as well as to increase Ethiopian women's role in peacekeeping missions, conflict prevention, as well as peace maintenance for sustaining socio-economic development efforts in the country. Evidently, there is an improvement in women's participation in peace committees established at local levels. Furthermore, Ethiopia stood first in contributing women peacekeepers in peacekeeping missions. According to UN peacekeeping mission Report (2015), Ethiopia is the fourth African country in contributing peacekeepers and stood 1st globally in sending women peacekeepers. As of June 2015, Ethiopia contributed a total of 12,277 peacekeepers in Darfur, Abyei, Liberia, South Sudan, and Cote D'Ivoire of which 513 (4%) are female peacekeepers (FDRE Peacekeeping Mission Centre, 2015). Furthermore, government organizations are consciously making efforts to increase female staff representation at all levels despite the challenge to obtain adequate applicants at grassroots level.

On the other hand, the idea of harmonization and alignment of UNSCR 1325 within the national

policy framework and strategies with no clear guidance appears misleading. Since the adoption of the UNSCR 1325 in 2000, there has not been any discussion on national level strategic interventions or follow up actions. The only public discussion that very few key informants would recall is the three days IGAD's women and peace conference which was held in April 2011 in Addis Ababa. One of the important outcome of the conference was the development of IGAD's Regional Action Plan on the implementation of UNSCR's 1325 (2000) and 1820 (2008) that calls for women's participation and inclusion in decision-making processes in conflict prevention, resolution, and management, peace-building as well as the prevention of sexual violence against women and girls during situations of armed conflict. Although representatives of the MOWCYA and quite few civil societies attended the conference, the outcome of the conference was not communicated to the wider women machinery and the wider Ethiopian public nor did the country take the necessary step to develop its NAP, which was agreed up on by IGAD member states in April 2011. This shows how the very essences of translating the elements of UNSCR 1325 in Ethiopia's peace and security efforts with clear reinforcement mechanisms are absent.

Furthermore, the lack of mentioning the gender dimension as part of the security concept as well as the role of women in peace and security in the Ethiopia's Foreign Affairs and National Security Policy and Strategy (FANSPS) 2009 boldly confirms the absence of systematized and coordinated efforts to the implementation of UNSCR 1325 and its subsequent resolutions in Ethiopia. Key informant interviewees from government offices, UN agencies, foreign and Ethiopian charities and societies frequently mentioned that they never referred to the elements of UNSCR1325 in any of their internal discussions (i.e. within their organizations) and in any coordination meetings regarding refugees related interventions. Some of the accounts of key informants support the analysis made earlier.

“We never mentioned UNSRC 1325 in our internal planning of refugee interventions.”
(Interview with key informant in Addis Ababa)

“This is my first time to hear about this resolution.” (Interview with key information interview in one Shire)

I was not formally introduced to the UNSCR 1325, I read about it while preparing for a job interview. (FGD participant with IPs in one of the Refugee camps)

“We never had a chance to talk about it. I am learning a lot about UNSCR 1325 now.”
(Key informant interviewee)

“UNSCR 1325? I am hearing about it now. But I am sure; our head office must have consulted the resolution when they promoted the protection agenda at field level. I believe, all the gender elements we are undertaking must have come from the resolution...(Key informant interviewee)”

As shown above, it is important to note that the major provisions of UNSCR 1325 have been implemented through mainstreaming gender in Ethiopia's national policies and strategies. Currently, there is also a growing consensus to use a combined approach i.e. the development of

distinct NAP that specifically identifies key issues within the major UNSCR 1325 pillars and sets out clear strategies as well mainstreaming UNSCR 1325 across all aspects of national institutional policies for effective implementation of UNSCR 1325 (UN INSTRAW, 2006; Swain, 2010). However, if a country chooses to harmonize the elements of UNSCR 1325 into its national policies and programs, it has to carry out strategic planning and articulation of the provisions for successful integration of UNSCR 1325 into national policies. In addition, it is vital to put in place relevant monitoring and evaluation mechanisms with clear indicators; as well as establishing a national level structure that closely follows the concrete transaction and implementation of the resolution.

3.1.2. Institutional framework

Findings indicate that Ethiopia uses a multi-sectoral intervention in handling conflict and promoting peace. Accordingly, House of Federation (HOF), Ministry of Federal Affairs (MOFA), Ministry of Foreign Affairs (MoFA), and Ministry of Justice (MOJ) are the major government legislative and executive organs directly involved in conflict management and peace building processes. Regional States and local administration units are also involved in conflict prevention and peace building efforts at local levels in close collaboration with HOF, MOFA, and MOJ. The Ministry of Foreign Affairs, on the other hand, is responsible to handle external conflict and is involved in peace building processes. It issued a Foreign Affairs and National Security Policy and Strategy in 2009 that provides an overall guidance of Ethiopia's effort to enhance the security of its citizens through combating against poverty and promoting speedy economic development, democracy and peace. The traditional justice/court system, referred as traditional leaders/elders mediators', is often used together with the formal criminal justice system in detecting conflict as a relevant early warning system, and managing conflict once it has occurred as well as maintaining peace in their respective localities in close collaboration with HOF, MOFA, and MOJ.

In relation to the implementation of Ethiopia's policy and legislative frameworks on women's equal rights, the Ministry of Women's, Children and Youth Affairs (MOWCYA) has been mandated to closely follow up the effort of respective ministries towards addressing gender equality and women's empowerment with the power and duties guaranteed under Proclamation No. 471/2005⁸. As a mandated government executive organ, MOWCYA is providing leadership in gender mainstreaming approach in every social, economic, and political sphere to advance women's rights, inclusion in all socio-economic, and political processes. Furthermore, MOWCYA is mandated to coordinate federal, regional, and local level taskforces when it comes to mainstreaming gender as well as including women in key socio-economic and political processes. Although the ministry does not have a specific program on women in peace and security as well as in conflict prevention, management, and resolution, the ministry has been supporting MOFA and other relevant ministries to mainstream gender in their peace building and conflict prevention and resolution works at all level.

The Ministry of Defence (MOD) and the Federal Police are important government organs in

⁸ Federal Negarit Gazeta of the Federal Democratic Republic of Ethiopia (2005). Proclamation No.471 /2005 Definition of Powers and Duties of the Executive Organs of the Federal Democratic Republic of Ethiopia Proclamation

conflict prevention and resolution as well as peace building related institutional mechanisms. Furthermore, MOD and federal police are highly involved in peace and security internally and externally at regional and global peacekeeping missions. Available data shows that Ethiopia ranked fourth in contributing peacekeepers globally and stood 1st in contributing women peacekeepers.

“Our Ministry [Ministry of Defence] has been sending well trained and gender sensitive peacekeepers regionally to several African countries and globally through the UN peacekeeping mission. We built our institutional setup to become one of the best in Africa. We receive several recognitions because of the discipline of our army who are cognizant of international and regional instruments that basically promote the protection of the vulnerable groups i.e. women, children, the elderly, and people with disabilities.” (Key informant from the FDRE Peacekeeping Training Centre).

Ethiopia’s institutional framework within the different ministries is instrumental in ensuring women’s peace and security agenda. Particularly, MOWCYA’s position as mandated executive branches of government provide an oversight role to promote women’s participation and representation in peace building and conflict resolution in humanitarian settings.

3.2. UNSCR 1325 in Ethiopia’s existing conflict prevention and peace building programs

Findings indicate that existing programs and activities on peace building, conflict prevention, and post conflict reconstruction processes are not formally harmonized concerning gender mainstreaming in the peace and security agenda. However, by default, they incorporated in it several elements related to gender mainstreaming. Specifically, MOFA has been working in building peace culture across the country and on early warning system and rapid response to conflict, making gender mainstreaming central to all processes. MOFA’s gender mainstreaming guideline was developed in 2012 with the support of MOWCYA. The guideline clearly articulates issues such as violence against women as a cause of conflict, lack of recognition for women’s exemplary role in conflict prevention and resolution, and lack of clear gender mainstreaming in planning, implementation, and monitoring and evaluation as well as developed directives and indicators in order to enhance women’s contribution in peace and security. Furthermore, MOFA has conducted several capacity building activities on gender issue and gender mainstreaming in peace building and conflict management in close collaboration with MOWCYA as well as with MOJ at all level. Joint Woreda Level taskforce works closely with MOFA in both early warning system to prevent conflict and peace building in conflict prone Woredas. After observing the low participation rate of women in the joint committees, distinct women’s peace committees were established in order to maximize women’s role in conflict management and peace building processes. A key informant from MOFA noted:

“We often require women’s participation in any community level committee structures. However, due to the prevailing cultural attitudes, women are not adequately represented in most of the joint committees that are established so far. Hence, we established women’s committee in conflict prone areas namely Afar, Somali, Oromiya and Amhara borders, and recently we added Benshangul Gumuz and Oromiya border. All the committees are trained on how to detect conflict in order for us to get feedback so that the

government will prevent conflict and enhance peace.” (Interview with key informant at MOFA)

In general, gender is at the core of all activities related to peace culture building and in conflict early warning and rapid response related activities carried out by MOFA and corollary structures at regional level including in informal/traditional justice system. Data from visited regions for this particular study also confirmed that efforts are underway to effectively involve women in peace and security processes. However, there is no ample evidence on the systematic and regular follow up on the outcome of gender mainstreaming effort in conflict prevention, and peace building processes which demonstrates the protection of women’s needs and interests as well as increasing women’s decision making power at all levels.

