**Rationale:** When I arrived in Ethiopia in September 2008 (the year 2000 in the Ethiopian Calendar), there was no consolidated reference to help me understand Ethiopian social policy.

The idea of compiling student work from the Management & Leadership and Social Policy courses of the School of Social Work at Addis Ababa University, Addis Ababa, Ethiopia, came to me and was discussed with the students. All agreed to publish what is now entitled the **Ethiopian Social Policy Reader 2008** and **Ethiopian Social Work Management & Leadership Reader 2008**. These papers are the work of 1st year Masters of Social Work (MSW) students. All students have long years of experience, teaching at University level, living in Ethiopia or working in NGOs (non-government organizations). We have much to learn from their writing.

The official language of Ethiopia is Amharic. However, after primary level, all education, including University-level, is in English. This presents a challenge, both for the writer as well as the reader.

**Audience:** The audience for this book is scholars outside of Ethiopia, worldwide Faculty who will be visiting or teaching in Ethiopia as well as undergraduate and graduate students in a variety of disciplines. And the general public.

**Beginning of a dialogue…** We invite you to enter into a dialogue with us. Join our Google Group at this link – then click “Join this Group”. Membership is free, but you may need to create a Google Account. Or contact, Moderator, Dr Deborah Zinn, dzinndzinn@gmail.com


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My Mother has supported my trip and work in Ethiopia. And she has contributed the funds to make the publishing of these papers possible. She was my first teacher and from her I continue to learn many, many skills and philosophies that support me today.
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Child (girls) Prostitution: An Increasingly Growing Social Problem in Ethiopia

Waganeh Tarekegn

Submitted to: Prof. Richard Kordish

Addis Ababa University

Graduate School of Social Work

May, 2008.
INTRODUCTION

Prostitution is often defined as the act or practice of cossetting promiscuous sexual activities, especially for money. A prostitute, therefore, is a person (usually a female) who engages in promiscuous sexual intercourse in order to get monetary or other in kind forms of returns (Wondimu, 1996). This same paper indicates the fact that prostitution has been a human practice for many years of time. In further explaining this, the paper presented the fact that Harlots are mentioned forty-four times in the Bible, Whores and Whoremongers … fifty-three times, and committing Whoredoms, eight times.

In light of the Ethiopian context, with a remarkable increase in its magnitude particularly since the time of the Italian invasion, prostitution has existed for more than a century (Mengiste, 1999; Kefetew, 1996; Wondimu, 1996). In broader terms, commercial sex work or prostitution has also existed and still exists in all parts of the world being an implicitly or explicitly accepted way of earning a living for many people including female children (Mark Lee & Rachel O’Brien, 1993; Wondimu, 1996).

Children in many developing countries like Ethiopia are among the most under privileged in many ways (Wondimu, 1996; Tadele, 2000). In this regard, writers explain that these children are exposed to physical dangers, exploitation and any other forms of abuse. Of course, it is both in the developing and developed nations that children are facing different hazards which potentially harm their physical, social, psychological, and behavioral development. However, the intensity and effects of these problems is by far very high among those who are in the developing countries of which Ethiopia is one at the front (ILO, 2002; UNICEF, 1996; Kefetew, 1996; Wondimu, 1996).
One of such problems is child prostitution. It is affecting the lives of millions of children mostly of girls all over the world at large and in the economically poor countries like Ethiopia in particular (Haile & Kifle, 2000). Child prostitution is the act of offering the services of a child for sexual activities in exchange of money or other material advantages (James, 1996; Wondimu, 1996). A literature reviewed by Wondimu (1996) shows that more than 1 million children a year are forced to engage in child prostitution for different reasons. The literature further indicates that Ethiopia is part of this menace which is still aggressively increasing, being given very little attention among all the concerned.

The purpose of this paper, thus, is to clearly articulate child prostitution as an increasingly growing social problem in Ethiopia; and to identify major contributing factors/causes, policy alternatives and strategies.
BACKGROUND

Highlight on the Emergence of Prostitution:-

Global Context

In Europe, during the middle ages, prostitution was not only tolerated but also protected, licensed, and regulated by law for an interest to collect unreasonably large amount of public revenue (Mengste, 1999). This literature by Mengiste shows that in England, for instance, the bordellos (places where men pay to have sex) were initially licensed by the bishops of Winchester and afterwards by parliament. The literature still states in a large number of western cities, prostitution was so tolerated; law enforcement organizations and institutions were more concerned with controlling the crimes related to prostitution, not prostitution itself.

The literature further explains that in some societies like those of the traditional Indonesia and South Africa, prostitution among young girls was accepted with the consideration that it is an event marking a very important stage of attaining maturation, responsibility, and dowry. It is also indicated that prostitution has been practiced in different countries in Africa since centuries back, being aggravated by various reasons like civil strife, homelessness, and refugee problems, to mention some.

Ethiopian Context

The emergence of prostitution in Ethiopia is traced back to the establishment of Emperor Lebene Dengel’s Royal Camp in the City of Gondar in the 16th century (Mengste, 1999; Kefetew, 1996). According to this literature, the royal camp was a vast establishment and was to move around the country whenever the emperor/ruler wishes. Literature particularly by Mengiste (1999) indicates that the royal camp was composed of huge number of tents and people including those special women – called courtesans, women who make sex with rich and high ranking men.
in exchange of money or other materials. According to this literature, these women came from different provinces of the country; and are free of all ties and possess unique and extra ordinary beauty.

Same literature states the fact that the courtesans were coming to the towns to serve as the princesses of the country; and they follow the rulers or the noblemen on all their journeys and ignore nothing to be a center of attention for their royal favors. It is also explained that these women did gain so well the influence of their charms and maintained themselves in absolute independence and know, through their good looks and sexy behaviors, how to attract many lovers.

These women- the courtesans, according to Mengiste (1999) display great opulence in their dressing styles and many of them had entourages like queens. It is still stated that the kings had extreme favors for them, they were allowed to the formal meals or feasts which others were denied. Besides, these women had had unlimited rights to ask returns greatly for the love they which they contracted; such returns include very expensive and prime curios.

Such experiences of high standard of living and higher level of recognition among the courtesans, later, has attracted a lot of women to engage in profession of prostitution (Tadele, 2000; Kefetew, 1996; Mengiste, 1999). With this regard, literature by Tadele (2000) shows women whose marriages broke down were catered for the sexual needs of caravan traders and in return received different articles and gifts from their clients. Tadele states that such a relationship was so traditional that it was maintained secretly and the prostitutes were to appear behind closed doors.

The modern type of prostitution that involved children in this social evil emerged with the development of towns (Mengiste, 1999). Most of the towns which harbored soldiers or defense
forces in the western part of the country were the attractions of prostitution including children (Mengiste, 1999). Furthermore, the establishment of the Ethio-Djibouti railway in the 20th century has aggravated the expansion of prostitution (Tadele, 2000; Mengiste, 1999). In this case, both literatures stated that a big number of women did migrate to the direction of the railway in search of employment, however, the majority of them ended up with operating prostitution from bars, hotels, and local drink houses in order to accommodate the sexual demands of military forces and laborers.

The commercialization of local drinks especially of Tej (a local alcoholic drink mainly made of honey) is believed to be one factor contributed a lot to the expansion of prostitution (Tadele, 2000). Here, ladies called the Comarit- who own and at the same time serve the Tej, were allowed to sell Tej publicly and eventually the Tej Bet (place where Tej is sold) became place of prostitution, as Tadele stated. This reality still exists in almost all parts of the urban centers of Ethiopia including Addis Ababa.

However, it was the Italian invasion, occupation and establishment of forces in Ethiopia and the coming of a huge number of Italian soldiers and officials (who often times were without their wives) that led to a dramatic growth and commercialization of prostitution which sooner reached an astonishing proportion (Pankrhust, 1974). Pankrhust indicated that Ethiopian men did bravely leave their wives and children for the war front in the fight against the Italian soldiers. Hence, families left behind were deprived of any kind of income and so migrated to the towns in search employment opportunities, Pankrhust added.

According to Pankrhust, these towns were places where the abandoned wives and children (females) were easily influenced to exchange sex for money. He has further stated that such easier tendency for the abandoned wives and children to involve in prostitution was mainly on
account of the fact that most of them did not have other employable skills or trainings other than selling local drinks and food, the heritage of which still exists in most urban areas of Ethiopia to this very day also.

MAGNITUDE OF CHILD PROSTITUTION

Operational Definitions

- Prostitution: - Females act of involving in sexual relationships with different men with the objective of getting money or other material advantages.
- Children: - All female persons below the age of 18 years.
- Child prostitution: - Female persons’ act of indulging sexual activities with different men in order to get financial or other in kind advantages before they attain the full age of eighteen years.

Studies by Kefetew (1996) and Wondimu (1996) indicate that prostitution is seen as a social ill, or socially unacceptable and prohibited practice in most society sections of Ethiopia. But, child prostitution is rapidly growing and is becoming most serious social problem (Haileselassie, 1999). Same literature explains that the number of underage prostitutes is time to time showing a significant increment which is by far more than with the other age groups.

No matter how there is a serious constraint of recent data representing nationwide situation of child prostitution, some literatures by some scholars and few researches conducted in the last decades show that the problem is becoming an increasingly growing social phenomenon which deserve due attention among all the concerned. A study conducted by the Ministry of Labor and Social Affairs (MoLSA) in 1988, for instance, has estimated there were around 78, 731 prostitutes in Ethiopia which still was expected to reach over 90,000 by mid 1990’s. According
to the study, out of these prostitutes around 20% were children whose age ranging between 12 and 17 years.

Another study by MoLSA in 1995 also estimated that in Addis Ababa alone, 7% of the female population is involved in prostitution, the fastest growing group being girls under the age of 18 years. Similarly, literature by Wondimu (1996) indicates 28% of prostitutes in Ethiopia are children under 18, 14.7 years of age being an average for them to start engaging in the profession. In addition, study by Mengiste (1999) reveal there were around 30,000 child prostitutes in Addis Ababa at the time of the study. In this regard, study by UNICEF & MoLSA (1993) indicate that each night, at the time of the study, there were an average of 50 – 52 child prostitutes working in commercial sex in each street corners of Addis Ababa.

Moreover, almost all literature on prostitution in general and child prostitution in particular show the conviction that child prostitution as a social problem is continuing on the rise in Ethiopia. With this regard, lots of justifications are provided and different contributing factors are identified by different scholars depending on their backgrounds and studies they conducted.

FACTORS CONTRIBUTING TO CHILD PROSTITUTION IN ETHIOPIA

In all the literature, poverty is stated the leading cause for increasing rate of growth of child prostitution in Ethiopia. Undoubtedly, there is no disagreement among people regarding the fact that children have the right to parental care, protection from different forms of abuse, the right to free from economic and sexual exploitation, one form of which is child prostitution, etc. However, in countries like Ethiopia where poverty is breaking the backbone of the major proportion of its population including children, the provision of all these rights remains compromised.
In view of this, the fact that child prostitutes are paid for their sexual services in cash or in kind clearly shows the economic necessity is the major contributing factor for child prostitution. In support of this assertion, studies reveal that the vast majority of children in Ethiopia drift in to prostitution mainly for economic reasons, to support self and their poor families (Mengiste, 1999; Windimu, 1996; Kefetew, 1996). To substantiate, a study by Haile & Kifle (2000) on 42 child prostitutes in Dessie town of South Wollo Zone reveals that the majority- 52.4% of the child prostitutes who are involved in the study have engaged in prostitution due mainly to poverty, in pursuit of financial wellbeing and survival. A similar study on 136 child prostitutes in selected areas of Nazareth by Tadele in 2000 also shows 40.5% of the cases understudy did join the life of prostitution because of the pushing effect of poverty.

Another is the family environment. The fact that the dominant characteristic feature of the Ethiopian child rearing or parenting style is authoritarian in nature is believed to be one of the major contributing factors to the growing pace of child prostitution (Wondimu, 1996; Mengiste, 1999). According to these literatures, the authoritarian parenting style which is predominantly prevailing allover Ethiopia, especially typical in the rural areas, does promote family disharmony that is particularly evident between teenage children and their parents. This, therefore, leads children – underage girls in this context, to leave home and escape mainly to the towns where they end up, in most cases, with engagement in prostitution as a means of survival (Wondimu, 1996).

Equally important is rural – urban migration as one of the major unbearable causes for child prostitution (ILO, 2002; Mengste, 1999). Various studies in harmony assert that in poor countries like Ethiopia, rural – urban migration of underage girls is relatively high due to the main reason that they are the most underprivileged sections of the society who suffer from severe constraints
of basic needs and other services on top of abduction and rape which are common cultures among some nationalities. Family breakdown and early marriage which finally may lead to divorce and school dropouts are also identified as interrelated factors aggravating the problem of child prostitution in Ethiopia (Tadele, 2000; Wondimu, 1996).

HIV/AIDS, although on the one hand a consequence, is viewed as one major factor contributing to child prostitution in Ethiopia (Mengiste, 1999; ILO, 2002). In regard to this, study by Haileselassie in 1999 shows that the AIDS pandemic is leaving millions of Ethiopian children orphaned and dependent on single parents or aged grand parents or other poor relatives and guardians who themselves need to be cared for by others. As a result, as to the same study, most of the children join prostitution considering it as a means to rely on themselves. It is stated that AIDS has also brought about strains of resources in the culture of the extended family system, an important social fabric which Ethiopia is well known for (Haileselassie, 1999).

Literature by ILO (2002) and Wondimu (1996) further explain Ethiopia is one of the leading in the world with its people affected and infected by HIV/AIDS epidemic. Hence, according to these literatures, the number of AIDS orphans is highly increasing and is becoming beyond the capacity of the extended family system to shoulder. This therefore is believed to have contributed a lot to the escalating increase of child prostitution in Ethiopia.

The growth of the tourism industry particularly of sex tourism is also found to be one of the main causes of child prostitution in the Ethiopian context (Haileselassie, 1999). In the past, a tour and prostitution have often been highly linked. Continual travelers in history, chiefly seamen and soldiers, have helped the foundation a place for prostitution in the cities they stayed (ECPAT, 1996).
Today, the number of tourists coming to Ethiopia is dramatically increasing (Tadele, 2000). Study by Haileselassie (1999) indicates majority of the tourists of any kind do really indulge considerable sexual activities with Ethiopian children. Literature by ECPAT in 1996 shows that the main reason for most tourists to engage in child sexual exploitation is the fact that children readily available in most tourist destination areas; which is mainly facilitated by organized groups such as pimps, brokers, bar and hotel owners, tourist guiders and taxi drivers. According to Haileselassie, these groups are working around child prostitution because they themselves are attracted by the large sums of monetary incentives tourists are willing to pay them for the services they rendered.

Mistaken perceptions of most tourists that sex with children is safer and the belief of most that Ethiopian children are full of sexual energy are also found reasons for tourists’ engagement in sexual indulgence with children in Ethiopia (Haileselassie, 1999). Haileselassie has also stated some tourists living with HIV/AIDS believe that having sex with virgin children cures the disease, and hence they pay a huge amount of money for the services. As to him, such a phenomenon has contributed to the attraction many children who are mostly from desperately poor families and street lives to engage in child prostitution.

The fact that women and children occupy very lower status of the society is also cited as one major cause for the increasingly growing incidence of child prostitution in Ethiopia and other African countries particularly of the eastern region (UNICEF, 1996). In this regard, girl children’s lack of access to education and high school dropout rates is believed to disallow them the chance to fruitful or creative employment, which inflates the population of underage girls and siblings who could easily be ensnared by the sex industry- prostitution (UNICEF, 1996; ILO, 2002). These literatures further explain that with no sufficient education, being discriminated by
families, girl children are often left with little resources except prostitution. Closely related is the fact that child girls are overburdened by domestic works which is the result of traditional gender role stereotypes (ILO, 2002).

The escalating increase of the child population of street life is also understood as one cause for child prostitution (ILO, 2002; Wondimu, 1996). Same literatures briefly explain that girls living on and of the streets are at higher risk of entering prostitution. In this case, it is well stated that street children are often times forced to combine a number of activities to better earn their living, which is mainly attributable to the mere reason that the range of activities available for girls is more limited than to boys- and this commonly includes prostitution (Wondimu, 1996).

Others like inadequate enforcement of laws, military bases and continuing conflicts, etc are also viewed as causes for an increase in the rate of child prostitution in Ethiopia.

POLICY ANALYSIS

Existing Policies

Ethiopia has no specific national policy on children including child prostitution. However some legal and social right provisions are made in place by the Ethiopian government. In this regard, the Ethiopian criminal code, the 1989 United Nations Convention on the Rights of the Child which Ethiopia has ratified, the Ethiopian constitution, the Developmental Social Welfare Policy and the revised family law of Ethiopia are some of the documents that are found to have rendered legal and social rights provisions safeguarding children from different forms of abuses. One such forms abuses given due emphasis is child sexual exploitation which encompasses child prostitution. The specific provisions are thus discussed as follows.

To start with, many articles in the 1989 United Nations Convention on the Rights of the Child (UNCRC) deal with child sexual exploitation of different forms. But, among all others,
article 34 of the convention deals with issues that are very closely related to child prostitution. This article mainly focuses on the need for state parties to perform various activities and/or measures in order to protect children from different forms of sexual abuse and exploitation. In view of this, the article states that state parties shall practice any kinds of appropriate national, bilateral, and multilateral actions to prevent:

- The encouragement and intimidation of a child to involve in illegal sexual activities; and
- The abusive use of children in prostitution or other illegal sexual performances including use children for pornographic acts and materials.

The constitution of the Federal Democratic Republic of Ethiopia has also tried to address some of the rights of children. Article 36 (1 & 2), for example, state any kinds actions performed by all kinds public and private institutions should principally take in to account the best interests of the child. Sub- article 1(d) of this article also states that the child has the right not to be subjected to any abusive or exploitative practices. This indicates that the Ethiopian government has made some commitments that all children are protected from all forms of exploitation of which child prostitution is undoubtedly a part.

Similarly, article 626 (1) of the Amharic version of the 2005 criminal code of Ethiopia states that anyone who makes sexual intercourse with a girl at 13, and below 18 years of age is by any means punishable with a rigorous imprisonment of 3 – 15 years. Sub- article 2 of same article still declares that whoever a person performing sexual intercourse with a girl not at the age of 13 will be punishable with a rigorous imprisonment of 5 – 20 years, irrespective of being with consent or not. Article 590 also proclaims that the act of trafficking underage children and subjecting them to prostitution with an intention to gain own advantages of any kind is
punishable with a rigorous imprisonment of 10-25 years, whether or not the act is made with consent of children or by coercion.

The 1996 Developmental Social Welfare policy of Ethiopia has also shown commitment the welfare of children (p. 68). Here, the need to exert all necessary efforts for the protection of children against different forms of abuse and neglect is given attention. On top of this, the revised family law of Ethiopia, in its article 7, has considered protection of sexual exploitation of children by prohibiting marriage of both sexes before attaining the full age of eighteen.

However, these provisions are found to have various limitations in view of adequately addressing the problem situation. One major gap is the fact that all the provisions almost entirely focus on the remedial aspects of intervention and the preventive elements. Also, the provisions made do still suffer from adequate and specific intervention strategies for successful implementation of the policies. Here, few or none of these documents and/or policies does have articles that are geared to protect children from being victims of child sex tourism. They are designed predominantly with the general perspective of taking accusatory or punishment actions against citizen adults for direct or indirect involvement in acts of child abuse and exploitation, which may of course include child prostitution. Less emphasis is given to priority areas of child abuse and sexual exploitation particularly of child prostitution. Moreover, absence of specific monitoring and evaluation mechanisms is one problem identified with the provisions made so far.

- Banning the employment and act of visiting bed rooms among girls under the age of 18 in bars, hotels and local drinks selling houses- Alternative I.

The main strategies of implementation that need to be employed in this specific policy context are many. However, some of the most important ones are discussed for the sake of
simplicity. One is the establishment of national, regional, and grass root level steering committees. It is proposed that these committees, being under the control of the Ministry of Labor and Social Affairs, will work in coalition with different concerned government agencies like the police, labor and social affair offices, the court, and bar, hotel and local drinks selling house owners; and with different non-governmental and community based organizations. The Ministry of Labor and Social Affairs (MoLSA) therefore is proposed to be responsible for the implementation process of the policy, which contains a nationwide scope.

Provision of awareness raising education for bar, hotel and local drinks selling house owners, street girls, and to vulnerable children who are in desperately poor families and their family members is also considered one strategy in the effort to curb the problem. Arranging or availing alternative educational programs for street children is, in addition, proposed one best strategy playing a key role in discounting the number of vulnerable children who could easily be trapped by child prostitution. Advocating the rights of children and influencing or lobbying the provision of more severe legal punishments of violation and adequate enforcement of existing laws is also believed an important strategy in combating child prostitution. Equally important is producing codes of conduct for bar and hotel owners regarding child prostitution.

Alternative Policies

- Banning Child Sex Tourism (CST) - Alternative II.

Prohibiting child sex tourism is considered a second alternative policy with the belief that it would curb the increasingly growing status of child prostitution in Ethiopia. Endorsing charters and codes of conduct for tourists, tourist guider, taxi drivers, and bar and hotel owners regarding child sex tourism is planned to be the principal strategy, which is believed to play a pivotal role in changing the situation of child prostitution. Provision of awareness education and
involvement of all parties under consideration are also viewed as very important strategies in the successful implementation of the policy.

Encouraging initiatives aiming at the prevention and control, and support of victims of child prostitution is proposed another commendable strategy that could bring about significant positive change on child prostitution in Ethiopia. Similarly, working with national and international tour operation agencies is also planned as one effective strategy. Organizing anti child sex tourism campaigns, adequate reporting, encouraging research studies on child prostitution, and networking and communication are, additionally, among the most valuable strategies identified to be employed in implementing the policy. Finally, it is planned that the Ministry of Culture and Tourism is the major responsible organ to carryout these policy strategies.

EVALUATION CRITERIA FOR IDENTIFYING AND COMPARING POLICY ALTERNATIVES

In identifying and comparing the two alternative policies cited above, a number of criteria are taken in to consideration. Such criteria include, possible effectiveness- bringing positive change in the situation of child prostitution in Ethiopia, and feasibilities in terms of resources or economy, political, administrative, cultural and technological issues. It is well discussed in the above sections that one of the major contributing factors for child prostitution in Ethiopia is the prevailing Child Sex Tourism. Banning child sex tourism, therefore, is identified as one alternative policy solution on the bases of such conviction.

Various literature discussed in the above sections clearly indicate that the number of sex tourists coming to Ethiopia is dramatically increasing. It is shown that the majority of these tourists, who are willing to pay a huge amount of money for the services, do indulge sex with under age children. The number of child prostitutes in Ethiopia, therefore, is escalating being
attracted the large amount of money they are getting for the sexual services rendered. The large sum of money these tourists are willing to pay has also helped the creation of a big number of organized groups that work around and profit from child prostitution. In consideration of these facts, thus, it can be concluded that prohibiting child sex tourism is an effective alternative policy that could bring about a significant positive change in the situation of the problem if properly worked on.

This alternative policy is also thought to be efficient in that it could be implemented with the minimum available resources. With this regard, it is easy to incorporate the policy within the existing organizational structures with minimum allocation of extra financial budget and human power resource. The political feasibility of the policy can be explained in terms of the fact that the Ethiopian government has already shown some degree of commitment to combat child prostitution. The government has, for instance, put some articles in the revised penal code of 2005 that pose rigorous punishments on adult citizens and tourists for acts of sexual intercourse with under age children. Also, Ethiopia has ratified a number of international conventions that explicitly or implicitly prohibit adults’ act of making sex with children.

There exist a number of governmental and non-governmental institutions working in the prevention and rehabilitation of child and its victims, respectively. Among these, the ministry of culture and tourism is one. It is this ministry that is vested with responsibilities to control and manage the cultural and tourism situation of the country. The ministry works with a variety of national and international tour operation agencies, tourist guiders, and hotels, with the purpose of scaling up the contribution of the tourism industry to the country’s development. To this end, the ministry has an already established nationwide program with different levels of implementing institutions.
After all, the ministry of culture and tourism is one of the big institutions with better resources, capacities, skills and long period of experiences that is deemed to make effective use of existing resources, and having better access to relevant technologies and information networks as far as implementation of the alternative policy is concerned. There are also many of the non-governmental organizations working on the preventive and rehabilitative aspects of the problem. Forum on Street Children- Ethiopia (FSCE), Child Aid – Ethiopia (Chadet), ECPAT and UNICEF are some to mention in view of successful implementation of the policy. Hence, it is possible to assert that the alternative policy is administratively and technically feasible. The fact that prostitution in general and child prostitution in particular is a socially unacceptable act in most Ethiopian societies makes it culturally feasible.

In the Ethiopian context, it is a common knowledge that child prostitution practices are performed most in bars, hotels and local drinks selling houses. Thus, it is no doubt that banning bars, hotels and local drinks selling houses not to employ and allow girl visitors of bedrooms could prevent a larger portion of child girls from easily getting in to prostitution (effectiveness). In doing so, it is planned to make use of locally available resources like the involvement of bar, hotel and local drinks selling house owners, the police, brokers, victims of child prostitution, community based organizations, local government offices (kebeles…) and community leaders. Hence, it could said that implementation of the policy would result in the desired positive change with an effective employment of existing resources, it requires some level of financial budget and human resource allocation to mean.

The Ministry of Labor and Social Affairs (MoLSA) is proposed to be the main responsible organ for the control and management of the implementation process of the policy. This decision is made mainly on account of the fact that MoLSA has an already established organizational set
up with a long period of experience of implementing programs combating social problems such as labor and sexual exploitation of children, of which child prostitution is one. MoLSA has a ladder of organizational structure that goes down to the kebele levels.

In addition, various other governmental organizations (the police, Ministry of Women Affairs,…) are working to protect children from different forms of abuse although much is not done in practice regarding child prostitution. Non-governmental organizations such as the Ethiopian Women Lawyers Association (EWLA), FSCE, Chadet, UNICEF, and others are also working on child protection programs like protecting children from sexual exploitation in which child prostitution is one form. The existence of such already established institutions, therefore, enables us to assert that the alternative policy is administratively feasible.

The political feasibility of the policy, on the other hand, could be viewed in terms of the different legal provisions made and international documents signed by the Ethiopian government. In this regard, the revised Ethiopian penal code of 2005 has incorporated many articles that state punishment or accusatory actions against all adults for acts of child abuse and exploitation. Such accusatory and punishment measures are stated to be practiced with all adult people who directly or indirectly participate in the exploitative or abusive acts on children; and this has included those who participate in trapping children to engage in prostitution. This is an indication of the political acceptance of the alternative policy provided.

COMPARISON BETWEEN THE TWO ALTERNATIVE POLICIES ACROSS THE SET EVALUATION CRITERIA

Rating Scales Used:

3 = Very Strong.  1 = Weak.
2 = Strong.  0 = Very Weak.
### Comparison Criteria

<table>
<thead>
<tr>
<th>Comparison Criteria</th>
<th>Alternatives</th>
<th>Remarks</th>
</tr>
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<tbody>
<tr>
<td></td>
<td>Banning the Employment and Act of Visiting Rooms Among Girls of Under 18 in Bars, Hotels and Local Drinks Selling Houses- <em>Alternative I</em></td>
<td></td>
</tr>
<tr>
<td>Effectiveness</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Efficiency</td>
<td>2</td>
<td>3</td>
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<td>Administrative Feasibility</td>
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<td>Cultural Feasibility</td>
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<td>Technical Feasibility</td>
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<tr>
<td>Sustainability</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td><strong>Total Sum of Values</strong></td>
<td><strong>18/21</strong></td>
<td><strong>15/21</strong></td>
</tr>
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</table>

As clearly indicated in the table above, Alternative I is believed to be very strongly effective in bringing the desired positive change in the situation of child prostitution as compared to Alternative II. This is because of many reasons. To look at some, various literature indicate that child prostitution is mainly practiced in bars, hotels and local drinks selling houses in the Ethiopian context. Study by Assefa and ECPAT International in 2006 and 2001, respectively, for instance, show that female children being pushed by the vicious circle of poverty; overloading household chores, family breakdown/conflict, death of parents, and other maltreatments at home (abusive and exploitative acts), are largely getting in to prostitution as a means of survival.

These studies further explain that bar, hotel and local drinks selling house owners are showing a higher degree of interest to employ girls than the other age groups. This in turn is mainly due to the prevailing perception that children are cost effective in their labor services and sexually energetic to satisfy and attract more customers. Similarly study by FSCE in 2003 indicates that sexual exploitation of child girls is practiced everywhere, but it is more rampant.
among bars, hotels and Kesel bets (houses where local drinks are predominantly sold). The study also reveals that the majority of adults who frequently pay for the sexual services of children are the local people followed by foreign tourists. This evidence strongly confirms that bars, hotels and local drinks selling houses are the priority areas of intervention in order to curb the situation of the problem at hand.

Prohibiting these settings not to employ and allow child girls’ act of visiting rooms, therefore, is a priority alternative policy the implementation of which will be very highly effective in preventing a larger proportion of children from becoming victims of prostitution. As compared to this alternative, banning child sex tourism seems relatively less effective. This is largely on account of the fact that child sexual exploitation in the form of child prostitution is chiefly practiced by the local people though child sex tourism is one of the major phenomenon attracting children in to the profession.

Regarding efficiency, it is believed that Alternative II relatively more efficient. This is due to the mere fact that sexual exploitation of children by tourists is mainly concentrated and practiced tourist destination areas unlike the universal nature of the problem in bars, hotels and local drinks selling houses which Alternative I is supposed to cover. In this view, implementation of Alternative I will require with/on almost all bars, hotels and local drinks selling houses of different levels in all the big and small towns around the country. It, thus, is obvious that this process will require more resources in terms of financial budget, human power, time, and others including communication, networking or technology as compared to Alternative II.

Furthermore, it is thought that preventing tourists’ act of child sexual exploitation would be easily managed as long as working with tourist guiders, local and international tour operation agencies and tourist destination communities including hotels is possible. With this regard, it is
well known that all the national tour operation agencies and tourist guiders are working under the control of the ministry of culture and tourism and its regional and local branches. The ministry has long years of experience with an already established tourist controlling mechanism. This is one reason which makes implementation of the policy relatively more efficient additional financial budget and human power resource as compared to Alternative I.

In terms of the administrative feasibility, the student views that Alternative I will have a relatively wider or better potential of implementing institutions. It is proposed that MoLSA will be the main responsible organ for the management and control of the implementation process of alternative I. This proposal is made on the basis of the rigorous understanding that the ministry has a cumulative of long years experience working on the wellbeing of children. The ministry still works in the prevention of sexual exploitation of children including child prostitution in coordination with different other governmental and non-governmental organizations. To this end, the ministry has already existing child protection programs and departments at each ladder of its organizational structure that go down to the woreda and kebele levels.

The same is true with the ministry of culture and tourism (MoCT) which is proposed to be responsible to implement Alternative II. MoCT also has existing institutions that implement tourism and related programs down to the regional and local levels. The student, hence, believes the ministry has possessed suitable organizational structures to properly carry out the alternative policy at hand. However, as compared to MoLSA that works at very grass root levels in all corners of the country regarding the problem at hand, MoCT covers a relatively narrower area of intervention – mainly directed to tourist destination cites. Hence, the student generally views that Alternative I does have a relatively better potential administrative feasibility than Alternative II.
The other important criterion considered in comparing the alternatives is the issue of political feasibility. A major concern for the student in this context is the absence of a specific national policy focusing on children in general and on child prostitution in particular. Nevertheless, it is found out that the Ethiopian government has made some efforts to incorporate child protection issues in different legal and social development documents. The major ones among these documents are: the constitution, the penal code, the family code and the social welfare developmental policy of the country.

However, few or none of these documents and/or policies does have articles that are geared to protect children from being victims of child sex tourism. They are designed predominantly with the general perspective of taking accusatory or punishment actions against citizen adults for direct or indirect involvement in acts of child abuse and exploitation, which obviously includes child prostitution. Less emphasis is given to child sexual exploitation by tourists of any kind. This might be because the government perceives it as a discouraging act made in the flow of tourists to the country which in turn may affect the intended attainment of development in the tourism industry. Taking all these facts in to account, it is well possible to say that Alternative I is relatively stronger Alternative II in terms of political feasibility.

The fact that being a prostitute and having sex with a prostitute are socially unacceptable acts in most Ethiopian societies makes both the alternatives equally strong with regard to cultural feasibility. Sustainability issue is also one major criterion used to compare and identify the alternatives. In this case, Alternative I is believed to be relatively more qualified in maintaining the desired positive changes. One major reason behind this assertion is the fact that MoLSA has a relatively deeper experience in working with organizations that are engaged with community level activities as compared to MoLSA, as to the experience of the student.
Moreover, the duties of MoLSA are nation wide in scope which are largely practiced/implemented with a higher degree of participation of community members and families at grass root levels. Whereas, the works of MoCT with respect to tourism and related activities are mainly directed around the country’s tourist destination cites. This indicates that activities undertaken by MoCT are relatively area and community specific unlike those by MoLSA. In other words, the experience of MoCT to participate wider sections of communities around the country in its programs is limited if when see it in comparison to MoLSA. After all, sustainability is mainly a result of successful participation of community members and all other possible stakeholders with the main purpose of building their capacities, sharing experiences, etc, and eventually enabling them take over responsibilities by themselves.

In consideration the rigorous analysis made in comparing the two alternative policies cited, the student recommends implementation of both in view of bringing significant positive change in the problem situation. However, as it is clearly explained in the previous sections, Alternative I is found to be relatively stronger with respect to many of the criteria. This is found particularly true with effectiveness, political feasibility, administrative feasibility and sustainability issues. Thus, the student further recommends that primary emphasis should be given to Alternative I at times when implementation of both appears to be impossible for different reasons.

Implementation of this policy (Alternative I) is then proposed to undergo the following processes. Initially, a national steering committee constituting of 13 members will be established under the Ministry of Labor and Social Affairs. The committee will be composed of 2 persons from each of MoLSA and the Federal Police Commission, and a staff from each the non-governmental organizations such as: UNICEF, FSCE, ECPAT, Save the Children Alliances and Chadet. In addition, a member from the Ministry of Justice, Ministry of Women Affairs, Hotel
owner and community leaders, each will be included. Then, similar steering committees will also be formed at regional, zonal, woreda and Kebele levels under the management and control of the respective labor and social affair branch offices.

The national steering committee being under the control of MoLSA will, thus, work in coalition with the other similar committees formed at the different levels. It will be mainly responsible for the preparation of codes of conduct for bars, hotels and local drinks selling houses regarding child prostitution; advocacy and lobbying for child rights; networking and communication strategy development; research and studies around the situation of child prostitution; identifying other best ways of combating the problem; etc. Other things being equal, it is planned that the policy will start implementation and brings the desired positive changes within the coming 2-3 years.

However, the student anticipates some challenges that will hinder effective and efficient implementation of the policy, which in turn will have a limiting effect on the achievement of the intended outcomes. Some of these challenges include:

- Lack of sufficient financial budget.
- Lack of commitment on the side of government for proper implementation of the policy.
- Lack of appropriate monitoring & evaluation mechanisms.
- Lack of willingness and/or cooperation among bar, hotel and local drinks selling house owners to work around the problem being they are making profit out of it.
- The absence of a specific national child policy to be used as a guiding framework.
The student, therefore, suggests that appropriate and informed decisions or undertakings must be in place against these anticipated challenges in order to be able to achieve the intended positive changes at best.

In summary, child prostitution in Ethiopia is believed to be started long years back. However, it has shown a significant increase in scope since the time of the Ethio-Italian war. This event has marked the beginning of a dramatic increase in the number of children who are involved in prostitution as a means of survival. In this regard, various literatures indicate that the trend of child prostitution is showing a dramatic and continual increase through time. Hence, it has become one of the increasingly growing social problems of the country getting very little attention among all the concerned.

Almost all literature on prostitution in general and child prostitution in particular show the conviction that child prostitution as a social problem is continuing on the rise in Ethiopia. With this regard, lots of justifications are provided and various contributing factors are identified by different scholars. Some of the major contributing factors to child prostitution are found to be:

- Poverty
- Expansion of bars, hotels and local drinks selling houses associated with an increase in the growth of urbanization.
- Rural-urban migration of children.
- Growth of the tourism industry particularly of sex tourism.
- HIV/AIDS.
- Child unfriendly family environment.
- Lower status of women and female children.
The student, thus, has made some efforts to assess existing possible policy solutions in regard to the above mentioned causal factors. To this end, some legal and social welfare policy documents are reviewed. As a result, it is found out that some legal and social right provisions are made by the Ethiopian government. With this respect, the Ethiopian penal code, the 1989 United Nations Convention on the Rights of the Child which Ethiopia has ratified, the Ethiopian constitution, the Developmental Social Welfare Policy and the revised family code are some of the documents that are found to have rendered legal and social rights provisions safeguarding children from different forms of abuse.

Nonetheless, these provisions are found to have various limitations in view of adequately addressing the problem situation. One major gap is the fact that all the provisions almost entirely focus on the remedial aspects of intervention and the preventive elements. Also, the provisions made do still suffer from adequate and specific intervention strategies for successful implementation of the policies. Here, few or none of these documents and/or policies does have articles that are geared to protect children from being victims of child sex tourism. They are designed predominantly with the general perspective of taking accusatory or punishment actions against citizen adults for direct or indirect involvement in acts of child abuse and exploitation, which may of course include child prostitution. Less emphasis is given to priority areas of child abuse and sexual exploitation particularly of child prostitution. Moreover, absence of specific monitoring and evaluation mechanisms is one problem identified with the provisions made so far.
In response, the student has proposed two alternative policies together with implementation strategies necessary for better attainment of the desired positive changes. It is believed that these alternative policies will overcome gaps observed in the previous provisions. This assertion is primarily because the alternatives are designed on the bases of a rigorous analysis of the problem situation. The alternatives unlike the previous provisions also have made much focus on the preventive and rehabilitative interventions which again are directed to priority problem contexts. These alternatives are presented below according to their priority mainly in terms of the major criteria such as effectiveness, efficiency, and feasibilities regarding administrative, political, cultural, technical and sustainability issues.

- **Banning the Employment and Act of Visiting Rooms among Girls of Under 18 in Bars, Hotels and Local Drinks Selling Houses- Alternative I.**
- **Banning Child Sex Tourism - Alternative II.**

But other people may have concerns or challenge the validity and eventual success of the alternatives provided to curb the problem. These challenges may center on the relevance of the quantitative data used in support of the magnitude of the problem and reliability of the literature reviewed in making analysis of the major causal factors to the increasing rate of the problem. The main source of these challenges will mainly focus on the fact that the student has not used findings of very recent studies or literature in the effort to show current the situation of the problem at hand. However, the student argues that he has reviewed all the available pertaining to the problem, and confirms that all the stated literature and data provided do represent the actual status of the problem. Here, the student also argues that there is no any one more recent study or literature which came up with a different explanation of the problem regarding the data and causal factors cited in this paper.
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Child Abuse and Neglect and Alternative Policy Solutions

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June 2008
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INTRODUCTION

Background

From the world population, children account for 2.2 billion. (UNICEF, 2005) Because of their age and level of development, they are least able to protect themselves; therefore, they are vulnerable to abuse and violence. Thus, for the proper physical, mental and social development; children need especial care and protection. Nevertheless, due to different factors millions of children around the world are exposed to abuse and neglect that harms their all round development.

Child abuse and neglect become a serious social problem at every region of the world. As part of the world, millions of Ethiopian children are victims of child abuse and neglect. Therefore, this paper, as a partial fulfillment of the course ‘Social Policy Analysis’, tries to discuss the situation of child abuse and neglect in Ethiopia and the causes of the problem. It also analyzes the existing related legal and policy framework and implementation efforts. The gap among policies and proposed policy alternatives are part of this paper.

Methodology

In preparing this paper, reviewing secondary data sources has the lion share. This includes international instruments ratified by the government, relevant national laws, policies and plan of actions designed by the government to address children’s issues. Study or research
reports of UN agencies such as UNICEF, international and local NGOs and academic books and online sources are reviewed. Where necessary, unstructured interview was conducted with government official.

Child Abuse and Neglect: Concepts and Definitions

Due to the existence of diverse definitions and considerable debate over what constitutes abuse, it is difficult to give precise definition of the term child abuse and neglect. The definition is also tied to the historical and political climate. (Mark & Barbara, 2001) From a variety of definitions, some of them are the following:

An abused or neglected child is a child whose physical or mental health or welfare is harmed or threatened with harm by the acts or omissions of his/her parent or other person responsible for his/her welfare. (Tower, 1992. cited in Mark & Barbara, 2001)

Child abuse consists of anything that individuals, institutions, or processes do or fail to do which directly or indirectly harms children or damages their prospects of safe and healthy development into adulthood. (National commission UK, 1996. cited in Elias, 2003). Child abuse and neglect is not clearly defined in national or regional legal or policy documents of the country. However, many government and non-government organizations working on or with children, adopt the definition they prefer.

Child neglect is characterized by omission of care resulting in significant harm of the child. Neglect is frequently defined in terms of failure to provide for the child’s basic needs-deprivation of adequate food, clothing, shelter, supervision, or medical care. Neglect can be physical, educational and emotional.
Children are the primary victims of child abuse and neglect. The type of abuse committed on children can be physical, emotional or sexual. The consequences of the abuse can be long lasting. In a situation where person or persons out of family members commit the abuse, the parents and the family at large may face psychological problems. Especially parents of sexually abused children may be affected seriously by the incident. In this case, child abuse affects not only the child but also the family.

Some forms of abuse have long lasting and series impacts on children’s development and social functioning. Abused children may develop deviant behavior that can affect the well-being of the society. For example, parental abuse may push children to live on street, or drug addiction or unsafe sexual behavior, etc. As a result, these children may develop behaviors that negatively affect not only themselves but also the community. Therefore, child abuse and neglect has negative consequences on individual, family and society.

PROBLEM ANALYSIS: CHILD ABUSE AND NEGLECT IN ETHIOPIAN

The recognition of child abuse and neglect as a social problem in Ethiopia is very recent. There is no available research finding or written evidence as to how and when society and significant others started to considered it as a social problem. However, the concerned officials and those working in child issue agree that the ratification of the Convention on the Right of Child by the Ethiopian government by the year 1992 and the expansion of international movement for the protection of child right played their role in creating awareness and popularizing child right. The establishment of non-governmental organizations working for and with children has made greater contributions to the acceptance of the issue as a social problem.
The prevalence of child abuse and neglect is high in Ethiopia. Parents, caretakers, staffs, teachers, etc abuse children in different settings: homes, schools, residential childcare institutes, on streets, detention centers and in the community. Knowing the exact number of abused children at national level is constrained by the absence of national statistics on child abuse and neglect. However, small scale studies and researches in different localities indicates that the problem is rampant in the country.

In the long history of Ethiopia, corporal punishment was accepted as the best method of child disciplining. Any person who do not punished by his/her parent was considered as deviant or non-confirming to the norm of the society. Therefore, corporal punishment is widely used in home and schools. Study conducted in five regions of the country shows the use of corporal punishment as follows:

Children’s experience of corporal punishment at home

<table>
<thead>
<tr>
<th>Types of punishment</th>
<th>Addis Ababa</th>
<th>Oromia</th>
<th>Amhara</th>
<th>Tigray</th>
<th>SNNPR</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hitting with stick</td>
<td>48.0%</td>
<td>59.8%</td>
<td>60.5%</td>
<td>44.8%</td>
<td>70.2%</td>
</tr>
<tr>
<td>Whipping with a belt</td>
<td>48.6%</td>
<td>48.8%</td>
<td>48.0%</td>
<td>38.2%</td>
<td>50.0%</td>
</tr>
<tr>
<td>Slapping</td>
<td>46.0%</td>
<td>56.5%</td>
<td>55.4%</td>
<td>38.3%</td>
<td>58.9%</td>
</tr>
<tr>
<td>Kicking</td>
<td>32.0%</td>
<td>45.7%</td>
<td>48.5%</td>
<td>31.9%</td>
<td>44.5%</td>
</tr>
<tr>
<td>Hitting on the head</td>
<td>55.1%</td>
<td>52.3%</td>
<td>55.9%</td>
<td>41.8%</td>
<td>55.2%</td>
</tr>
<tr>
<td>Pinching</td>
<td>49.8%</td>
<td>52.0%</td>
<td>50.7%</td>
<td>42.5%</td>
<td>55.1%</td>
</tr>
</tbody>
</table>

The study finding indicates that teachers punished more than 90 percent of students, although 70 percent of teachers are aware of the negative consequences of corporal punishment. (Tsegaye, 1995-6 cited in Save the Children Sweden, 2006) The Ethiopian constitution prohibits the use of corporal punishment in schools starting from 1995. Nevertheless, the finding of different studies shows that the use of corporal punishment in homes and schools is still high. One study on the area reveals that out of 1223 interviewed children only 17 children (1.4%) stated that they had never experienced corporal punishment in home(African Child Policy Forum& Save the Children Sweden, 2005,cited in Save the Children, 2006). Another research finding indicates 21% of urban and 64% rural schoolchildren reported bruises or swelling on their bodies because of parental punishment (Ketsela & Kebede, 1997. cited in Save the Children, 2006). In other research 28% of street children reported that they are on street because of family problems in home. One third of the boys experienced being beaten at least once a week on the street ( Lalor, 1999. cited in Save the Children, 2006).

Forty nine percent of the children aged 5-14 are engaged in productive activities and work on the average 34 hours per week. In addition, two third of these children do not go to school. (Ministry of Labor and Social Affairs, 2001). The effects of child labor on children are complicated. Child labor affects the physical, emotional, social and health situation of the working child. In a research conducted on child labor, children reported that they are exposed to heat or cold, are physically beaten at their work place, exploited with little payment, exposed to alcohol abuse and early sexual experience. (Save the Children Denmark, 2003).

A rapid assessment of child domestic work in Addis Ababa reveals that the number of child domestic workers in the city ranges from 6500 to 7500. Some of the child workers joined domestic work when they were six years or younger. Forty one percent of the child work without
fixed monetary compensation and the majority of them pay all or portion of their wage to their parents. Eighty percent of the child domestics interviewed do not have the right to voluntarily quit their jobs. Many of them work 11 hours per day, seven days a week. At the time of the assessment, thirty-five percent of the children were not enrolled for schooling. Not all child domestics participate in cultural activities and they are not allowed to visit their parents. The employers of the child domestics do not recognize their good work; rather they criticize and belittle them. Significant number of girl domestic workers reported that they were sexually abused and harassed mostly by the sons of the employers. From the interviewed children sixty eight percent were physically abused and as a result they develop a feeling of depression, fear, revenge and hate themselves. (Abiy Kifie, 2002)

According to a study conducted on children in prison, from 166 child respondents 95 (56%) confirmed that they had experienced some form of abuse in the detention center. (African Child Policy Forum & UNICEF, 2007). There were 979 and 593 victims of sexual and physical abuse cases in Addis Ababa in the year 2004/05 and 2005/06 respectively. From these victims female constitute 95.8%. The reason for the reduced number of victims in the year 2005/06 is contributed by the enforcement of the new penal code in 2006. The police record reveals that rape, attempted rape, homosexuality, abduction, attempt abduction, and crime against moral were the types of offences committed on these victims. (Save the children Sweden & Federal Supreme Court Juvenile Justice Project Office, 2006)

Child sexual abuse is a common form of violence. A study conducted in Desse city indicates that child prostitution and arranged marriage is common. There were 153 child sex workers in the city in the year 1998. (Southern wollo zone Labour and Social Affairs Office, 1998. cited in Woldekidan, 2004) As a consequence children face economic exploitation,
physical abuse and sexual exploitation. These girls are treated not as a human being but as a sex
object. Stigma, housing problem, health problem, and immoral sex request from clients were
some of the problems encountered by these child sex workers. Girls in primary and secondary
schools face sexual abuse by teachers and students and this is one of the contributing factors to
high dropout of girls and unwanted pregnancy. (Forum on Street Children, 2004)

According to the findings of different studies, sexual abuse is common on female
children. Nevertheless, there are signs of male sexual abuse in different regions of the country.
From all forms of sexual abuse of children in Addis Ababa 21.56 percent are inflicted against
male children. (Belay, 2005)

Child trafficking is another severe type of child abuse. A national study conducted
on in-country trafficking indicates that 28.8 percent of children included in the study were
victims of trafficking (IOM, 2004. Cited in MOLSA, 2005). Another study conducted in
Shashemene and Dilla towns shows that little under one-fifth of child prostitutes were victims of
trafficking (FSCE, 2003)

Early marriage, abduction/ forced marriage/, arranged marriage, female genital
mutilation, removing first child teeth, uvulectomy(cutting of uvula), sex preference,
discriminating female children, gender based violence, giving traditional and harmful “medicine”
and denying the participation of children even on their matter are some of tradition based
abuses.

