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

http://groups.google.com/group/ethiopian-social-policy-reader-2008

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A Proposal to Decrease the Impact of Divorce on the Family

Prepared for

Social Policy Analysis

By

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Impact of Divorce

Operational definition

divorce mediation – a non-adversarial means of disputes resolution by which the couple, with the assistance of a neutral third party, negotiate the terms of their settlement of custody, support, property and visitation issues.

family – is a specific unit formed because of marriage. It is also a group of people who are related to each other by blood or legal ties.

fault system – the legal situation in which a party seeking a divorce should produce evidences that show commission of marital faults, which made living together quite intolerable.

impact – Strong effect on something (family)

marriage – is the emotional, legal and economic commitment of two persons to share emotional and physical intimacy, various tasks and economic resources.

no – fault divorce- the legal situation in which a party seeking a divorce no longer has to prove grounds.

strengthening the family – is supporting and protecting family in order to enable it perform its functions for its members. This is through making a match between the needs and resources of the family and the support offered by the surrounding environment.

Strengthening marriage- is helping couples form purposive and planed union
Description of Social Problem

This paper is concerned with the impact of divorce on the family. According to Olson and Disfraim (2000), family can be defined as two or more people who are committed to each other and who share intimacy, resources, decision-making responsibilities and values. Family is the natural and fundamental unit of society and is entitled to protection by society and the state. Family operates as a group or family system. Therefore, everything that happens to any family member has an impact on everyone else in the family because the members are interconnected. Divorce is one of the major troubles that affect the family system. The effect could be with varying degree.

Who are affected and how?

Divorce affects all family members but usually economically weak one and their children suffer economic, social and psychological problems. According to Trask and Semhal (2007), most divorced women in Ethiopia are housewives. And these divorced women gain custody of children with out child support. Serkalem (2006) has reached to a similar conclusion that divorced women are economically weak and are usually engage in informal sectors like selling homemade products, collecting wood and retailing activities after divorce. This made their lives miserable. These single mothers are usually stressed. They believe themselves to be helpless to cope with the problems. Though not like long time ago, divorce is still not socially acceptable and the women face social pressures as well.

Divorce greatly affects children than it affects the spouses. As Federal Supreme Court Juvenile Justice Project Office Magazine (2007), divorce results in short and long term psychological complication on children especially if the divorce happens at their early stages. As most of the children gain custody to their poor mothers, they find it difficult to continue in their education due to the demand of producing an adequate income. As a result, they quit their education and join their mothers in income generating activities. Being raised by women is usually related to having bad behavior. They are usually labeled as “set yasadegew”.

On the other hand, Coulson (1996) states that divorce may be the best alternative for these people who are unable to improve their relationships. However, as Coulson (1996) mentions, there is very important precaution of the court in the US. “You can abandon your marriage vows, but only if nobody becomes a burden on society because of it”. This leads the couple to set mediation on financial and custodial arrangements of the separation, allocation
of marital property and provision for children. Couples who can negotiate a settlement through mediation are likely to find their divorce less painful than if they litigated the issue in the court. It is also beneficial to children as mediation encourages considering the best interest of the children.

Divorce litigation makes the spouses adversaries which also affects children. The process is designed to determine clear winners and losers. Once the spouses turn their cases over to attorneys, it may be too late to avoid the hostilities and expenses of litigation. According to Patterson (2001), 10% or less lawsuits end in decision at trial. The remainder 90% is settled at some point short of a trial verdict. The adversarial approach instead of mending the wounds of broken family, make things worse.

Severity of the divorce

The severity of divorce is that it threatens both the integrity and well being of marital life. If the spouses were economically self-sufficient, divorce would produce little or no effect on the life of the family members. As Trask and Semhal (2007) showed, 40% of the women in their study do not have any tangible property. Of those who have tangible property, many of them had only household goods. In situations of such significant disparities between husband and wife, some times one with good source of income and the other with no source of income at all, divorce means great loss to economically weak spouse and children. The problem of divorce is increasing where the traditional social support and care are weakening from time to time. According to Labor and social Affairs (1996), large number of families are today disintegrating due to poverty and swelling the number of a abandoned and street children in the cities. The law and customs governing family relationships are not paying attention to preserving families. Marriage is dissolute to just any reason. Marriage disputes, which could be easily managed by improving relationships, are ending in divorce.
Trends in divorce

The trend of divorce shows that the situation is getting worse worldwide. According to Olson and DeFrain (2000), the statistical trend in the United States shows that in 1996 there were approximately 1.9 million marriages and 1 million divorces were recorded. In this same document, divorce is higher in lower income couples, higher among blacks than whites, higher among people who marry at a younger age and higher among religiously mixed marriages. Among these, the highest rates of divorce (60-80%) is among women who marry in their teens, are of lower socioeconomic status, dropout of high school and are pregnant when they marry.

According to Tilson and Larson (as Cited by Serkalem), 45 percent of first marriages in Ethiopia end in divorce within 30 years. Similarly, according to the 1994 population and housing census in Addis Ababa (as cited by Serkalem), there were 1,722,391 individuals. Among these married were 506,852 while divorced were 97,147.

The legal trend has also contributed greatly to the increased divorce rate. In the fault-based divorce, only serious offenses were considered to have sufficient grounds for divorce. This minimized the divorce rate. However, this law has been changed to no-fault divorce where irreconcilable differences are made sufficient for divorce. This increased the number. As Olson and DeFrain (2000) stated, no-fault divorce increased the divorce across the 50 states of the United States. Getahun (2006) also stated that no-fault divorce law has actually increased the divorce rate in Ethiopia and became a threat to family preservation.

How divorce is defined

How divorce is recognized as a social problem

Divorce is labeled as a decline of family life (Lamanna and Riedmenn, 2000). Some scholars even say that no emptiness on earth can compare with the loss of love. The condition is recognized as a social problem because a significant number of marriages is ending in divorce. Because many marriages are ending in divorces, divorce is almost becoming the expected outcome of marriage. As a result, a large number of economically weak spouses and their children are already facing economic, social, and psychological problems. Observing that so many marriages are ending in divorce, many people do not marry. According to Olson and DeFrain (2000), people do not marry with the expectation they will divorce. In United States one in two marriages end in divorce. This is considered as
a sign of break down of family life. As Tilson and Larson (as cited by Serkalem), the 45% of first marriages in Ethiopian ending in divorces can suggest that our divorce rate in catching up with that of the U.S.

The contending views on recognizing divorce as social problem

There are contending views about whether the impact of divorce is worthy of attention by public policy. The family welfare Affairs at Ministry of Labor and social affairs (2000) has identified divorce as the main social problem in the family. In some countries, spouses are economically independent and no longer need each other for basic needs (Lamanna and Riedmann, 2000). In Ethiopian case, as Ministry of Labour and social Affairs (1996), 60% of all Ethiopian families live in abject poverty. The condition is worst for women who are family heads. Therefore, under such conditions survival is difficult outside of families for economically weak spouse and children. According to Lamanna and Riedmann (2000), the high divorce rate is a signal to the decline of the family. They recognized divorce as one of the social problems and proposed changes in state divorce laws so that divorces would be more difficult to get than they have been during the past three decades. They assumed that this would foster a renewed culture of marriage and encourage people to take marriage more seriously.

The other view is that divorce is not necessarily bad for family and making divorce harder to get is unrealistic these days. As Amato and Keith (1991) and Amato and Booth (1991) (as Cited by Oison and DeFrain), children whose parents were continuously and happily married are indeed the most successful in adulthood. Children of divorce or those whose parents remained unhappily married were less successful. The quality of the parents’ relationship is what is most important. Family historian Riley (in Olson and Defrain) argues that making divorce harder to get will not change the trend- it has become American tradition. Most people say they do want divorce laws to be tougher-- but not when the divorce is their own. To him divorce is not that much a problem. As family welfare Affairs team (2006), divorce seems a brief crisis that would soon resolve itself.
There are no such contending views of the cause of divorce. There is general agreement that change in the society is the main cause. They differ as what to do with it. One view is the changed culture of marriage through no-fault divorce laws. According to Lamanna and Riedmann (2000), these people want to restore that culture. Some states in the US enacted marriage covenant laws to make divorce harder. Covenant marriage requires divorcing spouses to prove fault and requires a significantly long waiting period between filing for divorce and its being granted in court.

The other view is that the binding strength of factors that bind marriages and families has lessened through time and view divorce as inevitable. These factors, according to Lamanna and Riedmann (2000) include economic interdependence; legal, social and moral constraints; and the spouses' relationship. Today, there is a decreased economic interdependence and women are free to divorce than they once were. As women's employment opportunities have increased, unhappy married women get the economic power, increased independence and self-confidence to help them decide on divorce. There are also decreased social, legal and moral constraints to divorce. The social constraints that once kept unhappy partners from separating operate less strongly now, and divorce is generally more acceptable. No-fault divorce laws eliminated legal concepts of guilt and made it easy to get divorce. Religions are also changed to be less critical of divorce than in the past. The expectation of ideal marriage among spouses is the other one. People increasingly expect marriage to provide a happy, emotionally supportive relationship. But couples whose expectations are more practical are more satisfied with their marriages than those who expect more loving and expressive relationships.

**Divorce through History**

Through history, divorce has been defined and explained differently. According to concise encyclopedia of psychology (1996), divorce is defined as a legal dissolution of a marriage. Like the divorce in the fault system, the aggrieved party asking for divorce was expected to show that the action was serious or constitutes repeated violation of the duties and obligations in a marriage and made living together quite intolerable. And derogatory expressions were attached to the divorcee like 'fet' and there was less chance for remarriage. The divorcees were considered immoral. Divorce was rare and there was considerable social pressure to stay married even if there were challenges. But now divorce is so accepted that it is becoming the expected outcome of marriage. There is less social pressure to stay married. Even the presence of children is not hindering it. According to Tefara, (as cited in Serkalem,
There is little social stigma towards divorce and divorcees have a high rate of remarriage. There is a shift from viewing divorce as an immoral practice to lack of compatibility.

My Arguments about the causes of Divorce

I completely agree with the point that changes in the culture of marriage and the weakening of the binding strength of factors that previously kept unhappy marriages together to increase divorce and its impact on family. As Olson and Defrain (2000), this discourages marriage as people expect they will divorce at some point. People invest in their marriages to the extent they expect them to stay intact. Stevenson (2006) mentions that weakening marriage contracts by making it easier for someone to exit the marriage change the incentive to invest in the marriage. According to Trask and Semhal (2007), most women in Ethiopia are housewives and invest in their marriage as homemakers. In their study, 40% of the women have no tangible property to retake during separation. Of those who have tangible property, many of them had only household goods. In the country where spousal support after separation is not secured, divorce results in great loss to economically weak spouse and children. The husband and the wife must be economically self-sufficient to benefit from such weakened contract.

I am not saying that we should make divorce harder to get for fear of its potential impact on family. This will contradict with the individual’s right to self determination. To encourage people to take marriage more seriously, it is possible to work the other way round - instead of making divorce harder to get, it will be realistic to strength marriage and family.

Therefore, my argument about the causes of divorce and related impact lies in lack of information during the process of formation of marriage and problems during marital life. As the Family Welfare Affairs Team (2006) mentions, there is no proper guidance and support for strengthening marriage and Family in the country. According to Damtew (2008), the Family Welfare Affairs has identified causes of marriage and family problem in the country. The causes for marriage problems are harmful traditional practices which include early marriage, wider age differences and abduction; economic problems, lack of information on marriage, gender stereotype, lack of faithfulness and difference in religion and culture. This study also identified the causes of family problems: unresolved disputes, poor economic life,
incurable diseases, and lack of family planning, physical abuse, irresponsiveness and addiction. In marriages and families with such problems, making divorce easy to obtain will not solve most of the problems. According to article 34 of the constitution (1995), the family is the natural and fundamental unit of society and is entitled to protection by society and the state. The state and the society have the responsibility to strengthen the formation of marriage and support families during their marital life. Based on the capacity of the country, there should be programs and services to strengthen the formation of marriage and support families at risk of divorce. As Olson and Defrain (2000), strengthening marriage and families must be a national priority to effectively deal with the multitudes of problems in our country. According to these writers, most of the problems with individuals and society either begin or end up in the family. Therefore, there should be policies and programs that emphasis preserving families and protecting children. This could be through encouraging personal strategies to manage marital life's difficulties. Encouraging families to be more intentional rather than simply drift without clear direction will help. Opening programs for couples and families is also necessary. For example, couple education program which focuses on communication and conflict resolution skills, reconciliation and mediation programs have to be considered. Similarly, premarital counseling program should be in place to reduce the risk of divorces. Premarital counseling is popular with most clergy in the United States. Such programs should be encouraged in religious institutions and in the communities in our context. Most protestant Christians have this service in Ethiopia and this experience can be strengthened and expanded.

Direct marital problems created by a couple or both couples, interacted with less attention paid to preserve marriages by the society and the state made divorce rampant. As a result, countless women and children are subjected to economical, psychological and social problems.

Failure of being mindful about the risk factors before forming marriage and during marital life is the major cause of divorce. Family welfare Affairs Team (2006), identified the predictability of divorce through presenting two groups of risk factors: static and dynamic. The static factors are those which are hard to change once couples are married. These include: personality tendency to react strongly or defensively, having divorced parents, having children from a previous marriage, having different religion, marrying at very young age, knowing each other for a short time and financial hardships. The dynamic factors are those that couples can change or improve if they work at it. These include difficulty in
communicating well, unrealistic beliefs about marriage, having different attitudes about important things, and low level of commitment. The spouses should consider these factors.

I also argue that the other cause of the impact of divorce on the family is the use of adversarial court litigation when ending marriages. According to Coulson (1996), divorce lawyers inflame the already fragile relationship between the spouses by encouraging them to go war to win the children and other spoils of divorce. The paid divorce lawyers get wealthy at the expense of divorcing spouses’. Lawsuits over equitable distribution and custody contests when they have to be decided by a judge generate hostility and can drag for many months. During such contested divorce, the spouses learn to hate each other. This affects the psychological, social and economic lives of the spouses and their children and hinders their collaboration to resolve disputes. Though the economic power of the spouses limit the extent of involving paid divorce lawyers, the hostility the litigation generates is also common in our context.

Therefore, I argue that divorce case applications presented to the court should be referred to court recognized mediation centers where the dispute will be settled with the help of a natural third party the mediator. They can agree to improve their relationships to stay together or on the terms of their separation. Based on the spouses need, the mediator can link them to marriage and family strengthening programs. The family court will approve what the spouses have agreed up on with the help of the mediator. This will give the family court to concentrate on serious family disputes and mediations ended by impasse.

Primary objectives of the policy

The primary objectives of a public policy strategy to reduce the impact of divorce in the family are:

1. Strengthening marriage and family
2. When divorce is inevitable, making it in a less painful way
3. Rehabilitate the victims of divorce particularly women and children who are usually vulnerable.

Identifying Policy solutions

The current policy

The current policy to reduce the impact of divorce lies scattered into different ministries and lacked a focused attention. They sometimes contradict each other. The
Impact of Divorce

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The constitution has granted marriage the right to be supported and protected by the society and by the state. When the family welfare section tries to strengthen marriage (Ministry of Labour and social Affairs, 2006), the Revised Family Law (2000) threatens the strength of marital life. According to Getahun (2006), the application of no fault law in Revised Family Code significantly increased divorce rate. As a result, the spouses with no independent source of income are left under severe economic, social and psychological condition.

To discuss about policy strategies to decrease the impact of divorce, it will be useful to focus on both family welfare and Revised Family Code. The family welfare under the Ministry of Labour and Social Affairs has no specific strategies for family welfare. The general strategies for all components of developmental social welfare policies (child welfare, youth welfare, family welfare, women's welfare, welfare of elderly peoples and welfare of persons with physical and mental Impairment) are the same and include community participation, partnership and coordination, research / studies, capacity building, programs and services, advocacy and awareness raising, gender issues, data bank system, social welfare related laws, follow up and evaluation and institutional arrangements. This is too broad and the components of the Ministry are unsure as how to translate the policy in to their respective area. Due to absence of specific family welfare strategies, little is done to strengthen marriage and family. There are also no strategies in Revised Family Code-just divorce cases are decided in the court system.

The entities responsible for carrying out divorce related policies are the Family Welfare Affairs under the Ministry of Labor and Social Affairs and the court.

The scope of the entities to reduce the impact of divorce is limited. Family welfare has done little through programs and services to reduce the impact. The court, on the other had, has increased the impact of divorce instead of decreasing it.

Alternative to the current policy

Alternative 1 Strengthening Marriage and family

The first alternative to decrease the impact of divorce on family members is strengthening marriage and families. According to Article 34(3) of the Constitution, family is the natural and fundamental unit of society and is entitled to protection by the society and
the state. Though the family law focused on equality of spouses during conclusion, duration and dissolution of marriage, it paid little attention to strengthening marriage and family. Divorce will not be a good solution for all disputes that arise in the family. According to labour and social affairs (1996), large numbers of families in Ethiopia are disintegrating due to poverty and related problems, thereby swelling the number of abandoned and street children in the cities. Social security programs could be considered to address such problems. Other programs that strengthen marriage and family relation have to be used. Strong families successfully manage life's difficulties in a variety of ways. There should be programs for encouraging such personal strategies of managing difficulties. There must also be programs which help the creation of intentional family. This is helping build family with clear direction. There must also be programs for couples and families which provides couple education, skill building that focuses on communication and conflict resolution skills and couple therapy for family members at chronic problems. Finally, premarital counseling programs to help families improve their relationships and reduce their chance of divorce have to be considered.

The main strategies to Strengthen marriage and families

This policy alternative uses strategies that strengthen the formation of marriage and strategies that help to strengthen the already formed family. The contribution of Family Welfare Affairs was not visible due to the limited mandate given to it. In this new policy, more responsibilities will be given to Family Welfare Affairs with its own strategies.

Policy issue: couples form marriage without gaining insight into actually or potentially troublesome dynamics in their future relationships. The purpose of the policy: to help couples form informed marriage and prevent potentially troublesome transaction ahead.

Strategies to strengthening marriage

- Organization discussions with traditional and grassroots’ institutions of the people (edir, mahber, religious institutions) on strengthening the formation of marriage
- Conducting discussion forums with the youth on developing practical expectations
- Training marriage and family personnel to have the required capacity to realize policy objectives
- Providing premarital counseling service to the would be couples
- Advocacy for incorporating marriage education in to school curriculum
- Awareness creation on harmful traditional practices relating to marriage
- Working on the enforcement of the law on minimum age limit for marriage

Strengthening Families

Policy issue: families disintegrate due to economic problem, lack of communication skills and lack of society and state support.
The purpose of the police: to help family developed communication skills, improve economic success and remain intact.

Strategies to Strengthening Families
- Improving family economic success by providing opportunity to work, earn a living wage that provides the basic needs of the family and build asset that grow with the family over time.
- Forming partnership forum among governmental and nongovernmental organization to reduce family problems.
- Building family support systems which encompass health care, child care, education and other essentials
- Building a nurturing and supportive environment for families such as access to affordable houses, strong neighborhood institutions and supportive social networks
- Providing couple education for improving patterns of relationships
- Rehabilitating families during emergency situations
- Working to revise family code so as to increase state commitment to support family.
- Extending the organizational structure to wereda level to reach out for marriage and family
- Conducting research studies on preventive, developmental and rehabilitative programs and services.

Responsible entity for carrying out the policy

In the earlier policy, there is no strong entity to carry out policy intentions. The responsibility was so fragmented that it was difficult to identify which is to do which. Family welfare Affairs under Ministry of Labor and Social Affairs was actually relevant entity to implement the policy. However, Ministry of Women’s Affairs take some of the
Responsibilities and children and youth desk claim that it is responsible entity to child welfare. However, such fragmented attempt to work with the family decreased the policy effectiveness and failed to strengthen marriage and family. The Ministry of Labor and Social Affairs (1996), focuses to work with six segments of the society: children, youth, the family, women, the elderly and persons with impairment.

Therefore, the Family Welfare under the ministry of labor and social affairs will be responsible for carrying out this policy. It should be instituted in such a way that it shall play significant role in strengthening marriage and family. Ministry of Women’s affairs and children and youth desk will be collaborators.

The scope

The scope of this policy is preventing divorce by strengthening marriage and family. It operates with the view that if marriage and family are supported and protected, they provide their normal functions, and divorce and its impact will be lessened. It is a policy to be implemented before it is too late to reconcile the spouse. Therefore, this policy doesn’t focus on rehabilitating already divorced marriage but focuses on intentional formation of marriage and saving marriage and family from divorce.

Alternative2- Divorce by mediation

When all attempts to strengths marriage and family fail and when marriage is to end, the process of ending the marriage should not be through adversary. When divorce is inevitable, it should be made in a less painful way. This will be solving marital disputes through Alternative Dispute Resolution (ADR), particularly through divorce mediation.

According to Dictionary of Conflict Resolution (1999), alternative dispute resolutions (ADR) are ways in which a society with a formal, state sponsored adjudicative process attempts to resolve disputes without using that process (litigation). According to Dictionary of conflict resolution above, alternative dispute resolution includes alternatives to the formal adversary method of trial or litigation. Thus it includes negotiation, mediation, arbitration and their variants.

The rising popularity of ADR in many countries is due to the increasing case load of traditional courts, the perception that ADR imposes fewer costs than litigation, a preference of confidentiality, the desire of some parties to have greater control over the selection of the individual who will decide their disputes. Similarly, Coulson (1996), recommends family disputes to be resolved using ADR. To him, litigation is time consuming and expensive, the
atmosphere is oppressive and the litigants and witnesses find the experience degrading. The testimony in domestic relations cases often discloses humiliating details of people’s lives. Lawsuits create family feuds that will go on for generations. In divorce battle, people want to punish their spouses by piling up legal fees. However they have to remember that the money paid to attorneys will come out of what is available to support the family. And he concludes that public courts should be the last resort.

Each alternative dispute resolution has its own salient features. Negotiation is an informal process where participation is voluntary and there is no neutral third party who facilities the resolution process or imposes the resolution. There is no rule, no required procedure or methods or no one can compel another to participate. Negotiation takes place in private and any offers made during negotiation are inadmissible in court to prove liability. Mediation is a form of negotiation but it is assisted by an impartial third party called mediator. The mediator has no authority to resolve the dispute, but helps the parties to communicate and to work out a solution to their problem. The mediator can suggest options that two parties may not have considered, typically known as mediator’s proposal but does not impose a resolution on the parties. Arbitration is a less formal litigation. Participation is typically voluntary, and there is third party who, as a private judge, imposes a resolution.

In divorce cases, the spouses come to a third party after exhausting negotiations. Arbitration as Patterson and Sea bolt (2001), is also criticized for “splitting the baby” rather than seeking more creative solutions. Therefore, it’s more suitable for commercial disputes. As Patterson and Sea bolt, ADR in the context of family almost always means mediation. Mediation is highly suited to resolve divorce because it promotes joint decision making and helps preserve relationships between the parties, this is especially important when children are involved.

Besides this, family disputes including divorces have common characteristics. The disputants are likely to be highly emotional and acrimonious. Spouses often not speak to one another and do not trust each other in any respect. There is likely to be imbalance of power between the parties, usually dominate husband and a wife with low standard of living for herself and her children. Marriage is largely a private matter, and spouses tend to keep their martial problems private. When divorcing, spouses want to make these private matters out. For this reason, divorce in front of the public is not advisable. Therefore, the most suitable way of solving divorce is through mediation.
Asfaw (2008), mentions that though traditional mediation is not a new concept in Ethiopia, the needs assessment he made come up with the importance of two relevant mediations in Ethiopia context. These are community mediation and court-annexed mediations. Community mediation is management and resolution of disputes at the grassroots level with trained mediators who understand cultural diversity of the community, or by community volunteers or a combination of the two. Court-annexed mediation is a process where a court-recognized mediation is available or mediation is mandatory as part of the litigation process for disputes that have already been applied to the court.

When divorce is mediated in the community or when court refers divorce case to court-recognized mediation centers, the divorce process will be handled in less painful way. Even at this stage, the spouses could have the chance to agree to improve their relationships and save the marriage and family from divorce.

According to article 34(5), constitution shall not preclude the adjudication of disputes relating to personal and family laws in accordance with religious or customary laws, with the consent of the parties to the dispute. Based on this, the Revised Family Code (2000) have recognized arbitration as a dispute resolution. However, mediation is more suitable to family disputes including divorce than arbitration. Therefore, divorce mediation should be recognized as a dispute resolution mechanism by the Revised Family Code.

Divorce by Mediation
Policy issue: The litigation process to end marriage creates hostilities between spouses and makes it painful to themselves and their children.

The purpose of the policy: when attempts to strengthen family fails, marriage can end in a non adversarial means where the spouses negotiate the terms of their settlement of custody, support, property and visitation issues with the help of the mediator.

The main Strategies for divorce mediation
- Training traditional and grassroots community mediators trough ADR to implement divorce related policy
- Forming ADR centers (organizational structure ) at federal, regional, zonal, and woreda levels (in social courts, CBOs and NGOs )
- Building the capacity of federal, regional, zonal and wereda level offices so that they provide quality mediation services
- Providing mediation services at low or no cost for family disputes
- Advocating for having healthy family and awareness raising on either preventing divorce or solving disputes in ADR mechanisms (through media and gathering)
- Ensuring the best interest of the child and well being of both divorcing spouses during the period of readjustment
- Working on the revised family code to include mediation as court recognized family dispute resolution mechanism
- Conducting periodic follow up and evaluation of the mediation services
- Conducting research and study on indigenous and other ADR mechanisms which help create peaceful resolution of marital disputes and yield baseline data on divorce.

Till the ADR centers gain strength and administrated by board of directors, they will be led by a partnership forum comprising of the social court, the CBOs and the NGOs ADR centers.

Responsible entity for carrying out the policy

Three entities will be responsible for carrying out the policy. These are social court, community mediation centers and nongovernmental organizations (like that of Ethiopia Arbitration and conciliation center). The social court mediates divorces referred to it by the court. The community mediators manage or resolve disputes at the grassroots’ level before the case is presented to the court. This will be in collaboration with wereda councils. Government recognized mediation centers can mediate divorce referred by court or divorce case applications directly by the spouses.

Draft legislation for the mediation will be prepared and will be included in to the revised family code as Dispute Resolution Act. Ethical standard of conduct for mediators will be prepared by a joint forum. Its implementation will be followed by the nearby justice system (court). They will be licensed based on the efficiency in mediating divorces. This will help to regulate the practice of ADR professionals. As Asfaw (2008) mentions, Ethiopia Arbitration and conciliation center has started the process.

The Scope

According to Asfaw (2008), the use of mediation as a dispute resolution tool is not a new concept in Ethiopia. However, as the society develops, it needs quality
services. The mediator is required to bring to the table the neutrality, skill and knowledge required to help the parties achieve a mutually satisfactory resolution.

At present, there is one nongovernmental ADR center- Ethiopia Arbitration and conciliation center (EACC). There are also few social courts, with collaboration with EACC, that are beginning mediation. Community mediation is not yet started.

Therefore, it will be effective to begin with a narrow scope which means staring the program as a pilot project, and extend the services based on the experiences gained.

Evaluation criteria for comparing policy alternatives

The criteria I use to compare policy alternative, include effectiveness in achieving desired objectives, efficiency with respect to use of resources, political feasibility, technical feasibility, cultural feasibility and sustainability. I compare the effectiveness of the two alternatives in decreasing the impact of divorce on family (which one is more effective?). With respect to efficiency, I compare the alternatives with their use of resources in alleviating the problem. This includes material and human resources needed. I will ask, “Which alternative effectively decreases the impact of divorce on the family with reasonable resource?” As to political feasibility, I compare the alternatives based on their likelihood of gaining acceptance by politically powerful body. This is usually related to winners and losers that are to be affected during implementing policy. The presence of special political situation, for example as regime changes, will increase its political feasibility. This means policy alternative are rated ‘high’ on political feasibility if they are not confronted with major political opposition. I compare alternative based on their acceptability by politicians.

For administrative feasibility, I compare the alternative based on their ease to implement the policy. This include movement to variety of locations, setting standards, transaction cost of monitoring and supervising activities, scope of corruption and technical complexity.

As to cultural feasibility, I compare the alternative as how far they are in line with the culture of the community and get their acceptance. For technical feasibility, I compare the alternative as whether they are technically less complex to enable the participants to implement the alternative. In comparing their sustainability, I see the alternatives in generating a constant flow of financial resources and maintain over time.
Comparing Policy Alternatives

In the table below, the relative importance of the policy alternatives are compared based on effectiveness, efficiency, political feasibility, implementation (administrative feasibility), culture, sustainability, and technical feasibility. The alternatives are rated as high, medium and low.

<table>
<thead>
<tr>
<th>Alternatives</th>
<th>Criteria</th>
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<tbody>
<tr>
<td></td>
<td>Effectiveness</td>
</tr>
<tr>
<td>Alternative 1: strengthening marriage and family</td>
<td>High</td>
</tr>
<tr>
<td>Alternative 2: Solving continued dispute through divorce mediation</td>
<td>Medium</td>
</tr>
<tr>
<td>Alternative 3: Combination of alternative 1 and 2</td>
<td>High</td>
</tr>
</tbody>
</table>

With respective to effectiveness, strengthening marriage and family is the stronger one. This is because most of marital disputes originate from lack of resources and communication problems. Through applying the strategies for strengthening marriage and family these disputes will be effectively resolved. Discussion with adolescents, marriage education at school and premarital counseling will all help the couples to form informed and intentional marriage. Training couples on communication and conflict resolution mechanisms help them solve disputes which have the potential to lead to divorce. Family strengthening strategies will solve much of lack of resources. Improving family economic success, building family support system and creating a nurturing and supportive environment can all contributes to alleviate lack of resources in the family. This preventive policy allows early detection and treatment of marital problem and stops the potential effect of divorce on the couples and their children before it is late. Therefore, it is an efficient alternative.

Divorce by mediation, though not as effective as strengthening marriage and family to decrease the pact of divorce, can contribute to some extent. Some family disputes are so serious that strengthening it will not solve the problem. For such troubled families divorce
mediation minimizes the effect of divorce on the spouses and their children. According to Coulson (1996), when divorce is undertaken thoughtfully by parents who have carefully considered the alternatives and the consequences for themselves and their children, divorce can also alleviate family problems. This is to say that this alternative is medium in effectiveness.

However, neither of the alternative is a magic bullet. Each serves some spouses leaving the others behind. Therefore, combining the two alternatives best alleviate divorce related problems. Strengthening marriage and family will reduce the impact of divorce through preventing the risk factors. On the other hand, divorce mediation best solves continued family disputes which can not be improved. To solve divorce related problems in all families, it will be best to combine the two alternatives. This is to say that the combined policy will be the most effective one.

As to political feasibility, divorce by mediation seems politically feasible since there is no winner and loser. One good thing about divorce mediation is reaching at mutual satisfaction among divorcing spouses making win-win type of resolution in the end. Due to long years of control over family disputes, the family court may not be welling to let cases go out of its hands. But this can be solved through improving the quality of mediation services and increasing transparency. Decentralizing the mediation services and bringing them closer to the community increases the political feasibility. Mobilizing the community for having quality mediation with in the community itself will also help.

Strengthening marriage and family may be contested as the redistribution creates winners and losers. According to International food policy research institute (2007), policies face political feasibility challenge if the losers are politically powerful and well connected. Making tax policies more pro-poor family will help to straighten marriage and family. However this will be politically difficult because the capitalist system in Ethiopia has positioned the losers at politically powerful status. This can be challenged by raising political voice of poor families for social security. On the other hand, the state can compensate the loser in some way. Such policies are feasible when introduced at “windows of opportunity”- that is when there is a change of government.