3.3. The implementation of UNSCR 1325 in humanitarian related policies

As discussed in the introduction section, Ethiopia has achieved significant progress in its economy. However, the country is yet to be free from humanitarian crisis. As available data indicates, the country has been frequently affected by both human and natural calamities with huge number of people with humanitarian needs. Most notable human made disaster includes Ethiopia’s two decades long civil war (from 1970 – end of 1980s) as well as interstate conflict with Somalia in early 1970s and the recent boarder conflict with Eritrea from 1998-2000 (Salih, 2014). Resource based competition induced inter and intra-ethnic conflict among the pastoralist communities and between pastoralists and sedentary farmers are also common, producing large number of internal displaced people in most parts of the country (UNDP, 2014). Obviously, disasters have significant negative impacts on the country’s social, economic, and political development processes. In order to better respond and manage disasters and their associated hazards internally, Ethiopia has issued a National Disaster Risk Management Policy and Strategy (NDRMPS) in 2013. Furthermore, as a surrounded by neighbouring countries suffering from protracted conflict, Ethiopia has become the largest recipient of refugees in Africa and it hosts more than 630,000 refugees from South Sudan, Somalia, Eritrea and few number from DRC.

Findings on the implementation of UNSCR 1325 in humanitarian setting in Ethiopia show that well-coordinated and systematized distinct plan or clear guidance on the integration of key UNSCR 1325 provisions in Ethiopia’s humanitarian response is absent. However, the 2013 National Disaster Risk Management (DRM) policy and strategy, which is vital to humanitarian settings, fairly treats women issues as one of the cross cutting issues in guiding the DRM process in the country particularly in taking women as one social group in analysing disaster related vulnerabilities and offering due attention in DRM. A critical analysis on the provision from a gender perspective however shows that the policy lacks critical position in mainstreaming gender in disaster response. This is evidenced by the fact that the policy major objectives and strategies do not offer gender specific indicators. Gender is only mentioned in the definition of key words and terminologies. Despite the policy’s weakness in articulating the gender dimensions of DRM, a gender-working group on DRM has been established and functioning within Ethiopia’s DRM organ. In relation to refugees, Ethiopia’s “Refugees Proclamation No. 409/2004” require the Security Immigration, and Refugee Affairs to take measures to ensure the protection of women refugees together with other vulnerable groups such as refugee children, the elderly and people with disabilities.

Furthermore, international instruments such as the Inter Agency Standing Committee (IASC) guidelines for integrations of gender based violence interventions in humanitarian action is better referred in all refugees related activities rather than the provision of UNSCR 1325. In fact, the IASC guideline makes a good reference to UNSCR 1325 and its subsequent resolutions (i.e. UNSCR 1820, 1888, 1889⁹) in justifying why humanitarian actors need to act to prevent and mitigate GBV in any humanitarian setting (IASC, 2015). In addition to the ISAC guidelines on GBV integration, the majority of the IPs reported the existence of their internal gender policy and gender mainstreaming guidelines, which are more often referred in their humanitarian activities including refugee related interventions. The following accounts of key informants show how refugee related interventions are guided in their respective institutions.

“Our organization has its own gender policy and the global gender policy guides our work in Ethiopia. The policy has relevant prevention and protection mechanisms for women. We also make sure that women are participating, though we don’t make particular reference to UNSCR 1325, female’s concerns and interests are well taken into consideration in a refugee setting”. (Key informant interview with representative of foreign charities).

“Protection and gender are relevant priorities in our relief and recovery related works. Our head quarter has a gender policy and enhanced commitment towards women’s empowerment. In all our relief, refugee, and other development interventions, gender is mainstreamed and we often require our partners to be gender responsive. We also make sure that women are participating in key decision making processes in relief and refugee related activities design, implementation, and monitoring and evaluation. We make reference to our own gender policies” (Interview with representatives of UN agencies).

“In UNHCR’s approaches to refugee interventions there are a lot of mechanisms put in place to guide our work properly from a gender perspective. There is a Comprehensive Protection Strategy that we often follow to ensure refugee women’s needs and problems are addressed as well as women and children are protected from various gender-based violence. Very recently, we developed a specific Sexual and Gender Based Violence

⁹ UNSCR1820 (2008) explicitly links sexual violence, including as a tactic of war, with the maintenance and restoration of international peace and security. It condemns the use of rape and other forms of sexual violence in conflict situations, stating that rape can constitute a war crime, a crime against humanity, or a constitutive act with respect to genocide. UNSCR 1888 (2009) strengthens the implementation of UNSCR 1325 and 1820 by assigning leadership and establishing mechanisms to prevent and address conflict-related sexual violence. UNSCR 1889 (2009) focuses on the involvement of women during post-conflict and reconstruction periods. It addresses obstacles to their participation in peace processes and peace building. It also called for a set of indicators to track the implementation of UNSCR 1325.

Strategy for Ethiopia to ensure that SGBV receive adequate recognition in refugee setting. We also adhere to the IASC guideline in the integration of GBV. Several of UNHCR's approaches also provide special consideration for women's rights in refugee setting. We follow the Rights based approach. We have age, gender, and diversity mainstreaming. In addition, we have participatory assessment and planning approach that is in line with UNSCR 1325". (Interview with representative of UNHCR).

"In ARRA, we have a gender-mainstreaming unit. We often try to mainstream gender in refugee setting. As a coordinating government body on refugee related activities, we make sure that women and children are protected. As part of our role and responsibility, ARRA is mandated to provide protection for all refugees but we give priority for the protection of women in the refugee camps. We also conduct safety audits and make use of the safety audits to improve the safety and security of women and children in the camps. Although we do not make particular reference to the provision of UNSCR 1325, we follow the national level gender mainstreaming guideline in order to ensure women are protected and participating in key decision-making processes". (Interview with representatives with the Administration of Refugee and Returnee Affairs ARRA).

As indicated in the forgoing discussions, none of the IPs have integrated the major elements of UNSCR 1325 into their refugee related activities. None of the IPs participating in this study mentioned the UNSCR 1325 as relevant instrument in guiding its humanitarian interventions with refugees. However, IASC guideline on the integration of gender based violence and organizations' gender policy and gender-mainstreaming approaches are often referred to strictly guide their interventions, which by default align with some elements of the UNSCR 1325. This study also found that there are great interest and efforts in addressing refugee women's and children's needs. Furthermore, there is clarity in terms of identifying women's needs and problems that needs special consideration amongst different. However, the interventions are yet to integrate major gender concerns going beyond women focused interventions. Furthermore, the emphasis on IASC guideline for the integration of gender based violence only helps humanitarian actor to systematically address gender-based violence issues. Mainstreaming gender in humanitarian setting, however, should not be limited to addressing SGBV issues only. It requires a carefully identification of intervention that challenge the attitudes, believes, and practices in terms of gender relation, gender-based division of labour as well as in decision-making at household community and institutional levels.

3.4. UNSCR 1325 Prevention pillar in refugee settings

The prevention pillar of UNSCR 1325 strictly looks at how violations of women's and girls' rights including sexual and gender based violence are prevented (UN Women, 2012).

Findings indicate that based on the anticipation of the occurrence of potential conflict between refugees and host community members, conflict within refugee community members, and SGBV, mechanisms are in place to prevent conflict as well as SGBV. In addition, gender-responsive systems are in place to monitor and report on the prevalence SGBV incidence. Drawing from the country's early warning and rapid response to conflict, the refugee central committee (RCC) is one of the community structures that closely works with ARRA and other

IPs as well as traditional leaders among refugee communities that helps to effectively prevent the occurrence of conflict. In the process of conflict prevention as well as SGBV mitigation, both formal and informal/traditional systems are used.

During the focus group discussions with refugee women and men, in Mayayni, Adi-Arush, Jewwi, and Pugnido camps, refugees reported that conflict between refugees and host community rarely occurs. However, as preventive mechanism, a joint committee involving traditional leaders from both local host community and refugees has been established. Interview with the national ARRA office also revealed that similar approach is often used among Somali refugees. The refugees' settlement arrangements are based on refugees' ethnic affiliation, which is frequently mentioned as vital in prevention of conflict. For instance, South Sudanese refugees are settled in Gambella where they can identify themselves with Agnuak and or Nuer ethnic groups. The Eritrean refugees are settled in Tigray region where the refugees share same language and traditions (religious practice) with host community members. The Somali refugees are settled in Somali region. This settlement pattern by itself has contributed to the prevention of the occurrence of conflict between refugees and host communities.

One key informant from ARRA reported:

“In Ethiopia, all refugees are settled in communities based on their ethnic similarities. For instance, refugees from Somalia are settled in Somalia region. Refugees from South Sudan are in Gambella and specifically the settlement is carried out in areas where the refugees have ethnic affiliation. So, South Sudanese Agnuwak ethnic groups are settled in Agnuak Zone. The Nuer is in Nuer Zone. The Eritrean refugees are in Shire. The fact that the host and refugees speak similar language, share some traditions in terms of religion, and also belongs to the same ethnic group prevents, potential conflicts”.

“Preventive measures are available to mitigate conflict between refugees and host community. Elders from both communities meet and try to address concerns from both sides. In the past, fire wood collection was one of the triggering factors. Now, because of ARRA and other organizations provision of alternative domestic fuel and the continuous discussion with the elders from both sides, we have mitigated the occurrence of conflict”.

(One FGD participant in Mayayni refugee camp).

With regards to prevention and response to SGBV in refugees, this study found that highly coordinated prevention strategies are put in place. The IASC guideline on the integration of GBV in humanitarian work guides most of the SGBV prevention and response activities. Furthermore, UNHCR in collaboration with other IPs developed SGBV standard operating procedures (SOPs) and often referred to guide the day-to-day implementation of SGBV prevention and response related activities.