The cause of child abuse differs based on the theory used to explain child abuse.
According to the medical model, the cause of child abuse is mental illness. For the
psychoanalytic theory, mental illness or mental disorder stem from early childhood trauma.
Behavioral and social learning theory view abusive and neglectful behavior as learned.
Intergenerational Transmission theory explains the dynamics of generational abuse and repeated abuse and the reason some abused children become abusers. According to the exchange theory, a person abuses a child for the reward of feeling powerful and in control (Mark and Barbara, 2001). The ecological model considers a number of factors that contribute to child abuse. These include the characteristics of the individual child and his/her family, those of the caregivers and perpetrators, the nature of the local community, and the socio-economic environment (http://www.calib.com/nccanch/pubs/usermanual.cfm)

From the above-mentioned theories, except ecological model others give more emphasis to the individual or perpetrator factor. In most of the cases, the abusers are individuals or group of individuals. Therefore, these theories give insight for the individual behavior. However, they fail to consider the family, economic and social factors that increase the vulnerability of the child to abuse and neglect.

I argue that the cause of child abuse cannot be one and single. Child abuse and neglect occurs all over the world in different socio-economic setting: religious, racial, ethnic and cultural groups. Therefore, the cause of child abuse and neglect in these diverse communities is not the same. There are different personalities, familial, economic and social factors that contribute to the occurrence of child abuse and neglect by increasing the child’s vulnerability.

The reviewed study reports of the country have identified the major causes of child abuse and neglect. This include absolute poverty, ignorance (illiteracy), recurring drought and famine, conflict and war, high population pressure, unworkable and some times unwise socioeconomic policies... In addition, lack of legal awareness, low level of law enforcement, cultural beliefs and harmful traditional practices and peer influence are considered as causes of child abuse.
However, all of the reviewed reports failed to indicate or show the contribution of individual’s or perpetrator’s behavior to child abuse.

If the government and its partners and institutions do not design proper policy that promote the wellbeing of children, the system itself becomes abusive. Children are victims of system abuse. System abuse refers to harm done to children in the context of policies or programs designed to provide care or protection, child welfare, development or security is undermined by the action of individuals or by the lack of suitable policies, practice and procedures within system or institutions. In addition, Failure to organize and coordinate existing services is considered as system abuse (Mark & Barbara, 2001)

I did not come across the contending views about the cause of abuse, however, some community members do not agree with the consideration of corporal punishment and some aspects of emotional “child disciplining methods” as child abuse. They argue that corporal punishment is effective method for child disciplining. Some individuals argue that corporal punishment inflicted on them has great contribution for their achievement. They strongly believed that if their caregivers were not punishing them, they might end on street or being beggar.

Child abuse and neglect has physical, sexual and reproductive, psychological and behavioral; and other social consequences on children, family and society. Physical damage, depression, anxiety, developmental delay, poor relationship, poor self esteem, suicidal behavior, poor school performance, discrimination, stigma, health problem (poor physical and mental development, sexually transmitted diseases including HIV/AIDS), unwanted pregnancy, death
are some of the consequences of child abuse and neglect (http://www.calib.com/nccanch/pub/usermanual.cfm)

LEGAL AND POLICY FRAMEWORK RELEVANT TO CHILD ABUSE AND NEGLECT

International and Regional Legal Framework

All human right instruments do apply to children because children are human beings too. More specifically those international instruments that have a direct impact on children are the bases of child-focused laws, policies and programs. The Universal Declaration of Human rights to which Ethiopia is a signatory together with the International Covenant on Civil and Political Rights and the International Covenant on Economic, Social and Political Rights are considered the international standard setting instruments in relation to human rights. These instruments contain provisions relevant to children and their protection from abuse and exploitation.

Convention on the Rights of the child, ILO Minimum age Convention No.138 and ILO Convention 182 for the Elimination of Worst Forms of Child Labor are child focused international instruments that Ethiopia has ratified. The African Charter on the Rights and Welfare of the Child is another regional instrument in the area of child right. These instruments serve as a legal framework in realizing children’s right. All these international and regional instruments do have provisions related to the protection of children from abuse and exploitation.
Legal Framework

The constitution in its provision of article 9/4 states that ‘All international agreements ratified by Ethiopia are an integral part of the law of the land.’ This indicates that all international instruments ratified by the state serve as the legal framework for every action. Article 18 and 36 of the constitution focuses on prohibition of inhumane treatment and child rights respectively.

This new criminal code (2005) has different provisions that help to protect children from all forms of right violations. Among others, article 561, 562, 563, 565 and 579 focuses on harmful traditional practices that affect children. Article 631, 637 and 639/2 addresses child sexual abuse and exploitation. Parent or caregiver’s failure to perform responsibility in relation to child rearing is addressed through article 659. The Revised Family Law also provides a legal ground for the protection of the natural environment of the child, the family; and the child. The civil code of Ethiopia does have a provision that realizes the child right such as birth registration.

National Policy Framework

There is no single comprehensive child policy in the country. The existing policy document concerning child welfare is “The Social Welfare and Development Policy” 1996. The Federal Government of Ethiopia formulated this policy to address the social problems that affect women, youth, children, family, the elderly and the disabled people. The policy, among other objectives, aims to implement all international and legal instruments concerning the rights of
children, which Ethiopia has already ratified. Eliminating harmful traditional practices with regard to child-rearing is one area of focus of this policy.

The Ethiopian government has prepared a number of plans of action to promote and protect the rights of children. Some of these plans of actions that are in process of implementation are Ethiopian's National Plan of Action for Children (2003-2010 and beyond), National Action Plan on Sexual Abuse and Exploitation of children (2006-2010) and National Action Plan on Orphans and vulnerable children. (2004-2006)

The National Plan of Action for Children has four components: providing quality education, providing health facilities, clean water, sanitation, food and nutrition; combating HIV/AIDS; and protecting children against abuse, exploitation and violence. This plan of action incorporates strategies designed to combat child abuse and neglect.

The Plan of action on sexual abuse and exploitation of children has four intervention areas: Prevention, protection; support, rehabilitation and reintegration; and coordination and monitoring. The strategies include research, awareness raising, capacity building, facilitating access to basic services, legal study, legal reform, litigation; initiate the establishment of protection centers at grass root levels, skill training, development of guidelines on service delivery and ethical standards and developing information and monitoring systems.

EFFORTS AND GAPS IN INFORCING LAWS AND IMPLEMENTING POLICIES

Different efforts have been made to realize the right of the child and protect children from abuse and violence. To this effect, the government of Ethiopia has translated the convention on the rights of child document into nine local languages. Child right committees are established
at different levels: federal, regional, zonal, woreda and kebele (lowest government organ). The major objectives of these committees are to popularize and promote child right and to take measures to protect children. In addition, government and other partners take different actions to increase awareness on child right and the impact of child abuse and neglect. These committees have played a role in creating awareness on child right. However, according to the concerned government officials, these committees are not effective as expected before. Establishing child right clubs, the use of media, giving training on relevant issues, conduct workshops and Community dialogue are some of the strategies used by actors.

As discussed above the constitution bans the use of corporal punishment in different settings. Accordingly, the Ministry of Education has passed circular to concerned departments and schools not to use corporal punishment as a means of disciplining a student. However, different studies indicate that corporal punishment is still widely used in schools and homes. The establishment of different non-governmental organizations, schoolchild right clubs, child protection units (CPU) in police offices and child friendly benches in courts has contributed to the prevention of child abuse and protection of child right. The efforts made to bring attitudinal change towards harmful traditional practice (HTP) brought significant result. In many parts of the country, community became aware of the effects of these attitudes and practices and this helped to reduce child abuse caused by HTP.

Female genital mutilation, abduction (forced marriage), child trafficking, early marriage and rape are identified as a criminal act, for the first time, in the new criminal code. This helps to take legal measures on the abusers or perpetrators and protect the rights of the child.
Recognizing the benefit of networking and partnership, the government established networks at different administrative levels to strengthen the preventive, protective, and rehabilitative efforts to combat child sexual abuse and exploitation, and to support orphans and other vulnerable children. These national networks have prepared national plan of actions and are in the process of implementation.

The government shows its commitment to address social problems by ratifying international conventions, reviewing the existing laws, and developing policy and programs. However, according to some study reports, the government lacks commitment in implementing policies and laws. There is a problem of enforcing the law and policy implementation (Southern wollo zone Labour and Social Affairs Office, 1998. cited in Woldekidan, 2004) & MOLSA, 2003). The effective implementation of international standards, national laws, policies and plan of action is constrained by lack of awareness, resource (financial and human), appropriate structure, integrated approach, proper follow up and evaluation; and accountability. These constraints coupled with poverty, ignorance and HIV/AIDS, make child abuse and neglect to be a serious problem that requires immediate and appropriate measure.

Different studies confirmed that very significant numbers of children are abused in their homes by their parents or other caregivers. However, the intervention of different government and non-government organizations focus on the abused children and consequences of abuse. The prevention aspect especially intervention at family level did not get much attention by these actors. The above-mentioned plans of actions do not include program components that focus on family to prevent child abuse in homes.
Public awareness contributes much in preventing child abuse and neglect. Some government and non-government organizations are working in the area of awareness raising of child abuse and neglect. However, the coverage is limited to expertise level and in many instances participants of awareness raising programs are staffs of government and non-government organizations. Such type of programs does not cover the vast majority of the population. As a result, the attitudinal change brought at community level is not significant. This indicates that the change in attitude towards child abuse is minimal. Therefore, it requires hard work in the area of awareness raising and changing people’s attitude.

ALTERNATIVE POLICY SOLUTIONS

Alternative One: Family Counseling, Parent Education and Training, and Implementing Family Support Programs (economic and social)

Family is the primary and natural environment for the child and the founding block of society. The family environment has greater impact in the child’s physical, mental and social development. The family holds the primary responsibility for the protection, upbringing and development of the child. Thus, the government should support and protect the family to make the family environment conducive and nurturing. Family members should be provided with counseling and life skill training. Programs will be designed especially for low-income families such as income generating schemes and safety nets.

There are different gaps in addressing child abuse and neglect. However, the purpose of this paper is not to propose national and comprehensive policy solution to fill these gaps but it focuses on prevention aspect specifically prevention of child abuse and neglect in family environment. Focusing on family and family members has multiple effects in that family is the
basic unit of the society, those who work with or for children in different institution and at different level are parts of a family unit. Therefore, focusing on family is important to bring change in the area under concern.

Programs designed to improve parenting practice and provide counseling service are important to bring attitudinal change in favors of reducing child abuse. It also helps to educate parents on child development and help in improving their skills in managing their children’s behavior. Providing education and training for all parents and prospective parents is important in addressing child abuse and neglect. The youth should get training and education about parenthood before forming a family. Parents should learn how to handle conflict in the family. Economic and social support programs can contribute to the prevention of risk factors.

Strategies

Provide individual and group counseling service, establish parent association that can facilitate experience sharing and support, educate parents on proper child rearing practice and parenting skill, create access to information, support low-income families to reduce vulnerability to abuse, encourage discussions among family members, and cooperation and coordination among partners will be the major strategies used to implement this policy.

Alternative two: Public Awareness, Sensitization and Training

Public awareness activities should be an important part of the prevention effort. It plays an essential role in raising community awareness of child abuse and neglect. The government and other partners should challenge attitudes, beliefs, traditional practices and prejudice that lead
to abuse. They should commit to preserving the dignity of the child and should engage the public to accept the responsibility of protecting children.

Increasing the level of awareness of different segments of society can contribute to the protection of the child against abuse and neglect. The people should know the law of the land, about child rights, policies and the consequences of child abuse and neglect. Those working in law enforcing institutions (police, court and prison), teachers and child focused program implementers should get appropriate training.

Strategies

Community dialogue, media campaign, involve religious and community leaders; train parents, police officers, judges, prosecutors, teachers, staffs of childcare institutes, etc; on child right and relevant issues will impact the level of awareness attitude towards child maltreatment.

MAJOR RESPONSIBLE ENTITIES FOR IMPLEMENTATION:

At federal level, the parliament will be more responsible for the allocation of adequate budget and establishing and strengthening appropriate structures that can support the implementation of the policy and provide the service. The Human Right Commission and Institute of the Ombudsman will be responsible in promoting child right and involve on public awareness raising. Generally, government and non-government organizations and civil society associations are responsible for the implementation of this policy. Specifically, those institution working with and for families and children, women and youth are more responsible. Such institutions include Ministry of Women’s Affairs, Ministry of Labor and Social Affairs, Ministry
of Justice, Ministry of Education, Ministry of Health, Police Commission, First Instance Court, UN agencies and some international and local non-governmental organization (NGOs)

Like the federal level, regional concerned government departments, NGOs, faith based organizations, will be accountable for the implementation of the policy. Local government authorities, community based organizations, NGOs and the community members will effectively participate in the implementation process at the grass root level. Religious organizations also play a role in educating their followers about the consequences of child abuse and neglect.

Furthermore, analyzing and evaluating the existing Developmental Social Welfare Policy and revising legislation related to children; and developing effective and comprehensive child policy should be an urgent task of the government. Allocation of necessary resource and putting in place the necessary machinery is also an important factor to protect children from all forms of violence and abuse.

COMPARING POLICY ALTERNATIVES

Evaluation Criteria

The evaluation criterion for comparing the above policy alternatives includes effectiveness, efficiency, scope; political, administrative, technical and cultural feasibility; and sustainability. In effectiveness, the clarity and appropriateness of strategies and achievability of the objective is evaluated. Efficiency is the criteria used to compare the required cost to achieve the objectives of the two alternative policies. Scope refers to the area and population that will be reached by the programs developed to implement the policies. Political feasibility is the level of acceptance of the policy by the political forces: the government, political parties and other
advocates. Administrative feasibility looks for the required structures and bureaucracies to implement the policy. The required skill, knowledge and technologies will be used as an indicator to compare technical feasibility. Cultural feasibility refers to the adaptability to and acceptability by all ethnic, religious and other social groups. Sustainability looks for the supportive environment for the continuity of programs designed to implement the policy.

Grading

<table>
<thead>
<tr>
<th>Selection criteria</th>
<th>Grade</th>
<th>Remark</th>
</tr>
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<tbody>
<tr>
<td>Effectiveness</td>
<td>10</td>
<td>High grade is given to effectiveness because strategies are determinant factor for the achievability of the goals.</td>
</tr>
<tr>
<td>Efficiency</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Political feasibility</td>
<td>5</td>
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<tr>
<td>Administrative feasibility</td>
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<tr>
<td>Technical feasibility</td>
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<tr>
<td>Cultural feasibility</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Scope</td>
<td>5</td>
<td></td>
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<tr>
<td>Sustainability</td>
<td>5</td>
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<td>---------------</td>
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<td></td>
</tr>
<tr>
<td>Total points</td>
<td>45</td>
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</table>
## Comparison of policy alternatives

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Provision of family counseling, parent education, and economic and social support for needy families</th>
<th>Public awareness, sensitization and training</th>
</tr>
</thead>
<tbody>
<tr>
<td>Description</td>
<td>Effectiveness</td>
<td>Grade</td>
</tr>
<tr>
<td>Grade</td>
<td>Effectiveness</td>
<td>Description</td>
</tr>
<tr>
<td>10</td>
<td>The objective of this policy is to reduce the occurrence of child abuse and neglect in the home or family environment. To achieve this objective, strategies such as expansion of family counseling services, designing programs for parent education and provision of economic and social support for destitute families where there is high vulnerability of child abuse and neglect; are very essential. If these strategies are used and supported with the necessary resource, the grade will be 10.</td>
<td>5 The objective of this policy is to bring attitudinal change towards child abuse and neglect. Community dialogue, media campaign, involving religious and community leaders in awareness raising and community education activities; training of parents, police officers,</td>
</tr>
</tbody>
</table>
objective can be attained through time.

The effectiveness of this policy is stronger because the program will focused on family and there is direct and physical contact between the actors or service providers and family members and there is close follow up. The progress, and constraints can be identified easily and correction can be made at the time.

... on child right and relevant issues can bring a change in attitude. The strategies designed for this policy are appropriate. Media has key role in increasing public awareness and bringing attitudinal change. However, compared to the other policy strategies they are weak in that uses only mass communication such as radio, television and print media in which there is difficulty to obtain feedback and response of audience. Because of the absence of local media, it will be difficult to
| Efficiency | The family counseling service can be said non-existent in the country except the counseling service related to family planning and HIV/AIDS. To provide this new type of service, it requires establishing structures, construct or rent and equipping the service delivery setting. Hire and train staffs especially with counseling and social work profession, are essential. Therefore, it requires quite a lot of financial, human and material input. However, even if it requires much input compared to the other alternative, the preventive cost is by far less than rehabilitative cost. Moreover, it is more effective and the result will bring positive change in the wellbeing of individuals, families and society. | 5 | No additional structures and workers are required to implement the policy. However, there is cost of electronic and print media, organizing public campaign and community dialogue; and training of staffs of relevant institution. Nevertheless, its cost is not that much expensive. This policy can enable to reach wider community with less amount of financial and human resource. | 5 |
### Political feasibility

Due to high budget and human resource requirement, the government and the ruling party may lack interest to support it. This is not because of its political implication or incompatibility with its political values, but due to limited resource. The government showed its commitment by establishing legal and policy framework for the promotion and protection of child right. On the other hand, this policy contributes to the realization of the rights of the child that the government already promised to promote and protect.

### Administrative feasibility

The policy implementation may require additional structure, increased number of staffs; a lot of administrative and financial works; the service provision may involve long bureaucratic chains. However, these factors cannot constrain administrative feasibility of the policy. It is not impossible but it will have a lot of administrative works.

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<tr>
<td>Though the priority issue is similar, here the cost is lesser. Recognizing its commitment in ratifying different human right conventions, this policy may get priority acceptance of the political forces specially the government due to its minimal cost compared to the other policy implementation cost.</td>
<td></td>
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<tr>
<td>No need to have large number of administrative staff because the budget and staff requirement is minimal compared to the other policy alternative. Managing the human and financial resource will not be a problem.</td>
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<tr>
<td>Technical feasibility</td>
<td>It requires skilled and trained staffs. There should be competent professionals who can provide counseling service, educate and train parents. Provision of social and economic support also requires expertise knowledge in the area. However, for the time getting competent professional will be difficult. Nevertheless, through partnership, negotiation and contracting with higher education and training centers the problem can be solved by training professionals and para professionals.</td>
<td>3</td>
</tr>
<tr>
<td>Cultural feasibility</td>
<td>The policy has no elements that go against the key values of different ethnic, religious and other social groups. Nevertheless, some people disagree to the complete elimination of corporal punishment of children at home</td>
<td>5</td>
</tr>
</tbody>
</table>
and school. Since the program is designed for each and/or group of families, belief system, language, culture will be considered during service provision.

<table>
<thead>
<tr>
<th>Scope</th>
<th>At the initial stage, the service can be provided to limited number of families due to limited resource. Because of this, reaching a large number of families with in short period cannot be possible.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sustainability</td>
<td>The key and the leading actor of the policy is the government through its ministries and local authorities. For the purpose of this policy implementation, structures will be established and strengthened, and these structures will have accountability for the implementation of the policy. Therefore, these factors contribute to the sustainability of programs designed to implement the policy.</td>
</tr>
</tbody>
</table>

<p>| <strong>transmit information for the whole people where there are limited media agencies and more than 80 languages.</strong> |
| 3 | The electronic and print media can reach considerable number of people at a time. |
| 5 | The policy will be implemented by the existing structures. Moreover, through the existing limited number of media agencies, regular use of media may be constrained. In addition, the issue may not get always priority concern and this highly affects access to national or |</p>
<table>
<thead>
<tr>
<th></th>
<th>40</th>
<th>36</th>
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<tbody>
<tr>
<td>Total</td>
<td>40</td>
<td>36</td>
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</table>

Therefore, its sustainability is questionable.
CONCLUDING ARGUMENT

The above table shows that the comparison result of the two policy alternatives has no significant difference. However, the policy that focuses on family requires high cost and skilled manpower, its effect is worth to the reduction of the occurrence of child abuse particularly in home environment. My argument is that prevention of child abuse and neglect, and rehabilitation and protection of victims of abuse should simultaneously be focused in designing programs. In preventing child maltreatment, the family and the wider community have key roles. Therefore, in order to make these parties play their role, measures should be taken to empower and build their capacity. Thus, implementing the two policy alternatives side by side or simultaneously will have an effect that contributes to the achievement of the expected goals.

Implementation of the Policies

Addressing the problem of child abuse is not the responsibility of one ministry or one non-governmental organization. It requires the involvement of many and diverse actors. This include the family, the school, child care institutes, different ministries, law enforcing institutions, regional states and bureaus, human right organizations, NGOS, and community based organizations. The participation of children, on issue that affect their life, has also contribution for the achievement of the goal.

Accordingly, the Parliament of Ethiopia should show its commitment by accepting the policy and allocating the necessary resource. Ministry of Women’s Affairs has a key role for that it is the responsible body for promotion of child rights and protection of child welfare. It will play a leading and coordinating role. It should develop program and plan of action for the
implementation of the policy. The Ministry is also responsible for the design and implementations of strategies of follow up and evaluation. Ministry of Labour and Social Affairs, Ministry of Justice, Ministry of Education, Ministry of Health, Ministry of Information, government and private Medias, police commission, and other human right institutions will work in partnership to address the problem. UNICEF and other NGOS working on child issues and community-based organizations such as traditional self-help groups will play a role in addressing the issue. Higher education institutions and training centers will train professionals and Paraprofessionals who will involve in individual and family counseling and parent education. Some of the existing programs such as mother and child program in Ministry of Health will mainstream some aspects of counseling and parent education.

Decision Points

The implementation of the policy requires decisions and agreement between and among different actors from top to the grass root level. Accordingly, in Ethiopian context, the parliament is responsible for the approval of national policies. Therefore, the first and the primary decision is the decision made by this higher government body, the parliament, on the approval of the policy. After the declaration of the policy, the Ministry of Women Affairs will takes the lead and the initiative to establish partnership with above mentioned institutions. These organizations should agree to pool their resources and work together to address the problem. This net work will develop a plan of action for the effective implementation of the policy. All stakeholders will have an opportunity to participate in preparing the plan of action and finally they are expected to make an agreement to contribute for its full implementation, and this is the other decision point. The Ministry of Women Affairs and higher education institutions and
training centers will work together to fulfill the need of human resource. They should agree to produce and utilize the necessary human resource with required skill and knowledge.

The Ministry of Women Affairs will work with regional governments to implement the policy at regional and grass root level. Therefore, there will be a discussion session to familiarize the policy and implementation strategies followed by making an agreement between the federal ministry and regional offices on the implementation of the policy and this is another key decision point. The regional responsible office and other government, non-government and community-based organizations working at regional and grass root level will establish local net works and prepare their plan of action by contextualizing the national plan of action. The agreement made by the concerned decision making body is a prerequisite for the preparation and implementation of this plan of action.

Challenges

The major challenge of implementation, particularly for the family focused policy, will be lack of adequate human and financial resource at the initial stage. The alternative that focuses on family service require trained workers and high financial input. Therefore, the government may have a problem to cover the training and other administrative and technical costs. Consequently, some of the strategies may not be implemented according to the plan, and this may challenge the effectiveness of the policy. The absence of comprehensive research findings in every aspect of the problem will make the intervention difficult because preparing intervention program and action plan requires detailed information and statistical data around the issue and target population. Lacking to have precise definition of child abuse and neglect will limit the search for the prevalence.
Both alternatives deal in changing human behavior and attitude. Bringing change in human behavior takes time, it is not a one-time action but it is a process. This process can be affected by different factors such as beliefs, traditional practices and commitment of the actors. These factors may challenge the implementation of the policy within limited period and as time extended cost of implementation will increase.

Implementation Period

As long as society exists, families are its building blocks. Families existed in the past; they exist in the present society and will exist in the future. Because the need of having regular prevention work, programs designed and the services provided by the first alternative or the family focused policy will be institutionalized and the service should always be available to families. Therefore, it is difficult to limit time for the implementation of this policy. However, it may take 3-5 years to change the plan of action into practice and the practice should be continuous or nonstop. With regard to the second alternative, awareness raising sensitization and training, its implementation will take 2-3 years. However, it should be practiced continuously because changing human behavior and attitude is time taking.

Overall Argument

Though there is no national and comprehensive statistics about child abuse and neglect, a number of studies conducted in different parts of the country indicate that the problem is widespread in the country. There is no single known cause of child abuse, nor is there any single factor described to affect all families in which children are victims of abuse and neglect. Child Abuse and neglect occurs across socio-economic, religious, cultural, racial, and ethnic groups. While no specific causes have been identified, that lead a parent or other caregiver to abuse or neglect a child.
However, some factors related to parent or caregiver, family, child and environment; increase child’s vulnerability to abuse and neglect. These factors have incorporated individual’s behavior, socioeconomic and cultural elements. Factors that create vulnerability in one family may not have the same result in other families.

Child abuse and neglect has physical, social, emotional, psychological and developmental effects on the child. These include physical damage or death, health problem, developmental delay or disorder, poor school performance or drop out of school, depression and anxiety, suicide, low self-esteem Post-trauma and stress, hopelessness, attachment difficulties and Poor peer relations. The victims of abuse may engage themselves in violent and criminal act, and in substance abuse. Child abuse and neglect also affects the wellbeing of family and community.

There are a number of policy instruments that can contribute to the prevention, protection and rehabilitation efforts related to child abuse and neglect. However, there are gaps between the existing policies and their practicability. Nevertheless, some of the policy documents include family component, practically there is no family focused intervention program designed to address the issue under consideration. Some policies that are in the process of implementation do not give much attention to the prevention aspect.

The problem is severe, the gap is wide, however the purpose of this paper is not to find comprehensive solution but, by focusing on specific area, to develop specific policy alternative. The alternatives focus on prevention aspect. On the other hand, child abuse occurs everywhere. Intervention at family and public level can contribute to the prevention effort. At least children should be free of abuse in their home and family environment. Therefore, these policies may help the parents by increasing their knowledge and skill about child upbringing, avoiding and handling conflict; understand the causes of change in children’s behavior and method of management. The policy facilitates economic and social support to low income families where there is high risk of child abuse and neglect. The plan of actions and programs designed to implement the policy will have different elements that can promote social, economic, educational and emotional support to parents to reduce risk of child abuse and neglect. The
policy focused on public awareness contributes to the reduction of the occurrence of the problem in every setting.

Considering child abuse and neglect as a social problem can get acceptance among intellectuals and expertise of the area. However, some individuals may argue that specially physical and emotional punishment is best child disciplining method and do not agree in identifying this “disciplining method” as a social problem. There may be also a different argument on the causes of the problem. Some people take the individual factor as the only cause, and for others it is because of social and economic reason only. Some people consider the effects of abuse and neglect as the problem resulted by misbehavior of the victim child. Like for example, juvenile delinquency, substance abuse and violence are considered as the fault of individuals who commits the act. Others may argue in taking the country’s level of development in to consideration, the inappropriateness of capital-intensive policy: that focuses on family counseling, parent education and social and economic support for needy families.

If a certain circumstance or situation is to be identified as a social problem, it should get recognition by significant number of people or by significant others or persons. Child abuse and neglect is a social problem because it affects a significant number of children. Its consequence also affects not only the victims but also families and larger society. As a result this situation is considered as a social problem by significant others and significant number of people. Therefore, my argument is consistent with the explanation. Concerning the causes of abuse, there is no one single cause, but a number of factors contributes to the occurrence of the problem. The contributing factors are not related only to individual’s (parent or caregiver’s, child’s) behavior but also to social, cultural and economic factors. Both groups of factors can increase the vulnerability of children to abuse and neglect. Therefore, the intervention helps to prevent the potential or future maltreatment of children.
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Child Labor Policy Issues in Ethiopia

Wubet Girma

Addis Ababa University

Graduate School of Social Work

Social Policy Analysis (SSWA 631)

June 2008
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FOREWORD

About 52% of Ethiopia’s population is below 18 years old, while those below 15 years are 44 % (MoLSA, 2004). According to the 2001 Child Labor Survey Report by the Central Statistical Authority, working children between the ages 5-17 years were 18.2 million, which accounts for 32% of the total population, making child labor a pressing social issue in country. Several economic, political, social, and cultural factors contribute to this reality.

Accordingly, Ethiopia has introduced various laws including the national constitution, the criminal code, the newly introduced family law, the revised labor law and the national plan of action for children. It has ratified the International Labor Organization convention No. 138, No.182, the United Nations Convention on the Rights of the Child, and the African Charter on the Rights of Children and adopted Millennium Development Goals to protect the rights of the child and prevent the exploitation of children from legal and illegal labor activities. However, enforcing the existing child labor laws is a serious problem encountered in the country. “Child labor persists because the laws that do exist are not strictly enforced and because social and political commitment is weak.” (ILO, 2002, P.4)

A number of factors could be brought up as causative to this fact. Nonetheless, this paper focuses on two issues: on one hand, there is the fragmented, inconsistency and vagueness of the existing legislations, on the other, the lack of appropriate monitoring mechanism. With this regard, two policy alternatives are discussed: the formation of a common national policy on child labor and the development of a child labor monitoring guideline. “A clear national policy against the exploitation of children is the fundamental basis and point of departure for action against child labor” (Haspels & Jankanish, 2000, p.14)
THE PROBLEM

Definition of Child Labor

Not all work done by children is categorized as child labor. Children or adolescents’ participation in work that does not affect their health and personal development or interfere with their schooling is generally regarded as being something positive. These kinds of activities contribute to children’s development and to the welfare of their families; they provide them with skills and experience, and help to prepare them to be productive members of society during their adult life. (Haspels & Jankanish. 2000)

The term “child labor” is often defined as work that deprives children of their childhood, their potential and their dignity, and that is harmful to physical and mental development. It refers to work that: is mentally, physically, socially or morally dangerous and harmful to children; and interferes with their schooling by: depriving them of the opportunity to attend school; obliging them to leave school prematurely; or requiring them to attempt to combine school attendance with excessively long and heavy work. (Global Trends in Child Labor, 2006)

“Child labor is work that harms children's well being and hinders their education, development and future livelihoods. Child labor is work that, by its nature and/or the way it is carried out, harms, abuses and exploits the child or deprives the child of education.”(ILO 2006)

“Hazardous work by children is any activity or occupation which, by its nature or type, has or leads to adverse effects on the child’s safety, physical or mental health, or moral development. Hazards could also derive from excessive workload, physical conditions of work, and/or work intensity in terms of the duration or hours of work even where the activity or occupation itself is known to be non-hazardous or ‘safe’.” (Global Trends in Child Labor, 2006)

In its most extreme forms, child labor involves children being enslaved, separated from
their families, exposed to serious hazards and illnesses and/or left to fend for themselves at a very early age. Whether or not particular forms of “work” can be called “child labor” depends on the child’s age, the type and hours of work performed, the conditions under which it is performed and the objectives pursued by individual countries. (Mottaz & Hurst 2006)

ILO specifically identifies some activities by children, which are not accepted under any condition, namely, worst forms of child labor. Hence the ILO Convention on the worst forms of child labor, 1999 (No. 182) states these as: all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labor, child prostitution or pornographic performances, and involvement of children in illicit activities.

Incidence of Child Labor

“Statistics on child labor are piecemeal and suspect. Many governments, especially in the developing world, lack an adequate system for obtaining accurate data on child labor.” (Kilburn 1996, p.57)

ILO estimates show that, in 2004, estimated global populations of 191 million children aged 5-14 years were at work, which accounts for 15.8 per cent of the world’s population in that age group. The total economically active child population aged 5-17 years was estimated at 317 million. Out of the total working children the absolute number of African child workers increased by 1.3 million to 49.3 million in 2004. In terms of incidence, Sub-Saharan Africa ranks highest, about 1 in 4 children younger than 15 years works in the region (26.4 per cent). The latest ILO global estimates on child labor indicate that in Africa progress towards the elimination of child labor is lagging behind other regions of the world. The persistent challenges of widespread and extreme poverty, high population growth, the AIDS pandemic, recurrent food
crises, and political unrest and conflict clearly exacerbate the problem. (Global Trends in Child Labor, 2006)

The majority of working children all over the world, estimated to be 126 million, are in hazardous work. This means they are engaged in activities that endanger their safety, health, and moral development. Likewise, millions of children are victims of the worst forms of child labor in Africa. Of particular concern are child trafficking, hazardous work in agriculture, domestic labor, the use of children in armed conflict, small-scale mining and commercial sexual exploitation.

In the local context, a nationwide survey result revealed that about 34 percent of the total child population of the country was involved in some activity in addition to attending school. On the other hand, about half of the children were engaged in a certain type of activity but not fortunate enough to attend school and only 3.9 percent of the children were attending school solely. (Child Labor Survey Report. 2001)

In Ethiopia, children are put to work at a very early age, particularly in rural areas where they often begin to assist in farm activities or herding livestock, four out of 10 children in the country start work below 6 years of age. In this regard, the situation in rural areas is worse where children that are put to work below 6 years is almost double compared to those in urban areas. Regarding the proportion of children who start work below age 6 years by region, SNNPR scored the highest percentage (about 51 percent), and the lowest was reported in Addis Ababa (17.5 percent). In Addis Ababa compared to the other regions a higher proportion of children that are put to work at higher ages were observed, that is, 15.2 percent at age 10 and 11.2 percent above age 11. (Child Labor Survey Report. 2001)
Looking at the sector wise nature of child labor, over seventy percent of all child laborers in the world work in agriculture. From tending cattle, harvesting crops, to handling machinery or holding flags to guide planes spraying pesticides, over 132 million girls and boys, aged 5 to 14, help produce much of the food and drink consumed, and the fibers and primary agricultural materials used. Although the numbers vary from country to country, it is estimated that at least ninety percent of economically active children in rural areas in developing countries are working in agriculture. (Mottaz & Hurst, 2006) In concordance with this, national occupational distribution pattern of children shows about 89 percent of the rural working children are engaged in elementary agricultural and related activities. In urban settings, on the other hand, varied activity types were reported, where about 26 percent were service, shop and market sales workers; and 19 percent were craft and related trade workers. (Child Labor Survey Report. 2001) “In terms of loss of life, accidents and work-related ill health, agriculture is one of the three most dangerous industries in which to work (along with mining and construction)” (ILO, 2006)

Causes and Consequences of Child Labor

Explaining the reason behind child labor is not simple. Poverty is referred to as the main cause whereas the ILO studies state, “Although children work because they are victims of poverty, by working instead of being educated, they tend to perpetuate the cycle of poverty.” (Kilburn, 1996, p.64) On the other hand, it is also argued that although poverty might be one very important contributing factor, other factors must be considered. These are public indifference, public policy, government inadequacies, economic self-interest and societal prejudice. (Kilburn. 1996) “Children work for many reasons. Some have no alternative, no educational opportunities, others must work to survive or to meet the hardship demands of a large family.” (Kilburn, 1996, p.63)
From a survey conducted in the country, “About 90% of the children working in productive activities replied that they were working to supplement family income” (MoLSA, 2006, p.77) which shows the fact that poverty is one of the major causes of child labor in Ethiopia.

Poverty is deep rooted and natural calamities, man-made disasters (war and civil strife), illiteracy, powerlessness and the lack of viable options further exacerbate the deprivations confronting poor parents who feel compelled to put a child to work. Poverty is not, however, the only factor in child labor and cannot justify all types of employment and servitude. (ILO, 2002, P.3)

On the other hand, the cultural values consider children as means of household income generation and they are expected to take over their parents’ chores at early age. Hence, children may decide to work, knowing that their family needs the income, or through the influence of their friends and peers. Furthermore, orphanage due to AIDS, rapid urbanization, family disintegration, conflicts and resettlement add to the incidence of child labor.

Reasons regarding education include distance from school, inability to cover school costs and poor quality of education resulting in school dropout. In a family confronted with poverty, parents may not feel that the long-term returns of education outweigh the short-term economic gain and skills acquired through child work. Education for poor children may be costly, inaccessible, of low quality or seen as irrelevant. (ILO, 2002)

From the employers’ side, some prefer to employ children because they are paid low wages and can be more efficient in certain types of work. (MoLSA, 2006).

There is a market demand for child labor since children are generally docile, obedient, hired at cheaper rates than adults, and dispensed with easily if labor demands
Children are unprotected, powerless and silent as far as their rights as workers are concerned. Children are often preferred in industries that are labor intensive, function with rudimentary technology and require laborious/repetitive work for long hours. Although largely disproved, the myth persists that in certain industries … children are needed because of the dexterity of their small fingers. (ILO, 2002, P.4)

The consequences of child labor can be categorized in to four major parts as, physical and emotional harm on the victims, educational problems (non-enrollment, dropout, school absenteeism or poor performance), perpetuation of household poverty and youth unemployment.

Historical Background of Child Labor Legislation

The identification of child labor as a social problem only began to be considered when industrialization and urbanization fundamentally changed children’s working relationships and multiplied the dangers. In the late nineteenth century, some governments began to intervene in protecting children from the worst extremes of the factory system and the most hazardous activities, but the major change came when government’s commitment to education increased as part of their development into modern nations. (ILO, 2002) Even then, the move against child labor was not without challenge. Major arguments against were:

• education would make poor children unsuitable for the mundane work that society required,

• child labor was necessary for the welfare of poor families, as well as for certain industries if they were to remain competitive,

• child labor laws would be impossible to enforce because of the number of enterprises involved,

• numerous tasks could only be done by children, and
it was not the role of the state to interfere with parental wishes concerning what was best for their children. (ILO, 2002, p.7)

During the 1970s, with growing awareness of children’s rights governments demonstrated their commitments to protect children from child labor through ratifying conventions and planning national policies. This was met with resistance from vested commercial interests, market pressures, moral indifference and traditional cultural attitudes. The lack of data on child labor also contributed to debate on the subject in which some tend to downplay the magnitude of the problem, while others exaggerate it. Through this historical experience, it was learned that governments should take a lead role to eliminate child labor by providing and enforcing protective legislations and awareness raising is necessary to bring about changes in the social climate. (ILO, 2002)

EXISTING POLICIES TO ADDRESS THE ISSUE OF CHILD LABOR

Legal Instruments on Child Labor

Although the fight against child labor will not be won through legislation, it certainly cannot be won with out it. Child labor laws can play a catalytic and supportive role in efforts to establish a more humane order and in prodding society to give the child the best it has to offer. (Haspels & Jankanish, 2000)

Legislation has been the most important response of governments to the problem of child labor. Although insufficient on its own, legislation can be a powerful instrument in combating child labor. Through legislation, the broad aspects of national policy towards the elimination of child labor can be defined. The law alone can provide legal sanctions, where appropriate, for violators of the law and can create legal avenues of redress for victims. It can serve as a deterrent to the economic exploitation of children, being the basis for both preventive measures and
punitive action against violators, besides pointing the way to and enabling practical action to be taken to eliminate child labor. (Haspels & Jankanish, 2000)

More than a few sources of law on child labor exist at international, regional, and national levels. Ethiopia has ratified Child Rights Convention, the Minimum Age Convention and lately the Worst Forms of Child Labor Convention, which is complementary to the Minimum Age Convention. The Labor Proclamation and the Criminal Code both of which came into force after the ratification of the Worst Forms of Child Labor Convention contain provisions designed to enhance the process of elimination of the Worst Forms of Child Labor.

From an international law perspective, the United Nations Convention on the Rights of the Child article 32(1) states the rights of the child to be protected from performing any work that is likely to be hazardous or to interfere with the child’s education, or to be harmful to the child’s health or physical, mental, spiritual, moral or social development.

The ILO Convention No.138 on the Minimum Age for admission to employment (1973) encourages states both to develop policies for abolishing child labor and to progressively raise the minimum ages when children can legally begin work (Art. 1). With this regard, Ethiopia, as a state whose economy is not sufficiently developed, has signed to a general minimum age 14 (Art.2), light work (Art.7) 12, hazardous work (Art.3) 18. Concerning hazardous work the age could conditionally lower to 16, where, health safety and morals of young persons are fully protected and where they have received adequate specific instruction or vocational training in the relevant branch of activity.

At the regional level, African Charter on the Rights and Welfare of the Child Article 15 (1) on child labor states every child shall be protected from all forms of economic exploitation
and from performing any work that is likely to be hazardous or to interfere with the child’s physical, mental, spiritual, moral, or social development.

In the national context, the Constitution of the Federal Democratic Republic of Ethiopia has provisions on the protection of children, or more specifically on child labor. Consequently, Article 36 of Part Two of chapter three in the constitution is entitled Rights of the Child. It comprises five sub-articles where the part related to child labor states that every child has the right not to be subject to exploitative practices, neither to be required nor permitted to perform work, which may be hazardous or harmful to his or her education, health or wellbeing.

The revised family code proclamation No. 213/2000 was proclaimed in July 2000 following amendment to the family law of Ethiopia, which, up until then, was part of the civil code of Ethiopia of 1960. The Revised Family Code purports to give “priority to the well-being, upbringing and protection of children in accordance with the Constitution and International Instruments which Ethiopia has ratified.”

According to Article 215 of the Revised Family Code, “(a) minor is a person of either sex who has not attained the full age of eighteen years.” The law presumes that the minor is incapable of doing a broad range of legally binding acts. Moreover, places the care and protection of the minor in such circumstances under the care and protection of specified organs. The Family Code also lays down rules of procedure for the removal of such organs where said organs fail to discharge their functions to the detriment of the child (Art. 245-249).

Although specific details are lacking, it may safely be submitted that failure to protect the child from performing work, which is harmful to the physical health or mental, spiritual, moral or social development of the child, would justify the taking of action against the responsible organ. An application to the competent court for the removal of the guardian or tutor of the child
may be made by any interested person or by the public prosecutor. (Article 248 of the revised Family Code).

Labor Proclamation NO.42/1993 (as amended) was reviewed and replaced by Labor Proclamation No.377/2003 where chapter two of part six contains provisions concerning child labor. Article 89(2) of said proclamation prohibits the employment of persons less than 14 years of age. Sub-article (3) of the same Article prohibits the employment of young workers, persons who are between 14 and 18 years of age according to Article 89(1) of the Labor Proclamation, to perform work which, on account of its nature or the circumstances under which it is carried out, is harmful to the life or health of the young worker.

The criminal code of 2004 contains provisions concerning the trafficking in minors for compulsory labor (Article 597) and traffic in minors for prostitution (Art. 636). In accordance with Article 525/2(c), the use of children (minors) for the production and trafficking of drugs is a criminal offence punishable by rigorous imprisonment and fine. However, procuring or offering a child to carry out such activities has not been made a punishable criminal offence.

According to Article 635 of the Criminal Code, traffic in women and children (minors), whether by seducing them, by enticing them, or by procuring them or otherwise inducing them to engage in prostitution, even with their consent, or keeping such persons in brothels or to let them out to prostitution is a criminal offence punishable with rigorous imprisonment and fine.

envisages the adoption of rules governing the employment of young workers between the ages of 14 and 18, though not issued so far.

**Government Strategy Document on Child Labor**

In line with the recommendations of the 27th General Assembly of the United Nations Special Sessions held in May 2002, which adopted a Resolution a World Fit for Children, the Government of Ethiopia formulated a National Plan of Action (NPA) for Children (2003-2010) and was issued in 2004. The NPA for children (2003-2010) has focused on four major themes namely; promoting healthy lives, providing quality education, protecting against abuse, exploitation and violence, and Combating HIV/AIDS. (Adem, 2008) The third theme includes four targets where the first one states “Protect children from all forms of abuse, neglect, exploitation and violence” (MoLSA, 2004, p 88). Specific strategies are placed under these, relating to child labor one reads “Take measures to eliminate Worst Forms of Child Labor and exploitation.” (MoLSA, 2004, p 88).

At present, Ministry of Labor and Social Affairs (MoLSA) and Ministry of Women’s Affairs (MoWA) at the federal level and the regional bureaus of Bureau of Labor and Social Affairs (BoLSA), take the responsibilities of the implementation of the Convention on the Rights of the Child and introduction of child labor policy.

**POLICY ALTERNATIVES**

Legislations are instruments to frame policy and action response. The implementation of these Conventions is a key starting point to target child labor and eradicate its worst forms. Under these Conventions, governments are called on to commit to action and implement specific measures to eliminate child labor. (Byrne, 1998 P.16)
Alternative I: A National Policy on Child Labor

It is not possible to understand, explain and ultimately enforce the law if there are gaps within; varying minimum ages; too broad, vague or even the absence of definitions of hazardous and non-hazardous work; and complex regulations spread through fragmented and sometimes inconsistent laws. This is the case in the existing national legal instruments on child labor. Consequently, this has deterred the progress towards eliminating child labor in the country. With this regard, the proposed alternative is the formulation of a sound national policy on child labor, framed by the existing legislation and in congruence with international laws. “Coherent national policies and programs of action against the exploitation of children, clearly establishing objectives, setting priorities and providing the necessary resources to ensure implementation, is therefore a crucial starting point for any meaningful action.”(Haspels & Jankanish 2000, p.16)

… a national policy directed towards abolishing child labor…sets out clear stages for elimination of the worst forms as a priority, commits the government to working with…stakeholders to identify and target any such worst forms of child labor for action, and then to work with these actors to reduce the employment of children. While protecting the child, improving conditions of employment, and providing education and training opportunities. (ILO 2002, p.22)

While taking account of the socioeconomic situation of the country, hence being country specific, the proposed national policy endeavors to meet the minimum standard set by the International Labor Organization. According to ILO/IPEC, a national policy on child labor contains at least the following elements:

- a definition of national objectives regarding child labor;
- a description of the nature and context of the problem;
• the identification and description of the priority target groups;
• a description of the main program areas and type of interventions to be used; and
• the designation of the institutional actors to be involved (ILO, 2006, p. 45)

The suggested policy alternative is not a separate unit rather placed within either Ethiopia’s National Plan of Action for Children (NPA) or the Education Policy, since education is the key substitute to child labor. “A national policy and program of action on child labor should be placed in the context of national, social and economic development policies that address the larger issues of poverty, education and development.” (Haspels & Jankanish 2000, p.7). Accordingly, the responsible government entity would be the Ministry of Labor and Social Affairs (MoLSA) or the Ministry of Education (MoE).

In the policy formulation process, the responsible government entity will call upon and make partnership with different stakeholders to take part. All pertinent parties in the combat against child labor such as government Ministries, local and international Non Governmental Organizations (NGOs), Community Based Organizations (CBOs), Employers’ Federation, Workers’ Federation, international organizations like International Labor Organization (ILO) and the United Nations Children’s Fund (UNICEF), and others will share and exchange their expertise and resources. The initial step towards the development of a national policy would be covering core issues such as, the existing overall situation of child labor, review of law and practice and overview of existing policies and programs that directly or indirectly relate to child labor and the measures already taken to deal with the problem. Finally resulting in a policy on child labor that incorporates, setting out objectives and priorities, identifying implementing agencies, coupled with resource provisions, besides presenting a coherent framework for an associated program of action.
Alternative II: Child Labor Monitoring Guideline

Another contributing factor for the ineffectual enforcement of the existing legal instruments on child labor in Ethiopia is the absence of appropriate monitoring system. Although the government passed legislation reasonably protective of child labor exploitation, there is a significant gap in enforcement; this fact necessitates the existence of a child labor monitoring guideline. The key elements of the guideline (adapted from ILO’s standard of inspection policy and from the child labor monitoring systems approach) would be:

- creating clear positions regarding child labor in general, the worst forms of child labor in particular, and on the use of legal sanctions;
- emphasizing prevention as the main aim and developing prevention-oriented methods of intervention;
- forming partnerships: stating which bodies make the partnership, identifying and laying out the responsibilities of the partners, degree of authority among partners, type of compensation the partners receive for the added duties, and defining linkages among the various partners; and
- ensuring a good balance between advisory, enforcement and supervisory functions

The guideline, …should outline what, in the medium and long term, is feasible to achieve given the country’s social, employment, economic, and technological situation, and in the short term what strategies it should adopt to respond to political initiatives, stated national priorities, new international standards or the expressed concerns of employers and workers.(ILO, 2002, P. 23)

The main objectives of the guideline are:

- To identify child labor and track the children to verify that they are removed from danger
• To determine whether child labor trends in specific sectors or areas are going up or down, so as to direct action

• To guarantee cooperation and collaboration of employers’ federations, workers’ federations, government offices, non-governmental organizations, community based organizations, and other stakeholders in realizing the enforcement of legal instruments protecting children from labor exploitation

• To ensure a safe working environment for children

To meet these objectives the main strategies used are; partnership at all levels (from Federal to Kebele Administration), build on foundations that are already in place and are going to be there for the future, child focused and sector wise assessment.

Ministry of Labor and Social Affairs (MoLSA) will be the responsible government entity to organize and oversee the formulation and execution of the guideline. Representatives of above-mentioned bodies, namely, employers’ federations, workers’ federations, government offices and administration at all levels, non-governmental organizations, social institutions and community based organizations will form the steering committee. The committees are to be formed at all administrative levels, from federal to Kebele administration.

Policy Alternatives Evaluation Criteria

Effectiveness in achieving desired objectives:

Is the policy alternative effectual in identifying children in hazardous working condition?

Can a social and political commitment be won through the policy alternative?

Does the policy alternative present a framework for an associated intervention to combat child labor?

Does the policy alternative facilitate a safe working environment for children?
Efficiency with respect to utilization of resources:

Does the policy alternative set out to accomplish largely with the minimum possible cost?

Is the policy alternative developed in a way to avoid resource duplication?

Does the policy alternative provide a cost effective approach?

Is the focus on prevention?