The combined alternative will be most feasible politically. This third alternative satisfies the interests of both kinds of families- those that want to improve their relationship
through the support provided to them and those, which exhausted working on their relationship and want to end their marriage. Effective mediation service facilities he management of after divorce crisis earlier and divorced spouses and their children will face little problem later. This leaves few families needing economic support from outside. As this puts less pressure on the losers, it is more likely to gain acceptance by politicians,

With respect to administrative feasibility, decreasing the impact of divorce by mediation is a stronger alternative. Most of marital disputes will be resolved in the community and in the court annexed mediation centers. This gives the family court to concentrate only on serious disputes. According to Coulson (1996), domestic relation cases are a majority of civil cases in state courts and divorce litigation is a larger part of it. According to his observation of the US, more and more separations are being arranged through mediation and the court only approves what the parties have agreed up on with the help of the mediator. Mediation is administratively feasible as the technical complexity of litigation process is avoided and the mediation processes is tailor made to the Ethiopian context. As the agreement is to be reached by both spouses, there will be no room for corruption. This contributes to its administrative feasibility. Similarly, strengthening the capacity of the community to demand quality mediation and to hold mediators accountable makes mediation administratively feasible. As the centers are to be located within the community, this reduces transactional costs of monitoring and supervising activities because they will be followed up by the near by court system. Ethical standard of conduct for mediators will be prepared by the joint form. The justice system will license practitioners based on their efficiently in mediating and regulate the practice. Therefore it possible to say that mediation is administratively more feasible.

Though strengthening marriage and family is an attractive alternative, it is difficult to implement due to large number of families needing the service. With the current capacity of the country, it is difficult to cover the cost of strengthening marriage and family in the country. It requires frequent movements across all levels of family welfare Affairs. Setting eligibility rules and the large scale of projects can cause corruption. Working with nongovernmental organizations which work with marriage and family will help in this respect. This alternative works on already institutionalized situation- Family Welfare Affairs under the Ministry of labor and social Affairs. It only needs, extending it to woreda level (Federal, Regional, zonal and then woreda levels). However, this demands many trained
professionals which cause technical complexity. This affects its administrative feasibility. Effective regulation of the programs and services through this structure can prevent corruption. Religious institutions, CBOs and NGOs can play a major role in providing services to marriage and families. Premarital counseling, marriage education and awareness creation on preventing harmful traditional practices can be delivered through trained members of these institutions. They can also contribute in strengthening family through providing opportunities to work, building family support systems and providing couple education. This also adds to its administrative feasibility. On top of these, strengthening the capacity of the citizens to demand public services and hold service providers accountable improve its feasibility. Generally strengthening marriage and family has medium administrative feasibility.

Combining the two alternatives will yield the highest feasibility with regard to administration. As the mediation service is to be located within the community, this decreases the need to move to variety of locations and minimize transaction costs of monitoring and supervising activities. As the mediation is not a new concept to Ethiopia, this makes it easy to implement with less room for corruption. This in turn helps the family welfare Affairs to minimize movements to variety of families, which would have caused much costs of monitoring end supervising activities. Working on clearly identified area will also decrease the scope of corruption. Combining the two alternatives divides the burdens and makes it easy to implement.

With respect to efficiency, the strong alternative for decreasing the impact of divorce is divorce mediation. According to Asfaw(2008), mediation, particularly community mediation is relatively cost effective to launch in Ethiopian context. He proposes that this could be co-sponsored by EACC, the local private and government agencies, kebele neighborhood associations and other community organizations. Besides this, he mentions that it is possible to add up on EACC trained kebele social court judges and registrars and other mediators from different regions for personnel need of the mediation service. According to EACC coordinator (Haregewein, personal communication, April 7, 2008), the center has started giving mediation trainings to judges in the social court from five regions: Tigray, Bahr Dar (Amhara), Dire Dawa, Awassa (SNNPR) and Nazret(Oromiya). As to the beneficiaries the service is to be available on limited or no-fee-for- service basis. Therefore, these situations made mediation efficient. As compared to litigation, this is more pro-poor
alternative. With reasonable cost for establishing mediation centers and fulfilling personnel need, it is possible to serve a lot of people. Strengthening marriage and family is a challenging alternative with respect to efficiency. This is largely related to resource constraint and high demand on the user side. This needs reforming budgetary process and tax system. Increasing tax revenues on wealthier households will expand public spending for strengthening marriage and family. This increased contribution will help for improving efficiency of the program. However, this may face oppositions from tax payers.

As Ethiopian is resources deficient country, the available personnel and material resource must be efficiently utilized. Combining alternatives one and two will make best use of those resources.

Once mediation centers are established, mediation makes use of mediation skills in the community itself and helps community solve family disputes with little or no cost. Similarly, family welfare affairs will use the limited resource and trained professionals efficiently for at risk families. This avoids repetition of services. Therefore, it is possible to say that the combined alternative is the most efficient solution.

Though both alternatives are culturally feasible, divorce by mediation outweighs. There is a strong cultural tradition of strengthening families at risk in the country. Despite the economic constraint in the country, there is a long tradition of reaching out to families. The cultural problem is reflected on strengthening marriage. In some part of the country, families arrange marriages to their children at lower ages. It takes more time to change such harmful traditional practices. As to mediation, Ethiopia has its own long and rich culture of communities resolving disputes through mediation or similar process. As Asfaw(2008), the only difference is bringing to the table the neutrality, skills and knowledge required to help the parties achieve a mutually satisfactory resolution. Therefore, mediation is culturally welcomed more than strengthening marriage and family.

When the two alternatives are combined, the policy will be even more culturally feasible. When conducting divorce meditations, some families may want to improve their relationship and want to continue their relationships. Such families will be linked to programs for strengthening family. Reaching out to families when they are in need and solving continued marital conflicts through mediation are both culturally acceptable solutions in Ethiopian
As to sustainability, divorce mediation is the stronger one. It has long been recognized as an efficient and inexpensive means of resolving dispute in the country. According to Asfaw(2008), only its institutionalization as an ADR mechanism is a relatively recent one. Its sustainability will be ensured by passing laws which regulate the accreditation, practice and conduct of mediators and other ADR practitioners. As Asfaw(2008) mentions, EACC sponsored draft legislation submitted to the parliament is designed to regulate the practice of ADR professionals. Its ratification and subsequent amendments will sustain the program. Grounding divorce mediation in cultural, socioeconomic and legal framework ensures its sustainability. Community mediation program will be funded by the community, but with support from private or public monies. The service will be provided with reasonable cost with in the community. According Asfaw(2008), to insure the sustainability of court annexed mediation program, it is necessary to involve the stake holders (judges, lawyers, justice sector, public interest organization, government decision makers, ADR service providers, etc) in meaningful consultations.

The sustainability of strengthening marriage and family is a bit doubtful. The poor economic condition of the country and the lack of stable political system in the country hinder the sustainability of the strategies. Most of the strategies need larger scale projects which are sometimes covered by donors. When funds stop, the sustainability will be in question.

The sustainability of the policy will be enhanced by combining the two alternatives. When most of divorce cases are fairly mediated, only few cases will be left behind and need external support. Besides this, the service can be run constantly with reasonable amount of money. As the practitioners are there with in the community, there will be no turn over of practitioners. This helps the family welfare Affairs to spend available resource on strengthening marriage and family with out expecting much from donors. The combination of the two alternatives will help to make constant flow of financial resources and maintain over time

Technically, divorce mediation is more feasible than strengthening marriage and family. Mediation has long been in the country in its traditional form. By providing mediation trainings to community volunteers, it is possible to make it technically less complex for the community to use it.
As to strengthening marriage and family, it is medium in its technical feasibility. Discussions, advocacy and awareness raising activities are feasible. But providing premarital counseling, giving couple education, improving family economy are some of the activities that are technically less feasible. They demand professional training. However, this does not mean that community cannot implement them; it is to say it is less feasible than divorce mediation.

As to technical feasibility, combining the alternatives will improve its technical feasibility. The provisions of mediation training to community volunteers enable the community to solve marital disputes in a less complex way. This will give time to professionals working with families to train community members to provide family services. For example, they can train religions institution to provide premarital counseling, couple education, and the like. The combined policy will make family services technically less complex for the community to use.

Generally both alternatives have strength and weaknesses. Alternative 1 is efficient to reduce the impact of divorce through early detection and timely support to marriage and family respectively. Since the program is to be run by family welfare Affairs, most of the administrative structures are already in place. However, the large number of families demanding the service makes its administrative feasibility medium. Family takes up a lot of cost and demands making tax policies more pro-poor. This produces losers who can affect its political feasibility. Working to avoid long lived harmful traditional practices on marriage and family will face some cultural challenges. The limited resource of the country will challenge its sustainability.

On the other hand, as the mediation centers are to be more accessible to the community at low or no price, it can be run with reasonable cost. As there would no loser in the process of mediation, this increases its political feasibility. Divorce mediation is culturally feasible as it has long been exercised in a traditional way. It empowers community over its dispute. The low cost and the cultural feasibility of mediation will yield greater sustainability for the program. But divorce is not as efficient as strengthening marriage and family. It is aimed to serve spouses who are not able to improve their relationship through alternative one. As mediation needs the establishment of new organizational structure at all levels, this decreases its administrative feasibility. The fact that it is going to be implemented by three entities
namely the social court, the NGO mediation centers and the community mediation centers can affect its administration feasibility.

As the first two alternatives are complimentary in solving divorce related problem, it will be reasonable to use a policy that combines the two alternatives. Strengthening marriage and family benefits those who want to pursue in the normal functioning of marriage and family. Divorce mediation entertains those relationships that have exhausted the chance of continuing. Besides these, combining the two alternatives avoids the deficiencies of each alternative as can be seen from the rating.

Presentation, explanation and defense for the concluding argument

I recommend the combination of the two policies to decrease the impact of divorce on the family.

This will be the best solution to solve the problem. As discussed earlier, both alternatives have strengths and weaknesses. Strengthening marriage and family will decrease the impact of divorce by detecting and treating the marital problem before it is late. However, unhappy marriages continue being troubled despite attempts made to strengthening marriage and family. According to Coulson (1996), divorce by mediation is important to minimize the impact of divorce for such disturbed families. Mediation creates secure kinship relationship for the future. On the other hand, many family disputes originate from unplanned formation of marriage and lack of attention paid on families by the state and the society. This could be solved though strengthening marriage and families. By encouraging intentional formation of marriage, by developing conflict resolution skills of spouses, by improving the economic status of families, divorces and their impacts can be decreased. Therefore, combining the two alternatives best decrease the impact of divorce on families.

The policy will be implemented by network of Family Welfare Affairs under the Ministry of Labor and Social Affairs, Social Courts under Ministry of Justice, and Mediation centers. Strengthening marriage and family will be implemented by Family Welfares Affairs. Divorce Mediation will be implemented by Family courts, Social court, and community mediation centers and NGO mediation centers like that of EACC. The social court mediates divorces referred to it by the court. The community mediators resolve disputes at the grassroots’ levels before the case is presented to the court. Government recognized non governmental mediation centers mediate divorces referred to it by the court or direct divorce
case applications by the spouses. The family court will approve the mediations made by the stakeholders. Therefore, the policy will be implemented by a network of the stakeholders.

The key decision points to be encountered during implementation are:

- Getting the policy approved by the stakeholders
  - Court - to recognize mediation as an alternative dispute resolution to litigation
    - Pass laws to regulate the practice of mediation professionals and other practice
  - Family welfare - decide on the relevance of the policy
  - Decision makers – the final approval to be made by government decision makers

- Forming partnership forum among the court, mediation centers and family welfare affairs
- Establishing organizational structures for implementing the policy
  - Extending family welfare affairs up to woreda level
  - Establishing mediation centers at all levels
- Deciding on the cost of running the program and the process of service delivery
- Forming board of directors for administrating ADR
- Making agreement with ministry of education to incorporate marriage education in the school curriculum

The most significant challenges in implementing the policy effectively and efficiently are limited resources in the country and incorporating mediation in the legal system (institutionalizing). Strengthening marriage and family needs considerable amount of money. It needs government’s added commitment to marriage and family and placing family at the center of development issues. To make divorce mediation successful, it is necessary to ground it into legal framework. However, it can take time to the government to come to know the constructive role divorce mediation plays in fostering harmonious relationship between spouses and enhancing good governance.

The time the policy takes to achieve the desired outcomes depends on the nature of the strategies. Solving marital disputes through divorce mediation can achieve its purpose with in six months after the implementation of the policy. However, strengthening marriage and family can take years to enjoy its outcomes. Strengthening marriage can achieve its intended out come beginning from one year after implementing the policy. But strengthening families in this resource limited country needs more time. It takes five years for this side of the policy to achieve the desired outcome.
Generally, divorce is one of the social problems which affect members of a family. Though all family members are affected, economically weak spouse and their children suffer economic, social and psychological problems.

Divorce is caused by harmful traditional practices, economic problems and lack of awareness on commitments in marriage, stereotyped gender role, lack of faithfulness, religious and cultural differences and sexual incompatibility. These problem are related either in the formation of marriage or when living in the family life.

Therefore, by strengthening the formation of marriage and helping couples in the marital life will significantly decrease divorce and its impact on the family life. However, when strengthening marriage and family doesn’t bring change to the couples and the dispute gets worse over time, peaceful separation of the spouses by mediation can bring relief to the spouses and their children.

Expected challenges to the argument

Some people undermine the impact of divorce on the family. They think marriage is a contract and spouses have to live together as long as the relationship is mutually satisfying. They think that they have to replace the unhappy marriage with a happier one (Lamanna & Riedmann, 2000). These spouses enter the union as if their marriage could end, according to Lamanna and Riedmann, and it is more likely that it will.

Some others are mindful about the impact of divorce on the family. According to Lamanna and Riedmann, some policy makers propose changes in state laws so that divorce would be more difficult to get. The assumption is that making divorces harder to get would foster renewed culture of marriage.

The other expected challenge comes from justice system of the country. Family disputes have long been “resolved” by traditional mediators and the court system. When most of divorce cases are to be handled by trained mediators, the court may think that its role is replaced by mediators. They may also doubt the effectiveness of the mediation services.

The government may also be unwilling to be fully committed to put family at the center of development agendas. This is due to limited capacity of the country to support poor families.
The final challenge could be with respect to the evidence I cite to defend the selection of combined policy. They can question its implementation as the policy goes to two ministries. Strengthening marriage and family is going to be implemented by family welfare affairs and divorce mediation is going to be overviewed by ministry of justice. As most of the evidences come from America’s experience, they think that it doesn’t hold true to our context. As there is no comprehensive study made in the country relating to divorce, some may think that the evidence doesn’t show the country picture.

However, a close examination of the problem proves the argument to be true. As to considering divorce to have huge impact on family, particularly economically weak spouses (usually wives) and their children is well explained by family expects. According to Lamanna and Riedmann (2000), fulltime homemakers have fewer or no marketable skills, no employment record and no pension. Nor are they in a position to pursue education or job training. When they suddenly find themselves divorced, the result is really devastating for them. According to Dueck (2004), the impact of divorce on children causes lasting damage in many areas of their development. This is related to an increase in the incidence of emotional, psychological, behavioral and physiological problems for the child involved and these negative outcomes have long-term and sometimes life long effects. Therefore, the commitment of spouses to each other and to their children should not be that simple. Divorce really has a huge impact on the family

Making divorce related laws responsive to strengthening marriage and family is necessary. However, trying to preserve unhappy marriage can cost the spouses and their children their lives. As Coulson (1996), for unhappy and continued dispute, divorce can be better for the entire family. Divorce is not necessary bad, the quality of the parents’ relationship is what is most important.

As to the expected challenges of the government and the justice system, strengthening marriage and family and conducting the mediation service in line with the country’s capacity and culture will avoid the challenge. Staffing the structures with experts can also decrease the challenge. The formation of marriage and helping family during marital life will be implemented with the combined effort of government’s commitment to family and securing funds from donors. Government structure is already in place and what is expected is incorporating this new policy in to the existing institution (even though the family welfare Affairs has no strategies). The justice system should also trust mediators as coworkers who are lessening the court caseloads and helping the family court to concentrate on more
complex cases. The court can regulate the practice of ADR professionals through passing laws. This will help to regulate the accreditation, practice, and conduct of mediators and other ADR practitioners.

Though most of the evidences in this paper relate to the US experience, evidences are also cited from Ethiopian context. The similarities of the impacts show the universality of the impact of divorce on family. Due to poor economic situation of the country and the monopolized trend of dispute resolution in the court, the situation is worse here than the US. The writer also mentioned the importance of tailor making experiences to Ethiopian context.

Some people may think that I made ambitious conclusion. But by mobilizing the available resources and added commitment, the conclusions will be realized.

I am saying that this policy is one of a balance between strengthening marriage and family, and solving disputes by divorce mediation. Strengthening marriage and family will decrease the impact of divorce for relationships that can be improved. As Myers (1996) puts it, we learn behaviors through conditioning and therefore we can unlearn them. The writer strongly believes with the capacity of individual to change. But for those who are not willing to improve their relationship, ending the continued dispute in a more humane way can still decrease the impact of divorce on the family.
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1. INTRODUCTION

This paper is about domestic violence against women as a social problem. I chose to work on this areas because I have witnessed so many challenges and problems faced by women as the result of violent relationship. In addition to this, analyzing these challenges, problems and their consequences has got policy implication.

2. OBJECTIVE

- To define domestic violence
- To analyze government policies and laws on domestic violence
- To identify policy alternatives
- To evaluate policy alternatives and make recommendation

3. METHODS

Document review was one of the main methods applied for this paper. My argument which is based on my work experience, observation and readings is also used to supplement the document review.

4. BACKGROUND

Violence is a wide spread and growing problem in practically all societies. It takes many forms and occurs in all settings: at work, in the home, in the street and the community at large. It affects both female and male of all ages. However, there are important differences between women and men in the forms, the nature and consequences of violence. Most violence is perpetrated by men against women, what ever the age of victim (Heise, 1998).

Apart from random violence to which every one is susceptible, women face particular form of violence in their marriage life or with in the family that is domestic violence (Rakeb, 1997). Domestic violence against women continues to be a global epidemic that kills, tortures, and disfigures women- physically, psychologically, sexually and economically. It exists in every country, cutting across boundaries of culture, class, education, income; ethnicity and age. It is one of the most pervasive of human rights violations, denying women equality, security, dignity, self- worth and their right to enjoy fundamental freedoms (UNICEF, 2000).
There is still no universal agreement on the definition of domestic violence. It varies considerably, partially because acts of abuse take a many forms and involve women and men as a victim as well as perpetrator. However, the United Nations Declaration on the Elimination of Violence against Women (DEVAW), which was adopted in 1993, has given a fairly well circumscribed definition of domestic violence as violence perpetrated by intimate partners and other family members, and manifest through physical, sexual, psychological and economic abuse.

**PHYSICAL ABUSE** Such as slapping, beating, arm twisting, stabbing, strangling, burning, choking, kicking, threats with objects or weapon, and murder. It also includes traditional practice harmful to women such as female genital mutilation and wife inheritance.

**SEXUAL ABUSE**: Such as coerced sex through threats, intimidation or physical force, forcing unwanted sexual acts or forcing sex with others.

**PSYCHOLOGICAL ABUSE** which includes behavior that is intended to intimidate and persecute, and takes the form of threats of abandonment or abuse, confinement to the home, surveillance threats to take away custody of the children, destruction of objects, isolation, verbal aggression and constant humiliation.

**ECONOMIC ABUSE** includes acts such as the denial of funds, refusal to contribute financially, denial of food and basic needs, and controlling access to health care, employment, etc

The family is often equated with sanctuary-a place where individual seeks love, safety, security, and shelter. But the evidence shows that it is also a place that put in dangers lives, and breeds some of the most drastic forms of violence perpetrated against women (ANDBC, 2008). This fact challenges the belief in most societies and cultures about family. One thing that has to be noted is that family violence, though they start with minor and rare abuses, can grow to a more frequent and serious ones. A fact sheet published by Cornerstone presented the following sketch of a continuum of family violence, which shows the possible advancement of the problem from seemingly “simple” to the most severe one.
Thus, it can be understood from the above continuum that no violence can be taken as simple for a cruel development of it is unavoidable.

5. PREVALENCE AND TRENDS OF DOMESTIC VIOLENCE

5.1. Country Prevalence

As is documented in a number of studies, domestic violence is the most prevalent but relatively hidden phenomenon. It is one of the most unreported and thus undocumented violent acts. The fact that such offences are considered as a family matter and minor offence, social pressures to uncose “family secrets”, the often economically dependent state of the victim on the abuser and fear of subsequent and more severe violence are some of the major reasons commonly cited as causes for the meager report rate of the incident.

However, studies based on available statistics in the area have come up with estimates which show the severity of the problem even in their limitations mentioned above. For instance, a study by UNICEF concluded from a research conducted in 2000 that from country to country, between 20 and 50 percent of women have experienced physical violence at the hands of an intimate partner or family member (UNICEF, 2000).

A research conducted in Meskan and Mareko district in south central Ethiopia shows that 59% of women suffered from sexual violence, and 49% from physical violence by a partner at some point in their lives. During the twelve months prior to the survey, 44% of women reported sexual violence and 29% suffered physical violence. Major lifetime mental health problems include depressive episode, Somatoform disorder and recurrent depressive episodes diagnosed in 6%, 3% and 2% of the women, respectively (Yegomawork et.al,2003).
A Multi-country study on Women’s Health and Domestic Violence against Women, sponsored by WHO was conducted between 2000 and 2003 among women in different countries including Ethiopia found out that about 71% of ever parented women in Ethiopia experienced one or the other form of violence (physical or sexual) or both over their lifetime. It also indicates that 59% of Ethiopian women interviewed have faced sexual violence while 49% have experienced physical violence from an intimate partner (WHO, 2005).

Despite the limitation in geographic coverage, a nation wide survey conducted by Ethiopia Women Lawyer Association (EWLA) is comprehensive enough to represent a large part of Ethiopia with respect to the prevalence of domestic violence. It also substantiates the findings of WHO study. The wife battering, insult and disrespect, and intimidation depicted in figure 1 are the major types of DV in all regions except for Nazareth sites in which intimidation is a minor DV with lower prevalence. Wife battering is a physical abuse which could lead to body injury while intimidation, insult and show of disrespect to woman spouse leads to psychological abuse (ANDBC, 2008)

![Figure 1 (Source: ANDBC, 2008)](image-url)
5.2. Trends of Domestic Violence

While current data are not comprehensive enough to show precisely the trend of domestic violence, they provide compelling evidence that women are experiencing the growth of domestic violence. As a result of significant preliminary studies, police and media reports its prevalence is extremely high and is growing at a rapid rate among all classes, cultures, age, economic and religious groups. This could be due to the fact that the domestic violence crime has increased or more and more people are coming forward to report such cases to the police. It is also possible that the combination of these factors has contributed to the increased number of crimes (Original, et.al, 2005).

The report of violence against women in 28 Woreda Police Stations in Addis Ababa from 1988-1994 E.C substantiated the claim of Original. It shows VAW being reported had increased over these years, but the reason: more reporting or more violence is not fully established yet (ANDBC, 2008).

### Trends of Domestic Violence in Addis Ababa

![Trends of Domestic Violence in Addis Ababa](chart.png)

Source: (BERCHI, 2004)

6. DOMETIC VIOLENCE AS A SOCIAL PROBLEM

Domestic violence historically has been viewed as a private family matter that need not involve government or criminal justice system. Until recently, law enforcement agencies and policy makers also viewed domestic violence as a relatively minor social problem. The main reason for the delay in its recognition as a serious social problem is that the responses to DV are influenced by cultural and social values. This trend is positively changing and public awareness about DV is improving (Original, et.al, 2005).
A Multi-country study on Women’s Health and Domestic Violence against
Women, sponsored by World Health Organization (WHO), a nation wide survey on DV
and different preliminary studies published by EWLA in the Annual Journal named
BERCHI, the Ethiopia Demographic and Health Survey (CSA, 2005) which covers the
whole country and tried to see the perceptions and attitudes of men and women towards
DV and a retrospective survey conducted by African Child Policy Forum in Ethiopia,
Kenya and Uganda (2006), with the objective to capture the voices African girls who
have experienced violence are some of the published reports that contribute in improving
the awareness and recognition of DV as a serious social problem.

Considering the prevalence and consequences of DV the Voice of Eve which is a
weekly FM Radio programme of Panos that broadcasts educational programme brings
together various stakeholders: victims of violence speak out, experts analyze the causes
and consequences of violence, religious leaders explain whether or not religions justify
some aspects of violence, and policy makers explain their policies. Besides, Family
Conversations: Let’s Tell the Secrets; Conference Proceeding, A.A June 2007 (Organized
in celebration of the Women’s Month) and The six fora between January and June 2002
with the aim of looking in to the root causes of violence by Panos Ethiopia are some of
media events and lobbying by interest groups which have their own contribution for the
recognition of DV as a social problem.

Moreover, activism, initiated by victim advocacy groups and feminist groups, has
led to a better understanding of the scope and effect of domestic violence on victims and
families, and has brought about changes in the awareness of the society and criminal
justice system’s response. In addition to this, no doubt that the new constitution which
expresses the system’s political will and efforts of women organizations, including
women affairs offices at all levels, have contributed for the transformation being
observed (ANDBC, 2008).
7. CONTENDING VIEWS ON THE CAUSES OF DOMESTIC VIOLENCE

Personality abnormality and alcohol and drug use are identified as causing violent psychopathological tendencies in humans (Gelles and Straus 1979 quoted in Abane, 1997). However, for some scholars drunkenness is perhaps best seen not as a cause, but as a condition that co-exists with it. (Tigist, 1998). Others view violence as a learned phenomenon. Violence may be learnt as a means of resolving conflict and asserting manhood by children who have witnessed such patterns of conflict resolution (UN, 1989). There are also people who argue that there is close connection between the occurrence of violence and social and economic deprivation. It creates a sense of frustration and repression, which predispose families to abusive behavior (Elliot, 1996). Others claim that several complex and interconnected institutionalized social and cultural factors kept women particularly vulnerable to the violence directed at them, all of them manifestations of historically unequal power relations between men and women (UNICEF, 2001).

8. CAUSES OF DOMESTIC VIOLENCE

Domestic violence is a complex issue which is subjected to personal, situational and socio-cultural factors. Therefore, there are a number of factors that determine the reasons for domestic violence. These factors challenge to come up with causes of domestic violence that fit to every individual, family and community in the country. Nonetheless, based on my work experience and readings I argue that the root cause of domestic violence is unequal power relationship between men and women, which is a reflection of patriarchal/ male dominated cultural values, economic inequality and poor implementation of law. These factors are treated as primary causes of domestic violence while the pushing factors behind are treated as secondary causes.

Patriarchal cultural values serves as a cause of gender inequality because it affirms quite substantive areas of dominance of men and the subordination and exploitation of women. It is perpetuated directly by using violence indirectly by cultural rationalization. It is further reinforced by the societal expectation of how women and men should act. This is to mean that there are characteristics that are prescribed for women (submissive, obedient, passive, silent etc.) as well as men (aggressive, active, and
independent). These all expectations/prescribed characteristics are social and cultural construction based on the notion of male superiority. They are created not only to enhance but also to justify violence. Such kind of characteristics are learned and reaffirmed for children and adults within family, peers, school and media through ordinary interaction and socialization.

The second factor is mainly attributed to a lower social status given to women and the resulting powerlessness and discrimination against them in terms of access to, and control of resources and opportunities. As the consequence of this women excessively bear the burden of poverty and the resulting powerlessness in which they have no power to prevent violence and escape from an abusive relationship. In addition to financial dependence, fear, isolation, guilt and shame and wanting to keep the family together trapped women in abusive relationships.

Capacity deficiencies of law enforcement officials also contribute to the imbalance of power. This is mainly because police officers and courts are often reluctant to intervene by making an arrest or imposing any significant sanctions, and often chose instead to imply counsel the couple and/or ask one of the parties to leave residence for a period of time. This is largely because of their poor gender awareness and attitudes. Moreover, there is no detail procedural guideline regarding intervention and investigation of domestic violence which makes it difficult to implement the existing laws and identify who is responsible and accountable for it. This also encourages them to view it as a misbehavior offense or minor crime. The sum of all these make it difficult to take the laws seriously and try to implement it. As a result, the abuser learns that not only is the behavior justified, but also it is acceptable.

Taking into consideration the effect of domestic violence to the community in general and women and children in particular policies targeted towards elimination of domestic violence in the country should come up with a clear strategy of promoting gender equality; and their primary objectives should be targeted towards minimizing the pushing factors of people to domestic violence through putting in place mechanisms of changing the public consciousness about domestic violence, improving legal and criminal justice responses and securing support for victims and their children.
9. CONSEQUENCES OF DOMESTIC VIOLENCE

The most crucial consequences of domestic violence is the denial of fundamental human right to women. It has also far-reaching physical and psychological consequences, some with fatal outcomes like suicide, homicide, maternal mortality and HIV/AIDS. The physical consequences of domestic violence include injury, unwanted pregnancy, gynecological problems, permanent disabilities and sexually transmitted diseases including HIV/AIDS while the mental health outcomes include depression, fear, anxiety, low self-esteem and post traumatic disorder (UNICEF, 2000).

Domestic violence has also socio-economic and health costs. For analytical purpose, according to Buvinic et.al, (1999) the socio-economic costs of domestic violence divided into four categories:
**Direct costs:** take in to account expenditures on psychological counseling and medical treatment; police services including time spent on arrests and responding to calls; costs imposed on the criminal justice system; housing and shelters for women and their children; and social services.

**Non-monetary Costs:** that do not draw upon medical services, but in themselves take a heavy toll on the victim-survivors by way of increased morbidity and mortality through homicide and suicide, increased dependence on drugs and alcohol and other depressive disorders. These are the intangible costs that are comparable, according to World Bank estimates, to other risk factors and diseases such as HIV/AIDS, tuberculosis, and cancer.

**Economic multiplier effects** include for example, decreased female labour participation, lower earnings, increased absenteeism and reduced productivity at work, and lower earnings.

**Social multiplier effects:** include the inter-generational impact of violence on children, erosion of social capital, reduced quality of life and reduced participation in democratic processes. These effects are difficult to measure quantitatively, but their impact is substantial in terms of a country’s social and economic development (Buvinic et.al, 1999).

**Health consequence:** The health costs of domestic violence and rape are the same in industrialized and developing countries, but because the overall burden is much higher in developing countries. In developing countries, depending on the region, estimates range from 5 to 16 percent of healthy years lost to women of reproductive age as a result of domestic violence (WHO, 2005).

Thus, it is clear that all sectors of society are deeply affected by, and bear the consequences of domestic violence. It is an arguably justified to consider it as a social problem that is hindering the development of the country through its complex consequences targeted to society in general and women and children in particular.

### 10. LEGAL AND POLICY ANALYSIS

Recognizing the devastating effect of violence against women in general and domestic violence in particular, the Ethiopia government has committed to address this problem. The manifestation of government commitment is evidenced in adopting international instruments, revising the existing discriminatory laws and formulating National Women’s Policy and National Action Plan on Gender Equality.
10.1. Legal Analysis

The Trafficking Convention (1994), The Convention on the Elimination of Discrimination Against Women (1974), The Child Right Convention (1989) and Declaration on the Elimination of Violence Against Women (1993) have been ratified/adopted by Ethiopia. All these Conventions and Declarations insure equality and a life free of any impediments. DV is a serious impediment and by implication and definition all the Conventions and Declarations are deemed to be dealing with VAW/GBV and DV even if the violations are not mentioned by name.

In line with this, the Ethiopian 1995 constitution in Art 9 (4) declared that all international agreements ratified by Ethiopia are an integral part of the law of the country. This means in principle all conventions and declarations ratified by Ethiopia are part of the law. Equality of sexes is ensured. Art (35) is all about women rights. One of them Affirmative Action and the other is protection from Harmful Traditional Practices.