One of the challenges, however, is the lack of accurate data on the prevalence and incidence of SGBV among the refugee communities. This limits the design and implementation of relevant services. However, IPs reported that they are currently applying one of the IASC (2015) principles that require the anticipation of SGBV occurrence and contextualize their prevention

and mitigation strategies based on identified factors that may contribute to SGBV. Findings indicate that various mechanisms are put in place to successfully prevent and respond to SGBV. In all refugee camps, IPs working on SGBV meets regularly at different level. SGBV standard operating procedures with clear referral pathways to meet the health, psychosocial, and economic needs are developed and are being used at camp level. Furthermore, data-sharing protocol has been developed and it is in its final stage to be approved. As part of the response mechanisms, ARRA, as mandated government body, provides legal aid in collaboration with local authorities around refugee camps. Currently, International Rescue Committee (IRC), International Medical Corps (IMC), Danish Refugee Council (DRC) as well as Rehabilitation and Development Organization are exclusively working on SGBV prevention and response with Eritrean and South Sudanese refugees in close collaboration with UNHCR and ARRA. UNICEF and UNFPA also support the SGBV prevention interventions with refugee communities. Particularly, UNICEF supports efforts related to child protection and UNFPA on women's protection. Some accounts of IPs regarding the coordinated efforts on prevention of SGBV read as follows:

“Prevention of SGBV is one of the priority areas of IPs working with refugees. The SOPs requires all IPs in refugee setting to report within 24 hours if we receive any GBV related cases. Some IPs are exclusively working on SGBV issues, others have integrated SGBV interventions with other thematic area. Several humanitarian guidelines also remind IPs to be conscious of SGBV issues. World Health Organization's clinical case management to rape survivors also provides support on the prevention and handling of SGBV case. We make use of available mechanisms to prevent and respond to SGBV”. (Individual Interview with UN agencies)

“In refugee settings, we have very good systems and procedures to provide support to SGBV survivors. The inter agency standing committee guideline on the integration of GBV provides a framework on how to address our work on SGBV prevention. Based on that, we have a SGBV standardized operating procedures; we also have regular meetings with all IPs working on SGBV. We are almost finalizing a data sharing protocol. We have developed referral pathways for making services available for survivors of SGBV. We also carryout safety audits on monthly basis using the SGBV SOPs which helps us to report to the responsible bodies. The SGBV SOPs helps us to identify who is working on what issues and where so we refer survivors accordingly”. (Individual interview with a representative of an IP working on SGBV)

Awareness raising is one of the approaches in prevention of SGBV. Findings indicate that IPs follow diverse awareness raising approaches to prevent SGBV. For instance, IRC uses a combination of different approaches such as community based, phase based violence against women, and HIV prevention model developed and tested in Uganda called *SASA!*¹⁰ Furthermore,

¹⁰ *SASA!* is a Kiswahili word that means now. It is a community mobilization approach developed by Raising Voices for preventing violence against women and HIV

Now is the time to prevent violence against women and its connection to HIV/AIDS. The model promotes that everybody has the power to act! *SASA!* is unique in its focus on unpacking power, both its positive and negative uses, shifting away from the traditional focus on “gender” towards the heart of the problem. It walks communities through a process of change: *SASA!* Evolves step-by-step, avoiding the chronic cycle of awareness raising. <http://raisingvoices.org/sasa/>

the organization uses coffee corner discussions to empower women groups, awareness-raising campaigns such as the 16th days of activism in the month of November, and on marking international Women's day on March 8. The different approaches are used in order to facilitate individual and community level change believing that providing similar information through various approaches contributes for high-level response from the target audience.

“SASA is a phase-based violence against women and HIV prevention model. We started implementing SASA in Shimelwa and May Ayni and we are in Support phase now. In Adi Arush for the awareness raising phase and in Hitsas, we are planning to kick off the start phase since Hitsas is new. In SASA approach, we target both men and women; girls and boys. When we first begin the SASA intervention, we undertook a baseline and we also use the M&E tool to track and measure the outcomes of our SGBV program. We are observing positive outcome in terms of SGBV related issues” (Interview with IRC representatives).

As major SGBV response mechanism, IRC in Shire and IMC in Gambella have established women friendly safe spaces/women wellbeing centres in order to facilitate and create conducive environment for women to freely share issues that may affect their personal safety and security as well as any other concerns that they may have.

“One of our response mechanisms to SGBV is promoting women to have a safe space. We managed to establish women's wellbeing centre in the refugee camps where women and girls can discuss their issues. In the women's wellbeing centre, they share any kind of information. In addition, they also share small skills voluntarily. This is mainly to encourage support mechanisms among refugees. If one refugee woman has a skill we facilitate for other refugee women to learn from her. In some cases, we supply some materials. For instance, women with hair dressing skills can come and do other refugees' hair”. (Interview with IRC)

Similarly, UNICEF has been supporting IPs in Gambella who are working on child protection through establishing a child friendly space.

“Child friendly space is an intervention that allows children to have safe space to share their views. We have a child friendly space intervention in five camps and host communities. The child friendly space offers recreational activities, which are age appropriate. In the child friendly centres, there are caseworkers that often identify children issues and problems. Based on the identified problems, the children will get the necessary support”. (UNICEF)

IPs exclusively working on SGBV prevention and response uses case management model for appropriately responds to survivors' social, psychological and economic needs. Referral and support mechanisms are also provided. In addition, counselling and psychosocial care is often provided using community wellbeing initiatives. However, refugees are not often using existing services as anticipated. Some of the accounts of interviewees support the argument made here.

“There are referral pathways but most of the time, not many refugees are using the service. SGBV are rarely reported case. Especially in the refugee camps, the security is good” (Interview with representatives of a foreign charity).

“Although there are referral pathways, refugee women are not yet fully benefiting from the service. Unfortunately, the traditional leaders are the most preferred mechanism by the refugee community member to handle SGBV cases. Refugees often tend to rely on informal mechanisms than on the formal ones”. (Interview with representative of government offices).

There was no data available to supplement IPs claim on the pervasiveness of SGBV in refugee settings. In fact, data from focus group discussions with women only and adolescent girls only in both Shire and Gambella refugee camps showed that SGBV was not raised as common occurring problem among refugees. Interviews with IPs working in the camps also confirm that SGBV is not a common reported phenomenon. Despite the awareness raising efforts, refugee community members are not practicing disclosure of SGBV incidents. This is mainly explained in terms of the traditional and customary norms that forces refugee women to accept SGBV as normal and justifiable phenomenon.

The challenge of SGBV disclosure among refugees is not different from the situation in Ethiopia and its neighbouring countries. A study that looked at the human security of women in the Horn of Africa showed that SGBV and harmful traditional practices are among the major security threats for women and girls in the region but not reported as crime or problem (Economic Commission for Africa, forthcoming). Within the broader Ethiopian community, SGBV is the least reported social problem. For instance, a recent population based survey by UNFPA and Population Council (2010) showed that out of 8300 women participated in the gender survey, only 56% of women reported that they could disclose about domestic violence. This is highly explained by the existence of high level of acceptability rate of domestic violence particularly wife battering by both men and women. For instance the 2011 Demographic and Health Survey found that 68% of women and 44% of men accept a husband hitting or beating his wife if she does not take good care of the children, the home or spoil the food (Central Statistic Agency & Orc Macro, 2012). Similarly, 71% of women in Eritrea, accepts wife beating as justifiable act (Eritrea DHS, 2002). This suggests that Eritrean refugee community also may not uphold different opinion regarding wife beating.

The prevention of women and girls from SGBV is effectively addressed as IPs in refugee settings are capably working to raise the awareness of refugee community in general and the consciousness of refugee women in particular through undertaking community dialogue, creating safe space for women to discuss issues that concerns their overall wellbeing separately, as well as using prevention approaches involving both men and women. Furthermore, for survivors of SGBV, response mechanisms are designed and referral pathways are in place so as to enable survivors receive psychosocial, health, and economic services for effective rehabilitation process. However, prevention related interventions in refugee setting needs to recognize the relevance of raising the awareness of refugee communities on the broader gender equality related concerns including gender power relationship and how it contributes for the existence of SGBV.

3.5. UNSCR 1325 protection pillar in refugee settings

The protection pillar aims at safeguarding refugee women and girls from any forms of violence including SGBV. It also looks at the extent to which national laws are protecting women and girls' rights as well as the extent to which women are protected from economic insecurities that would exacerbate their vulnerability for abuse and exploitation. Furthermore, the protection pillar in refugee setting in particular looks at how women and girls' socio-economic, psychological and physical security are met.

3.5.1. Protection from SGBV, women's and girls' rights

Findings indicate that protection is a priority in every IPs agenda. "Protecting women and children from SGBV has gained significant attention" (Individual interview with representatives of foreign charities). In all interviews with IPs and relevant government offices at federal and local level, it is clear that protecting women and children from all forms of violence and SGBV has received wider recognition. Although Ethiopia does not have a distinct policy on SGBV, the country uses international instruments such as the Declaration on the Elimination of Violence against Women. In addition, the country's revised its penal code in 2005 and domestic violence, rape, and harmful traditional practices (HTPs), are outlawed as criminal offence. Although the country has not developed a national distinct policy or strategy on SGBV, it has developed a national strategy on HTPs in 2013 as legal and policy mechanism to protect women and girls from various forms of discriminations and violations including SGBV.