Political feasibility of gaining acceptance:

Does the policy alternative concord with the existing government policies and strategies?

Is the social problem a primary agenda for the government?

Does the policy alternative contribute to the country’s development plan?

Administrative feasibility of implementing the policy:

Does the policy alternative necessitate the establishment of a new administration system or operates within the existing structure?

Does the alternative policy require an overturn of the existing administrative structure?

Technical feasibility of implementing the policy:

What kind of personnel does the policy alternative require for implementation?

Is the policy alternative generally understandable and easily applicable?

Cultural feasibility of implementing the policy:

Does the policy alternative correspond to the values and beliefs of the society?

Is the perception towards the social problem consistent?

Sustainability:

How far can the policy alternative be successful in bringing about sustainable decrease in child labor?

Is the policy alternative designed within an ongoing system?
Is the policy alternative participatory of the relevant stakeholders?

Time interval to implementation:

How much time would it take to realize the policy alternative?

Comparisons between Policy Alternatives

Effectively addressing the problem of child labor necessitates taking into account three key issues: prevention, removal and rehabilitation. “The complex problem of child labor can only be solved through concerted action in society aimed at: preventing child labor, withdrawing children from exploitative hazardous work, and providing alternatives to them and their families.” (Haspels & Jankanish, 2000, p.4). With this regard, the ratification of protective legislation and monitoring of its enforcement becomes a limited intervention, thus could not sustainable address child labor. Where as a national policy on child labor would consider all three. The national policy starts with the gaps in the existing policy related to child labor and attempts to fill these gaps in the policy development. The child labor monitoring guideline on the other hand bases its foundation on the existing legislation on child labor, with its shortcomings. However, due to this very fact, the second alternative takes the shortest time to meet its objectives.

Concerning administrative and technical feasibility, both alternatives operate within the existing administrative structure. Child labor monitoring is carried out through a partnership at all levels, from federal to Kebele administration. For instance, at the Kebele level the partnership would include: the Kebele administration and related desks within, schools, health institutions, religious institutions, local community based organizations, nongovernmental organizations operating in the area, and so on. All the representatives from these bodies have first hand information on the community (for example the teacher knows when a student is absent or a
community health worker visits door to door and can observe the working conditions of children) hence play a vital role. Formulation and implementation of a national policy is also done through partnership of different stakeholders hence, draws on the expertise and resources of these bodies.

In the Ethiopian context, much remains to be done in bringing about attitude change towards child labor, thus cultural feasibility is a challenge for any intervention on child labor.

Comparison table

<table>
<thead>
<tr>
<th>Criterion</th>
<th>Alternative I National Policy on Child Labor</th>
<th>Alternative II Child Labor Monitoring Guideline</th>
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<tbody>
<tr>
<td>Effectiveness</td>
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<td>Cultural Feasibility</td>
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<td>Sustainability</td>
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<tr>
<td>Time interval to implementation</td>
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Comparison scores:

☑️ ☑️ ☑️ High ☑️ ☑️ Moderate ☑️ Low
Most significant challenges in implementing the policy alternatives:

- registration of births, necessary to prove age, may not exist
- there may also not be adequate legislation on compulsory education to provide alternatives for the children removed from work
- lack of clear legislation
- limited resource
- cultural issues
- economic issues
- lack of access to the informal economy

CONCLUSIONS AND RECOMMENDATIONS

Child labor is a multifaceted social problem; it is an outcome of a number of social, economic, political and cultural factors. To mention some: cultural beliefs that burden children to work beyond their capacity, inaccessible and irrelevant education system, household poverty which necessitates children to work for survival, employers’ preference of child workers in some industries. Moreover, the problem persists due to lack of public commitment, absence of appropriate policy and poor enforcement of existing policies.

The consequences of child labor put broadly are physical and emotional harm on the victims, educational problems, perpetuation of household poverty and youth unemployment, which in turn affect a country’s socioeconomic development.

The special merit of a national policy lies in the fact that it articulates societal objectives and commitments and provides a coherent framework for an associated program of action. A national policy and program of action on child labor should be placed in the
context of national, social and economic development policies that address the larger
issues of poverty, education and development. (Haspels & Jankanish, 2000, p. 7)

Although a national policy does not automatically bring an end to child labor it is a
decisive starting point, addressing the three crucial intervention areas: prevention, withdrawal
and rehabilitation. With sharing of expertise and resources among all pertinent bodies, through
capacity building at all levels and broad awareness raising about child labor, any challenge
hindering the implementation of the policy can be overcome.
REFERENCE


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UNICEF & MOLSA, 2005. Violence Against Children in Ethiopia
The Problems of Child Sexual Abuse and Exploitation
in Ethiopia

(A review of Policy: For a Partial Fulfilment of
a Course Assignment in Social Policy Analysis)

Dargie Teshome

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June, 2008
ACRONYMS

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
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<tr>
<td>ACRWC</td>
<td>African Charter on the Rights and Welfare of the Child</td>
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<td>OPRIFS</td>
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<td>SAEC</td>
<td>Sexual Abuse and Exploitation of Children</td>
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<td>UN CRC</td>
<td>United Nations Convention on the Rights of the Child</td>
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INTRODUCTION

This paper mainly deals with the problem of sexual abuse and exploitation of children (mainly girls) in Ethiopia. The term child is defined differently in different cultures or societies. However, for the purpose of this paper, a child means every human being below the age of 18 years as indicated or defined by the African Charter on the Rights and Welfare of the Child (ACRWC) and the United Nations Convention on the Rights of the Child (UN-CRC).

DEFINITION of TERMS

Sexual Abuse and Exploitation of Children (SAEC) is a broad term encompassing various infringements on the rights of children having a sexual and related nature. A comprehensive definition of sexual abuse and exploitation given in UNCRC includes:

\textit{the inducement or coercion of a child to engage in any unlawful sexual activity; \ldots the exploitative use of children in prostitution or other unlawful sexual practices; and, the exploitative use of children in pornographic performances and materials.}

This definition covers a range of actions relating to consensual and coerced sexual activity involving children; and the sexual exploitation of children by engaging them in prostitution, activities of sexual nature or pornography.

Jane Warburton gives a more discerning definition distinguishing between sexual abuse and exploitation. According this definition, child sexual abuse occurs when:

\textit{... one or more older person(s) involves the child in any activity for the purpose of their own sexual arousal \ldots including \ldots intercourse, touching, exposure of sexual organs, showing pornographic material, or talking about sexual things in an erotic way (MOLSA, 2005).}

This definition includes the use of violence, coercion, manipulation and pressurization as a means of committing the abuse.
Child sexual exploitation. The corresponding definition of sexual exploitation, on the other hand, focuses on the exploitative rather than the sexual nature of the act and the subsequent abuse. Sexual exploitation of children is defined as inclusive of

...the use of a child in sexual activities for remuneration or any other consideration; and, any reproduction by whatever means of a child engaged in real or simulated sexual activities or any representation of the sexual parts of a child for primarily sexual purposes (MOLSA, 2005).

PROBLEM DESCRIPTION

Sexual abuse and exploitation is the most serious forms of gender-based violence affecting children worldwide. Although comprehensive studies on the situation of sexual abuse and exploitation of children (SAEC) in Ethiopia are not available, the limited existing reports show that the problem is widespread. The secretive nature of child sexual abuse and exploitation and the fact that it is largely under reported makes it difficult to pinpoint the extent of the problem. Nonetheless, police records and data from public agencies, experiences of civil society organizations confirm that such abuse and exploitation vastly exist. Child prostitution, trafficking in children, exploitation of children by engaging them in prostitution as well as sexual abuse in its different forms are reported across the country. Children as young as 13 years are engaged in commercial sex work in large numbers. National Steering Committee against Sexual Abuse and Exploitation of Children 2004 estimate puts the number of child commercial sex workers in Addis Ababa alone at 6,000. As explained above, accurate statistics are difficult to obtain, but estimates from a 1996 study claimed that child prostitutes (under 18) make up to 15,000-18,000 or 20%, of the total prostitute population of 90,000 in Ethiopia (Save the Children Sweden, 1996). However, this figure is under estimated as there are no comprehensive studies conducted nation wide. Along with the increasing number of young girls who are getting involved in sex work from Addis Ababa itself, there is an influx from the different parts of the country. The study on child labour conducted by Save the Children Denmark (SCD) Ethiopia Program revealed the patterns of rural to urban migration that 96% of
the sexually exploited children are migrated from the different regions of the country. Of these, 64% were from Amhara region, 20% from Oromia and 12% from Guraghe areas (SCD, 2004).

The study further indicated that, among the children working and living on the streets are found many girls who are often physically and sexually abused while striving to meet their needs through engaging in selling sex. In view of the continued progression of the AIDS epidemic, and the means of livelihood for many children, HIV/AIDS will have a devastating effect on the lives of children exposed to sexual exploitation. Moreover, according to the International Office for Migration (IOM), internal trafficking of children for the purpose of sexual exploitation is an existing and steadily increasing practice, highly influenced by the growing urban migration trends. While there is a lack of reliable data on the prevalence, IOM estimates that about 20,000 children, some as young as 10, are trafficked from rural to urban areas every year (IOM, 2006).

Reports reveal that child prostitution and the enticement of schoolgirls for sexual purposes is on the rise. Some reports indicate the existence of several kinds of child prostitutes, some prostitutes work on the streets, while others are employed in bars/brothels and hotels that operate for very little money. Children are sometimes known as independent prostitutes comprising street children, those working from small brothels in slum areas, streetwalkers and those who hang out at the night spots and high profile hotels. The practice of enticing young girls from their home, through promises of rewarding jobs, in order to send them abroad or bring them to urban areas is common. There are no laws that criminalize child prostitution or prostitution in Ethiopia.

In this regard, the Committee on the Rights of the Child during its examination of the 2006 state party report by Ethiopia expressed concern on the high numbers of victims of sexual exploitation and sexual abuse, especially girls, and that the majority of cases are not prosecuted. Furthermore, the Committee is deeply concerned at the lack of information in the State party
CHILD SEXUAL ABUSE AND EXPLOITATION…

report on the extent of the problem and the number of children affected every where in the country.

Sexual exploitation of children has a severe impact on children’s physical and psychological health, destroying their youth and expectations in life. Physical violence has the most immediate impact: sexually exploited children are often severely beaten and kicked, or brutally raped for non-compliance. They are usually not in a position to negotiate safer sex and are frequently exposed to sexually transmitted infections including HIV/AIDS. Furthermore, unwanted pregnancies often leading to severe complications and sometimes to maternal death and the risks of unsafe abortion further exacerbate the physical impact of sexual exploitation of children.

Children exposed to sexual exploitation are often faced with a multitude of problems that could have hazardous implications on their future. Such children are often stigmatized, neglected and isolated by most members of the society. Hence, mingling with other children as well as the society at large would be difficult for them. The negative societal attitude towards sexually abused and exploited children would further result in social and psychological problems. Most of them have low self-esteem and manifest a sense of hopelessness. They do not think that there is a way and means that may help them to lead a better life in the future. They are rather developing negative attitude towards society and hatred to others outside the circle of their peers.

In most cases, the rights of these children are unrecognized and even violated by various sectors of the society. Coupled with other interrelated factors mentioned above, these dehumanizing responses in turn result in very serious and life threatening consequences that are damaging to their emotional, moral and social stability which calls an immediate response before it becomes irreversible and unmanageable. It is anticipated, with the prevalence rate of
HIV/AIDS, many of the girls engaged in the activity are HIV positive. Such a reality is rampant in the urban areas of Ethiopia where there is the biggest burden.

**HOW HAS the SOCIAL PROBLEM BEEN DEFINED?**

The international attention brought to the issue of child sexual exploitation was in the first World Congress against Commercial Sexual Exploitation of Children (CSEC) held in Stockholm in 1996. The importance of this event in creating awareness of CSEC among governments, International NGOs and representatives of civil society in many parts of the world has been widely acknowledged. This World Congress brought forward the issue of commercial sexual exploitation of children (SAEC) as priority agenda by highlighting the scale and impact of SAEC in the world, and linking it with violation of the rights of children to full protection from all forms of sexual exploitation and abuse. At the end of the meeting, representatives of the 122 governments and a large number of non-governmental organizations (NGOs) and inter-governmental organizations that participated in the World Congress signed a joint declaration and pledged, among other things, to draw up National Action Plans at the country level to fight sexual abuse and exploitation of Children worldwide. However, the political commitments expressed in its Declaration and Agenda for Action have not generated effective actions that match the scale of the problem worldwide. This is, for instance, reflected in the poor overall record of elaborating national action plans, establishing data bases and systems of reporting back on progress, by the countries represented at this event (Save the Children Sweden, 2001).

A Second World Congress was also held in Yokohama, Japan, from 17-20 December 2001 to reinvigorate the momentum started by the Stockholm World Congress, which was subsiding with time. One of the major outcomes of this subsequent Congress was the reaffirmation of the commitment to the Stockholm Agenda for Action (Save the Children Sweden, 2001).
Acting upon their commitments at the two World Congresses, countries have taken tangible measures at the national level. These measures include, *inter alia*, the development and implementation of national plans of action, policy formulation as well as review of existing policies and legislation, networking and cooperation among actors promoting awareness raising and advocacy, and data collection and monitoring regarding sexual abuse and exploitation of children (SAEC). In terms of policy related commitments, the participating countries have also made SAEC a focal point in policymaking and implementation.

Ethiopia is a party to the two world congresses and has expressed its commitment to the Stockholm Agenda of Action and its re-affirmation in Yokohama. To translate these commitments into action and to join hands with the global effort to fight the growing problem of SAEC, Ethiopia has started to take measures to mitigate the problem.

In Ethiopia travellers in the 16th century have written that it was common practice for traders to keep *chen'gerede* or *denge'tour* (literally means mistresses) along the various caravan routes and that the *chen'gerede* or *denge'tour* that follow the noblemen from one camp to another were paid in cash or in kind on special occasions. Apart from the occasional payments they were given land by some of the rich nobility; so they deserved to be called prostitutes. With the growth of urban centres, especially Addis Ababa, historians say, came the commercialization of *tej* (local brew) and the expansion of prostitution, during the reign of Menelik II. The Italian invasion of 1935-36 gave a great push to prostitution in the Italian occupied Ethiopia. The number of prostitutes in the city soon reached considerable proportion. The coming of the Italians who included hundreds of thousands of soldiers and workers thus initiated an extensive and highly developed prostitution, which continues in Ethiopia today. Therefore, prostitution has been a late comer in Ethiopia as isolated as the country has been for a substantial portion of its history (Save the Children Denmark, 2004). This became normal practice in the trade as thousands of young women from the countryside fleeing hunger and other difficult
circumstances got trapped in the business to survive. Then, in time the enrolment of younger sex workers crossed the boundary from young women to children amidst the interface of HIV/AIDS, which has been known to press patrons to look for younger children in hopes of facing less risk of contracting the deadly disease. The girl child has been moving in the direction of a whole series of unacceptable life choices since recently with as young as eleven years olds being observed in prostitution according to studies in Addis Ababa (Save the Children Denmark, 2004). These choices have on the whole been involuntary often imposed by adults and the hardships of survival at home. Child prostitution has been a big business involving a whole series of actors from abductors at bus stations, to blue taxis and bar/hotel owners who tend to see children as the spices of their trade.

In Ethiopia, prostitution has been practiced in the "traditional" manner whereby male customers seek the service of sexual gratification from female prostitutes. As is the case with prostitution, child commercial sex work is evident throughout the country, though highly pronounced in major towns where state, administrative, military, and commercial activities are centred, the most notable place being Addis Ababa (Save the Children Denmark, 2004)

Causes of the Problem

A range of factors is contributing to the ever-increasing number of the sexual abuse and exploitation of children in Ethiopia. According to the different studies conducted, the primary causes identified that push the girls into sexual exploitation are socio-economic vulnerability that includes: poverty, adult unemployment, family disintegration, parental death, domestic abuse & neglect, inappropriate educational opportunities, lack of alternative employment, sexual abuses, premarital sex that leads to unwanted pregnancy, peer pressure and cultural norms and values (SCD, 2004). Harmful Traditional Practices like forced early marriage and divorce also highly contribute to the rural-urban migration. Poor families who are unaware of the sexual abuse and exploitation faced on the streets by the girl child also contribute to the problems by encouraging
their children to contribute to the meagre family income. However, most of the girls migrating to
the urban centres do not have sufficient information about the situation there and the difficulties
involved in securing a descent job in the cities. As a result, sexually abused and exploited
children are therefore exposed to serious problems due to multifaceted and interactive factors
such as: low level of awareness of the society (schools, community based organizations(CBOs),
health institutions, religious institutions and community groups), exclusion of children from
education related to their life style, lack of basic services, lack of knowledge about protective
mechanisms, lack of protection from law enforcement bodies and the community, social and
economic abuse and exploitation of children(Save the Children Denmark, 2004)

On-going Activities in CSAE

The problem of child sexual abuse and exploitation has caught the attention of
governmental and non-governmental organizations very recently but quite a lot of initiatives are
underway. The following are major undertakings in the area of the legal reform, research and
intervention measures addressing the rights and needs of SAEC.

The Legal Frame Work/Reform

The Ethiopian Constitution reflects express commitment to realize the rights of children
as recognized in the international child rights framework in Ethiopia. The Constitution, under
articles 9 and 13, makes international agreements ratified by Ethiopia part of the law of the land
and makes them standards for the interpretation of its human rights principles. In particular,
Article 36 of the Constitution is fully dedicated to the protection and fulfilment of children’s
rights.

The Criminal Code (2005). The new Criminal Code has addressed a number of child
rights issues including the criminalization of harmful traditional practices including female
genital mutilation (FGM), clarified contentious issues in relation to offences like trafficking in
children, extended criminal responsibility in relation to culturally prevalent violations of child
rights, dispensed with corporal punishment of children and increased the penalties for offences against children.

National Action Plan on Sexual Abuse and Exploitation of Children. In 2005, the Ethiopian government issued a National Action Plan on Sexual Abuse and Exploitation of Children. The Plan of Action has the overall goal of improving the realization of the rights of all Ethiopian children to be protected from sexual abuse and exploitation and to have access to legal, psychosocial and medical services as well as information necessary for their protection and rehabilitation. A National Steering Committee against Sexual Abuse and Exploitation of Children has been established that oversee the implementation of the National Action Plan.

Studies undertaken. Although there is no a nation wide comprehensive study carried out, there have been studies undertaken by different government and non-governmental organizations for specific project interventions in different geographic locations. The following are some of the studies:

- Child Sexual Exploitation in Ethiopia: Law and Practice - National Steering Committee Against Sexual Exploitation of Children; Sponsored by Radda Barnen and FSCE, (1997)
- Sexual Abuse and Exploitation of Children in Dire Dawa – FSCE, (2001)
Support and Prevention Program for Sexually Abused and Exploited Children: Forum on Street Children Ethiopia (FSCE) has a support and preventive programs for sexually abused and exploited children in five major towns of the country: Addis Ababa, Nazareth, Dire Dawa, Dessie and Bahir Dar. The support program aims at rehabilitating victims of sexual abuse and exploitation through the provision of guidance and counselling, health, recreational, washing and laundry services and life and vocational skills trainings with the aim of preparing beneficiaries for further reintegration in the society. The preventive programs on the other hand focus on raising the level of awareness of the public on the problem of CSAE. Besides, FSCE in cooperation with the Addis Ababa Police Commission has established child protection units (CPUs) in all the police stations of the Addis Ababa sub-city administrations.

African Network for the Prevention and Protection of Children against Abuse and Neglect-Ethiopia Chapter (ANPPCAN): It is a pioneering NGO working against child abuse and neglect in Ethiopia. ANPPCAN carries out awareness raising activities and trainings on child rights in general and provides counselling services and legal assistance for abused children in particular.

The Integrated Family Services Organization (IFSO): This organization offers psychological support as well as health, legal and economic assistance to child victims of rape. Moreover, it provides temporary shelter for victims who need to be removed from their residences to avoid, at least for some time, the abusive and traumatizing situations.

Child Abuse and Neglect Unit of Yekatit 12 Hospital (CANU): CANU was established in May 2001 with partnership of Save the Children Norway-Ethiopia and started operation as a pilot project under the Pediatric Department of Yekatit 12 Hospital. The unit is responsible to provide age determination and medical certificate for victims of sexual and physical abuses and children in conflict with the law upon court orders and counselling services for emotionally and psychologically traumatized children.
**Ethiopia Women Lawyer’s Association (EWLA):** Provides legal services for SAEC and public education and legal reform.

**Children Aid Ethiopia (CHAD-Et):** This is a voluntary non-governmental organization engaged in the provision of prevention and support services for children exposed to sexual exploitation in and around the Mercato area of Addis Ababa where the problem is much higher.

**POSSIBLE POLICY SOLUTIONS**

The existing policy related action or document that exclusively deals with the issue of child sexual abuse and exploitation in Ethiopia is the National Action Plan on Sexual Abuse and Exploitation of Children (NPA-SAEC) which was developed in December 2005. The NPA was developed by a National Steering Committee against Sexual Abuse and Exploitation (NSC-SAEC) which was established in 1997. The Committee is composed of government and non-governmental actors that try to address the problems of SAEC in Ethiopia. Previously, the Committee was chaired by the Ministry of Labour and Social Affairs (MOLSA). However, presently, the mandate to chair the Committee and coordinate the implementation of the NPA has been transferred to the Ministry of Women Affairs (MoWA). The NPA serves for the years 2006-2010.

The overall goals of the NPA include reduction/minimization of SAEC through the participation of stakeholders, provision of a more accessible and effective legal protection of child victims, increasing availability of integrated rehabilitation and reintegration services for victims (MOLSA, 2005).

**Gaps in the existing Policy (NPA).** The development of NPA on sexual abuse and exploitation of children is a good framework to address the issue of child sexual abuse and exploitation in Ethiopia. However, there exist critical constraints that hamper the effective implementation of the National Action Plan. The gaps are enormous and extensive but this paper
tries to pinpoint the major ones which could be categorized into the following: weak institutional arrangement and limited capacity to implement, weak coordination, limited information (research and documentation) on the magnitude of the problem, limited awareness raising interventions and non existence of reporting structures/mechanisms.

**Weak Institutional Arrangement.** The mandated government Ministry (MoWA) to coordinate the implementation of NPA is a recently established one. The organization is constrained by limited capacity in terms of skilled personnel and adequate financial resources to coordinate the implementation of the NPA. Besides, the Ministry is situated at the National level and does not have strong grassroots presence. As a result of this, the NPA is not recognized by the regional states where the root causes of the problem are found. Furthermore, as indicated in the NPA document, the NPA is assumed to be implemented by a National Steering Committee. However, the committee has never been actively functional. It was learned from the MoWA that meetings of the committee have not been regular and the few meetings held were not attended by all members. Besides, there is no legally binding memorandum of understanding that would enhance the commitment and accountability of the members.

**Weak Coordination.** According to the National Steering Committee against sexual abuse and exploitation of children, existing interventions in the area of sexual abuse and exploitation of children were found to be diverse in terms of institutions involved. However, coordination and integration among the national and international organizations involved in the area was reported to be weak. Besides, the transfer of responsibility from MOLSA to MoWA has negatively impacted on the coordination aspect as the later is constrained by skilled personnel.

**Limited research and documentation.** As explained in the previous chapters, systematic and comprehensive collection, compilation and analysis of basic data on the magnitude, prevalence, incidence, causes and effects of sexual abuse and exploitation of children in Ethiopia has not been undertaken at the national level so far. The limited efforts made in this area also
suffer from limitations in scope, methodology, geographical coverage and perspective/focus. Therefore, to meaningfully and effectively address the problem, the NPA should be informed by reliable information or data.

*Non-existence of reporting systems/mechanisms.* The secretive nature of child sexual abuse and exploitation (CSAE) makes it difficult to determine the extent of the problem as most incidences of CSAE remain unreported. The NPA lacks mechanisms or structures where by children and adults can safely report cases of CSAE.

**POLICY ALTERNATIVES**

Based on the gaps identified on the NPA on SAEC, the following policy alternatives are identified for the realization of the rights of sexually abused and exploited children.

*A). Enhancing Research and Data Collection.* As discussed in the previous sections, there is no accurate data on the magnitude and prevalence of CSAE in Ethiopia. Therefore, enhancing the research and data collection component to make available comprehensive, relevant and reliable information on SAEC in Ethiopia, including the scope, relevance of existing intervention efforts would enable to design effective interventions in the prevention and protection of CSAE. The following strategies are suggested to implement the research and data collection component:

- Gathering relevant and comprehensive information on the prevalence, causes and effects of SAEC in Ethiopia.
- Identify and integrate already existing data on SAEC in Ethiopia
- Preparing and distributing a comprehensive baseline situation report on SAEC in Ethiopia for the purpose of monitoring the implementation of the NPA; and updating it on regular basis to follow up the progress.
• Link the research and data collection component with available research institutions.

For the actualization of this alternative policy, I suggest, the mandate should be given to the Ministry of Labour and Social Affairs (MOLSA) instead of the Ministry of Women Affairs (MOWA). The MOLSA is relatively in a better position in relation to skilled personnel and institutional presence at regional and zonal levels.

B. Establish Strong Coordination and Monitoring Systems. The issue of child sexual abuse and exploitation in Ethiopia has been attracting the attention of many stakeholders only recently. However, existing interventions in the area are not coordinated. The need for extensive coordination and integration is required for maximum impact. The following strategies are suggested to enhance the coordination and monitoring aspect:

• Establish networks among the different stakeholders.

• Develop legally binding memorandum of understanding among the network members that would define their roles and responsibilities

• Replicate the establishment of Regional Steering Committees against SAEC and familiarize and disseminate the NPA to the regions. This could be done through organizing sensitization workshops and discussion forums.

• Develop follow up and monitoring systems. This includes designing of a participatory monitoring and evaluation systems and developing user friendly reporting formats.

• Establish child-friendly reporting mechanisms at national and community levels so that children and adults can safely report CSAE cases. This could be done through establishing telephone help lines, suggestion boxes in schools, etc.
### EVALUATION CRITERIA FOR COMPAIRING THE POLICY ALTERNATIVES

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<th>Evaluation Criteria</th>
<th>Alternative A</th>
<th>Alternative B</th>
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<td></td>
<td><strong>Enhancing Research and Data Collection</strong></td>
<td><strong>Coordination and Monitoring</strong></td>
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<td><em>(Indicators for measurement)</em></td>
<td><em>(Indicators for measurement)</em></td>
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<td>a  Effectiveness in achieving objectives</td>
<td>- Contribution of research findings in program planning</td>
<td>- Existence of defined duties &amp; responsibilities among stakeholders</td>
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<td>- Utilization of research results by all stakeholders</td>
<td>- Existence of established network to prevent &amp; protect children from SAE</td>
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<td>- Mutual learning &amp; sharing experiences</td>
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<td>- Existence of monitoring &amp; evaluation system</td>
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<td>b  Efficiency in use of resources</td>
<td>- Will this be costly?</td>
<td>- Does this cost us in terms of money, time and utilization of human resource</td>
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<td>c  Political feasibility</td>
<td>- Acceptance of research by government duty bearers &amp; other stakeholders</td>
<td>- Trends in forming partnership among different stakeholders</td>
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<td>d  Administrative feasibility</td>
<td>- Will there be an appropriate structure to manage &amp; administer research at various levels(national to regional)</td>
<td>- Existence of administrative structures (government) to handle the coordination &amp; monitoring at all levels</td>
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<td>e  Technical feasibility</td>
<td>- Are there the required skills &amp; expertise to conduct the research?</td>
<td>- Existence of capacity to conduct the regular coordination &amp; monitoring</td>
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## Comparison of Policy Alternatives

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<th>Alternatives</th>
<th>Argument</th>
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<td>Alternative A</td>
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<td></td>
<td>Enhancing Research &amp; Data Collection</td>
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<td>1</td>
<td>Effectiveness</td>
<td>- Research enables to design optimal or effective programs &amp; develop good strategies to prevent CSAE</td>
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<td>- Enhances effective delivery of the services</td>
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<td>- Provides/recommends how programs should be implemented, who benefits, whether the program is accomplishing what is intended &amp; the like.</td>
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<td>- Research helps to establish links between specific casual factors and specific problems</td>
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<td>- Research allows focusing interventions on targets with identifiable risk factors.</td>
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<td>Alternative B</td>
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<td>Coordination &amp; Monitoring</td>
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<td>- The coordination among various actors will create synergy which enhances the effectiveness of programs or projects</td>
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<td>- Regular monitoring of programs enables to take timely corrective measures and this would contribute to achieve the desired objectives which would in turn enhance the effectiveness of programs. However, unless there is adequate &amp; reliable baseline data (generated through research) coordination and monitoring alone might not ensure the effectiveness of any intervention or policy.</td>
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Therefore, the link between research & effectiveness of policies or interventions is very strong.

| 2 | Efficiency | - Research is considered as costly and time consuming by the government.  
  - There are no specialized research institutions particularly in the areas of CSAE & adequate trained human power to conduct the research in the country.  
  - Resource allocated for research in many of the organizations (both in the government & NGOs) that work in the areas of CSAE is very limited. This is manifested in the absence of comprehensive data on the problem nationwide. For instance, in the 2006-2010, National Action Plan on SAEC which was developed by MOLSA, there was no budget allocated for | √ | - This alternative is relatively stronger in relation to efficiency. Because, there is a national steering committee (though weak) that has a potential to coordinate and monitor the various on-going interventions by NGOs. There is a budget allocated for the committee by the different NGOs. A full time national coordinator has been recently employed for the steering committee. Besides, there are many NGOs which work in the areas of CSAE with trained employees in the field. If the available resources (human and financial) both within the government and the NGOs are properly mobilized and coordinated, resource | √ |
| 3 | Political feasibility | - In this country, the importance of research, particularly in the areas of SAEC has not been fully recognized by the government. It is not given a national priority compared to other sectors such as in agriculture, health and education. For instance, there is no a survey or study initiated by the responsible government ministry in the areas of CSAE. Most of the sporadic research activities under taken in the country are initiated and funded by NGOs and donors. Therefore, there might be less government commitment for allocating the required budget for research. An article in the | √ | - There are many NGOs that are currently committed to support (financially and technically) the national steering committee against child sexual abuse and exploitation. According to 2006 MOLSA report, there were more than five international and ten local NGOs that support or implement projects in the prevention, protection and rehabilitation of child victims of sexual abuse and exploitation. Besides, donors such as the OAK Foundation and UNICEF have also been funding interventions in the areas of CSAE. According to the Ministry of | √ |
Daily Monitor News Paper on how African leaders give less priority for the importance of research in contributing to national development is worth mentioning:

Every poor country goes invariably for building a national air line. Rarely do the power persons who happen to rule poor countries think in terms of enormous value it offers by establishing a world-class research Institutions. Very often those in power fear the research process that produces knowledge with critical thinking, open scientific enquiry, innovation and creativity and the fearless search for truth.

(The daily Monitor, Tuesday, May 27, 2008. Volume XIV, N0. 121).

| Administrative | - In the first place, there are few donors that | √ | - The existence of legally mandated regional, | √ |
| feasibility | would like to finance a comprehensive national study due to the huge amount of resources that would require. Besides, there are limited trained or skilled personnel that would carry out such large scale national surveys both in the government and the NGOs sector. Moreover, the grass root level structures (zonal, woreda and community) both in the government and NGOs may not be competent to coordinate and under take such research. The personnel assigned at grass root level might be usually with low profile and constrained by the required research technical skills. Therefore, the low priority given to research by the government, the existence of few interested donors to fund large scale surveys coupled with the limited availability of trained human |
| zonal, woreda and community level government structures such as the MoWA, MOLSA, the zonal, woreda and kebele administrations and civil society organizations such as NGOs(FSCE, ANPPCAN,CHAD-ET etc, activist groups such as EWLA, Youth and Women Associations and different committees such as child rights committees would make this alternative relatively to work well. -There are also donors such as OAK Foundation that have been financing networking of NGOs that work in the areas of the prevention of CSAE. For instance, OAK Foundation is supporting a network of four local NGOs (FSCE, OPRIFS, ANPPCAN & CHAD-ET) that jointly implement the |
| 5 | Cultural feasibility | - In the Ethiopian culture, the issue of sexual abuse and exploitation is not widely discussed both at the household and community level. Sexual affairs in most cases are considered private matters in the majority of the Ethiopian cultures and are not openly discussed at public. In some instances, sexual matters are considered as taboo. This is why many CSAE cases are under reported. Besides, if disclosed, those who are victims of sexual abuse would be discriminated and stigmatized. Moreover, in the Ethiopian patriarchal society, the positions | | - At the initial level of the policy implementation, communities may resist to cooperate due to their cultural orientations in tolerating or some times approving CSAE. However, this could be minimized through continuous dialogue & organizing awareness raising activities. The law enforcing structures (police, courts, justice offices) and the zone, woreda and kebele administrations would actively work to enforce the existing laws that protect children from SAE and mobilise and aware the community to minimize the |
girls hold in a society are very low. As a result of this, violence against girls and women is considered tolerable. Besides, harmful traditional practices such as rape, abduction, sexual harassment, early marriage are highly prevalent and not considered as offences or crimes against children and women. Therefore, the prevalence of harmful traditional practices and the taboo relatedness of sexual matters may impede to conduct research & generate reliable and valid data on the problem.

| 6 | Technical feasibility | - As pointed out in the above related issues, the limited availability of trained human power particularly at the government structure to conduct quality research might decrease the acceptability of this alternative. | √ | - The involvement of different actors such as NGOs and government organizations provide a room to share experiences and technical expertise. Besides, there would be regular forums for reviews, reflections, dialogues and joint monitoring among the different actors | √ |}

cultural barriers particularly harmful traditional practices that might impede the implementation of the policy.
that would enhance the technical feasibility of this alternative. Moreover, the relatively available trained human power in the NGO sector would enable to translate the policy into practice.

### Sustainability

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| 7  | a). Institutional sustainability: - The existing government structures from the national to the grass roots level are constrained by resources (financial and trained human power) to conduct and maintain good regular research. Besides, many donors do not usually commit resources for research in a continuous basis. This makes the research alternative policy relatively less sustainable than the policy alternative in coordination and monitoring.  
   b). Technical sustainability: - The limited trained human resource and the required | √ | a). Institutional sustainability: - The existence of mandated national, regional and zone government structures such the MoWA, BOLSA & local NGOs such as FSCE, CHAD-ET, ANPPCAN and the like which have both national & project level (zone and woreda) offices would continue to implement the policy which would contribute to its sustainability. Besides, the existence of government established child rights committees both from the national to the kebele (the lowest government structure) level | √ |
facilities (office set up) and materials (computers) at all levels of the government structure makes this alternative technically less sustainable.

c). *Financial sustainability:* Research requires adequate financial resources to update findings at a certain time intervals as social problems are dynamic. However, in Ethiopia, the emphasis given to the problem of CSAE is very low. For instance, though the problem of CSAE in general and lack of data is adequately recognized in the National Action Plan on SAEC (2006–2010), there has not been budget allocated for research or data collection. Therefore, the financial sustainability of the alternative policy on research and data collection is less sustainable compared to the

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| Research requires adequate financial resources to update findings at a certain time intervals as social problems are dynamic. However, in Ethiopia, the emphasis given to the problem of CSAE is very low. For instance, though the problem of CSAE in general and lack of data is adequately recognized in the National Action Plan on SAEC (2006–2010), there has not been budget allocated for research or data collection. Therefore, the financial sustainability of the alternative policy on research and data collection is less sustainable compared to the | would sustainably continue to carry on the initiated policy interventions. |

*b). Technical sustainability:* The policy would be implemented through the existing government structures which have more or less been implementing similar policies that require coordination and monitoring activities. Hence, the implementation of this policy alternative would build on the experiences of the available government structures. Besides, the NSC CSAE would provide a backstopping support (through facilitating trainings or developing manuals, guidelines etc) that would enhance the technical capacities of the relevant actors. - The relatively available trained & experienced human resources working in the
other alternative.

NGOs is an opportunity to transfer skills to local government structure staff to enhance their capacities for the sustainable implementation of the policy. Besides, data that would be gathered through regular monitoring would make available relevant and reliable information and document and share best practices that would inform the ongoing interventions for refinement which would contribute to the technical sustainability of the policy.

c). Financial sustainability: - If a strong coordination is established & adequately managed among the various government & NGOs, there is a huge potential of pooling resources from each actor for the sustainable implementation of the policy.
Concluding Argument on the Alternative Policy Choice

As described in detail in the above comparison table, the policy alternative for coordination and monitoring has been recommended. The rationale behind this choice is that, the political environment such as existing government policies (e.g. Developmental Social Welfare Policy) and legal frameworks (e.g. the UN Convention on the Rights of Children, the ACRWC, the Ethiopian Constitution) and the implementation strategies for such policies and legal frameworks promote the importance of coordination and collaboration for which this alternative policy is striving for.

Furthermore, the existence of actual (MoWA, MOLSA, NGOs mentioned previously) and potential (the Ethiopian Human Rights Commission and the Ombudsman Institution) government structures and donors such as UNICEF, OAK Foundation and others such as Save the Children Alliance etc. which are involved in the areas of the prevention of children against SAE, the resources available under their different institutional arrangements, including the amount and quality of information, skills, and expertise available among the various actors would put the recommended policy alternative on much stronger side than the other. Besides, the existence of administrative government and NGOs structures that would implement the envisaged alternative policy both at the national, regional and local (woreda and kebele) levels is another good reason for the recommendation of this alternative policy. For instance, the NSC SAEC would be entrusted for the coordination of the policy implementation at the national level. Similarly, the NSC SAEC would influence regions to establish similar arrangements and functions for the coordination of the implementation of the policy at regional and woreda levels.

The Ministry of Women Affairs will be the overall coordinator of the implementation of the policy at the national level and the lead/chair agency for NSC SAEC with other government organizations such as the Ministry of Education, Health etc. as members. In addition to this, FSCE which is one of the pioneers of the local NGOs that works in the areas of child sexual
abuse and exploitation, street children and child trafficking should serve as a secretary of the national steering committee. Moreover, international NGOs such as Save the Children (there are seven Save the Children organizations in Ethiopia) should be represented. Besides, donor organizations such as OAK Foundation and UNICEF should also be members of the committee. At the regional level, the Bureau of Labour and Social Affairs (BOLSA) would be the lead agency as the bureau is in a better position in terms of skilled personnel and available structures at zone level which the MoWA lacks.

One of the major decision points that would be encountered during the implementation of the policy is the shift of responsibility from the MoWA to the MOLSA at the regional levels. This would raise the issue of legal accountability as the MoWA is the legally mandated ministry to implement activities related to children. The other difficult decision point is replicating the activities of the NSC SAEC at the Regional States. Because the Regions are autonomous entities, they may resist to accept and replicate what is at the national level. Moreover, the policy may not be replicated to all regions at one time due to resource limitations and it will not be easy to decide with which region to pilot or begin the policy implementation.

The most significant challenges in implementing the policy will be:

a). Inadequate commitments of government as well as NGOs which are involved in the coordination. Many organizations consider coordination work as a secondary task as they have their own organizational priorities to take care of.

b). Shortage of trained human resource as well as high turnover of staff in the lead government organizations to coordinate the implementation of the policy. The MoWA and BOLSA are understaffed. Besides, business process reengineering is currently under going in many of the government organizations and this might result in reshufflings and transfers of staff from one Ministry to another as it has happened during the government restructuring three years ago.
c). Government might give less priority to the issue of child sexual abuse and exploitation compared to other sectors such as education, health and agriculture. This would be manifested in small budget allocation and assigning unskilled personnel for the policy implementation.

d). Drought and war: Presently, the Disaster Prevention and Preparedness Authority has estimated that more than 4.5 million people in Ethiopia require food aid and if the rain situation is not improving, more people would be affected. Therefore, in such an emergency situation, the government and donor resources would be shifted to emergency interventions and implementation of the policy might be suspended. Moreover, the border conflict with Eritrea is worsening and if war arises, the required budget from the government to implement the policy might be shifted to the Defence Ministry.

It would be very difficult to estimate the length of time it would take for the policy to achieve its desired outcomes. However, if some of the challenges mentioned above such as drought and war do not occur, the policy outcomes could be achieved within 2-3 years period. Besides, because the recommended alternative policy would be implemented within the existing government framework and structures, it might not be difficult to achieve those outcomes even within shorter period of time.

Summary of the Overall Argument including the Problem Statement

Sexual abuse and exploitation of children is spreading in an alarmingly increasing scale in all regions of Ethiopia. Available studies revealed that 96% of the sexually exploited children in Addis Ababa have migrated from rural areas (Save the Children Denmark, 2003). The root causes of sexual abuse and exploitation are poverty, HIV/AIDS, lack of access to education, ignorance of the risks and lack of protective mechanisms in the rural areas. The secretive nature of child sexual abuse and exploitation and the fact that it is largely under reported makes it difficult to pinpoint the extent of the problem. Nonetheless, police records and data from public
agencies, experiences of civil society organizations and research confirm that such abuse and exploitation vastly exists everywhere in the country.

The magnitude and extent of the problem of CSAE is vast and it is beyond the capacity of one or two organizations to redress the problem. Therefore, it requires coordination and partnership between different actors which the recommended policy alternative is trying to address. The coordination would have an advantage of securing resources from the different sources and the existence of a system for continuous dialogue among actors for the improvement of the plights of sexually abused and exploited children. In addition to this, the coordination among the different actors would have an added value through sharing expertise and best practices that would contribute to design effective programs/interventions. Furthermore, through establishing a strong monitoring system, the impact of existing efforts on sexual abuse and exploitation of children would be regularly checked to further improve the outcomes of the interventions.

Expected Challenges for my Arguments

One of the expected challenges on the problem analysis might be that it is not supported by adequate statistical data which clearly indicate the magnitude and extent of the problem at national and regional levels. The argument could further continue by stating that the existing facts used are not up to date and could not be concluded based on the scanty information and unupdated information.

With regard to the evidence cited to identify the preferred policy, some one might challenge that the arguments made in favour of the identified alternative policy are subjective which are not quantitatively measured. For instance, he or she might question on the capacity (human, institutional and financial) of the existing government structures to shoulder the coordination activities.
Response to the Challenges

In Ethiopia, children under 18 years of age constitute about 50 percent of the population (MOLSA, 2004). Hence, what ever the statistics may indicate, the problems of such significant portion of the population should not be overlooked. Besides, the problem of CSAE is a gross violation of children’s rights which Ethiopia has ratified and could not afford to ignore in the pretext of the lack of comprehensive data.

Furthermore, though the arguments made towards the preferred policy alternative seem subjective, the information gained for the decision were based on available qualitative data in the MoWA, MOLSA, the pertinent NGOs that work in the area. Besides, key persons in the MoWA, MOLSA and FSCE and SCD were consulted and have acknowledged the importance of coordination and monitoring in the interventions of CSAE. Besides, the capacity constraints at the various levels of the government structures could be enhanced through different trainings and experiences to be gained in the various forums that would be organized among the various actors.
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The Situation of Child Sexual Abuse in Addis Ababa

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Social Policy Analysis
SSWA 631

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List of Acronyms

AIDS Acquired Immunodeficiency Syndrome
ANPPCAN African Network for Prevention of and Protection against Child Abuse and Neglect
CHADET Children’s Aid-Ethiopia
CRC Convention on the Rights of the Child
CSA Central Statistics Authority
DPPC Disaster Prevention and Preparedness Committee/commission
ECPAT End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purpose
EWLA Ethiopian Women’s Lawyers Association
FGM Female Genital Mutilation
FSCE Forum on Street Children- Ethiopia
FPCE Federal Police Commission of Ethiopia
HIV Human Immunodeficiency Virus
HTPs Harmful Traditional Practices
ISCA International Save the Children Alliance
MOLSA Ministry of Labor and Social Affairs
MOFED Ministry of Finance and Economic Development
NPA National Plan of Action (2003-2010 and beyond)
STD Sexually Transmitted Diseases
UNICEF United Nation’s Children’s Fund
WHO World Health Organization
Introduction

Child sexual abuse and exploitation is a global phenomenon. It exists in societies and most cultures irrespective of their material wealth.

The international Save the Children Alliance (ISCA) stated that the 2002 report on Violence and Health by WHO indicates that about 25% of women and 5-10% of men have suffered sexual abuse as children and the UN reports that millions of children are being exploited annually by the sex industry (ISCA, 2003). Children orphaned and affected by HIV/AIDS, internal armed conflicts, abandoned, neglected, those who live on the street are more likely to be abused sexually. In Ethiopia, abuse against children is a very deep rooted practice and children face sexual abuse at homes, schools, and in their community and presently, sexual abuse is becoming the most common forms of violence perpetrated on children (African Network for the Prevention of and Protection against Child Abuse and Neglect: ANPPCAN, 2006).

There are few if not many studies in Ethiopia, especially in Addis Ababa showing that child sexual abuse affects both boys and girls. The victims struggle to survive from psychological, social and physical harms caused by the abuse for many years in their lives. However, the scope of this paper is delimited to child sexual abuse on girl children. The first sections of the paper deals with, the concepts of child sexual abuse, its primary and secondary causes and its effects. Theoretical explanations and research findings will be presented to describe the magnitude of the problem. Existing policy and the
alternatives on this social problem will be presented in the second section and finally, the alternatives will be evaluated, compared and summarized.

Concepts of Child Sexual Abuse

There are various definitions applied to child sexual abuse depending on the nature and degree of the problem, from time to time and lace to place. Organizations such as ISCA believe in agreement of universally accepted definitions for effectively addressing and making efficient policies. They give the definition of Child Sexual Abuse as: “…the imposition of sexual acts or the sexual overtones by one or more persons on a child.” this includes: indecent touching, penetration, and sexual torture as well as indecent exposure using sexually explicit language toward a child, showing pornographic materials (ISCA,2003.P.2).

The UN Convention on the Rights of the Child (CRC) in its article 34 states that the protection of the child from all forms of sexual exploitation and sexual abuse and all appropriate, national, bilateral and multilateral measures should be taken to prevent (a) “the inducement or coercion of a child in any unlawful sexual activity, (b) “the exploitative use of children in prostitution or other unlawful sexual practices, (c) “ the exploitative use of children in pornographic performances and materials (CRC,1992).

Tower (2005) presented the definition coined by the federal government of the U.S. in 1984 and stated that child sexual abuse is inclusive of:

    Employment, use, persuasion, inducement or coercion of any child to engage
    in any sexual explicit conduct for the purpose of producing any visual
    depiction of such conduct or the rape, molestation, prostitution, or other form
of sexual exploitation of children or incest with children under circumstances which indicate the child’s health or welfare is harmed or threatened (P.123).

Child, as defined by the CRC, is any human being under the age of eighteen years (CRC, 1992: Article 1).

Regarding the age of the perpetrator, many researchers have adopted a criterion, saying that the perpetrator has to be five years older than the victim (Normann, 1992).

Who are the perpetrators of child sexual abuse?

People sexually abusing children may have an emotional or professional relationship with the child, where it gives them a ground to exploit their position of trust and power. Family members, neighbors, teachers, religious leaders, child therapists, people from the law enforcing agencies, employers, third parties who have commercial or exploitative interest, and members of the criminal gangs or network could be the perpetrators (ISCA, 2003). Therefore, based on the perpetrator’s relationship with the child, it is possible to categorize child sexual abuse as familial and extra familial.

Familial sexual abuse is perpetrated by a blood relative, who is assumed to be part of child’s nuclear family and an individual assuming the role of a surrogate parent such as a stepfather or a live-in boyfriend may be included in a functional definition of incest where as extra familial abuse is perpetrated by someone outside of the child’s family and the offenders are often called pedophiles, which means, people whose primary sexual orientation is with children (Tower, 2005. P125).
The incidences of incest and extra familial abuse are difficult to report and most of the time they remain unrevealed, due to reasons, that will be explained in the following section.

Severity of the problem

Societal values and secretive nature of sexual abuse on children have been challenges for children as well as their families and hence sexual abuse and exploitation of children are rarely reported in most societies and when it is, there is a frequent denial and minimization of effects on the children resulting rejecting the rights and the needs of the child (ISCA, 2003).

Empirical studies on the situation of child sexual abuse in Ethiopia are insignificant to trace. However, the problem of child sexual abuse is believed to be pervasive and increasing from time to time (Berchi, 2004). Relatively, there exist few assessment conducted by Forum on Street Children Ethiopia (FSCE) in the country addressing the situation of child prostitution in certain towns such as: Addis Ababa, Adama, Dessie, Dire Dawa and Shashemene. In contrast little is known about the magnitude and nature of sexual abuse of children as like trafficking and sale of children for sexual purpose (FSCE, 2001).

The following table shows the report by the Federal Police Commission of Ethiopia (FPCE), on sexually abused girl children. The initial year of reporting is limited between 1994-1998 in the Ethiopian calendar, and 2001-2006 for this paper.
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In all cases of the report the age of the victim girls was between 9-18 years. This data however, doesn’t state any thing about those sexually abused children under the age of 9 years and the nature of the abuse is limited to defloration (forceful penetration accompanied by tear of hymen) and other adulterous crime. The fact that the nature of the abuse is limited to the aforementioned types of abuse raises a question whether the society is aware of other characteristics of child sexual abuse or not. It also lacks the explanation as who the perpetrators are (familial/extra familial).