The Revised Criminal Code of the country- Proclamation No 414/2004 also have a new foot print in the history of the criminal justice system of the country for the reason it has mentioned by name and included a separate provision on domestic violence perpetrated against partners. Under the name “Violence against a Marriage partner or person cohabiting in an irregular union” Article 564 of the criminal code states “The relevant provision of this code (Arts 555-560) shall apply to a person who by doing violence to a marriage partner or to a person cohabiting in an irregular union, causes grave or common injury to his/ her physical or mental health”

Like wise the Federal Family Law – Proclamation of 2000 also declares that the husband and the wife do have equal protections of the law in their marriage and a valid marriage shall take place only when the spouses have given their free and full consent. It also states that spouses owe each other respect, support and assistance.

10.2 Policy Analysis

The national policy on Ethiopian women, which is based on the respect for human and democratic rights without distinction, recognizes the need to address women’s economic, political and social issues. In short, the major objectives of these measures are to: Guarantee women equal rights with men; amend laws which adversely affect women’s social, cultural and economic conditions; eliminate prejudices and customary
harmful practices; improve the employment opportunities of women; identify ways and means of lightening women’s workload; and facilitate women’s access to basic services such as health care and education.

The main strategies of this policy are facilitation, amending legislation, education, community participation, partnership and coordination, research, capacity building and integration.

Women’s Affairs Sector in the prime minister office, Regional Women’s Affairs Sector, Regional Women’ Affairs Bureaus, Women’s Affairs Department in Ministries and publication organizations, Women’s Affairs Office found at the Woreda and Kebele level and also governmental and non-governmental Women’s organizations are responsible entities for implementing this policy.

The scope of this policy is not clearly stated in the document but the over all document indicates that it is a nation wide policy which tries to address women’s economic, social, political and legal needs through out the country. When this policy is developed i.e. in 1993 the structure is decentralized and goes from the Prime Minister Office to the kebele level. But starting 2005 office is established at the Ministry level. The decentralization is very successful because kebeles are the smallest units through which women’s issues can be addressed. The suggested structure for the implementation of the policy is attached (Annex 1).

Following this The National Action Plan on Gender Equality (NAP/GE) has been developed, which has selected VAW and Women and Human Rights as its areas of concern and strategies for five years.

When we come to this specific social problem though the policy doesn’t mention VAW/ DV by name it is an invaluable instrument to address the problem since it tries to ensure equality. The contents of the policy also show the duty of government to protect the rights of women and the strategies to be employed to come up with a tangible effect. The policy, among other things, is committed to the following measures that are relevant to protecting human rights of women: -

1. Ensuring the full development and advancement of women and guaranteeing them the enjoyment of their democratic and human rights so that they can participate in the economic, social and political life of their country on equal basis with men;
2. Modifying or abolishing existing laws, regulations, customs, and practices which aggravates discrimination against women and facilitating conditions conducive to their participation in the decision making process at all levels;

Suggested strategies for the implementation of these policies include, as stated in the policy document,

- Maximum efforts shall be made to eliminate, step by step, prejudices and customary practices based on the idea that women are inferior to men and to repeal all national penal provisions which constitute discrimination against women;
- The necessary conditions where by the women can have effective legal protection of their rights shall be facilitated.

Signing major declarations and conventions, enacting laws relevant to the issue, designing of policies and national action plan, are a significant stride in addressing the problem of VAW/DV. These all are considerable and evidence for the existence of a strong workable ground on paper for effectively addressing the problem in the country.

So, what is absent is a firm and committed action to make a difference in fighting DV. These gaps in practical applicability came mainly because the strategies designed to address this specific problem don’t give attention to influential socializing institutions which have the potential to challenge the root causes of DV. In addition to this, the strategy didn’t go beyond amending discriminatory laws; it doesn’t indicate how to capacitate the law enforcement bodies who implement the amended laws. This has been also explained by Allehone (2003) as:

Given the speed and novelty with which legislations are being adopted in Ethiopia, one might wonder whether the law enforcement organs are ready and sufficiently equipped to apply these laws. Lack of training, patriarchal values that underwrite these institutions, logistic difficulties and sheer absence of law enforcement personnel still stand in the way of efficiently implementing the reforms.

To register a remarkable performance and address the problem effectively, therefore, the policy document should clearly state elimination of domestic violence against women as one of its main objectives. Also, the policy strategies should integrate from prevention, prosecution up to the provision of services. It should also recognize the
potential of fundamental socializing institutions like family, school, religious institutions, and media, and the need to capacitate the law enforcement bodies so as to have the capacity to implement the existing laws.

**11. ALTERNATIVES TO THE CURRENT POLICY**

As I have tried to indicate in different section of this paper domestic violence is the outcome of several complex and interrelated social, cultural, legal and economic factors. This implies that there is no one single method to deal with DV rather there should be a coordinated response of different constituencies to protect and provide services to victims and survivors of DV, with the ultimate goal of preventing it altogether. To achieve the same end, there is a need to design a multi-layered strategy that address the structural causes of domestic violence against women while providing immediate service to victim-survivors to ensure sustainability. Hence, the following two workable alternatives are proposed.

*First alternative:* The first alternative is to design community sensitization and intensive education program about domestic violence so as to increase the awareness and knowledge of the community, which leads to healthy attitudes and practices towards women and men relationship.

- **To establish gender equality** in every Women’s Affairs Offices starting from Ministry up to kebele level by restructuring the current structure. This unit will be operating under the Women’s Affairs Office found at each level and it will have the duty to facilitate, coordinate, manage, monitor and evaluate program activities;

- **Designing family based awareness program:** Parents and family members are the primary teachers for children. They are well-positioned to bring cultural revolution in attitudes and behaviors, but very often their own prejudice and lack of awareness hinder them form using their potential. Therefore, it is crucial to develop family based national awareness program and provide massive education so that they can develop new ways of socializing young boys and girls in which virtually all men will come to believe domestic violence is violation of Women’s Human Right and great obstacle to development;
Creating task force between Ministry of Education and Ministry of Women’s Affairs to make gender education part of civic education based on the best practices to be taught at appropriate level. This will be more of the responsibility of Women’s Affairs Offices found at federal and regional level;

Community sensitization and dialogue: Identify respected influential community members and engage them in community dialogues on gender inequality and DV. Ensure that women are active participants in this community dialogues as they are essential in fighting violence they face and in promoting ways forward.

Establishing “men against violence” groups through utilizing community based organizations like men’s ‘Iddir’  in which men act as change agent in efforts to reduce domestic violence;

Advocacy for strengthening “point-of-entry” response so that victims will be connected to services (shelter, counseling, legal support) immediately at the time of law enforcement intervention and victim-survivors will not be left without adequate protection, and will not be re-victimized;

Advocacy for operational guidelines development regarding investigation and intervention of domestic violence cases so that law enforcement personnel will get clear direction and they will also be responsible for not adhering to it;

Establishing support groups in which victims can share their challenges, problems, and experiences;

Strengthening the capacity of media so as to use their potential and change stereotypical attitudes towards women and promote equality between men and women as prescribed by the Constitution and international standards;

Building partnerships between responsible entities found at different levels;

Building the capacity of women’s Affairs Office in order to enable them accommodate the implementation of the program;

To further research and document the dynamics of domestic violence.

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1 Local Community Based Organization in which members men and support each other financially and socially when they lose their family members
Main strategies: establishing domestic violence unit, creating task force, designing awareness program, capacity building, establishing support and men’s group at the grass root level and advocacy.

Responsible entities: at the Federal level Ministry of Women’s Affairs Office; Ministry of Justice, Ministry of Education, Ministry of Information, Federal Policy commission, Women’s Affairs Department found in sectoral ministries, commissions, and central agencies will be responsible; at the regional and Zonal level Women’s Affairs Office, Education Bureau, Information Bureau, and non governmental women’s organizations found at different regions and Woredas will be responsible; at the community level Women’s Affairs Association and Women’s forum found in each kebele, Community Based Organization, community and religious leaders, mini media people, victims of domestic violence and Social Court found at the kebele level will be responsible; finally non governmental organizations will be responsible in implementing the program depending on their objectives. However, governmental and non governmental organization dealing with the women’s issue will have a key role in implementing this policy alternative.

Scope of the alternative: The scope of the alternative is as far as addressing the root causes of domestic violence at the national level, strengthening the capacity of family, school, media and community so as to use their potential of changing the stereotypical attitudes towards women, and supporting advocacies for prevention, protective and controlling measures, and financial aids.

Second alternative: Building the capacity of judicial system to be less tolerant of domestic violence and implement the laws of the country that put unambiguously DV against women illegal and a crime.

- To establish associations that works on DV from Federal up to kebele level. In this association professional members such as lawyers, social workers, health personnel together with the community will be the main members who will run the association;

- Developing national operational guidelines dealing with investigation and intervention of domestic violence cases;
- **Sensitization of the judiciary to gender issues** is critical as the judges can strongly reinforce the message that violence is a serious criminal matter for which the abuser will be held accountable;

- **Arranging police training programs** concerning domestic violence, including information about its causes, consequences and methods of effective prevention and elimination of abuses;

- **Establish co-operation with governmental and non-governmental organizations** offering assistance to the victims in order to provide outreach and free legal services so that it is possible to reach out women found in distance area and poor economic capacity;

- **Develop Training Resources** for justice sectors on new Domestic Violence Legislation based on best practices;

- **Creating partnership** between the association, Ministry of Justice, regional justice bureau and police commission, Women’s Affairs Association and Social Justice Office found at the Kebele level;

- **Providing the victims with comprehensible information** on their rights and available legal and other forms of assistance.

**Main strategies:** establishing associations, developing operational guideline, arranging training and sensitization program, creating partnership between governmental and non governmental bodies, and developing training resources are the main strategies for implementing this alternative.

**Responsible entities:** at the Federal level Ministry of Women’s Affairs Office; Ministry of Justice, Federal Policy commission, Women’s Affairs Department found in sectoral ministries, commissions, and central agencies will be responsible; at the regional and Zonal level Justice Bureau, Women’s Affairs Office and Police commission, and non governmental women’s organizations found at different regions and Woreda will be responsible; at the community level an “end violence” associations, Women’s Affairs Association, Women’s forum and Social Court found in each kebele, Community Based
Organization, community and religious leaders, victims of domestic violence and found at the kebele level will be responsible; finally non governmental organizations will play their own role during implementation of the program depending on their objectives.

**Scope of the alternative:** it has a national scope of strengthening law enforcement bodies and partnership between governmental and non-governmental organizations offering assistance to the victims, building the capacity of judicial system so as to make it less tolerant towards DV and strengthening and supporting advocacies for prevention and protective measures.

**12. CRITERIA FOR EVALUATING POLICY ALTERNATIVES**

A critical step in determining the preferred strategy for achieving the proposed outcome is the development of a reasonable set of criteria that is to be used for judging policy options. However, it is difficult to design a parameter to evaluate each alternative because the nature of the issues I have raised can hardly fit into any predestined parameters. Despite the limitation effectiveness, efficiency, sustainability, cultural, political, and administrative feasibilities are the set of criteria are used to evaluate policy options.

**Effectiveness:** assess the extent to which the proposed policy will attain the stated goal. The short term effectiveness of alternatives is how much DV has got attention and became a free from biased discussion point in the family, community, legal bodies, school, police, and media; it also examines whether gender became part of civic education, operational national guideline developed, media became gender sensitive and started to give more time for DV. And in the long term the effectiveness of alternative will be evaluated the by extent to which the judicial system became less tolerant to DV, and prevalence and incidence rate of DV decrease below current levels.

**Efficiency (Benefit to Cost Ratio :)** The efficiency criterion assesses the extent to which the alternative achieves the policy objective with minimum cost as compared to other potential options. It will evaluate whether the costs associated with massive education and building the capacity of judicial system like establishing gender equality unit, “end violence” association, task force and different groups; capacitating media, legal
enforcement bodies and women’s affairs offices and conducting family based awareness, and community sensitization program are less than its benefits.

**Political Feasibility:** It asks whether or to what extent a proposed policy alternative will be acceptable to relevant powerful groups, decision makers, legislators, administrators, and society at large. Political feasibility for this specific issue is the extent to which the policy receives political support from Women’s Affairs Offices found at the Federal, regional, Woreda and Kebele levels; Women’s Affairs Department, Office and Association found in sectoral ministries, commissions, and central agencies; Women’s Affairs found in regional governments, Zonal, Woreda and Kebele levels. It also examines acceptance by the line Ministries, governmental and non-governmental women’s organizations, community and religious leaders. It also assesses the appropriateness of the alternative under current law and meets the real needs of the public.

**Administrative Feasibility:** Administrative criteria focus on the relative ease of implementation and cost associated with administering a program or policy. More specifically it asks whether Women’s Affairs Offices found at each level have the authority to implement the proposed policy, have staff (top managers, field staff, and support staff) and resources in terms of skills, money, training, and expertise to implement the proposed policy.

**Cultural Feasibility:** deals with the compatibility of the proposed alternative with the cultural setup of the community. It requests the extent to which massive education and building the capacity of judicial system are culturally acceptable and fit to the cultural value, beliefs, norms and practices of the community. Alternative which request significant change in cultural norms and practices will have weak cultural feasibility compared to those which don’t request major or no change on the existing culture.

**Sustainability:** The issue of sustainability refers to the potential for a given policy to sustain its beneficial impact beyond the scope of the immediate intervention. The question of sustainability asks whether changes acquired because of community sensitization program or building the capacity judicial system continue once that policy has ended. More specifically, it questions whether the positive changes in the way people
socialize their children, schools teach students, judicial system respond to victims, men treat women, media give coverage to DV and reduction in the prevalence and incidence rate sustain after the policy has ended.

12.1 Relative Weighting of Criteria

This set of selected criteria provides the necessary tools for determining the most preferred policy option with regard to both outcome and feasibility of implementation; however, each of the criteria presented may differ with regard to its relative importance to the outcome or process. In other words, one criteria or set of criteria may represent a more critical determinant of the policy’s potential value than another, based on some value judgment. For this reason, it is useful to assign relative weights to each of the criteria in order to establish the degree of influence that the criteria will be allowed to exert over the final policy decision.

Of the six criteria, the one assigned the highest degree of influence (weighting = .25) over the policy outcome was effectiveness. The effectiveness criterion is viewed as most critical to the policy process because it holds the potential for the alternative to achieve the objective. It also enables to give priority for an alternative with maximum potential of attaining the stated goal.

The second level in terms of influence was comprised of efficiency criteria (weighting = .20). The efficiency criterion is viewed as the second critical to the policy process. This is mainly because it captures the potential for the alternative to maximize net benefits to those impacted in the system. Besides, the stronger relative rating assigned to this criteria allows for the prioritization of maximally efficient approaches to accomplishing policy goals using the available scarce resource.

The third level in terms of influence was comprised of cultural feasibility criteria (weighting = .17). Cultural feasibility received a slightly lower weighting than efficiency based on the argument that even though successful implementation of policy is dependent on the cultural acceptability and adoption of the alternative, and it allows prioritizing an alternative which have minimal cultural resistance being cost-efficient will weight more than cultural feasibility with in the country which has shortage of resources.

The fourth level in terms of influence was comprised of both the administrative and political feasibility criteria (weighting = .14). Administrative feasibility received this
weight since it is desirable and necessary for easily and successful implementation of the policies. Political feasibility also received this weight indicating the importance of political support to successful adoption and implementation of policies.

Finally, sustainability, measuring the extent to which the given policy has potential to sustain its beneficial impact beyond the scope of the immediate intervention, has assigned a weight of 0.10. It should be noted that sustainability is viewed as essential for policy implementation, considering that in the absence of outcomes which sustain, the achievement may be forgone after some time, and the expected outcome of the policy may be lost. However, the continuation of the desired outcome is more dependent on the feasibility of the rest criteria and this makes it to have the lowest priority criteria used in judging policy.

These weights, assigned as fractions adding to “1” across the six criteria, are listed below:

$$0.25 \text{ (EF)} + 0.20 \text{ (Ef)} + 0.17 \text{ (C)} + 0.14 \text{ (PL)} + 0.14 \text{ (A)} + 0.10 \text{ (S)}$$

$\text{EF} = \text{Effectiveness}, \text{Ef} = \text{Efficiency}, \text{C} = \text{Cultural Feasibility}, \text{A} = \text{Administrative Feasibility}, \text{PL} = \text{Political Feasibility, S = Sustainability}$

### 12.2 Methodology

The method of evaluating the alternatives involves the creation of both a qualitative and quantitative alternative criterion, which together provides an assessment of how each policy option rates when evaluated against each of the designated criteria. Each alternative-criterion matrix is structured as a table of cells with alternatives listed as row headings and individual criteria listed as column headings.
The qualitative version provides a brief description of the expected outcome with regard to a given criteria, allowing comparison of advantages and drawbacks across alternatives. It will be used as the basis for creating a quantitative rating. This quantitative measure will be based on a four-point scale with point values ranging from “Very Strong”, indicating the policy is optimal in terms of that specific criterion, to “Very Weak”, indicating the policy fails to satisfy the criteria in any aspect. To calculate the score for each cell, the one to four rating will be multiplied by the weight assigned to each criterion.

13. ANALYSIS OF OUTCOMES IN TERMS OF CRITERIA

The following section compares the two policy alternatives in terms of six criteria described in the previous section. Each of the alternatives is discussed in narrative format and is summarized in Table.

Community sensitization and intensive education program is expected to be highly effective in achieving the stated goal. This is mainly because the establishment of DV unit from the Ministry of Women’s Affairs Office up to Kebele level will create forums to deal with the community member found at each level and makes them responsive towards DV. Besides, this unit will use different strategies like the awareness program that will be held at the family and community level, capacity building of the media in terms of gender, making gender education part of school curricula, and advocacy for prosecution and protective measures which will enable to raise the awareness and the capacity of the society to deal on DV. As the result, with in short period of time (maximum of a year after the policy alternative implemented) the society will be sensitive, have good understanding and DV will become a bias-free discussion point in family, community, legal bodies, school, police, and media.

In the long term, it will reduce the prevalence and incidence rate of DV from the current level since it will use preventive strategy and advocate for protective as well as curative strategy which will enable to challenge patriarchal cultural values, economic inequality and poor law enforcement that came because of poor societal awareness and understanding about gender equality. These all things make it strong (with rate 3) and comprehensive enough to address the root causes of DV and achieve the stated objective.
The second alternative, however, is expected to be less effective in bringing significant change to the current situation of domestic violence in the country. This is because it is not that much comprehensive enough to tackle DV that emanate both from the direct and indirect causes. It rather emphasizes on DV that result from poor implementation of laws and its activities are mainly confined to those directly affected by DV and their perpetrators. But, this by itself couldn’t be solution rather it is part of the solution. Also, experience of other countries shows enacting laws and capacitating law enforcement bodies alone couldn’t assure the reduction in the prevalence and incident rate. If this was the case, currently DV couldn’t be an issue for developed countries who have specific laws and policies on DV and capacitated judicial system and law enforcement personnel. This is because DV is not only “a law and order” issue rather it is an issue which needs a collaborative responses from different sectors. This makes it to have weak (rate of 2) effectiveness towards achieving the stated objective.

Implementing intensive education program is anticipated to be highly efficient in achieving policy objective compared to building the capacity of judicial system. Although benefits are often more difficult to quantify than costs, the costs that will be incurred for massive education so as to bring attitudinal and behavioral change towards DV will be minimal compared to the benefit that will come from the acquired changes. These benefits will be, reducing the amount of cost incurred in terms of direct cost (for psychological counseling and medical treatment, police services), non-monetary cost (morbidity and mortality) and costs related to the loss of women’s full participation in society and the development process because of domestic violence. This makes it to be highly efficient and get rate 4. Similarly, the costs that will be incurred to make judicial system less tolerant to DV will be minimum compared to the benefit it will bring. Reducing the non-monetary costs (morbidity and mortality) and costs that came because of poor participation of women in development activities are the benefit that will come from controlling DV by judicial system and make it to have strong (with rate 3) efficiency.

Intensive education program run by gender equality unit is politically acceptable since it goes in line with the government plans and development programs. For instance Women’s Development Packages has developed different strategies to speed up equality
between men and women; The National Action Plan on Gender Equality (NAP/GE) has selected VAW and women and Human Rights as its areas of concern and strategies for five years (MoWA, 2006). This makes it to be easily acceptable by Ministry of Women’s Affairs Office; Women’s Affairs Department, Offices and Associations found in sectoral ministries, commissions, and central agencies as well as regional governments, Zonal, Woreda and kebele. This makes it also acceptable by program administrators and the public at large. Besides, it shouldn’t require any major modifications to administrative procedures, the sum of all make the policy to have a very strong (4) political feasibility.

When we see the political feasibility of the second alternative, which will enable law enforcement bodies to improve legal and criminal justice responses through establishing association, will get high support from the responsible governmental and non-governmental bodies since its objective goes with the government plan and there is good reputation of similar associations like EWLA which give free legal services and do advocacy work for amending discriminatory laws. Signing major declaration and conventions and enacting laws relevant to the issues are also great evidence for the existence of political support towards the proposed alternative. Besides, as indicated in the policy document establishment of associations that promote women’s interest is highly encouraged and one of the strategies to implement the policy. However, there is a probability that the community may be indifferent for the association until they have clear understanding about the objective of the association. But the expected support from different bodies will be more compared to the resistance and makes it to have a strong political feasibility and get rate 3.

Massive education program operate within an existing administrative structure. However, there hasn’t been a major organizational restructuring and modifications to administrative procedures which could help reduce administrative costs. As indicated in the National Women’s Policy, Women’s Affairs Office found at each level have the authority to do everything that help to promote gender equality and women’s interest. This implies they have the power, staff, skills and expertise to implement the proposed policy alternative. Additional administrative burden associated with implementing this program would be marginal relative to current program implementation. Program expansion may necessitate staff commitment for application and monitoring, but is not
expected to require major increases in personnel or modifications to existing
departmental structure. It is also more dependent on government budget. Nonetheless,
establishment of association for capacitating judicial system requires new structure which
by then, increases the cost associated with administration and program activities. It also
needs to have new staffs with good skills and expertise, and great advocacy work around
the objective of the association as it is a newly established association. Furthermore, with
respect to budget, it is more dependent on donors and members of the association than the
government of Ethiopia. All these factors make it to have weak practical administration
feasibility compared to alternative one and hence it gets a rate of 2 while alternative one
get rate 3.

The change in the rate of DV that comes as a result of transformation of the way
society socializes gender relations since early childhood is more sustainable than the
change that comes because of the capacity building programs of law enforcement bodies.
Similarly, the positive change on the rate of DV that comes following the execution
community sensitization programs is relatively more sustainable. This is mainly because
once the community has brought attitudinal and behavioral change it will easily pass on
to the coming generation without expecting continuation of policy intervention. This
makes it to have strong (rate 3) sustainability. But the change acquired through building
the capacity of judicial system will be more of dependent on the capacitated law
enforcement personnel which will make it to be less sustainable because there is risk of
turn over of personnel who are capacitated as the result of the intervention. So, if changes
acquired are needed to sustain there is a need for continuous intervention. These make it
to have weak (rate of 2) sustainability while the first alternative has strong sustainability.

Massive education program will try to change the cultural norms and values
associated with partner abuse, such as patriarchal cultural values of the community in
which male have the superior position than women, the acceptance of male entitlement or
sense of ownership over women, and the use of violence as a means to settle interpersonal
disputes. This makes it to face resistance from the community since a general pattern of
male superiority over women is established and reproduced in cultural values and
traditional practices which this program is going to challenge. As the result it will have
weak cultural feasibility and get rate of 2. Compared to this program the second
alternative will be culturally feasible since it will not directly challenge the cultural values of the community rather it will provide gender sensitive legal services for those directly affected and their perpetrators. But this doesn’t mean that the society will take DV as illegal and crime for grant. Besides, since legal remedies are common in other kind of illegal act, society will not resist the punishment of perpetrators though they will not participate in criminalizing the act. This makes it to have a strong (3) cultural feasibility rate while intensive education program will have weak (2) feasibility.

13.1 Summarizing and Contrasting Of Alternatives

Each of the proposed policies were rated against the six evaluative criteria using four point scale, with values of “Very Strong” (4), “Strong” (3), “Weak” (2) and “Very Weak” (1). To calculate the score for each cell, the one to four rating will be multiplied by the weight assigned to each criterion. The results of this analysis are reported in the table below.

<table>
<thead>
<tr>
<th></th>
<th>Alternative 1 Massive Education</th>
<th>Alternative 2 Capacity Building of Judicial System</th>
</tr>
</thead>
<tbody>
<tr>
<td>Effectiveness (.25)</td>
<td>3 (Rating) X .25 (Weight) = .75</td>
<td>2 (Rating) X .25 (Weight) = .50</td>
</tr>
<tr>
<td>Efficiency (.20)</td>
<td>4 (Rating) X .20 (Weight) = .80</td>
<td>3 (Rating) X .20 (Weight) = .60</td>
</tr>
<tr>
<td>Cultural Sensitivity (.17)</td>
<td>2 (Rating) X .17 (Weight) = .34</td>
<td>3 (Rating) X .17 (Weight) = .51</td>
</tr>
<tr>
<td>Political Feasibility (.14)</td>
<td>4 (Rating) X .14 (Weight) = .56</td>
<td>3 (Rating) X .14 (Weight) = .42</td>
</tr>
<tr>
<td>Administration Feasibility (.14)</td>
<td>3 (Rating) X .14 (Weight) = .42</td>
<td>2 (Rating) X .14 (Weight) = .28</td>
</tr>
<tr>
<td>Sustainability (.10)</td>
<td>3 (Rating) X .10 (Weight) = .30</td>
<td>2 (Rating) X .10 (Weight) = .20</td>
</tr>
<tr>
<td>Total</td>
<td>3.17</td>
<td>2.51</td>
</tr>
</tbody>
</table>

Of the two alternatives under consideration, I recommend the first alternative i.e. massive education program. It is rated highest with a score of 3.17 out of a total possible score 4.0. The proposal was rated “Very Strong” on measures of effectiveness and efficiency as well as administrative and political feasibility and rated “Some What Strong” on sustainability and “weak” on cultural feasibility. The second policy involving building the capacity of judicial system received a score of 2.51 overall. The policy was considered to be “Strong” on measure of effectiveness, efficiency, political feasibility and cultural feasibility, and “Weak” on administrative feasibility and sustainability.
14. POLICY IMPLEMENTATION

Different bodies found at different level will be responsible for implementing this policy. They will have responsibilities of implementing, managing, coordinating, advocating, reporting and mobilizing. At the Federal level Ministry of Women’s Affairs Office will have key role in implementing this policy option. However, the line ministers like Ministry of Education, Ministry of Information, Ministry of Justice, and Federal Police Commission, Women’s Affairs Departments (WADs) in different sectoral ministries, Commissions and Central agencies will have their own duties and responsibilities in implementing this policy.

At the regional level Regional Women’s Affairs Office, Regional Justice Bureau and police commission, Regional Education Bureau and Regional Information Bureau; at the Woreda level Woreda Women’s Affairs Office; at the community level Women’s Affairs Association and Social Justice Office found at the Kebele, victims of domestic violence, community based organization, religious and community leaders, teachers, students, media people, development agents and grass root level administration (Woreda and Kebele) will be responsible to implement this policy. Moreover, women’s governmental and non-governmental organizations found in each Kebele will implement this policy based on their interest and objective.

14.1 Key Decision Points

The key decision points that will be encountered during implementation are:

- Modifying the existing structure and establishing gender equality unit in Women’s Affairs Offices found at different level;
- Reaching consensus to establish Task Force between Ministry of Women’s Affairs and Ministry of Education; Regional Women’s Affairs Office and Education Bureau so as to make gender education part of school curriculum;
- Designing and conducting national awareness program on the causes, consequences and severity of domestic violence.
- This alternative will be implemented with the collaboration of different governmental, non-governmental and community based organizations found at different levels. Therefore, there is a need to create conducive environment in
which responsible entities can easily establish network and implement it with cooperation and collaboration;
- Developing detailed national guidelines regarding intervention and investigation of domestic violence cases.

14.2. Challenges in Implementing the Policy effectively and efficiently

Government has started to address women’s issue long ago but significant change is not observed on women’s life. One of the reasons is that the approaches used to address the issue has strong attachment with politics than development and this made women’s issue to be politicized and subjected to lip services than bringing tangible change on women life. This has its own risk of developing unfavorable perception towards women’s issue and people will be reluctant. This perception and lack of enthusiastic among the community will challenge the effective and efficient implementation of the proposed policy alternative.

In addition to this, the implementation of this policy needs the commitment of responsible bodies, and it is dependent on the collaboration and cooperation of different responsible entities. As this has its own benefit it will have also its own challenge. The challenge is the failure of one responsible entity in accomplishing its duty leads to the failure of another part which finally sums up to poor achievement.

14.3 The Time for Achieving Short and Long Term Outcomes

The causes for domestic violence are highly rooted in societal attitudes. The change in societal attitudes and practice needs a long time commitment of every citizen in a day to day activities and ordinary interaction. However, domestic violence will get the attention of the majority and become bias-free discussion points in the society within a year period of time, which is the short term desired outcome. And the long term desired outcome i.e. the reduction in the prevalence and incidence rate of domestic violence will be achieved within the range of 5-7 years.
15. SUMMARY

Women constitute 50% of the total population of Ethiopia and have big share in economic and social activities of the country. They are also the backbone of a society and vanguard of the family welfare. However, because of their compromised and marginalized status, women receive not only the least benefits from societies and family resources but also suffer from family violence. The family is often equated with a place where individuals seek love, safety, security, and shelter. But the evidence shows that it is also a place where violence is perpetrated against women which is manifested through physical, sexual, psychological and economic abuses with varying magnitude. It comes in numerous forms, from psychological manipulation to murder.

Although domestic violence is widely known to exist the existing data are not comprehensive enough to show precisely the magnitude and trends of domestic violence at national level. But, they provide strong evidence that the country has the highest prevalence rate of domestic violence and women are experiencing the growth of domestic violence.

The root cause for domestic violence is located in the nature of marriage arrangements and the structure of family within the wider cultural fabrics of the societies of Ethiopia. Within the structure of family women are regarded as inferior and hence are subjected to sexual and economic discrimination while men are given privileged position in their relationships with women and they are allowed to use violence whenever they feel it appropriate to dominate women. This power imbalance which leads to violent relationship is the reflection of patriarchal cultural values, economic inequality and capacity deficiency of law enforcement bodies, which is attributed to societal attitude that regard women as inferior. So, domestic violence results from structural relations of power, domination and privileges between women and men in society.

Death, physical, sexual, reproductive problems (such as, exposure to HIV infection and other STD), mental health problems (such as depression, stress-related illness), injuries and chronic disabilities are among the consequences of acts of domestic violence against women. Domestic violence goes beyond the victim and affects children, the family, the community and the entire society. Society also incurs material cost related
to the provision of health care as well as costs related to the loss of women’s full participation in society and the development process.

Unless the imbalance power relation between men and women that resulted from patriarchal attitude is changed through intensive education it is difficult to expect major change through legislative measures alone. To bring the desired change, therefore, social, cultural and attitudinal changes should be introduced. The recommended alternative of designing community sensitization and massive education program with the strategy of establishing gender equality unit, family based national awareness program, community dialogue, advocacy for protective measures, making gender education part of the curriculum, establishing men against violence group and support group will have great help in solving this problem.

16. CHALLENGES ON MY ARGUMENT

On the problem analysis part, your argument attributes DV to societal attitude that regards women as inferior. The argument discusses that women are regarded as inferior sex and hence are subjected to sexual and economic discrimination which lead to imbalance of power and then to DV. But, what about other factors like alcoholism, drug addiction, economic disadvantage, witnessing DV during childhood and victim participation which cause DV.