At the country, national, regional, and local level, coordination committees are established and led by the MOWCYA at different level to effectively protect women and children's rights. The country has been undertaking tremendous efforts towards increasing the awareness level of community members for the protection of women and children's social, economic, and political rights through various community mobilization approaches. The most common practices community structure that closely follows up women's rights related issues at local level are the one-to-five structures. According to informants from government offices, information is often delivered to community members easily and whatever forms of abuse and exploitation is reported through the community structures. In addition to the one-to-five structures, a Community Care Coalition is also established at local administration unit, responsible for identifying women and children's needs and diverse problems, looking at local solution to address the identified needs. During the research undertaken in refugee setting, a strong coordination was observed among IPs in protecting women and children's rights. Protection of women from any forms of violence, SGBV, and also other forms of discrimination based on gender has received popular response. The interventions to protect women and children's rights in refugee setting in general and interventions geared towards protection from violence and SGBV is highly aligned with Ethiopia's legislative and policy frameworks. A review of Ethiopia's law and policy on refugees as well as on disaster and risk management reveals that protecting women's and children has been indicated as a major priority area of the Ethiopian government. As a signatory to the 1951 Geneva convention relating to the Status of Refugees, the 1967 Protocol relating to the Status of Refugees as well as the 1969 OAU Convention on Refugee problems in Africa, Ethiopian authorities strongly enhance protection mechanisms for the safety, security, and dignity of refugees in general and women refugees in particular. The Refugees Proclamation No. 409/2004 boldly asserts that special protection will be provided for

female refugees (FDRE Negarit Gazetta, 2004). It was very clear that the two policy documents boldly assert that women, children, elderly, and people with disability in humanitarian settings including refugees have special protection. This is mainly explained in terms of recognizing the unique vulnerability of these groups during humanitarian crisis and refugee settings.

In addition, ARRA established community-policing structure in refugee camps using refugee community incentive workers to follow up on security related concerns of refugees on a day-to-day basis. A key informant noted:

“ARRA also provides protection for refugees through the formal criminal justice system. Women’s need often gets priority. Concerning the legal assistance for women particularly, when they are facing family disputes, domestic violence and any forms of sexual violence, ARRA is the authority responsible to take the necessary action. Once refugees are in the refugee camp, the Ethiopian law governs them. Hence, ARRA provide any legal assistance based on need. Any criminal act, theft and child marriage is also treated according to the Ethiopian law”.

“In Ethiopia, protection is highly guaranteed for refugees. All protection related activities are undertaken by ARRA. ARRA also uses community polices composed of refugees hired as incentive to motivate them to contribute to the wellbeing of refugee community. . The community police often do camp patrolling to ensure the maximum protection to refugee community in general and women and children in particular.” (Interview with key informant representatives of UN agencies).

In refugee setting, child protection also received significant recognition. UNHCR’s child protection guideline and Ethiopia’s alternative childcare guideline is guiding the overall child protection activities. It is vividly observed that children’s unique vulnerability, their dependency for their physical survival as well as psychological wellbeing and their developmental stages are taken into consideration by all concerned IPs. Hence, efforts are underway to provide physical safety, relevant nutritious food for under five year old children, basic education, as well as vaccination and other health services in the camp setting. Very disturbingly, significant number of children among Eritrean refugees are unaccompanied and separated. As a result, IPs have different care arrangements as stipulated in Ethiopia’s alternative childcare guideline. Accordingly, Kinship care i.e. placing children with their identified extended family members; Foster care i.e. placing children by creating an artificial family setup using refugee men and women who can serve as family for children voluntarily; and Community care i.e. by putting 5-8 children in one shelter. Refugee men and women who are willing to serve as guardians for unaccompanied children are often screened by ARRA.

Refugee women’s own account about protection is mixed. On one hand, refugee women and girls reported that they feel protected from SGBV and not many incidents occur inside and outside the camps. On the other hand, they reported that they are in great fear and do not feel protected as they frequently suffer from burglary attempts. During the focus group discussion held with women and girls in the four refugee camps visited, participants unequivocally expressed that the housebreak at night obscured their sense of security and safety. Among Eritrean refugees, few women participating in the focus group discussions reported to often feel

insecure due to the doors/window knockings at night. The South Sudanese refugees on the other hand reported that burglars want their solar lamps and food items. Refugee women and girls however, let the burglars take whatever they have.

“We are in great fear as housebreak at night is common. They [thieves] come at night to take what we have. They took whatever they found. They took our utensils and food. They also took our solar lanterns. When we realize that they [thieves] are already in, we pretend as if we are asleep. If we make any move, we know they [thieves] will attack us”. (A girl participated in one girls’ only focus group discussion in Jewwi camp).

“They knock at our doors. We do not know who they are. We also hear housebreaks in the camps often. Our shelter is not strong and cannot protect us from burglary attempts. As a result, we are living in fear. We feel we are not safe in the refugee camps”. (A woman participated in women only focus group discussants from Adi-arush Camp).

Men and boys participating in the focus group discussions also echoed theft related security concerns. Similarly, IPs and ARRA representatives in the refugee camps reported that they are aware of the burglary concerns and are undertaking several investigations on the issue in collaboration with RCCs. This phenomenon however requires further research using representative sample size in order to determine the severity of the issue and to propose appropriate interventions.

3.5.2. Protection from economic insecurity

One of the indicators of UNSCR 1325 protection pillar is the extent to which women are obtaining benefits from temporary employment in the humanitarian setting. This study found out that efforts are underway to economically empower refugee women. In most cases, refugee women are given priority to work in temporary camp level employment opportunities. Despite the efforts to increase female refugee representation in the incentive works in the camps, only few assignments are awarded to women, often due to the low level of education they attained in their country of origin.

Interestingly, in community policing, which does not require any education background relatively to other incentive works, it was reported that women do not want to apply. This is explained by the specific roles that community polices are undertaking. Especially, women do not accept night patrolling, as they perceive it might compromise their own safety and security.

In addition to temporary employment opportunities in the camps, some efforts are underway to economically empower refugee women through several livelihood activities. However, the majority of IPs frequently mentioned the Ethiopian encampment policy as major factor in affecting their economic empowerment interventions. Study participants reported that refugees are not allowed to be involved in formal economic activity in the local markets as they are supposed to be staying for short period of time and not to produce and build assets. Hence, IPs livelihood activities in most refugees setting are piecemeal and not adequate to ensure the economic security of refugees. For instance, in Pugnido camps, refugees are encouraged to produce some vegetables for their own consumption. In Mayayni and Adiarush Camps, refugee women are involved through disbursement of revolving funds in small businesses i.e. camp level

kiosks and restaurant businesses. The Lutheran World Federation has a drip irrigation program in Jijiga using 7-hectare lands for both refugees and the host community members to help them produce some food items. Poultry, and goat husbandry has been introduced to help refugees produce for their own consumption. A key informant reported:

“The Livelihood project is designed to help refugee community become self-resilient. Under livelihood program, we have different projects such as drip irrigation (in Jijiga); poultry and goat husbandry to help refugees use the products for their consumption and of course to use it as IGA by selling their products among the refugees. In addition, backyard gardening, growing vegetables for their consumption is also encouraged.” (LWF).

A key informant from Adi Arush camp also noted:

“Our livelihood and food security program is in infancy stage. Because of the encampment policy, refugees are not allowed to be involved in formal economic activities. However, we are looking at options how they can use some activities to generate some income from the refugee community themselves. Hence, we are trying to establish a micro-finance activities and also biogas production and poultry. All our economic empowerment activities target refugee women”. (NRC in Adi Arush)

In general, the protection of women and girls’ physical safety as well as the one from SGBV and other forms of violence is highly incorporated in the humanitarian context and in refugee settings in particular both in terms of policy provisions than in practice. However, protection from other forms of insecurities, particularly economic insecurity, is yet to be ensured in the refugee camps. Women and girls’ fear of burglary attacks also needs further investigation in order to enhance their human security in refugee settings.

3.6. UNSCR 1325 Participation Pillar

The participation pillars of UNSCR 1325 recognizes the significant role women do play in conflict management, conflict resolution, peace building, peace keeping, and post conflict reconstruction processes including in humanitarian context. In order to understand women’s participation in decision-making role in humanitarian settings in general and refugees and non-refugee settings, this study has explored the availability of national mechanisms to increase women’s decision making role, and the extent to which peace-making efforts are gender sensitive. It has also looked into the security status of women and girls, women’s share in senior positions in managing refugee camps and other humanitarian missions such as women’s roles in conflict prevention and peace negotiations.

Findings show that women’s participation has gained significant recognition by the Ethiopian government in policy and program implementation processes. As a result, progresses have been shown in women’s participation in all socio-economic and political processes. Participation of women in decision making process is also indicated as one of the major strategic targets in the forthcoming GTP II. At national level, MOWCYA’s developed a gender-mainstreaming manual that offers a perspective and relevant guideline to increase women’s participation and

representation in all development and humanitarian activities at national, regional, and local levels. A recent gender profile conducted under the auspices of UN Women shows increasing trend in Ethiopian women's representation in politics and decision-making positions as well as in the executive and judiciary branches of government. For instance, women's shares of seats in parliament has increased from 21.4% in 1995 election to 38.11% in the recent 2015 election¹¹. The number of women's representatives in the leadership position of executive branch has increased from 13% in 2005 to 16.5% in 2012 and women's representation in the Cabinet increased from 7% in 2005 to 13% in 2014. The same report shows that women's representation in the judiciary currently stands at 30%. Significant increase in the representation of women judges at federal and regional level courts has been observed. There is also an increase in the participation of women in Regional Councils (UN Women, forthcoming, pp. 23-24). Key informant from MOWCYAs reported:

The participation of women in all socio-economic and political process and their equal representation in decision-making apposition has been the prime focus of the ministry. In GTP II, women's participation is a standalone pillar gender will be mainstreamed across the other pillars. For instance, in the 2015 election, we achieved almost to have 40% women's representation in the parliament. We also use our horizontal coordination with all government ministries to ensure women's participation in major socio-economic, justice, and governance related issues”.