The Research conducted by FSCE, in towns of Dilla and Shashemene revealed that out of 119 school children, 9.3% in Dilla and 35.7% in Shashemene towns reported that they were sexually abused by family members and 88% in Dilla and 12% in Shashemene reported that they were sexually abused by persons outside of the family (FSCE, 2003).

Lack of universality in defining child sexual abuse has been one of the challenges that accounted for low report rate and the prevalence of the problem and conceals the proper awareness of the subject matter. As the findings by Bolen et al. (1990), indicates that other contributing factors for low report on incidences of sexual abuse on children include: sexual abuse is difficult to identify and prove and can easily be deniable, children are not often believed and they are given fewer legal rights, focus on punishing offenders, but in family cases it is less likely to be reported for it
will affect the family economically and physically, society’s taboo on sexual deviations and fear of stigmatization on both the victim and the perpetrators, and investigation on sexual issues creates discomfort for cases while talking about it (cited in Tower, 2005, P.130).

Contending views on Causes of Child Sexual Abuse

In explaining the causes of child sexual abuse, there exists a wide variety of research findings and theories postulating the predisposing factors for the problem. However, for the purpose of describing the causes of the social problem, in contextualizing manner, among the existing theories, the socio cultural model with its components of: Ecological theory, feminist/conflict theory, and structural functionalist theories will be discussed in this section.

Ecological theory: the explanation given by Ammerman (1990) the theory focuses on the interaction between the person and the environment. It emphasizes on individual, family, community, society and ecological factors such as poverty, unemployment and social isolation may lead to child abuse and neglect. (Cited in Winton and Mara, 2001, P.17).

Feminist or Conflict theory: describes the concepts of masculinity associated with power and femininity associated with oppression and male dominance in the family leads to victimization of women and children. As explained by Solomon, (1992), men are socialized to be dominant in love and sexual relationship where as women are socialized to be passive and this leads to conflicts in the relationship and domestic violence (cited in Winton &Mara, 2001, P.18).
Structural-functionalist/Anomie/Strain theory: the argument of Linsky, Bachman & Strauss (1995) states this theory was developed by Robert Merton in 1968 and explains anomie as a ‘condition of normlessness’ or confusion, and ambiguity over the rules of society and stress in the social environment leads to higher violence, crime rate and higher rates of smoking, alcohol use, suicide, rape,…and family violence is related to high rates of alcohol consumption and legitimate violence (cited in Winton & Mara, 2001, P.19).

David Finkelhor (1981) model for explaining child sexual abuse is widely used and it is known to describe the predisposing factor in a generous detail and some of them are interrelated with the elements of the other sociocultural theories discussed above. Finkelhor used four preconditions to explain causes of child sexual abuse.

I. Predisposing factors towards motivation to child sexual abuse: male sex-role sexualization implies to masculine requirements to be dominant and powerful in sexual relationships, sexual fantasies of men are acceptable, men are also socialized to be aggressors and seducers of women, men are attracted to partner who are smaller, younger and less powerful; in addition, exposure to child pornography and advertising that sexualizes children, and sexual experience with other children are elements of this category (cited in Russell, 1984, P.235 & Tower, 2005, P.143).

III. Overcoming external inhibitors: mothers who are absent, sick, powerless, poor protection by others, domineering father, crowding or sleeping together, opportunities to be alone, isolation in terms of socially and geographically (cited in Russell, 1984, P.235 & Tower, 2005, P.143).

IV. Overcoming resistance by child: child is emotionally deprived, socially isolated, child knows the adult, child has special fondness for adult, child is vulnerable to incentives offered by adult, child feels powerless and helpless, child is ignorant of what is happening, child is sexually repressed and has sexual curiosity (cited in Russell, 1984, P.235 & Tower, 2005, P.143).

In Ethiopia, the estimation by UNICEF (2005), reveals that 4.6 million orphan children live under difficult circumstances and HIV/AIDS has caused 1.2 million orphans and any of them are forced to engage in activities such as commercial sex work to sustain their livelihood for themselves and their younger siblings (reported in ECPAT 2007, P.13).

Studies conducted by FSCE, in towns of Adama, and Dessie show that a significant proportion of those young children engaged in prostitution migrate to these towns as they escape from their early arranged marriages and try to make their living out of prostitution, which is one of the factors exposing them for being sexually abused. In Adama, 60% out of 138 and 46.5% of 43 child prostitutes in Dessie reported they were victims of early marriage (FSCE, 2000). It is possible to note that child sexual abuse is entertained in early marriage and child prostitution and the presence of one of them gives the precondition for the other (early marriage-child prostitution-child sexual abuse).
To explain the causes of child sexual abuse in the Ethiopian context, some factors in the aforementioned studies and theories were found to be applicable. The nature of the causes is also noticed to be interrelated, making singling out of one to be difficult.

Primary causes for child sexual abuse

Socialization: Ethiopian society is highly patriarchal emphasizing a wide gender gap between men and women. Men are socialized to be the providers and leaders in the economic and administrative structure of a family and aggressors, initiators and dominant in sexual relationship. This has been tolerated and widely accepted norm in the society. Therefore, this has led to some level of tolerance where a man is sexually dominant on women and children of the family.

Culture: Harmful Traditional Practices (HTPs) and taboo on discussion of sexual issues including child sexual abuse have their contribution for the pervasiveness of the problem. Although government and some agencies are advocating for further violations of young girls rights, early marriage still exists to be a problem in some regions of the country, embraced in the culture and it opens the floor for child prostitution and sexual abuse.

Poverty: This is a relatively wider element it is reflected in less or limited access to resources, low level of education coverage, especially women and young girls, armed conflict, street life of children, large number of orphans and vulnerable children, child prostitution, crowd living and sleeping, weak judiciary system and Child protective services, higher rates of HIV and etc.
HIV/AIDS: is one of the causes for the ever rising number of orphans in the country, leaving them to be unsupervised, not well taken care of, forcing them to live on the street, and to be exploited by many, and in turn receive the virus through rape.

The secondary causes for child sexual abuse could be explained as follow:

i) Absence of one or both parents: due to economic reason, armed conflict, HIV/AIDS, death, divorce and separation, children are exposed to live under difficult circumstances street life and face several forms of abuse by adults including sexual abuse,

ii) Child prostitution, child pornography and trafficking of children for sexual purpose: these give the opportunity for perpetrators to practice their fanaticized demands on the victim children and exploit them sexually.

iii) Loose parental supervision: having a single parent, illness of one or both parents, disharmonized family characterized by alcoholism, poor communication and domestic violence contributes for children to be sexually abused either by family members or others outside the family.

iv) Poor child protective services: reinforcement of child’s right’s issues will be difficult and insecurity for children and their families will be critical issue.

v) Mothers who are ignorant and powerless: due to poverty, low level of education, and socialization, women might be discouraged to advocate for child right’s issue, may not expect it could happen to their family and as a result, mothers may fail to protect their children from preconditions for the abuse, unable to stop an ongoing sexual abuse even if they happen to know it exists in their family.
vi) Lack of proper awareness about child sexual abuse: children and their family may not understand the degree and nature of abuse, and reporting is therefore minimized.

Effects of Child Sexual Abuse

There are some dimensions that the hazardous effects of child sexual abuse are categorized into. The psychological, physical and social harm it imposes on the victims has been the concern of parents, child welfare agencies and different parts of societies throughout the world. Some of the effects of child sexual abuse may be manifested in short period after it has been perpetrated whereas other effects take longer duration to be revealed in later lives of adulthood. The following section explains some of the effects that children experience as victims of sexual abuse and they will be presented as psychosocial effects and medical effects.

The psychosocial effects of child sexual abuse, as listed by Faller (1993), Sgroi et al. (1982) include: betrayal, traumatized feeling, stigmatization by family and society, hyper arousal, excessive masturbation, repetition of sexual acts with others, or inappropriate play with others, atypical sexual knowledge, adolescent prostitution increased anxiety, depression, low self concept, fear of alleged offender, fear of specific gender, role reversal in the family and school problems (cited in Winton & Mara, 2001, P.152). In addition to this, a research by Lusk & Waterman (1986), listed the psychosocial effects of child sexual abuse as: sleep problem, regressive behavior, guilt, shame, self destructive behavior such as: self mutilation, suicidal thoughts and attempts, anti social and aggressive behavior, delinquency, stealing, tantrums,
substance abuse, withdrawal, are among the commonest characteristic effects of child sexual abuse (cited in Hailu Workneh, 2007).

The medical indicators of child sexual abuse listed by Faller (1993), Hansen et al. (1989) include: teenage pregnancies, Sexually Transmitted Diseases (STDs) including HIV, excessive stimulation and masturbatory behavior that could result in injury, bruises, lacerations, injury, scaring, abrasion, semen in the genital area, problems while sitting or walking, and genital itching pain are the common ones (cited in Winton & Mara, 2001, P. 51).

The aforementioned causes and effects of child sexual abuse have made an attempt to show the extent of damage it creates. Therefore, the existing policy as well as its alternatives should be aiming at incorporating the facts as: high prevalence rate of HIV infection in the country, existence of early marriage, lack of proper awareness of the issue and cultural determinants play an important role for aggravating the pervasiveness of child sexual abuse and addressed accordingly.

Among many reasons to why child sexual abuse is considered as a social problem and needs public policy are:

(a) Children make up to 52% of the total population of the country (CSA, 1998) and they have the right not to be subject to exploitative practices, neither to be required nor permitted to perform work which is hazardous or harmful to his or her education, health or wellbeing (Ethiopian Constitution, 1995, Art:36),

(b) The causes of child sexual abuse are interrelated and interdependent

(c) The effects of child sexual abuse are often complex, and long lasting that need professional intervention,
(d) Prevention of the problem with the collaborative effort of the society as a whole will bring better achievement

Existing Policies and strategies

The United Nation’s Convention on the Rights of the Child (CRC) is an international legal instrument that provides a common framework for countries as far as legal protection for children is concerned and Ethiopia has ratified the convention in December 1991 (National Plan of Action, 2004).

The Ethiopian government has also ratified African Charter on the Rights and Welfare of the child in order to address the special needs of children in the continent. Moreover, the government has adopted new constitution in 1995, as to provide legal protection of children from any form of abuse and exploitation. The Ethiopian government further has issued Policy on the protection and wellbeing of children.

The National Plan of Action (NPA) for the years 2003-2010 and beyond was prepared by the Ministry of Labor and Social Affairs in collaboration with other concerned bodies in June 2004. The NPA contains different strategies with the objective of implementing the CRC in the areas such as the provision of quality education, promoting healthy livelihood of children, and protection of children against abuse and exploitation.

Goals of the NPA

On an effort to protect children from abuse and neglect, the NPA has pointed out the following goals:

- Protect children from all forms of abuse, neglect, exploitation and violence,
- Protect children from various harmful traditional practices, reduce and perhaps eliminate sexual violence and trafficking in girls.

The proposed strategies for the aforementioned objectives are stated as follows:

- Raising public awareness on the contents of the CRC and the Ethiopian constitution,
- Promote the participation and expression of children in families, schools, the community and the judicial proceedings,
- Revising national policies and laws on the harmful consequences of early marriage, abduction, physical punishment, sexual exploitation and Female Genital Mutilations (FGM),
- Establish preventive, supportive and caring juvenile justice system that safeguards the children’s rights,
- Take measures to eliminate worst forms of child labor and exploitation,
- Develop and implement projects to assist children in especially difficult circumstances (National Plan of Action, 2004, P.89).

The responsible bodies for the implementation of the NPA are grouped into two: the first is, the National Children’s Affair’s Steering led by MOLSA, and composed of representatives from ministries of Health, Education, Justice, water Resources, Information, (Ministry of Finance and Economic Development) MOFED & Youth, Sports and Culture, Police Commission, Disaster Prevention and preparedness

The second group is a Steering Committee including UNICEF and Save the Children Alliance. And this committee will be replicated at the regional, woreda and kebele levels and they will oversee situation of children in Ethiopia and the implementation of the NPA in line with the CRC.

The scope of the strategy is to protect all children from abuse and neglect in the country between the years 2003-2010 and beyond. It is a broad strategy in terms of time and area coverage (National Plan of Action, 2004).

Alternatives to the policy

The NPA has important components regarding the wellbeing of children especially in protection from all forms of abuse and neglect. It has stressed on the protection in terms of the legal aspects and reducing harmful traditional practices. The implementation of the strategies, however, might be challenging without the effort of the responsible bodies and the community’s participation. Since the problem of child sexual abuse has probability to be untold and hence the abuse continues to exist for longer period. In addition, sexual abuse could be perpetrated by family members, and other trusted people, and therefore preventive measures have to be taken in safeguarding residences, schools, neighborhoods and this could include raising the level of the child’s knowledge in case of absence of parents temporarily or permanently.

Its strategies would be:

- Family education and parental skill training at home based level and health care centers.
- Intensified awareness raising: this has to be an ongoing process and extensively given to the community, through Idirs (traditional burial associations) meetings, religious institutions, and other social setups.
- Empowering and encouraging children and mothers to identify violations of their rights and to report.
- Empowering community elders, Idirs, religious leaders to work closely with families and children.
- Attitude change towards the stigmatization of child sexual abuse on victims and their family members.
- Training staffs and establishing reporting and examination offices in Police stations and hospitals.
- Intensifying specialized training counselors and providing awareness raising trainings in schools.
Alternative 2. Strengthening legal service and Rehabilitation of victims.

Strategies include:

- Health care center services: special units and procedure for diagnosing sexually abused children, maximizing privacy that would make victims of the abuse more comfortable to go through the medical service should be secured.
- Revising the criminal code from time to time and ensuring its proper implementation.
- Providing trainings for prosecutors, law practitioners and judges on handling this particular issue.
- Giving attention and priorities for sexually abused children in the legal, health and social service sectors.
- Training skilled counselors and facilitate affordable or free therapeutic service services to those who need it.
- Ensuring the protection of victims from stigmatization by family and community members, during therapeutic or counseling service.

Implementing entities could be: the collaborative effort and network of NGOs, Police commission, media, Religious institutions, Schools, Health care centers, Child Protection Units (CPU), and community based associations such as Idirs.

In addition, the scope of the strategy would be reaching almost every individual in the society.
The alternatives will be implemented in Addis Ababa, specific area would be the Merkato area, where poverty, and child prostitution are highly practiced. Forum on Street Children Ethiopia is the leading organization tackling the problem of child prostitute and streetism in the area.

Evaluation of policy alternatives

It is possible to evaluate the above two alternative policies based on their effectiveness, efficiency, and feasibility to achieve the desired goals.

**Effectiveness**: It is believed and widely accepted that prevention is better and less expensive than treatment or rehabilitation. It is preferable to take cautious measures instead of dealing with the damage. The developmental stages of children have to be carefully nurtured and protected let alone to be abused. Further more; recovering from an abuse may vary individually and depending on the degree of the abuse. Therefore, mobilizing all efforts towards aiming at prevention and building the capacity of society through empowering institutions such as families, religious settings, community associations such as Idirs, and schools would be effective in fighting against the problem of child sexual abuse. Working closely with the aforementioned institutions would be an indispensable approach to tackle the problem of child sexual abuse and it brings about positive outcome. This is mainly because community based Organizations and associations are very influential and grass rooted in the community.

**Efficiency**: the fact that associations such as Idirs and religious institutions are already existing social structures in the community makes the planning and social integration of child protection mechanisms much easier and cheaper.
Political feasibility: Ensuring the livelihood of children should be at the heart of any developmental, economical and humanitarian endeavor since it will secure a strong foundation for future generation.

Currently government offices such as MOFED, Ministry of Woman’s Affairs (MOWA), regional bureaus, kebeles and non-governmental bodies like UNICEF, Save the children Alliance, ANPPCAN and FSCE, among all are playing a leading role in protecting children from abuse and neglect. However, this practice should be acknowledged, encompassed and mainstreamed in every sector regardless of political, economic and developmental agenda. Therefore, it is say that alternative 1 is in the existing plan of the concerned bodies mentioned.

Comparing the alternatives

Cultural feasibility: In many places of our society discussion on sexual abuse is considered as taboo and often creates tolerance towards the problem and offenders. Women’s and children’s participation may be limited and discouraged in school settings and community due to the cultural and societal values given to these groups. Therefore, we should be using systematic approach in raising our issue of concern to targets such as school, Idirs, and religious settings. On the other hand, pursuing legal measures and rehabilitation of sexually abused children would be a relatively challenging strategy since it may create social and economic instability as a result of stigma and economic dependence.
Effectiveness: The contents of the CRC could be well comprehended by the target group we may attempt to reach if subject matter of prevention of child sexual abuse is well presented. However, there might be limitation in terms of time and area coverage. For instance it would be less likely to achieve attitudinal change towards stigma to the desired level in the desired time. In comparison, implementing the strategies of legal persecution and rehabilitation may face obstacles for the practice among the Ethiopian society since the majority of the population is poor and have very limited access to information and other resources.

Efficiency: In the strategies of prevention oriented alternative it is mentioned that reporting by women and children should be encouraged and they should be empowered. However, in cases where the victim and the whole family are economically dependent on the perpetrator of the sexual abuse (for instance perpetrator could be father or a step father), the case is often not reported. In such circumstances, proceeding in legal system would be critical or even worse for the victim and the family in general. In health care centers, due to the limited resource of material and human power, implementing the goals would be challenging such as maximizing victim’s privacy and comfort, the implementation of the rehabilitative based strategy would be difficult to attain. Human resource development: recruiting trained professionals in schools such as nurses, social workers and or counselors would be very important yet expensive to implement and instead the preventive strategy would be cost effective which uses peer education in school settings and activities by Idirs at the community level.

Political Feasibility: The cooperation of health bureaus, court, police stations and child protection units would be needed for implementing the legal and rehabilitative based
alternative. On the other hand, the preventive strategy would require the intensified network of existing NGOs, and small organizations in the community for its implementation purpose. Both alternative strategies use already existing political structures for implementing the goals. However, it would be politically more feasible to use the preventive oriented strategy than the legal persecution and rehabilitative one.

**Administrative feasibility:** Implementing the legal prosecution and rehabilitative based alternative strategy would use already existing professionals such as legal actors, police, medical personnel and counselors. However, networking of the existing bodies and special training on issues of child sexual abuse would be important since it requires a special handling. In contrast, the preventive based strategy would be implemented by the already existing associations in community such as Idirs, and other religious gatherings in addition to the network of NGOs and government bodies working on the problem. This would make the implementation of the aforementioned alternative feasible in terms of administration.

The above comparison can be summarized in the table presented below. The points for evaluation are given as 3 for the strongest, 2 for moderate and 1 for weak criteria of evaluation.

<table>
<thead>
<tr>
<th>Evaluation criteria</th>
<th>Alternative 1</th>
<th>Alternative 2</th>
</tr>
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<tbody>
<tr>
<td>Effectiveness</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Efficiency</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Cultural Feasibility</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Political Feasibility</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Administrative feasibility</td>
<td>3</td>
<td>3</td>
</tr>
</tbody>
</table>
Conclusion and Recommendation

The problem of child sexual abuse is prevalent in our society yet Ethiopia has started addressing the issue recently. The causes of child sexual abuse have social, cultural, economic and health dimensions. Revision of the legal instruments as well as existing policy would be important for effective implementation. Therefore, the combined use of existing policy and the alternatives on Protection, Prevention and Rehabilitation would bring a relatively effective outcome since they would be supplementing the limitations of one another. In countries like Ethiopia, where resources are limited and the majority of the population lives in poverty, implementing cost effective strategies would be important for the feasibility of the policy. Taking this in to account, tackling the problem at the grass root level by facilitating the participation of the community with existing resource would be necessary.

Implementing the combined policy alternatives to the existing one:

- Protection and Prevention of children from harmful traditional practices that open the door for child sexual abuse and exploitation,
- Provision of legal support and Rehabilitation of abused children and their families
- Establishing and intensifying child protection units and make services available for all, especially the needy ones.
- Reintegration and alternative care for orphans and vulnerable children
- Participation of children in implementation of the policy strategies.
Challenges could arise while working on the issue and these could be: social and cultural values and attitude towards the child: children’s rights are usually undermined. In addition, Stigma towards victims, resistance to cease harmful traditional practices such as early marriage, threaten by the perpetrator, tendency of family members not to believe reports by children, procedures in the legal and judicial system may be inconvenient to victims and their families. Furthermore, as stated in previous section, the economic dependence on one family member could affect the report of the case. Recruiting trained professionals such as nurses, social workers and or counselors would be very important. However, constraints in resource including human power could be one of the major challenges in addressing the problem. Weak administrative organization and networking reflected in facilitating the cooperation of the organizations at the grass root level may be faced as a challenge in achieving the desired goal in Addis Ketema Sub city of Addis Ababa.

The collaborative effort of government bodies such as MOWA, Ministry of Education and Health, regional bureaus and kebeles would be required to facilitate and mobilize the resources in the community in order to achieve the desired goal. Non Governmental Organizations (NGOs), working in child rights issue can put an enormous influence by integrating and networking their expertise, human power and other resources. Some of these organizations include: UNICEF, ANPPCAN, African Child Policy Forum, FSCE, Children’s Aid-Ethiopia (CHADET), EWLA and Save the Children Alliance.

In General, regardless of the limitations in different aspects, it is important to unite against the exploitation and abuse faced by children for multiple purposes, since
they are the future of the country and this would start from individuals and extends as large as to a nation.
Reference


Federal Police Commission of Ethiopia (FPCE) data Achieve.


The Problem of Orphans and Vulnerable Children in Ethiopia: Policy Analysis

Addis Ababa University

Graduate School of Social Work

Social Policy Analysis (MSSW-633)

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May 2008
INTRODUCTION

UNICEF, in its 2003 report on Africa’s Orphaned Generations claimed that the number of orphans in sub-Saharan Africa would continue to rise in the years ahead due to the high proportion of sub-Saharan African adults already living with HIV/AIDS and the continuing difficulties in expanding access to life-prolonging antiretroviral treatment. Since Ethiopia is one of these countries, the problem is rampant both in urban and rural areas, however the degree of its severity may vary. Dealing with the problem of children in general and orphans and vulnerable ones in particular in Ethiopia would be indispensable due to the facts that children are paramount in number and their problems are diverse.

Paradoxically there is no ministry in Ethiopia which should have assumed the responsibility of policy making and implementation in children’s affairs. Hence, I at this juncture would like to propose a ministry that should independently be established to work on children issues. The ministry should be named Ministry of Children and Youth. In my analysis of the orphan policy in this paper, I will be referring to “Ministry of Children and Youth” on the presumption that it is formally there in the Federal system.

This paper is, therefore, all about the problem of orphans and other vulnerable children in Ethiopia. It has incorporated the definition of orphan and vulnerable child; the problem of orphanhood in Ethiopia, people affected by the problem, trends, magnitude and impacts of orphaning. The potential causes of orphanhood are discussed in brief. Legal and policy frameworks to OVC responses, possible policy alternatives and evaluation criteria are examined in the end. In general to address the fundamental question “what is being and shall be done to help children who are orphaned, mistreated, abandoned and/or vulnerable?” The following objectives are the guiding instruments of the paper:
1. To present a summary of the national orphans’ situation and current policy responses;
2. To outline existing policy frameworks for responding to OVC;
3. To identify policy-level gaps in national responses to the growing crisis of OVC; and
4. To propose policy alternatives, to discuss policy evaluation criteria for comparing policy
   alternatives and to decide on the best policy alternative or a hybrid of policies.

DEFINITION OF ORPHAN

Definition of orphan varies from country to country. The variation usually stems from
age bracket (children up to 15 or to 18) and parental loss (mother, father, or both parents dead).
In Ethiopia, conventionally, an orphan is a child less than 18 years of age who has lost both
parents, regardless of how they died (ESSWA, 2007). The Encarta English Dictionary 2008
defines ‘Orphan’ as a child without parents, whose parents are both dead, or who has been
abandoned by his or her parents, especially a child not adopted by another family. This
definition, however, overlooked the age aspect which is a fundamental concern for different
bodies in defining the term ‘child’. On the other hand a vulnerable child can be described as a
“child who has no able parents or guardians, staying alone or with elderly grandparents or lives
in a sibling headed household or has no fixed place of abode and lacks access to health care,
material and psychological care, education and has no shelter.”

UNAIDS defines an orphan as a child under 15 years of age who has lost their mother
(maternal orphan) or both parents (double orphan) to AIDS. Based on this definition, the figure
of 13 million is projected to rise to 24.3 million in 2010 and to reach 40 million by 2020. The
definitions used by UNAIDS, however, excludes the following categories of orphans and other
children affected by AIDS; paternal orphans; orphans aged 15 to 18; non-AIDS and ‘social’
orphans – i.e. children orphaned or abandoned as a result of other causes.
According to Seyoum and Aman (no date), Ethiopian children deprived of their family environment may be classified into three categories. These are orphans bereft of both parents, children who do not live with their biological mothers and children who reside in single-adult households. The number of children orphaned by AIDS alone was estimated at 1.2 million as of 2002. The total number of children entitled to alternative care is thus staggering. In view of the various causes of deprivation of the family environment, or reasons disallowing the remaining of a child with his or her parents, the constitutional provision appears to be insufficient to address the needs of all children deprived of their family environment. It singles out orphans leaving aside children deprived of their family environment for other reasons.

In spite of the law and the policy the situation on the ground is very grim. Only a very small fraction of children deprived of their family environment are accorded alternative care. The total number of children in institutional care for instance stood at 6,679 in 2003. While the exact number of adopted children may never be known, particularly with respect to intra-country adoptions, evidences suggest very low figures. For example, the recorded cases of adoption numbered a total of 2,760 children for inter-country adoption and 130 for intra-country adoptions between 1999/2000 and 2002/2003.

**Orphanhood a Recognized Social Problem in Ethiopia**

Social problems are integral parts of social life. Some social problems emerge unexpectedly, and disappear equally fast from our concerns and others acquire perennial quality. The term ‘social problem’ applies to social conditions, processes, social arrangements or attitudes that are commonly perceived to be undesirable, negative, and threatening certain values or interests such as social cohesion, maintenance of economic prosperity or individual freedom (Jamrozic & Nocella, 1998). The authors state that to be appropriately regarded as social problems, social phenomena or conditions must have three identifiable minimum features: first,
the condition must have an identifiable social origin; second, the condition must constitute a threat or be perceived to constitute a threat to certain values or interests; and third, the condition must be amenable to removal or at least attenuation or solution. These three features may not always be immediately and clearly ‘visible’ in a condition, but can be revealed through appropriate sociological analysis.

The nature and frequency of certain social problems differs among population groupings identified by such attributes as age, sex, ethnicity, religion or geographic locality. Orphanhood in Ethiopia was considered to be a curse on the part of the children or on their dead parents. Orphans were and still are labeled as indirect cause for the death of their parents by being bad fortuned. Those children are given a scolding Amharic name ‘Gefi’ which means one that has shortened the life of his parent(s) or care givers. I can say that orphaning is well recognized in Ethiopia right after the massive death of parents due to AIDS in the last couple of decades. However, the problem did not win public attention due to the fact that extended families, grandparents, elder children, and close relatives were taking the responsibility of caring for orphans.

**People Affected by Orphanhood**

In Ethiopia manmade and natural disasters have led to an increase in the number of orphans and vulnerable children, deprived of family care and support. According to the 2004 national report on HIV/AIDS by the Ministry of Health, there were an estimated 4.6 million orphans in the country out of which 12% have at least lost one parent due to AIDS (AESSWA 2007:8). This figure represents 11% of all children in the country in the same year, comprising 8% that are orphaned of their father, 3% orphaned of their mother, and 1.3 % orphaned by both parents (PASDEP 2006:30), labeled in some literatures as double orphans. The 2006 AIDS in Ethiopia report revealed that there were 744, 088 AIDS orphans in the country, The burden of
providing care and support to the orphaned children then falls on the shoulder of extended families who themselves need support, or impoverished relatives striving for the fulfillment of the needs of their own children (HAPCO, 2004).

According to UNICEF (2003), in sub-Saharan Africa, even more catastrophically than elsewhere, the HIV/AIDS epidemic has deepened poverty and exacerbated myriad deprivations. The responsibility of caring for orphaned children is a major factor in pushing many extended families beyond their ability to cope. Though the immediate impact of orphanhood is on the child who has lost his or her parents, families, households and communities are in the next hierarchy to experience the problem. Families that take in children may find themselves more isolated due to pervasive poverty and especially when it is identified that the child lost his parents due to AIDS.

In Ethiopia, extended families have assumed responsibility for orphaned children and will continue to be the central social welfare mechanism in most parts of the country. Already overstressed and often already overwhelmed, these networks will face ever-greater burdens as the number of orphans spirals over the coming decade as it is estimated. These intense pressures come at a time when the very nature of the extended family is rapidly evolving. UNICEF argues that with modernization, the extension of cash economies and labor migration, extended family relationships have been weakened. Particularly this is true in families in cities where people live in nuclear units with weaker ties to other branches of the family.

The impact of orphaning on children can manifest in several forms. Children orphaned by HIV/AIDS, for example, are disadvantaged in numerous and often devastating ways. In addition to the trauma of witnessing the sickness and death of one or both parents, they are likely to be poorer and less healthy than non-orphans. They are more likely to suffer damage to their cognitive and emotional development, to have less access to education, and to be subjected to the
worst forms of child labor. Orphans are less likely to be in school and more likely to fall behind or drop out, compromising their abilities and prospects.

Often emotionally vulnerable and financially desperate orphaned children are more likely susceptible to sexual abuse and other exploitative situations as a means of survival. Orphaned children are not only traumatized by the loss of parents (whose physical deterioration they may often have witnessed), they may lack the necessary parental guidance through crucial life stages of identity formation and socialization into adulthood. Psychosocial effects will be worsened by threats to the basic survival and security needs (EPA, 2007).

In Ethiopia, although the extended families are instrumental in caring the orphans, these networks are facing ever-greater burdens as the number of orphans continues to spiral outward. Since HIV/AIDS has impoverished so many people, the networks of aunts and uncles, cousins and grandparents can no longer support the exponentially expanding number of these orphaned children needing care and support. In a research conducted in a single woreda of Addis Ababa, it was reported that there were 765 orphan children ranging from the age of 1 – 17 and were formally registered for support. The research found out that the number of orphans was then increasing from day-to-day (ESSWA, 2007:40). Taking into consideration the number of unidentified or not reached orphans, or those involuntary to come forward or refrained by their guardians due to fear of stigma and discrimination, who have moved somewhere in the city or sent to relatives in the rural areas, and those being supported and cared for by better-off relatives, etc. might treble the figure.

In general the orphanhood has severely affected the orphan children, their extended families, relatives, helpless grandparents, communities, the society, institutions and organizations engaged in care and support provisions for orphans and vulnerable children. Child and women
headed households are also at the forefront in carrying the burden of orphanhood. Above all, the problem is laying its heavy impact on the nation’s overall development endeavors.

**Trends, Scale and Impacts of orphaning**

Orphanhood is an age old trend which is believed to have started since the human kind came to being on earth. However the degree and intensity of the subject might not be sensed ever before as it is felt nowadays in Ethiopia and globally. The trend indicates that AIDS caused death is increasing orphans so quickly that the already fragile extended family, relatives and other social support systems can no longer cope. The number of maternal orphan in Ethiopia was estimated to be 1.2 million and was projected to increase to 1.8 million by 2007 and to 2.5 million in 2014 unless effective measures are taken to curb the trend of the epidemic (MOH, cited in HAPCO, 2003).

The number of orphaned children due to AIDS is estimated at 537,000. Out of these, 56% are below the age of 10 (PASDEP, 2006: 120). According to the national study on the prevalence and characteristics of AIDS orphans, based on 80 cities and 11,932 households, MOLSA (in cooperation with the Italian Cooperation and UNCICEF) found that by the year 2010 the ratio of orphans due to aids would be 43% compared to 15% in 2002. The study further indicated that of the total AIDS orphaned children, 20% are compelled to live with relatives outside their immediate families (MOLSA, 2006). The same study states that 6.1% of the AIDS orphan children are forced to beg in order to get their daily food.

The increasing number of AIDS orphans is among the manifestations of the social impacts of the disease—the disintegration of families and a tearing of the basic social fabric. The single point estimate exercise determined that in 2006 there were a total of 656,058 children in Ethiopia who had lost at least one parent to AIDS. In addition, some studies in Addis Ababa have indicated the collapse of some indigenous social support systems such as Elders being unable to withstand the financial crises that resulted from increased AIDS-related mortality (HABCO, 2).
According to Rose Smart (2003), in countries around the world, the HIV/AIDS epidemic can be depicted as a succession of three waves. The first wave of HIV infections is followed some years later by the second wave of AIDS illness and death. This, in turn, is followed by the third wave of children who have been orphaned by HIV/AIDS, with the associated impacts at multiple levels. The HIV/AIDS epidemic is producing orphans on an unrivaled scale. Historically, large-scale orphaning has been a sporadic, short-term problem associated with war, famine, or disease. Orphaning caused by HIV/AIDS is and increasingly will be a long-term, chronic problem, affecting developing countries throughout the world. In mid-2002, there were more than 13 million children under 15 who had lost one or both parents to AIDS, the vast majority of whom live in sub-Saharan Africa. Future estimates suggest that in the year 2010, more than 25 million children will be orphans.

Although the overwhelming majority of OVC are living with surviving parents or extended family, many of them are being cared for by a remaining parent who is sick or dying, elderly grandparents—who themselves are often in need of care and support, or impoverished relatives struggling to meet the needs of their own children. Increasing numbers of children are living in child-headed households, with minimal or no adult supervision or support.

The distress and social isolation experienced by orphans, both before and after the death of their parent(s), is strongly exacerbated by the shame, fear, and rejection that often surrounds AIDS. Children may be denied access to their basic rights such as schooling, health care and inheritance to the wealth and property their departed parents accumulated. The plight of these children is street life where they become victim to various forms of child abuse and neglect and to various forms of vulnerability. This has become a common phenomenon to observe in the streets of Addis Ababa and other towns these days where children of different ages and adolescents are rampant.
Children are at risk of losing opportunities for school, health care, nutrition, and shelter. Moreover, with the death of a parent, children experience profound loss, grief, anxiety, fear, and hopelessness with long-term consequences such as psychosomatic disorders, chronic depression, low self-esteem, learning disabilities, and disturbed social behavior. This is frequently compounded by “self-stigma”- children blaming themselves for their parents’ illness and death and for the family’s misfortune. At the family level, the epidemic causes incomes to dwindle and assets to shrink as breadwinners fall ill and die. This, in turn, results in family structures changing and households fragmenting, becoming poorer and facing destitution, particularly those headed by grandparents or headed by children themselves (Smart, 2003).

At the community level, the growing demands on communities as a result of the HIV/AIDS epidemic are multiple and complex. That communities have an enduring capacity to cope is a presumption that figures prominently in the literature and that frequently underpins policy and practice. The presumption, however, is seriously flawed. The reality, particularly in communities seriously affected by HIV/AIDS, is of coping mechanisms strained to the breaking point and traditional safety nets unraveling.

Causes of Orphanhood

It is universally agreed that there is merit in distinguishing between different causes of orphanhood and vulnerability only as far as this allows for a better understanding of circumstances, vulnerability, and need. Distinctions such as whether a child is an orphan because his or her parents died of AIDS or from some other cause should never be used at the programmatic level to include or exclude certain categories of children from their entitlements.

In Ethiopia manmade and natural disasters such as war and conflict, epidemics like HIV/AIDS and disease outbreaks are some of the potential causes to the growing number of orphans and vulnerable children. Orphanhood can be caused by different factors which are obviously the causes for parental deaths, one of which is maternal mortality. Poverty is endemic
and affects the majority of both the rural and urban population in the country. High poverty levels and the rapid increase of the number of orphans are causing severe strains on limited available resources and the extended family coping mechanisms. This means that those living in poverty are pulled down below subsistence levels by the influx of orphans where they can not be adequately cared for and supported. The table in the next page demonstrates the factors that contribute to orphanhood, the impact on the MDGs as well as measures that should be taken to mitigate the negative impacts.

**TABLE 1. FACTORS THAT CONTRIBUTE TO ORPHANHOOD**

<table>
<thead>
<tr>
<th>Factors/Causes (</th>
<th>Impact of Factor on MDGs</th>
<th>Measure to Prevent or Mitigate Negative Impacts</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>CAUSES OF ORPHANHOOD:</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Father dies</td>
<td>Will result in increased household poverty and thus have a negative impact on achieving Goal 1 – reducing number of people who live on $1 a day.</td>
<td>AIDS prevention and improved health care services at the community level.</td>
</tr>
<tr>
<td>Maternal death in childbirth</td>
<td>Negative impact on achieving Goal 5 – Reducing maternal mortality.</td>
<td>Improved prenatal care and trained assistance at birth, thus lowering risk of maternal death.</td>
</tr>
<tr>
<td>Limited access to tertiary health care services</td>
<td>Negative impact on Goals 4 and 5 – reduced child and maternal mortality</td>
<td>Improved primary, secondary and tertiary health care services.</td>
</tr>
<tr>
<td>Limited health care budget</td>
<td>Negative impact on Goals 4, 5, and 6 – Reducing child and maternal mortality and Halting spread of AIDS malaria and other diseases.</td>
<td>Reallocating funds from military spending; increasing transparency of budgeting process; improved management of public resources; decentralize tax collection function; focus health care spending on public health and primary care investments, which are lower cost.</td>
</tr>
<tr>
<td>Not enough trained doctors in rural areas</td>
<td>Negative impact on Goals 4, 5, and 6 – Reducing child and maternal mortality and Halting spread of AIDS malaria and other diseases.</td>
<td>Require all graduating doctors to spend 1 – 2 years in underserved areas immediately after completing their studies as a pre-requisite to receiving medical license.</td>
</tr>
<tr>
<td>Unsanitary conditions at delivery</td>
<td>Negative impact on Goal 5 – Reducing maternal mortality.</td>
<td>Increase availability of primary care delivery services in rural areas; train traditional birth attendants.</td>
</tr>
<tr>
<td>Poorly trained traditional</td>
<td>Negative impact on Goal 5</td>
<td>Train traditional birth attendants.</td>
</tr>
</tbody>
</table>
Factors/Causes ( ) | Impact of Factor on MDGs | Measure to Prevent or Mitigate Negative Impacts |
--- | --- | --- |
birth attendants (TBAs) | – Reducing maternal mortality. | |
Contaminated transfusions and needles | Negative impact on Goals 4, 5, and 6. | Revise primary care training curriculum so it includes module on minimizing transmission through transfusions and infected needles; MOH budget should include sufficient disposable syringes and needles. |


The question to be asked then has to be ‘what should be the primary objectives of a public policy that would be aimed at reducing the problem’. I personally would like to argue that every public policy should aim at securing the wellbeing of the deprived community. This should be all inclusive in terms of age, gender, ethnicity, economic status, geographic location, working condition, so on. Thus, merely putting in place appropriate health, development, welfare, social, economic and education policies may not bring about solutions overnight to the sophisticated problems developing countries including Ethiopia are experiencing. Instead there appropriate programs and implementation mechanisms should be designed. Formative as well as summative follow-ups should be conducted and corrective measures should be taken as immediately as possible.

**Legal and Policy Frameworks for OVC Responses**

HIV/AIDS and human rights international guidelines define the parameters of a rights-based, effective response to the epidemic in terms of establishing appropriate governmental institutional responsibilities, implementing law reform and support services, and promoting a supportive environment for groups vulnerable to HIV/AIDS and for those living with HIV/AIDS. This section seeks to cover legal and policy milestones that apply to children in general and orphans in particular, including: International and national legal and policy instruments; Frameworks for responding to the issue of OVC; and Principles to guide responses.
There are a number of international conventions, goals, and other instruments that define the framework for action for OVC. Some key examples are: (1) In September 1990, the World Declaration on the Survival, Protection, and Development of Children was agreed at the World Summit for Children. Signatories committed to a 10-point program to protect the rights of children and to improve their lives. (2) The Millennium Summit in September 2000 reaffirmed international commitment to working toward a world in which sustaining development and eliminating poverty have the highest priority. It also identified a number of Millennium Development Goals, some of which are relevant to the rights of all children, including OVC, in particular those related to education: (3) Article 26 of the Universal Declaration of Human Rights, which also deals with the right to education, states that:

*Everyone has the right to education… Education shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms. It shall promote understanding, tolerance and friendship…*

This right includes the right to receive HIV-related education, particularly regarding prevention and care. It is the state’s obligation to ensure, in every cultural and religious tradition that appropriate means are found so that effective HIV/AIDS information is included in educational programs inside and outside schools. (4) Many nations have committed to the Education for All (EFA) goals set at the World Conference on Education for All in Jomtien, Thailand, in 1990 and reviewed at the 2000 meeting in Dakar, Senegal, when 164 governments committed to achieving education for all by 2015 or earlier, in which Ethiopia has tried its best and achieved remarkable results particularly in the access and coverage sphere. (5) The Convention on the Rights of the Child (CRC) is a framework that guides programs for all children, including OVC. The four pillars of the CRC are:

- The right to survival, development, and protection from abuse and neglect;
- The right to freedom from discrimination;
The right to have a voice and be listened to; and

That the best interests of the child should be of primary consideration.

6. In June 2001, the UN General Assembly Special Session (UNGASS) Declaration of Commitment on HIV/AIDS set specific targets for all signatory nations. Recognizing that children orphaned and affected by HIV/AIDS need special assistance, nations must:

   By 2003, develop and by 2005 implement national policies and strategies to build and strengthen governmental, family and community capacities to provide a supportive environment for orphans and girls and boys infected and affected by HIV/AIDS including by providing appropriate counseling and psycho-social support, ensuring their enrolment in school and access to shelter, good nutrition, health and social services on an equal basis with other children; and protect orphans and vulnerable children from all forms of abuse, violence, exploitation, discrimination, trafficking and loss of inheritance; Ensure non-discrimination and full and equal enjoyment of all human rights through the promotion of an active and visible policy of de-stigmatization of children orphaned and made vulnerable by HIV/AIDS; Urge the international community, particularly donor countries, civil society, as well as the private sector, to complement effectively national programmes to support programmes for children orphaned or made vulnerable by HIV/AIDS in affected regions and in countries at high risk and to direct special assistance to sub-Saharan Africa.

Turning to national frameworks for action: Most nations have constitutions that protect the basic human rights of all citizens, including children, which Ethiopia has also incorporated such an article in its constitution; Article36. In addition, most also have laws governing sectors (e.g., education, welfare, and health) that define rights and access to these services. Poverty reduction strategy papers (PRSPs), frequently set within a debt relief context, associated with the highly indebted poor countries (HIPC) initiative, focus efforts on reducing income poverty; improving
human capabilities, survival, and social well-being; and containing extreme vulnerability among the poor. So far, OVC, as one of the most significant consequences of the HIV/AIDS epidemic, have not been explicitly recognized in PRSPs—a situation that is widely regarded as a lost opportunity.

The development of a national HIV/AIDS strategy is a well-established early response by governments to deal with the HIV/AIDS epidemic. In almost all national strategies, care and support for OVC is a priority area though it is often implicit, within the concept of care and support for the infected and affected as opposed to being explicitly stated. It should also be noted that other priorities, such as the prevention of HIV transmission to men and women who have or may have children, and the prevention of mortality (of infected parents) are strategies that have the potential to improve the OVC situation.

In this regard, Ethiopian laws seem to give protection that prejudices the best interest of the child. The constitution simply provides ‘the family is the natural and fundamental unit of society and is entitled to protection by society and the state’. It does not prescribe the limits of such protection. Nor does the family law provide sufficient limits to ensure the best interest of the child. The Revised Family Code places the child in the care of a guardian and a tutor in respect of the proper care of his person and the administration of his property respectively. Naturally, the father and mother of the child are the guardians and tutors for their children. Sometimes, however, testamentary or court appointed guardians and tutors assume these functions.

Ethiopian law, particularly the Revised Penal Code, has a number of provisions that aim at ensuring compliance with Article 19 of the CRC and Article 16 of the ACRWC. It, thus, criminalizes a number of acts against children. These include: exposure or abandonment failure to produce a child, rape, sexual outrage, trafficking in infants and young persons, and failure to
bring up. On top of the foregoing, which were already criminalized in the Penal Code of 1957 the Revised Penal Code has criminalized some other types of violence against children, which are deep-rooted in the traditions of the various communities in the country, but had not been criminalized. These include harmful traditional practices such as female genital mutilation, placing stitches into the female genitals and transmission of diseases through harmful traditional practices.

A problem that still subsists is the authorization of corporal punishment administered by parents or legal guardians. Article 36(1) (e) of the constitution prohibits corporal punishment only ‘in schools and other institutions responsible for the care of children’. This does not seem to include the home of the child. The Revised Penal Code goes to the extent of legitimizing the use of violence by parents or legal guardians against their children by entitling them to “the right to administer lawful and reasonable chastisement”. Article 258(2) of the Revised Family Code too, seems to imply the same thing. But Article 19 of the CRC requires states parties to protect children from all forms of physical and mental violence, while they are at home in the care of their parent(s), guardian(s) or any other person who has the care for them. Thus, the authorization of ‘reasonable chastisement’, or ‘necessary disciplinary measures’ or ‘light bodily punishment’ in the Penal Code, Revised Family Code and Civil Code, respectively, is in direct conflict with this article of the CRC.

Ethiopia has laws and policies that attempt to discharge this Convention duty. Article 36(5) of the FDRE Constitution and the five pronged alternative care guidelines issued by MOLSA are cases in point. The Constitutional provision obliges the state to accord special protection to orphans and to encourage the establishment of institutions, which ensure and promote their adoption and advance their welfare and education. The latter dwells on Institutional Child Care, Community Based Child Care, Reunification, Foster Family Care and
Adoption. It is, however, indisputable that a distinct policy which addresses the problems of orphans and other vulnerable children needs to be devised.

The rationale for developing pertinent policy for children in general and for orphans in particular is due to various particularities associated with children. To mention just some, the proportion of children to the total population in Ethiopia is very significant. According to the Annual Statistical Abstract of the Central Statistical Authority of the Federal Democratic Republic of Ethiopia, out of the total population of the country in 1994 which was estimated to be 54,939,000, 48.6 percent were children under 15. That means 5,535,200 of the 26,675,000 children in this age group were estimated to be in especially difficult circumstances (MOLSA, 1995). Children are the most vulnerable groups to different social, economic and political problems due to various reasons. Prolonged civil war, recurrent drought, famine, poverty, harmful traditional practices, and diseases outbreaks are some of the problems which severely affect the wellbeing of children. Abused, neglected, and abandoned children experience basic human needs such as safety, housing, health care, and nourishment but are unable to meet these needs because they lack the necessary knowledge, skills, and legal standing (Ellis, 2004:6). Hence, designing child welfare policy would be of great importance to benefit such children. The following section will briefly enumerate possible policy alternatives which are deemed to address the multifaceted problems Ethiopian children encounter.

Alternative Policies

According to Ellice, years of struggle with policy related problems have made at least one thing very clear. Not every solution is good solution in fact some alternatives can actually worsen the problem (2004: 227). The basic needs of children that have been orphaned are the same as the needs of all children: food, shelter, clothing, health care, education, opportunities for growth and play, and loving care and attention. Yet left without a mother, and often without both
parents, children become dependent on extended family members, and if the extended family is not available and is unable to care for them, they are dependent on the wider community and if the community is unable to care for them, they are left at great risk. If the needs of the orphans are unmet, they are likely to turn to delinquency, prostitution, and be subject to exploitation, sexual abuse, and violence.

In order to meet the needs and improve the well being of Ethiopian orphans and other vulnerable children, the Government of Ethiopia has prepared a National Plan of Action (NPA). It has also signed the Convention on the Rights of the Child. The National Developmental Social Welfare Policy states that one of every five children in Ethiopia is in difficult circumstances. This policy pledges to facilitate conditions that will enable orphaned and abandoned children to get the assistance they need and to eventually be self-sufficient (MOLSA, 1995:68). However, there is so far no child policy in the country.

As policy makers assess the growing weight of the orphan and children affected by AIDS burden, there are key policy challenges apparent. These challenges relate to (1) reaching consensus on policy related definitions of orphans and vulnerable children, (2) the emergence and realization of rights based approaches to programming for orphans and vulnerable children, (3) the explication and scaling up of ‘good’ practices in supporting orphans and vulnerable children, (4) effective flow of ‘resources to the base’ and finally (5) mobilizing political will. These challenges overlap and interrelate, but constitute the key constraints on widespread and effective responses.

The synergy needed between community-rooted responses and international and national political will is slowly emerging but is still fundamentally absent. Policy priorities relate to resources primarily and the balance between community-mobilized resources and external financing and intervention. The orphan crisis has grave implications for the welfare of Ethiopia’s
children and the society at large. Due to this fact, I would argue that the problem of orphanhood should be well recognized, given due attention so that it must to be brought into the policy limelight. Accordingly specific policies directed at mitigating the impact of the crisis focusing on and having a bearing on the welfare of children need to be devised.