These all factors are not causes, but are conditions that co-exist with DV. For instance, men who wish to carry out a violent act may become drunk or use drug in order to perform the act. After the violence, both the husband and the wife may excuse the behavior on the ground that the husband was drunk or used drug and therefore not fully responsible for his act. There are also people who drink alcohol and/or use drug but are not violent and there are also people who didn’t use alcohol or drug but are perpetrators of DV. In addition to this, if poverty was the cause for DV it wouldn’t be a social problem for developed countries and all people with poor economic status will be violent. However, there are people who are poor but not violent while there are also people with good economic status but violent. Similarly, there are people who have witnessed DV during childhood but didn’t become violent and the reverse is also true. These all indicate that all these factors are not causes of DV rather they are factors that facilitate, aggravate and help sustain DV in Ethiopia.
The evidence you mention to defend the selection of the establishment of DV unit from the Ministry of Women’s Affairs Office up to Kebele level is to increase the community member found at each level and make them responsive towards DV. Besides, it is feasible politically as well as administratively since it will operate within an existing administrative structure without requiring major organizational restructuring and it goes in line with the government plans and development programs. But, do you think it is possible to address violence against women by establishing unit for each kind of violence?

Different studies indicate that the most common form of violence against women is abuse of women by intimate male partners or domestic violence. Studies have also documented severe and ongoing abuse of women in almost every culture (Heise 1993). Besides, in Ethiopia 71% of the women (which are half of the total population) are victims of one or other forms of domestic violence. Hence, considering the magnitude, consequences and severity of DV the establishment of DV unit is appropriate alternative. It is also an indication of national consensus that DV is unacceptable act. But this doesn’t necessarily mean that other types of violence against women should also be addressed in the same way.

You have concluded that unless the imbalance power relation between men and women, resulted from male dominated attitude, are changed through massive education it is difficult to expect major change through legislative measures alone. But, to what extent massive education assure change in attitude and practice that will eradicate DV.

DV is the result of complex and interrelated causes and this makes it difficult to develop a policy alternative which will address all of these causes. However, it is possible to develop a workable policy alternative which is feasible from different aspects and that will bring significant change on the current situation of DV in Ethiopia. This alternative is to make the society knowledgeable about the causes and consequences of DV through intensive education. Since knowledge is a responsibility the more a person knows the more he/she will be responsible for his/her act. So they will try their best to change their attitude and practice in a manner that reduce the risk of DV. This works for the majority but, it is difficult to make sure that all people who have knowledge on the area will be responsible citizen for their act and bring the desirable change in attitude and practice.
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Butajira Rural Health Program Volume 17, Second Special issue 2003
The Organizational System for the Implementation of National Women’s Affairs Policy

Office of PM

Prime Minister

Women’s affairs sector
Minister in charge

Central Government
Executive Organs

Ministers

Regional Admin. Council /President

Commissions

Regional women’s affairs office

Central Agencies

Women Affair Department

Zonal admin. Committee/chairperson

Women Affair Department

Woreda Admin. Council/chairperson

Women Affair Department

Kebele Executive Committee/chairperson

Regional Organizations

Woreda women’s affairs office

Kebele women’s affairs office

International Organizations

Woreda women’s affairs office

Kebele women’s affairs office

Regional Admin. Council/chairperson

Zonal admin. Committee/chairperson

Regional Admin. Council /President

Central Government
Executive Organs

Ministers

Women Affair Department

Regional organizations

International Organizations
Domestic Violence:
Violation of Women’s Rights by Their Intimate Partners
Emebet Woldeyes
Addis Ababa University
Graduate School of Social Work

Social Policy Analysis (SSW 631)
Submitted to: Richard Kordesh, PhD
Lecturer

June 2008
I. INTRODUCTION

Domestic violence is one of the world’s best-kept secrets, myths and misunderstanding abound. Domestic violence is something men overwhelmingly “do” to women and not the other way around, it is among the leading causes of serious injury to women every year and worldwide, men’s violence against women is one of the world’s most widespread public health issues (UNICEF, 2000).

Research shows that the vast majority of violence experienced by women occurs in the home, and is instigated by a husband or intimate partner. In some cases, however, other members of the extended family, including co-wives and in-laws, may commit violence. A recent report by the John Hopkins University Population Information Program, based on over 50 population survey concluded that domestic violence is a serious human rights threat to women in all societies and that on average one in three women around the world has experienced violence in an intimate relationship (Heise & Gottermuller, 1999 as cited on Francine, Suzanne & Cardine, 2001).

Intimate partner violence occurs in all countries, irrespective of social, economic, religious or cultural group. Although women can be violent in relationships with men, and violence is also sometimes found in same-sex partnerships, the overwhelming burden of partner violence is borne by women at the hands of men.

Generally, violence in the home is predominantly male violence directed against women and children, and is of pandemic proportions. However, despite its prevalence, domestic violence was not recognized as a human rights violation partly because it occurs in the privacy of the home and family relations.
II. LITERATURE REVIEW

2.1 Concept Definition

Violence – is a means of control and oppression that can include emotional, social or economic force, coercion or pressure, as well as physical harm.

Abuse - is the misuse of power through which the perpetrator gains control or advantage of the abused, using and causing physical or psychological harm or inciting fear of that harm. Abuse prevents persons from making free decisions and forces them to behave against their will.

Domestic violence (DV) – is violence that occurs within the family or domestic unit or within any other interpersonal relationship, whether or not the perpetrator shares or has shared the same residence with the women, including among others, rape, battery and sexual abuse.

Gender Based Violence (GBV) – is violence involving men and women, in which the female is usually the victim; and which is derived from unequal power relationships between men and women.

Violence Against Women (VAW) – defined by the UN (1993) as “any act of gender based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats such acts, coercion or arbitrary deprivations of liberty, whether occurring in public or in private life.

Partner – According to Cambridge Advanced Learner Dictionary defined as the person you are married to or living with if you are having sexual relationship with.

Intimate partner violence – According to WHO, 2005 report it refers to any behavior within an intimate relationship that causes physical, emotional or sexual harm to those in the relationship.
2.2 Forms of Domestic Violence

Domestic violence can take the form of physical violence, including direct physical violence ranging from unwanted physical contact to rape and murder. Indirect physical violence may include destruction of objects, striking or throwing objects near the victim, etc. In addition to physical violence, spousal abuse often includes mental or emotional abuse, including verbal threats of physical violence to the victim, the self, or others including children, ranging from explicit, detailed and impending to implicit and vague as to both content and time frame, and verbal violence, including threats, insults, put-downs, and attacks. Nonverbal threats include gestures, facial expressions, and body postures. Psychological abuse may also involve economic and/or social control, such as controlling victim’s money and other economic resources, preventing victim from seeing friends and relatives, actively sabotaging victim’s social relationships and isolating victim from social contacts. Spiritual abuse is another form of abuse that may occur (Addis Nged Development Business Consultant PLC (ANDBC), 2008).

Table 1: Forms of Intimate Partner Violence & Modes of Expression

<table>
<thead>
<tr>
<th>Forms of Violence</th>
<th>Mode of Expression</th>
</tr>
</thead>
<tbody>
<tr>
<td>Physical Abuse</td>
<td>Slaps, punches, attack with a weapon, femicide</td>
</tr>
<tr>
<td>Sexual Abuse</td>
<td>Rape, coercion and abuse including use of physical, verbal, threats and harassment to have sex, unwanted touching or physical advances, forced participation in pornography or other degrading acts such as anal sex.</td>
</tr>
<tr>
<td>Psychological or Emotional Abuse</td>
<td>Belittling the women, preventing her from seeing family, friends, and intimidation.</td>
</tr>
<tr>
<td>Economic Abuse</td>
<td>Preventing her from working or confiscating her earnings, putting the victim on a strict ‘allowance’, withholding money at will and forcing the victim to beg for the money until the abuser gives them some money.</td>
</tr>
<tr>
<td>Spiritual Abuse</td>
<td>Using the spouse’s or intimate partner’s religious or spiritual beliefs to manipulate them, preventing the partner from practicing their religious or spiritual beliefs.</td>
</tr>
</tbody>
</table>

Sources: Health Policy Initiative, USAID (2007)
2.3 Causes and Consequences of Domestic Violence

Several complex and interconnected institutionalized social and cultural factors have kept women particularly vulnerable to the violence directed at them, all of them manifestations of historically unequal power relations between men and women. Factors contributing to these unequal power relations include: social-economic forces, the family institution where power relations are enforced, fear of and control over female sexuality, belief in the inherent superiority of males and legislation and cultural sanctions that have traditionally denied women and children an independent legal and social status (UNICEF, 2000).

Lack of economic resources underpins women’s vulnerability to violence and their difficulty in extricating themselves from a violent relationship. The link between violence and lack of economic resources and dependence is circular. On the one hand, the threat and fear of violence keeps women from seeking employment, or, at best, compels them to accept low paid, home-based exploitative labour. And on the other, without economic independence, women have no power to escape from an abusive relationship.

Above all, the cultural acceptance for a husband to “punish” his wife and absence of law enforcement mechanisms to regulate domestic violence the major contributing factors to domestic violence prevalence.

The consequences of abuse are profound, extending beyond the health and happiness of individuals to affect the well being of entire communities. Living in a violent relationship affects a women’s sense of self-esteem and her ability to participate in the world. Studies have shown that abused women are routinely restricted in the way they can gain access to information and services, take part in public life, and receive emotional support from friends and relatives. Not
surprisingly, such women are often unable properly to look after themselves and their children or to pursue jobs and carriers (http://www.domestic violence, retrieved on May 22, 2008).

2.4 Factors that Perpetuate Domestic Violence

- Male dominance in the family
- Conflict
- Instability
- Traditional gender norms & values of the society
- Structural gender inequalities
- Manhood linked to dominance
- Low status of women in the community

- Heavy drinking
- Substance abuse
- Young aged
- Decision making power
- Less income
- Less education
- Property ownership

- Socio-economic

- Individual Factors

- Societal Factors

- Relationship Factors
Even if domestic violence such as wife battery cases is reported, the victims usually withdraw them because society puts pressure upon such victims to settle the matter. Women withdraw their cases because most of them are economically dependent on their husbands and are afraid of being chased out of their home, if they persisted on pursing their case. (Shadow Report Ethiopia, 2003: 40).

Most of these abuses take place in private, which makes extremely difficult to prove under the penal proceedings for it has the strongest standard of proof. At the moment there is no mechanism of obtaining a protection under against abusers. This makes it hard for the victim to obtain a remedy, and penal remedies do not also adequately protect victims from future abuses (Shadow Report Ethiopia, 2003: 30).

2.5 Ecological Model of Factors Associated with Partner Abuse

Source: Adapted from Heise 1998 (210)
2.6 Magnitude of Intimate Partner Violence

2.6.1 Global Prevalence

Although it is widely recognized that intimate partner violence is widespread globally, accurately estimating its prevalence is difficult. Partner violence is a highly sensitive area that touches fundamental issues like power, gender and sexuality. As a women’s partner community perpetrates violence, often within her home, it is frequently considered as ‘private’ lying out of the realm of public debate or exploration. Such factors have until recently resulted in violence against women remaining largely hidden and undocumented particularly in developing countries.

Generally partner violence occurs across the world, in various cultures, and affects people across society, irrespective of economic status. In the United States, women are six times as likely as men to experience intimate partner violence.

Percent of women surveyed (national surveys) who were ever physically assaulted by an intimate partner: Barbados (30%), Canada (29%), New Zealand (35%), Switzerland (21%) and United States (22%). Some surveys in specific places report figures as high as 50-70% of women surveyed whom an intimate partner ever physically assaulted (ANDBC), 2008).

In no country in the world are women safe from this type of violence. Out of ten counties surveyed in a 2005 study by the World Health Organization (WHO), more than 50 percent of women in Bangladesh, Ethiopia, Peru and Tanzania reported having been subjected to physical or sexual violence by intimate partners, with figures reaching staggering 71 percent in rural Ethiopia. Only in one country (Japan) did less than 20 percent of women report incidents of domestic violence. An earlier WHO study puts the number of women physically abused by their partners or ex-partners at 30 percent in the United Kingdom, and 22 percent in the United States (http://www.domestic violence, retrieved on May 22, 2008).
According to a UNIFEM 2006 report, around the world, half of the women, who die from homicides, are killed by their current or former husbands or partners. Women are killed by people they know and die from gun violence, beatings and burns, among numerous other forms of abuse.

2.6.2 Prevalence of Intimate Partner Violence in Ethiopia

Cases of domestic violence particularly violence by intimate partners are under reported due to the perception that violence among partner is a private issue. Because of this, it remains in the privacy of the home and it is only a small fraction of female victims make their suffering public and seeks support in Ethiopia. So the prevalence of domestic violence in general and violence by intimate partner is not really known.

Many cultures in Ethiopia consider marriage and family as a private area and no interference of the male freedom is needed. He is a head: controls events and decisions and punishes challenges to his authority. There is a wide spread belief that women provoke, can tolerate or even enjoy a certain level of violence from their spouses (Tizita Jemberu, 2003).

According to WHO 2005 survey among Ethiopia women 59% faced sexual violence, 49% of them faced physical abused and 36% faced even harsh physical abuse. The survey also indicates that only less than 4% of sexual abuse is reported.

Violence against women in Ethiopia is manifested by psychological or mental violence that includes constant verbal abuse, harassment, isolation and deprivation of economic resource. Degrading and belittling verbally, either when alone or in front of children, family members or
friends and threatening with violence or murder or taunting with threats of divorce, intentions of taking another wife (Solomon Girma, 1999).

Intimate partner violence is common in Ethiopia in both urban and rural families, but usually women in rural areas are not reporting cases of domestic violence by partners to concerned bodies for support due to cultural and the above mentioned reasons. As a result, it is tolerated and accepted in society and its eradication is more difficult. Below we see reported cases of violence in Addis Ababa.

Table 2: Violence Against Women Reported to 28 Woreda Police Stations in Addis Ababa from 1995–2001 G.C

<table>
<thead>
<tr>
<th>Year of Report</th>
<th>Rape</th>
<th>Assault &amp; Battery</th>
<th>Abduction</th>
<th>Attempted Murder</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1995</td>
<td>217</td>
<td>772</td>
<td>8</td>
<td>40</td>
<td>1,032</td>
</tr>
<tr>
<td>1996</td>
<td>158</td>
<td>2,721</td>
<td>14</td>
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<td>47</td>
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<tr>
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<td>21,987</td>
<td>194</td>
<td>280</td>
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</table>

Source: ANDBC, 2008

The data clearly shows that cases of violence against women being reported to the 28 woreda police stations have increased over the last few years and except one year there is tremendous increment over all years.

Given the fact that acts of violence against women are still largely under reported, such figures cannot be exhaustive and do not reveal the real picture of it but only a glimpse. For example, a survey administered to adult women (208) and schoolgirls (97) in Addis Ababa,
revealed that most girls do not report the violence that is omitted them (Ethiopian Women Lawyers Association (EWLA), 2004 as cited on ANDBC, 2008).

More over, the research paper of EWLA, 2004 reveals that a prevalent phenomenon cutting across almost all ethnic groups in Ethiopia. The total average number of beating of wife by husband is 7.7%, the highest being in Gamebella Region followed by Oromo and Afar Region.

2.7 Recognizing violence in contexts of intimacy: Who defines violence?

2.7.1 Community

Defining violence within marriage and other intimate relationships is particularly difficult, since the community in general and women in particular do not recognize such violence as abuse. Such violence may even be understood as a vital part of the relationship in some cases. Cultural norms have developed overtime to justify, sustain and perpetuate men’s sexual coercion of women, as well as other forms of violence towards them. Jealousy and violence may be considered by many women to be a vital sign of a husband’s commitment to the martial relationship.

Generally, wife beating is largely regarded as a consequence of man’s right to inflict physical punishment on his wife. Cultural justifications for violence usually follow from traditional notions of the proper roles of men and women. In our society women are expected to look after their homes and children, and show their husbands obedience and respect. If a man feels that his wife has failed in her role or overstepped her limits—even-for instance, by asking for household money or stressing the needs of the children—then violence may be his response.
2.7.2 Media

Negative portrayal of women by the media, in advertising and in video clips in the music industry among others become breeding grounds for violence against women. On the other hand, nowadays some Non government organizations are sponsoring drama, community conversation and also violence cases on media using radio, television, newspaper and magazines, but still more focus is given on gender-based violence, which are exercised on public.

2.7.3 Existing legal aspects of partner violence

Tolerance towards intimate partner violence is mainly from low legal awareness in Ethiopian society. Domestic violence has been considered a matter of private life rather than a criminal act, which only when achieving certain intensity constitutes a criminal offence. Generally, such attitudes have been reflected also within the enacted law considering domestic violence as an issue to be dealt with by the family and not to be integrated with by state authority.

III. THE LEGAL & POLICY FRAMEWORK

3.1 International and Regional Instruments

Ethiopia has ratified and adopted international and regional instruments and made part of the laws of the land which have significance in rooting out violence against women. The international and regional instruments, which Ethiopia ratified and adopted, are the following:

- Universal Declaration on Human Rights, 1948
- International Covenant on Civil and Political Rights, 1966
International Covenant on Economic, Social and Cultural Rights, 1966

Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), 1979

Convention Against Torture and other cruel Inhuman and Degrading Treatment, 1984

Convention on the Rights of Child, 1989


3.2 Ethiopian Laws and Policies

3.2.1 Laws


- The Constitution is the supreme law of the land. Any law, customary practice or a decision of an organ of state or a public official, which contravenes this Constitution, shall be of no effect. 9(1)

- All international agreements ratified by Ethiopia are an integral part of the law of the land, 9(4)

- The fundamental rights and freedoms specified in this Chapter shall be interpreted in a manner conforming to the principles of the Universal Declaration of Human Rights, International Covenants on Human Rights and International instruments adopted by Ethiopia.,13(2)

- All persons are equal before the law and are entitled without any discrimination to the equal protection of the law. In this respect, the law shall guarantee to all persons equal and effective protection without discrimination on grounds of race, nation,
nationality, or other social origin, colour, sex, language, religion, political or other opinion, property, birth or other status. 25

3.2.1.2 Family Laws

The Family Law Federal (2000) and the Regional Family Laws have made many improvements. The Federal Family Law has made the marriage age of both sexes 18, did away with betrothal, ensured equality in marriage, reduced the role of Family Arbitrators to Conciliation and gave the courts to decide

3.2.1.3 The Criminal Law (2005)

- Domestic violence and harmful traditional practices are mentioned by name and included in the laws and penalized. Under the name “Violence against a marriage partners or a person cohabiting in an irregular union” art 564 of the criminal code states.
- “The relevant provision of this code (Arts 555-560) shall apply to a person who by doing violence to a marriage partner or to a person cohabiting in an irregular union, causes grave of common injury to his/her physical or mental health.”

3.2.2 Policies

The various policies, which are drawn in Ethiopia within the larger framework i.e., international framework and indigenous polices are the following which specifically dealt with women’s rights.

a) The millennium Development Goals (MDGS).
   
   Among its eight development goals one is about ensuring gender equality.
b) The Poverty Reduction Strategy

- It has envisaged the eradication of harmful traditional practices and violence against women so that women and children are assured of their rights and full participation.

c) The National Action Plan on Gender Equality (Nap/GE) has selected VAW and women and Human Rights as its areas of Concern and strategies for five years (Ministry of Women’s Affair, 2006).

3.3 Law and Policy Gaps

- Ethiopia has not integrated, in practice, the international and regional instruments within its own legal system. Hence in some cases the lofty principles enshrined in the laws are barely known by the citizens and various officials of this country.

- All the National policies started in 1993 do not mention violence against women by name, though harmful traditional practices are included. Among these policies are:

  - The HIV & AIDS policy
  - The Environment Policy
  - Cultural Policy (1997)
The existing Ethiopia criminal law explicitly recognizes most violence that is committed against women outside of home. The criminal code does not contain a provision on battery committed against women within the home. Women who are bartered by the partner will have to resort to the general provisions of the code, which provide that causing bodily injury to a person is punishable by the law. DV is not given emphasis with crimes such as theft, which is considered important.

IV. ALTERNATIVES TO THE CURRENT POLICY

4.1 Alternative I: Community mobilization policy against intimate partner violence (IPV)

4.1.1 Rationale

In Ethiopia norms about gender and the acceptability of violence greatly influence the prevalence of intimate partner violence. Study shows that both men and women believe that husbands are justified in beating their wives if they disobey them and/or refuse sex. Even where such open support for violence exist, society often blames and stigmatizes women, instead of male perpetrators, for physical and sexual abuse. Therefore, community mobilization policy offer promising ways to prevent IPV by changing community norms about gender and the acceptability of violence.

4.1.2 Goal: To transform socio-cultural norms

4.1.3 Objective of the alternative policy

To bring radical changes in attitudes, knowledge and behavior towards intimate partner violence
4.1.4 Strategies

- Encourage the participation of all sectors of the community in the effort to understand IPV, design sanctions, and implement and evaluate programs.
- Mobilize existing structures and organizations in the community to collaborate on providing a comprehensive response to survivors.
- Engage men as allies in the effort to promote the benefits of more equitable gender relations for the whole community and promote positive male models.
- Integrate community mobilization policy against IPV into existing health and development projects, such as reproductive health and HIV projects.
- Employ multiple strategies to change community norms, including local media and advocacy, local activism, training, and communication materials.

4.1.5 Key players

Local organization like “Idir”, elders, local government, and community-based organization have great role in mobilizing the community.

4.1.6 Expected outcome

- Initiatives that integrate community mobilization around IPV will be supported
- Broad cross-section of the community (women, men, youth and children) participates at the grass root level.
- Partnership among community leaders, government officials, and NGOs will be established to address IPV at community level.

4.1.7 Expected impact

- Attitudinal change among the new generation about intimate partner violence
4.2 Alternative 2: Intimate Partner Violence Legislation

4.2.1 Rationale

Article 16 of the Constitution declares that every one has the right to protection against bodily harm. Article 537-544 of the Criminal Code provides that causing bodily injury to another person or impairing that person’s health is punishable. Under this provision women are protected from acts of battery from their husbands, boyfriends or any other person. The fact that the law does not specifically talks about the crimes in terms of where they take place manifestation of the fact that our law gives more attention to the crimes committed in the public sphere.

However, despite the existence of such provisions in the Criminal Code, cases of battery against wives are rarely reported. One reason is that, unless the battery has resulted in severe physical injury there is a tendency among law enforcement officers not to look at the act as a criminal offence. Given the fact that the culture still condones punishment inflicted by a husband on his wife, this is not surprising. On the other hand, even if wife battery cases are reported, the victims usually withdraw issue through arbitration. This is because most women are economically dependent upon their husbands and are afraid of being chased out of their homes if they persisted on. In addition, a large number of women also believe that wife beating is justified under certain circumstances.

Generally, the criminal law still maintains a distinction between violence committed against women in the public and the private spheres. It appears that the law accords more importance to those crimes committed outside of the home. This is one big flaw in the law, as women mostly sustain physical and psychological damage as a result of domestic violence.
With regard to law enforcement, the ANDBC (2008) survey confirmed the fact that there is still reluctance and laxity in applying existing laws and a comprehensive legislation is not yet put in place in order to effectively combat DV.

The police for instance do not consider violence against women by their intimate partner as a serious crime as a result,

- It is not registered separately;
- It is not given emphasis with crimes such as theft which is considered important;
- Police considers it as minor crime and tries to reconcile rather than thoroughly investigate;
- This kind of offense come to police repeatedly and treated as the first one (reconciliation)
- Bail set for domestic violence in general is usually low;
- Police do not bother to gather evidence on this issue at speed

Therefore, there is a need to review the existing criminal and family code so that the issue can get particular attention.

4.2.2 Goal: Bring legal remedies against intimate partner violence

4.2.3 Objectives

- To strengthen legal response to violence against women by their intimate partners.
- To build the capacity of the legal bodies to challenge violence against women

4.2.4 Strategy

1) Amending existing penal and family law to incorporate explicitly intimate partner violence

2) Back up legislation by introducing special domestic violence courts at least at region level
3) Training police and court officials and prosecution lawyers

4) Provide special advisers to help women deal with the criminal justice system

5) To incorporate article on women who are intimidated and humiliated to be able to act as witness or to pursue a compliant

4.2.5 Key players

The major actors in drawing laws will be Ministry of Women’s and Children Affairs, Ministry of Justice, the Ethiopian Women’s Lawyer Association and Parliament. Whereas feminist activists, CSOs and other NGOs who are working on gender-based violence will provide technical, financial and material support. These actors are also lobby the government to give more attention to domestic violence in general and intimate partner violence in particular.

4.2.6 Expected outcome

- Legal reform towards intimate partner violence
- Number of cases reported to police will increase
- Better treatment of police to victims of intimate partner violence

4.2.7 Expected impact

- Women’s right towards violence will be protected
- Prevalence of intimate partner violence decrease

4.3 Feasibility for Policy Alternatives

4.3.1 Technical feasibility

- Availability of qualified professionals in the country
- Research initiatives from School of Gender Studies and School of Social Work and other faculties in general on the issue of IPV.
• Existence of international and local NGOs, professional associations like EWLA, NEWA, etc., and networks working on IPV.

4.3.2 Political feasibility

• Existence of international, regional and national legal instruments
• Favorable policy environment for development work
• Donors influence and interest to work on women’s rights

4.3.3 Technological feasibility

□ Expansions of modern information technologies like Internet in most parts of the country to share information easily and fast.

4.3.4 Administrative feasibility

• Existence of Ministry of Women’s and Children Affairs office
• Decentralization of authority up to grass root level
• Existence of NGOs and CSOs who work towards gender based violence
• Existence of Gender-based violence network at national and regional level

4.3.5 Efficiency

□ The quality of the output highly depends on attitudinal change among the community at large

□ Lesson learnt from previous initiatives will help for the efficiency of the future intervention

4.3.6 Effectiveness

□ Family law was drawn in 2005 and also criminal law was revised
□ Human right issue is already incorporated in education curriculum
□ Cases reported to the police of intimate partner violence increased over time
4.4 *Opportunities and obstacles to change*

Opportunities include that there are international, regional and national legal instruments some how that can help as an entry point to address IVP. There are also some initiatives by the government and NGOs to address IPV. In addition, researchers showed interest to investigate the case of IVP and few researches were conducted at national and city level. This in general will help to know the prevalence and recommendation how to tackle the situation.

On the other hand, the obstacles are mainly that Ethiopia is a traditional society, so the social norm, values including gender roles put women in disadvantaged position in all spheres i.e. political, social and economic spheres. As a result the attitude of the society towards women in general is very low and it takes time to change the attitude of the people.

4.5 *Biblical Arguments about Gender Relations*

Christian followers who rely on the bible argue about equality of men and women by citing different verses in the Bible. Some of the verses and ideas in the Bible are controversial. To cite some of them as follows:

“But I would have you know, that the head of every man is Christ; and the head of the woman is the man; and the head of Christ is God.” (1 Corinthians 11:3)

“Wives, submit yourselves unto your own husbands, as unto the Lord. For the husband is the head of the Church and is the savior of the body. Therefore, as the Church is subject unto Christ, so let the wives be to their husbands in everything.” (2 Ephesians 5:22-23)

“Let a woman learn in silence with full submission. I permit no women to teach or to have authority over a man. She is to keep silent…” (I Timothy 2:11-15)
The whole essence of the above verses relies on Eve/woman created after Adam/man, for
Adam and from Adam. Although man and woman are of the same essence, nevertheless the man, because he is the head of the woman, should be given priority, for he is greater because of his casual nature and his reason... Thus the woman is inferior to the man, for she is part of him... and on account of that the woman is subject to the man, in that she is under his command... the man is created in the image of God, but not the woman... because sin began with her, she must wear the sign of the evil. So public leadership of the temple and the nation consisted of male judges, kings, high priests, priests and prophets. Moreover, economically, women were under their fathers, brothers or sons who were legal property owners. Culturally women were defined as subordinate to their husbands and as child bearers (Gene 3:16). Women were listed together with the property of their husbands (exodus 20:17).

My counter argument is that people interpret Bible as they wish by taking only parts of it. In other parts of the Bible it is clearly stated about equality of men and women and also the responsibility of a husband as follows:

“There is neither Jew nor Greek, there is neither bond nor free, there is neither male nor female; for ye are all one in Christ Jesus.” (Galatians 3:28)

“Husbands love your wives even as Christ loved also the Church, and gave himself for it. ... For not man yet hasted his own flesh; but nourisheth and cherisheth it, ...” (Ephesians 5: 25-29).

So m
Male and female are harmonious and complementary; they are not in opposition to each other. Within this complementarity, there is no room for superiority or inferiority, but both are equally formed in the image of God. On the part of any violence the bible puts word of peace as follows:

“Let all bitterness, and wrath, and anger, and clamor, and evil speaking, be put away from you, with all malice.” (Ephesians 4:31)

Both genders together point towards the image of God, though without taking away God’s transcendence. They are like God; God is not like them. On Genesis: 28 the Bible assigns male and female their special roles within God’s creation. God gives them two related commands: procreation and domination of the earth. There is no suggestion that one role is for the one gender and the other for the other. The privilege and the responsibility is given to both sexes alike.

Thus at the beginning of the world, we find an affirmation of how life should be: a relationship openness and mutuality between the two sexes, complementing each other in equality before God and relationship with God. Sharing in their God given tasks of procreation and domination, they do God’s will, being made in his image and likeness.
### 4.6 Comparisons of Alternatives

<table>
<thead>
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<th>Criteria</th>
<th>Alternative I</th>
<th>Alternative II</th>
<th>Justification</th>
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<tr>
<td>Effectiveness in achieving desired objectives</td>
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<td>X</td>
<td>Community mobilization motivates participation of women and men and through the efforts of both sexes the desired objective can met.</td>
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<td>Efficiency with respect to use of resources</td>
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<td>Community resource is in place and a little support is needed from outside.</td>
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<td>Community initiatives can change attitudes and behaviors.</td>
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<tr>
<td>a) Acceptability</td>
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<td>The police, judge, prosecutor most of them are men who also exercise violence at home.</td>
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<td>b) Appropriateness</td>
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<td>X</td>
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<tr>
<td>Administrative feasibility</td>
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<td>X</td>
<td>Gender relations and all the beliefs and attitudes and behaviours associated with IPV can be changed if the initiative is from the community side.</td>
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<tr>
<td>a) Authority</td>
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<tr>
<td>b) Commitment</td>
<td>X</td>
<td>X</td>
<td>The majority of work carried out to date on partner violence has been spearheaded by women’s organizations. The legal system needs push from these organization.</td>
</tr>
<tr>
<td>c) Capacity to support</td>
<td>X</td>
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<td>Technical feasibility</td>
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<tr>
<td>a) Effectiveness</td>
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<td></td>
<td>X</td>
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<tr>
<td>b) Measurability</td>
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<td>Sustainability</td>
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<td>Cultural feasibility</td>
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SUMMARY

Social norms and gender roles have multiple effects on the life of an individual. It is the root cause for intimate partner violence and the cause for the continuation of the problem. In marriage relationship, in order a woman get acceptance in a society as a good wife, she has to obey and guided by her husband. Moreover, marriage is a social structure that gives the husband the right to get domestic and social services from their wives. Due to this, most men utilize violence to maintain these rights and privileges. As a result, women experience violence primarily at the hands of men.

Common risk factors of intimate partner violence include poverty, low social status of women, women’s disempowerment, and stress in daily life, alcohol consumption and jealousy. In addition to this, misinterpretation of some verses written on Bible contributed to women’s lower status and this exposes them to violence by their intimate partner. Generally, men who are breadwinners of their house in most cases have an authority to correct their wives in the society and this has been accepted both by women and men in our society.

Therefore, I recommend community mobilization as alternative policy because prevention of partner violence depends on changing community norms about gender equality and
acceptability of violence. The intervention should therefore target the community rather than individuals.