Women's participation in all peace culture building process and conflict prevention, management and resolution is also gained significant popularity. MOFA's gender mainstreaming guideline explicitly requires increasing women's participation in its peace related initiatives as well as the ministry's effort in conflicting mitigation processes.

A key informant from MOFA noted:

“We have a gender mainstreaming guideline that help us to ensure that women's needs and issues and incorporated in every peace culture maintenance efforts and conflict management processes. We are also tremendously working to increase women's participation in all committees that are working in peace culture building and conflict prevention efforts. We have a joint committee comprising women, youth, elderly, and religious leaders. Currently, in all the joint committees in the country, we have achieved women's representation and we are anticipating 40% female representation”.

In relation to the participation of refugee women, all key stakeholders in refugee coordination and administration processes unequivocally affirms that measures are put in place to increase women's participation in their organizational and refugee related programmatic dimensions in key leadership and governance structures.

¹¹ Ethiopian News Agency, June 2015, Representation of Women in Parliament Will Boost their Participation in Dev', Democracy - See more at: <http://www.ena.gov.et/en/index.php/politics/item/1088-representaion-of-women-in-parliament-will-boost-their-participation-in-dev-democracy#sthash.BEUwjWPd.dpuf>

At organization level, almost all IPs reported that they have achieved better representation of female staff in leadership and governance structures at head office and regional coordination office level. Despite the efforts to increase female staff representation at camp level, the result so far is not encouraging. This is mainly explained in terms of lack of adequate female applicants because of the physical and natural environments as well as locations of refugee camps. In most cases, organizations receive no applications for most of their vacant positions at camp level from female candidates.

Data on women and girls participation at programmatic level in refugee settings show mixed results. On one hand, all IPs require a 50% women's representation rate in all governance related structures of refugee related community structures. On another hand, the reality on the ground does not reflect this expected quota. Despite the requirement and efforts to bring women on board, refugee women are yet to be actively engaged in the governance structures at all level. During the data collection, it was observed that refugee women are not equally represented in the Refugee Central Committees (RCCs)¹², which is the highest community structure in refugee settings. RCCs are often involved in major decision making processes in planning, implementation, and monitoring and evaluation processes.

A chairperson of the Jewwi refugee camp RCC explained why women are not equally represented as follows:

“In our RCC, we have 30 active members and only one is a woman. Our culture does not encourage women to participate in the decision making process. They have to remain at home looking after children and the family. As a result, women themselves also do not want to commit in RCCs a committee member. In the camp, women have their association, for them to actively participate”. (Jewwi camp)

Similarly, in refugee camps where Eritrean refugees settled, women's representation in the community level governance structures is very low. Here, the number of female refugees is lower compared to their men counterparts. The use of culture as a justification to men's disproportionate representation in South Sudanese refugee camps where men constitute nearly 70% of committees' members highlights the deeply rooted power imbalance and unequal relationship that require comprehensive intervention to transform the prevailing status quo.

The mismatch between the expressed commitment of the IPs in increasing women's participation in all camp level governance structures and the practicability of the principle is highly acknowledged by IPs. Women's low-level participation is explained in terms of women's socio-economic and political status in their country of origin. After observing the gap in women's representation in decision-making and governance among Eritrean and South Sudanese refugees, attempts were made to understand their women's socio-economic and political status in their country of origin. Available data shows that despite Eritrean women's active engagement during the liberation struggle, currently Eritrean women are less represented in key socioeconomic and political position¹³. According to the World Bank, the proportion of women in the Eritrean

¹² RCC is the highest community governance structure at refugee camp level where ARRA and other IPs communicate and make several decisions (social and economic) regarding refugees.

¹³ International Institute for Democracy and Electoral Assistance (2007). The Arab quota report selected case studies. Available at http://www.quotaproject.org/publications/Arab_Quota_Report.pdf

parliament is 22% since 2010¹⁴. Although the lack of comprehensive data on the situation in South Sudan after the country's independence in 2010, the 2012 South Sudanese comprehensive gender assessment shows that women's participation in governance is very low. The explanation given is related to women's low education background and civic awareness, poverty and socio-cultural beliefs (Multi Donor Trust Fund & Government of Republic of South Sudan [MDTF & GRSS], 2012)

Taking women's poor representation rate in camp level joint committees, a women association structure is put in place to offer women the opportunity to raise their voice regarding their physical and socio-economic wellbeing. Despite its contribution to empower women, establishing women focused association will have significant negative impact in maintaining the stereotypical women's position. Focus group discussion with women and adolescent girls as well as boys and men revealed that the camp administrators often promote women's participation. However, girls and boys are not encouraged to participate and share their issues in the camp meetings because of their age. The following accounts of girls and boys show how they perceive they are neglected:

“Girls never have been invited to attend any meeting. No one has asked us about our needs and priorities, not even about our playing material needs such as balls. We do not have any recreation materials” (Representatives of girls' only focus group discussants, Jewwi camp).

“This is the first time for us to be invited to attend a meeting no one has talked to us in the past. We have a lot of problems...” (Representatives of girls' only focus group discussants, Pugnido camp).

“Since we came to this camp, we never attended school. This is because there is no school for us. Some of us finished grade 10 before we came here [Ethiopia]. No one seems interested to listen to our problems”. (Representative of boys' focus group discussants, Jewwi Camp)

Despite the unequal representation of women in decision making processes at all level, refugee community members are aware that all organizations are promoting women's rights to participation. Some men even expressed their frustration because of the emphasis given to women' priorities. For instance, in men only focus group discussions, three men reflected that women are the most privileged group among refugees. One participant reported:

“Women are the most privileged group. As a result, they have stopped listening to us. Previously, before our arrival, we [men] were actively generating income and we were the ones who provide support for the family. Now, we [men] are not allowed to work. We are dependent on the food aid. Women now have lost the respect for us. If we hit them, they will go and report. And the police are very bad, so we are living in fright” (Representatives of men only focus group discussants, Jewwi camp).

14 World Bank (n.d.). Proportion of seats held by Women in national parliaments. Accessed from <http://data.worldbank.org/indicator/SG.GEN.PARL.ZS>

The emphasis given to increase women's participation in leadership and governance structures at all level has yielded good result in terms of creating an opportunity for refugee women to get exposure to public discourse. However, the traditional gender power relations deeply entrenched within the socio-cultural and psychological processes are camouflaging genuine women's participation in leadership position. As a result, it has limited women's role in contributing in the governance structure in refugee related interventions. Furthermore, it was observed that IPs are not able to enforce the 50% female representation rate in the refugee camps. This suggests that IPs should strengthen their efforts and deal with the root causes of women's subordinate status. This refers to transforming the patriarchal ideology that inhibits women's ability to challenge men's power at household and community level.

3.7. UNSCR 1325 Relief and Recovery Pillar

The relief and recovery pillar looked at the distribution of basic social and protection services to women and girls, the extent to which the overall service delivery incorporate gender perspectives, and the extent to which the particular needs and interests of women and girls in the design of programmes and structures in refugee camps as well as the provision of health, education, and access to economic opportunities.

Findings indicate that the government of Ethiopia and humanitarian partners are undertaking relief and recovery activities jointly. In order to effectively respond to the humanitarian needs of the country, the DRM-FSS office coordinates and undertakes rapid assessment twice a year in collaboration with humanitarian partners. The outcome of the assessment is often used to determine the humanitarian response at national level. Based on the assessment report, DRM-FSS will begin to mobilize resource and develop the strategy on relief and recovery under the principle of linking the humanitarian assistance with development activities. According to the DRM policy, free emergency relief assistance is provided only for poor elderly, pregnant and lactating women, people with disability, and people who are unable to work because of illness (DRM-FSS, 2013).

Relief and recovery service for refugee community however is not linked to development activities. Refugees pass through registration and screening process as part of protection services and after completed the registration and received the refugee status, are entitled to receive humanitarian assistance such as food, shelter, preliminary health check-ups, water and sanitation irrespective of their gender, age and religion. Under the leadership of the government of Ethiopia and through the coordinated efforts led by UNHCR and other partners, basic services are provided as immediate response and on regular basis. Once refugees are encamped, various socio-economic services such as education, health, skills training, livelihood and food security, environment protection related activities would be provided based on the available resources.

Findings indicate that the relief and recovery related activities are gender sensitive. For instance, during registration and screening, women are recognized as individuals and not as members of household. Registering women as individual refugees is part of the protection mechanism to increase their safety and security as well as ensuring women's human rights. Most IPs indicates that if women are not registered as an individual, they will not receive relief assistance, which increases their vulnerability to various types of exploitations. Furthermore, women and girls

receive priority in all service delivery processes. For instance, during distribution of food, women will receive their ration before men. Pregnant, nursing women, and women with small children get supplementary nutritious foods. Women and girls biological differences are taken into consideration and a dignity kit¹⁵ is often provided for women and girls periodically. Refugee women and girls are also recognized when organizations are undertaking some initiatives to meet their needs. The witnesses accounts of women and girls participating in the focus group discussions shows how the relief and recovery process recognizes their unique practical gender needs:

“During food distribution, the food committee gives priority for women so that they will not be in the queue. Pregnant women and women with babies will receive their ration and they also get additional foods like beans and milk when it is available. This is good for women: (women and girls only FGD participants in Pugnido camp).