For focusing on the root causes of orphanhood and thereby tackling the problem, the following three alternative policies could be worth mentioning, analyzing and implementing. The first policy should be provision of financial and other capacity building support to extended families and communities who are caring for orphans. The second policy should be HIV/AIDS prevention and provision of life prolonging antiretroviral treatment for parents living with the virus. Third alternative policy can be Targeted and Issues-based Advocacy for orphan and other vulnerable children care, support and child right issues.

**Policy Alternative One:** Providing financial and other capacity building support to extended families and Communities engaged in orphan custody. As the family is the fundamental group of society and the natural environment for the growth and wellbeing of all its members and particularly children, should be afforded the necessary protection and assistance so that it can fully assume the responsibilities within the community (CRC, 1989). Sub-Saharan African countries including Ethiopia have been slow to respond to the orphan crisis for various reasons. A host of immediate challenges compete for government attention and for scarce public funds. Reluctance also often reflects a lingering unease about HIV/AIDS itself in which policy makers hesitate to take action against so closely associated with private sexual behavior.

Giving orphans safe and viable options for earning a living and providing extended families as well as communities with financial and other assistance can mean that many orphans who might otherwise be separated from their families are able to remain with them. The family — whether the head of household is a widowed parent, elderly grandparent, or a young person,
represents the single most important factor in building a protective environment for children who have lost their parents to HIV/AIDS or to any other cause. Extending basic health and quality education services to all children through the elimination of user fees and other means can help reduce disparities between orphans and other children.

The policy covers the following key issues like the objectives and core strategies which should be developed to guide implementation of each key issue. The strategies are based on identified problems and programming needs after assessing current interventions. The key policy issues are:

1. Provision of Assistance
2. Coordination
3. Transparency and Accountability
4. Monitoring and evaluation

**Provision of Assistance**

Currently some of the recognized initiatives for the care and support of orphans and vulnerable children are the extended family systems; community-based organizations; formal and informal foster care; distant foster care or child sponsorship; adoption; and institutional care. However I argue that emphasis should be on the extended family and community-based care and psychosocial support which will be supported by income generating activities, skills training and other sustainable support interventions.

**Policy Statements**

- Increase community participation in developing community based orphan care initiatives and improves the efficiency with which they are designed and executed.
- Enhance the teaching of a range of basic and technical life skills including counseling to older orphans, guardians and community members so as to stimulate and motivate their participation in the poverty reduction efforts and overall development.
• Provide economic and psychosocial support to orphans and other vulnerable children most at risk of deprivation.

• Expand and promote both formal and informal foster care services to provide substitute family care to more orphans and other vulnerable children.

Policy Strategies

❖ Set standards and guidelines for various stakeholders designing and implementing care and support programmes to create conducive environment for the care, support and protection of orphans and other vulnerable children.

❖ Strengthen the capacity of families and communities to cope with the burden of, and provide adequate care and support to orphans and other vulnerable children.

❖ Strengthen the rights-based approach to programming, where the family, community, local authorities, civil society, and the state are viewed as duty bearers, and must commit to upholding children’s rights.

Capacity Building

To address the situation, the Ministry of Children and Youth in close collaboration with other stakeholders will:

Train and empower caregivers with knowledge and skills for working with orphans and other vulnerable children for their proper growth and development.

1. Train and empower older orphans and guardians with knowledge and skills in running income generating activities/small businesses.

2. Provide technical advice and guidance to stakeholders involved in the care, support, and protection of orphans and other vulnerable children.

3. Include orphans and other vulnerable children when planning, designing and implementing development and assistance.
4. Establish revolving loans schemes for older orphans and guardians caring for orphans and other vulnerable children.

5. Encourage CBOs, NGOs, Faith-based organizations, government, companies and others to provide educational support to needy orphans and other vulnerable children to increase their opportunity for self-reliance.

**Coordination**

Coordination of services for orphans and other vulnerable children is an essential requirement especially considering the complexity of the problem and the multiplicity of players involved. Coordination will ensure that resource available is used optimally to avoid duplication of efforts.

**Policy Statement**

The Ministry of Children and Youth through the Department of Social Welfare and other stakeholders will:

- Intensify efforts to oversee and coordinate the activities of the various service providers involved in providing care and support to orphans and other vulnerable children.
- Improve communication and promote extensive use of existing structures and channels of communication to support orphans and other vulnerable children and report on activities being undertaken.

**Policy Objective**

1. To facilitate the coordination, integration and harmonization of activities for the care, protection and support of orphans and other vulnerable children at all levels.

2. To provide the institutional and legal framework within which services for the care and protection of orphans and other vulnerable children shall be organized and managed.

**Policy Strategies**
To harmonize the activities for the care of orphans and other vulnerable children, the following will be done:

1. Establish and strengthen recognized structures to coordinate support for orphans and other vulnerable children at community, woreda and national levels;
2. Establish and maintain communication channels with orphans and other vulnerable children, care coordinating structures and stakeholders;
3. Facilitate networking and exchange of experience among organizations, communities and families providing care and support to orphans and other vulnerable children;
4. Establish a national directory of stakeholders involved in the care of orphans and other vulnerable children, and design a website on the situation and care of OVC.

Advocacy

1. Organize forums for articulating problems experienced by orphans and other vulnerable children.
2. Facilitate the commemoration of events for children and families at community level.
3. Facilitate open debate and discussions on legal issues concerning orphans and vulnerable children through appropriate forums and the media at all levels.
4. Sensitize children on their rights and responsibilities.

Transparency and Accountability

Transparency and accountability are two major pillars of good governance and are interlinked to each other. Transparency, which relates to the sharing of information to all concerned, greatly contributes to accountability, which refers to being responsible to the beneficiaries and resource providers in the utilization of resources provided. Observation on the group reveal that some organizations carry out activities without the knowledge of the relevant Ministry which is responsible for coordinating activities for the care of orphans and other vulnerable children. This practice makes the care system susceptible to malpractice.
Policy Statement

The Policy on Orphans and other Vulnerable shall through the Ministry of Children and Youth emphasize that all stakeholders involved in the care of orphans and other vulnerable children are transparent and accountable in the delivery of services.

Policy Strategies

Some of the policy’s strategies will be establishing proper modalities and mechanisms for ensuring transparency and accountability at all levels to enhance efficiency and effectiveness of programmes for the care and support of orphans and other vulnerable children. In order to ensure transparency and accountability, which are considered as two desirable outcomes that enhance performance and delivery of services, the Ministry of Children and Youth will promote community participation and ownership of care services. To do this the Ministry will do the following:

1. Encourage extended families, community and structures involved in the care of orphans and other vulnerable children to be in the forefront to formulate and execute plans to be funded by government and various donors.
2. Ensure that planning processes at community, woreda, zonal and national levels are as participatory as possible.
3. Ensure that all plans are realistic and cost-effective and that communities indicate their local contributions in human, material and financial resources;
4. Involve orphans and vulnerable children according to their evolving capacities to make decisions on issues that affect them.

Policy Alternative Two: HIV/AIDS prevention, control and life prolonging antiretroviral treatment for parents living with the virus. Since the contemporary prime cause of orphanhood is the death of parents due to AIDS, it vital to prevent the rapid spread of the virus in the first place.
Besides, the life of those who are already infected with the virus should be prolonged by providing life prolonging antiretroviral treatment. This in turn will minimize the number of children that would otherwise join the orphan group early. The existence of the parents would be of a kind of comfort for the children at least until they exceed the childhood age boundary to be matured enough and become independent and self-reliant.

**Policy Statements**

Collecting and managing reliable information on the HIV epidemic and the response to it, including the effective application of available materials, lessons learned, best practices and results-based replication play key roles. New approaches to strengthen capacity at local level to mount effective advocacy and education programmes for high-risk groups will be tried. In order to reduce the rate of AIDS related deaths, the key treatment, care and support initiatives will be launched. Free antiretroviral therapy for HIV/AIDS victims, the training of staff in treatment and care practices at all levels and for all stakeholders will be provided.

**Policy Strategies**

The Regional Framework for scaling up antiretroviral treatment at country level comprises the following five strategic elements:

1. Securing political and financial commitment.

2. Strengthening capacities of health systems (infrastructure for voluntary counseling and testing, laboratory diagnosis and monitoring, and training of health workers).

3. Ensuring uninterrupted supply of antiretroviral drugs and diagnostics.

4. Ensuring treatment adherence through partnerships including with PLWHAs.

5. Monitoring and evaluating performance including Operational Research.

It is imperative that political commitment is secured for a national ART policy and strategy as part of the overall national AIDS prevention and care programme. It is also essential
that additional funds are mobilized to scale up ART. The following activities will be carried out to attain the effective implementation of this policy:

1. Develop effective advocacy approaches and materials to get policy makers to formulate a national policy on ART with well-defined targets. There is a special need for concerted advocacy to develop programmes that will encourage people to seek voluntary counseling and testing (VCT) services, to reduce stigma and discrimination that prevent people from seeking their HIV status and to ensure treatment adherence.

2. Frame a national ART policy that will ensure ART for all eligible people especially the poor, vulnerable and marginalized, including women and children.

3. Conduct situation assessment to identify available resources and gaps.

4. Commit resources to ART without compromising on the support already being provided to the overall HIV/AIDS prevention and care programme.

5. Formulate a national strategic plan setting realistic targets and ensuring that all the five strategic elements of the regional framework are included.

6. Develop medium and long-term financing mechanisms and plans and mobilize additional financial resources for commodities, supplies and drugs as well as for strengthening the overall capacity of health services that will be sustainable.

7. Build partnerships with various stakeholders including community representatives and people living with HIV/AIDS for wider advocacy efforts in mobilizing political support and funds.

**Monitoring and evaluating performance**

It is important that performance of ART programmes are monitored and evaluated, including a focused operation research agenda to measure progress, identify obstacles and take necessary steps to ensure that the programme is on track. The following activities will be carried out to make the monitoring and evaluation process productive:
❖ Develop and use standard and easy to use monitoring and evaluation indicators.

❖ Develop a relevant operational research agenda that will analyze programme performance to study the impact of ART prevention, care and support programmes.

❖ Build capacities to monitor progress and evaluate outcomes of ART programmes and to conduct operational research to study its effectiveness and impact.

❖ Disseminate widely and utilize evaluation and research findings to improve ART performance and provide a sense of ownership to the programme among all stakeholders.

**Policy Alternative Three:** Targeted, Issues-based Advocacy for orphan and other vulnerable children care, support and child right issues; Particularly in countries like Ethiopia where there is little apprehension of the scale of the problem of OVC, it is important to carry out advocacy to sensitize the public, clearly identify the policy actions that are essential to supporting orphans, address stigma, and promote action. Agencies such as UNICEF and Save the Children have long histories of successful advocacy for children’s rights. Those experiences could serve as a platform for much greater and more targeted advocacy for Orphans and Vulnerable Children in Ethiopia.

Other examples of where advocacy may be relevant include: Treatment programs to prolong the lives of infected mothers; Special consideration of and support for childheaded households; Meaningful involvement and participation of children in policy processes, advocacy, and action; Corporate involvement in OVC programs and responses; Action to keep children in school and follow up for children who have dropped out of school; and Food security and practical ways of monitoring the nutritional status of OVC. As it is customary in Ethiopia, utilization of all media available for the advocacy work will be instrumental. In addition, providing training and education to all stakeholders involved in orphan care and support in the area the risks that orphans and other vulnerable children are likely facing is very important.
Devising policy alternatives is not an end by itself to alleviate a contemporary social problem including orphanhood. It has to be gone as far as identifying the evaluation criterion and evaluating the policy whether it has unintended negative consequences in due course of its implementation. Accordingly, the capacity of the society the policy is meant to address, government institutional and administrative potential, and the context of the implementation at large needs to be well reviewed before hand. Because only formulating policies does not bring any thing unless it acted accordingly and it brings change or productivity. The social, political, and economical parameters are also directly or indirectly influencing the viability of policies and programs. In the proceeding sections I will try to evaluate the suggested alternative policies using some of the policy evaluation criteria.

**Cost-effectiveness:** One critical element of a good solution has to do with cost. The alternative should be affordable, that is, it should be able to be funded given either available resources or resources that can be easily accessed (Ellis, 2004). Cost in policy making process as Ellis clearly stated, is the question of affordability within the existing economic reality of the country and time frame set for the effective implementation of an already devised policy. When we analyze the above three alternatives, it is obvious that none of them will be practical without incurring cost. However, their expense should be weighed vis-à-vis the benefit they give.

Addressing the problems of vulnerable groups like orphans is not an agenda to be put aside for tomorrow. Therefore, it is necessary to work first and foremost on the provision of immediate financial, material and capacity building support to these children and their care takers to secure their survival at all costs. It is promising that international organizations like UNICEF and other organizations working for the welfare of children are committed to aid programs and projects designed for the welfare and wellbeing of children. If extended families
who have been carrying the burden of caring for orphans with their limited capacities are augmented, they will be in a better position to do their best.

The second policy option which is controlling the spread of HIV and the provision of ART for at risk groups and parents living with the virus has both international and national budgetary backup. Therefore the cost to be incurred for the realization of it is much more than the impact it will have in mitigating the problem of orphaning by reducing AIDS related parental deaths. The third alternative is what can be done side by side in the endeavor to realize the other two policies. However, it does not mean that its cost is the list of all. Rather government owned media as they are doing will dedicate time to air programs that are targeting advocacy.

**Expected out comes/merit:** It is all about the proposed solution realistically help the target population reach their goals or fill their needs (Chapin, 2007). The target for designing and implementing the policy alternatives is obviously maintaining the overall wellbeing of orphans and other vulnerable children. Therefore the expected outcome of implementing the alternative policies is providing the necessary care and support for the already orphaned and minimizing the emerging number of potential orphans thereby reducing new HIV infections and the death of parents from HIV/AIDS.

**Ease of implementation/ Simplicity:** This is all about how difficult or easy would be to develop an adequate service delivery system. It takes into account the current values, norms, and beliefs of the target population, the cultural strengths of the society and the economic situation of the country as well. Accordingly, the proposed policies are thought to be straightforward to implement. Because they will be established on the existing realities of the intended target population, the countries real situation the society’s living standards and strengths. The policies are proposed to reach orphans in their early developmental life stages before their future for
productivity gets injured. The country’s decentralized system of administration will contribute positively to the easy implementation of the proposed policies.

**Political feasibility:** This refers to whether the policy appeals to goodwill of government officials, donors and local and international/overseas partners like funding agencies and governments. Working for the wellbeing and welfare of children in general and orphans and vulnerable children in particular is a question of sustaining capable, competent and productive generation. In view of this, the proposed policy alternatives would be vital means to achieving this goal. The government of Ethiopia and other stakeholder organizations in the country are also willing to address the problem all children at risk frequently advocate for.

**Flexibility:** These policies will serve not only orphans and other vulnerable children; rather they serve more than this one purpose. As it has been discussed in the previous sections of the paper, orphanhood is a problem affecting not only children who have lost their parents for various reasons. It is an omnivore social phenomenon affecting everybody, a nation and the world at large. Therefore, a policy designed to address this problem has to be flexible enough to be fit to a contingency approach in its implementation. The other important criterion of a good policy solution is reversibility which is the ability to return things to the way they were before the new solution. Therefore, both the alternative policies are believed to normalize the problem of orphaning to the level it was before the emergence of HIV/AIDS which escalated it. This I say because my second alternative (HIV/AIDS prevention and control coupled with ART) is deemed to reduce and ultimately eliminate the current grave AIDS related parental death rate.

The other dimension that these alternative policies should be viewed is stability. This refers to the ability of the alternative policy solutions’ effectiveness despite the everyday stressors (Ellis, 2004). It is a plain fact that policies are under the influence of changes in the political, economic, social and cultural environments. For example, the current food crisis
adversely affected the implementation of national, international as well as different agency’s and organizations’ policies. I don’t irrationally argue that my alternative policies will be stable no matter what changes occur any time anywhere either nationally or globally. But I would argue that the alternatives are amenable to adjustments and modifications.

The other criterion the alternatives should be evaluated is invulnerability to mean the ability of the policies to work even if part of them fails. For instance, the issue of ART treatment is very much susceptible to such a threat because if the supply of the medicine fails at some point in time, the outcome will be a disaster. In this respect establishing a reliable mechanism for the source of the medicine should be imperative. When we examine the first alternative policy, i.e. assistance and support to extended families and communities providing care and support to orphans, the threat of vulnerability is still there. As I suggested in the other ART alternative, it is again inevitable to set up a reliable source of funding from any possible source including enhancing the capacity of families and communities to generate income by their own to make the implementation of the policy sustainable and reliable.

Finally, I would like to propose that any of these three alternatives cannot be as effective alone as they could be if amalgamated. To reach the target groups, that is the already orphaned, it will be crucial to implement the policy on assistance for extended families and communities engaged in orphan care and support activities. This is however only an immediate remedial action which is not bad of course. In order for the problem to be resolved if not totally eliminated, exercising the policy of HIV/AIDS prevention, control and ART provision to people living with the virus will be very much supportive to the first policy which focuses on care and support. Hence, implementing both policies in harmony will be a good strategy to tackle the problem of orphanhood in Ethiopia. The Targeted Issue-based policy is believe to augment the
effective performance of the two selected policy alternatives in order to bring about reliable change in the problem of orphaning in the country.

One may argue that, trying to implement more than one policy at a time is ending up with accomplishing neither. But I insist that since each policy is taken care of by separate and pertinent ministries in collaboration with their partner agencies/organizations and relevant stakeholders, the outcome will be as effective as I mentioned in the previous paragraphs while evaluating the alternatives. As I suggested earlier the Ministry of Children and Youth will assume the responsibility of effecting the implementation of the Assistance and Support for extended families and communities in collaboration with agencies and organizations which are working in the same area of concern. The HIV prevention, control and ART policy will be taken care of by the Ministry of Health in collaboration with agencies working in the area including private hospitals and clinics at all levels. Here the role of the community, the orphans themselves and their caretakers are also vital partners of the Ministries and other stakeholders working in the area of orphans and vulnerable children.

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Definition and Analysis of Problems of Street Children in Ethiopia

In partial fulfillment of the course Social Policy Analysis (SSW 631)

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The Situation of Street Children in Ethiopia

Background

This paper is concerned with one of the social problems in Ethiopia; the issue of street children.

The issue of street children is newly emerging but one of the fast-growing social problems in Ethiopia. Not too long ago which is, 30 years ago Ethiopia had never experienced the problem of street children (Tadesse, 2006). Even though the deriving factors which are war, draught, parental death or family break down existed for long ago, the victim children were not expelled to street life since they were absorbed in the community, in the extended family as the children were considered to be the assets of the community.

According to UNICEF, street children are categorized as “children on the street,” ‘children of the street’, ‘abandoned children’ and ‘children at high risk” (Angelli, 1986) cited in Tadesse, 2006) but later, the fourth classification was excluded and reduced to three.

Children “on the streets” are those who live at home, which they leave most days, full-or part-time to earn money. “Children of the street” include those whose home ties have been seriously weakened and who essentially live in the street (UNICEF, 1993). Hence children on the streets are basically working children who sleep at home more or less frequently. For these children, their family home represents the basic group environment for their socialization. For “children of the street” significant social relationships are restricted to the unmediated universe of the street.
“The abandoned children” are those who are forced by their parents or foster parents to leave home for various reasons. These children are those who most likely join children of the street group unless they alternatively resort someone to take care of or have a chance to reunite their parents or foster parents.

The term “stretism” refers to the psychological and behavioral aspects of street children. The term is also intended to indicate the way of life of the children who consider the street in its widest sense with its own esoteric rules, customs and vocabulary as their world (Heinonen, 1988 cited in Tadesse, 2006). Furthermore, an international group working for street children defined the term “street children” as a street child or a street youth is any girl or boy who has not reached adulthood and for whom the street (in the broadest sense of the world, including unoccupied dwellings, waste land, etc.) has become his or her habitual abode and/or source of livelihood and who is inadequately protected, supervised or directed by responsible adults (MOLSA/Rada Barnen, 1989).

The MOLSA and Rada Barnen’s survey on street children in Addis Ababa defined street children as “…those who are being materially and morally abandoned or neglected or who are exploited or who upon their choice for better chance of survival have joined the street life (MOLSA, 1989)

Who are the victims?

The most affected children or those who lead wretched street life are urban children living under extreme poverty, orphaned children most of whom lost either one
or both parents by HIV/AIDS, neglected children, migrants of rural urban, displaced children due to war and draught, children from broken family (Forum on street children, 2003).

The children’s age (Forum, 2003) ranges between eight and twenty. They include orphaned, disabled, neglected, and abandoned children all over the country. They can be seen on any day, wearing torn clothes, roaming bare foot, and begging the passer bys.

Once the children resort to street life, they face various challenges. Some of them scavenge through garbage for food others spend their days sleeping on side walks beneath plastic sheeting or any thing that can provide cover and even others sleep on open air exposed to sun heat on the day and cold in the evenings. In the evenings they collect and burn rubber pieces plastic materials and sit around so as to protect the evening cold and keep warm.

Due to the fact that the street children have inadequate nutrition, exposure to aversive weather condition and use of drugs and unhygienic life style, they undoubtedly are exposed to various health problems. A descriptive study conducted on street children living in a southern city of Turkey asserted that 67% of street children were found to be under height for and 62% were also under weight for their respective age. This study also has shown that 76% of the children were found to have upper respiratory tract infection and 82% with abdominal or intestinal problems which was caused by eating and/or drinking unhygienic food and/or water (The Turkish journal of pediatrics, 2004).
Even though there is no study conducted on the health situation of street children in Ethiopia, it is possible to assume that their health situation may not be much different from that of the Turkish street children.

A sample survey conducted on the situation of street children in eight major towns of Ethiopia shows that some of the street girls practice prostitution to support themselves. This makes them vulnerable to sexually transmitted diseases including HIV/AIDS and unwanted pregnancy. Once pregnant or with a baby to care for, they find that very few people or no one will be interested to hire them. As a result many end up in desperate conditions. Many more street girls still are at risk of being raped as they have no protective environment.

Another dimension to the problem of street children in Ethiopia emanates from their desperation for food and other basic necessities, which in turn leads them to be involved in illegal activities such as stealing and other antisocial acts. When a child is found pick pocketing or stealing every one lays hands on to him without questioning. The beatings could be serious enough to cause lasting physical injury.

Street kids are also highly exploited. Younger children guarding cars and begging coins from motorists and pedestrians are chased away by older ones, particularly when business thrives, or else they will have to pay a small fee to older ones. In some cases the teenagers force the younger kids to work for them for free. The older street children also order the younger ones to work for them such as fetching water, dumping trash and even getting drugs and stealing from people. Unless they accomplish the orders they will be kicked or insulted.
such physical and psychological abuse will undoubtedly affect the future personal
development of the street children "What matters to them (street children) is not
tomorrow, but their day-to-day survival - something to eat, something warm to wear and
some where to sleep there is no space or time for child hood" (Forum, 2004).

Generally it is possible to conclude that street children are continuously exposed
to various forms of exploitation including sexual exploitation. They do not have access
to basic rights such as access to proper care, education, psychological support and
supervision. In addition to this inadequate nutrition, long working hours, exposure to
aversive weather condition, physical abuse are few challenges but to mention that the
street children face.

Condition and Trend of Streetism in Ethiopia

According to the study conducted by MOLSA in 1986, the number of street
children in Ethiopia was estimated to be 100,000 and was increasing at the rate of 5% a
year. This shows that the issue of street children is one of the fastest growing social
problem in Ethiopia. The UN children's Fund (UNICEF) estimated in 2000 that the
number of street children is more than 150,000. Another survey conducted on the
situation of street children in 8 major towns of Ethiopia in 2003 estimated the number of
street children in Ethiopia to be 100,000 - 200,000 with potential 500,000 rural school
dropout children living under extreme poverty, 800,000 HIV/AIDS orphan children, all of
whom are at high risk of joining the ranks of the country's growing number of street
the number of street children in Addis Ababa to be 50,000-60,000 out of which 15,000
were children on the street and around 25% were girls (FSCE, 2003).
The contemporary situation appears to have grown since the time of the famine of 1960s and the UNICEF Ethiopia estimate of 1996 depicted that a growth of around 5,000 children and mothers going to the street each year.

From the figures mentioned above, it is easy to understand that the number of street children is increasing at an alarming rate and the situation is very severe that needs great policy attention.

How was Streetism Defined?

Ethiopia with a per capita income of about $120 is one of the poorest countries in the world. Chronic poverty is a way of life for at least half of the population in both rural and urban areas for decades. Poor economic performance and rapid population growth are considered to be the major reasons for the existing poverty, being the root cause, the other factors that aggravate this social problem are drought, war displacement rural urban migration family disintegration and so forth.

Even though the factors which could have contributed for the prevalence of streetism existed long ago in Ethiopia, it hadn't been recognized as a social problem since 1940s and moreover, until late 1980's and early 1990's when HIV/AIDS left hundreds of thousands of children orphaned and since the extended family system and the local child adoption system such as "Gudifetcha" which used to absorb many vulnerable and orphaned children in the community has broken down. As the community has trained not to spare anything to anybody, this has become a sudden problem and began to be considered as one of the social problems. In addition to this the role of some interested individuals was paramount in bringing the problem to recognition. A case in point is Chachi Tadesse, a prominent female singer who lives in
USA. Chachi, in her return home after a long stay in US, observed the streets of big cities of Ethiopia in general and Addis Ababa in particular overwhelmed by destitute children who resorted to street life as a sole means of survival and was initiated to established "Chchi foundation for street children” in 1994. As she was an influential person for her public prominence, her efforts caught the attention of the media and appreciated by the public at large including the prime minister. This endeavor has initiated many other NGO’s to work on the issues of street children and the government of FDRE formulated a social welfare policy which has also incorporated the problem of street life (Streetism) as one of its components in 1996.

As long as the number of street children is increasing and the wretched street life is apparently observable there is no scholarly view or document which contends that streetism in Ethiopia shouldn’t be considered as a social problem worthy of attention by public policy. But rather there are different views that even claim that due attention is not given to the problem.

In the past the government had a separate agency called the children's commission ... that was in charge of children's issues, but under a government restructuring program, the commission became a department with in the ministry of labor and social affairs and even at present it has restructured as a small unit under the ministry of women’s affair.

Some NGOs say this is a wrong move. Minas Hiruy, the executive director hope enterprise ... an Ethiopian group that provides food counseling and training to street children argues that children need an agency of their own that can speak for them that
can protect them. He extend ... "Right now we really do not have an agency that has the policy clout, the authority that really stands on the side of the children and do much. Yes in the past, we used to have children commission. Now we have a children department. The commission in the past was more powerful. It was during that time so much was done for children. A lot of orphanages were set up, a lot of children care operations were invited into the country and there was much for children. Now that kind of effort has subsided".

Another NGO group involved in promoting the causes of street children in the horn-of-Africa country is forum for street children in Ethiopia. Executive director Dawit worldmariam agrees with Mr-Minas that street kids need an organization of their own "Restructuring of the children commission is a disadvantage for most of us who are working with street children. I agree with some of the N-G-Os who are saying we should have a vocal organization because we are looking to the young generation. Fourth-five percent of the population is below age 15 and we are looking at the serious issue of AIDS pandemic which more and more orphan children are going to be in, in Ethiopia. This situation should be given more focus. Lack of focal organization at ministerial level is a very problematic situation and I agree with them (other N.G.Os)"

View on the causes of Streetism

A study conducted by FSCF (2003) in Addis Ababa and other cities confirm that family poverty, family disintegration, abuse and neglect by parents, lack of educational opportunity and the environmental (peer, community) influence are the major causes for
children being in the streets. It is also to be noted that families themselves push children to streets to work for “better life” for themselves and their families. Other studies also showed that the causes which increased the number of street children in Ethiopia in the past two decades are; war, draught, poverty and in search of "better life" in towns. MOLSA and UNICEF (1993), MOLSA (1995).

Different research conducted on street children in Ethiopia also asserted that the causes of streetism are more or less similar to the ones mentioned above.

As far as my reading is concerned, there are no written documents found to have a contending view about the causes of streetism. However there are some public images attached to streetism and street children which are contending to the research findings. Some people perceive that street children are on streets because they were very rude and disobedient for their parents or guardians or they were out of their parents control and come to streets by their own choice. Most significantly street children are perceived by the public as criminals or regarded as youthful delinquents, hopeless cases, good for nothing, thieves, etc. The worst problem that the street children face (Anna, 2003) is the public treatment. Instead of love and comfort, usually street children experience repulsion, violence and harassment including physical and verbal abuse from the members of society, including city authorities and police. To the public, street children represent the lowest human beings, dirty diseased and a source of embarrassment to be despised and avoided. The public does not seem to want to understand the plight of street children. Poverty is seen as invisibility and lack of dignity.
Until recently, the problem of streetism was defined wrongly by the public and the government. The street children were labeled as vagabonds and even as dangerous lampoons as if the destitute themselves caused the problem on themselves and on the other parts of the society at large. Due to this fact they were and still are mistreated by public and even including the police.

CAUSES OF STREETISM

Primary cause

In my opinion, the primary or direct cause for the existing problem of streetism is poverty. Though poverty can be a relative term, the kind of poverty that we are referring here is the extreme poverty at family or community level that is the state of not being able to access the basic human needs such as food clean water, cloth shelter and social services like health, education and so forth. In sub Saharan Africa,( Anna,2003) 44% of people live under extreme poverty which is less than $ 1 a day. These people usually live in slum areas of cities where the houses have no sufficient rooms, which are suffocated and unhygienic with no latrines, running water and sewerage systems.

These people are usually unable to fulfill the basic needs of their children, particularly food. Therefore, the children from such families are most likely viable to resort to street life to escape from such a terrible scenario.

The other consequence of poverty is lack of access to education or information which in turn results in poor living condition, poor health little or no awareness for family planning and population control as well as poor utilization of natural resources. The prevalence of these situations, consequently sustains the poverty vicious unbroken.
The other face of poverty that contributes to the prevalence of the fast growing streetism in Ethiopia is the absence or ineffectiveness of policies that address the problem. In fact, the solution of the problem may not be attributed to a single policy since the causes of the problem are multidimensional. However, by formulating an effective poverty reduction policy, it would be possible to address the rest of the issues such as health, education, housing, etc., most of which are poverty born problems. In my view, the major failure of the existing policies in particular and the society in general is the incapability of distributing wealth and resources fairly for all citizens. The strategy of equality can be realized by enhancing public spending which is the most effective way of redistributing resources. The aim here should not be the division of the nation’s income into 11 million fragments, to be distributed without further ado, like at a school treat among its 11 million families. It’s on the contrary, the pulling of its surplus resources by means of taxation and the use of the funds obtained to make accessible to the disadvantaged segments of society. For instance, the Ethiopian government in principle follows an ideology of revolutionary democracy which favors group rights and was supposed to work for the benefits of many poor, marginalized or destitute groups of people by laying high tax on the very few wealthy or rich people. However, practically the few are favored so that they could boost their business and become multimillionaires on the expense of millions of poor people. This situation, in particular, is more common in the cities where the rich grow more richer and the poor grow more and more poorer.

Lack of income or consumption, or lack of material or human resource, i.e., lack of professionals or experts are different manifestations of poverty that Ethiopia has been
encountered for the past many decades or may be centuries. Recurrent drought, war and instability, lack of good governance could be the causes for the country's poverty, it is inevitable that will affect the formulation and implementation of social policies that can address the social problems and inversely, the absence of proper policy will certainly pose difficulties in poverty reduction. Even the formulation of proper policies alone would not guarantee the solution to social problems as long as it can be impeded due to lack of resources-human and material. In other words poverty.

**Secondary cause**

The secondary cause which exacerbated the prevalence of streetism is the weakening of the traditional extended family system, neighborhood and the community role in caring for the children. In early times, Ethiopia had been highly a traditional country where traditions, cultural values and norms were highly respected. One of the traditional values was the place and role given to the elderly in mediating and reconciling the family which at present is highly weakened and dominated by the court system. The role of the elderly was highly significant in maintaining peace and stability of families. The other traditional value was the traditional child fostering system known as "G udifecha". This system used to absorb the children who lost their parents including those whose parents are alive but unable to cover the daily subsistence of their children.

The extreme poverty, the explosion of the number of HIV/AIDS orphans and the phenomena of globalization have greatly contributed to the change of culture and the weakening of norms and traditions that were essential to keep the social momentum.
This is how the primary and secondary causes interact or feed off one another to bring about the problem at its current level of severity.

THE PRIMARY OBJECTIVE OF THE PUBLIC POLICY

The primary objective of the public policy strategy that would be aimed at reducing the problem of streetism should be:

- Expanding microfinance institutions that provide loan services for the poor families so that they could generate means of income.
- Study the assets of the vulnerable families or communities and enhance their capacity through skills trainings so as to enable them to be self sufficient.
- Establish institutions which provide shelter and other basic needs and skill trainings for those children who already resort street life.

POSSIBLE POLICY SOLUTIONS

The current policy which is formulated in 1996 to address the problem of street children is "the development social welfare policy “and “The Ethiopian National plan of action for children”. Nonetheless, both the policy documents are too general and comprehensive that neither of them does not address the issue of street children in particular.

For the effective implementation of social welfare programs addressing the problem, the policy devises the strategy of participating religious organizations civic organizations, associations and private sectors in problem solving efforts which differs from charity in its traditional sense in that it calls for empowering communities to use all
available personal and institutional capacity in problem solving efforts at the local community level.

Some of the general strategies designed to alleviate the problem are:

- community participation
- partnership and coordination
- Research/conducting studies
- capacity building
- Advocacy and awareness raising
- addressing gender issues

The policy was formulated by ministry of labor and social affairs (MOLSA) and it was the one that is responsible to carry out the policy. However the scope is limited only at Federal and Regional level that it lacks any responsible body to implement the strategies at the grassroots' level where the vulnerable children found nor does it allocates budget to the NGO's working in the area. This is one of the major limitations of the existing policy.

Alternative Policy I

The first policy alternative should give priority for upgrading the present structure of children's department which is under ministry of women's affair to ministerial level or at least, to the former children's commission level. The department of street children under this ministry or commission should therefore, frame its policy on the concept of social cash transfer to enhance the lives of destitute street children and those at risk of resorting to street life and moreover, to bring about social justice. The rationale behind
this proposition is the fact that the population of children under age of 15 comprises nearly half the total population of the country which is 45 % (FSCE, 2003). In addition, working for the betterment of children’s life in general and street children in particular determines the future fate of the entire nation.

The structure of the commission or the ministry of children should then extend its function to the lower administrative structure (at Kebele level). Then the main strategies would be

- Creating a mechanism of birth registration including the economic, marital and other status of the family.
- Identifying families under severe poverty and developing and implementing community based poverty alleviation and family support projects.
- Enhancing the participation of Faith based organizations and civil based organizations (FBOs and CBOs) by building their capacity through training financial and organizational support so as to enable them effectively combat the problem.
- Building shelters and accessing basic needs including education and health service for orphans within the community.
- Making effective utilization of public media for awareness creation about the Problem and the protection of the rights of street children.
- Enhancing the lives of urban poor families through social cash transfer
- Creating multidimensional approach for alleviating the problems which are targeted at free provision of basic services; education, health, transportation facilities and housing for urban poor families.
• Rigorously working to balance the economic growth and social justice which
• Enhancing rural life by developing infrastructure and providing services so as to minimize the rural-urban migration.

The department of street children which is proposed to be established under the commission or ministry of children will be responsible to carry out the policy at Federal and Regional level and children desk at woreda and kebele level which are responsible for the implementation of the policy at grass root level.

Since the existing administrative structures are being utilized, the scope is as broad as reaching the entire population of the country.

Alternative policy II

The second alternative mainly aims at reintroducing the traditional extended family system and reversing the role of the community in child care as a communal responsibility. This can primarily be realized by using the existing civil society organizations such as "Idir", "Mahber", "Abageda" etc. This would greatly help to ensure the effective participation of the entire community in alleviating the problem of streetism since these CBO's are established by the free will and consent of the members. The presumed CBO's then would serve as a key link between the concerned government organizations, NGO's and the local community where the street children as well as the families of the children at risk are found. Since streetism is mainly an urban phenomena, this alternative suggests that the city administrations should at all levels have prevention and rehabilitation desks for street children and the families with children at high risk of
joining street life and work in alliance with the CBO’s & NGO’s in identifying and addressing the problem.

The major strategies of the alternative would be:

- Strengthening the capacities of extended families of the vulnerable or orphaned children
- Mobilizing and strengthening community and home based responses for the problems.
- Strengthening the capacity of children and young people to meet their own needs
- Ensuring the property rights of orphans
- Promoting community conversations about the problem permanently at the public gatherings of the CBO’s
- Fostering community based care and support for street children.
- Supporting comprehensive and culturally appropriate psychosocial intervention for street children and the families with children at risk
- Strengthening community mobilization to increase the capacity of the communities to identify vulnerable children and to design and implement their own street children activities.
- Strengthening the economic coping capabilities of families and communities

EVALUATION CRITERIA

Effectiveness can be measure in terms of workability of the alternative to bring the desired outcome. As both of the alternatives suggest the grass root implementation
and encourage the community participation at large, it would be more effective. The rational behind this fact is that Ethiopia is more of a traditional country where kinship extended family system and neighborhood are highly valued. In addition, the different belief systems where the society has a strong tie have teachings which promote helping the needy ones as a sacred deed which intern brings about blessings of 'God' or 'Alah' as well as hope for life after death (eternal life).

Having those social assets and adding on organized and planned targets with financial and human resource, the effectiveness would be inevitable. It will be like igniting the engine to work.

As far as the efficiency of the alternative policies is concerned we can evaluate in terms of use of resources. In this aspect it is possible to view the structuring of the suggested alternatives in two dimensions.

As has already been mentioned both the alternatives suggested the concerned body children affairs from federal (Ministerial) level, to the grass root kebele level.

The policy alternatives are generated with an assumption of addressing the problem that is newly emerging but fast growing and threatening many more vulnerable children coming out to streets.

The strategies to tackle the problem effectively which are preventive and curative measures need multisectoral activities coordinated and led by responsible body, presumable Ministry or commission of children. Needless to say establishing such a structure requires human and financial resource. However when compared with human resource that the country is going to lose ignoring the problem, it would be insignificant. Moreover as the strategy suggests the utilization of existing resources within the
community and encourages the participation of NGO's, CBOs, and religions institutions it can be efficient with respect to utilization of resources.

Ethiopian government is working hard to alleviate the social problems giving particular focus to the marginalized, destitute or neglected segments of the society. It also formulated social welfare policy to address such problems.

Since the policy alternatives are inline with the existing objective of the government, it will then be politically feasible and gain acceptance.

As it has been mentioned that the policy implementation mainly uses the existing administrative structure, it will have administrative feasibility.

The policy alternatives suggest the deployment of professionals on every hierarchy of the structure so as to facilitate the effective implementation. This will give the technical feasibility to the alternatives.

COMPARING THE ALTERNATIVES

The policy alternatives 1&2 are compared by employing the following policy indicators: Effectiveness, Efficiency, Political feasibility, Cultural feasibility, Administrative feasibility, Fiscal feasibility, Technical feasibility, and sustainability. Then the strength and weakness of the alternatives have been compared by using the rating scale as shown in the table below. An indicator that qualifies a maximum result has been given 10 points and put out of 80 and finally, converted into percentile.
Effectiveness

The ability of a certain policy in achieving a stated goal in terms of input and output can be termed as effectiveness. In other words, effectiveness is the degree to which an activity or initiative is successful in achieving a specified goal.

Regarding the alternatives set to create “A street children free cities”, alternative one sounds more effective than alternative two since it recommends a responsible government organization to carry out the strategies of the proposed policy alternative. Secondly, the budgetary source for this alternative is based on taxation system that would not affect the formal budget. In short this alternative recommends the realization of social equity by ensuring social cash transfer package. Moreover the since the policy alternative is implemented by the government it is inevitable that skilled man power will be employed. These facts therefore, would make the alternative one more effective than alternative two.

However, the second alternative, which aims at reintroducing, aims at reintroducing and strengthening the extended family mainly, suggests the participation of the CBOs in carrying out the policy. The variation in capacities of the CBOs from

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locality to locality makes the effective prevention and rehabilitation of streetism difficult. In addition to this the budgetary source of the alternative highly depends on the donor organizations that may pose difficulty to address the problem fully as the donors mostly donate with their preset criteria. Moreover, the lack of skilled manpower to run the program inevitably is a limiting factor. These limitations make the second alternative weaker than the first one.

Efficiency

The term efficiency refers to the ratio of the output to the input of any system. It can also be defined as the production of a desired effect or result with the minimum waste of time effort or skill.

As shown in the rating scale, both the policy alternatives do not qualify high rank as compared to the rest of the indicators. This is because of the complex nature of the problem which can be attributed to multiple causes that would be difficult to tackle with minimum time, cost and skill. Regardless of the limitations however, alternative one seems stronger than alternative two because of its reliance to skilled man power and financial capacity.

Political feasibility

If a policy instrument is politically contested or provokes opposition, it will will be less feasible. For instance, redistributive policy instruments are almost always politically contested because by definition, they create winners and losers. In addition if the government loses control over the implementation of a certain policy, it would be
politically contested. Moreover, specific political constraints; institutional, bureaucratic, distributional limitations have to be taken into consideration.

In this regard, policy alternative one sounds politically more feasible than alternative two. Since the government is responsible to allocate the budget and assign the officials, it is highly controlled unlike alternative two where the government has less control.

Cultural feasibility

Experiences of policy implementations in Ethiopia have shown that policies formulated at federal and regional level mostly fail to entertain the environmental and cultural differences and consequently face great public resistance which ultimately fails to achieve the desired goal.

The policy alternative two in this regard, would seem culturally more feasible than alternative one in that the civil associations are supposed to have a great role in maintaining the social norms and customs than the government organization. In this particular policy alternative proposal for example, the local community leaders would have a chance to tune the implementation of the policy in a way that it suits to the norms, customs and traditions of their locality to strengthen the extended family system to alleviate the problems of streetism. Alternative one, which strictly follows government structure, is less flexible to fit to the cultural context of the entire nation. Therefore, alternative two is culturally more feasible than alternative one.

Administrative feasibility

The challenges of administrative feasibility point the need for a well functioning and effective public administration to implement the respective instruments. Policy
instruments that are technically complex or create scope for corruption like large scale infrastructure projects are particularly vulnerable to this challenge.

When evaluated from this perspective, policy alternative one seems more feasible than policy alternative two. Firstly, its structural nature allows to work easily with NGOs and CBOs to achieve the intended outcome. Secondly, its viability to corruption is less for it is not that complex project and easy for controlling. However, the second alternative less structured and less controlled. Therefore, its administrative feasibility is weak.

Fiscal feasibility

As policy alternative one suggests ensuring social equity by taxation and social cash transfer package, it will have a permanent budgetary source that makes its fiscal feasibility high. However, the second alternative, which relies upon the funds of the donor organizations can easily be confronted with challenge of fiscal feasibility.

Technical feasibility

This involves questions whether the technology needed for the system exists, how difficult it will be to build and whether the firm has enough experience using the technology.

As far as the technical feasibility of the alternatives is concerned alternative one would be more stronger as it employs skilled man power to utilize the suitable technology such as information technology, construction technology as to build the necessary infrastructure and other relevant technologies where as alternative two is less feasible technically as it is carried out by unskilled local leaders.

Sustainability

When we evaluate the surface validity of civic based associations, they seem to be more sustainable than the GOs or NGOs. In this instance, we may have an intuition
that the alternative two which is based on CBOs, particularly “Idir” Mahber, “Abageda” etc. will have a greater sustainability as long as they existed for ages and assumed to exist while the community exists. However, if we look deeper into how these CBOS are functioning, we could find the reality different. At present, the aforementioned CBOS have a tendency of weakening as the younger generation is not interested to join them absorbed by the modern way of life. For instance members of the younger generation started arguing against the importance of ‘Ider’ but rather prefer the funeral organizations to carryout funeral of the dead person in a family.

Therefore, alternative one which is government organization seems to be more sustainable than the second alternative.

CONCLUDING ARGUMENT

From the over all evaluation and comparison of alternatives one and two, I recommend the first alternative to implement the policy.

Some of the reasons to recommend the government led policy formulation and implementation is that the power of the government to formulate and enforce the laws is much higher than the CBOS which a member is freer to join or resign at any time. In addition, the CBOS are more reluctant to accept the interference of the government to carry out any activity.

As has been mentioned in the alternative proposition, the policy will be implemented under the presumed ministry or commission of children which will have its structure at a federal, regional, ‘woreda’ and ‘keble’ level.

Key decision points that will be encountered during implementation are

- Street children should be sorted out as children of the street and children on the street and should be reunited with their parents or referred to institutions where they can access proper care and support
- Urban families living under extreme poverty should be sorted out and provided with social cash transfer service.
- The vulnerable children should be provided with basic needs including health education and shelter services.
Some of the significant challenges when implementing the policy effectively and efficiently would be.

- Persistence of some street children to assume living on streets is an individual right and may resist any kind of intervention.

- Difficulty of sorting out the vulnerable children and families with children at risk because of high prevalence of poverty in the country in short, it is difficult to have a parameter to sort out the extreme poor.

- The tax payers may complain that the government is encouraging the “not hard working” segment of the society not to work hard and escape poverty instead it embraced them in social cash transfer systems.

Regardless of the challenges, if all the stake holders are committed in implementing the policy, it would take 5-10 years time to achieve the desired out come. If this seems a bit ambitious, for the nature of the problem is multidirectional and needs targeting to different sectors it can be achieved with in 10-20 years time as the country becomes at least a middle earning nation as well as the commitment of political leaders to bring about social justices.

Generally, the problem of strectism is becoming a scourge of the entire nation and the number of street children is escalating from time to time. The major factors orchestrating behind the curtain in exacerbating the problem are poverty and the weakening of the traditional extended family system. The increase in rate of HIV/AIDS orphans, family disintegration, rural-urban migration and peer pressure are also the factors which can be categorized either under primary or secondary reasons.

The children who resort to street life due to the pushing or pulling factors are facing tremendous problems; lack of basic needs, including food, clothing and shelter, lack of access to services such as health education and recreation, exposure to aversive whither, encounter abuses-physical, psychological and sexual are few problems but to mention.
Needless to mention that these children who live in exceptionally difficult highly need a policy attention so that they would enjoy their right to live, right to access to basic needs and right to be protected against any kind of violence.

In order to realize these objectives and solve the problems, the policy alternative one will have immense role. This alternative strictly proposes the establishment of responsible body at ministerial or commission level and has apparently shown the source of budget to run the program should be pulled out in a form of taxation and redistributed to the vulnerable segment of the society through social cash transfer package.

The nature of the structure of the policy implementing body extends from federal to the grass root level enables it effectively carry out the strategies and achieve its goal. This has been proved by various feasibility indicators discussed above.

This argument however may not be palatable to some parties and be challenged in a way that:

Streetism is a global phenomena that ever prevalent in western developed countries that Ethiopia, the least developed nation in the world should not prioritize this phenomena and after all, the problems the street children encounter is not much different than the problem that the poor citizens face. Therefore targeting on poverty reduction should be given pro prioity and then all the problems would be addressed.

The policy alternative to tackle the problem of streetism recommends establishment of new structure and highly dependent on taxation nonetheless, in a country where resources are scarce and having tremendous social problems, this is a wastage and after all it encourages dependency since it is based on the principle of social cash transfer package.

Regarding the concluding view of the policy alternative some one may argue that in a poor country like Ethiopia, streets are one of the income earning for many poor children so that it should not be viewed as a mere sign of miserable and wretched life since there are millions of children who live under extreme poverty but have not resorted to street life.
Each of the counter argument to the proposed policy may look superficially convincing. However, the supporters of such arguments seem to have been naïve to believe that a mere economic development brings about solution to the problems of disadvantaged segments of the society. These people should have learnt from India, a country which has been scoring a dramatic economic development for the past ten or so years while millions of its citizen’s lives being deteriorated. In short an economic development alone without social justice would not secure a better life for the poor.

Regarding the second challenge, the co-tenants of the policy alternative seem to have misperception about the social cash transfer package as if it promotes dependency and is wastage of resources nonetheless, they should have also known that the unfair distribution of resources and negligence of the ruling government for certain segments of the society made them disadvantaged but no one by nature needs to be poor. After all, the policy recommends skill training for the disadvantaged to enable them self reliant it never allows any one to sit idle and expect for help.

Finally, the analogy the co-tenants made about street children’s problems with rest of the poor children does not match. The reason is that most of the street children who reside on street are denied access to their basic needs and their rights are violated for one or the other causes mentioned in the problem analysis. However the rest of the poor children who live with their parents or guardians could have a better and caring environment.

Therefore, ignoring the problem of streetism is ignoring the future fate of the entire nation. It should not be a matter of choice to be considered as doing a favor for street children but it is beyond that the issue of security, peace and stability of the entire nation that needs political commitment to implement the policy rigorously. Let us not bury a time bomb which explodes in a future and destroys the nation.
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Vulnerability of Orphan Children in Ethiopia and Its Implication for Social Policy
(Social Policy Analysis)
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INTRODUCTION

With the death of parents, children lose part of their safety net. They become vulnerable to abuse, violence, exploitation, stigmatization and discrimination. In Ethiopia, as studies indicated, the number of orphan children is increasing, and the majority of orphan children are living in a disadvantaged life due to several factors. This paper presents the situation of those orphan children in Ethiopia who became vulnerable to situations that threaten their survival and wellbeing.