What makes the second alternative weaker is that without bringing attitudinal change about intimate partner violence among the community, to draw legislation by itself does not solve the problem in a sustainable manner. In addition to this, the majority of the police, judges and prosecutors are male who are socialized to be superior of their wives and their perception towards partner violence is the same as other members of the community. Therefore, in one-way or another these people are also perpetrators of violence.

As to the implementation of alternative I, the following key action points are suggested as follows:

1. Domestic violence should be also part of education curriculum to nurture school children along with human right education, as domestic violence is basically human rights abuse.
2. Capacity building for the media is necessary in order to maximize its role in the community at large.
3. Make long-term investments in promising initiatives that aim to change community norms.
4. To adapt community-based strategies that are being imported from other settings.
REFERENCE


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Opportunities and Obstacles to Change  
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SUMMARY

REFERENCE
The Economics of Divorce for Women in Cities

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Social Policy Analysis
SSWA 631
Graduate School of Social Work
Addis Ababa University

June 2008
Addis Ababa
Economics of Divorce… 2

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Introduction

This paper focuses on analyzing the economic difficulties women who are custodians of children and who are residing in urban areas face, with in the framework of the overall Ethiopian legal system under reform geared towards gender equality. It is in a way a continuation of a previous research, *Post-Divorce Maintenance in Ethiopia: A Viable Option for Divorced Women* (Trask & Semhal, 2007). The main focus of the research was assessing how the judiciary views the existence and level of educational achievement certificates that are acquired during marriage by one spouse and the contribution of the homemakers during division of common property. It does not deal with other cases in which the man is privileged from the societal structure of marriage, where he is relieved from child rearing and household works and is able to work for financial gain in both formal and non-formal sectors, irrespective of education attained during marriage. For this assignment, I will try to see the issue of post-divorce economics for women from an angle of structural discrimination in need of affirmative action. This issue was not dealt by the previous research. However, I would like to mention that some of the recommendations suggested as part of the affirmative action are also actions recommended by the previous research. I will argue how structural inequalities can be remedied through equity rather than equal treatment.

The first section of the paper, therefore, deals with presenting the problem analysis focusing on both the direct and indirect causes of feminization of poverty after divorce. Local literatures are used extensively to show the magnitude of the problem. Women’s position in the society in terms of economic, social and political power and its interplay with structural inequality will be highlighted.

How the problem is addressed in the overall legal system and political ideology that the ruling party follows are part of the discussion under the second section. A highlight of all the family laws (federal and regional) will be touched upon. And finally currently possible policy alternatives will be dealt in their entirety.
Analysis of the Problem

Whatever the rate, high or low, divorce has a profound effect not only on the spouses and children, but also on the society as a whole. When a spouse decides to get divorced, it is considered to be a means to an end to unhappiness and discomfort. However, this is far from the truth because the period after marriage comes with its own problems. One of the direct problems after divorce is financial constraints. Financial problems are closely linked with the education level, employment opportunity, presence of children, age of children, age at divorce and other social and structural factors.

So far, there is no research comparing and measuring the financial impact of divorce for men and women, although a relatively sizable amount of research can be found on the impact of divorce on women. This paper will show why, as many of the researchers, I hold that the problem is more severe on women than men, even without comparative research.

When the family laws of all the regions are revised with a view of liberalizing divorce, it came as a prize to women who were in an abusive relationship. The previous law had a list of serious and non serious causes for divorce where domestic violence was considered as neither. If marriage is dissolved without the listed causes, the spouse requesting divorce will forfeit up to three-fourth of the property. However, it also came with unsettling question of ‘who has the power/opportunity to leave the marriage and still be unaffected economically?’. Mehari Redae, one of the drafters of the Federal Family Law warned in his book (2003, p.88) that:

“A legal provision like this (where fault is not taken into consideration), is workable in many of the developed countries where women and men have almost equal employment opportunity, being owners of property and gaining their own income. But in a country like Ethiopia, where women’s choice in terms of employment, owning property and getting income is very scant, and where marriage is a sort of employment for many women, such form of no fault divorce will leave
women in a seriously dangerous position unless it is supported by economic empowerment” (translation mine).

The direct impact of divorce on the household income is lack of resource that comes in the house where more of the responsibility of custodianship is shouldered by women. Most women are dependent on the man financially. Sadly, it is practically impossible to know, accurately and easily, how many divorces are concluded and how many of the women are the homemakers. The law permits three forms of marriage: customary, religious and civil. However registration of marriage is not mandatory enforced in all the cases. Nonetheless, all types of marriage can only be dissolved by court. Hence, nowadays we can know the number of divorces but not its relation with the number of marriages. This is to mean that in a situation where the exact number of marriages concluded is not ascertained, how many of those end up in divorce court is hard to quantify. Some legal professionals cited on Trask & Semhal (2007) still claim that divorce is increasing as the court files are now increasing. Wondwossen (2006), expresses his worry that the law might have even forced spouses, mainly women, to ask for divorce even if they do not want to. Art 118 of the Revised Family Code demarcates the power of the court and arbitrators. There is no agreement between and among court judges on how to interpret this article in cases where one spouse refuses to provide financial support while still married and living together. Some argue that this matter has to be handled by arbitrators and if not, the spouse who claims the support should ask for divorce than coming to claim the financial support. The rationale for their argument is that once a family problem reaches court, there is no turning back, while others claim that the law doesn’t bar couples from coming to court to ask for legal enforcement of the support with out necessarily asking for a divorce.

With this picture in mind and Mehari’s remark that in our society marriage is a ‘sort of employment’ for women (Mehari, 2003, p.88), then I will go on to explain that lack of direct income is a major post divorce problem for women who had no employment during the marriage.
The reason women rely solely on their husband for financial support is not one and universal. It is very complicated and needs close scrutiny. Social problems are highly interrelated and interdependent (Rwomire, 2001). And they (social problems) are linked to ‘inadequate, unfair institutional structure and operations’ (Rwomire, 2001, p.7). Hence, structural discrimination (which will be dealt at length in a short while), of over many centuries might explain the bigger share of it.

The financial dependence of women on men during the time of marriage leads to decrease or total lack of income for the family after divorce. Daniel (1994) found that the average monthly income of divorced women decreased significantly compared to the marriage period. Among the divorced women only 14% indicate being economically in a better position. The majority faced housing problems, inability to cover children’s education costs, difficulty covering medical expenses, food and clothing. This finding is ascertained in another research (Serkalem, 2006). The financial problem is higher on women who were housewives. In Daniel’s research (1994) 64% of the randomly selected participants were housewives, while in Trask & Semhal (2007), 40% were housewives.

Women were indirectly forced to stay at home by the legal arrangement. It may be worth mentioning here that, the previous family law section under the Civil Code (which was in practice until 2000 for all of Ethiopia and still working in some regional states), Article 646 obliges the wife to work at home if her husband can not afford to hire a domestic assistant. Although another article, 645, is written in a gender neutral way, it gives power for one spouse to oppose the occupation of the other. The application may have tilted to the disadvantage of women.

With all the above interplay still up in the air, when the marriage is dissolved women leave with more responsibility. In almost 87% of the cases women are sole custodians of children and only in half of the cases are given child support payment (Trask & Semhal, 2007). When support is given in most cases it is less than 100 Birr per child and it is not regularly paid (Trask & Semhal,
Children become one of the income contributors (Serkalem, 2006). Divorce is stated as one reason for dropping out of children from school (MOE, 2004).

Lack of resources is a manifestation of other underlining problems associated with economic, social and political structure of the society in terms of its acceptance, responsiveness and reward to women’s child rearing and domestic labor. The overall position held by women in terms of education, property ownership and right of administration indicates the structural inequality that had been carried through all her life, which is later translated to financial difficulty after divorce. It is also important to note that division of labor had contributed greatly for the creation of inequality and/or exacerbate many of the social problems (Rwomire, 2001).

Patriarchy is economic and social arrangement where men have more resources, services and power than women (Eshetu, 2005). The economic level of women after divorce is determined by educational level and presence or absence of children, at least in the cities (Daniel, 1994; Serkalem, 2006; Tena, 2006).

Women work longer hours than men in both urban (8-13 hours) and rural areas (8-18 hours), and it is all spent in daily consumables and is less appreciated than men’s financial contribution to the household (Habtamu, et al., 1996). In urban areas, total number of women employees in government and quasi-government, shows only 30% and the gap gets worse when the level of education increases (EEA, 2007). Women have lower educational attainment than their partner (Serkalem, 2006) and husbands exceed by 15% in advancing their education during marriage than wives (Trask & Semhal, 2007). Women dominate the informal sector where there is no job security and requires no training and education (Serkalem, 2006). Urban unemployment rate for women was 27.2% for the year 2005 while men’s is half of it (EEA, 2007). As the age (women aged 50 and above) increases the level of informal sector involvement of women increases by almost 280% from men due to high family responsibility (EEA, 2007). The reasons could be divorce, widowed or taking care of grandchildren who are orphaned due to HIV/AIDS.
A study (Worku, 1997), in four towns indicates that marital status and presence of children are most influential factors that limit women’s employment opportunity as wage earners. Women with children of pre-school age were differentiated from those with no child in terms of employment. Educational attainment affects employability significantly (Worku, 1997; Daniel, 1997).

Due to socially constructed gender disparity women are deprived of their basic rights because they are overburdened with domestic tasks. Dividing common property is a legal right but accessing it is another story. The legal process and technicality of producing evidence of existence of ownership takes years at times (Daniel, 1994; Trask & Semhal, 2007). One woman’s word cited in Serkalem (2006, p.73) shows what it means to be in such position. “How can I be in court, while at the same time get income and be at home for the children at once?”.

Division of tangible property is not as it seems. Forty percent of the divorcees have no tangible property, and from the 60% who have property 49% is in a form of movables (household items such as furniture, appliances…) (Trask & Semhal, 2007). Lack of child support from the other spouse and unshared properties accumulated during marriage are taken as core problem by some (Serkalem, 2006; Daniel, 1994). Selome (2007) argues that the equal treatment law ignores lost opportunities sacrificed by one spouse as home maker or while giving support to the other. What this shows is that what was important in a marriage was the income earning ability of the spouses.

In the education setting, the Gender Parity Gap is widening in secondary education while the gap is closing for the primary level (EEA, 2007). A report by the Ministry of Women’s Affairs (2005) cited in EEA indicates that a multitude of social, cultural and economic factors have contributed to the high drop-out of girls at the secondary stage. Early marriage, sexual violence and unequal distribution of household chores are some of these factors. Girls’ repetition of classes is more severe than boys where domestic work burden is the major factor (MOE, 2004). The
participation of women in higher institutions has increased but is still way behind. From all (regular, extension, summer, private and government institutions) graduates, only 11% were women for the degree program and 8.9% for post graduate degree. At the diploma level, their participation is higher slightly, 29.7% (MOE, 2003, p.37). The over all situation shows that women and men do not have equal opportunity to resources and services.

In conclusion, women’s financial problem after divorce is a result of many things that happened before and during marriage. The core problems, i.e, lack of equal access to education, employment, property ownership and decision making have limited their options and have restricted them to resort to marriage as a form of income security. When that ‘opportunity’ fails to produce safety and security or one of the spouses decides to end the relationship for different reasons, women are left with additional responsibility to fend for and less opportunity to do so. This affects the household directly. Children drop out from school to help raise the household income. Mothers bear too much of the burden and it is unfair that it has to be done by one party only.

Analysis of Policy Response

Article 35 of the Constitution specifically provides for the rights of women in Ethiopia. Article 35(2) provides that women have equal rights with men in respect to marriage (before, during marriage and its dissolution). After the promulgation of the constitution, taking account of the principles set therein, the government issued the Revised Federal Family Law (applicable only in Addis Ababa and Dire Dawa) in 2000. Other four regions\(^1\) followed suit except Tigray Regional State\(^2\) which had issued its family law before the Federal Law. All of these laws provide the legal backing for equality of women while joining marriage, during marriage and after divorce. Although


\(^2\) Tigray National Regional State Family Code, Proclamation No. 33/1999.
there is this legal parlance, the ground situation is far from the words of the law. Women do not get into married life nor do they leave it equally.

The legal reforms on the family laws were much awaited and later acclaimed. This was not without a reason. It has raised significant issues which were either taboo or ‘too much’ for the society. The issues raised by the law were debated in many forums and the debates were aired on national television, where more people got the opportunity to appreciate the change being asked and finally crafted. In this sense it has guided change. But, be this as it may, equal opportunity is yet nowhere in the horizon for women as there are still artificial constraints on individual potentials through the social arrangement of gender construction, marriage, child rearing responsibilities and other constraints manifested in needs that are results of denial of participation (Drake, 2001). In case of divorce, the policy principle fails to see the difference in the gender construction of the society and failed with that to predict interests that will prevail. The care taking role played by women and the unrewarded work load have in no way been redressed or addressed. Thus equity of the policy is under question. Remedial actions addressing the impact of divorce on women and children are not addressed in all the family laws.

It is unjust to treat equals differently or unequal’s in the same way (Phillips (1992) cited at Drake, 2001, p.71). The approach to the definition of equality makes the whole difference. Formal approach to equality means sameness of treatment. However, substantive equality requires the law to ensure equality of out comes and tolerates some disparity to achieve the equality of the outcome. In other words, formal equality does not take actual social and economic disparities between groups or individuals in to account. But substantive equality on the other hand requires the examination of the actual social, economic and other conditions which are structural. This way, it is the results or effects of a particular rule that is highlighted rather than its form. This goes with Rawl’s definition of concept of justice, i.e, justice is as much as fairness of the result as that of the process (Drake, 2001). So it is no wonder that the term equality is a source of numerous debates. On the other hand,
there seems to be a kind of understanding that equality is not of creating total sameness but of ‘potential of choices or opportunities’ (Drake, 2001, p.41). Baker’s model of equality of opportunity (Cited at Drake, 2001) states that the scenario where equal opportunity can happen is if there is fair chance of development and competition, but also if affirmative action to compensate for previous disadvantages are provided or actions taken to remedy social and cultural patterns (Magdalena Sepulveda, et.al., 2004).

Another way of arguing is looking at justice from the perspective of Blakemore and Drake’s (1996) cited at Drake (2001, p.77) minimalist and maximalist mode of achieving equal opportunity. The minimalist model is focused on just removing barriers to equal opportunity. But the maximalist view goes beyond decision making to ask the extent and context in which this event happens. This principle distinguishes between removal of immediate barriers, be it physical or otherwise, that prevents equality of opportunity and tries to address the positive action required to make real any of the situation that is supposed to have happened in the minimalist ideology. This concept confirms to the idea of equality not just as simple prohibition of discrimination but it emphasizes the positive obligation on the government or whosoever declared the equality to act as to ensure that every one enjoys the rights openly.

Up until 2005, the ruling party (EPRDF), did not have a clear political ideology or strategy on family and gender relations (PM Office, 2007). Even now, with an ideology of revolutionary democracy, basically liberal democracy, with moderate government involvement, gender relations and remedial actions for past discriminations are not discussed clearly. To solve problems of gendered allocation of resources, the political paper states that ‘they would be beneficiaries to the extent of their involvement to the development’ (p.96). However, in a situation where the extent of ‘development’ is not defined, women’s reproduction and child rearing role fails out of context. Fitting reproduction and care to production in terms of either producing future workers or contributing to the husband’s production is not a solution for absence of women in social and class
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theories (Acker, 2006). Appropriation of results based on production or ownership of assets further creates class relations and it maintains exploitation and domination (Acker, 2006). Some recommend that improving the status of women in Africa both in the household and society at large as vital component of sustainable, capitalist development (Gordon, 1996, p.189). What this means is that actions are needed to lessen women’s burden of child care and house work as part of other strategies aimed at minimizing women’s subordination to men. Some individuals may be able to deal with effects of post-divorce problems through their own efforts but the condition of poverty after divorce on women will persist until it is confronted by concerted collective social and governmental actions. If they are expected to engage in income generating activities, then hurdles preventing them from doing so have to be minimized.

Policy Alternatives

If women are leaving marriage with more responsibility than assets or resources, then the guarantee for substantive equality must be questioned in order to ask for remedial actions. Article 35(3) of the constitution provides the frame work for remedial affirmative action. The aim of such measures is to ensure that special attention is given to enabling women to participate and compete equally with men in the political, economic and social fields both in the public and private organizations. The aim of affirmative action is a long-term goal to be achieved through measures and programs aimed at reducing current inequalities. Hence, affirmative action is not an exception to equality; it is rather a means to achieving equality in its restitution sense (Magdalena Sepulveda, et.al., 2004). Affirmative action is justified by the consequence or result. In divorce, as has been discussed in the problem analysis part, a lot of structural inequality issues are left unanswered irrespective of the equality declared by the constitution. The end result does not show a picture where women are leaving marriage with equal share of property and responsibility. And hence, actions that lessen the burden of custodian parents are essential.
Alternative 1: **Legal Reform**

Lack of property and responsibility for child care are causes of poverty for women after divorce. Save other root causes the same, this poverty can be minimized by improving the legal provision of equality of property division in to equity and strict commitment and developing policy guideline for child support payment. Hence the intervention can be in two areas.


This legal document, adopted in Maputo in 2003 and entered into force in 2005, urges state parties to enact appropriate legislations to ensure that women have the right to *equitable* sharing of the joint property deriving from the marriage (Article 7(d)). Note here that it is not equal sharing that is being requested but equitable division where by the over all situation or marriage arrangement, earning ability and responsibility of the couples is taken in to account during division of common property.

b). Enhancing efficiency of child support payment

If women are sole custodians of children in 87% of the divorce cases, then targeting to reduce this burden is one way of minimizing the negative economic impact of divorce on women. It is true that all the family codes have provisions on child support payment by the non-custodian parent. However, it is only one article in the overall code and hence is open to arbitrary discretion of judges (Trask & Semhal, 2007; Wondwossen, 2006). There are many issues left open in this area, starting from proving the salary or income of the other party up to what to do when the non-custodian parent claims he has no job or has resigned from work? To balance this power discretion there should be detailed guideline stipulating how much should be paid in what situations and the manner of proving the presence or absence of facts. This will reduce arbitrariness by minimizing judicial discretion and hustle to custodian parents trying to work their cases up to the appellate courts to correct arbitrariness.
In both cases, legal drafting at the federal government level is handled by the Ministry of Justice and/or The Federal Legal Reform and Research Institute; and Justice Bureaus in other regional governments. I would like to add a remark here that from observation so far, any legislation developed and promulgated by the federal government is usually duplicated by the other regions. But this does not mean that the laws are passed easily. Targeting the federal government first helps to strategically position the reform process. Ratifying international treaties is the responsibility of the House of People’s Representatives. If ratified it has to be accepted by other regional governments. The draft has to be sent to the House of People’s Representatives for deliberation. Once the law is issues in the Negaritt Gazzett, the judiciary or courts will have to use it in their decisions. And their decisions are implemented with the help of the public prosecutors office and the police, sometimes. The judiciary will carry out this as part of their duty without additional institutional structure.

Ethiopian Women Lawyers Association and the African Child Policy Forum will take the leading role in organizing or advocating for the legal reforms on ratification of the Charter and guidelines on child support payment, respectively. These organizations have been at the forefront of women and child right promotion in the country in the past.

Alternative 2: **Subsidized community based childcare service**

Being able to engage in income generating activity is critical for divorced women who are custodians of children in order to put food on the table. The Ethiopian Women Development and Change Package (2006) had already built the policy ground work for strategies in economic empowerment of women. The structural inequality caused by lack of education and resources, at least, are planned to be minimized by providing start up seed money. The package is developed for all women, not particularly divorced women. Divorced women looking for income generating activities may have the opportunity to participate in one of the programs. All activities in the Package are geared towards employment of women in formal sector and informal businesses. In
some cases it is mentioned in enhancing an in-house business in a form of production and sale of food items. But apart from these instances all activities will require that women stay away from home for longer hours each day. And the business places are not safe for children, if the mothers even wish to take them to work. Hence there has to be a way that the children are cared for while the mothers work to earn income for the household.

The crucial time in these children’s life is until the age of six. After that, if there is proper child payment and if the mother gets some form of income, the children will be able to attend formal education at the government schools which is full day program. Providing day care service to women enables them to get employed and earn income to cover household expenses.

This program can be started as pilot project in Gulele sub-city in all ten Kebeles. It is clear that there are no readily available information on the number of divorces and how many in this sub-city are single parents. Understandably rapid assessment should be carried out to identify the potential beneficiaries. However, the sub-city is crowded, is a low income area and small businesses are blooming recently. Furthermore there has been community mobilization and consensus building workshops on women economic empowerment and women rights conducted by a local non-governmental organization, Mary Joys Community Based Organization. The Kebele women associations are active in local initiatives.

A residual approach (Chaplin, 2007) which requires the government’s involvement in services when other things fail makes sense in a country like ours where resources of the government is minimal and demand for services is very high. Hence, the base of the day care service should be in the community, run by Kebele women association or women’s league supervised by the sub-city women association. Idir halls can serve as the day care center during week day. Idirs hold their monthly meeting once a month on Sunday. It only requires purchasing removable tiles, mattresses and toys to renovate the Idir hall into day care center and easily remove and store during monthly Idir meeting days.
Kebele administrations in partnership with the Ethiopian Electric Power Corporation and the Addis Ababa Water and Sewerage Authority can easily facilitate free electricity and water supply to the day care center. The government does not incur any direct cost nor will it go an extra mile in relation to these services. Kebeles, using the funding from Ministry of Labor and Social Affairs has to hiring 2 care takers in every Kebele totaling 20 caretakers. Other administrative and food purchasing costs will be covered with reasonable fee from the parents and financial assistance of non-governmental and community based organization. At this moment Mary Joy Community Organization is actively participating in the community through community mobilization and provision of services to poor households.

Evaluation Criteria

Among many other evaluation criteria, effectiveness, efficiency, political feasibility, administrative feasibility, sustainability, cultural feasibility and equity are used to evaluate alternatives presented in this paper. The rating is given from 3, the highest/strongest, to 1, which is the lowest/weakest. Moderate is rated 2. Reason and justification of the rating for each alternative and evaluation criteria is summarized and presented below the table.

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<th>Criteria</th>
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<td>Efficiency</td>
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Alternative 1: Legal Reform

The desired objective of this recommendation is availing more resources to custodian parents. A law that recognizes the sacrifice and hardship in caring for children can effectively address the
imbalance between resource and responsibility. More resources, however small, at least gives the mother some time to organize herself and start some way to participate in income generating activities. From the two components in the legal reform alternative, the first, that is, equitable division of property at the time of divorce is moderate in achieving the goal. About 40% of the couples in the study (Trask & Semhal, 2007) had no tangible property worth division. In the absence of property, equitable division has no meaning and does not solve any of the problems targeted. But it should not be forgotten that the percentage does not show the full picture. Earning ability or any form of training or academic credential financed by the common income is not part of the division in the current family laws. Equitable division is expected to change this as well. Hence, the percentage will probably be lower but it does not eliminate the possibility of some divorcee’s lacking property (tangible and intangible).

Improving the legal system in terms of developing clear guidelines will certainly avail more resource to women to care for the children under their custody. However the way the provisions of the guidelines are crafted makes the difference. If there is a minimum requirement for payment, then there is no way that there will not be resource, however small. If not there will definitely be some who will do any thing to avoid taking responsibility and consequently no assistance to achieve the goal this alternative sets to achieve. It is for the above reasons that the legal reform alternative is rated moderate.

However, what makes it efficient is that it takes fewer resources in terms of structural and other administrative resources. All legal drafting and implementation is handled by already established institutions. Administrative feasibility is ascertained by mainstreaming the agenda in the state machinery. Once in the legal system, its sustainability is assured by the appeal and administrative control mechanisms that are there for every other legal case.

This alternative is moderate in terms of political feasibility. In the political circle there are good and bad situations overall and particularly for the issue at hand. With in the legal reform also,
developing guidelines based on the already existing legal foundations seems more politically feasible than the ratification of the Charter. There is some fear expressed by some activists working on women rights that Ethiopia is labeled by the African Union as one of the countries who are least likely to ratify the Charter on the Right of Women in Africa in next few years (informal conversation with Rakeb Abate (Director, Women Campaign International) & Sihen Abera (Independent Consultant), March 2008). The political paper from the Prime Minister’s Office (2007) focuses on distribution of resource based on ‘extent of production’ of both sexes. Because the role of reproduction and child care are not clearly stipulated in the equation of ‘production’ it may take some time to bring this agenda in to political debate and appreciation.

There is also power struggle between the Ministry of Justice and the Federal Legal Reform and Research Institute on who should have the main responsibility of legal drafting. This may not have impact on the merit of the case but it affects the general readiness in the legal reform process. It may be delayed for quiet some time. The reform of the criminal procedure code of the country, for example, had been moving from one office to another for the last three years. The drafting of this law is now formally given to the Institute. But whether this solves the underlying power problem or not is still under question.

At the level of the courts there is appreciation of the issue by some professionals. African Child Policy Forum had sponsored a research by the president of the Federal First Instance Court (Desalegn Berhe, 2006) which recommended development of guidelines for child support payment and in decisions pertaining to property administration (for example, although the law states that until divorce and after divorce, in case of houses rented from the government agency, that care should be taken in determining who should stay at home, in practice due to arbitrariness, there is no consensus among the judges. It all depends on the judge’s individual sense of justice and equity). In the recommendations it was stipulated that the guidelines serve as advisory only, where as I am arguing for mandatory application with minimal subjectivity and discretion.
In terms of equity both legal reform requests (ratification of the charter and guideline for child support payment) are of high status. Equal treatment has proved to be discriminatory and blind to difference in resources and responsibility. Hence the legal reform to off-set the economic situation of women by infusing the notion of equitable division of property and proper and fair child support payment is just.

Alternative 2: **Subsidized community based child care service**

Running a childcare facility is politically acceptable as the women policy and package encourages local solutions owned by women. Women associations and women league have political support. Government support for such initiatives is part of the Developmental Social Welfare Policy (1996). Taking the political support one step higher to allocating funding for the personnel cost can be achieved through women who are active in the community mobilization movement and who are members in the ruling party and train them to do right-based advocacy. It would be politically hard for the government to turn down such local forces.

Being able to engage in income generating activities is critical in helping to feed the household. One way of achieving this is freeing women with children under the age of six from childcare during working hours. In other words, the goal is to reduce workload on women in order to assist them engage in economic activities. One of the domestic burdens is responsibility for children. Hence, minimizing this responsibility is effective in achieving the goal.

The alternative utilizes local resources to the extent possible. Using *Idir* halls, free electric power and water access and fee contribution by service users is a way of minimizing costs. It is also showing local solution to solve problems. However, it needs government and other stakeholders’ financial support. It is not a watertight zero expense venture. Nonetheless, the cost is relatively lower than providing the service fully with government funding.

The administration of the center will be run by the *Kebele* women association who are now support providers for the *Kebele*. A board of trustees will take the supervisory role at each *Kebele*
and a committed will be formed elected from all the board members to oversee the activity at the sub-city level. All board members and the sub-city committees are volunteers. The board at the Kebele level will be composed of the representative from the women association, kebele, beneficiaries and employee of the center. Financial administration will be handled as any of the Kebele financial administration except that a separate account and book will be kept. This, therefore, is the alternative’s strongest point.

Sustaining such initiative is very hard in terms of financial costs. Unfortunately, the price of every thing is soaring. With the situation at hand, implementing a nation wide or even city wide project is unimaginable. But carrying a pilot project may not significantly affect the government economy. The level of support from government and other organizations has to be minimized over the years and substituted by income generating activity by the center. This directly means that the beneficiaries have to pay more or the center has to expand its services and charge more from those who can pay more, among other things. Hence, it is not impossible to sustain the center but it takes more planning, cooperation and creativity to mobilize local resources.

In the rural areas it is common to leave your children with neighbors. In the urban areas with the growing economic activity and peoples’ movement, the ‘cultural’ practice is vanishing. Providing childcare service will be most welcomed by working mothers or by divorced women who used to be house-wives and who are planning to join the work force. The resistance in their involvement of the ‘out side world’ is very minimal as it is clear that they can not survive with out some one putting food on the table.

The principle of equity revolves around horizontal equity and vertical equity. It is about seeing if the planned intervention treat all people with a particular need equally or if it distributes resources to people in need who have fewer resources, respectively (Chaplin, 2007). The provision of daycare service to divorced custodian parents ranks highest in terms of vertical equity while is moderately equitable in terms of looking at all women who may be single or still married who have
the potential and eagerness to work but have hard time in making that decision because of their caring role.

**Comparison**

**Effectiveness:** The second alternative is the strongest while the first alternative is moderate. In the first alternative, child support payment legislation is stronger in addressing shortage of resource than the ratification of the Charter. However, whatever the base of the argument is, an article on legal reform and women asserts that ‘there has never been certainties of the outcomes of reforms especially in developing countries’ (Manuh, 1994-1995, p.224 cited at Trask, 2007). But this does not mean that we should stop asking for legal reform. It means that it is not always the only one solution. It can not stand alone in alleviating a deeply rooted norm and pattern of discrimination. On the other hand, although there is scarcity of providing as many day care services as needed, experiences from Japan, the USA and Israel show that the services have helped women engage in the work force (Israel Women’s Network).

**Efficiency:** In legal reform, resources of an already available government structure are utilized. It does not require additional funding and structural modification. However, in the provision of daycare service in Gulele sub-city, funding is required for starting and maintaining the service. For this reason, relatively legal reform initiative is more efficient than the second alternative.

**Political feasibility:** provision of day care service run by women association and residents of the kebele is more in line with the political strategy of the policies for women and social security. It is familiar to hear politicians claim that women are not active as expected in addressing their cause and most government documents seem to reflect this too. It is, therefore, politically damaging to fail to support women initiatives, ‘when they happen’. In fact, the social welfare policy states that day care services should be supported by the government. However, the ratification of the Charter is less likely. Nonetheless, part of the legal reform is more positive rather than the ratification. The
concept of child support payment is already acknowledged in the law. What it needs is a guideline to strengthen the concept. This notion of continuation gives it political acceptance. Additionally, because it is acknowledged as a problem by higher officials of the court, its feasibility is logical.

**Administrative feasibility:** Both alternatives are strong in this area by their own merit. Both can be done in already established structures or with minimum outsourcing. Nevertheless, the first alternative is still stronger than the second one. Advocating for legislation, as tiring as it may be, is much easier administratively than running a program for many years.

**Sustainability:** A law once on paper will stay there until it is revised or amended and everyone who is entitled by the law can claim the right in a court of law. Hence, sustainability of the claim and solution forwarded is meant to stay for quiet sometime, at least. It does not require funding or any other resource to keep it as the court structure is there for every rightful claims. However, maintaining a day care center is relatively very difficult. Its sustainability is highly determined on the level of support from the community and creativity in running the center through local resources. If women do not have anything to pay and the center is heavily relying on external funding, then it is only a question of time before the support is terminated. Hence, the sustainability of the program is dependent on payments and those payments have to be ensured first. The payment for child support is a core factor for the sustainability of this program.

**Cultural feasibility:** both alternatives do not go to the core of the gender power and role distribution. They try to address the issue in a more non-confrontational way. Nonetheless, ratification of the Charter may have a little bit cultural resistance. People may feel that we have enough documents protecting women rights and more than this may mean going pro-women. Apart from this minimum fear, the alternatives are sensitive to culture.

**Equity:** The ratification of the Charter is the highest on this criteria followed by the child support payment guideline. Nevertheless, daycare services are moderate in horizontal equity while
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still strongest in vertical equity (providing service to those who have few resources). As a small amount of user fee is required, it makes the strongest side of the equity weaker.