“They give us some materials like sanitary pads, pants and soap that are not provided for boys and men. We also have a centre where we [women and girls] can only meet and share our concerns” (Women and girls only FGD participant in Adi Arush camp).

Although the reporting of SGBV cases is minimal, findings also indicate that survivors of sexual and gender-based violence receive special treatments through recovery processes and economic empowerment programs as well as receiving priority in resettlement processes.

In general, despite the efforts that are underway to meet women and girls’ specific needs and priorities during the relief and recovery processes, refugees are critically expressing their grievance about the irregularity of distribution of basic services and supplementary food items in terms of the timeliness and inadequacy. Furthermore, girls and boys participating in the focus group discussions mentioned the unavailability of high school education as one of the major limitations of the recovery processes. In Mayayni and Adiarush camp, young boys and women also reported that the skills training programs are unable to recognized refugees’ own preferences. These suggest the need for further assessment of refugees’ service satisfaction using representative sampling for better implementation of socio-economic related services for better outcomes.

3.8. Good practices in gender mainstreaming in refugee setting

The assessment on the UNSCR 1325 in refugees setting revealed good practices that could be strengthened and replicated in other humanitarian and development interventions. However, there are still several challenges that hamper the effectiveness of the gender mainstreaming efforts in refugee related interventions.

3.8.1. Good practices

Findings underlined the existence of a strong high-level coordination between the government and the different stakeholders working on the humanitarian response. ARRA, as a government agency mandated to manage and coordinate refugee related affairs, is visible at camp level as an

15 A dignity kit female napkin, soap, and pants adequate for three months and distributed once in a quarter.

IP. This facilitate UN agencies, as well as foreign and resident charities to closely and jointly plan, implement, monitor and evaluate the different interventions undertaken in the humanitarian setting. This has also enabled the existence of relative coherence and collaboration to enhance refugees' wellbeing. Hence, problems arising at camp level get immediate solution and issues are discussed through the regular coordination meetings. As a result of this clear and agreed division of labour, a clear service mapping has helped IPs to use referral system in order to maximize refugees' welfare.

Furthermore, the relative high gender sensitivity and consciousness helped all IPs to making some efforts to include women's needs in all refugee affairs interventions. This has been complemented by the development of common guidelines promoting gender mainstreaming within the humanitarian response such as the IASC guidelines on SGBV, as well as the existence of different specific gender policy within the different humanitarian organizations.

3.8.2. Challenges

Refugee interventions are not without challenges. Several obstacles hamper IPs efforts towards successful gender mainstreaming. Firstly, refugees are still influenced and guided by their traditionally held belief of gender power relationship. These beliefs and practices in perpetrating hierarchical and imbalanced power relations made challenging for women to assume decision-making role through participating in joint committees. Furthermore, the traditional norms and values related to refugees' gender relation has hampered their ability to fully exercise their human rights. This is clearly evidenced in the low disclosure rate of SGBV incidents to the respective formal bodies, which in turn affects their ability to reduce the physical, psychosocial, health and economic consequences of SGBV.

Secondly, most IPs currently working with refugees (i.e. ARRA, UN agencies, foreign charities, and Ethiopian Resident Charities) do not have good representation of female staffs at camp level. Lack of equal women's representation in the public discourse around refugee camp, where refugees continuously interact with IPs, reinforces refugees' beliefs and practices on imbalanced gender relationship at all level and exacerbated the representation of men in relevant community governance structures including RCCs.

Increasing the participation of female employees in all organizations at all level could play a significant role in changing the attitudes of refugee women and girls to aspire for public domain and decision-making positions. Furthermore, it would help to challenge the deep-rooted attitude and practice towards women's ability to assume decision-making and leadership positions.

Thirdly, the relief and recovery efforts are often hampered by the lack of adequate resources affecting IPs ability to offer adequate and relevant socio-economic services that helps to reduce women's and girls' vulnerability and insecurity amid their frustration concerning the unpredictability of their future.

3.9. Conclusions and recommendations

This study aims to assess the level of implementation of the UNSCR 1325 in the humanitarian response in Ethiopia, taking refugees settings as case example. Through a critical review of the existing policies and institutional framework in conflict prevention, peace building and security, focusing in particular on humanitarian and refugee setting, this assessment shows that neither NAP's nor integration strategies are sufficient to concretely translate and implement the UNSCR 1325. Based on the findings of the assessment of refugee setting using the four basic UNSCR 1325 pillars, this section discusses the conclusions drawn from the findings and offers key recommendations for effective implementation of UNSCR 1325 in Ethiopia.

3.9.1. Conclusions

Despite high-level commitment towards sustainable socio-economic development at policy and programmatic levels, Ethiopia has not yet prepared distinct policy on peace building in general and a separate NAP to implement the UNSCR 1325 that offers relevant framework to mainstream gender in the national peace and security agenda. Furthermore, formal dialogue and discussions on the process of harmonization and alignment of UNSCR 1325's fundamental provisions in the Ethiopia's major policies and strategies did not take place so far. This in turn, indicates the lack of systematically designed approach into the implementation of UNSCR 1325 with clear monitoring and evaluation indicators. The country had the opportunity to integrate elements of the 'women peace and security' agenda in its foreign relation and national security policy and strategy document that was adopted in 2002, two years after the adoption of UNSCR 1325. Ethiopia's foreign and national security policy and strategy document highly emphasizes and reflects the traditional conceptualization of national security that fixated itself on threats to a state's borders. Although the policy acknowledges poverty, backwardness, and infancy of Ethiopia's good governance system, a critical review shows that the policy document has yet to offer a comprehensive understanding of human security in general and gender sensitivity in particular. The Ethiopian national foreign relations and security policy has failed to show the content and process related to the gendered dimensions of security/insecurities that evident and daily experience of people in humanitarian settings.

Although UNSCR 1325 has never been referred as a guiding framework or principle, women's issues are mainstreamed in the country's peace culture development process as well as in the early warning system and response to conflict at all levels. Furthermore, efforts are underway to mainstream gender in Ethiopia's peacekeeping role at regional and global level. Although the numeric representation of female Ethiopian peacekeepers is small, Ethiopia still ranks first globally in sending female peacekeepers. Qualitative data from Ministry of Defense shows that representation of women in Ethiopia's policy and army is significantly increasing although data is not available to show the exact numeric representation of women in the police and defense.

Women's issues received significant recognition in humanitarian and refugees settings, both at policy and practice level. This has been achieved through the Ethiopia's continuously expressed interest to ensure gender equality and women's empowerment in key legislative and policy documents as well as institutional readiness. Accordingly, the increased commitment of MOWCYA in enhancing the capacities of sector ministries to develop specific gender mainstreaming guidelines, yield relevant outcomes by addressing the diverse gender needs of

women and girls in all development strategies as well as humanitarian interventions. Hence, the gender mainstreaming guideline that MOFA developed helped the inclusion of women to some extent in peace building efforts in situations where there is inter and interethnic conflicts in the country. Furthermore, Ethiopia's DRM policy as well as the refugee proclamation guaranteed maximum protection for women and children as well as people with disability and elderly people.

Ethiopia's gender mainstreaming and women's empowerment agenda emanates from the constitution. However, Ethiopia as a member of the international community has ratified the Convention on Elimination of All Forms of Discrimination Against Women (CEDAW), Declaration on the Elimination of all forms of Violence Against Women (DEVAW) and also adopted the principles of the 1995 Beijing Platform for Action (BPA). As part of the commitment to these international conventions and principles, Ethiopia submits periodic reports. International humanitarian law guides all IPs refugee related interventions. In addition, most IPs also have gender policy that offer them important framework to include women's unique gender needs into their day to day intervention. Furthermore, IASC guideline for the integration of SGBV is found to be instrumental to the prevention of SGBV and establishments of response mechanisms in refugee settings.

Although it cannot be attributed to the existence of UNSCR 1325, all refugees' related interventions are in line with the elements indicated in the prevention, protection, participation, and relief and recovery pillars of UNSCR 1325. However, gaps in ensuring the four pillars of UNSCR 1325 have been observed. This includes:

- **Prevention pillar:** Interventions are still predominantly focused on SGBV prevention and neglect the overall gender power imbalance and prevalent gender inequalities as major cause of SGBV, This could be prevented through comprehensive interventions. Furthermore, disclosure of SGBV is not common despite the favorable environment that IPs provided through prevention and response related interventions refugee setup.
- **Protection pillar:** Women's and girls' fear for personal safety at night and economic insecurity are factors affecting refugees women and girls
- **Participation pillar:** In spite of efforts to increase women's participation, IPs often are not able to enforce the scheduled 50% women participation rate Furthermore, adolescent girls are not often included in any discussions and the youth association is predominantly controlled by male youth.
- **Relief and recovery pillar:** All basic socio-economic services are criticized for the inadequacy, irregularity in terms of timelines and quality. Furthermore, recreational services are almost inexistent for adolescent boys and girls in Gambella. In addition, the relief and recovery services lack specific provisions on women and girls' social, psychological, economic and political empowerment. Existing economic empowerment initiatives are not adequate to the requests and needs of women and girls.