The first section, presents the historical background on how the issue of children in general and those orphan and vulnerable children in particular become a social policy concern in the country in line with significant discussions and decisions made by United Nations. The second section discusses the situation of orphan children in the country, the causes for the current disadvantaged life of these children, and its impact as a social problem. Available policies and other suggested policy alternatives are discussed respectively under the third section.

The fifth section presents detailed argumentative discussion comparing the suggested two alternatives based on evaluation criteria. Concluding argument based on the comparison result is presented under the sixth section. Implementation of the recommended alternative, the decision points, possible significant challenges for implementing the policy, and estimated time frame for the alternative to have effect for gaining the desired outcomes are also discussed under the same section. Summery and reflection, together with possible challenges on the overall argument of the paper are presented under the final section.

METHODS

For writing this paper, different literatures, survey findings, journals, and policy documents were systematically reviewed and analyzed. The materials were collected from government ministry (Ministry of Women Affairs, Children, Youth and Family Department), policy institution (The African Child Policy Forum), academic policy books from library of Addis Ababa University, and from the internet.
DEFINITION OF CONCEPTS

Extended family: Individuals who have a role and place in the family as a family members. It may include those who are not related by blood ties but are considered as a family by the biological family of a child.

Family-centered services: Services targeted to families who are no longer able to cope with problems that threaten the families’ stability

Kebele: Governmental administrative organ at local level

Orphan children: Children less than 18 years of age who have lost one or both of their parents regardless of the cause of the death.

ACRONYMS

ACRWC  African Charter on the Rights and Welfare of the Child
AIDS    Acquired Immunodeficiency Syndrome
BoLSA   Bureaus of Labor and Social Affairs
CBOs    Community Based Organizations
CRC     Convention on the Rights of the Child National Plan of Action
CYFA    Children, Youth and Family Affairs
FDRE    Federal Democratic Republic of Ethiopia
HIV     Human Immune-deficiency Virus
MoLSA   Ministry of Labor and Social Affairs
NGACSP  National Guideline for Alternative Childcare Program
NGOs    Non-Governmental Organizations
OVC     Orphan and Vulnerable Children
UNICEF  United Nations Children’s Fund
HISTORICAL BACKGROUND OF THE SOCIAL PROBLEM

The UN general assembly held on November 20, 1989, adopted the Convention on the Rights of the Child (CRC) – that regards the survival, protection and development of children. Following this, at a world summit held on September 1990, which has participated a large number of world leaders including Ethiopia, held a discussion on issues regarding children, and made a declaration and agreed up on to develop a National Plan of Action in compatible with the CRC (Seyoum Yohannes, & Aman Assefa, n.d).

Ethiopia, as a country with large number of children under 18 years of age, has ratified the CRC on December 1991. The country also has developed the first National Plan of Action in October 1995. This Plan of Action has focused on children and women, and to be implemented during the period of 1995/96 to 2000GC (MoLSA, 2004). In addition to this, in 1996 Ethiopia had also developed the Developmental and Social Welfare Policy, which discussed the rights and welfare of children and the family as part of the social issues (Seyoum Yohannes, & Aman Assefa, n.d). Following the 27th general assembly of the UN held in may 2002 with a topic of ‘A World Fit for Children’, Ministry of Labor and Social Affairs (MoLSA) of the Ethiopian Government, based on assessment results on the achievement and failure of the National Plan of Action for Children and Women, has developed another National Plan of Action for Children to be implemented from 2003 to 2010GC. This time the Plan of Action is developed only for children, excluding women’s issue which was part of the previous Plan of Action (MoLSA, 2004). At the present time the issue of children, particularly of Orphan and Vulnerable Children (OVC) - in relation to the adverse effect of HIV/AIDS - has become one of the major social concern in the country.

There are multiple terms used to define OVC. The concept of vulnerability of children might have different definition when it is defined in community level, in policy and support provision definition, and in working definitions as used in various documents. In Ethiopia, however the term OVC is being used by different sectors, in official governmental documents such as the NPA, these group of children are defined as ‘children in difficult circumstances’ that includes orphan children, street children, children with disabilities, and juvenile delinquents (MoLSA, 2004).

Nowadays the concept of vulnerability is becoming a controversial issue. Until very recently there was the assumption that believes orphan children are the most vulnerable children. Currently different challenging issues are being raised. Some argue that children become vulnerable before

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1 In accordance with Ethiopian custom, the first name or given name is substituted for the surname, and the father’s name is spelled out in full.
they actually become orphans, during the time of their parent(s)’ illness. Others, based on research findings, argue that poor children rather than orphans are vulnerable to different challenges. They argue that the link between poverty and vulnerability seems well established (Smart, 2003).

This paper is particularly focused on those orphan children who are vulnerable to challenges that threaten their rights to survival and development, and are exposed to different forms of abuse. It includes children less than 18 years of age who have lost one or both of their parents regardless of the cause of the death.

DESCRIPTION ON THE SOCIAL PROBLEM

In Ethiopia, the total number of orphan children which was 3,839,000 in 2001 is estimated to reach 5,029,000 by the year 2010 (UNICEF, 2003). It is also estimated that, by the year 2010 over 1.8 million children will become orphans only due to HIV/AIDS (MoLSA, 2004). According to studies, HIV/AIDS, armed conflicts, family disintegration due to poverty, and natural disasters are identified as the four major causes that are making children orphans (The African Child Policy Forum, 2007).

In Ethiopia, as it is in other developing countries, extended families such as uncles, aunts, grandparents, are the primary sources of support for orphan children, since very few government services are available for helping these disadvantaged groups of our society. Due to the growing number of orphan children and other socio-economic problems the capacity of the extended family seems declining. As a result, many children end-up working in difficult conditions, others are forced to live and work on street to cop up with their life, and others straggle with their life in child-headed households (UNICEF, 2006). In the rural community of Ethiopia, where families and neighbors engage in helping each other with food, loans, a hand in the fields, and care of orphans, such traditional safety nets are weakening due to the increasing number of orphan children and sick parents in the community, mainly as a result of HIV/AIDS which is causing many children remain without parents (Government of Ethiopia, 2005).

In most cases, orphan children are forced to dropout of school and engage in child labor to gain income for their daily meals and take care of each other. As the UNICEF report (2005) indicated referring from the assessment report of International Labor Organization, orphan children are most likely involved in commercial agriculture, domestic work, commercial sex and street vendors as their major coping strategies to survive. The study indicated that in Ethiopia more than 75% of child domestic laborers in Addis Ababa were orphans, and the majority of them were being working more than 11 hours a day and 7 days a week. However the Ethiopia’s labor proclamation
(42/93) prohibits children below 14 years of age from working, and limits conditions for those between 14 – 18 years old, larger number of children are engaged in different exploitive and hazardous work situations (MoLSA, 2004).

In addition to the lack of school, health care, and shelter and other physical needs, orphan children, lack emotional support (Smart, 2003). A survey undertaken in Ethiopia on the prevalence and characteristics of AIDS orphans has indicated that the majority of orphan children (72%) living with extended families have expressed that the families are sympathetic, however it is only 22% of the children who has expressed that they get emotional support from the families. In addition, more than half of the children have expressed that they live in a sympathetic and understanding social environment, however few of them has expressed that they are considered as unlucky, cursed and hopeless by the community they are living in (MoLSA, Italian Cooperation, & UNICEF, 2003).

In general, according to findings, orphaning problem particularly caused by HIV/AIDS is and increasingly will be a long term chronic problem, affecting many children and families (Smart, 2003). To see the prevalence of orphan children in different parts of the country, the national survey undertaken on those orphan children due to HIV/AIDS indicated that the prevalence rate in the major cities is 14.69%, in small towns 16.67%, and in rural areas 14.77%, which shows no significant statistical differences across the three parts (MoLSA, Italian Cooperation, UNICEF, 2003).

In Ethiopia women are traditional caregivers. And in single parent households and in households of full orphan children, in most cases, girls take the responsibility of taking care of the family, and they are the first to be taken out of school to help in the household and engage in income generating activities (Garbus, 2003). This indicates that the girl orphans seem to be more disadvantaged.

In general, based on the above discussed life situation of orphan children in Ethiopia, it can be concluded that these disadvantaged group of our society are denied the attainment of three major rights; these are:

i). The right to life, survival, and development (CRC, Art. 6): food insecurity, poor nutrition and low access to health services, and need of love and affection are some of the rights the orphan children are lacking;

ii). The right to education and leisure (CRC, Articles 28, 29, 31): there are cases of orphan children who are unable to go to school due to economical incapacity of care providers to provide school uniform, and cover school fees. Moreover, many orphan children are made to assume adult
responsibility to support in household activities and provide incomes, and do not have time to play with their peers, which is important for their physical, cognitive and psychosocial growth; iii). The right to special measure of protection (CRC: Articles 22, 32, 34, 36, & 39): orphan children are exposed to physical, emotional and sexual abuses. In addition they are forced to engage in income generating activities that are threat for their well-being.

Future Impact of the Problem

Lack of proper care and supervision for orphan children, which is increasing in high rate in Ethiopia, will have tremendous effect on the social system of the country, causing enormous burden and stress on the family system and the local helping relation among people. Moreover, it will cause high burden on the national and public services.

Resulting from basic rights denials, it is not only the orphan children who are being affected, but this will have a tremendous impact on the society, and the country in general. The impact is not only on the current households who are providing care for the children, the country is also at risk of losing productive citizens if the problem is not addressed now.
Causes of the Problem

There are different causes and contributing factors for the disadvantaged life of orphan children in Ethiopia. They can be categorized into two major categories as a primary cause; these are the weakening of extended family system which is the major source of support for orphan children, and the poor social service system provided for the orphan children.

i). The weakening of extended family system: The age, educational status, financial strains of those families supporting orphan children have an enormous impact on the life and survival of orphan children. Many orphan children are being cared for by grand parents who themselves are in need of others care and support, or in impoverished relatives who are struggling to meet the needs of their own children. There are also increasing number of orphan children living in child-headed households with minimal or no adult supervision or support. (Smart, 2003).

Survey finding on orphan children has also indicated that most of those families taking care of orphan children in Ethiopia are characterized by illiteracy and low family income. It is indicated that more than 30% of the heads of the households are illiterate, and the
monthly income of 63% of the households is less than 100.00Birr (MoLSA, Italian Cooperation, UNICEF, 2003). Furthermore, studies indicated that in rural community of Ethiopia, the local knowledge of farming is weakening due to the high rate of death of parents without transferring the knowledge to their children (Government of Ethiopia, 2005).

ii). Weak social services available for orphan children: Even though there are different organizations in the country providing different forms of support for orphan children, they are able to cover only a small number of children from the large number of orphans and other vulnerable children in need of support. One of the reasons for this gap is that only few regions have designed service, and even in those regions the numbers of governmental and non-governmental organizations providing the services are few in number. In addition, there is poor/lack of awareness on available policy documents among regional officials. And some believe that the policy document does not address properly the problems of orphan children (MoLSA, Italian Cooperation, UNICEF, 2003).

Moreover, the existing support systems are not organized well that enables them to properly respond to the needs of these children (MoLSA, 2004). On the other hand, even though supports are available on policy documents, such as provision of free primary education for all children, in reality many orphan and other vulnerable children drop-out of school for various reasons including lack of protective response on the government side (Smart, 2003).

It can be also argued that the majority of services and studies have ignored the majority (more than 2/3) of orphan children who lost their parents due to causes other than HIV/AIDS. On the survey report it is indicated that more of these children than of those lost their parents due to HIV/AIDS, are dropped-out of school and are engaged in different economic activities (MoLSA, Italian Cooperation, UNICEF, 2003). One of the reasons to this discrepancy can be the lack of focus on this group of children by the service providing sectors.
Disadvantaged life of Orphan Children

Weakening of extended family system

Socio-economic factors
- poor economical capacity
- illiteracy
- age of care providers
- poor societal attitudes

Weak social services for orphan children

poor/lack of knowledge on policy documents among officials;
poor/lack of strategy (designed service) at some regions to address the problem;
service providing organizations are few in number and exist in few areas;
Lack of coordination among service providing organizations

Having said the above argument on the causes and contributing factors for the disadvantaged life condition of orphan children, the primary focus of a public policy strategy therefore should be family-centered; with objective of creating a safe, permanent and stable family environment for the child through provision of stable and empowering services for the extended family caring for orphans.

The extended family system should be the center of the policy strategy for two reasons. First, as it is discussed earlier, while the extended family system is the major source of support for orphan children in the country, this natural helping resource is getting weaker. The second reason is that, as different studies indicated growing-up within extended family environment has different benefits on the side of the child. Being cared for by familiar person with familiar names and setting would have a role in helping the child to get through the traumatic effect of separation from biological parent(s). The child also will have more probability to live with siblings, or at least to have close communication with siblings. Moreover, there is high probability of permanency in the living arrangement since the child is with family members with potential of lifelong attachments. It is also believed that living with a relative is more acceptable social status than living in unrelated foster care or group care (Walton, Beckler, & Mannes, 2001).

Another important issue that needs to be considered in the public policy is the definition of family. The understanding and definition of family should be in a broader sense so that it would
include the conceptualization of family among the public in the verity cultural settings and structural characteristics of the community. This means that the definition must recognize that family might include individuals who are not related by blood ties but have a role and place in the family as a family members. For example, in Ethiopian Christian society, God parents and God children and the children’s nuclear family have strong bond of relationship with mutual help and attachment to each other.

**AVAILABLE POLICY**

Ethiopia has specific policy documents addressing specific children’s issues, as well as other general policy materials that have incorporated the children issues as one component. The first policy document to come out was the Ethiopian National Plan of Action for Children and Women, which was issued in 1995 and had an implementation period from 1996 to 2000. Based on assessment findings of drawbacks on this plan of Action, the Ethiopian Ministry of Labor and Social Affairs (MoLSA) has developed another NPA called ‘Ethiopian National Plan of Action for Children’, with implementation period from 2003 up to 2010. This time the plan on action is developed with particular focus on children excluding the women that were part of the previous plan of action.

This plan of action for children focused on four themes based on the agreement set on UN special session on children, on May 2002. These are: promoting healthy lives; providing quality education; protecting children against abuse, exploitation and violence; and combating HIV/AIDS. Based on this, the plan of action discussed planned targets to be addressed using percentages, and has developed different strategies and activities for achieving the target plans.

In addition to the general plans for all children, the NPA considered the issue of orphan children as one component under the topic of ‘Combating HIV/AIDS and Assisting Orphans and Other Vulnerable Children’. Here, it has discussed the difficult living situations of orphans in Ethiopia, in the social, economical and psychological aspects of their lives. And it has developed strategies with main focus on addressing the HIV/AIDS problem, that include preventing HIV/AIDS with effective and sustained child/youth friendly Information Education and Communication on HIV/AIDS, through NGOs, faith based organizations, schools and CBOs.

Even though the plan of action has shown the difficult living situation of orphan children in the country, its targets, strategies, and activities mainly focused on prevention of HIV/AIDS. Though HIV/AIDS is one of the major causes for the high prevalence rate of orphan children and it is fundamental to address it to prevent future impact of the disease on children, the plan of action
should have incorporate strategies for addressing the current problems of orphans. Furthermore, it has failed to recognize the enormous role of extended families in supporting orphan children, and use this part of the social group as resource.

Ethiopia had also issued Developmental and Social Welfare Policy in 1996, which has incorporated the need of addressing the rights and welfare of children. The policy also has taken the family issue as one major component. It has recognized the family as the best arrangement for the proper upbringing of children with no equal substitution. The main strategy of the social welfare policy is focused on empowering communities to use all available personal and institutional capacity for addressing the different social problems of the local communities.

The policy, however, has failed to recognize the problems of orphan children as major social concern. This could be due to the fact that the policy is developed almost 13 years ago, when the problems of orphan children were not a major social concern as it is now. This has an indication for the need of revision of the policy.

In August 2001, The Children, Youth, and Family Affairs Department of The Ministry of Labor and Social Affairs (MoLSA), has developed national guideline on five alternative childcare programs, namely: childcare institutions, community-based children support programs, child-family reunification, foster family care, and adoption. The guideline is prepared in line with the UN-Convention on the Rights of the Child. It has covered the five support programs to be provided for orphan children, abandoned children, children with terminally ill parents, and other children in difficult circumstances.

The guideline covered different structure and service characteristics that the five alternatives should have incorporated. In discussing the community-based childcare program, it has taken child-focused family support as one component of the service but it is presented very briefly, not as detailed as the other services. It has presented a detailed guideline with standard procedures for child-family reunification program for separated children from their biological parents and/or extended families.

In addition to the above 3 national policy documents, there are the FDRE Constitution and the family law that incorporated the issue of children and families. Ethiopia has also ratified the UN Convention on the Rights of the Child (CRC) and the African Charter on the Rights and Welfare of the Child (ACRWC).

The 1995 FDRE constitution, Article 36 has embodies some rights to the child that goes in line with the CRC and ACRWC. Article 36(5) of the constitution obliges the state to provide special protection to orphans in particular. It also recognized the family as fundamental unit of
society and entitled to protection by society and the state. The Revised Family Code also has incorporated the rights of children to be cared-for and grow-up in family environment. In the case of conditions in which the child no longer has his/her biological parents to provide care for him/her, the family code gives the first priority for a near relative of the child to take the guardianship (Articles 225, 226, & 228).

Both the constitution and the family law have considered the family as the best environment for the child to grow-up with, and protect the family from state interference. However some writers argue that both documents do not provide sufficient limits on the family’s right, particularly for biological parents, on the up-bringing of the child to ensure the best interest of the child (Seyoum Yohannes, & Aman Assefa, n.d)^2.

**Responsible Entity for Carrying-out the Policy**

Until very recently, the Ministry of Labor and Social Affairs (MoLSA), Children, Youth and Family Affairs (CYFA) Department had the responsibility for the implementation of the rights and welfare of children at national level. Currently, the CYFA department of MoLSA, with all its responsibilities is moved under the Ministry of Women’s Affairs. In addition to the Ministry, each regional office has Bureaus of Labor and Social Affairs (BoLSA) with CYFA department with responsibly for carrying out of policies at regional level. There is also inter-ministerial committee at the federal level, inter-bureaus committees at Regional level and CRC committees at Kebele level. These committees are set-up for children’s matter, particularly for the enforcement of the CRC (Seyoum Yohannes, & Aman Assefa, n.d).

As the result of several factors, these organs were not able to perform as they were supposed to. Some of the factors include being poorly staffed and insufficient budget, lack of strong institutional base, and lack of directly responsible government institution to guide and coordinate the activities of each entity (Seyoum Yohannes, & Aman Assefa, n.d)^3.

**MAJOR FINDINGS**

- In Ethiopia, orphaning problem particularly caused by HIV/AIDS is and increasingly will be a long term chronic problem, affecting many children and families;
- In Ethiopia, extended families such as uncles, aunts, grand parents, are the primary source of support for orphan children; however, due to the growing number of orphan children and other socio-economic problems the capacity of the extended family seems declining;

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^2 In accordance with Ethiopian custom, the first name or given name is substituted for the surname, and the father’s name is spelled out in full.
In most cases, orphan children are forced to drop-out of school and engage in exploitive and hazardous work situations to gain income for their daily meals and take care of each other;

In addition to the lack of school, orphan children are denied of health care, emotional support and other physical needs;

Most of families taking care of orphan children are characterized by low family income; there are a number of children living with grand parents and in child headed households with minimal or no adult supervision or support;

The number of service providing organizations for orphan children are few in number and are not able to address the vast problem of the orphans and other vulnerable children in the country. These organizations are also concentrated in towns;

The existing support systems are not organized well that enables them to properly respond to the needs of these children.

POLICY ALTERNATIVES

Based on the above discussion on difficult life conditions of orphan children and the primary causes, here are suggested two alternatives of family-centered policy programs. The general objective of the alternatives is creating a safe, permanent and stable family environment for orphan children through provision of stable and empowering services for families who are supporting them.

Alternative I

The first alternative suggests incorporating basic orphan support within the Idir\* system, which is a prominent community resource that exists both in rural and urban areas, where almost every individual household is a member of, at least in one. The scope of the alternative is: those destitute families providing care for orphan children shall be provided with empowering services through the Idir where they are member of, so that they would be able to provide for basic needs of the children, including food, shelter, school and health care.

Strategies:

\* Idir, also called Kire in some places, is a social system that exists through out the country, whereby a group of people, in most cases who live in same neighborhood, contribute a certain fee for membership and on a regular basis; and when a death occurs in a member’s household or a close relative of a member, the Idir provide practical help and financial support to the family during the funeral and the three to seven day mourning period that follows. There are also cases in which the members contribute extra fees for supporting families in crisis other than death, such as chronic illness, & for supporting children or elders who are remaining without care providers.
Although Idirs have certain weakness including having narrow objectives, limited capital and lack of external linkage, there are also many strength exists within the Idir system, including feeling of ownership, mutual trust and support among members, effective services, credible leadership, strong influence of leaders on community (members), and good capacity to mobilize communities and resources. There is also high interest of donor organizations and NGOs in using them as instrument of local development (“Ethiopia: Civil Society,” 2006). Based on such and other strength of the Idir system, the following strategies are suggested to strengthen the capacity of Idirs and incorporate orphan children support program within the Idir system, in collaboration with donor and service providing organizations.

- Provide training for selected Idir members on areas of fund raising and financial administration; and other areas identified essential for strengthening the capacity of Idirs;
- Identify the most vulnerable families supporting orphan children within the community (through Idirs) so that they would be provided with the service;
- Organize Training of Trainers (ToT) for selected volunteers from the community who are member of different Idirs, on areas of parenting skills; child development, care & support; nutrition, personal and environmental hygiene and other child health care issues so that they would:
  - educate families on same topics;
  - make voluntary home based support and follow-ups for families
- Provide skills development and job creation trainings for care providing families so that they can engage themselves in different income activities that enables them to earn regular income;
- Fix a separate budget for revolving loan to be given for trained families who are providing care for orphan children;
- Trained families shall be given loan from the revolving fund so that they would engage themselves in different income earning activities;
  - They are expected to pay back the loan paying certain percentage from their income;
  - The returned money shall be given as a loan for other group of trained families;
- Provide food and educational supports for orphans, with priority focus for those destitute children living with old grand parents(s) and those children in child-headed households;
  - The school support includes: provision of school uniform, shoes, school bag, exercise books, and pen & pencils;
  - The food support service will be provision of basic food products such as cereals, oil, milk powder and other nutrient food for children;
There will be a separate emergency fund to be utilized in times of family crisis such as chronic illness and death;

Encourage well-to-do members of Idir to engage in sponsorship support, such as school support, to orphan children in their community;

Organize community awareness raising programs at each Idir level, on different issues related with children including child rights, harmful traditional practices and child maltreatment;

Incorporate the issue of child maltreatment within bylaw of each Idir: defining the conditions and actions to be taken on families identified with child maltreatment;

Make follow-ups on child maltreatment;

Organize family and children support groups within the Idir system, with aim of creating a situation for members to come and share their different ideas, problems, and experiences so as to cope with different psychosocial problems;

Form network between different Idirs at regional and national level, for information exchange and experience sharing.

Responsible Entity for Carrying-out the Policy

For the implementation and follow-up of this policy program, in addition to the existing organizational structure, that is the Children, Youth, and Family Affairs (CYFA) bureau at the Federal and Regional level, and the CRC section at Kebele level that is responsible particularly for the enforcement of child rights, an independent committee at the regional and Sub-City level shall be formulated. This committee shall incorporate members from the Idir representatives, families and children, and representatives from the governmental and non-governmental organizations that will be working with Idirs on this particular orphan support program, including Sub-city and Kebele administration offices. The committee shall be working in cooperation with the existing government organs responsible for the enforcement of the policy; and with Idirs who are the direct organizer and deliverer of the service.

Alternative II

This alternative suggests to expand the basic orphan support services at Kebele level, by bringing the service within the Kebele, with aim of ensuring the delivery of basic services to areas where there are no (or very limited) service providing organizations are available. The scope of the alternative is: those most vulnerable families who are living within the Kebele and are caring
for orphan children shall have the access for basic support within their Kebele, which enables them to provide basic needs for the children, including food, shelter, school and health care.

Strategies:

Within each Kebele level there is CRC section that is responsible for addressing different issues concerning children, particularly for the enforcement of the CRC. The following strategies are suggested to expand the function of this office fulfilling the basic need right of orphan children within the Kebele, having direct provision of family-centered services.

- Build the human and material capacity of the Kebele hiring at least one professional project coordinator and community workers; and providing the necessary office material such as computer;
- Provide training for staff members on different areas depending on the needs for strengthening the capacity of the staff;
- Identify the most vulnerable families within the Kebele who are caring for orphan children based on set selection criteria;
- Provide skills development and job creation trainings for families of the orphan children;
- Provide loan for trained families so that the family would start its own activity that enables them earn regular income; and the families will be expected to pay-back the loan within a certain period and the returned money shall be given as a loan for other group of trained families;
- Provide basic food products and educational support, with priority for those old grand parent(s) caring for orphan children, and those children living in child-headed households where there is limited or no adult supervision;
  - The food support includes provision of cereals, oil, milk powder and other nutrient food for children; and organizing feeding schemes at schools, clinics or health centers within the Kebele;
  - The educational support focus on providing the children with school uniform, shoe, exercise books, pen & pencil and other materials needed for their education;
- Provide education for care providers on areas of parenting skills, child care and development, nutrition, personal and environmental hygiene and other child health care issues;
- Organize awareness raising programs for the general community on child rights; harmful traditional practices and child maltreatment and their effects on well-being of the child;
- Make follow-ups on child maltreatment and on fulfillment of basic needs of the children who are benefiting from the service;
- Organize support groups within the Kebele for families and children where they can share problems, experiences and ideas, with aim of creating situation where members gain psychosocial support from each other.

**Responsible Entity for Carrying-out the Policy**

For the implementation and follow-up of this policy program, in addition to the existing organizational structure, that is the Children, Youth, and Family Affairs (CYFA) bureau at the Federal and Regional level, and the CRC section at Kebele level that would be the direct deliverer of the service, an independent committee at the regional, and Sub-City level shall be organized. This committee shall incorporate members from administration of the Sub-city and Kebeles, selected families and children from the community, selected community leaders from each Kebele and from the organizations working with the Kebeles on this particular orphan support program. The committee shall be working in cooperation with the existing government organs responsible for the enforcement of the policy; and with Kebeles who are the direct deliverer of the service.

**EVALUATION CRITERIA**

The policy alternatives shall be evaluated based on the following criteria:

a. **Effectiveness in achieving desired objectives:**
   How effective is the strategy of the alternative:
   - in creating a safe, stable, and permanent family environment for the child/children: in illuminating involvement of children in risky income earning activities, illuminating school drop-outs, illuminating child maltreatment, and keeping children within family environment;
   - in enabling families provide basic needs of children – including education, food, health care, and emotional support;

b. **Efficiency with respect to use of resources**
   - How many personnel are needed to be hired (permanently as well as for terminal programs) for effective implementation of the strategies to address the problems of orphan children?
   - How much volunteer activity will be utilized?
   - Are there resources or strengths that will be utilized or empowered from the families and children themselves, and from the neighborhood community where the beneficiaries are living?
c. Political feasibility of gaining acceptance for the policy alternative

Giving the current political situation:

- **Of the government policy**: Does the alternative goes in line with the available developmental plans, guidelines and other policy document of the country concerning children, or is it a new concept?

- **Of NGOs**: Does the alternative goes in line with the interest of child-focused formal service providing organizations?

- **Of the general public**: The acceptance or trustworthy of the implementing organ (that is Kebele Vs Idir) by the families and children, and the general community where the service to be delivered;

d. Administrative feasibility

- Is there a responsible organ concerning children at government level that would take the administrative responsibility for the alternative to take place; or does the alternative require formation of a new government office for such responsibility?

e. Technical Feasibility

- Availability of human power and organizational/institutional structure for the delivery of the suggested orphan support services to beneficiary families;

- Does the strategy fit with the available technology within the country, and/or within the community where the services will be delivered?

- Is the alternative understandable and easy to implement for the Idirs or the Kebele administration offices?

f. Sustainability

- How much does the strategy built the local institutional, human, and financial capacity to function independently achieving objectives despite disturbances encountered in normal operations?

**COMPARISON OF THE ALTERNATIVES**

Both alternatives suggested for addressing the difficult living condition of vulnerable orphan children have strengths as well as weakness in different aspects. Here is tried to compare the alternatives based on the evaluation criteria presented above.
a. Effectiveness in achieving desired objectives:

Both alternatives presented strategies that aimed at ensuring the fulfillment of basic needs of orphan children, including providing skills and job creation trainings and loan for care providing families to enable them earn regular income and care for the family; education for families on different areas of child care and support; and school and food support for the most vulnerable families with primarily focus for children living with old grand parents and in child-headed households. There is possibility for both alternatives to come up with similar results in achieving the objective.

However, I would argue that the first alternative that suggests incorporating orphan support program within the Idir system has strongest sides than the second alternative. The Idir system has better and easy access to identify the right families that need to be supported since Idir members, starting from the leaders, live in same neighborhood and know each other. This also will help for identifying and doing follow-up on child maltreatment. But, in the second alternative, there is high probability of families to be overlooked if they are not registered within the Kebele having permanent residence. Studies also indicated that Idirs have good capacity to mobilize community and resources, and there is high feeling of ownership and responsibility among members (“Ethiopia: Civil Society,” 2006). Such strengths also will make the Idir system strong for the awareness raising activities on different child issues.

b. Efficiency with respect to use of resources

In the first alternative, since the Idir system is functioning with voluntary activities and shared responsibilities among members for mutual benefits, it is not necessary to hire man power for the delivery of orphan support services to families. Much of the activities, from identification of families to the delivery and follow-up shall be undertaken by selected volunteers of the Idir members. However initial budget support from donor organizations or NGOs is fundamental; there is also need of hiring professional trainers for the different training programs suggested as strategy. If Idirs are trained well to use their resources for generating income strengthening the existing ones, this would enable them to function with financial independence.

When we come to the second alternative, in addition to the training programs, there is a need of hiring at least one professional project coordinator and community workers as permanent staff for each Kebele to undertake the delivery of the support to families and children, since the
responsible section within the Kebele is poorly staffed (Seyoum Yohannes, & Aman Assefa, n.d).

On the other hand, in the first alternative there is high utilisations of resources, Idirs will be strengthened and will be utilized from identifying to addressing the orphan problem within their community, using families who are members and major resources of the Idir as well as the community. Therefore, I would argue that using the Idir system for addressing orphans problem is much more efficient in respect to using resources with least amount of cost/expenses but achieving the desired objectives.

c. Political feasibility of gaining acceptance for the policy alternative

Community based childcare program, means a program planned and implemented within a community to cater for the needs of vulnerable children, is one of the area that is discussed within the National Guideline for Alternative Childcare Support Program (NGACSP). The guideline explained that such program can be initiated, established, promoted and implemented by any sector interested, as long as it is registered and licensed by the accredited governmental body (MOLSA, 2001). Hence, both alternatives go inline with the NGACSP. Furthermore, both alternatives come-up with strategies that support the attainment of children to their basic rights essential for their survival and development, which is one of the area discussed within the CRC (1992). Furthermore, the strategies of the alternatives go in line with the program of the National Plan of Action for Children 2003 – 2010 (MOLSA, 2004). Therefore, it can be said that both alternatives go in line with the government policy concerning children.

When we see the political feasibility with regard to the interest of donors and service providing organizations (NGOs), such organizations are already functioning in collaboration with Sub-Cities for the identification of beneficiaries. There are also organizations that are already delivering their support – particularly of sponsorship supports, directly through the Sub-City office. The Sub-Cities are identifying beneficiaries through the Kebeles. When we see such connections among these different sectors, one can argue that delivering the support through Kebeles may not be such a strange program or idea for NGOs.

On the other hand, regarding the alternative that suggests the utilization of the Idir system, studies indicated that there is an increasing donors and NGOs interest in using them for local development programs (“Ethiopia: Civil Society,” 2006). Some donors, such as UNAIDS and Family Health International have already started utilizing such resources and reported their success.

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In accordance with Ethiopian custom, the first name or given name is substituted for the surname, and the father’s name is spelled out in full.
on the delivery of the service, particularly on the HIV/AIDS prevention and support programs (USAID, 2004).

When we come to strength of the alternatives in relation to the level of acceptance or trustworthy of the direct deliverers of the service by the general public, I would argue that the Idir system is strongest than the Kebele for various reasons. The first one is that Idirs are established, and are run by the community members (families) themselves. The leaders are elected by members and there is high trust on them. In addition, there is mutual support and trust with high feeling of ownership among members, and each member has decision making role. The Idirs also maintain traditional values of the local people (“Ethiopia: Civil Society,” 2006). On the other hand, Kebele, as it is the local governmental administrative office, decisions are made primarily by authorities; the involvement of local people is limited. Based on such reasons I would say that the Idir system exceeds over the Kebele in respect to trustworthy and acceptance by the community.

d. Administrative feasibility

Currently, the Children, Youth, and Family Affairs (CYFA) department of the Ministry of Women’s Affairs, is the responsible government office for the enforcement of the rights and welfare of children at national level. Under this there are CYFA offices at each regional administrative offices, Social and Civil Affairs Bureau at Sub-City level, and CRC section within each Keble at local level that have responsibility of enforcing the rights and welfare of children (Seyoum Yohannes, & Aman Assefa, n.d).

When we come to the administrative feasibility, for the second alternative that suggests expanding basic services into the Kebeles, since Kebeles are also functioning as local administrative government office, the administration of the alternative will go through the existing line. However, incorporating the orphan support program within the Idir system will be a new concept since until now they are functioning mainly as burial associations. This means that they might need to register as one child support organ at the CYFA office of the Ministry of Women’s Affairs, and the regional and Sub-city offices. This process might be essential for the different levels of CYFA bureaus to undertake the administrative role for the implementation of the alternative.

e. Technical Feasibility

‘In accordance with Ethiopian custom, the first name or given name is substituted for the surname, and the father’s name is spelled out in full.'
The strategies for both alternatives are easy to understand and implement and does not require high professional and technical capacity. Therefore I would say that both alternatives have strongest technical feasibility.

f. Sustainability

Regarding to the sustainability of the orphan support program within the two suggested alternatives, I would argue that the first alternative that suggests incorporation of orphan support program within the Idir system is stronger than the second alternative. We can take the case of inconsistency that may be encountered in normal operation, such as withdrawal of funding organization or NGO from cooperating with the program. In such cases, Idir will sustain despite such disturbance than the Kebele support program since Idirs are also functioning by their own capital contributed from members and other income generating activities, such as renting halls, renting rooms for cafeteria and small shops within their own compound, and renting other equipments. Once such existing income generating activities are strengthened through trainings, there is high probability for such activities to grow and sustain building the capital of the Idir. Moreover, all of its activities are undertaken by volunteer members of the Idir, and with shared responsibility among members. This means that the Idir does not have expenses for human power, and the activities will sustain despite inconsistency as long as the Idir exists.

On the other hand, for the second alternative to function there is high demand of outside support from donors and NGOs, since the government does not have the financial capacity to do so. If such disturbances occur, it requires development of other strategies or return to the prior condition. In addition to this, with changes of new government or administrative systems, new working policies might be developed, and the Kebele system might need reformation. When we come to the Idirs, since Idirs are owned and are functioning by community member, families or local people themselves without involvement of the government, such sectors are low susceptible for such risk.

<table>
<thead>
<tr>
<th>Scoring the Alternatives</th>
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<tbody>
<tr>
<td>Strongest = 3;</td>
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<tr>
<td>Stronger = 2;</td>
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<tr>
<td>Weak = 1</td>
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<td>Evaluation Criteria</td>
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<td>Alt. I</td>
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</table>
### Vulnerability of Orphan Children …

| Effectiveness in achieving desired objectives: | 3 | 2 |
| Efficiency with respect to use of resources | 3 | 2 |
| Political feasibility of gaining acceptance for the policy alternative | 3 | 2 |
| Administrative feasibility | 2 | 3 |
| Technical Feasibility | 3 | 3 |
| Sustainability | 3 | 2 |
| **Total** | **17** | **14** |

### CONCLUDING ARGUMENT

Based on the above comparison results of the two alternatives I would recommend for the first alternative, which suggests incorporating orphan support program to the Idir system, to be considered as part of policy program for addressing the basic needs of the most vulnerable orphan children. Different reasons can be presented for making it the strongest. The first and the most important one is the internal interaction system of Idir members that is characterized by mutual trust and support, feeling of ownership by each member, and high credible leadership. It is also reported that Idirs have good capacity to mobilize community resources. Furthermore, Idir is a social capital that exist every part of the country, and has been functioning for centuries. Idirs are also identified as effective in their services (“Ethiopia: Civil Society,” 2006).

Bringing the idea of addressing problems of orphan children through Idirs will help to make the issue better recognized by the community and mobilize people to collaborate for addressing the problem of children within their neighborhood. It also strengthens the capacity of Idir, which is a prominent entity in Ethiopian community, also for further utilization of such strong resource in other social concerns.

When we come to the second alternative that suggests the expansion of basic supports for orphans at Kebele level, it is also strong in identifying and delivering services for such vulnerable group of our society, since it exists at local level. In addition, it insures physical access to the service for individual families. However, there are also different factors that make this alternative less strong than the first alternative. One of the factors is its working system, means that for any local resident in the Kebele to gain any form of benefits from the Kebele must be registered there. However, there are many cases of families and individuals, particularly among the poor families,
where the families reside as dependent of a relative or a friend, or renting small room with cheaper price. Such families can not be registered in the Kebele if they do not have permanent residence registered by their name in that Kebele or if the host family or the owner of the small room that they have rented is willing to have them as permanent resident in his/her residence and inform it to the Kebele.

Furthermore, as it is tried to discuss earlier, the first alternative is stronger than the second alternative in its effectiveness, efficiency and political feasibility. It is also more sustainable than the second alternative, despite disturbances that might be encountered in normal operations.

Implementation of the Selected Alternative

For the implementation of the policy, there is a need of registration or recognition of Idir as sector that is involved in addressing problems of children, by each regional administration. This is essential so that its activities shall be administered by the existing accredited government organ that is the CYFA departments at Ministry of Women’s Affairs and at the regional offices.

The activities of the Idirs shall be reported to these offices through quarter and annual activity reports. In addition, the committee that will be established incorporating members from the Idir representatives, families and children, and representatives from the governmental and non-governmental organizations that will be working in collaboration with Idirs on this particular orphan support program, shall have a role in identifying and delivering trainings and other capacity building activities to Idirs. Furthermore, the committee will participate in the planning and implementation and evaluation of the project activities together with the existing social committee and administration within the Idir.

There will be different layers of decision points. The first one is the Ministry of Justice to give license for the Idirs with their additional orphan support program. Then the regional Social and Civil Affairs Bureau and the Sub-City administration offices to do cooperative agreement with each Idir that exists in their administrative area and comes with the orphan support program. Each Idir, which is the direct deliverer of the service, shall have the authority to make decision on which family to be supported with which type of support. For doing so, first the social committee of the Idir shall decide which family’s case to present for the general assembly after assessing the cases of the families that come with request of support. The general assembly, that has monthly meetings, shall make the final decision on selecting families for the support after discussing on each separate case. The general assembly also will have the power to make the final decision concerning which family to be canceled from the support program after discussing on the case.
Significant Challenges

Expected significant challenges in implementing the alternative include:

- **Having initial budget**: Since most Idirs have poor capital, it requires strong collaboration of NGOs and other donor agencies to support the initial budget and provide trainings for the Idirs to sustain their capital capacity. For initiating NGOs and other donor agencies workshops and different reinforcing activities shall be organized.

- **Controlling child maltreatment**: There is poor understanding as well as practices among the public on issues of child maltreatment including harmful traditional practices, particularly at rural parts of the country. For addressing the challenge the alternative suggested strategies that includes having awareness raising programs on child maltreatment and other issues concerning rights and welfare of children; and incorporating the issue of child maltreatment as part of bylaw of Idirs.

Time Frame:

There are prerequisite activities to be undertaken for Idirs to start implementing the basic support services for orphan children. In the first place Idirs need to sign agreement with the accredited government office. It is also essential for the Idirs to have initial budget and take the needed trainings for effective implementation of the program; and reached in consensus with members to have such programs within their Idir system. In general, a minimum of one year period shall be required for the alternative to have effect. An estimate of the time frame/plan for the different fundamental activities that needs to be undertaken for Idirs to start the basic support program for orphan children is presented as follows:

<table>
<thead>
<tr>
<th>Activities</th>
<th>Activity Months of First Year</th>
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<td></td>
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Vulnerability of Orphan Children …

<table>
<thead>
<tr>
<th>Activity</th>
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<tbody>
<tr>
<td>Organize workshop among representatives from each Idirs, and representatives from GOs and NGOs to discuss about the issue</td>
</tr>
<tr>
<td>Representatives of Idirs shall discuss the issue during their general meeting to share the idea with all members</td>
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<tr>
<td>Form a committee at regional and sub-city level incorporating members from the different sectors</td>
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<tr>
<td>provision of trainings for Idir representatives at sub-city level</td>
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<tr>
<td>plan the program at each Idir level</td>
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<tr>
<td>Share the program to the general assembly and discuss on it</td>
</tr>
<tr>
<td>Each Idir sign agreement with accredited government office</td>
</tr>
<tr>
<td>Each Idir identify families for the support after doing study on their condition</td>
</tr>
<tr>
<td>preparation for the delivery of the service</td>
</tr>
<tr>
<td>Begin the delivery of the service</td>
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SUMMARY AND REFLECTION

Orphaning problem in Ethiopia, particularly caused by HIV/AIDS, is an increasing problem affecting many children and families. As the government service available for helping the vast number of orphan and other vulnerable children in the country is very limited, extended families are the major source of support for orphans. However, due to the growing number of orphan children and the very low economic capacity of the majority of the population, this safety net seems getting weaker. Many orphan children are forced to drop-out of school and engage in child labor to gain income for their daily meals and take care of each other. The children lack their right to basic needs including adequate food, health care, education and emotional support.

There are different factors contributing for the disadvantaged life of many orphan children in Ethiopia. They can be categorized into two groups. The first one is the weakening of the extended family system, which is the major source of support for the children, as a result of different socio-economic factors. Some of the factors include, poor economical capacity and illiteracy on the side of care providing families; and the age of the care providers in which very old grand parents as well as young children take the responsibility of taking care of the children, who themselves are in need of others care and support. The other cause is the weak social service that is available in the country for orphan children, which also contributes to the weakening of the extended family system.
Having few service providing organizations that are concentrated in towns, poor coordination among the organizations, poor or lack of awareness on available policy documents and lack of strategies or designed services in some regions are some of the factors contributing for the weak social service.

There is high need of attention and intervention to be taken, to fulfill at least the basic needs right of orphan children that many orphan children is denied of. The intervention is important not only for addressing the current difficult life of the children and their families but also to address the risk of losing productive citizen for the country.

This paper has suggested two alternatives of policy programs to be considered as additional document to address the current problem of orphans in the country. The first alternative suggests incorporating orphan support program within the Idir system, which is a prominent community resource exist all over the country. It has strategies that would strengthen the capacity of Idirs to enable the system provide support for families and children to fulfill the basic needs of orphans at minimum level. The second alternative suggests expanding the current basic support for orphans at Kebele level, bringing the service within the Kebele, with aim of ensuring the delivery of basic services to areas where there are limited or no available service providing organizations.

After comparing the two alternatives, the paper has recommended the first alternative that suggests utilizing the Idir system to address the basic needs of the most vulnerable orphan children. The alternative has different strategies that would strengthen the human and financial capacity of the Idirs, and enable them provide different empowering services for families, and direct services for orphan children with priority focus for those children living with old grand parents and in child-headed households. Such services shall illuminate the number of drop-out of school of orphan children due to economical problems; it also shall reduce involvement of children in risky income generating activities. If families are empowered with trainings and provided with loans to start their own income generating activities, this shall ensure regular income for families enabling them provide the basic needs of the children including food, health care and education. The families shall also be provided with education on parenting skills, nutrition, child development, care and support, which would improve their skill to care and to fulfill also the emotional needs of the children.

Possible Challenges on Overall Argument of the Paper
Vulnerability of Orphan Children …

There are different possible challenges that someone might argue in relation to the problem analysis and the suggested alternatives discussed in this paper. Here are presented three possible challenges that might be raised in relation to the problem analysis, the central objective for addressing the problem, and on the recommended alternative.

One may argue that in analyzing orpharing problem we should focus on those major factors causing children left without parents, and affect the economical wellbeing of families taking away the productive human power providing for the family. Arguing that addressing those factors would reduce the number of children becoming orphans and become vulnerable to different challenges of life; it would also decrease the burden on the extended family system.

I would agree that it is an essential area that requires special concern and strong involvement of different segments of the society. HIV/AIDS, as it is the major cause of orpharing problem in Ethiopia, is and has been the primary concern of the government and international bodies such as UN. The government of Ethiopia has developed different policy documents concerning HIV/AIDS, such as the 1998 National Policy on HIV/AIDS and the 2004 Ethiopian Strategic Plan for Intensifying Multi-sector HIV/AIDS Response. Furthermore, different organizations are actively dealing with the issue coming up with different programs. Even the National Plan of Action for Children (2004) has come-up with different strategies with main focus on combating HIV/AIDS.

On the other hand, even though different policy programs and strategies concerning children are exist in the country, many children who already become orphans are living in hazardous conditions and the services available for them are insufficient and are limited in few areas. As it is discussed before, studies also estimated that over million children are at risk of becoming orphans by the year 2010 only due to HIV/AIDS. There is a need of developing a policy program or strategy that would address the problem; at least enabling families who are major source of support for orphans, to provide for the basic need of these children, keeping the rights of the children to survival and development in their physical, cognitive and emotional aspects.

Someone might argue that the extended family should not be the central focus of the policy because there are many cases of child maltreatment, including using orphan children as domestic labors by extended families. There are also cases of snatches of property of the children by the extended families, following the death of their parents.

Yes, as different studies indicated there are cases of child maltreatment and snatches of property of the orphan children by irresponsible extended families. However, the extended family system is identified also as a major source of support for orphan children in the country. As the national survey finding indicated, there are also many cases of families, including grand parents,
taking care for orphans struggling with their poor economical capacity, trying to keep the family together. Moreover, as it is discussed earlier, studies indicated that growing-up within the extended family environment has different benefits on the side of the orphan child. It has big impact for the better psychosocial wellbeing of the child, with high probability of permanency in the living arrangement with potential of lifelong attachments. Therefore, I would argue that, instead of taking away the children from their family environment, it is better to develop intervention programs or mechanisms that would illuminate such maltreatment of orphan children. The decision of taking away the orphan child to other services such as foster home care with unrelated family, adoption, or institutionalization, should be the last resort, for extreme cases of maltreatment and when there are no other means to keeping the child with other related family.

Regarding the selected alternative that suggests incorporating orphan services within the Idir system, one might argue that since Idirs have small capital and narrow objective, it would be difficult to incorporate the program within the system. Yes, it is true that Idirs are focused mainly on services related to death or funeral, and their major source of income is the monthly contribution of members which is small since majority of Ethiopian families are under poverty. However, as it is discussed earlier, reports indicated that there is high interest of donors and NGOs in utilizing Idirs; and if such organizations are involved in empowering the Idir system using the asset based approach, since there are a lot of strengths and resources within the Idir that are discussed earlier, I would argue that Idirs have high potential to address not only orphans problems but also other social concerns of the country. The experience of different organizations, such as USAIDS and Family Health International that are sited earlier, can also be taken as encouraging indicator on the possibility of utilizing Idirs as a resource for addressing social problems of the country.
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Alternative Policy to Within-Country Rural-Urban Child Trafficking in Ethiopia

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SSWA 631- Social Policy Analysis

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INTRODUCTION

Trafficking in person, especially women and children, is increasingly becoming an issue of global concern. The international reorganization of the problem at least dated back to the Paris conference on trafficking in women held in 1895. The later followed by the convention against ‘white slavery’ (1904), the League of Nations International convention for the Suppression of Trafficking in women and children (1921) and the United Nations Convection for the suppression of Trafficking in Person and the Exploitation of the Prostitution of Others (1949). Yet, with an estimated annual profit of USD 5-7 billion, trafficking in persons is still a growing and profitable transnational crime enterprise next to drug and weapon trade. According to the 2004 report of Amnesty International, 700,000 people are trafficked each year for sexual exploitation; 2 million girls aged between five and fifteen are introduced into the commercial sex market each year and at least 50,000 women and children are trafficked out of Africa each year between 2001-2002 (Yoseph, Mebratu & Belete, 2006).

Currently trafficking of children appears to be increasing and that children are being trafficked in more areas, across more borders and engaged in many forms of occupation. Reports indicated that trafficking of children is presently occurring in South East Asia, Eastern Europe, Latin America, in Africa and many other parts of the world. In recent years, there are evidences that children are being in Ethiopia trafficked from rural areas and small towns of Ethiopia to Addis Ababa and other major towns of the country. After being trafficked, among other thing, many children are being involved in prostitution and hard work, which is dangerous and harmful to their development (Forum for Street Children Ethiopia, 2004).