Recommendation

I recognize that social justice or equity is never an easy task. Gender inequality has been a ‘normal’ way of life. Framing the problem and coming up with comprehensive plan to solve the problem is similarly very complicated. After considering the two alternatives, I recommend a combination of the two. The main pillar for the recommendation is that providing day care service holds more promise to women in urban areas. However, with out child support payment women will not still afford to send their kids to the center. It will not also be fair to expect them to carry the full burden of child rearing responsibility alone, unless the situation absolutely does not permit. Even in those cases the government has to honor the commitment entered when ratifying the Convention on the Right of the Child. Providing daycare service with fee to those we know can not afford it defeats the equity concept. Hence day care service combined with developing a child support guideline minimizes the level of economic difficulty women face after divorce.

The combined alternative is very strong in terms of availing tangible alternative and support for women with children. It is easy to understand and it is inevitable that with the growing urbanization, we have to start with it. With strict enforcement of child support, the combined alternative becomes the strongest in almost all criteria of evaluation. But separate evaluation of the alternatives individually fails to meet some of the criteria. The legal reform is week in addressing the issue effectively and is not strong in its political feasibility. However, even with this evaluation in general the guideline reform is stronger than the ratification of the Charter. Coming to the day care service separately shows that the plan faces sustainability problem with out strong financial contribution from beneficiaries. Therefore, daycare service and strengthening paying ability through enforcing parental responsibility is a fairly uncomplicated solution to a very complicated
situation. It has worked in other countries in enhancing the involvement of women in the work force, which indirectly positively affects their financial status.

Implementation of the combined alternative will be carried out in two phases. The first will be advocating for the comprehensive child support payment guideline. This will be realized with the support from non-governmental organizations like African Child Policy Forum and Ethiopian Women Lawyers Association; and the Federal First Instance Court, Family Bench. The draft guideline may be developed by these stakeholders and then submitted to the Legal Research and Reform Institute or it may be developed by the Institute.

The other phase of implementation is establishment of the daycare centers in all the ten kebeles in Gulele sub-city. Ministry of Labor and Social Affairs (MOLSA) will be involved in financing personnel. Idirs will involve the use of the hall. Women associations will be in charge of running the center while kebele authorities administer free services, financial and and facilitate documentations. The committees and board of trustees organized from all parties with vested interest will serve supervisory and advisory role. Organizations like Mary Joy will help in financing the purchase of equipments while EWLA and ACPF mobilize resources. Further more, they will be responsible in developing the internal manuals and training the staff.

Key decision points in the project implementation are:

1. Decision of MOLSA to get involved and finance the hiring of care takers at all the kebeles;
2. At least one idir agreeing to host the daycare center;
3. Strake holders in the development of child support guideline reach an agreement on specific points or elements to be incorporated in the draft;
4. Establishment of the supervisory and advisory committee at kebele and sub-city level and agreement reached (based on preliminary assessment) on eligibility.
5. Decision on user fee payment and amount.
It is clear from the few points mentioned above that more decisions await while implementing this program. The success of the project is determined in quality of decisions and exploring alternatives throughout the implementation phase. The success of the project is evaluated on the premise of its foundation. The goal is to provide support for women who are child custodians so that they can be able to go to work. In other words, it is to lessen the domestic burden of women. The daycare service is one way of reducing the care responsibility. In due time the program may expand to support all working women. But for now, if the divorced women are able to look for employment opportunity outside of home or work in a business within the home or are able to have the opportunity to look for job is a good success rate for the program. The utilization of the center by as many divorced women which need help in child support can also serve as an indicator of success.

Summary

Divorce is usually very hard on everyone involved. However, the level of economical hardship is not proportionately shared by ex-husbands and ex-wives. At the time of divorce women have less resource and more responsibility in child care than men. This inequality is, in a way, a reflection of the overall gender construction of the society. The role of women is relegated to non-economic activities. Access to property ownership, education, employment and other public spheres is unequally distributed in the society. Hence the overall impact of inequality is visibly reflected out at the time of divorce, where women are unable to cover the household costs.

Discriminatory provisions of the law have been replaced with equality principle. Equal treatment in the face of many discriminatory practices and unequal access due to gender roles outside and within the family is not serving its purpose. Treating unequal equal is as good as perpetuating inequality. Hence, beyond process equality more emphasis has to be given to result/outcome equality. Remedial actions are needed. Addressing the issue of gender inequality is not an easy task. But we have to start somewhere and that start, I believe, is supporting divorced
women residing in cities to get childcare service in their locality and enhance the payment of child support by the non-custodian parent. Women are, in over 87% cases, custodians and in almost half of the cases, they do not get any support from the fathers. And when they get some sort of support, it is very nominal.

The economic hardship will be indirectly enhanced through subsidized child care services. This support enhances their ability to follow their case for a fair property division and look for employment opportunity which they wouldn’t have done caring for a toddler at home. This proposal is developed with a hope to carry out a pilot project at Gulele sub-city in 10 kebeles, in Addis Ababa. The centers will be run inside Idir halls by women associations with the support of local committees composed of service providers and beneficiaries. Further more, the chills support payment will be strengthened through detailed and clearer guideline. The guideline will help in enhancing payment of support.

Challenge

Some people may challenge the problem analysis, alternative solution recommended and evidence provided in support of the alternatives. They may feel that the analysis part is fairly complicated and extensive while the alternative or recommended solutions fail short of that level of complexity. The solution seems also to maintain the status quo that child caring responsibility is left to women but support be given to them to work more and financially support themselves. Hence it fails to raise the equity notion by not addressing: divorced women only, custodian fathers and women in cities. And again, providing the service to divorced women alone does not deal with the issue from the root or its cause, the gender role in the family.

The discussion on the economic impact of divorce focused on direct and indirect causes. The direct cause is fairly simple, that is, they are poor because they lack resources/education/employment to get income. However the indirect role, which is the gender role and social construction, had/has great impact for the manifestation of economic hardship after divorce. Hence the whole analysis of
the overall system is discussed to show that women really deserve special attention after divorce. Their situation or divorce can not be treated equally. It is a form of justification of why their case is unique and important.

Gender and family relations are like landmines. Careful canvassing and walking is necessary. The role of women in child rearing practice is highly culturalized and naturalized. Hence, many women feel that it is their responsibility to care for children. Culturally, Ethiopian fathers, mostly, are emotionally distanced from children’s life. Changing the pattern and enhancing the involvement of men/fathers in child care is one thing but it may not come soon. Hence, incremental approach is preferred where more power and independence gives to more negotiation in sharing family responsibility.

In a country where there are a zillion problems and few financial resource, prioritizing between problems becomes inescapable reality. Although all women, especially those who were homemakers, suffer financially but those with child/ren suffer more. Their situation is greatly complicated with the presence of children. And hence, supporting those who are greatly affected seems logical in the above mentioned reality equation. The equity employed here is asking to support those in desperate need. Trends in our justice system show that when children are given to fathers, usually it is based on financial ability. Custody dispute does not usually arise. It is deemed the mother is more able to handle children than the father. But when dispute arise it is usually the assumption that the father is financially better off, hence expected to pay more in child support. And if the mother had been a house wife, it is presumed that the payment will be use by her and hence the father decides to take the kids.

It is understandable that the issues of women in cities and rural areas are mostly different. Working on a specified issue and space helps clarify priorities and come up with workable solutions for that particular area. Women in urban areas have some advantages over women residing in rural area. In the same way women in cities are disadvantaged in that they have to cope
with the life expenses, travel long distance away from home to work, lack the social network in childcare and many others. Therefore, this paper is time and place limited and the concept of equity is meant to address problem with in similar limitation.
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Social Problem Analysis on Adolescent Pregnancy

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Introduction

"Adolescents are like butterflies. They go through a transition period that is full of potential, yet fragile. They need nurturing and care, and a safe and supportive environment to grow and develop."

(Shigeru Omi, www.who.com, framework2002, retrieved on may 1)

Adolescents and young age people, 10-24 ages are the largest group ever to be entering adulthood in Ethiopian history. This cohort of 21 million makes up 30% of total population. Ethiopia is at a crucial point, facing a large rapid population growth, 2.6% per annum, which puts tremendous pressure on the country’s health service infrastructure. One of the most effective interventions to address the rapid population growth is to empower young people to make informed choices on their reproductive health, including their desired fertility (Ministry of Health (MOH), 2007: p1).

The 1994 ICPD (International conference on Population and Development) adopt a definition of reproductive health that emphasizes every person’s right to decide whether, when and how often she/he will have children. Endorsement of this definition underscores individual decision-making rights regarding family planning and all pregnancy-related care (World Bank, 2005:p1).

Adolescent mothers and their children in developing countries fare less in most social and economic outcomes of early childbearing. Significantly, larger proportion of teenage mothers in Ethiopia lived in rural areas; were largely uneducated, poorer, and gave history of
divorce, separation or no marriage. Such observations point to the fact that teenage pregnancy is more associated with poor socio-economic outcome (http://www.aphrc.org, 2003, accessed on April 4, 2008). Similarly, all over the globe with few exception, education and urbanization in particular have an effect on rates of adolescent pregnancy and childbearing (www.who.com, 2007, accessed on April 4, 2008).

Teenage girls initiated unprotected sex early in life that exposed them to young parenthood. In most countries, over half of this took place within marital union. This situation underscores the burden of reproductive health problems among rural adolescents as victims of harmful traditional practices including early marriage, abduction, and rape. In poorer countries such as Ethiopia, where access to basic services is low, living in rural areas is a double disadvantage for teenagers (http://www.aphrc.org, 2000, accessed on April 4, 2008).

Analysis of Adolescent pregnancy as a social problem

Adolescent pregnancy were not consider as a social problem for many years ;rather it consider as a normal phenomenon & show the status of women where early marriage is normative and there is no legal restriction on the age of marriages. Because of this the cause & consequences of adolescent pregnancy were over looked. Since female circumcision, early marriage, sexual taboo, social inequality and gender discrimination prevalently exist all over the country, especially on the rural area where 85% of the population resides & living in an impoverished conditions.

Teenage parenthood itself is nothing new in Ethiopia. Early marriage is an expectation, especially in rural areas, where girls often married shortly after puberty and are expected to start bearing children. Why, then are concerned today about adolescent fertility & pregnancy?
The primary reason is that adolescent period has become much longer. Socially, adolescence is the period of life when young people seek to acquire education and training in economically useful vocations. The period required for formal education or vocational training today is expanded; while the onset of sexual maturation is occurring much earlier. Hence, the duration of adolescence is increasing leading to exposure to extramarital relationship (Staffan B. et al, 1993: p 45).

Different studies carried out in the country showed that a considerable proportion of the country youth practices sex at an early age and this is true for both urban and rural settings. In this regard, 33% of out of school youth and around 25% of in school youth had sex before reaching the age of 15 (MOH, 2003: p26). Studies conducted in various parts of the country among high school young students showed that more than 30% of the study population was sexually active (Govindasamy A. et al, 2002 as cited in MOH, 2006: p7).

The fact that, many youth start practicing sex at an early age, particularly in urban center has resulted in a large number of pregnancies and illegal abortions that in turn poses serious health and social problems. Studies carried out at a national level have indicated the complications from unsafe abortion accounts for almost 55% of all recorded maternal death, of which 13% occur among women under the age of 20 (MOH, 2006: p4).

Secondly, the traditional social institutions that control sexual behavior have become ineffective, yet there is limitation in strong institutions to serve as a substitution for the traditional system. Changes in traditional attitudes, urbanization, migration, mass media, and increasing exposure to harmful substances like drugs, alcohol, and chat also contributed to the changes in social and sexual behavior. (Staffan B. et al 1993: p46).
Likewise, according to one study done at Nekemet town, fall in the age at menarche, increased age at first marriage, increased enrollment of girls in school, increased participation of women’s in labor force, widespread of migration to urban towns, weakening of traditional values and transmission of ideas through films, music, medias, and economic issues, are believed to be contributory factors to increase in premarital sexual activity (Dessalgn W., 2006:p3).

Even though, there is limitation in national studies to show the trend of adolescent pregnancy in Ethiopia, different studies show its magnitude. Unwanted pregnancy is one of the major reproductive health challenges faced by adolescents in Ethiopia; this was 54% for those between age 20-24 (MOH, 2006d: p11). Similarly, over a quarter of all pregnant youth and adolescents feel that their pregnancies are mistimed, reflecting population’s limited access to family planning and reproductive Health services (MOH, 2006a:p26).

According to a recent demographic and health survey, 17% of the Ethiopian women aged 15-19 years were already mothers or pregnant with their first child at the time of the survey, which is similar to the pattern seen from data collected in the 2000 EDHS (16 percent). Nearly three times as many teenagers residing in rural areas as in urban areas have begun childbearing (EDHS, 2005: p55).

In addition, teenage pregnancy and parenthood inversely relate with their level of education and socio economic status. The level of teenage parenthood among teenagers with no education is nearly three times that among teenagers with primary education, while it is nearly ten times that of teenagers with secondary and higher education. The percentage of teenagers who have begun childbearing is three times higher among those in the poorest
households (24 percent) compare with those in the wealthiest households (8 percent). The little of what was documented on the consequences of teenage pregnancy in Ethiopia focused on short-term obstetric complications (EDHS, 2005: p53-56).

Similarly, over a quarter of all pregnant youth and adolescents feel that their pregnancies are mistimed, reflecting population’s limited access to family planning and reproductive Health services (MOH, 2006: p26).

A national wide survey conducted to assess determinants of contraceptive use among urban youths in Ethiopia reported that there is a large discrepancy between knowledge and actual practice of contraception. In this study, knowledge about contraceptive method among sexually active young adults aged 15 to 29 was as high as 90% for pill and 87% for condom respectively. However, only 15% of males and 39% of females had used condom and contraceptives respectively (G. selassie T. 1996: 97-104).

Similarly, EDHS reveal that the overall knowledge of contraception has remained consistently high in Ethiopia over the past five years with 88% of currently married women and 93 percent of currently married men having heard of at least one method of Contraception. Whereas, Percent of married women 15-49 using contraceptive, all methods is 14 (MOH, 2006/07:5). Contraceptive uses differ significantly across regions, and urban women are five times more likely to use contraceptives than rural women are (MOH, 2007: P12).

Moreover, the 2006/07 health indicator stated that the contraceptive acceptance rate reach from 21.5% in 1995 to 33.6% in 1999 while, the HSDP III target for contraceptive acceptance rate is greater or equal to 60 and at second year of HSDP III it reaches 33.3% and the unmet need is 36% (MOH, 2006/07:5).
Motherhood starts early with about one quarter of all girls 18 yrs old and more than 40% of 19 years old having begun childbearing. The percentage of teenagers who have begun childbearing increases rapidly with age (CSA and ORC macro. 2005 as cited in MOH, 2007).

In Ethiopia, marriage marks the point in a women's life when childbearing becomes socially acceptable. Among women age 25-49, 66% married by age 18 and 79% married by age 20. The median age at first marriage among women age 25-49 is 16.1 years. The proportion of women married by age 15 has declined from 38% among women age 25-49 to 13% among women age 15-19, but there has been little change in the median age at marriage among women age 25-49 in the past five years (EDHS, 2005:p82).

Further, Age at first sexual intercourse among women age 25-49, 32% had sexual intercourse before age 15, 65% before age 18, and by age 25 most Ethiopian women have had sexual intercourse. The median age at first sexual intercourse for women age 25-49 is 16.1 years, which is identical to the median age at first marriage. The median age at first sexual intercourse has increased over the past two decades, from 15.7 years for women age 45-49 to 18.2 years for women age 20-24 (EDHS, 2005:p82-84).

Unwanted pregnancy is one of the greatest problems a young girl can face. Pregnancy may endanger her health, her chances for education and marriage, and many of her hopes and plans for the future. Many adolescents are too young, too poor, or too inexperienced to care for a child. Consequently, some young women turn to abortion where unskilled providers in unsafe conditions perform abortions, leading to the risks of serious health complications and death (Dessalegn w., 2006:p12).

Limited knowledge of sexual physiology, early marriage, limited use of contraceptive, limited access to reproductive information and education, and girls’ limited power over their
sex lives all contribute to the high rate of unwanted pregnancy. In addition to the psychological trauma, unwanted pregnancy also carries its own obstetric risks. Girls under age 15 are three times more likely to end their pregnancies in abortion compared to those age 20-24. According to the ministry of health, abortion accounts for nearly 60% of gynecological and almost 30% of all obstetric and gynecological admissions (MOH, 2007: p12).

The health seeking behavior of adolescents / young people; particularly sexual and reproductive health is very low. According to FMOH(2006), the reasons for this are lack of youth friendly services that assure confidentiality; services providers biases, fear of judgments both from the community and services providers, financial constraints and limited access to existing reproductive health services. This paradoxical situation is inherent in the special characteristics of the psychosocial needs of youth; and the cultural, religious and community attitude towards such services (MOH, 2006:P7).

Moreover, a cultural unwillingness and embarrassment to discuss on sexual issues becomes a great barrier to youth and youth reproductive programs to reduce the number of unintended pregnancy, STI/HIV and other health problems (Dessalegn w., 2006:p24)

Cause and Consequences of Adolescent Pregnancy

Cause of Adolescent Pregnancy

Adolescent pregnancy is a complex issue influenced by many factors including individual, family, and community characteristics. Its consequences affect the health, social and economic well-being of adolescents, their children, and society (www.WHO.com, 2007:p29 retrieved on April 25).
In my view, the cause of adolescent pregnancy largely stem from poverty both at individual, family and country level in which the social institution like Law, education and health care fail to provide amenities or services, in addition to family system change (especially in urban setting) and cultural value and norm that exposed adolescents to different type of exploitation and risky behavior.

When we see the sexual behavior of adolescents in the rural setting is characterized by marriage at age corresponding more or less to menarche and premarital sexual activity is uncommon as is premarital pregnancy or childbirth. On the other hand, in urban setting the educational & economic opportunities are expanding for youth compared to the rural, patterns of fertility and sexuality are traditional and mixed. The traditional social restraints are still evident, but less effective than in the past. The age of marriage is rising in urban; premarital sex and pregnancies are increasing among youth, and usually culminate by illegal and unsafe abortion. Although the knowledge of contraceptive is high, contraception use is rare, due to this unwanted pregnancy and unsafe abortion is increased which exposed adolescents to morbidity and mortality.

Among the direct causes of adolescent pregnancy, Poverty took the leading position since it hamper adolescent access to social services like education and health that are important determinants of the quality of life and is strongly associated with healthy reproductive health outcomes. Social inequality, power relation, ignorance, and inexperience also play a significant role, which exposes most girls to unwanted pregnancy.

Furthermore, cultural taboo to discuss on sexual issue, early marriage and difference in age limited their autonomy, decision-making capacity, and mobility of the girls in which
Adolescent Pregnancy...

they lack information and Knowledge hindering their health seeking behavior (MOH, 2006:p8).

There are also indirect causes for adolescent pregnancy including, role of health institution like inefficient provision of services and the attitude of the worker is among the main important factors that determine utilization of reproductive health services by adolescents(MOH,2006: p17). Moreover, unemployment and lack of recreational facilities leading the youth to engage to drug abuse there by practicing risky behavior and exposing them not only to unwanted pregnancy but also to HIV/AIDS. Migration, urbanization, the role of media and pornography, taboo, and, the decline in donor funding (Global gag rule, contribute to decline availability of contraceptive) also contribute to unwanted pregnancy. Teenage mothers are physically, mentally, and emotionally not ready for parenthood.

Consequences of Pregnancy and Childbearing among Adolescents

I. Health Consequences -Some health risks associated with pregnancy and childbearing that are stated below are more pronounced among adolescents than among older women, due to the adolescents’ physiological and psychological immaturity, lack of adequate antenatal care and safe delivery (www.WHO.com,2007:p19-24 retrieved on April25).

1. pregnancy-induced hypertension - Some studies have shown an increased risk of hypertensive disorders among pregnant adolescents (www.WHO.com,2007:p19 retrieved on April25)

2. Anemia- The risk of anemia is greater for girls during pregnancy because an adolescents’ developing body has to complete for nourishment with the fetus, causing rapidly depleting iron and nutrient reserves.
3. *Obstructed and prolonged labour*- Immaturity of the pelvic bones and of the birth canal may be a significant factor in obstetric risk in young adolescents. An epidemiological study of VVF in Ethiopia found that most cases resulted from obstructed labour, mostly in the first pregnancy of women under 25 years of age (www.WHO.com, 2007:p20 retrieved on April 25).

4. *Vesico-vaginal fistulae*- Every year 9000 women in Ethiopia are victims, which is usually caused by obstructed labor, without timely medical intervention. This has both physical and social consequence including divorce or abandonment, social isolation and stigmatization (World Bank, 2005:p26, UNFPA Ethiopia, retrieved on May 1, 2008).

Another study of newly-admitted obstetric fistula patients in Addis Ababa Fistula Hospital reported that 84% of patients developed fistulae before the age of 20 (average age at delivery 17.8 years); 44% of these patients had delivered at home after an average of 3.8 days of labour. Early marriage, malnutrition, and poor access to emergency obstetric care can lead to obstetric fistulae (www.WHO.com, 2007:p20 retrieved on April 25).

5. *Infections*- Where health services are deficient, women are exposed to the risk of postpartum infection, especially if labor and delivery are complicated. In particular, adolescents are at a higher risk of infection because they are more prone to the complication of obstructed labor (www.WHO.com, 2007:p20 retrieved on April 25).

6. *Low birth weight*- Infants born to adolescent mothers are more likely to be of low birth weight (<2500 g), and therefore also more likely to suffer from the sequelae of low birth weight. According to one comparative study, larger proportions of Ethiopian children had below average size at birth than those in Kenya and Uganda. The rate of small child size at birth was also three-times higher than the rate found by another study in Addis Ababa (http://www.aphrc.org, 2003 accessed on April 25, 2008).
7. Abortion - Unwanted pregnancy is one of the major reproductive health challenges faced by adolescents in Ethiopia; this was 54% for those between age 20-24 (MOH, 2006-2015: p11). Many adolescents are aware of abortion and its complications, but strong social condemnation is of greater concern for young girls than the risk of death and illness associated with unsafe abortion. In other study conducted in Jimma Hospital on illegal abortion revealed that 57.5% of the cases to be in the age group 15-20 years, out of which 35% of them were students (Solomon W.2002:p34).

Studies carried out at a national level have also indicated the complications from unsafe abortion accounts for almost 55% of all recorded maternal death, of which 13% occur among women under the age of 20(MOH,2006-2015:p4)

8. HIV-Sexually active adolescents are at increased risk of contracting HIV infection and other sexually transmitted infections (STIs). The current estimated HIV prevalence rates among young women(15-24 years) are disproportionately high, that is 4.1% nationally (11.4 in urban areas, and 2.5 in rural areas), which is the highest of any age group and also serve as a proxy for the rate of new infections, this in turn contribute to the over all HIV/AIDS magnitude in the country (MOH,2006-2015:p26).

In the same way, the HIV problem in Ethiopia has become a "feminine epidemic." Girls' ages 15-19 years are seven times more likely to be infected than men of the same age. In addition to biological factors, young women are at increased risk of HIV transmission as they have earlier sexual debut than their male peers and marry husbands older than them(MOH,2007-2015:p13)

In short, adolescent pregnancy puts girls at high risk of spontaneous abortion, premature labor, stillbirths, obstructed labor and related injuries, as well as death.
Socio Economic Consequences - The public health problem of childbearing is the reflection of what consider being socially, culturally and economically acceptable. Pregnancy can bring status for married adolescents in culture where motherhood a core aspect of a woman’s identity. On the other hand, a pregnant unmarried adolescent might fear of either being abandon or chased from home, and therefore left with no guaranteed means of support both for the child and for herself. In addition, if the child is unwanted, it could also lead to problems of child abuse and neglect. (www.WHO.com, 2007 p 28 retrieved on April 25).

Evidence also indicates that the bulk of adverse consequences of adolescent childbearing may be of social and economic origin, rather than attributable to the effects of young age. The prevalence of overall poverty, poor health and nutrition, lack of health care compound the health consequence of adolescent pregnancy. Therefore, the age below which the physical risks of adolescent pregnancy are considered to be significantly varies, depending on the general health condition of adolescents and their access to adequate and obstetric care (www.WHO.com, 2007: pp 20-28, retrieved on April 25).

Further more; there is a risk of inter-generational transmission of poverty via its impact on a woman, her own and her children's health and education, and their life options (World Bank, 2000:p15).

Policy Analysis

To serve the health needs of Ethiopians and to address the youth and adolescence problems issues, the government took a number of notable initiatives. The government is committed to UN Conventions, such as the Rights of the Child or the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and International convention on Population and Development (ICPD). The 1994 constitution grants all
Ethiopian the right to public health services. The 1993 National Health policy further refines the government’s vision of, and commitment to, a more democratic and decentralized health system.

Through the Health Policy framework has decided to adopt policy directions that shift emphasis from curative health to preventive health care and to operationalize the policy, the Ministry of health developed a comprehensive health sector development program (HSDP) in 1998), and the recent health extension program (HEP) and currently is PASDEP, which gives priority to RH/FP. The National Population policy also sets forth broad conditions for improving social welfare, with a goal of harmonizing the rate of population growth and the country’s capacity for development and rational utilization of resources.

Furthermore, the policy on HIV/AIDS, launched in 1998, acknowledges the low status of women and the increased vulnerability of street children, adolescents engaged in transactional sex, and AIDS orphans. One of its objectives is to strengthen youth empowerment to enable them to protect themselves against HIV infection.

Recently, National Youth policy, issued in 2004, calls for major interventions to enhance youth participation in development of the country. Among other priority issues, the policy emphasizes the need for overall youth participation and the creation of favorable conditions through capacity building efforts in order for the youth to have proper access to information, education, counseling, and other services in the areas of sexual and reproductive health and HIV/AIDS. Based on the policy, the Ministry of Youth and Sport (MoYS) has also issued strategic and action plans for youth development.

Correspondingly, the Ministry of Health launched the national reproductive health strategy and national adolescent and youth reproductive health strategy in 2006 and 2007
respectively that aimed at translating the policy objectives into an implementable program by involving other key stakeholders in the health sector. In addition, to avoid subjective service decisions, which place responsibility on providers who do not always have a positive view regarding these services for youth, and to serve the health needs of youth and adolescence, specific and detailed service delivery guideline to standard youth friendly reproductive health services were established in 2007.

The government also reviewed major laws to protect women’s rights and strengthen their role in the economic development of the country. Years ago, early marriage was not considered as a problem and there was no limited age for marriage. Then, the increase in MMR forced policy makers and various stakeholders to examine existing policies and low. Due to this, the amended family law in 2000 reiterates that the legal age of marriage is 18, and marriage can only take place with full consent of the marrying partners. The new criminal code has criminalized harmful traditional practices and has listed severe penalties for the perpetuators of such practices. The revised code also allows terminating pregnancy under special conditions including, when the pregnancy is because of rape, if the pregnancy endangers the mothers or the child, or if the pregnant women is physically or mentally unfit to raise a child. The implementation of these laws and policies, however, are constrained by the limited capacity of stakeholders for implementation (MOH, 2006:p6).

The FMOH is responsible for formulating policies, establishing and enforcing standards and mobilizing resources for health services development. The provincial and district levels serve an important role in the implementation of health programs and delivery of health services including reproductive health services to prevent teen pregnancy or to improve its assumed consequences.
The national adolescent and youth Reproductive health strategy issued to serve as an effective enforcement tool to combat impaired adolescent problem with special emphasis to adolescent pregnancy and its consequences. Moreover, the strategy is meant to be used in conjunction with health policy and the youth policy.

In short, the Constitution acknowledges the equal dignity of men and women and, thus, their equal rights. A greater awareness of a woman's right to equal opportunity in all spheres of society without gender discrimination is being promoted both by the Government and by civil society.

Moreover, the population policy, Health policy and reproductive health strategy comprises a set of measures aimed at influencing reproductive behaviour: education, training, promoting the sexual and reproductive health of our population, promoting the values of the society, the right to life from the moment of conception, access to education and basic health care, the irreplaceable role of the family and the social and cultural.

Despite the fact that maternal and child health has been declared as a priority health issue by the government of Ethiopia and the fact that, there is a favorable policy environment that impacts on reproductive health outcomes, the rates of maternal and child mortality in the country are among the highest in the world. Perhaps what it needs is to translate these policy commitments into concrete actions. Disseminate the strategy to the grass root level and involving all stakeholders in the formulation of action plan facilitates the implementation process.

Responsibility for prevention of adolescent pregnancy and management of its consequences lies with key people in society. They include policy makers, managers, community leaders, youth, adults, and family members. In addition, a multi-sect oral and
integrated approach is essential with active collaboration of health, education and youth and sport ministers, religious affairs, legal institution and youth association.

The existing policies, and youth and adolescent strategy are designed in a way to address the current and future needs of youth and adolescents. From the practical point of view, amelioration of conditions is one the most crucial strategies of intervention in health related social problems. Certainly, it is cheaper and more effective to prevent adolescent pregnancy than combating its consequences.

Solutions need to reflect the experience and needs of those who are most disadvantaged in society in order to promote a human rights approach to health, and specifically to promote gender equality. Sexual and reproductive rights legislation, policies and implementation reflect the social, political and economic context.

This could be achieved through strengthening sex education; outreach services, and improve access to contraception. In line with this, I proposed two strategies, which strengthens the existing policy.

**Alternative Strategy Recommendations**

The cause and consequence of adolescent pregnancy have motivated efforts to delay teenagers' initiation of sex and to increase their use of condoms and contraception more generally if they do have sex. For example, countries such as USA, Sweden, Australia and Uganda concerned with the reproductive health of youth have implemented curriculum-based comprehensive sex education programs in both school and community settings, provide school-based family planning services for teenagers, and school-linked clinics (DHHS Abstinence Education Programs, www.hhs.gov/asil/index.html, Last revised: April 23, 2008 acced on April 30, 2008 and www: findarticles.com, accessed on April 30).
Thus the proposed strategies mainly targeted adolescents of second cycle school or high school age (roughly 12 to 18) but it can be expanding up to college level. These strategies typically emphasize that abstinence is the safest method for preventing STIs and pregnancy, and that condoms and other methods of contraception provide protection against STIs and pregnancy and accordingly are safer than unprotected sex. In this review, sex education programs will refer to programs that cover protection against both pregnancy and STIs including HIV (and possibly other, broader, sexuality topics).

Further more, studies done in different countries shows that evaluations of these programs strongly support the conclusion that comprehensive sex education curricula do not increase sexual intercourse, either by hastening the onset of intercourse, increasing the frequency of intercourse, or increasing the number of sexual partners. (wikipedia.org/wiki/retrieved on May 10,2008, www.advocatesforyouth.org retrieved on June 3,2008.)

In order to influence young people’s attitudes in the field of sexuality, a comprehensive work is a precondition. Not only is the teaching important that would result in improvement of adolescents' knowledge and more responsible sexual behavior but also gender related messages that confront the pupils all over the day. There is also a need for more collaboration between different local organizations in order to make young people at risk better equipped to make their own choices healthier.

Our population policy promotes integrated sex education within the framework of our culture, our moral values and the exercise of self-control, self-care, self-esteem, fidelity and responsibility. It also takes the view that young people and adults of both sexes must be fully and truthfully informed if they are to make free decisions about methods of avoiding
unplanned pregnancies and reducing the risk of contracting sexually transmitted diseases and HIV/AIDS.

Alternative Strategy One-To Incorporated Comprehensive Sex Education Program in the Curriculum of All Schools.

As a general matter parents should have the primary responsibility of teaching their Children about the risks and responsibilities of sexual activity and how to prevent unintended pregnancy and STIs. Yet many parents do not provide sexuality education at home due to different reason mainly cultural, that discussion on sexuality is a taboo and children undermine and not consider as knowledgeable. There are different saying by the society reflecting this view like "What a child baking is not enough to dinner" and "child have two side one is rape and the other is raw" and others .Due to this, children are not encouraged to talk with elders and their parents. In addition to parents, schools also have a responsibility to provide accurate and comprehensive sexuality education.