In general, the lack of a distinct NAP on UNSCR 1325 and its subsequent resolutions or the lack of clear integration strategies to harmonize the principles of UNSCR 1325 into Ethiopia's existing security and DRM policies and strategies, obstructed Ethiopia's effort and achievements in promoting gender mainstreaming in peace and security agenda. In addition, the efforts to

reduce the impact of conflicts and SGBV's effect on women and girls, protect women from various physical, socio-economic, and political insecurities, as well as promote women and girls' participation at national, regional, and local level cannot be attributed to the provisions of UNSCR 1325. Furthermore, Ethiopia's recognition of addressing women and girls' unique needs and problems in relief and recovery efforts in all humanitarian interventions including refugee settings cannot be attributed to Ethiopia's commitment to implement UNSCR 1325. Only by default, the four pillars of UNSCR 1325 resulted to be aligned with Ethiopia's legal and policy provisions and strategic approach in mainstreaming gender and women's empowerment issues in all social, economic, and political spheres.

3.9.2. Recommendations

The implementation of UNSCR 1325 is vital as Ethiopia has a crucial role in maintaining peace internally through conflict management and resolution and it has also involved in peacekeeping mission at regional and global level. In addition, as one of the countries hosting the greatest numbers of refugees, and dealing with natural disaster threats, the implementation of UNSCR 1325 in humanitarian setting is crucial. Furthermore, Ethiopia's active involvement as a global ally in the war against terror necessitates to boldly strengthen and enhance women's role and participation in the peace and security agenda. Hence, the following recommendations, based on the assessment findings, are put forward using two relevant dimensions i.e. policy and programmatic. The recommendations below provide specific activities and strategies for strengthen the implementation of the UNSCR 1325 in humanitarians and refugee settings with means of verification.

Issues	Activities	Strategies	Means of verification	Responsible bodies
Policy	<ul style="list-style-type: none"> • Initiate national level harmonization and alignment process (with MOWCYA, MOFA, and Ministry of Foreign Affairs) for the integration of UNSCR1325 elements in existing security and DRM policies through development of clear strategies • Engage with relevant Ethiopian Ministries (MOWCYA, MOFA, Ministry of Foreign Affairs, DRM-FSS, and ARRA) to develop clear accountability strategy and mechanisms; 	<ul style="list-style-type: none"> • Policy dialogue forums • Technical and financial capacity building • Mainstreaming gender issues in policies, regulations and guidelines 	<ul style="list-style-type: none"> • Outcome from the policy dialogues carried out on women and peace security agenda (n. and type of attendants, recommendations and actions points documents issued, discussed reflection on the development of a NAP.); • Reports from Federal regional and local levels on trainings carried out in relation to integration of UNSCR1325 in humanitarian settings at federal, regional, and local levels; Progress and financial report from MOWCYA in relation to interventions on women, peace and security resolutions 	<p>UN-Women/DGGE</p> <p>MOWCYA</p> <p>UN-Women/DGGE</p>
Program	<ul style="list-style-type: none"> • Strengthen gender mainstreaming in MOFA's efforts in the implementation of peace culture and conflict prevention programmes; • Strengthen IPs capacities to integrate UNSCR1325 within their interventions in humanitarian and refugee settings 	<ul style="list-style-type: none"> • Technical and financial support to MOFA and other relevant institutions • Tailored trainings for MOFA and IPs to provide proper technical support 	<ul style="list-style-type: none"> • Reports from IPs on the type of technical and financial support provided • IPs technical and strategy document where gender is better mainstreamed • National frameworks on peace and security, conflict prevention, humanitarian response etc where gender is better mainstreamed 	<p>UN Women/DGGE</p>

<p>Prevention pillars</p> <ul style="list-style-type: none"> • Focus on empowering women and girls and men and boys through sensitization and training activities Topics to be included: gender power relations, demystifying masculinity and femininity, gender equality, women’s human rights); Life skills (creative thinking, self-assertiveness, problem solving, communication skills, self-control, diversity management...); • Adopt and implement relevant SGBV preventions approach/model that have evidence in effectively transforming social norms 	<p>Capacity building for IPs to effectively raise awareness on overall gender equality concerns.</p>	<ul style="list-style-type: none"> • Evaluation report from IPs on the increased internal awareness after the received capacity building trainings • Evaluation report from IPs on the outcome of the awareness raising interventions; • Evaluation reports 	<p>UN-WOMEN, IPs</p>
<p>Protection pillar</p> <ul style="list-style-type: none"> • Establish community mechanism/structure: to support the victims and prevent their stigmatization and exclusion from the socio-economic life of the communities); • Legal protection: reduce the time required for case processing in the criminal justice system; • Capacity building for traditional leaders to see sexual offence as crime and facilitate the reporting to the criminal justice system; • Strengthen the security of child headed and female headed refugees household; • Strengthen women’s economic security 	<ul style="list-style-type: none"> • Institution building in refugee camps • Comprehensive interventions • Economic, social, political physical etc,,, Specific interventions to bridge identified gender gaps 	<ul style="list-style-type: none"> • Survey report from IPs on community level interventions on the effort made to increase women’s participation in peace building culture and conflict resolution from community structure; • Report, surveys and studies from local criminal justice system on type of technical support provided • Type of economic empowerment and livelihood promotion interventions; 	<p>UN Women/IPs</p>
<p>Participation pillar</p> <ul style="list-style-type: none"> • Empower refugee women on leadership and decision making issues and promote their involvement in the governance structures at all level • Establish reinforcing mechanism to make effective the 50% women 	<ul style="list-style-type: none"> • Capacity building; • Quota system to reinforce women’s participation; • Quota system to represent adolescent girls 	<ul style="list-style-type: none"> • Report on the number of workshop on leadership and decision making for women and girls; • Report on % of women refugees represented in RCCs; 	

	<p>representation rate in RCCs;</p> <ul style="list-style-type: none"> • Involve young girls and boys in various refugee related meetings and structures; • Establish different mechanisms to attract female staff employees at camp level. 	<p>and boys in decision making processes;</p>	<ul style="list-style-type: none"> • Report on % adolescent girls and boys represented in RCCs; • Report on % of female employees at camp level for all IPs 	
	<p>Relief and Recovery</p> <ul style="list-style-type: none"> • Strengthen existing economic empowerment activities and initiate economic empowerment activities in new refugee camps according to the assessed need of the refugees' population; • Relevant skills training for refugees targeting their future socio-economic empowerment; • Engage out of school young men and girls in various socially recognized activities; (recreational: sport, art, training activities....); • Increase transparent discussion on the timing of transfers of basic provisions 	<ul style="list-style-type: none"> • Technical and financial support for economic empowerment initiatives; • IPs and refugees dialogue 	<ul style="list-style-type: none"> • Report on the type of economic empowerment initiatives for refugee women and on the % of women, young girls and boys involved; • Report on number of transparent discussions carried out between IPs and refugees • Report on number of recreational facilities established at camp level 	

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Annex I. Major questions in relation to the four pillars of UNSCR1325

Pillars of UN SCR1325	Specific Questions
Prevention	<ul style="list-style-type: none"> • What is the prevalence of sexual and gender based violence in Ethiopia – type of violence, statistics on the prevalence of the various types of violence, the number of referred cases for prosecution and level of accountability for reported cases. • What are the national laws, policies and institutions in place that address violence against women and girls? • What is the status of implementation of these laws and policies and the effectiveness of the institutions? • Is there a refugee policy in place? If so does it look at issues of women’s rights in line with UN SCR 1325? • To what extent are refugees aware of violence against women and their rights with regards to prevention of sexual violence? • Is there any mechanism that is developed to prevent the occurrence of violence against women in general and sexual violence in complex humanitarian setting? • Is there any mechanism put in place to report on violations of women and girls’ human rights? If reported, how many are referred and investigated by human rights/justice bodies? • To what extent are measures to protect women and girls’ human rights included in directives issued by heads of camp security personnel and police components of peacekeeping missions? • To what extent are measures to protect women’s and girls’ human rights included in national security policy frameworks • Are security, justice and health institutions trained on SGBV prevention and management?
Protection	<ul style="list-style-type: none"> • To what extent national laws to protect women and girls’ human rights are in line with international standards? Are there national laws to protect women’s rights with particular reference to humanitarian setting? • What roles do girls and women play in prevention and protection from violence? • To what extent women are obtaining benefits from temporary employment in the humanitarian setting (mechanisms developed to economically empower them) Hours of training per capita of decision-making personnel in security and justice sector institutions to address cases of sexual and gender-based violence • What is the percentage of women in decision-making level in the justice, health and security institutions?
Participation	<ul style="list-style-type: none"> • Are there any mechanisms in line with the Security Council Resolution main component to increase women’s decision-making role in humanitarian setting? • Are there national mechanisms to increase women’s decision-making role in the protection of women in humanitarian setting?

	<ul style="list-style-type: none"> • To what extent peace agreements are gender sensitive with specific provisions to improve the security and status of women and girls? • What is women’s share of senior positions in managing refugee camps and any humanitarian missions? • Are refugee women in management positions provided with any training? • What are the statistics of Ethiopian women in senior level positions in peacekeeping – police, army, etc? • What is the percentage of women in senior level positions in the judiciary, police, army etc.? • What is he percentage of women in the legislature and executive in Ethiopia? • Do women participate in any decision-making processes in responding to humanitarian settings?
<p>Relief and Recovery</p>	<ul style="list-style-type: none"> • What type of services is available to address the unique needs of women and girls vis-à-vis men and boys? • To what extent the overall relief and recovery strategies are gender sensitive? • If gender sensitive, what measures are designed to take into account the particular needs of women and girls in the design of refugee camps and settlements? In the provision of health, education, and access to economic opportunities? • What is the percentage of humanitarian funds allocated to women specific activities?