Trafficking can be categorized in to within-country and from-country. Within-country trafficking is trafficking inside the boundary of a country while from-country trafficking a
trafficking across the boundary of a county. In Ethiopia case, within–county trafficking refers to the transportation of victims from rural to urban and/or urban to rural while out trafficking is transportation of victims especially young girls to middle east and other parties of the world. When we see trafficking in Ethiopia, in general, in country trafficking is more serous problem than out trafficking. Within within-country rural-urban trafficking is more serous than urban-rural trafficking. Children below the age of 18 are the main victims of both within and from-country trafficking. This is why child rural – urban trafficking became the target of this policy.

CONCEPTS OF TRAFFICKING

A number of notable efforts have been made to address trafficking problem and to come up with a working definition of trafficking that identifies its essential elements and that could lead to a uniform understanding of the problem. For this purpose, I would like to depend on International Organization for Migration definition of trafficking in person that is provided in UN protocol to prevent, suppress and punish trafficking in person usually referred as the Palermo Protocol. According to Article 3 of the Protocol:

“Trafficking in person shall mean the recruitment, transportation, transfer, harboring or receipt of persons, by means of threat or use of force or other form of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving person having control over other person, for the purpose of exploitation” (Palermo Protocol, 2000).

A number of ideas that are helpful to understand trafficking can be drawn from this definition. The following are the major ones:
Trafficking is a process that includes the recruitment, transportation, transfer or harboring of victims. It also involves the whole process that starts from getting the consent of the victims at original place up to the receipt of victim at the point of destination. All persons involved in the process are traffickers (Yoseph, Mebratu & Belete, 2006).

The consent of the victim is not by itself a defining feature of trafficking as far as the consent was acquired by coercion, fraud and deception. The consent of the victim at all process of trafficking does not deter the act from being none-trafficking. Securing the consent of a person having control over the victim through the giving or promise of benefits also does not prevent the occurrence of an act trafficking in persons (Yoseph, Mebratu & Belete, 2006).

The purpose of trafficking is exploitation of the victims for the benefits of traffickers in all terms. Even if it did not include in the protocol, trafficking can occur within the nation borders or across international borders. Trafficking does not necessarily involve illegal or clandestine movement of people. It may utilize legitimate process and procedures for the movement and migration of persons and prevent traditional and customary institutions and practices and/or use legal and accepted employment and other relationships that are not sufficiently protective of the victims. Women and children are more vulnerable to trafficking in person. For this policy alternative child is every human being below the age of 18 (Yoseph, Mebratu & Belete, 2006).

HISTORICAL BACKGROUND OF TRAFFICKING IN ETHIOPIA

It is not surprising along history of prostitution, slavery and bounded labor in the country have contributed to tolerant towards trafficking in children in Ethiopia. The psychological and social legacy of slave trade that was widely practiced in the country until the 1930’s along with the institution of prostitution, which has a long history and strong presence in the Ethiopian
society, have created a psychosocial environment that tolerates and even promotes the practice of within-country rural-urban trafficking in children (Fernyhough, 2004).

More than 100 years after abolition of slavery, the current practice of trafficking still targets children. During the slave trade in Ethiopia, women and children were particularly profitable. The currently accepted relationship between housemaids and their employers also bear resemblance with the traditional and legal norms that used to apply to the relationship between a slave owner and slave (Fernyhough, 2004).

Although prostitution existed in Ethiopia for very long time, its emergencies recognizable are associated with the establishment of royal capital at the beginning of Gonderne era in Ethiopian history in 17th century. At that time prostitution was generally considered as a socially acceptable way of living. At present, prostitution is generally accepted way of living in the major town and cities of Ethiopia. As a result of high demand and tolerance of prostitution, a large number of children are becoming the victim of within-country rural-urban trafficking and ending with prostitution. Hence, we can safely conclude that there is strong relationship between the history of slave trade and prostitution, and trafficking in general (Yoseph, Mebratu & Belete, 2006).

The link between trafficking of children and prostitution has been identified. Human trafficking is historically associated with prostitution. The fact that the majority of victims of trafficking were/are children (child girls) indicated that prostitution was/is the common fate of trafficked persons in the past and present (Fernyhough, 2004).

TRENDS OF TRAFFICKING IN ETHIOPIA

Although may not be accurate, estimates show that many hundreds of young children are being transported from rural areas to urban centers for sexual and/or economic exploitation.
Existing studies indicate that trafficking in children from rural to urban areas is prevalent and steadily increasing practice in the country. However, reliable and compressive data on the emergence and development of within-country rural-urban trafficking in children as well as the number of children who have fallen victim to this kind of trafficking are not available. Victims of trafficking remain inaccessible and invisible in their community. Masfin in his study stated that “Quite large numbers of women and children are brought from rural and poor towns to urban centers being deceived and/or forced by traffickers” (Masfin, 2003).

Other similar studies of regional towns indicate that a substantial proportion of children working engaged in exploitive activities are victims of within-country rural-urban trafficking. Addis Ababa stands out as the principal destination point for rural trafficked victims. Some observations also suggest that the trends is picking up in recent years marked by increasing rural–urban migration and seasonal movement of labor migration (Elias, 2004).

As to geographic villages of origin, it was indicated that female children are mainly trafficked from Amhara regional state especially from Gojjam, Wollo and Gonder areas while boys are from Southern Nations, Nationalities and Peoples. It was also learned that Oromia, Tigray, Harai and some other areas are also place of origin of children (Masfin, 2003).

CAUSES OF TRAFFICKING

The vulnerability of children to trafficking is due to the desperation that results from limited access to social services (especially education), unemployment and disintegration of the traditional family and other social structures especially in the rural areas. Evidences of major towns found that majority of trafficking victims were made vulnerable by economic reasons such as poverty (especially at family level) and lack of employment opportunity while social causes like violence and abuse in the family, quarrelling with parents, unhappy marriage and lose of
parents were identified as the major social push factors for the remaining for the remaining victims of within-country rural –urban trafficking (Agrinet, 2001).

In addition to the above push factors; there are other social pull factors like search for job, influence of traffickers, peer pressure, search for better living conditions in the cities/towns and looking for education and other social services (Woldadidan, 2005).

The prevalence of gender based structures in rural areas manifested in the wide spread practices of harmful traditions affecting children are playing significant push factors. Early marriage is a practice deep rooted in the Ethiopian society. Although the percentage of girls married below the age of 18 varies from one region to another region, early marriage is an established cultural practice in all regions. At the national level, 1/3 of all girls are married by the age of 13 and the mean age of marriage for all girls and women is 17. Studies indicate that there is direct relationship between the prevalence of early marriage and within-country rural –urban trafficking (Yoseph, Mebratu & Belete, 2006).

Another traditional practice prevalent across the county is abduction followed by forced marriage. Marriage after abdication compounds the practice of early marriage and is often a cause for the migration of children form rural areas and their vulnerability to trafficking (Yoseph, Mebratu & Belete, 2006).

Equally relevant to increasing the vulnerability of young girls to traffickers lures is the demanded for cheap domestic labor and attitude of tolerance towards prostitution in urban areas. This stimulates traffickers to recruit children from poor regions to urban areas (Forum for Street Children Ethiopia, 2003)

A similar demand in traditional weaving small industry also acts as a pull factor for the trafficking of boys especially from rural areas of southern Ethiopia. Extensive practice of
prostitution in major towns especially Addis Ababa has also created high demand for rural children. This condition encourage the traffickers (Masfin, 2003)

SUMMARY OF VICTIMS TRAFFICKING

Children and young girls, 8-24 years of age appear to vulnerable to internal rural-urban trafficking. A study conducted in major towns of Ethiopia indicate that ¼ of respondents below the age of 18, and more than 1/5 of respondents between the ages of 19-24, were victims of within-country rural-urban trafficking while 5.3% of trafficked were above the age of 25. The reasons behind this are that they can be easily misguided and misinformed, and they are docile, malleable and hard worker (Yoseph, Mebratu & Belete, 2006).

Both boys and girls are vulnerable to recruitment by traffickers. Boys are mostly trafficked from the southern parts of the country for the purpose of labor exploitation in the weaving while girls are trafficked for domestic labor exploitation and prostitution. Yet the number of girl child victims is substantially larger as their demand is high for domestic work and prostitution (Agrinet, 2001).

The educational background of trafficked children is generally low which can not allow them to make informed decision. According to a recent report on within-country rural-urban trafficking, illiterate children constitute the largest groups of trafficked victims. Less than 1/10 of the victims had post primary education. Most of the trafficked children come from rural poor families, even though poverty is not the only factor of vulnerability to trafficking (Agrinet, 2001).

Recruitment of children for trafficking can take different forms in terms of the persons involved and the methods used to attract the potential victim. The recruiters are local brokers
followed by friends and relatives. Cross-country bus drivers were also identified as recruiters (Elias, 2004).

Methods repeatedly used to persuade the trafficked respondents include job offering, improving their life or better opportunities, promising of education/training and fostering parent arrangement. Some times, recruiters target parents or guardians to coerce the potential victim. Traffickers sometimes steal children while they are away from home or school (Forum for Street Children Ethiopia, 2004).

**LIVING CONDITIONS OF TRAFFICKED CHILDREN**

Trafficked children are engaged in prostitution, domestic work, traditional weaving, begging, street living and etc. They often exposed to different forms of abuse and exploitations that include labor exploitation, physical abuse and sexual abuse and exploitation. Exploitation of trafficked children depends on the types of work they engaged. The working conditions for most domestic workers are exploitive in terms of the type of work they do and their working hours. They usually take care of all the house works including cleaning, washing, preparing meal and food ingredients and taking care of young children in the family. Domestic workers also work for long hours for consecutive days with out rest. The work load and long hours are particularly difficult for child domestic workers. Boy children in the domestic weaving industry also bear difficult work and long hours. They have to work confined and crowded in dark pits dugout in small room filled with dust from the unprocessed cotton yards. Victims of trafficking seldom allowed leaves and recreation time. Trafficked children spent most of their time in compound and house of working. They are even not allowed to play with the children of the employers and are allowed to contact with other peoples (Abiy, 2002).
Trafficked children working are denied formal education even if the employers or traffickers promised it to victims and their family upon employments or recruitment. Victims of trafficking are routinely subjected to economic exploitation in terms of the low level of payment and/or denial of payment. They do not have right to negotiate their salary or benefits as usually determined by their employers and traffickers. It is often the traffickers, employers and sometimes parents who benefit financially while the victim receive little or no money (Yoseph, Mebratu & Belete, 2006).

Trafficked children forced in to life of prostitution, serve owners of the bar and hotels they working and they became housemaids of the landladies of the rooms they rent or the owners of brothers. Girls working in bars and hotels are also expected to work as waiter. Their position in these establishments is very similar to housemaids responsible for cleaning, making coffee in traditional way, cooking, shopping and other chores. They are required to undertake these tasks on top of activities directly related to prostitution including waiting for and entertaining clients. These women/girls are seldom remunerated for the services rendered (APAP, 1996 & Yoseph, Mebratu & Belete, 2006).

The physical abuse of domestic workers and children working in the domestic weaving industry include corporal punishment, punitive work, deprivation of basic necessities like food, is common occurrence. The fact that the victims are cut-off from possible means of protecting themselves creates favorable conditions for such abuse. Victims are dependent upon their employers partly because of the traditional authority the latter exercise and even more so because the victim is socially and sometimes culturally and linguistically isolated (Abiy, 2002).

Children recurrently experience emotional abuse that usually precedes physical abuse. Most employers of trafficked children constantly and mercilessly criticize and belittle them and,
no matter what strenuous job they did, their employers do not recognize their good work. Abuses may also include insulting, discriminatory practices and denial of food (Elaia, 2004).

Studies disclose that more than ¾ of respondents engaged in different form of commercial sex work are victims of physical abuse. The form of physical abuse faced by women and children engaged in prostitution ranges form minor beating to grave forms of violent by brokers, clients and street gangs (Yoseph, Mebratu & Belete, 2006).

Trafficked children working in domestic working frequently experiences sexual abuse. They face abuse even while being transported from certain area of destination and their place of work. Trafficked children living in prostitution experience a full range of sexual exploitation. Domestic working trafficked children most of the times sexually abused by their employers, traffickers and their household members (Yoseph, Mebratu & Belete, 2006 & Forum for street Children Ethiopia, 2003).

Although sexual abuse, especially rape, perpetuated by customers, owners of bars and hotels where the victims work may be also the offenders besides street gangs and strangers. In one study more than 3/5 of respondents reported sexual abuse which includes sexual harassment, sexual deviances and rape. The most recurrent form of sexual abuse reported by children victim involves some deviant practices such as anal and oral sex (Yoseph, Mebratu & Belete, 2006).

HISTORICAL DEFINITION OF THE PROBLEM

Legal Framework

The Federal Democratic Republic of Ethiopia Constitution has incorporated pertinent provision on trafficking on article 36 which provide the rights of children. Article 35 and 36 provided rights of women and children. Under article 36 (e) exploitation of child labor is strictly
prohibited. Under article 35 (4) laws, customs and practices that oppress or cause body or mental harm to women (child girls) are prohibited. The constitution has especially addressed the issue of trafficking under article 18. Article 18(2) reads “No one shall be held in slavery and servitude. Trafficking in human being for what ever purpose is prohibited” (Constitution of Federal Democratic Republic of Ethiopia, 1995).

Ethiopia does not have a single and compressive anti-trafficking legislation. Rules dealing with various aspects of trafficking are found in different legislations. The provisions are analyzed taking in to consideration pushing the act trafficking, protecting /assisting victims and preventing prevalence of trafficking.

The 1957 Penal Code of the Empire is one of those documents. The relevant provision of 1957 Penal Code is article 605 that deals with the trafficking in women, infants and youth persons. It states:

“Whosoever, for gain, or to grafting the persons of another, (a) trafficking in women or infants and young persons, weather by sending them, by evicting them, or by procuring them or otherwise inducing them to engage in prostitution, even with consent, (b) keeps such a person in a disorderly house or to let her out to prostitution is punishable …” (Penal Code of the Empire of Ethiopia, 1957).

This provision covers trafficking in women and children for the purpose of prostitution even if the victims are consenting and despite the absence of gain to the traffickers.

Article 635 of the Criminal Code dealing with trafficking in women and minors:

“Whosoever, for gain or to gratify the passions of another: (a) trafficking in women or minors, weather by sending them, by evicting them, or by procuring them or
otherwise inducing them to engage in prostitution, even with consent, or (b) keeps such a person in brother to let her out to prostitution is punishable…” (Criminal Code, 2005)

The new Criminal Code has maintained article 605 of the 1957 Penal Code in terms of elements of the offences of trafficking in women, young persons and infants and introduced additional provision to addresses the problem of trafficking in women and children for the purpose of labor exploitation in addition to changing phrase disorderly house with brothel. Example article 597, which deals with trafficking in women and children provides:

“Whoever by violence, treat, deceit, kidnapping or by the giving or money or other advantage to the person having control over a women or a child, recruits, receives, hides, transport, export a women for the purpose of forced labor is punishable …” (Criminal Code of Federal Democratic Republic of Ethiopia, 2005).

The Private Employment Agency Proclamation No. 104/98 defines the rights and duties of private employment agencies in their role of matching offers of application for local as well as foreign employment. It punishes any person who performs employment activities within or out of Ethiopia with out legal license in accordance with proclamation (Private Employment Agency Proclamation No. 104, 1998)

The Civil Code of Ethiopia 1960 under the title XVI recognizes the relationship between housemaids and her employer. The title in general deal with contracts for the performance service. To protect the housemaid from entering in to an arrangement of abuse or exploitation, article 2522, deals with terms unfavorable to employee. It also set down the rights and obligations of housemaid and employer (Civil Code of Ethiopia, 1960).
Provision of the Labor Proclamation No. 377/2003 deals with young workers. Article 89 (1) and (2) identify young workers as persons between the age of 14 and 18 and prohibited the employment of persons less than 14 years of age. Article 89(2), providing for the general nature of work for which the employment of young workers is prohibited. In addition to the above general provision, a list of activities prohibited for young workers is to be prepared by the Ministry of Social and Labor Affairs. The proclamation also provides for normal, night and overtime work by young workers. Article 90 provides that the normal hours of work for young workers shall not exceed seven hours a day. The employment of young workers for night work, overtime work, work on weekly rest days and on public holydays is prohibited under this article of the proclamation (The Labor Proclamation No. 377, 2003).

Although prostitution is not by itself a crime, article 634 of the criminal code, deceitful with habitual exploitation for pecuniary gain, states that it is a crime to make profession of or live by procuring on the prostitution of others (Criminal Code of Federal Democratic Republic of Ethiopia, 2005).

The role of subsidy legislation in preventing trafficking in women and children is to be seen in terms of criminalizing the act itself and other behaviors contributing to its prevalence as well as regulating circumstances in which it occurs. The Private Employment Agency Proclamation is one of the major legal instruments intended to prevent trafficking in women and children. It is intended to protect the rights, safety and dignity of Ethiopian employed and sent abroad. The proclamation attempts to prevent trafficking in children within Ethiopia and from Ethiopia by strictly regulating the private employment service. Provisions of the Proclamation aimed at preventing trafficking in children include requirement of licensing and registration. Accordingly, all employment agencies, regional, inter-regional or those facilitating employment
of Ethiopian are required to secure legal license. Legal status will be issued up on the fulfillment of the requirements set down under the proclamation (Yoseph, Mebratu & Belete, 2006).

**Existing Policy Framework**

There is no single policy which stood for child in Ethiopia let alone child trafficking. Issues related to child in general and child trafficking distributed to different policies like National Women’s Policy, the National Education and Training Policy, Social Policy and The Developmental Welfare Policy. As the Developmental Social Welfare Policy is one of the major policies that stand for child. I tried to see some of the major scope, strategies and implementation entity as an example. But, it cannot be denied the issues related children both boys and girls are found/addressed in the remaining above mentioned polices.

The Developmental Welfare Policy is broad in its scope. It includes children, youth, family, women, elderly people, persons with physical and mental disability and other social problems. Within child category, there are only few points which are relevant to child trafficking as it is broad in scope and too general. Some of the identified contents in the policy, they may not be direct, are:

- Appropriate and compressive care and services shall be extended to children so as to ensure their all rounded and harmonious development;
- All efforts shall be made to implement all international and regional conventions and legal instruments concerning the rights of children which Ethiopia ratified;
- Every effort shall be made to create an environment conducive to addressing problems of children specially in difficult situations; and
All effort shall be made to provide protection against child abuse and neglect. Entity Responsible to Carryout the Developmental Social Welfare Policy.

**Implementing Entity of Existing Policy**

As it was indicated that Developmental Social Welfare Policy is a multi-sectorial in nature and need to be implemented in collaboration with different relevant bodies. There is no organizational structure for social welfare activities at community grass root level. Hence, the policy states that the overall responsibility of developmental welfare rests on the government at federal and regional level as far as legislation, policy formulation and program development and supervision are concerned.

Identification and prioritization of needs, mobilization of resources for implementation and taking other various should take place at district level according to the policy indication. The mobilization of financial resources at grass root level and the body of organization at the community level.

**Major Strategies of Existing Policy**

There are some major strategies designed to implement the Development Social Welfare Policy. One of the strategies designed is participating religious organizations, associations and private sectors. It was indicated that the idea of using community organizations in problem solving effort if different from charity in its traditional sense in that it calls for empowering community to use all available personal and institutional capacity in problem solving effort at the local level.

Participation of poor and marginalized in the effort to solve the problem of poverty enables them to acquire new insights in to the causes and consequences of given problem and how they can be solved. It is a bottom –up development approach as the policy shows. The
process involves the optimal utilization of local capacity by encouraging and enabling local communities to identify the nature and complexity of their own problem and to explore alternative solution thereof.

Another common method applied in meeting the needs of the vulnerable segments of society is the institutional approach. Institutions which are established to address the needs of specific groups of people can be employed and if circumstances dictate that other approaches are not available.

There are two other important areas of the policy strategic importance in the provision of social welfare services are research and multidisciplinary. The strategy of multi-disciplinary is intended to include civil society in problem solving process.

ALTERNATIVE POLICY TO THE EXISTING POLICY

The Need for the Alternative Policy

Trafficking in children in general is a complex problem touching up on wide ranging and crosscutting socio-economic issues related to gender, education, employment, migration, health, culture, human rights and development at different levels. As such, valuable and effective response requires the involvement of various stake holders including government structure, donors, non-governmental organizations, community structures, religious organizations, and international organization working at different levels by using alternative approaches to addresses different aspects of the problems.

The fundamental role of a national framework on within- country rural- urban policy trafficking in children is providing a clear and conducive political and legal context for the coordination of intervention measures to be taken by the different actors, in order to achieve
clearly defined objectives in a manner consistent with the development, social and strategic objectives of the country.

Ethiopia is a country highly affected by in-country rural-urban children trafficking. Yet, the existing policy framework does not include a comprehensive national policy on child and child trafficking in general and within-country rural-urban trafficking in particular. Policy instruments on some other areas directly relevant to the problem such as labor and migration policy are also lacking.

Although national policies including the National Women Policy, National Education and Training Policy, The developmental Social Welfare Policy and Social Policy have been put in place, none of them specially deal with trafficking in children as related issue. Hence, having national policy in within-country rural-urban child trafficking is important.

**Primary Objectives of the Alternative Policy Strategy**

1. To identify the existence of within-country rural-urban child trafficking;
2. To identify the causes of within-country rural-urban child trafficking through conducting research;
3. To identify the magnitude within – country rural-urban child trafficking problems;
4. To take preventive measures on within country rural –urban child trafficking; and
5. To reunify trafficked children to their family.

**ALTERNATIVE ONE: ACCESSING CHILDREN TO EDUCATION**

**Main Strategies of the Alternative**

1. Providing educational materials for children.
2. Reducing child labor in the family.
3. Enhancing family knowledge about child education.
4. Proving psychological support for children.
5. Reducing harmful traditional practices like early marriage.
7. Strengthen children feeding centers

ALTERNATIVE TWO: PROVIDING ECONOMIC SUPPORT TO RURAL POOR HOUSEHOLD

Main Strategies

1. Conducting need identification.
2. Providing safety-net program to family to purchase oxen, fertilizer, seed etc.
3. Education for poor family by agricultural agents for better use of agricultural inputs.
4. Follow up and technical support on access to market for their outputs.
5. Encouraging family to use micro-finance.
6. Encouraging family to send their children to school.

ALTERNATIVE THREE: REUNIFICATION OF TRAFFICKED CHILDREN TO THEIR FAMILY

Main strategies

1. Assessing family situation of trafficked children.
2. Negotiating with child and their parents for reunification.
4. Transporting children to their family.
5. Accessing family to safety-net program to purchase agricultural inputs.
Scope of the Alternatives

These policy alternatives concern with only children who move from their place of origin through trafficking from rural to urban i.e. in country trafficking particular to child trafficking from rural to urban, children of poor family and rural poor family.

Implementing Entity of Alternative Policy

The main responsible entity to carry out these policy alternatives will be, as the issue is social problem, Ministry of Labor and Social Affairs. But all stake-holders like public community, parents, concerned government sectors, community based organizations, legal persons, police, non-government organizations will be participate.

Evaluation Criteria for Alternative Policy

The above mentioned three policy alternatives will be evaluated taking into consideration their effectiveness, efficiency, political feasibility, administrative feasibility and technical feasibility. The detail was shown in the following table.

Note:

1. Accessing Children to Education = A
2. Reunification of trafficked children to their family = B
3. Economic support to poor family = C
<table>
<thead>
<tr>
<th>Criteria</th>
<th>Accessing Children to Education (A)</th>
<th>Economic support to poor family (B)</th>
<th>Reunification of trafficked children to their family (C)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Effectiveness</td>
<td>- it preventive</td>
<td>- it is preventive</td>
<td>- it is rehabilitative</td>
</tr>
<tr>
<td></td>
<td>- possible to cover large areas</td>
<td>- difficult to cover large area</td>
<td>- possible to cover large area</td>
</tr>
<tr>
<td></td>
<td>- focus on the children</td>
<td>- focus on family not on children</td>
<td>- accessing to trafficked children is difficult</td>
</tr>
<tr>
<td></td>
<td>- take few time to bring the</td>
<td>- take long time to bring the</td>
<td>- take few time to bring</td>
</tr>
<tr>
<td></td>
<td>desired outcome</td>
<td>desired outcome</td>
<td>desired result</td>
</tr>
<tr>
<td>Efficiency</td>
<td>- need less cost</td>
<td>- need high cost</td>
<td>- need medium cost</td>
</tr>
<tr>
<td>Political feasibility</td>
<td>- supported by constitution and other international frameworks</td>
<td>- supported by constitution and other international frameworks</td>
<td>- not clearly indicated in the constitution</td>
</tr>
<tr>
<td></td>
<td>- Government interest and commitment</td>
<td>- Government interest and commitment</td>
<td>- no clear-cut domestic program</td>
</tr>
<tr>
<td></td>
<td>- Supported by education policy and MDGs.</td>
<td>- Supported by agriculture policy</td>
<td>- supported by international frameworks</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- supported by safety-net and PASDEP.</td>
<td></td>
</tr>
<tr>
<td>Administration</td>
<td>- schools exist in majority of</td>
<td>- agricultural offices</td>
<td>- No independent</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sustainability</td>
<td>Technical feasibility</td>
<td></td>
<td></td>
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<tr>
<td>----------------</td>
<td>----------------------</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- children remain their home (not exposed to external behaviors)</td>
<td>- need few experts like teacher and social workers</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- it empower children</td>
<td>- need less coordination</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- create good relationship with their parents</td>
<td>- easy to implement</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- it empower family directly and children indirectly</td>
<td>- easier to monitor</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- can solve the problems of trafficking from its root</td>
<td>- need more experts like agricultural extension workers, finance workers and others</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- can solve even other social problems</td>
<td>- need high coordination</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- children may not be stable i.e. children may return back to urban areas because they are adapted to it.</td>
<td>- more difficult to implement</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- disagreements may be created between children and parents</td>
<td>- not easy to implement</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

reasonable office at grass root level
- supporting NGOs exist

small administrative unit (kebele)
- Education office up to district level and parent committee up to kebele level.
- supporting NGOs exist

exist up to district level and extension workers at kebele level
- supporting NGOs exist

Children Trafficking...

Sustainability

Technical feasibility
The policy analysis process revolves around choices. Reasonable people may wish to attain different ends, and they may support different means to the same end. Evaluation criteria measure the extent to which competing policies achieve agreed-up-on goals, and they help us to select the preferred alternative from among those under consideration.

Based on the above principle, I set criteria that can evaluate my alternatives that include effectiveness, efficiency, political feasibility, administrative feasibility, sustainability and technical feasibility. It is based on these criteria that I distinguished the strength and weakness of the alternatives. I put the evidences in key points in the above table. The following are the details.

A. Effectiveness

In terms of efficiency, I believe that alternative A is more effective than others to achieve the desired objectives for the reason that it is possible to cover more areas, prevent the problem from the very beginning and focus on the beneficiaries followed by alternative B. Alternative C is less strong because it comes after the problem occurs and not easy to get trafficked children and implement the alternative in general.

B. Efficiency

With regard to this, again alternative A is stronger than the other as it need less human and financial resources followed by alternative C. Alternative B is less cost effective.

C. Political Feasibility
Regarding this, both alternative A and B are equal but slightly alternative B seems more supported by many programs like safety-net and PASDEP. Alternative C is weaker than the rest as it is less supported by domestic laws, polices and programs.

D. Administrative Feasibility

In terms of administrative feasibility, alternative A has more structure up to grass root level i.e. schools and school parent committee exist up Kebele( small administrative unit) level, and of course extension offices and workers also exist up to kebele level but schools are more wide spread. For alternative C, there no independent government structure working below the district level.

E. Sustainability

Based on this criterion, alternative B is stronger than alternative A and C. This is because it can solve the problem from its root. It is family poverty that leads to limited access of children to education and other social services. If successfully implemented, it can solve both children and family problems.

F. Technical Feasibility

Regarding technical feasibility, alternative A is technically more feasible as it easy to implement and need few experts followed by alternative C. Alternative B is technically less feasible because it difficult to implement and need many experts and commitment of there experts. One of the most important points along this is, after empowerment, family may not be voluntary to send their children to school.
Based on the result of the above criteria I will recommend alternative A because of its effectiveness, efficiency, administrative feasibility and technical feasibility over the others. This alternative needs 5-7 years to bring desired outcomes.

**Summary of Overall Arguments**

In-country rural-urban child trafficking is one of the serious challenges that Ethiopian children are facing. What is worst is the increasing of the problem from time to time even though it is not supported by reliable and compressive data. The causes for in-country rural-urban child trafficking are categorized it to push and pull factors. The major identified push factors include poverty (especially at family level), prevalence of discriminatory gender structure and limited access to social services such as education in rural areas, loss of parents, while demand for domestic workers, prevalence of prostitution, and demand for cheap labor in urban act as major pull factors.

After trafficking, children are confined to and forced in to domestic servitude or prostitution with a potent mixture of hopelessness, fear and a society tolerance of abuse and exploitative relationship between children and employers.

A compressive policy on trafficking of child is lacking in Ethiopia. Issue of trafficking and labor is not addressed as independent policy issue. None of the existing policy documents related to children directly addresses the issue of trafficking revealing a policy vacuum as regards trafficking in children in the current policy framework in Ethiopia.

In my opinion policy alternative originates from the causes of the problem. In other words the alternative should effectively and efficiently tackle the causes of the problem so that the problem will be resolved. In this policy issue, there are push and pull factors for in-country rural-urban child trafficking. Recourses stress that push factors are contributing more than the
pull factors for child trafficking. Hence, I focused on push factors. The other point that needs to be raised here is that domestic frameworks stress prevention, assistance and rehabilitation for the social problems in the country including child problems. Therefore, I recommended three alternatives that include accessing children to education, providing economic support for poor families and reunification of trafficked children to their family based up on domestic frameworks to take problems of children access to social service (especially education) and poverty (especially at family level) and assistance once the problem is happen. Among this I selected the strongest alternative based on the criteria I set.

**Key Decision Points**

1. **Resources**

   Implementing this policy need both human and financial resources. As Ethiopia is a poor county this things may not be easily available. So this needs resources mobilization and training skilled human power.

2. **Follow up and technical support**

   Any activity needs continuous monitoring and evaluation. This policy alternative also needs continuous follow and technical support in order to make it fruitful.

3. **Building the capacity of implementing agency/institution**

   This indicates the need strengthen the human and financial capacity of implementing organization and decentralizing duties and responsibilities.

4. **Commitment of stakeholders**

   This policy will be implemented with the participation of government organizations, non-governmental organizations and private sectors. Networking of these stakeholders is important for their commitment.
5. Peace and stability

Peace and stability is a prerequisite for any activity. So the existence of peace and stability is crucial for the successful implementation of this policy alternative.

Expected Challenges

In this policy issue, I anticipate two challenges; the first challenge is why the policy issue did not cover urban-rural and urban-urban and rural-rural child trafficking, and the second challenge why it not supported by reliable and compressive data.

For the first challenge, I accept that in-country child trafficking include all the above mentioned types of trafficking. Qualitative data indicate that rural-urban trafficking is higher than other forms of trafficking. This means the problem cover large area and large number of population. It is because of this reason that I gave priority for in-county rural-urban trafficking. For the second challenge, absence of reliable and compressive data does not mean there is not problem. This is the characteristic of Ethiopia and other developing counties were research and documentation is not well developed. Hence, we can use qualitative and experience to define the problem. I believe that most people agree that there is in-country rural-urban child trafficking in Ethiopia and this policy alternative will contribute to reduce this problem.
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Social Policy Analysis Paper on Corruption in Ethiopia

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BACKGROUND

Corruption is a very broad-ranging and dynamic problem. It occurs in patterns which include many different forms. Corruption distorts economic and social development by engendering wrong choices and encouraging competition in bribery rather than in the quality and price of goods and services (Sualih, 2004).

At the outset, corruption has a pervasive and troubling impact on the poor, as it distorts public choices in favor of the wealthy and powerful, and reduces the state’s ability to provide a social safety net. Many observers believe that corruption is responsible for a variety of social, political and economic ills and, presumably, they believe that its elimination or reduction would in some sense, prove beneficial (Williams, 1987).

Kofi Anan, the former secretary General of the United Nations stated- “Corruption hurts the poor disproportionately by diverting funds intended for development, undermining a government’s ability to provide basic services, feeding inequality and injustice, and discouraging foreign investment and aid”.

The number and variety of countries suffering from corruption scandals in recent years underscores the fact that corruption differs widely in its forms, pervasiveness and consequences. Over the past years, corruption has been transformed from a predominantly national or regional preoccupation to a global issue. It is no longer a local matter but a transnational phenomenon that affects all societies and economics, making international co-operation to prevent and control corruption very essential (Carlos, 2005).

As it is indicated by Dwivedy & Bharava, Mahatma Gandhi of India has forwarded the following:
“Unless we destroy corruption in high places, root out every trace of nepotism, love of power, profiteering and black marketing which have spoiled the good frame of our world, we will not be able to raise the standards of efficiency in administration as well as in the production and distribution of the goods of life.”

(Dwivedy & Bharava, 1967:1)

Corruption deters economic growth. Of particular relevance to developing countries is the possibility that corruption might reduce the effectiveness of aid flows through the diversion of funds from their intended projects. Many donor countries have focused increasingly on issues of good governance. And in some cases in which governance is judged to be very poor, some donors have scaled back their assistance (Elliot, 1997).

Corruption in Ethiopia, as in many nations, is rooted in the country’s policies, bureaucratic traditions, political developments and social history which negatively affect the lives of the public. Corruption hampers economic development, lowers credit rating, minimizes societal self-esteem and diminishes confidence in the rule of law and the institutions that support the government. In the end, it is the poor who suffer the most because they are the ones least able to afford the funds necessary to buy favors (Garbis, 2003).

In poor countries like Ethiopia, corruption may lower economic growth, undermine political legitimacy, and impede economic development, consequences that in turn exacerbate poverty and political instability. It is stated in different literatures that in the least developed countries like Ethiopia, the majority of the population is living below the poverty line. The people lack social services and are living in a disparaging environment. Corruption is among the important factors that led to the present state of under development in many low-income countries. This
view is revealed by an international organization called Transparency International in that the least developed countries are leading the table in their high rate of corruption pervasiveness (Elliot, 1997; Wraith & Simpking, 1963).

THE COSTS OF CORRUPTION

According to the report by African Union (2002), due to corruption Africa looses 150 billion dollars per annum, these accounts for about 25% of Africa’s gross product. This in turn causes a 20% price increment in commodities. Similarly, a study by the African Development Bank (2004) shows due to corruption nearly 50% of Africa’s tax revenue goes to the pockets of corruptors. This amount is almost equivalent to the money the continent gets from foreign aid.

Corruption is damaging because it distorts choice. Many decisions in the public realm that should be taken for the public good, with due regard for norms of public sector efficiency and sound governance, are instead based upon considerations of private gain, with little attention paid to their effects on the wider community. Consider, for example: The public procurement process, if corrupted, leads to the funding of inappropriate projects with taxpayers’ money-sold to the highest, best-connected bidder (diverting public funds from more efficient uses and reducing the amount of resources available for legitimate and more productive public use).

Economic life is damaged by increasing the cost of goods and services, promoting unproductive investment in projects that are not economically viable or sustainable, contributing to a decline in standards and can even increase a country’s indebtedness and impoverishment. Recent econometric research suggests, for example, that there is a negative association between high levels of corruption and economic growth and other case studies indicate that illegal payoffs can increase the cost and lower the quality of public works projects up to 30 to 50% (Kindra G. S. and Stapenurst, R, 1998). Some other estimated economic and efficiency costs include: An
additional 3–10% increase for the price of a given transaction to speed up the delivery of a
government service. Generally, in most cases gains obtained through corruption are unlikely to
be transferred to the investment sector, but rather are transferred to foreign bank accounts or

In summary the costs of corruption accrue in three main areas.

• Waste of resources: If corruption takes the form of a kickback, it serves to diminish the total
  amount available for public purposes. Corruption results in a substantial loss in productive effort
  (the prospect of payoffs can lead officials to create artificial scarcity and red tape). Corruption
  represents a rise in the price of administration.

• Distortion of allocation: Corruption causes decisions to be weighed in terms of money, not
  human need (public housing, for example, is designed for the poorest families, not those who can
  pay the most). A corrupt act represents a failure to achieve public sector objectives.

• Failure to lead by example: If the elite politicians and senior civil servants are widely believed
  to be corrupt, the public will see little reason why they are found there.

Concerned about the seriousness of problems and threats posed by corruption to the
stability and security of societies, the Ethiopian government established the Federal Ethics and
Anti-corruption Commission. The Commission had nearly 300 employees and its annual budget
is 12.5 million Birr (FEACC, 2007), this shows how deep the problem is severe in the country
and gets governments’ attention. This can be considered as or crude argument. To the contrary,
to detect the severity of corruption in the case of Ethiopia thus far, there is no comprehensive
data done by the government or the commission which portrays the severity of corruption in the
country quantitatively. But, on some other studies like the corruption survey in Ethiopia done by
Addis Ababa University Ethics office (2006), it is shown that there is a compliant about the legal
system in the country, about 42% of the sample that experienced lawsuits identify the service quality of the judicial system as very bad. In addition, on the magazine by the Federal Ethics and Anti-corruption commission (March, 2008); it is revealed that the commission had saved an estimated 1,139,045,617 birr in relation to the unfair land allocation and distribution. Beyond and above this I was not able to get comprehensible information on why they do not want to disclose such kinds of data to public though they had the data.

Similarly, relying on the available data and studies it is very difficult to detect whether the corruption trend in Ethiopia is getting worse or staying the same. By now the commission is preparing to conduct a nation wide survey on the corruption prevalence in Ethiopia which is going to be the second study next to the base line survey.

PROBLEM ANALYSIS

When we look back at the development of corruption in Ethiopia, in retrospect we could see that there were times where bribery and nepotism were not considered to be serious corruption offences. In the old days, bribery was considered to be a ‘motivational’ factor, not an offence. Nepotism was also mostly regarded as a positive approach to help relatives and friends (AAU, 2007). From this one can infer that the previous trend do have its own impact for the present day prevalence of corruption in Ethiopia.

Even metaphors like - “Sishom yalbela sishar yikochewal” literally mean “If one does not bribe when given a power, he/she will regret when snatched his/he power”, have endorsed the practice of corruption in the society. Metaphors are informal principles of a society towards a given subject. Children grow up listening to them from their parents or elders in their neighborhood. This will have an impact on their attitude about corruption in their later ages.
Recently corruption and anti-corruption have started to receive more attention as crucial for development in the world at large and in our country in particular. Until the mid-1990s, it was common to think of corruption as either a minor problem or, in some cases, as serving to “grease” the market and thus increase economic growth and development. Today the research and policy community is strongly emphasizing the negative impacts of corruption on economic, social and political development. For instance, the World Bank Research Institute identifies levels of corruption as one of the major obstacles for economic development (Kaufmann 2004; Hope and Chikulo, 1999). Furthermore, corruption undermines not only economic development but also the democratic quality of political systems (Sida, 2003).

CAUSES OF CORRUPTION

As many scholars and experts would agree, corruption is not a social phenomenon that can be explained by a simple cause/effect model. It is a complicated issue, often the result of many contingent circumstances, which produce varied and wide-ranging effects. Without limiting the generality of this argument, however, one can cite numerous factors that are widely believed to be the major causes of corruption in Ethiopia.

The eruption of corruption has several causes; there have been both real and perceived increases in corrupt activity in various countries. In some regions, systemic political change has weakened or destroyed social, political and legal institutions opening the way to new abuses. In the others political and economic liberation has simply exposed corruption that was once hidden (Elliot, 1997).

Direct Causes

According to the World Bank’s 1997 World Development Report, and other related literatures it is stated that the major causes of corruption include: Where public officials have
wide discretion and little accountability. Inappropriate policy environment for example, distorted prices. Moreover, lack of checks and balances which is conveyed by weak “watchdog” agencies and institutions, including the Parliament and where the benefits of corruption are greater than the consequences of being caught and disciplined. For instance, the former Prime Minister of Ethiopia- Tamirat Laine is left with nearly three years to let out from prison but million of dollars are waiting for him in Swiss Bank in his later life.

In general, I found all the causes of mentioned above have a share for corruption in Ethiopia. However, in my opinion the disparity between income and expenditure is one of the main causes of corruption in Ethiopia. Government employees with the meager salaries have to pay rent, electricity, water, in addition to feeding and clothing the family, education, health, etc. Extremely low salaries/wages paid to members of the public, is one of the main contributory factor to corruption. Thus, the income and the expenditure of the low earning sector of society are not compatible; it is supplemented by other means. In other cases few have access to the sever shortages of consumer goods. My rationale behind suggesting income disparity as a cause is my observation of the facts. These days’ people are suffering from the high cost of living all over the world, but the load is severe in countries like Ethiopia. According to the report made by the Prime Minister to the Parliament two months before, the soaring price of commodities impacted the few low income earning urban dwellers, including the civil servants. Consequently, I argue as the unrealistic salaries of the civil servant in the country create a tempting environment for corruption.

In line with the causes mentioned above I do agree that unlimited power of public officials as the other major cause of corruption in Ethiopia. Public Officials, instead of serving the public, possess unlimited power that is not questioned. With their omnipotent power, they protect
friends, relatives, the unfit, and the thieves. When the government lacks ethical and moral
superiority, accountability and transparency, corruption becomes rampant. I focused on them
because most tips of the perpetuators to the commission are towards the public officials. I believe
the reason behind this is not because they are financially weak in relative terms; nevertheless it is
because their unlimited power let them to do so.

Indirect Causes

According to the expert analysis of the civil service reform program and some other
sources, poor governance, lack of transparency, low level of democratic culture and tradition,
lack of citizen participation, lack of clear regulations and authorization, low level of institutional
control, extreme poverty and inequity, harmful cultural practices and centralization of authority
and resources are the major causes of corruption in Ethiopia (Garbis, 2003).

More over, family and ethnic loyalties and obligations, blurred distinction between private
and public interests, privatization, weak financial management, inadequate accounting and
auditing, weak legal and judicial system, over regulated bureaucracy, deterioration of acceptable
moral and ethical values, unsound policies and inefficient civil service system have also been
cited by some scholars and researchers as the primary causes of corruption in Ethiopia (FEACC,
2007). Generally, the various causes mentioned above are more of supplementing each other
than having contending views on the causes of the problem.

What primary objectives should a public policy have to address the issue?

Anti-corruption campaigns cannot succeed without public participation. An important
means to combat corruption is public awareness and involvement; however, there is a gap
between the actions of the government and the objectives to be achieved in our country-Ethiopia.

About Participation of society Article 13 of the UN Convention Against Corruption states- Each
State Party shall take appropriate measures, within its means and in accordance with fundamental principles of its domestic law, to promote the active participation of individuals and groups outside the public sector, such as civil society, non-governmental organizations and community-based organizations, in the prevention of and the fight against corruption and to raise public awareness regarding the existence, causes and gravity of and the threat posed by corruption.

For the best competence of the commission as a response of the government collaboration of the society is badly needed, yet as I said earlier the reality seems paradoxical. One way of showing public participation is disclosing of corruptors by the civil society in their respective experiences/incidents of corruption. But, the commission had only entertained 5618 complaints in its six years of service, which are around 936 complaints per year. To add on this the numbers of complaints decline dramatically after the 2005 parliamentary election from 1804 before the election to 945 following it. This shows that the public participation goes back and forth with the political situation in the country.

For me corruption should be treated as an independent pandemic in which all should fight in any circuminstance. But, on the other way round this can be linked with perception of the society that the commission is politically affiliated with the government. Surprisingly, according to the report of the commission that was the time which corruption prevalence gets in to the track again.

When we see the experience of other countries-In Tanzania anti-corruption has been on the agenda for several decades, with its ups and downs. The anti-corruption strategy was renewed and deepened again in the late 1990s. A recent report stated that public and political support for the renewed fight against corruption is very high and there has been a dramatic increase in number of complaints from 500 to 1500 in few years of time.
Ghanaians show high trust in government institutions, such as the President’s office and the judiciary, and many are impressed with the government’s policy of Zero-tolerance on corruption (Afro barometer, 2004). Tax collection in Ghana has a record well above comparative countries in the region and provides some 18 percent of GDP. From the two examples above it seems an open fact that there is a need to rethink the campaign against corruption.

Even there are other peoples who argue that the commission does not stand for the objectives written on the white paper, it is rather an ‘insulting stick’ of the government in the other way round. The seeds of this view were mainly planted in the minds of the society after some of the highest officials from the ruling party put under custody. This hesitation grows from bad to worse when the government sets a new policy which bans the right of bail for those who are suspects of corruption.

In general, there is a need to fill the gap between the agent of the government and its stakeholders. Hence, to address the issues mentioned above there should be a public policy which is careworn to the problems. Its primary objectives shall be promoting peoples’ trust on the government institutions. The question “How far the institution is trusted by the people of its own” should be addressed very well. Then, narrowing the disparity between the income and the expenditure of the people which can reduce tempting environment for corruption and sweep a better path for justness in the minds of societies is an essential point in the fight against corruption. The other is limiting the power of public officials. In fact, what the unethical officials doing is not what they are granted, but the lack of control and close supervision is what permits them to do so.
What Is the Response of the Government (Current Policy)?

By being cognizant of the disaster incurred by corruption, actions against its practice are happening to be extensive ranging from global to local levels. Indeed, in Ethiopia no policy addressing the issue of corruption is drafted by the level of the government independently. But as part of the global wave against corruption, the Federal Ethics and Anti-Corruption Commission (FEACC) of Ethiopia was established in May, 2001. Also, Ethiopia is a signatory of the UN convention against corruption and the African Union Convention on preventing and combating corruption.

The main objectives of the FEACC are: to strive to create an aware society where corruption will not be condoned or tolerated by promoting ethics and anti-corruption education; in co-operation with relevant bodies to prevent corruption offences and other improprieties; to expose, investigate and prosecute corruption offences and improprieties (FEACC, 2006). The duties of the Commission are to create awareness on corruption by promoting ethics and anti-corruption education, prevent corruptive practices, promote integrity in public office, implement the code of office for public officials and public servants, and assist other sectors in establishing their own codes of ethics.

Strategic Plan

With a view to discharging its duties and responsibilities effectively and efficiently, the FEACC developed and introduced a strategic plan focusing major attention on six major issues. The six critical and strategic issues which were identified in the development of the four year strategic plan are

- capacity building,
- prioritizing major tasks,
• establishing an efficient service delivery system,
• forging strong partnership with pertinent bodies and stakeholders,
• establishing an integrated information system and
• Fighting HIV/ AIDS.

POLICY ALTERNATIVES

ALTERNATIVE POLICY ONE

By using the existing Ant-Corruption commission Mainstreaming Anti-corruption movement in all sectors of the government and private Institutions. (At the end of the day the commission will phase out)

The first requirement in mainstreaming a concern for corruption is to bring the issue to the society out of the dark. To a lesser extent this is already happening. Discussions about the effects of corruption on development have been intensifying within the country in recent years, especially since the FEACC had established. But corruption needs to be addressed more systematically in each and every sector of the government. Until that happens corruption will not be sufficiently understood or integrated with management decisions.

Strategic objective 1-Awareness raising and public participation:

Strategic Actions:

• Public education and information campaigns
• On-going consultation with civil society and integrated public participation
• Leadership and drive - often through public figures
• Civil society leaders appointed to oversight committees
Strategic objective 2- Provision /access to information and transparency:

Strategic Actions:

- Greater access for citizens and news media to government information (including budgets)
- Increase transparency through the establishment of competitive public procurement procedures;
- Transparency of political party finances,
- Vigorous news media investigations,
- Detailed information on government revenue,
- Disclosure by top public officials and politicians of all financial interests,
- Research on the nature and extent of corruption,
- Regular anti-corruption conferences,
- Increasing transparency on the employee recruitment of the commission;

Strategic objective-3 Promoting Moral and ethical values:

Strategic Actions:

- More emphasis on moral values in schools and the religious community, as well as greater emphasis on promoting moral values in everyday life in general,
- Codes of conduct to promote professional ethics in government,
- Increased commitment by political and business leaders to fight corruption and fraud,

ALTERNATIVE POLICY TWO

- Make reforms on the existing Federal ethics and anti-corruption commission

The causes of corruption are multifaceted, the consequences manifold - so must be a strategy trying to address it. A good strategy aims to focus on causes and not just demonstrations, on cures and not just diagnosis, on corrupt systems and not just units. It should seek to establish a
systematic and concerted approach for countering corruption using the various institutional pillars in place.

**Strategic objective 1** Public service reforms to improve public trust in the government institutions and reduce tempting environment for corruption.