It is believed that teenagers have a lot of questions about sex but do not know where to go for answers as parents do not discuss on sexuality matters and schools provide little or no sex education. Lack of knowledge seems to be the greatest contributing factor as far as teenage pregnancy goes. Most teenagers in most parts of the world fall pregnant either because they were not aware of the possible results of having sex or they were merely experimenting, trying to find answers for themselves. Information is the key to reducing teenage pregnancies, but schools supply only the barest of essential information.

Comprehensive sex education mixes the risk-prevention message with a risk-reduction component. This program needs to be started in the second cycle school setting and to continue up to college levels. The attempt would focus up on the development of
responsible sexual behavior by influencing cultural attitudes and values, reaching about sexuality in school.

Here is an objective and some of the activities for strategy one.

**Objective 1:** Revise the secondary cycle and high school national education curriculum in order to incorporate comprehensive sex education.

**Activities:**

- Advocate the strategy to the concerned bodies such as MOE, MOH, and NGOs who work on RH and to community leaders.
- Contact media, the most popular local newspapers and Television, radio stations to publicize the program.
- Train teachers' and health professionals in the necessary skills to educate students. Provide the new services.
- Promote comprehensive sex education at community level through panel discussion, seminars, community based organization, and youth association.
- Design and develop promotional material to create awareness, etc....

II. Integrate Family Planning Services in the School Health Clinics

Early sexual activity is associated with unwanted pregnancy and sexually transmitted infection, including HIV infection, and negative effect on social and psychological development. Also unintended pregnancies and births increase the need for household and
government expenditures on such services as treatment of post abortion complications and care for maternal orphans. It also fuels a rate of population growth that is outpacing the country's efforts to meet the social needs of its citizens and achieve national development goals.

Adolescences are not comfortable to utilize public health facilities due to lack of youth friendly services and this further aggravates the unmet need for family planning. Therefore, reproductive health programs need to adjust their strategy to reach out to the young people up on encouraging contraception for sexually active young people. So as to addressing unmet need for family planning provides an opportunity for policymakers in all sectors to respond to the expressed fertility preferences of their populations including adolescents while simultaneously improving health, slowing the rate of population growth, and contributing to achievement of national goals.

The main objective of this alternative is to provide family planning in school clinic to increase the quantity of service and distribution of contraceptives to decrease teenage pregnancy. The following activities would facilitate the implementation of this alternative.

Activities:

- Select schools, expanding the geographic coverage in each region.
- Create awareness to school community, health professional and the community at large.
- Hire additional personnel to staff the school clinic.
- Train new personnel from Anti-AIDS and girls club in the skills required for their position.
• Produce educational and promotional materials.

• Solicit donation of contraception from donor agencies for the program's needs.

• Expand the contraceptive mix and reserve supply.

• Train providers, particularly in counseling and communication skills, to work better with adolescents

Responsible bodies for managing, coordinating, integrating and building capacity for the implementation of these strategies should be the responsibility of Ministry of Health, Ministry of Education, Youth; Community based organizations, concerned stakeholders and the community at large.

**Comparison of Alternatives**

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<thead>
<tr>
<th></th>
<th>Alternative One</th>
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<th>Alternative Two</th>
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<tr>
<td></td>
<td>Rating</td>
<td>Score</td>
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<tr>
<td>Effectiveness</td>
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<td>3</td>
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<tr>
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<td>Political Feasibility</td>
<td>1.5</td>
<td>2</td>
<td>3.0</td>
<td>2</td>
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<tr>
<td>Cultural Feasibility</td>
<td>1.5</td>
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<td>3.0</td>
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<td>Administrative Feasibility</td>
<td>1.0</td>
<td>3</td>
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<td>Technical Feasibility</td>
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<td>3</td>
<td>3.0</td>
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<td>Sustainability</td>
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<td>3</td>
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**Point Allocation:** The total point for each alternative is calculated out of three. Three point means that there is high possibility for the criterion to be fully achieved. While two is medium and one indicates that there is low probability for the criteria to be realized.
Maximum total weighted score is three. The stronger rating assigned to Effectiveness because it is believed that it will bring about good and desirable consequences and Efficiency criteria since it affected by the anticipated costs in comparison to the benefits. Relatively, medium rating is assigned to political and cultural feasibility followed by lower rating to the other three criteria for they are fewer cores than the first two and they have similar impact on the achievement of the objectives.

The matrix on the above summarizes key concepts for comparing strategy alternatives and here is the description of each criterion.

1. Effectiveness

This refers to the likely hood that the policy will produce results that lessen the social problem. And the extent to which a program has made desired changes or met its objectives through the delivery of services. Measuring the effectiveness of health promotion programs can be challenging: programs are diverse, planned on the long term, and results can be linked to various causes. However, I will try to measure the effectiveness of a preventive action in a school using some indicators.

There are some indicators which allow a strategy to evaluate its effectiveness, thus are how it lowers prevalence rate, how it protect adolescents from pregnancy and STIs, how much it increase the level of awareness among adolescents and other members of the community and its long term impact.

Therefore, according to the above table both alternatives got a score of 3, indicating that implementing the alternatives will lead to prevent and decrease the rate of adolescent pregnancy and its sequelae. The first alternative, which is to incorporated comprehensive sex
education program in the curriculum of all school, is effective mainly for the following reasons:

> Using this strategy we can able to reduce unwanted teenage pregnancy since lack of knowledge seems to be the greatest contributing factor as far as teenage pregnancy goes. Since teenagers have a lot of questions about sex but do not know where to go for answers as schools provide little or no sex education. So that inclusion of personal skills development such as negotiation and refusal skills and information about sex, sexuality, reproductive health life skill education and others by incorporating in to the curriculum is the key to reducing teenage pregnancies.

> Different studies showed that Comprehensive sex education knowledge and skills delay the onset of sexual experience, and reduce sexual transmitted infections and unwanted pregnancies and avoid risky sexual practice. (www.advocatesforyouth.org 2005:p3, retrieved on June 3, 2008)

> Teens who educate this way are twice more likely to use protection when having sex than those who were not taught this way.

> Students learn about biology (reproduction), coping and how to deal with a Relationship, methods to prevent sexual abuse and effective birth control methods. The students are having sex at an earlier age and this will prepare them.

> It encourages an open and non-judgmental discussion about sex, sexuality and contraceptives.

> If implemented very well, in all second cycle and high schools this alternative will bring change both in short and long term.
The second alternative also scored 3 in the effectiveness criteria, by implementing this alternative it is possible to decrease the incidence of illegal abortion and adolescent parenthood. The issue of adolescent pregnancy can be approached at least from two prevention approach. The first, which the first alternative tries to achieve, is to delay the initiation of early sex among adolescents and to equip adolescent girls with different skills (Negotiation, decision making and others) and the second alternatives is more effective for sexually active adolescents. This alternative is equally effective for the following specific reasons:

> It enables to create user friendly environment by decreasing transportation cost and increasing accessibility of the services using non-judgmental attitude from the service provider's perspectives.

> By doing this it can able to raise young women’s self-esteem and sense of control over their lives. Along with expanding of family planning information and services more widely available to adolescents and offering emergency contraception to sexually active teens and they are more likely to use it, but dose not encourage not active teens to have sex.

> Would also minimize illegal abortion and its complication (like infection, infertility and death) and decrease the incidence of STI's including HIV, this in turn have effect on the national HIV prevalence rate.

> It decreases the complication related to child birth, school drop out due to pregnancy and parenting by doing this it can decrease both the maternal and infant morbidity and mortality rate in the country.

2. Efficiency
Reveal the extent to which a program has used resources (human, material, financial), appropriately and completed activities in a timely manner. Here, we can explore availability of resources, affordability and the time that it takes to implement. As indicated in the table above, Alternative one is more efficient than the second alternative. This is due to:

> Alternative two could lead to further increase the demand of contraceptive (or aggravate the already shortage of contraceptive supply). With a failure to shortage of fund by donors because of global gag rule and most of the family planning program is supported by different donated organizations, so that there would be a high potential that government would not be able adequately fund the program. However, the efficiency of alternative two will vary depending on the ideology of donated agencies and incentives developed. Where as, alternative one demands less expenditure for preparation of education material to be used by the schools, and for training (workshops) of teachers and students from AIDS and girls club, use of peer educators and volunteers helps to minimize administrative cost. Also the first alternative can utilize the already existing teachers by giving additional training on sexuality and reproductive health for its implementation.

> The second alternative also requires hiring or transferring of health professional even though it is also possible to use anti AIDS and girls club. Therefore here it needs additional budget and the commitment of health professionals.

> Alternative one may decrease costs, when compared to the expenditure spent, to manage teenage pregnancy and its consequences at individual, family and country level with the cost and over all outcome of the strategy, the strategy is cost effective and possible to achieve the goal with minimum cost.

3. Political Feasibility
It is the acceptability of a policy alternative to public officials at the state and local level. At this time, we can see equity and the support of decision makers as indicator. Ethiopia is a signatory of many conventions and ratifies different declaration, such as ICPD, Millennium Development Goal (MDG) and others. Recently, reproductive health get due emphasis both internationally and nationally. RH right is the basic human right, and the youth are the priority target groups in the health as well as HIV/AIDS policy, that is why responsible ministries issued policy and RH strategy. Both alternatives rated to be more feasibly politically because:

- The proposed strategy is in line with the existing policy and strategy, is going to be implement with existing structure rather than creating parallel structure.

- The Government show high level political commitment to adolescent health through formulating strategy and regulates standards for youth and adolescent friendly service in order to address the need of birth control for married and unmarried adolescents. Government's population policy is supportive of family planning.

- Its acceptance and implementation have high probability

4. Administrative Feasibility

It measured the ability to the actually implement the proposed policy with in the current administrative context. Logistics including human resource capacity & ease to administration is some of the indicators which enable to assess the proposed strategies. Considering the above indicator, there is favorable environment for both strategies but strategy one is easier to administration than strategy two since,
Commitment of the government in strengthening RH activities at different level is clearly show, different ministries work to achieve this goal e.g. Ministry of Health (MOH) capacitate health facilities and give in service training to bring quality services and MOE tries to teach on RH issues through incorporating HIV in the curricula.

Different government ministries like Ministry of education, Ministry of Youth and Sports, Ministry of Health and other existence local and international NGOs working on Reproductive health can able to develop RH curriculum based on best practices to be taught at grade appropriate levels in the school.

Alternative one can be implemented using the existing staff (teachers, health workers and anti-AIDS clubs) with in the current administrative context. There is existing school outreach service in the health sector, it only needs to be strengthened.

Alternative one would not require changes in administration at either the regional or state level. Where as alternative two puts the administrative burden on schools, as it would be responsible for coordinating and accommodating family planning services which are not provide previously and the need to enhance the existing school clinics. Since the school would be responsible for the day to day operations related to implementation, the daily administrative burden would fall to them. How ever MOH and other NGOs working on RH would need to monitor and enforce school with the planning requirements.

Alternative two, needs investment decisions, is better designed to serve sexually active adolescents than alternative one because lack of family planning impact identification and mitigation processes can include identification of the opportunities to meet their demand and needs using a variety of means. It requires more substantial administrative efforts to make adequate amount of fund to run the program.
5. Technical Feasibility

Refers to a policy's ability to perform the technical activities or provide the technical data required to implement a policy. Technology and skill requirement is the key indicator here. Technical feasibility is the issue for both alternatives because new processes and responsibilities are proposed. Accordingly,

- Alternative one, government may be called on to provide the technical work (expertise from different disciplines and other stakeholders to modify the existing curricula). And if all stakeholders are reaching in consensus on the issue, it could be technically rather simple to implement, as long as teachers have strong commitment and enthusiasm.

- Incorporated sex education in the curricula does not require sophisticated technology; rather it can be implemented using teachers, school clubs like Anti-AIDS and girls club.

- At the same time, alternative two also needs discussion and coordination among stakeholders on how to contribute to the success of the proposed strategies.

- Both do not require sophisticated technology and expertise.

- Both can be implemented through health professionals, peer educators, school health care providers and using Anti AIDS and girls clubs.

6. Cultural feasibility

Is a criterion that determines the level of the proposed alternatives whether it faced resistance due to cultural reasons or not. Since both alternatives are revolved on sex and sexuality issue and it is a taboo to discuss it freely, I gave more weight next to effectiveness and efficiency. In view of this:
> Alternative two could continue to create controversies, with religious institutions and conservative parents and community members. As socially disapproval of premarital sex limits the possibility of using contraceptives.

> Alternative one could also put in difficult positions of choosing, opposition from parents could be expected but less controversial. As a result, care should be taken while designing education material is in a way that to respects all cultures.

7. Sustainability

This criterion examines whether the proposed alternatives are sustainable for long period of time or not. The long term implication and short term challenges for the two alternative strategies are different. Considering this:

> Alternative one, the current promising start that incorporating HIV in the curricula could facilitate its practicability and be expected to continue in the long run as far as once agreed by the government and other responsible ministries and the community.

> In addition, it would require the fewest administrative, technical, or political changes to put in place. Since this alternative approaches mainly to delay early initiating of sex by emphasizing abstinence before marriage and this goes in line with the culture.

> Alternative two would face several challenges up front, including potential opposition from parents, religious institution and the community. There is also budget constraint by both the government and funding agencies. Hence, large amount s of time would likely be needed to negotiate with fund agencies and to gather the community support required. In the long run, when all parties had agreed and adjusted to the new program, expansion of family planning in to school setting should be better coordinated, and controversies could diminish.
Policy Recommendation

The purpose of developing alternative strategy is to enhance the existing policy and strategy in order to reduce the incidence of adolescent pregnancy, parenthood and to reduce sexually transmitted infection including HIV/AIDS. Although the two alternatives have been presented separately in this paper, they are not independent in the sense that both focus on the prevention aspect and logically support one another. Yet, they are not the only possible strategies to alleviate the problem; they provide a range of activities that address the issue of adolescents. These strategies create the strongest role in upward sexually healthy adolescents issue in addition it would require substantial changes at the local level by both public and private sector decision-makers.

Through, based on the analysis done, the first alternative have a higher score than the second alternative, the score of the second alternative also shows that its effectiveness and feasibility well above average. Since, Programs designed to improve access to contraception include the development of school-based or school-linked clinics to offer services which are accessible in terms of location, staff attitude, opening hours and confidentiality. It can also be implemented using the available resource from the government, community, and NGOs.

> Comprehensive sexuality education could encourage young people to abstain from premature sexual involvement by acknowledging the value of abstinence while not devaluing or ignoring those young people who have had or are having sexual intercourse as, comprehensive health and sexuality education is age and developmentally appropriate, starting early and continuing throughout school.
Such education should define sexuality as a normal and healthy part of life while providing an opportunity for young people to explore their values and beliefs. It should emphasize decision-making skills and prepare teens to deal with controversial issues by supplying factually accurate information and support. It could help students to develop the self-esteem, personal responsibility, relationship skills and respect for self and others that are necessary to withstand pressure to have sex or to insist on using contraceptives and disease prevention measures if they choose to be sexually active.

Partners are most appropriate when they address social problems that have multi-faceted causes like teenage pregnancy, and when the scope of any most promising strategies require influence and resources beyond the scope of any single sector. Even through, government take the leading role for directing, coordinating, integrating and building capacity for the implementation, it needs to have a multi-sectoral approach working with different government ministries like Ministry of education, Ministry of Youth and Sports, Ministry of Health and other existence local and international NGOs and communities. Therefore, in eliminating duplication, increasing cooperation and leveraging resources- have mandated collaborative approaches to programs in preventing adolescent pregnancy.

The Strength of the Chosen (First) Alternative
Comprehensive sex education is age and developmentally appropriate education, beginning in second cycle school and progressing through high school. Importantly, comprehensive sexuality education should give teens the skills they need to say “no,” to discuss sexuality and to protect themselves from unintended pregnancy and STD/HIV infection. In addition, schools offer curricula that can help prevent teen pregnancy by empowering young people with knowledge about abstinence, birth control, sexually transmitted infections (STIs) and much more.

Many studies show that sex education promotes responsible attitudes and behavior. These studies also show that providing adolescents with information and services on reproductive and sexual health enables them to postpone the onset of sexual activity and that, when they do engage in sex, they are more able to protect themselves from pregnancy and STIs, including HIV/AIDS. (The United Nations Population Fund (UNFPA), 1999:p5)

Weakness of the Second Alternative

The limited amount of financial and human resources due to the global gag rule, there is withdrawal of funds, and this have been a series of negative impacts both in terms of denying access to family planning and reproductive health services and decline in donor funding. Whatever is availed is inconsistent leading to frequent stock outs.

Providing birth control service for young and unmarried people is less accepted by the community. As premarital adolescent sexual activity is violating traditional and religious norm, it is condemned by the society and this may hamper implementation. The recognition and commitment have probably been important in keeping the incidence of teenage pregnancy low, despite high level of sexual activity in teenage. It attempts to raise young women’s self-esteem and sense of control over their lives.
Possible Implementation Challenges

The most prevalent challenge comes from religious organization, conservative parents and community members may object due to the topic of birth control and abortion. Similarly, this type of sex education also brings in the topics of abortion, which can be controversial. It teaches more than just abstinence, which is what some parents only want their children to be taught. Due to this many parents may feel that this would send mixed messages about abstinence.

However, to alleviate this, prior to curriculum design it need to create awareness and facilitate community discussion including religious institutions and care should be taken while designing the curriculum and establish cultural sensitive education material.

The other challenge is facing during process phase. It is difficult, and takes time, to establish true community consensus on controversial issues. Even if, the time factor does not affect its practicability, the short term out come may lag behind the schedule.

Possible Challenges to be Raised by Others

Constraints that encountered in the implementation of the first strategy are:

> Public Support for Sexuality Education, support requiring the provision of sexuality education in schools, adults believe that “teaching teenagers to abstain from sex until marriage is extremely realistic.”

> Opponents of sexuality education often contend that teaching teens about how to protect themselves if they decide to be sexually active leads to sexual activity. However, their claim is unfounded. The evaluations of sexuality education, AIDS education, school-based clinics and condom availability programs featured in the National Campaign to Prevent Teen
pregnancy’s review demonstrate that such programs do not escalate teen sexual activity. Further, a review commissioned by the World Health Organization indicates that sexuality education programs “either had no effect on levels of sexual activity . . . or they delayed initiation of intercourse, and/or reduced pregnancy-abortion/ birthrates in instruction recipients.” (www.naral.com, An Update May 1, 1998 retrieved on May 10, 2008).

Similarly, Studies commissioned by the U.S. Department of Health and Human Services demonstrate that sexuality education “does not cause adolescents to initiate sex when they would not otherwise have done so. In addition, several studies demonstrated positive outcomes such as increased knowledge, delay in onset of sex, reduction in the frequency of sex, or increased contraceptive use (www.naral.com, An Update May 1, 1998 retrieved on May 10, 2008).

> The quality of the educators and their enthusiasm for the subject could be important to the success of sexuality related curricula.

> Traditional customs could make it very difficult for health service providers to offer confidential and youth friendly sexual and reproductive health services- especially to unmarried young people. In addition, societal discomfort at providing sex education and information to adolescents had restricted the amount of accurate information that can be disseminated to them. And talking about sexuality is still considered by the society as 'an healthy activity'.

Conclusion

Adolescent sexuality, pregnancy, and childbearing are present major health and social problem in our country. This strategy alternative is consistent with policies endorsed by the
government. It does not go as far as requiring, or even actively encouraging, local action to mitigate the identified negative adolescent pregnancy impacts generated by lack of knowledge and communication gap between parents and children's, nor does it aggravate sexual activity among adolescents.

The goal of this strategy is to put in place mechanisms that would allow adolescents to obtain information about sexuality and their reproductive rights. This strategy, if adopted, could bring a remarkable change on the above stated social problems. In addition, it enables to set a good example for other developing multicultural countries to follow. Further, this strategy would recognize the basic principle of human right, and would identify sex education as the best appropriate way in promoting the adolescents basic need. More, this strategy asserts that adolescent and young people become an active player in decision making and in formulating programs, policies so that they will be healthier and the future society.

To reduce the incidence of teenage pregnancy and to lower the incidence of sexual transmitted infections (STIs) among young people, we have to acknowledge that adolescents are sexual beings just as all humans are through out their lives. We need to accept sexuality as a positive feature in our and their lives that is neither evil nor unclean. We need to realize that the period from puberty to marriage is too long for most to abstain.

In conclusion, this paper has argued that it is important to invest in adolescents, both to prevent the negative consequences of potential risky behavior and to promote healthy growth, modern skills, and the capacity to participate in the society of the future. It has also argued that the most effective way to make such investments is to think and act holistically and from a preventive and developmental outlook.


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Adolescent Pregnancy...

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Title: Maternal Mortality in Ethiopia: Policy Analysis

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INTRODUCTION

Motherhood should be a time of expectation and joy for a woman, her family, and her community. For women in developing countries, however, the reality of motherhood is often grim. Worldwide, more than half a million women between the ages of 15 and 49 die every year as a result of complications arising from pregnancy and childbirth. The tragedy is that these women die not from disease but during the normal, life-enhancing process of procreation. Most of these deaths could be avoided if preventive measures were taken and adequate cares were available. For every woman who dies, many more suffer from serious conditions that can affect them for the rest of their lives (WHO, UNICEF, World Bank, 1999).

The burden of maternal mortality is greatest in sub-Saharan Africa including Ethiopia. Women typically women who are poor, uneducated and living in rural areas or urban slums continue to die every year during pregnancy and childbirth. A woman’s lifetime risk of dying from pregnancy-related complications or during childbirth is one in 48 in the developing world versus one in 1,800 in the developed world (Population Reference Bureau, 1998). Ethiopia’s rates of maternal morbidity and mortality are among the highest in the world. Current estimates of maternal mortality stand at 871 deaths per 100,000 live births, or 25,000 maternal deaths per year (CSA and ORC Macro, 2001 :).

Thus, this paper analyses the situation of maternal mortality in Ethiopia, causes, consequences and the current policies about maternal health issues. Further more, it gives the alternative policy and the implementation strategy which addresses the problem.
Definition of Terms

Maternal mortality, or maternal death, refers to “the death of a woman while pregnant or within 42 days of the termination of a pregnancy, irrespective of the duration and the site of the pregnancy, from any cause related to or aggravated by the pregnancy or its management, but not from accidental or incidental causes.” (WHO, 1992)

Direct Obstetric Deaths: Those resulting from Obstetric Complications of The Pregnant State (Pregnancy, labor, and the puerperium), from interventions, omissions, or incorrect treatment, or from a chain of events resulting from any of the above.

Indirect obstetric deaths: those resulting from previous existing disease or disease that developed during pregnancy and that was not due to direct obstetric causes but was aggravated by the physiological effects of pregnancy (WHO, 1992)

Emergency obstetric care (EOC) - refers to set of signal functions performed at health facilities that can prevent death of a woman experiencing an obstetric complication.

Skilled Attendant - refers to “an accredited health professional – such as midwife, doctor or nurse – who has been educated and trained to proficiency in the skills needed to manage normal (uncomplicated) pregnancies, childbirth and the immediate postnatal period, and in the identification, management or referral of complications in women and newborns”. Traditional birth attendants (TBAs) either trained or not, are excluded from this category of skilled health workers (WHO, 2004).

The Three Delays: 1) delay in making the decision to seek care when experiencing an obstetric emergency; 2) delay in reaching an appropriate obstetric facility once the
decision has been made to go; and 3) delay in receiving adequate and appropriate care once the facility has been reached (WHO, 1992)

THE SITUATION OF MATERNAL MORTALITY ETHIOPIA

In Ethiopia, the levels of maternal mortality and morbidity are among the highest in the world. It is obvious that this has multi-furcious and complicated costs for the development process. The problem lies from cultural constraints to economic and educational. The Ethiopia’s maternal mortality rate in 2000 was 816 per 100,000 live births, Although rates of maternal mortality reduced from 871 to 673 deaths per 100,000 live births in five year duration, pregnancy remains the leading killer of women in their reproductive age. In Ethiopia’s currently around 24,000 women typically women who are poor, uneducated and living in rural areas or urban slums continue to die every year during pregnancy and childbirth. (CSA, ORC Macro, 2001).

Nationwide, the vast majority of pregnant women, almost 60 percent, never seek any type of antenatal care and only 6.3 percent receive postnatal care during the six weeks following delivery (MOH, 2005). on the other hand, only 9.7 percent of births are attended by a skilled professional, while nearly 85 percent are attended by an untrained traditional birth attendant or relative (CSA and ORC Macro, 2001).

Relative to other negative health outcomes, maternal mortality is not widely perceived to be a major personal health risk. Many communities are resigned to accepting a certain level of maternal and newborn mortality as a natural occurrence. In addition, traditional practices increase the likelihood of obstetric complications and death. These include early marriage and pregnancy, Type III Female Genital Mutilation(FGC), discriminatory feeding practices for women and girls, including dietary restrictions
during pregnancy, inadequate exposure of infants to sunshine, unclean delivery, self-
delivery, unhygienic treatment of umbilical cord, delayed initiation of breast-
feeding (NCTPE, 2003).

Low awareness of danger signs and symptoms during pregnancy, labor, delivery,
and post-partum contribute to delays in seeking and receiving skilled care. Poverty and
the low status of women discourage households from investing limited resources in
skilled prenatal care, delivery assistance, or postnatal care. High fertility preferences
common in much of the country encourage women to bear children early and often.
Moreover, access to primary health coverage, skilled delivery, and emergency obstetric is
low (MOH, 2004).

The other contributing factor is weak referral systems, since, most of the mothers
are living in the rural areas, too few ambulances, and lacks of serviceable roads constrain
access further. Limited human resources (especially midwives) hamper efforts to provide
adequate services, especially in rural areas. Inadequate training and remuneration have
led to high attrition and turnover among public sector health care professionals. Public
facilities routinely confront shortages of supplies and equipment for obstetric care, which
are often attributable to insufficient budgets and weak management skills (MOH, 2004).

CAUSES OF MATERNAL MORTALITY

The causes of the maternal mortality are many and interrelated. Nearly 85% of
maternal deaths in Ethiopia is due to five direct obstetric complications: Abortion (32
percent), obstructed labor (22 percent), sepsis (12 percent), Hemorrhage (10 percent) and
pregnancy-induced hypertension (9 percent) (MOH 2003). The remaining 15% are due
to indirect causes, or an existing medical condition that is worsened by pregnancy or
Maternal Mortality... 6
delivery (such as Malaria, Anaemia, Hepatitis, or increasingly, AIDS). About 15 per cent of all pregnancies will result in complications. Untreated, many of these complications will be fatal. What makes maternal mortality such a challenge is the fact that these complications are extremely difficult to predict. Despite years of research, we still have no reliable method of predicting the vast majority of cases of hemorrhage, obstructed labour and eclampsia. While the general health status of pregnant women is important for a positive outcome of delivery, deadly complications randomly occur in all women. This is the case even in the developed world where the latest medical technology is readily available. Prediction is generally limited to identifying only high-risk groups of women. It is nearly impossible to determine which individual women will develop complications.

In reality the overwhelming majority of pregnancies and births take place among women who are considered low risk (MOH, 2004).

In addition to the above factors in most instances, women who die in childbirth experienced at least one of the following three delays:

- The First Delay is the delay in deciding to seek care for an obstetric complication. This may occur for several reasons, including late recognition that there is a problem, fear of the hospital or of the costs that will be incurred there, or the lack of an available decision maker.

- The Second Delay occurs after the decision to seek care has been made. This is a delay in actually reaching the care facility and is usually caused by difficulty in transport. Many villages have very limited transportation options and poor roads.

- The Third Delay is the delay in obtaining care at the facility. This is one of the most tragic issues in maternal mortality. Often women will wait for many hours at
the referral centre because of poor staffing, prepayment policies, or difficulties in obtaining blood supplies, equipment or an operating theatre (UNFPA, 2004).

CONSEQUENCES OF MATERNAL MORTALITY

Maternal death is a tragedy for individual women, for families, and for their communities. High levels of maternal mortality are not only a "woman's problem". Poor maternal health and its inevitable corollary poor infant and child health affect everyone. Women are the mainstays of families, the key educators of children, healthcare Providers, careers of young and old alike, farmers, traders, and often the main, if not the sole, breadwinners. A society deprived of the contribution made by women is one that will see its social and economic life decline, its culture impoverished, and its potential for development severely limited (WHO, UNICEF, World Bank, 1999).

OVER VIEW OF THE POLICIES AND LEGAL ENVIRONMENT

In response to maternal healths these developments at the global level and changes in social and gender relations within the country, the government of the Federal Democratic Republic of Ethiopia (FDRE) has reviewed its laws and policies within the last decade.

Articles 14, 15, and 16 under Section I (Human Rights) of the Constitution refer to the rights to life, liberty, and security of the person. Article 35 refers to women’s equality with men and their rights to information and the capacity to be protected from the dangers of pregnancy and childbirth (FDRE, 1994).
The Women’s Policy (1993) recognizes the low status accorded to women in Ethiopia and elaborates on the unacceptably high level of maternal mortality, high fertility rates, low use of contraceptives, harmful traditional practices such as female genital cutting and early marriage, and disproportionately high illiteracy rates. It also describes how the laws of the land negatively affect women’s status in society. The strategies for improving women’s status outlined in the policy include informing and educating the community on harmful traditional practices and ensuring women’s access to basic health care and information on FP methods. The policy also states that “conditions whereby women can have effective legal protection of their rights shall be facilitated.”

The Health Policy of the Transitional Government of Ethiopia (1993) states that the health needs of women and children require particular attention. The policy recommends decentralizing services and “enriching the concept and intensifying the practice of family planning for optimal family health and planned population dynamics.” The policy also discusses the need for “adequate maternal health care including care for high-risk pregnancies” and, in reference to health-related laws, recommends “developing new rules and regulations to help in the implementation of the current policy and addressing new health issues.”

The Ministry of Health is formulated in 2006 the National Reproductive Health Strategy in order to guide the Reproductive Health interventions and reach the Millennium development goals (MDG). The strategy will provide a framework for:

• Addressing the reproductive rights and needs of men, women, youth and adolescents;
• Creating conducive environment to reproductive health and sexual behaviors;
• Ensuring safe pregnancy outcomes and increased access to and utilization of Family Planning; and addressing emerging reproductive health related morbidity and mortality such as reproductive organ cancers. The strategy also considers the interrelations between socio-cultural determinants such as gender discrimination and harmful traditional practices and their negative impact on reproductive health.

The third Health Sector Strategic Plan (HSSP III) (2005) reflects national priorities for improving maternal health. One of the key strategies of HSSP III is the accelerated expansion of health centers that mainly focus on curative services, especially emergency obstetric care (EmOC). Through effective implementation of Health Services Extension Program (HSEP), which constitutes the public heath care unit (PHCU) at the community level, the government intends to deploy two health extension workers (HEW) per kebele (5,000 populations) by 2008.

The National Population Policy (1993) High fertility is a major contributor to poverty. It is also obvious that unregulated fertility is associated with high maternal, neonatal and child mortality due to teenage pregnancy, short birth interval, underweight babies etc. High prevalence of infectious diseases and nutritional deficiencies further complicate these conditions. In order to regulate the adverse effects of high population growth, the Government of Ethiopia formulated, some ten years ago, a National Population Policy and has been carefully implementing it.

Cognizant of the extent of the problem of unsafe abortion, and with due recognition of the need for an integrated approach to reducing maternal morbidity and
mortality, the FMOH has issued this guideline for health workers across the country. The guideline was developed by the FMOH on the basis of the authority vested in it by the House of Representatives of the FDRE per Article 552 sub-article 1 of the Penal Code of Ethiopia promulgated in May 2005 (FDRE, 2005).