Annex II. Interview guide

Assessment on the Implementation of UNSCR 1325 within the Humanitarian setting in Ethiopia: Interview guide

I. Refugee women and girls

Overview

- Would you please share with me your experience in refugee camp becoming a refugee?
Probe: What was the major cause that pushed you decide start the journey? Would your experience be different if you were a man/from a wealthy family, certain ethnic or religious group? What was the most challenging experience?
How did you cope with the challenges and the traumatic situations you have been through?
- How do you relate with men/boys refugees? (Probe: equal access to services (social, economic, psychosocial)
- Do you remember an incident where you specifically involved in making women's/girls concern heard after your arrival in the camp?
- Would you please describe your overall understanding of the refugee environment/setting
Probe in relation to refugee employees, security officer and in relation to the host population?

Prevention, participation, and protection

- What does violence against women and girls mean to you? Are you aware of violence against women in general? What about sexual violence?
Probe: Understanding of what constitutes sexual and gender based violence
Who often perpetuate violence?
Who is the victim in most cases?
What are the potential causes of violence?
What is consequence?
- What kind of services /are available to prevent violence against women in general and sexual violence in particular inside and outside the refugee camp?
- Who provides specific services
Probe: prevention services (awareness raising, security etc.)
Psychosocial service, health services (PEP treatment), legal aid
Economic services/ mechanisms that are developed (This is not clear, may be you need to rephrase it?)
- What would you do if you experience sexual violence?
Probe: Where do you go to report cases of violence?
Is there any mechanism put in place to help refugee women and girls report on violations of women and girls' human rights?
- Is there any community level response to prevent violence against women and girls?
If yes, what is the role of men and women?
- Can you tell me your involvement in the overall refugee camp administration?

- Are there camp coordination committees? If yes, can you tell me the level of women's representation and participation, to what extent is their voice heard?
- What roles do girls and women play in prevention and protection from violence?

Relief and Recovery

- What type of services is available to address the unique needs of women and girls vis-à-vis men and boys?
Probe: Social, biological, economic, and psychosocial rehabilitation
- Would you please describe how your particular needs as women and girls are included in the design of humanitarian responses and provision of health, education, and access to economic opportunities? Also participation in decision making
- Would you please describe the extent to which economic resources reach women and men?
- Have ever experienced discrimination and stereotyping during your stay in refugee camps? What did you do about it?
- Are there opportunities for women to acquire skills in non-traditional fields such as?

II. Refugee men

- What were the factors that led you becomes refugee?
- What was your experience in the process? How would you describe a refugee setting?
- Please tell me how your life and that of your family was affected after arriving to the refugee camp?
Probe: the immediate humanitarian assistance? Type of support?
What are your major security threats inside and outside the refugee camp?
- Are there any mechanisms put in place that you can use to ensure your safety and security?
- How would you explain the experience of women and girls in refugee camps?
- To what extent are refugees involved in the design of different projects and in the provision of services?
- How would you describe refugees' relationship with host community members?
- How well the refugee camp administrators includes refugees in the design of refugee related services? Probe is the situation is different for women and girls? If yes, how is different for women and girls?
- Do men and women refugees involve in any conflict management processes in refugee setting concerning their country of origin?
Probe: if there is difference between women and men's involvement in conflict management /transformation and peace building?
- In your experience, how well is the refugee camp organized to ensure the safety and security of refugee community? Is the situation different for women and girls?
- What does VAW/G mean to you, can you tell me what kind of violence are prevalent in refugee camps?

III. Host community members

- Can you tell me about the community's view regarding refugees?
- What has been working well in terms of managing refugee and host community relationship?
Probe: benefits/gains for the host community; major challenges that affect the relationship?
- What mechanisms are there to nurture positive relationship between refugee and host community?
- How does the community react if a woman or girl refugee experience violence by a community member? OR reverse, when a girl from the host community is violated by a refugee?
Probe: if the response varies if the victim is their member?
Probe:
- Is there any community level structure that handles conflict between refugees and community members? If yes, to what extent are women aware of the availability of the services and do they use the services? What is the role of women in conflict management, peace making and negotiation process?

IV. Camp managers

- Are you aware of the UNSCR 1325? Is there any specific strategy to mainstream gender that relates to UNSCR 1325? What is it about?
- Have had any gender training? If yes, what kind of training and how do you apply the knowledge?
Probe: Do you often consult women and men to identify their priorities and needs?
- What mechanisms do you have to ensure the human rights of women and girls in refugee camp and outside the refugee camp?
- What is women's share of senior positions in managing refugee camps and any humanitarian missions
- Are there women at senior positions in camp management?
- To what extent are gender issues are addressed in refugee camps?
- Do camp managers/staff receive gender related training?
- What are the main gender issues in managing the refugee camp? (If some gender issues are mentioned)
Probe: how did you identify them?
- Do you mainstream the identified gender issues in the camp? If yes, to what extent refugee camps are gender sensitive?
Probe: what specific examples can best show the extent to which gender issues are identified and mainstreamed in humanitarian context?
- What security concerns do women and girls have inside and outside the refugee camp?

- If violence is a security threat to women and girls in and outside of the camp, what mechanisms are available to prevent and protect them from VAW?
- Do you have any reported cases of violence? If yes, tell us the process of reporting and response given to the case?
Probe: Which organizations are involved in handling gender-based violence/violence against women and girls?
Probe: Have women and men been involved in the design of any initiative to address their security concerns inside and outside the camp?
- What mechanisms are there to ensure women's equitable access and control over resources/benefits?
Probe: do women equally participate in decision-making?
Probe: Are there community based structures within the camp? If yes, to what extent women are represented? How that relates to camp administration? What is the representation of female employees in refugee camp management?
 - What mechanisms are put in place to capacitate women and girls so that they can assume leadership role?
 - What about the capacity building measures for camp formal staff members?
- How do you ensure that the diverse needs of women (based on age, disability, education background, marital status, health, economic, ethnic and religious status) **probe:** to what extent the different women's needs, priorities, and interests are addressed?
- To what extent you involve women's organizations (CSOs) involved in designing gender related issues in managing refugee?

V. CSOs working with refugees

- What is the role of your organization in relation to refugees in humanitarian setting?
- Does your organization mainstream gender in its humanitarian intervention? If yes, how and what tools do you use to identify gender issues in humanitarian setting?
- What mechanisms are put in place to help your organization become gender sensitive?
- Does your organization make reference to UNSCR 1325 as a framework to mainstream gender in humanitarian assistance?
If yes, Probe: what type of gender related interventions your organization is undertaking in relation to the prevention, protection, and participation of women in conflict resolution and peace building processes?
To what extent women refugees are involved in the governance of refugee coordination and management?
- Can you tell me the major security concerns of refugee community?
Probe: threats to women's and girls as well as men's and boys human security?
- Based on your observation, do refugee women involve in conflict management and peace building in their own country? If yes, how are they involved?
- To what extent CSOs work with refugee camps closely work with locally and at national level?
Probe: Are there any bottlenecks that hinder your organization from working in refugee?
- What kind of services does your organization provides to prevent, protect, and rehabilitate refugees?
- Is there any preferential treatment to girls and women refugees? Why?

- Do you implement any women and girls specific activities, if so what are they and what percentage of your total activities?

VI. Government organizations working with refugees

- Are there any mechanisms aligned to the Security Council Resolution particularly in relation to main components?
Probe: any mechanisms that geared to increase women's decision-making role in humanitarian setting?
- What national mechanisms are there to ensure women's participation in any decision-making processes in responding to humanitarian settings?
- Are there national mechanisms to increase women's decision-making role in the protection of women from violence and discrimination in humanitarian setting?
- To what extent does Ethiopian government ensures peace agreements to be gender sensitive?
Probe: in interethnic conflicts within Ethiopia; with specific provisions to improve the security and status of women and girls during and after conflict?
- To what extent Ethiopian government make sure that Ethiopian peacekeepers are aware of women's peace and security concerns?
- What is the percentage of women in senior levels in Ethiopian police and military peacekeepers?
- What mechanisms are there to enhance Ethiopian peacekeepers as well as security personnel around refugee camps become gender sensitive and address the unique needs of women and girls?
- What mechanisms are put in place to make women's concern a priority in any humanitarian settings?
- To what extent are women represented among mediators, negotiators and technical experts in formal, as well as in official observer status peace negotiations?
(Using the South Sudan and Somalia case as example)
- Is there any mechanisms by which a government official will be held accountable if it does not deliver on what he/she supposed to do?

VII. UN agencies

- How do you explain the peace and security situation in humanitarian context in Ethiopia?
- Can you tell me your agency's role in ensuring women's peace and security concerns in Ethiopia?
Probe: if the agency promotes women's participation and access to basic services and particularly girls' involvement in socio-economic processes
- What kind of capacity building initiatives do your agency provides targeting refugees?
- Does your organization does have any program that respond to UNSCR 1325?
- Specific measures in line with the Security Council Resolution main component to increase women's decision-making role in humanitarian setting?
Probe: specifically in relation to conflict management and resolution? Peace keeping and sustainable peace building? Post conflict reconstruction processes?
- What specific measures/tools/framework guide your agency to mainstream gender in humanitarian setting?

- What do you think are women's peace and security priorities? What could be their role?
- To what extent your agency promote and support women to assume leadership and decision making of humanitarian process?
- To what extent does your organization includes gender concerns in humanitarian setting?
- Does your agency involved in any peace related initiatives that involves refugee women and girls, men and boys? (The conflict situation could be inter and intra ethnic conflict within Ethiopia)
- If yes to the above questions, to what extent are women participating at the peace talks based on the specific conflict in their countries of origin?
- What percentage of your humanitarian funds do you allocate to women specific activities; and what are these activities?