**Strategic Actions:**

- Promote realistic salaries for civil servants (increased salaries for government employees);
- Provision of house and other necessities for the employees of the Anti-corruption commission; (with long time credit for the employees of the FEACC)
- Public awareness of the costs of corruption should be raised and efforts made to “lobby” government to address its root causes;
- Limit the power of public officials,
- The production of information, resource and advocacy materials to help broaden the policy debate and to facilitate international action against corruption
- provide a forum for discussing of specific topics including government procurement and public auditing and strengthening the judiciary, economic reform and international cooperation;
- the blacklisting of businesses proved to be involved in corruption

**Strategic objective 2**- Oversight and ‘watchdog’ mechanisms:

**Strategic Actions:**

- Verification of applications,
- Opposition parties and civil society acting as ‘watchdogs’ over government activities,
- Parliamentary oversight and a national, non-statutory independent body to advice
Co-ordinate with the stakeholders and develop anti-corruption policies.

*Strategic objective- 3 Criminal justice responses:*

*Strategic Actions:*

- Promoting wise and efficient use of the annual budget allotted by the government,
- Legal protection for whistle blowers,
- Tougher legislation enabling more prosecutions and harsher sentences for corruption,
- More resources to investigate and prosecute corruption cases,
- Special anti-corruption courts,
- Fighting organized crime, and prosecution of high-profile individuals,

*Strategic Objective-4 Monitoring and evaluation of anti-corruption strategies*

*Strategic Actions:*

- Measurement and quantification of corruption,
- Use of surveys and assessments annually,
- Development of short, medium and long-term evaluation methods and indicators
- Monitoring at the international level in collaboration with international organizations like the Transparency International.
EVALUATION CRITERIA TO COMPARE THE POLICY ALTERNATIVES

When someone comes with different alternatives for a given social policy or alternative there should be criteria to compare it with the existing and other new alternatives. The criteria for the policy alternatives in this paper will be based on the feasibility of the alternatives politically, administratively, technically, its efficiency, effectiveness, and sustainability.

Effectiveness

To compare the alternatives based on their effectiveness I will consider the capacity of the alternatives in achieving the objective of the problem and attain the desired outcomes. In line with the UN convention against corruption the objectives of any Anti-corruption movement shall be- promoting and strengthening measures to prevent and combat corruption more efficiently and effectively; endorse integrity, accountability and proper management of public affairs and public property. Though all the alternatives will have these objectives as a goal achievement of the objectives depends on the policies and strategies they choose to attain the aspired outcome.

Efficiency

Whoever is in charge of fighting corruption it is essential to consider various factors to achieve the desired objective. One of them is efficiency. Efficiency concerns the cost of achieving objectives. Hence, the alternatives in this part will be analyzed based on their cost effectiveness in using the human and financial resources. However, most often it is impossible to obtain meaningful quantitative measures of changes in corruption drivers, it will also not be possible to measure efficiency with quantitative. Thus, the alternatives will simply be compared up to the level of acting. I will not consider to the level of their implementations.
Political Feasibility

This refers to gaining political acceptance for the policy alternative. In order to compare the alternatives based on the political feasibility I should consider the actors involved-who are the individuals or groups concerned about the problem; their beliefs and motivations; the resources they hold; and the sites at which decisions will be made. In such a way the actors to be involved in the political arena will be the government; the civil society, NGOs and community based organizations will be analyzed.

Administrative Feasibility:

In this regard the alternatives will be compared based on the criteria like the readiness of the available institutions to implement the policy alternatives. Institutions include all the government, non-governmental private business enterprises. As part of the administrative feasibility the alternatives will be analyzed on how far they are easy to implement.

Sustainability-

At this point the alternatives will be compared based on their perceived potential of how far a given alternative could be effectively and efficiently go on through the various challenge in the different political and historical situations.

COMPARING THE ALTERNATIVES

Effectiveness-

I believe as much as the dedication and trust of the larger society to the government institutions is secured, it is possible to reduce the catastrophe that corruption incurs. On the other hand, establishing organizations, drafting policies or conducting several seminars and conferences within the higher officials merely would bring no change to alleviate corruption and its related problems.
The main objectives of the Federal Ethics and Anti-Corruption Commission are: to strive to create an aware society where corruption will not be condoned or tolerated by promoting ethics and anti-corruption education; in co-operation with relevant bodies to prevent corruption offences and other improprieties; to expose, investigate and prosecute corruption offences and improprieties (FEACC, 2007). However, these objectives do not meet their targets so far. Hence, for the better achievement of its goals and objectives the Federal Ethics and Anti-Corruption Commission needs to make some reforms which promote active participation of the larger society and develop public trust on the government institutions.

Accordingly Alternative policy -2 which suggests making reforms on the existing Federal ethics and anti-corruption commission might be more effective than the rest two. As I argued in the response analysis of the government to the problem, it is inevitable to set a reform in the current system. Alternative two mainly bases on making Public service reforms to improve public trust in the government institutions. I think this will play a paramount role to change the people’s attitude towards the institution.

Besides Alternative policy-1 which aimed at Mainstreaming Anti-corruption movement in all sectors of the government and private Institutions is likely to be successful. To the contrary of the current policy, the scope of this alternative is not limited to the government institutions only. As it is stated in Article 12 of the UN convention against corruption- Each State Party shall take measures, in accordance with the fundamental principles of its domestic law, to prevent corruption involving the private sector, enhance accounting and auditing standards in the private sector and, where appropriate, provide effective, proportionate and dissuasive civil, administrative or criminal penalties for failure to comply with such measures. Ensuring that private enterprises, taking into account their structure and size, have sufficient internal auditing
controls to assist in preventing and detecting acts of corruption and that the accounts and required financial statements of such private enterprises are subject to appropriate auditing and certification procedures.

Indeed, the current policy had some parts to be appreciated. For instance, it had played a vital role in putting the issue to the public as a social problem through different ways including the media. Nonetheless, to the level of my knowledge this response of the government did not accomplish its tasks very well or achieved the desired outcomes. In addition, as mentioned above corruption is a problem which prevails through out the country in all sectors of the government and private institutions. This being the fact the current policy responds to the problem targeting the government institutions only. This shows that the campaign lacks comprehensiveness. Hence, I suggest it to be the least in its effectiveness.

Efficiency

Efficiency mainly concerns the cost of achieving objectives. As it may not need any extra or additional cost than the intended, the current commission seems efficient cost wise. But, it will fail if the question of achieving the aspired objectives is raised. With regard to this I think policy alternative-2 is strongest. To promote public participation and get people’s trust which the current organization lacks, additional budget might be required for an intense and comprehensive advocacy in principle. In addition, joint work with the different ministries is also another key factor to success in this option, thus needs some more money than the first in as matter of principle. A report by the commission to the parliament on April, 2008, proves that there is a return of some millions annually. Promoting wise and efficient use of the annual budget is one of the strategic actions for policy alternative-2. Thus, this policy can be efficient not by incurring additional cost rather by effectively using the allotted budget in the previous system.
While policy alternative-1 which suggests Mainstreaming Anti-corruption movement in all sectors of the government and private Institutions needs much effort, time as well as human power to achieve its goal. These all obviously costs high amount of money. In fact the problem will not be solved by the accessibility of money only. With this regard trained human power in the related field of study to the issue is required. To mainstream in the different organizations within the country, the availability of trained man power is under quotation. For me it is not easy to visualize how many trained employees are require at this spot, but I can imagine how large the number could be by considering the wide range of the government and private institutions all over the country.

Political Feasibility

Considering the severity and pervasiveness of corruption in Ethiopia the response of the government is encouraging. As to me having the readiness to combat corruption from the side of the government by it self has a great credit. When I came to the comparison, I think the current policy is more politically feasible than the rest two by the following reason. This policy is what the government had responded to the problem as their best solution; hence, I do not expect any challenge from the existing government towards the current policy. Since, the government is not the only actor in the political arena of a given country; this can not be a guarantee for the political feasibility of the current policy. So far, the role of community based organizations to the current policy is null and void. This made the intervention institution based only, but corruption is a different issue which needs collaboration.

To the contrary, I found policy alternative-1 which at the end of the day may end up with the phase out of the Federal Ethics and Anti- Corruption Commission least in its political feasibility. Giving approval for policy alternative-2 for the government means the response given
is not sufficient and may also mean ineffective. On the other way round, it might expose the government for criticisms as it is an entire collapse. The other question is how far our government is ready to admit that the current response is not effective enough considering the level of good governance in Ethiopia as ‘a country below Sahara’.

Although it may not be as feasible as the current policy, alternative policy-2 is better than Alternative policy-1. This alternative suggests reform; it does not need an entire change of action in the political arena of the existing system. The reform can be considered as any policy measure to improve its efficiency and effectiveness in a manner which do not portray failure. The government can also consider as a need for the rethinking of its policies, in which the government might not considered it as an entire downfall of its response as alternative-1 seems. Generally, the existing policy is more politically feasible as it is ascribed by the ruling party. I believe this is the most important factor than the response of any single Ministry or the community at large in the case of Ethiopia. I said so with respect to the level of Democracy in the country.

Administrative Feasibility

With regard to administrative feasibility I found the current policy and Alternative policy-2 fairly feasible for several reasons. As per the government organization to carry out their objective, the Federal Ethics and Anti-Corruption Commission are in place to act accordingly. Policy Alternative-2, which is intended to made reforms is also be implemented under the FEACC. Hence, there is a fertile ground for the first two alternatives. However, I found Policy alternative-1 to be the least with respect to administrative feasibility.

Regardless of other variables in mainstreaming, once the government has accepted it the mainstreaming issue may be easy for the government institutions, but to plant the issue to the
private institutions needs a great effort. Moreover, beyond and above the Federal Ethics and Anti-Corruption Commission, no literature or study shows the readiness of different institutions to work on the issue and recognize corruption as a social problem, especially in the private institutions. Therefore, I do not think policy alternative-1 is easy to implement than the rest two alternatives.

Sustainability

Sustainability bears a critical relationship to effectiveness, because the sustained benefits that the evaluation is looking for would presumably flow from effective (rather than ineffective) outcomes. Thus, it is related with the effectiveness of the institution in achieving its goals and objectives. In the context of fighting corruption sustainability is an assurance of the public acceptance to the newly formed institution or way of government response. Hence, as I argued several places above I believe alternative policy-2 is better than the rest in its effectiveness. Therefore, I can also argue if it is effective in addressing the gaps it has a better chance of sustainability than the rest two alternatives too.

RECOMMENDED POLICY

Corruption is one of the greatest challenges of the contemporary world. It undermines good government, fundamentally distorts public policy, leads to the misallocation of resources, harms the private sector and private sector development and particularly hurts the poor. Controlling it is only possible with the co-operation of a wide range of stakeholders in the integrity system, including most importantly the state, civil society, and the private sector. I believe the shared responsibility of actors in all the regions for corruption, and its emphasis is on prevention and on reforming systems, not on exposing individual cases.
Public participation and trust for governmental institutions is the key factor for success in the campaign against corruption. This participation should be strengthened by such measures as: Enhancing the transparency and promoting the contribution of the public to decision-making processes; Ensuring that the public has effective access to information; Undertaking public information activities that contribute to non-tolerance of corruption, as well as public education programs, including school and university curricula; Respecting, promoting and protecting the freedom to seek, receive, publish and disseminate information concerning corruption.

Over all I recommend policy alternative-2 as a better option in the fight against corruption. Indeed corruption is not a curable pandemic which can be eradicated totally, but I believe it can be reduced. Since, policy alternative-2 will by using the social capital; I think will have a better acceptance from the large mass than the rest. Meeting with business, civic, religious and other non-profit organizations is a more piecemeal approach toward public participation efforts.

Besides, not every member of the public is part of some formal membership organization or association. Yet, an advantage to these types of engagements is the opportunity not only to deliver a message, but also to respond to the public’s questions and concerns and to receive community feedback. On the other hand policy Alternative-1 can be suggested as a better option for the long run. However, it needs much effort; time and paradigm shift too, so I do not found it feasible to solve the problem in a short period of time. In addition Policy Alternative-1 is almost an opposite of the current response of the government; hence, it lacks political feasibility. Generally, it will not be easy to assume this option with the current situation in the country.

Implementation of the new policy will have various stages and organs to act but at most the existing FEACC will be the biggest umbrella and responsible organ to act accordingly. The following are key decision points to be encountered during the implementation:
• The Federal Ethics and Anti-Corruption Commission

• Different Ministries, e.g. Ministry of Finance and Economic development, Ministry of Education.

• Local and International NGOs

• Community based organizations

• The civil society

MOST SIGNIFICANT CHALLENGES

I believe the most significant challenge of the selected policy will be diverting public attitude against the bad reputation of the FEACC and gain public trust on the newly working system. The bad reputation will not create a favorable environment for the new policy system and affects its implementation. This is very essential, because the policy reform will be taken place by using the existing Federal Ethics and Anti-Corruption Commission as the main responsible organ. Thus, intensive advocacy is expected to attain the intended objectives.

Evaluation and measurement of the outcomes of the policy will be another challenge. Corruption is a complex phenomenon having social, political and administrative roots. Changes in levels of corruption are likely to be caused by combinations of factors; Levels of corruption are not easily measured. Existing measurement methodologies (e.g. the Transparency International Index; the ICRG index) may be of some use for the evaluation, but may not measure corruption at a sufficient level of detail and needs some technological and technical advancement which Ethiopia lacks. As well, historical data are not available in Ethiopia. This makes it impossible to use the indices for historical comparisons.

In addition the scope of corruption and technical complexity are other factors which have an impact on the policy implementation. Large-scale infrastructure projects are affected by both
factors. Many irrigation projects in Africa failed because they were not well designed for the specific hydrological conditions and because corruption in procurement lowered the quality of their construction (Kaufmann, 2004).

Actually I found it very difficult to precisely set a time for the policy to achieve its desired outcomes. This is due to the fact that we do not know enough about corruption dynamics to make confident assertions about the rate at which levels of corruption change, given changes in causal factors. However, the new policy alternative may not need that much time because the track is already made. And to the level of my assumption the policy needs not less than five years. This much time is suggested for the reason that the policy alternative needs attitudinal change of the society. My argument is there might be qualified experts in the commission, yet fighting corruption is not a laboratory research that they can achieve with the mere effort of the professionals. It generally lacks public support. The other is focusing on the branches ignoring the root of corruption is wasting of resource and time.

POLICY IMPLEMENTATION

Basically, the implementation process will be led by the Federal Ethics and Anti-Corruption Commission as a prime responsible organ. But, as I have argued several times we can not reduce corruption by the mere effort of the organization. The role of the civil society in the campaign against corruption is undeniable. Various programs will be designed to increase public awareness through media and civic education, to promote involvement and participation of citizens and to encourage civil society oversight of various bodies of government ranging from city councils to national parliaments.

Civil society programs include efforts to promote a free and independent media, to improve the quality of investigative reporting and to pressure government to implement freedom
of information legislation. They strengthen local NGOs and citizens' groups, empowering them to become the critical constituencies for reform. USAID has long recognized the key role of civil society in creating pressure for reform on governments and in ensuring that the resulting changes are sustainable (Chandler, 2006).

Besides, there is a need for an integrated endeavor from the different Ministries. For example, to combat corruption in the grassroots level we need to incorporate the issue in educational curriculums ranging from elementary to the university levels. This obviously needs a joint work with the Ministry of Education. To improve the salary of the civil servants at large or for the employees of the Federal Ethics and Anti-Corruption Commission in particular, there is a need to collaboratively work with the Ministry of Finance and Economic Development. Therefore, as the scope and impact of corruption is wide ranging the response should also be comprehensive and multifaceted. As a result, the network of different Ministries to work hand in hand to address the issue is badly needed.

Moreover, NGOs- both local and international can play a paramount role in the movement against corruption. For instance, UNDP is intensively working on good governance which has a direct impact on the prevalence of corruption in the country. UNDP by now works with the Federal Ethics and Anti-Corruption Commission. In addition, community based organizations like ‘Idirs’ and associations are best grounds to entertain the issue at the grassroots level with the larger community. Having the issue in their front pages it is possible to use the frequent meetings that these community based organizations conduct. Furthermore, in our country community leaders have more power and acceptance than public officials. By using this social capital we can raise the efficiency of the policy. In doing so big conference halls or per diem for participants is not needed. Meetings might be carried out under the big trees but have considerable influence
and role in addressing the issue. On the other way round, corruption is a moral and ethical issue, hence the role of religious institutions in undeniable.

SUMMARY OF THE OVERALL ARGUMENT

Fighting corruption is no longer just a moral issue. It has become a major tool in the fight against world poverty. Corruption poses a serious development challenge. In the political realm, it can seriously undermine democracy and good governance. Corruption in elections and in legislative bodies reduces accountability and representation in policymaking; corruption in the judiciary suspends the rule of law; and corruption in public administration results in the unequal provision of services. More generally, corruption weakens government institutions by disregarding official procedures, siphoning off the resources needed for development, and selecting or promoting officials without regard to performance. At the same time, corruption undermines the legitimacy of government and such democratic values as trust and tolerance.

Corruption also undermines economic development. In the private sector, corruption increases the cost of business through the price of bribes themselves, the management cost of negotiating with officials, and the risk of breached agreements or detection. Although some claim corruption reduces costs by cutting red tape, an emerging consensus holds that the availability of bribes induces officials to contrive new rules and delays. Corruption can also shield companies with connections from fair competition, thus allowing inefficient firms to survive.

Corruption also generates economic distortions in the public sector by pulling public investment away from education and into projects where bribes and kickbacks are more plentiful. Corruption also lowers compliance with construction, environmental, or other regulations; reduces the quality of government services; and increases budgetary pressures on government.
Corruption occurs in a political, administrative and social environment that varies from country to country. Solutions cannot be specified in advance – from a “textbook” – but depend on an intricate understanding of the local setting. To address the gap the strategic actions of Policy Alternative-1 which suggests reforms to the current system which includes Promoting realistic salaries for civil servants (increased salaries for government employees); the production of information, resource and advocacy materials to help broaden the policy debate and to facilitate international action against corruption are needed, limiting the power of public officials will contribute a lot for the campaign against the pandemic.

Several causes of corruption have been illustrated in the first part of the paper. However, I focused mainly in the income disparity an unlimited power of public officials. The rationale for these is due to the fact that the high living cost currently in line with the unrealistic salary of the civil servant is creating a tempting environment for corruption. As per the public officials my attention is determined by my observation in different settings and from the measures taken by the commission so far.

To address the issue I believe the policy recommended will come up with a better response to the problem. To do so, the public service reforms to improve public institutions and reduce tempting environment for corruption is one of the strategic objectives. This has a direct link to the cause I mentioned in the problem analysis. The other will work on limiting the omnipotent power of our public officials. Surprisingly, most often the public officials pretend as owners of the government institutions as their own private company. It is also common to observe employees perceiving those people as a king during the feudal regime. I hope such a trend needs an end. In such a manner it is very difficult to raise a hand to tip on/ disclose cases to the concerned bodies. Thus, the new policy alternative will give due emphasis to the problems
discussed. And its main instrument to achieve the objectives is public awareness and participation.

EXPECTED CHALLENGES

With respect to my problem analysis I expect challenges from those who had a contending view on corruption as a social problem. There are some people which argue in favor of corruption. They say: corruption “oils the mechanism” or “greases the process” at which the government imposed rigidities which inhibit investment; corruption can enhance efficiency by breaking barriers; bribes can supplement low wages while the government can allocate funds that could be used for salary raise; it saves time and speeds the process of government services (Garbis, 2003).

Moreover, challenges are also expected with respect to the evidence I suggest to the selection of the preferred policy alternative and its conclusion. As I argued several times the current policy lacks public participation. So far, its center of attention is targeted on punishment of the offenders. It lacks focusing on the root causes. However, the current policy practitioners may insist that they are effective and claim that they are working on it. This might cause less motivation from the side of the government to implement the policy.

Response to the Challenges

Political stability, basic elements of the rule of law, evidences that anticorruption success results in work of sound governance active public participation and democratic accountability. Without these conditions, specialized agencies are vulnerable to failures ranging from being manipulated to pursue political enemies, to serving as window dressing for donors and other international observers by otherwise uncommitted leaders, or to simply distracting energy from more important, long-term reforms necessary to address the real scope of corruption.
Portraying the severity of corruption in Ethiopia with quantitative data; through rigorous discussions, and awareness raising programs we can show or argue corruption as a social problem. By referring to model countries like Ghana and Tanzania from Africa and other South East Asian countries, it is feasible to advocate public participation as a key to success. Moreover, unless we fight corruption at the grass roots level, it will be very difficult to reduce the pervasiveness and scandal of corruption. For this reason, focusing on the offenders only will not bring a sustainable outcome to the aspired goal and objectives.
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The Problem of Drug and Substance Abuse in Ethiopia

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SSWA-631 Social Policy Analysis

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The problem of Drug….  

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INTRODUCTION

The history of drug and substance abuse is as old as the history of mankind. Since ancient times, human being had been using different parts of plants (roots, leaves stems, etc) for medical practice and religious rituals. In due course, following the development of science and technology, however, the uses of these substances for the above mentioned purpose have decreased. On contrary, their uses for changing mood and getting relief from stress have drastically increased. The growth of this problem is highly attached with increasing rate of population in urban areas, accompanied by decline in social cohesion and cultural values, which results change of mood of life, poverty and unemployment (DACA, 2005).

Modernization and expansion of transport and communication systems, especially in the era of globalization have paved the way for proliferation of trade among peoples of different nations that has also facilitated the migration of people from place to place along with their tradition and beliefs. As a result, plants and drugs that were formerly of local significance have become familiar and available in other parts of the world (DACA, 2005).

Today there are an estimated 190 million drug and substance abusers around the world, which accounts 3.1% of the world population or 4.3% of the population aged 15 and above. This shows that, all countries of the world are directly or indirectly affected by drug and substance abuse and related problems. While the majority of abusers are found in industrialized nations, drug and substance abuse is no longer the rich nation’s problem or the poor nation’s affliction. It crosses national, ethnic religious, class and gender lines. Addicts range from the homeless to white-collar professionals, college students, sex workers, rural farmers and street children (DACA, 2005).
The legal system of a given country is expected to prevent and control this problem with a view of securing the economic, social, and political system of the country. Efforts that the world community has been taking should be continuous, balanced and integrated in order to achieve the intended goal which is creating a drug free world (FCND, 2008).

Currently, like any other countries of the world, Ethiopia is being affected by the problems of drug, substance abuse and illicit drug trafficking. Ethiopia is located in a very strategic geographical area in the horn of Africa. It has major routes for international trades both from the Far East to the South America, Europe and most African countries. Ethiopia also shares long borders with its neighborhood countries and has relatively good connecting gravel, asphalt roads, and reputable airline that travel to many countries as well. This of course, creates favorable setting where illicit drugs/substances can easily be trafficked across these borders and airline (FCND, 2008).

In Ethiopia the spread of drug trafficking, substance and drug abuse seems to be closely related to the process of urbanization. The process has to a certain extent included changes in social, cultural and economic life of the people. Urbanization has brought together a large number of people with different ethnic, cultural and religious background. Moreover, in urban areas, population is heterogeneous composed of people of greater diversity in background, attitude and behaviors.

To this end, the purpose of this paper is to define, analyze the general overview of the problem of drug and substance abuse, identify policy alternative/possible solutions to the problem, evaluate the alternatives and finally to make recommendation.
The problem of Drug….  

DEFINITION OF CONCEPTS

The American Medical Association’s Committee on Alcoholism and Addiction defined substance abuse as “…. ‘use’ refers to the proper place of drugs in medical practice; ‘misuse’ implies to the physician’s role in initiating a potentially dangerous course of therapy; and ‘abuse’ refers to self administration of drugs/substances with out medical supervision and particularly in large dose that may lead to psychological dependency, and abnormal behavior or the ‘harmful use’ or ‘hazardous use’ of a drug or substance” (http://www.parl.gc.ca/information/library/PRBpubs/pro0615-e.html,2008).

Substance abuse is the over indulgence in and dependence of drugs or other Chemicals leading to effects that are detrimental to the individual's physical and mental health, or the welfare of others (FCND, 2007).

“The legal pharmaceuticals placed under control in the controlled substance per article that established, prescribed and used by patients for medical treatment. The use of these same pharmaceuticals, out side the scope of sound medical practice is drug abuse” (FCND, 2007).

Almost all definitions of substance and drug abuse harp on a matter of misuse or overuse of certain specified substances. They are psychological stimulants and performance-enhancing those have been used for non-healing purpose.

Drug/substance abuses pose potent problems in the world today, ruining the lives of countless millions. However, what is more shocking is the still more alarming lack of awareness about the problem amongst the masses (DACA, 2005).

DESCRIPTION AND CONDITION OF THE PROBLEM

Substances/drugs in general utilized to alter mood, though, and feeling through their action on the central nervous system. Nevertheless, it brought great crises on the social and
economic situation of a country. It makes the existing value, tradition and culture to depend on unwanted values and traditions. Not only this, since drug/substance abuse and trafficking are more interrelated, the influence of such practices brings harmful incidence on the mental and physical structure of the persons (FCND, 2007).

In addition to causing disorder on the lives of addicts and their families, substance abuse is creating a myriad of new problems for nations; increased crime, violence, unemployment, the deterioration of social fabric, and the spread of drug and substance abuse related disease like HIV/ AIDS and Hepatitis. Substance abuse can bring withdrawal behavior-an effect caused by cessation or reduction in the amount of the substance used. Withdrawal can range from mild anxiety to seizures, hallucinations and may also cause death. It is a major international problem and the trends are not slowing. No country, however remote, however robust its democracy is susceptible to the adverse consequence of drug and substance abuse, illicit drug trafficking and the related problems (UNDCP, 1999).

Substance abuse reflects a complex interaction between the individual, the abused substance and society. Families those who live with drug abusers experience many of the effects of drug and substance abuse. It affects the health of the individual abuser. There are several physical and mental health and nutritional problems associated with drug abuse. Many of these abusers suffer from reduced productivity, lose or quit their jobs, increased school dropout rates and violence as a direct consequence of drug abuse. Drug/substance abuse is an expensive habit, and has bankrupted many families. There are high costs of treatment and rehabilitation incurred in handling the consequential health and social problems.
The influence of drugs may also appear in various types of harmful actions like prevalence of prostitution and sexual abuse, taking part in the expansion of video houses and alcohol selling shops, leads to the physical disability and death.

According to the rapid assessment study conducted in 1995 by Ministry of Health on 25 selected towns which included various categories of Ethiopian population unequivocally agreed that, khat, Alcohol, Tobacco, Cannabis/Hashish, and to a lesser degree Heroin and Cocaine are habitually abused substances. On the other hand, solvents abuse (especially gasoline) is widespread among street children. There are also rumors that substances are also marketed at schools gates and in the vicinity. Injecting drug use is though to be rare in Ethiopia, but unsafe injections due improper sterilization and the practice of illegal infectors is considered as one of the HIV infection transmission mechanism (DACA, 2005).

The poor in general, merchants, and their families, street children, students, commercial sex workers and non merchant middle class were dependents on the habit of abusing substances. But some groups such as school youth, young persons from chat producing area, out of school youth and working youth were considered as the most vulnerable group. The study also proves that users of harmful drugs don’t limit themselves to the abuse of one substance only rather they tend or motivate to abuse two or more substance to maximize excitement. However, people combine and abuse substances that are common in the market and easily accessible to them. This behavior is creating a new group of multi-drug addict persons which will be perhaps more difficult to manage (DACA, 2005).

Recently, the Addis Ababa Police Commission have conducted a study on illicit drug trafficking and abuse in 10 sub-cities of Addis Ababa. As the study indicates, different types of drug are being abused and trafficked in different ways. The study investigates that a greater part
of illicit drug is used by younger persons. In this regard, many young persons are exposed to mental and psychological deficiency and the increment of local beer and alcohol abuse, khat houses, illegal video houses have contributed to the expansion of illicit drug use, substance abuse and trafficking in the city.

In addition to this, the Federal Police Drug Control and Prevention department had conducted a situation analysis of illicit drug trafficking and abuse through the country in 2003. The study shows that, there are various types of drugs that are being trafficked through the country among these heroine and cannabis are the most popular in terms of circulation and abuse. In the case of users /abusers and peddler/traffickers greater numbers are registered between the ages of 15-30, this indicates how drugs are used or taken by young persons. Since young persons are the productive force of the country, their engagements in drug trafficking and using leads to a big lose of rich human resource. Similar result was also found by the Federal Police Planning, Information and Research Department.

Table 1. Accused persons by act of illicit drug trafficking crime with in five Ethiopian fiscal years

<table>
<thead>
<tr>
<th>YEARS</th>
<th>9-15</th>
<th>16-18</th>
<th>19-30</th>
<th>31-50</th>
<th>Above 50</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1999</td>
<td>15</td>
<td>7</td>
<td>270</td>
<td>46</td>
<td>3</td>
<td>413</td>
</tr>
<tr>
<td>2000</td>
<td>6</td>
<td>70</td>
<td>181</td>
<td>34</td>
<td>1</td>
<td>393</td>
</tr>
<tr>
<td>2001</td>
<td>6</td>
<td>62</td>
<td>183</td>
<td>20</td>
<td>1</td>
<td>272</td>
</tr>
<tr>
<td>2002</td>
<td>15</td>
<td>84</td>
<td>187</td>
<td>23</td>
<td>3</td>
<td>312</td>
</tr>
<tr>
<td>2003</td>
<td>17</td>
<td>119</td>
<td>201</td>
<td>11</td>
<td>5</td>
<td>1642</td>
</tr>
<tr>
<td>Total</td>
<td>28.85%</td>
<td>62.24%</td>
<td>8.95%</td>
<td>100%</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: Federal Police Planning, Information and Research Department

All this studies point out the growing severity of the problem which is in need of taking urgent measures of prevention by the respective organs, laws and institutional framework that enhance enforcement of various ongoing control activities. The message here is, there is a need to design the multifaceted approach to control drug /substance abuse. For instance, giving license
to sale khat may be considered wrong as it serves as precursor to combined use of
drug/substance.

CONTENDING VIEWS OF THE PROBLEM

Attitudes toward substance abuse vary across various cultures and between social groups. Cultural factors affect public reaction toward substances abuse; variation in the perceived morality of drug use is evident in the different parts of the country. By avoiding the assumption that Ethiopian society is homogenous, it instead emphasizes the particularity of culture, place and distinctions that must be drawn between different drugs. While it is often asserted that Ethiopian’s drug problem is a new phenomenon, it is important not to ignore the historical experience of drug with in the society (UNDCP, 1999).

Traditional, religious and medicinal uses of cannabis and khat in Ethiopia for instance, influence society’s responses to the modern day manifestation of substance abuse. One can realize that, in the eastern parts of our country, for centuries chewing khat is a normal and socially accepted practice for children, youths, elders both males and females and also considered as religiously recognized activity. In the southern part of our country, alcoholic drinks are considered as one of regular food item. Furthermore, cannabis, its Amharic name “Ethefaris /Hashish” is used by monks to enhance relaxation and medication. All this views entails that the community has diversified attitude, knowledge, perception and culture toward various drug/substance abuse.

HOW THE PROBLEM GET SOCIAL RECOGNITION?

Media is charged with the dissemination of information to the public. Various kinds of social problems are getting recognition through media; among these drugs /substance abuse is one of them. There are various programmers on media using radio and television (through
The problem of Drug…. dramas and community conversation), news paper and magazines (through providing information on the existing problematic situation of drug/substance abusers and the charged traffickers).

To sum up, media is playing a major role in creating awareness for the community about the adverse impact of substance abuse. But still the problem requested unlimited effort to create a drug free community.

**DRUG AND SUBSTANCE ABUSES IN ETHIOPIA**

Researches which were conducted by Ministry of Health, Federal Police Commission, the Federal Police Drug Control and Prevention department, UNDCP rapid assessment result from a survey of health workers and teachers and other studies shows that khat, alcohol, and tobacco (collectively known social drug) and controlled drugs; narcotic drugs and psychotropic substances like cannabis/ hashish, heroin, cocaine, and morphine are commonly cultivated, trafficked and abused substances in most parts of the country.

Table 2. Major Substance of abuse in Addis Ababa, January 1998

<table>
<thead>
<tr>
<th></th>
<th>Health workers mentioning substances( % of 47)</th>
<th>Teachers mentioning substances( % of 50)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alcohol</td>
<td>92</td>
<td>60</td>
</tr>
<tr>
<td>Khat</td>
<td>94</td>
<td>76</td>
</tr>
<tr>
<td>Tobacco</td>
<td>89</td>
<td>50</td>
</tr>
<tr>
<td>Cannabis</td>
<td>62</td>
<td>20</td>
</tr>
<tr>
<td>Heroin</td>
<td>9</td>
<td>4</td>
</tr>
<tr>
<td>Cocaine</td>
<td>10</td>
<td>2</td>
</tr>
</tbody>
</table>

Source; UNDCP, 1999

People abuse substances such as illicit and social drugs for varied and complicated reasons, but it is clear that our society pays a significant cost. The impact directly or indirectly can be seen on health and its link to physical trauma. Jail and prisons tally due to trafficking
The problem of Drug…. shows the strong connection between crime and drug dependence and abuse. As a result, finding effective treatment for and prevention of substance abuse has becoming complicated.

Social/Licit Drugs

Alcohol-is one of the most frequently abused substances in Ethiopia and a starter substance, also a predictive substance of the possible abuse of other substances. It is found abundant in the country. Hence, a larger proportion of Ethiopian population is trapped in alcohol abuse in one way or another. Majority of the population use home produced alcohols like ‘tella’, ‘tej’ and local hard liquor ‘Areqe’. These are common products habitually abused especially by the commoners and are easily accessed at home and in market places in the rural villages too. (FANU, 2008).

In our country, alcohol abuse is increasing at an alarming rate because the number of bars and nightclubs are increasing by leap and bounds. Such facilities are usually well attended and business in always brisk. The kind of drink consumed is a mark of a person’s social status. Alcohol dependence and misuse has an enormous public health problem. “Medical records of drug treatment centers indicated that among those who have been admitted for drug related problems the majority are alcoholics” (DACA, 2005).

“Many studies have been made to analyze the attitude of drinking alcohol, then it was found that in different societies every culture has its own ethos or sense of decorum about the use and role of alcoholic beverage within its social structure”(DACA, 2005). This is evidence that diversity of cultural, social and economic experiences with alcohol abuse at national level.

Alcohol (beer, wine, and liquors) manufactured in Ethiopia is reported to have been 1,872,672 hectoliters in 2002. Which increase to 2,196,744 hectoliters in 2003 and slightly decreased to 1,337,074 hectoliters in 2004 (DACA, 2005).
Khat consumption has a long history in Ethiopia and the surrounding region, extending back at least 500 years. Historically, khat chewing is strongly identified with the Muslim community in our country, and also used for centuries in the eastern part of the country. Today khat consumption is widespread throughout the country at an alarming rate and abused especially by youth irrespective of their culture and religion. There are no laws restricting its use, although the government discourages it. Khat abuse begins at a young age and there seems to be no upper age limit for the average chewer (UNAIDS, 2007).

In our country, there is an emerging contest on the adverse social and economic effects of khat consumption, in which it is commonly presented in conjunction with a range of other illicit drug, implying its detrimental effects on personal health and contribution on the process of social breakdown. Because of these close association with other illicit drugs in public discourse on khat, an examination of the socio-economic dynamic of khat production and consumption is revealing for attitudes toward other illicit substances that people are often more reluctant to discuss in direct and open terms (FCND, 2008).

In our country, khat cultivation is an important legal industry and many tons are exported. From 1999-2000 Ethiopia earned about 60 million US dollar from chat export. Therefore, the khat industry is now fundamental to the Ethiopian economy. The national Bank of Ethiopia estimated that khat ranks the country’s third most valuable export next to coffee and hides. The economic value of khat as an earner of foreign exchange is also another significant factor in local debates about the regulation and prohibition (DACA, 2007).

The magnitude of khat use and its association with health, nutrition and socio-economic status has been well established in 1994, 1997 and 2001-2002. It is documented that a large segment of economically active adult population consume on a regular bases. All these studies
have indicated that person between the ages 15-34 years are the most frequent victims of this
substance. The prevalence was recorded as 64.9% and as low as 31.7%. Khat chewing is
increasing progressively in urban and rural areas. Students, farmers, housewives and other adult
populations engaged in other economic sectors are victims of it. In the rural areas about 54% of
the consumers had no formal education (DACA, 2007). Consequences of khat chewing include
physical illness, injuries, under nutrition, HIV/AIDS infection, sexual dysfunction and mental
distress.

Tobacco—is usually the drug of first abuse among children especially street children and youth in
Ethiopia. Many studies prove that tobacco smoking is caused by peer pressure. Tobacco is
known to act as a doorkeeper substance, and many graduate from tobacco to ‘hard’ drugs. In
view of the fact that people who do not smoke at the age of 20 years are quite unlikely to start
smoking later in life, there is a window of opportunity in preventing or reducing smoking among
youth. In Ethiopia, cigarette production statistics indicate an increase from 1.5 billion pieces in
2002 to 2.8 billion in 2004. Tobacco smoking besides being addictive it is a hazardous substance
and cause disease, disability and death (FCND, 2008).

Illicit Drugs

Cannabis—just like most other narcotic drug, it is a natural product under the international control
according to the UN single convention 1961 and its amendments, schedule I. It is perceived that
the expansion and cultivation of cannabis is more associated with the arrival of Rastafarians in
1960s, particularly into Shashemane and its surrounding areas. It has traditionally been grown on
Ethiopia’s monastic estates (particularly in Debre-Libanos monastery) being used by monks to
enhance relaxation and meditation. Its strong associations with religious use lead many people to
view it as a benign substance, its effect bringing enlightenment and tranquility (UNDCP, 1999).
In Ethiopia, total acreage under cannabis cultivation is increasing, because farmers with some land to space are being paid by cannabis producer to devote a small area of their farm land to cannabis cultivation. Consequently, cannabis abuse is becoming a serious problem and the numbers of abusers are also escalating from time to time mainly in the urban areas (DACA, 2005). Seizure statistics on cannabis indicates that the amount and number of traffickers was greater than other substances seized between the years 1990-1994. There is of course, marked fluctuation in the amount of substances seized. This perhaps indicates the level of sustainability of law enforcement efforts and attention accorded to the problem (FCND, 2008).

Table 3. Seizure statistics of cannabis abuse 1998-2002 in Ethiopia

<table>
<thead>
<tr>
<th>Description</th>
<th>1998</th>
<th>1999</th>
<th>2000</th>
<th>2001</th>
<th>2002</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cannabis(k/g)</td>
<td>316</td>
<td>8132</td>
<td>5224</td>
<td>150,559</td>
<td>11,305</td>
</tr>
</tbody>
</table>

Source: FCND (2008)

Between 1993 and 2003, the federal police seized 13,595kg of cannabis in the country at the same time there were 4404 people’s involved in the cultivation, trafficking and consumption of cannabis. This business was done by group, aged 13-15+ years. However 82.2 %(3653 out of 4404 persons) were groups between 13-30 years and the educational level the majority of the persons was between 9-12 grades. Nonetheless, there is no accurate data of crop size of yield about cannabis to data. This calls for urgent systematic detection and eradication.

Narcotics- abuse of narcotics including heroin and cocaine is not a serious problem in Ethiopia. However, report indicates that both substances are abused combined with substances such as khat, tobacco, cannabis etc. The federal police reported that considerable amount of heroin, cocaine; pethidin and morphine were seized between 1993 and 2002. The information is strongly
supportive of potential abuse and trafficking of such addictive substances. Hence the problem merits rigorous follow up and strict measures.

Generally, the use of illicit drugs is steadily expanding in Ethiopia. Combined use of illicit drugs is gathering momentum-creating multi drug addictive persons. Adolescents and young adults are the most affected at the same time the productive population of the country. Seizure statistics of illicit drugs is also suggestive evidence of the problem. It is well perceived that the synergy of illicit drugs and HIV/AIDS poses a potential disaster to the country. Although inadequate, some interventions are made by the federal police and Drug Administration and Control Authority of Ethiopia are being implemented to prevent and control the circulation and use of illicit drugs. However, the problem requires the implementation of effective interventions and policies backed up by law enforcement that interrupt the local circulation and smuggling of illicit drugs.

FACTORS WHICH CONTRIBUTE FOR THE WIDESPREAD USE OF DRUG AND SUBSTANCE

Drug and substance abuse usually associated with a number of related problems. Factors for drug abuse are many and multifaceted. In general, it can be categorized as direct and indirect factors.

Age- the most common age for the commencement of drug abuse is early teens. Adolescence is a time for trying new things. Teens use drugs for many reasons, including curiosity, because it feels good, to reduce stress, to feel grown up. It is difficult to know which teens will try out and stop and which will develop serious problems. Teenagers at risk for developing serious alcohol and drug problems include those: with a family history of substance abuse, who are depressed, who feel like they don’t fit in or out of the mainstreamed, etc.
Curiosity—an intrinsic desire to experience the unknown and this desire is especially pronounced during the age of strong peer influence or when many of youngster’s friends are experiencing drugs. Therefore, in the early teens, factor like peer pressure is most common reason for drug abuse. Adolescents are introduced to drug by associate and friends whom they know very well. They see drug use as a form of group identification.

Indirectly, contextual situations could be also factors for drug abuse. These include degree of commercialization, Ineffective parenting style, extent of prohibition (law), migration (refuges /living away from parents), conflict between parents, poverty, unemployment etc. An individual will run a risk of becoming drug dependant indirectly if he/she is uninformed the danger of the drug use, in state of poor health and is unsatisfied quality of life, he/she has a poorly integrated personality, living in unfavorable environment and is frequently faced with easily available dependent-producing substances. Environmental condition such as poverty, lack of nutrition, inadequate living condition, in state of poor health situation, illiteracy, social strife and overly intensive computation, migration and a host of other social dislocation are responsible, at least in part, for the creation of drug demand in many parts of the country.

Hence the primary objectives of public policy;

- To create awareness regarding the adverse consequence of drug and substance abuse
- To prevent the consumption, distribution, and production of harmful substances
- To bring attitudinal change among the society about the abuse substances

INTERNATIONAL AND NATIONAL LEGAL INSTRUMENTS ON DRUG CONTROL AND PREVENTION

Ethiopia is a party to all three international drug control conventions: 1961, 1971 and 1988. In November 1993, the transitional government of Ethiopia issued the National Drug
The problem of Drug policy.
The policy states that “Make the necessary efforts to deter the illegal manufacturing, distribution, and consumption of narcotics and psychotropic drug”.

Policy Gaps;

- Even though, the Ministry of Health is leading efforts towards creating an operational inter-ministerial drug control committee and developing a national drug control policy, there is no national drug control strategy has yet been formulated.
- Ethiopian authorities envisage a national workshop to define a strategy and plan of action whose title should then be "National Drug Policy" published by the "Drug Control Committee" within the Department of Pharmacy (UNAIDS 2007).
- The country has had no central body which co-coordinates anti-drug activities.
- Drug control does not appear among the top national priorities.
- The maximum sentence for trafficking of illicit drug is two to three years, which does not serve as an effective deterrent to using Ethiopia as a transit country.

ALTERNATIVES TO THE EXISTING POLICIES

“Drug problem requires multifaceted solutions to the extent they are a function of individual psychosocial needs which are themselves offshoots of the social structure of society” (UNAIDS,2007). For this reason, solutions must focus on demand reduction and supply suppuration policies through awareness creation, education and rehabilitation of addicts, crime prevention and control.

Alternative I-Integration of the demand reduction messages to school curricula.

Objective

✓ To bring knowledge, attitudinal and behavioral change among the youth group
The problem of Drug….

Strategies comprise:

- Drug and Substance abuse prevention education programs and co-curricular activities shall be embodied in the curriculum of schools and universities. Such programs might stand alone or, even better to be incorporated into a broad health or social skills units.

- Make serious efforts to raise awareness among the public, and in particular the younger generation, so as to the dangers associated with drugs, to encourage and promote juvenile behavior conducive to a drug-free way of life.

Responsible entities

- Ministry of education (direct responsible for the educational system in the country, the system encompass non formal adult education)
- Ministry of health (for providing treatment and rehabilitation services)
- Private sectors, community based organizations and NGOs.

Expected out come

- School and out of school youths will get at least the basic knowledge on the adverse impact of drug/substance abuse
- Present an ample opportunity for prevention of drug and substance abuse for teachers and students.

Expected impact

- A drug free community will be present

Alternative II - Make effective awareness creation among the farmers to substitute of illicit drug cultivation by other cash crop cultivation.

Objective

- To bring attitudinal among the vast portion of the farming community
Strategies

✓ Providing education that centralize farmers and promote their consciousness,

✓ Giving great attention for annihilating narcotic production demonstrating crop substitution to the farmers by introducing suitable and high yielding seeds like coffee, cotton etc

Expected out comes

✓ Large portion of the farming community will engage in producing cash crops and high yielding seeds

✓ Farmers attitude toward drug and harmful substances cultivation will be changed

Expected impact

✓ Attitudinal change will be obtained among the farming community regarding cultivation of drug and harmful substances

Responsible entities

✓ Ministry of rural development and agriculture through rural cadres “the agricultural extension workers”

✓ Different NGOs and private sectors

EVALUATION CRITERIA

Effectiveness

➢ Computability of the alternative policies to be achieved with out wasted effort

Efficiency

➢ Obtaining the best result (drug free community) with the least coast

➢ Professionals and technology are needed to solve the problem
Political feasibility

- Analyzing the alternative policies that can be implemented
- The deficiency of the analysis of public policy issues by governmental agencies is the slighting of political implications
- One way of bridging the gap between the desirable and the possible.

Fiscal feasibility

- Continuous and constant flow of budgetary resources such as social service (like rehabilitation services) and social protection programs

Administrative Feasibility

- The extent to which entities within the drug control, distribution, cultivation/production, and prevention system who are involved in deciding on and implementing controlling, productive, distributive, and preventive measures support those measures
- Do governmental organization, NGOs, Ministries carry out effectively?

STRENGTH, WEAKNESS, OPPORTUNITY AND THREAT (SWOT) ANALYSIS OF POLICY ALTERNATIVES

Strength - Government bodies and NGOs are aware about the problem. As a result they can develop rich experience in working the issues of drug and substance abuse. On the other hand, the issue is untouched area of social problem; it can hold the attention of policy makers and potential donors. The proposed programs are also affordable, manageable and practical for the implementers.
The problem of Drug…. 21

Weakness - the alternatives highly focus on youths and farmers with a less attention on other parts of the society.

Opportunities - the existence of international and national legal instruments which enables to address the problem. Media is also playing a significant role in advocating the prevention and controlling of the problem. Different concerned bodies are willing to fight the problem. As a result of all this, opportunities of the alternatives to be implemented will not be tricky.

Threats - The main threats of the alternatives are the perception of the society towards illicit drug use and cultural experiences. The society considers consumption of some drugs as an appropriate behavior. Consequently, without the support of local communities, demand reduction, supply suppuration measures and public policies are unlikely to be effective.
Comparison of Alternatives

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Alternative I Rate</th>
<th>Alternative II Rate</th>
<th>Justification</th>
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<tr>
<td></td>
<td>High</td>
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</tr>
<tr>
<td>Administrative</td>
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</tr>
</tbody>
</table>
ARGUMENTS ABOUT DRUG AND SUBSTANCE ABUSE

Different peoples may argue that substance abuse is not a social problem. Instead it is highly related to cultural and religious practice in our country. Therefore, discouraging from use of substances may be violating individuals’ right of practicing cultural and religious activities. Others may also suggest that, there are a number of social problems which has to be dealt urgently. Therefore, other problems should be integrated in to the school curricula.

My counter argument for the first group is that, even though it is mandatory to respect the cultural and religious right of individuals, most of religions did not allow for their followers to practice and use harmful things on their own lives and others. In terms of culture, we Ethiopians have a number of cultures which has to be supported and encouraged, at the same time there are also cultures which has to be suppressed. Therefore, due to the adverse impact of substance and drug abuse on the society particularly on the youth group drug and substance abuse has to be downcast.

For the second group, designing of educational curriculum is not an easy task. It needs a number of preparation and resource. Even though there are a number of social problems in our country, all those problems emanates from and related to poverty. If we fight poverty, most of our social, economic, cultural and political problems will be minimized. To fight poverty, the working group (youth group) has to be engaging in the fighting process (working day and night for development) rather than engaging in the abuse practice. Such kinds of attitudinal and behavioral change can come through the process of awareness creation.
SUMMARY

In Ethiopia, the use and trafficking of drug is gradually rising regardless of sex, age, religion and occupation. Growing urbanization, unemployment, shortage of urban facilities such as recreational centers age, and peer pressure seem to induce the expansion of drug /substance abuse and trafficking. In addition, ignorance about the harmful effects of drugs has also a great deal of contribution for the expansion of the problem.

To this end, I recommend alternative I (Integration of the demand reduction messages to school curricula) as the best alternative hence, creating awareness for the society starting from the grassroots level and preventing the problem is important than trying to suppress the provision (demand reduction is better than supply suppuration). Still the responsible bodies to implement the alternative are ministry of education, ministry of health community based organizations and different NGOs. In the case of the second alternative, bringing attitudinal change among the farmers is not an easy task and substitution with other cash crop production could not bring the lasting solution.
References


(http://www.parl.gc.ca/information/library/PRBpubs/pro0615-e.html, 2008)
The problem of Drug....