However, the policies and strategies in the existing set in paper in our situation there are many significant challenges in translating policy and strategy into effective and equitable service delivery. This can be easily proofed by observing the maternal health indicator like the coverage of Family planning services, Ante natal care, post natal care and number of delivery attended by skill attendant. As I showed Nationwide, the vast majority of pregnant women, almost 60 percent, never seek any type of antenatal care and only 6.3 percent receive postnatal care during the six weeks following delivery (MOH, 2005b: 17). On the other hand, only 9.7 percent of births are attended by a skilled professional, while nearly 85 percent are attended by an untrained traditional birth attendant or relative (CSA and ORC Macro, 2001: 113, 118).

Different study shows us the primary causes of maternal mortality which accounts 80%-90% are preventable because they are related to Delays in seeking services, Lack of skilled care at childbirth, Poor quality of care in service delivery. Further more, the inadequate infrastructure and the commitment of the staff, especially; to serve the rural community exaggerates the situation of maternal mortality (WHO, UNICEF, 2002).

As indicate on HSSP III the government focuses on establishing primary care centres. However, despite these efforts the health care system remains dysfunctional with little skilled Human resource, supervision and poor quality of services. While EmOC services are necessary if maternal mortality is to be reduced, they may not be sufficient. Even
when services are functioning well, women with obstetric Complications face a variety of barriers to using them. Some of these barriers are Economic e.g., lack of money to pay for transport or services. Some of these barriers Are cultural e.g., the low value placed on women’s lives. Some are geographic e.g., long distances and poor roads. Anything that causes delay in getting treatment may cost women their lives (MOFED, 2003).

ALTERNATIVES

In societies where maternal mortality is high, there are usually many problems Poverty, illiteracy, low status of women, poor sanitation and nutrition, poor transportation, inadequate medical services. If we solved all of these problems, maternal mortality would decline substantially (UNFPA, 2004). But in many situations, including our country this is not feasible in the near future. However, it is possible to reduce maternal deaths before solving all of these problems in resource poor country like Ethiopia

Thus, in order to reduce maternal mortality, the policies that mainly focus on avoiding preventable maternal deaths among women who Experience complications during pregnancy, child birth and post delivery are necessary. Therefore, the following potential alternative policies are suggested

Alternative I. Developing Maternal Heath Service Enhancing Policy on Emergency Obstetric Care services (EOC) at heath facility

Reduced maternal mortality by increasing the availability of skilled attendants and improving the referral system for emergencies helps to reduce maternal health problems.
Since almost all maternal mortality is avoidable, the death of a woman during pregnancy or childbirth is a violation of her rights to life and health. A human rights-based approach to maternal mortality reduction calls on governments to provide universal access to skilled delivery care and emergency obstetric care. It also promotes dignity and equity for women within the health-care system. Investing in human resources is crucial for improving skilled attendance at birth (CEAFD, 1997). As the experience of different countries like Egypt, South Africa tells us, providing care for women the health facilities reduces the maternal death with short period of time (FHI, 1989). Therefore, the policy that promotes the facility during the emergency obstetric care is necessary to resolve the problem.

Objective: To increase the utilization of Emergency Obstetric Care during Pregnancy, Child birth and post-natal period in all level health care Delivery system

Strategies:

- Increase and improve training of Maternal Health staff
- Upgrade health facilities to be able to provide minimum package for Maternal Health, with first priority to Basic Emergency Obstetric Care (BEOC) facilities
- Provide essential health care package for Maternal Health, with priority on health centre level, particularly in rural and remote areas.
- Reinforce blood transfusion services at each health facility and enhances availability of drugs, Equipment and supplies.
- Provide twenty-four hour EOC and transport subsidies to poor women seeking EOC.
• Conduct maternal death reviews and clinical audit
• Provide supportive supervision to enhance quality of care
• Strengthening human resources to provide quality skilled care.
• Strengthen referral system including transport.

Entities: Ministry of Health (MOH), Regional and district health bureau, health facilities
At different level, private health sectors and the governmental and non governmental organization.

Alternative II. Developing national policies on Strengthening Outreach maternal health Services via Community Based Approaches: for rural and Slum areas.

Exerting our maximum efforts in response to improved access to health care in rural areas and the introduction of professional midwifery at community level greatly solves the maternal health problems effectively. Because the huge disparities are observed in the rural and urban areas and most countable problems are occurred in the rural part of the country. Regarding this, the poor resourced countries like Malaysia and Sri Lanka, used it effectively to reduce the problem of the maternal health complications at the community level (ICPD, 1994). As a result, the policy that enhances the out reach maternal health services in the community has great impact to address the worst situation of the maternal health complications.

Objective: To enhance the accessibility of maternal health services at a grass root level.
To minimize the occurrences’ of the three delays by avoiding the barriers of services utilization in rural and slum areas

Strategies:
• Develop alternative outreach strategies that take the maternal health Services to the poor women in their homes through Community based skilled birth attendants.
• organizing Mobile teams for prenatal and post natal care
• promote Community-based contraceptives distribution
• Sensitize communities on safe motherhood program.
• Establish community based woman support group to build their capacity in different forms.
• Raise awareness of the community on Maternal Health issues including birth danger signs and preparedness.
• Empower communities to contribute towards timely referrals
• Strengthen communication system between health facilities and rural village midwifery / community based heath workers.

Entities: Ministry of Health (MOH), Regional and district health bureau, health centers and the governmental and non-governmental organizations that are working on maternal health issues like, Family Guidance Association, Engender health, Community based organizations and woman support groups.

EVALUATION CRITERIA

The above suggested alternative employs the following key indicators to measure their Performance in maternal health care services

• Percentage of health facilities offering Basic EOC services.
• Proportion of health facilities with 24 hours coverage of skilled attendants to provide Emergency obstetric care.
• The percentage increase in deliveries assisted by village midwives or other trained providers.
• Proportion of births assisted by a skilled attendant.
• The percentage increase in knowledge about danger signs and other maternal health conditions.
• Proportion of Village Health Committees (VHCs) addressing Maternal Health issues.
• Percentage of pregnant women receiving four antenatal care (ANC) visits
• Proportion of expected maternal deaths reviewed in each district

COMPARING THE ALTERNATIVES

Identifying and selecting suitable criteria has important consideration in evaluating the performance of the suggested public policy. Then, this section deals with the comparison of the above alternative policies that are expected to solve the problem of maternal health using different policy criterion.

Effectiveness: Both alternatives polices have the significant role to addresses the problem of maternal mortality. However, ensuring Maternal Heath Service Enhancing Policy on Emergency Obstetric Care services (EOC) is more effective than community based approach.

These is because of the fact that most maternal deaths occur during labour, delivery, or the first 24 h postpartum, and most complications cannot be predicted or prevented. Individual complications are quite rare and timely diagnosis and appropriate intervention requires considerable skill to prevent death and to avoid introducing harm. In addition, the location of women when they deliver, who is attending them, and how
quickly they can be transported to referral-level care are thus crucial factors in
determining interventions that are needed and feasible. So, if the women are at heath
facility during child birth and complication arises all of the sudden, she received all
necessary services from the heath facility by the appropriate skilled person immediately.

Moreover, in case of sever complication and if the situation is beyond scope of
care giver at that spot, immediate help from senior staff or considered body is also
possible.

Whereas, in case of community based approach all those factors will not be
addressed. This is because in the community based approach, in most cases the facilities,
infrastructures and skilled attendants are not available according to the economic
situation of the country. Therefore, in terms of out put focusing on facility based
approach is very much important to prevent the complications of pregnancy.

Efficiency: the policy that focuses on community based approach will be
efficient to address all the programmers’ at grass root level to rural community where as
in order to achieve this effectively, we need to have a large number of community’s
health workers and skilled village level midwives. Hence, in terms of cost effectiveness,
training or educational expenses will be high for the implementation of the community
based approach. Even if, the proper utilization of the community based approach is
necessary to address the problem at the grass root level, due to the fact that most of the
mothers are living in the rural areas of the country, the burden of the maternal health
complications are also difficult and hard to handle. So, many village levels mid wives are
required to address the vast number of the society in the rural area, so that it is more
expensive than the facility based approach. On the other hand, in case of facility based
care significant numbers of health care providers are enough to give the service. Therefore, facility based alternative policy is more efficient.

**Political feasibility:** The community based approach alternative is preferable in terms of political feasibility because the government is running based on decentralization of health services focusing specifically on Health Services Extension Program (HSEP), which constitutes the public health care unit (PHCU) at the community level. In addition, the government develop a strategy to deploy two health extension workers (HEW) per kebele (MOH, 2005). Therefore, in order to implement the community based approach, I think, it is easy to mainstream parallel with the government strategic plan. Securing the citizens from, economic, social, and political difficulties is one of the role of the government for its citizens. As result, providing the facility of the health institutions are also the primary concern of the political administrators. In this respect, I think the facility based approach is also politically feasible. Moreover, the majority of the institutions are supported by the government.

**Administrative feasibility:** heath facility alternative policy will be more administratively feasible than the community based approach. Because it can be handled with the existing entitles. However, the community based approach need more frequent follow-up because of the far distance from the centers.

The other criteria that must be considered are the affordability, quality of services, and sustainability of the alternatives. As result, regarding the these criteria, the health facility based policy is more feasible than the community based approach because enhancing health facilities are easily handled because they are part of the formal organizations of the government.
However, in terms of cultural acceptability and respecting the norm of the community, easily accessibility of services and in addressing the psychosocial need of woman community based approach will be better than with that of the skilled/trained human resources in health facility. This can be justified by the workers in community based approach are mere nearer and they know each and every aspect of the community at large. Then, community based approach of reducing maternal mortality is more preferable in this respect.

CONCLUDING ARGUMENT

The problem of maternal mortality is not solved by using only one of the alternative policies. Instead, it needs multi-sectional and the policy that integrates the participation of many hands. Therefore, I recommended the integrated policy that is more preferable to handle the situation in hand.

In this respect, the health faculty based policy and the community based program has to go together. Because the health facility based policy can strengthen the community based approach programs and strategies. Even if, the rural base approach is targeted for problem of venerable women in the remote areas, severe complications are referred to the facility based services.

Furthermore, the role of the community health workers in the mobility the community for maternal health strengthens the programs and output of the facility based services. As a result, the policies and programs that are targeted on the rural based maternal health problems and the encouragement of the facilities in the health services have paramount importance to alleviate the problem properly. This can clearly addressed by the proper implementation of the integrated policy that mainly focuses on both rural
Implementation

An effective maternal health program requires full participation and collaboration of the following organizations in the implementation process.

The first responsible bodies are governmental organizations at higher level Ministries: like Ministry of Health, Ministries of Education, and Ministries of women’s affairs are concerned mainly on the higher position and the regional bureaus are responsible on implementing, monitoring and evaluation of different activities at district level.

The second concerned and responsible organizations are the non-government organization who are working on maternal health issues. This comprises Family guidance associations, Engender Heath are some of the organization who are currently works on the issue.

The other categories that are participated for the proper implementation of the policy are the private sectors health institutions and Community based organization (CBO).

KEY DECISION POINTS

For the proper implementation of the suggested policy, at least some of the key decision points have to be to be identified. Hence, the integrated policy is using the following decision points for the proper implementation.

A. Collaboration of the Community based Organizations and non-governmental Organizations working together
B. The regional and district health institutions are participated
C. Community mobilization is enhanced for the achievement of the policy
D. woman Support group in the community will be participated

Expected Challenges

The potential challenge of the integrated policy may lie on the following two points: the first is the quality of training was compromised as a result of the emphasis on quantity and the push to get trained midwives into the villages.

Second, there is real concern about the commitment of many of the young village midwives, who are reluctant to stay in remote areas. However, this can be solved by promoting more training of professionals, and by seeking innovative way to retain them in the regions of greatest need. This includes providing incentives like housing and distance learning programmes to midwives and community health workers. Moreover, promoting rotation systems can solve the turn over of the midwives.

SUMMARY

Maternal mortality is one of the chronic health problems facing Ethiopia. Each year, more than 24,000 women die with related to pregnancy, child birth and post natal complications. The main, determinate factors are poverty, illiteracy, low status of women, poor sanitation, nutrition and poor transportation. Direct obstetric complication, abortion, pregnancy reduced hypertension and bleeding are the major causes of maternal mortality.

As studies showed 85% the problem of maternal mortality is caused by the obstetric complications as a result implementing the integration of the community based approach and facility based approach of health services can be easily solved this complications. The other problems caused by the lack of proper care in the health
facilities can also be addressed through the enhancing the health facilities in the health centers of the country.

Regarding the situation and the selected policy, some people argue that community based approach of addressing maternal health is very difficult and difficult to handle. The supplement their argument by saying “most of the workers are not committed enough and even interested to work in the remote areas due to the lack of facilities like transportation, light, water supply and the like”

It is true that the problem of maternal health is very serious in the rural area and majority of the maternal death reports are form the rural areas. It shows that Ethiopia wastes active and productive forces for the development of the country. So, the question is how save this much labor forces. Each year, Ethiopia lost enormous amount of productive forces that leads the life of many children venerable to streets, HIV and other anti-social activities. As far as I am concerned saving the life of mothers is saving the life of the family and marinating stable environment for the productive life of citizens.
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Unsafe Abortion: As a Social Problem

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INTRODUCTION

Abortion is defined by the World Health Organization (WHO, 2000) as the termination of pregnancy before 28 weeks of gestation period either in spontaneous or induced technique. Unsafe abortion is defined as a procedure for terminating unwanted pregnancy either by persons lacking the necessary skills or in an environment lacking the medical standards, or both. It also refers to inappropriate management of complications of spontaneous abortions or miscarriages.

Abortion is probably the world's most common surgical procedure. Worldwide about 46 million abortions are performed every year; 20 million of them are illegal. Abortion is practiced widely by women all over the world, across all social classes, and regardless of laws against abortion. Every year, about 78,000 women die from unsafe and illegal abortions. For every death caused by unsafe abortion, several women are injured or left infertile and countless unwanted children are born to women unable to obtain an abortion. Many of these kids will live a life marred by poverty, abuse, and neglect (Berer, 2000).

The risk of death from unsafe abortions is higher in Africa than in any other region with about 4.2 million unsafe abortions being performed and 30,000 related deaths a year, and the greatest tragedy is that the deaths and injuries from unsafe abortions are largely preventable (Bankole et al., 1999).
Worldwide, abortion is more than a medical issue, or an ethical issue, or legal issue. It is, above all, a human issue, involving women and men as individuals, as couples, and as members of societies. It is one of the controversial human issue peoples around the world argues either for or against it.

According to pro-life advocates, aborting the fetus of two people who had consensual sex is equivalent of murder. The premise is that a human being's life begins at conception. A fertilized human egg contains a biological code that will govern its entire future physical development, and therefore is already a human being. Therefore, abortion at any stage, from conception on, is a violation of the right to life, and thus a murder (Teshome, 2004).

On the other hand pro-choice advocates argue for abortion. For this group of people, abortion should be the issue of self-responsibility. People must be held accountable for the actions they take against others or people should be free to do unto themselves as they see fit. According to these groups, first, if abortion was a violation of the right to life, and therefore was murder, no exceptions could be made for such cases like pregnancy due to rape or incest, or where the woman's life is at risk if the pregnancy continues (Susan, 2000).

From this what can we understand is the legal, moral and religious contexts surrounding abortion are likely to have different impacts on decision concerning abortion. I personally believe that the ethics behind the issue of abortion permeate the means of resolving the debate. If prevailing public opinion is hostile to abortion, it is likely to affect some subgroups more than others.
People need an understood agreement of maintainable social truth and justice. We could drug one side of the argument happy, or win the argument through a simple logic, but this does not solve the issue. A defined and mapped social argument of moral and ethical exploration is necessary to satisfy the difficult challenge exist behind abortion. To accomplish this soundly is a serious issue, requiring honest explanations of the problem and its consequence.

Treating abortion as a contained issue negates all the motivating factors for those involved, it is holistic. The very factors that frame and appraise the morality of abortion, give cause to the tricky situations that real people face. To ignore the systemic causes and battle over symptomatic treatment methods is to choose a war of superior knowledge rather than attempt a real resolution.

In my opinion, a more blame and controversies towards abortion would undoubtedly increase the rate of unplanned pregnancy and unsafe abortion rates. Therefore this paper outlines some of the harsh realities about unsafe abortion in Ethiopia. The main aim of the paper is to articulate unsafe abortion as one of the very existing social problems in Ethiopia. The paper will basically argue the existing policies towards contraceptive use and the legal background of abortion. Finally the paper will highlight some alternatives to overcome the problem in-depth.
Unsafe Abortion as a Social Problem

UNSAFE ABORTION IN ETHIOPIA

In Ethiopia, the legal domain and the social impact of unsafe abortion has not been adequately explored. In practice, abortion has long been widespread among all social and religious groups and in all geographic areas of Ethiopia. Abortion is a phenomenon several people described as an “open secret.” Access to decent services is rare so that the vast majority of Ethiopian women and girls who terminate unwanted pregnancies through self-abort, using a variety of dangerous methods, or rely on unqualified, unsafe providers, including lay people, traditional healers, and hospital or clinic personnel ranging from nurses and health assistants to cleaners (Ethiopian Society of Obstetricians and Gynecologists, 2000).

According to Ethiopian Society of Obstetricians and Gynecologists (ESOG, 2001), it is estimated that there are 3.27 million pregnancies in Ethiopia every year, of which approximately 500,000 end in either spontaneous or unsafely induced abortion. In Ethiopia, unsafe abortion is a major public health problem, leading to high maternal morbidity and mortality. Statistical returns from health facilities across the country and from hospital-based studies show that unsafe abortion is among the top 10 reasons for hospital admissions for women. Unsafe abortion accounts for nearly 60% of all gynecologic admissions and almost 30% of all obstetric and gynecologic admissions (Kebede, et al., 2000).

In a study in five hospitals in Addis Ababa (1990-1991), 2275 abortion cases were identified over six months study period, with 282 abortions/1000 deliveries. Of all, 56.7% were found to be induced abortions found to be performed with unsafe methods and outside health facilities (Yoseph, 1993).
What is not so widely known is that the problem of unsafe abortion extends far beyond the country's major urban centers. For example, in the town of Gambela, averages of 3-4 incomplete abortions are treated each day at the regional hospital. In Axum's St. Mary's Hospital, health officials reported 15 incomplete abortions per month. In Bahar Dar, health providers at Felege Hiwot Hospital reported 2 or 3 cases per day, almost all being among school-age girls (Yusuf and Zein, 2001).

In Ethiopia, the majority of the victims of abortion are youngsters due to an increasing trend in the incidence of adolescent pregnancy. In one survey of 15-24 year-olds in Addis Ababa, half of the 976 young women interviewed reported having been pregnant and 76% of these women told that they had unsafe abortion. Therefore, the likelihood of having unsafely induced abortion increases if the woman is young, urban, educated, unemployed, and single (Ethiopian Society of Obstetricians and Gynecologists, 2001).

The above data tells us, young people are bearing the brunt of the social, economic and cultural changes taking place in Ethiopian society. In the process, they are suffering from unwanted pregnancies, contracting sexually transmitted diseases and dying from unsafe abortions (Yusuf and Zein, 2001).
REASONS FOR UNSAFE ABORTION IN ETHIOPIA

In Ethiopian context, lack of appropriate information on sex and reproductive health, lack of access to adequate financial supports, lack of access for effective utilization of available family planning services, lack of access to contraceptives, ineffective use of birth control methods, poor communication between partners, sexual violence, and need to space births were reported to be the primary reasons for unwanted pregnancies and subsequently to unsafe abortion, particularly among youngsters and unmarried women (Yidnekachew et al., 1999).

The secondary causes for seeking abortion are the legal, moral and religious contexts surrounding pregnancy before marriage. That means, in many regions of our country, a girl who is pregnant before marriage is considered as rude, as bringing shame to the family as well as the society and she may not be wanted by men for marriage in the future (Getahun and Berhane, 2000). Moreover there are societal changes which lead young people to unsafe abortion such as;

Unemployment: The shortage of jobs and the desperate search for those few that exist have place young people at considerable risk of unwanted pregnancy, unsafe abortion and STDs including HIV/AIDS. Furthermore, due to lack of financial resources even when young people do seek reproductive health needs they find themselves unable to do so, precisely because they cannot afford the costs (Wolf, 2007).
Unsafe Abortion as a Social Problem…

*Urban migration:* Young adults are increasingly being forced to construct new lives for themselves, often within totally unfamiliar surroundings. Unfortunately, the absence of moral and material support has prompted many young people to adopt a wide range of survival strategies that have, in turn, had a devastating effect on their reproductive health. These include quitting school and family disruptions, a high level of sexual activity, including prostitution which leads to unwanted pregnancy (IPAS, 1997).

*Lack of recreational facilities:* is another problem facing adolescents and young adults, particularly those out of school. Some young people seek out diversionary activities such as chewing *chat*, drinking alcohol and abusing drugs, thereby exposing young people even further to the hazards of early and unprotected sex (Berrer, 2000).

A disproportionately high number of abortions in any subgroup are an indication that this group has above average difficulty in preventing unplanned pregnancy or an increased likelihood of choosing abortion to end such a pregnancy. So, one of my arguments basically lies on the contraceptive use in our country and the concept behind it.

The pattern of contraceptive use in Ethiopia has important effects on levels of abortion. Contraceptive prevalence rate in Ethiopia is very low, about 6% among reproductive age group women. In addition, contraceptive method failure was responsible for 18% of all the pregnancies that resulted in unsafe abortion, and was the second commonest reason for occurrence of unwanted and unplanned pregnancies. Then, lack of contraceptives results in unplanned pregnancy and subsequent unsafe abortions (Ethiopia 2000 Demographic and Health Survey).
An important experience that we can learn from developed countries is that even the most comprehensive family planning programs and widespread contraceptive use will never completely eliminate the need for abortion. Abortion is a critical backstop to contraception, which is not 100% effective. People do make mistakes. They sometimes forget to use their contraception, or they use it wrongly, then motherhood becomes a punishment for human error (Susan, 2000).

In Ethiopia, it is estimated that an unmet need of women who want to practice family planning but cannot do so is 36%. There are several factors contributing to the supply gap of contraception such as, continued higher population growth, the devastating spread of HIV/AIDS- has raised condom demand especially among the youth and despite the growing demand for contraceptives donor funding has shown a decline. Other factors include limited in country resources, inadequate capacity particularly weak logistics system, lack of full commitment, limited involvement of the private sector, and lack of coordination (Jeppson, 1999).

As to my understanding, with the advent of modern contraception and quality reproductive care, there's no excuse for forcing women to bear children against their will, or failing to provide basic maternal care, or compelling women to seek out illegal, unsafe abortions. There's no excuse for forcing children to be born unwanted and sentencing them to a probable life of dysfunction. Therefore, safe abortion services should be available on demand, so that those women who become pregnant subsequent to method failure should be provided with safe abortion services.
LEGAL STATUS OF ABORTION IN ETHIOPIA

Worldwide, abortion has been generally legal throughout history. It was only during the 19th century that abortion was made illegal in most parts of the world for the first time. Restrictions against abortions started to lift after the 2nd World War. Most western and European countries liberalized their abortion laws over the following decades, an ongoing trend that is now spreading to developing countries (Wolf, 2007).

Ethiopia’s legal codes historically were rooted in religious belief and practice and uniformly prohibited and prescribed punishments for abortion. The Fetha Nagast, or Law of the Kings, was in force for several centuries in Orthodox Christian areas of the country. It prescribed excommunication for any man who performed abortion on a woman he had impregnated, for having committed the three sins of fornication, homicide and sorcery, and beating and exile for any woman who consented to undergoing abortion (Alem, 2007).

Despite its frequency and restricted legal status, however, abortion is rarely prosecuted in Ethiopia. A government report on criminal statistics between 2001 and 2002 includes not a single identified case of abortion among a total of more than 13,000 cases handled throughout the country. This suggests that illegality of abortion was simply a paper tiger (Lukman and Ramadan, 2003).

Ethiopia’s Criminal Code of 2004 retains a legal prohibition on abortion but establishes a number of exceptions that hold great promise for making safe. Regarding abortion, the new Article 551 of the Penal Code allows termination of pregnancy if pregnancy is the result of rape or incest; or the continuance of the pregnancy endangers
the life of the mother or the child or the health of the mother or where the birth of the
child is a risk to the life or health of the mother; or where the child has an incurable and
serious deformity; or where the pregnant woman, owing to a physical or mental
deficiency as well as mentally unfit to bring up the child (ETHIOPIA Criminal Code,
Proclamation No. 414/2004).

In my opinion, the new criminal code has no direction how the implementation of
the law on abortion can be possible and how the woman is adequate to prove that her
pregnancy is the result of rape or incest. This means the provision in the code stipulating
that a woman’s own statement that she has been raped is all that is needed for her to
obtain legal abortion.

Therefore the criterion for legal abortion might suggest a point on which the law
is vulnerable to social and legal challenge. A woman can lie about the real cause of the
unwanted pregnancy, and then society can bear the cost. Moreover, the new law did not
go as far as some abortion-rights advocates had wanted; many wanted full
decriminalization, and others had argued for additional exceptions to the prohibition on
abortion, such as for positive HIV status (Alem, 2007).

Evidences from worldwide proved that abortion was safe in countries where it
was legal, but dangerous in countries where it was outlawed and performed unsafely.
The legal status of abortion did greatly affect the dangers involved. Generally, where
abortion is legal it will be provided in a safe manner, and the opposite is also true: where
it is illegal, it is likely to be unsafe, performed under unsafe conditions by poorly trained
providers. Legalizing reliable abortion will help to reduce the number of maternal death.
About two-thirds of the world's women live in countries with liberal or fairly liberal abortion laws, where women are allowed abortion to preserve their mental or physical health, or for social and economic reasons, or upon request without regard to reason. How do they do it? First of all, contraception is widely available and free. They carry out extensive public education on contraception, family planning, and sexuality and an ethic of personal responsibility for one's sexual activity is strongly promoted (Berer, 2000).

Legal abortion benefits the health and well-being of children too. It enable women to bear wanted children later, instead of never, because of infertility due to unsafe abortions. Legal abortion is also a very critical factor in improving survival rates for women. Legality of abortion enables a woman to have control of her body as a critical to civil rights and take away her reproductive choice. If the law can force a woman to continue a pregnancy, then the tragedy of unwanted children will appear.

As to my understanding, safe abortion is said to be not only safe medical abortion, but also the removal of the risks of exposure to imprisonment and other punitive measures for both the woman and the provider. So, I argue for the full liberalization of abortion law needed in our country. The law should be further reformed and allow full decriminalization of women who need abortion.
CURRENT POLICIES CONCERNING ABORTION

The National Population Policy

The April 1993 National Population Policy of Ethiopia noted with concern increasing fertility, laws and policies that impeded use of modern birth-control methods, overall poor maternal and child health, the serious problems of unwanted pregnancy and unsafe abortion, and women’s low socioeconomic status. It articulated objectives such as raising the economic and social status of women, reducing fertility, increasing contraceptive use, and decreasing maternal morbidity and mortality (Transitional Government of Ethiopia, 1993b).

The National Policy on Ethiopian Women

The Women’s Policy recognizes the low status accorded to women in Ethiopia and elaborates on the unacceptably high level of maternal mortality, high fertility rates, low use of contraceptives, harmful traditional practices and disproportionately high illiteracy rates. The policy affirmed the government’s commitment to ensuring women’s right to access to basic health care facilities and information about family planning methods and provided a framework for removal of discriminatory laws and regulations. The strategies for improving women’s status outlined in the policy include educating the community and ensuring women’s access to basic health care and information on family planning methods (Transitional Government of Ethiopia, 1993a).
The Health Policy of the Transitional Government of Ethiopia (1993) states that the health needs of women and children require particular attention. The policy also discusses the need for adequate maternal health care including care for high-risk pregnancies. Aware of the extent of the problem of unsafe abortion, the Federal Ministry of Health (FMOH) has also issued a guideline for health workers across the country which can serve as a working document on the techniques and procedures that must be observed in providing safe termination of pregnancy services.

Additional steps taken by the government that are more explicitly related to reproductive health include: enacting a Revised Family Code that, among other measures, raised the age of legal marriage and approving a National Reproductive Health Strategy for the period 2006-2015 that seeks to mainstream reproductive health.

Ethiopia has also ratified international human rights conventions and treaties such as the 1985 Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the 1994 Tehran Proclamation and the Fourth World Congress on Women. Moreover, the government of Ethiopia has reviewed its laws and policies. Article 35 refers to women’s equality with men and their rights to information and the capacity to be protected from the dangers of pregnancy and childbirth (Abay, 2002).
ALTERNATIVE TO THE CURRENT POLICIES

Alternative 1: Developing National Family Planning Policy

It is well known that the existing health care services do not adequately meet the needs of people at reproductive age. As shown in the Ethiopia DHS 2000, the unmet need for family planning is huge (36%). This shows it is apparent that the reproductive health program is not given high priority in our country. On the other hand, it is the right of men and women to be informed and to have access to safe, effective, affordable and acceptable methods of family planning of their choice. Therefore, ensuring access to family planning information and services is an important action in the reduction of unwanted pregnancy and the subsequent unsafe abortion.

Objectives: This policy basically aims to address the need for effective family planning services for reproductive age group particularly to young people. Strengthening the family planning services to reduce unwanted pregnancies and to prevent the consequence of unsafe abortion are some of the objectives of this policy.

Entities: There is a need to coordinate the efforts of all stakeholders to strengthen the national family planning program to enable citizens have access to quality family planning services, information, and counseling in order to minimize unwanted and unplanned pregnancy and the resort to unsafe abortion. The main important body to implement this policy should lie on the shoulder of Ministry of Health in collaboration with the Ministry of Youth, Ministry of Education and Ministry of Women Affair.
Strategies

Improving Access to Contraception: The best way to reduce abortion rates is to make contraception more widely available. It is well known that contraception is often the missing element in our country. When quality contraception is made available to people, and they use it properly, rates of unplanned pregnancy and abortion tend to go down significantly. Among specific strategies related to reproductive health, the government and other concerned bodies should be committed to expanding contraceptive distribution, strengthening family-life education, and facilitating research in reproductive health.

Access to emergency contraception: Studies shows that, over 45% of all abortions occurred in adolescents and the younger age group those are more likely to have irregular, unplanned, hurried and clandestine sexual behavior. Under such circumstances, use of emergency contraception can prevent a lot of unwanted pregnancies and hence reduce unsafe abortion. Introduction and promotion of emergency contraception in the country would greatly reduce the rate of unwanted pregnancy and thereby decrease the high rate of maternal deaths associated with unsafe abortion.

In general, the more widely available and accepted contraception is, and the more effective its use, the lower the rate of unintended pregnancy, and the lower the abortion rate. I personally believe contraception probably contributes to larger reductions in abortion rates than all other factors combined.
Sex Education: Our education system should incorporate sex education which emphasizes abstinence from sex to the exclusion of all other types of sexual and reproductive health education, particularly regarding birth control and safe sex. Sex education can take place in many settings such as schools, out-of-school and faith-based programs, programs for parents, and peer education. Sex education can result in young adults delaying first intercourse or, if they are already sexually active, using contraception or reducing their risk of sexually transmitted infections. Sexuality and family life education helps prepare young people for the transition to adulthood. In-school programs can result in positive behavior changes, but programs vary widely and questions about best models need more attention.

Alternative 2: Abortion Policy

Abortion is a major reproductive health problem that affects all women of reproductive age groups, irrespective of age, societal and educational status, as well as place of residence. Even if more women can have legal access to abortions and we have been able to reduce maternal deaths, but we can’t celebrate if the number increases for a long time. I believe abortion must not be the first choice for women.

However if the prevention of unwanted pregnancy is continue to fail due to lack of access to family planning services and the women need to abort, there should be another choice. As a result, to make abortion safe, I proposed a separately formulated abortion policy in addition to making it fully legalized. Legalization of safe abortion is essential but not sufficient by itself to make abortion safe. It requires policy, which enables women to decide, making services available, accessible and affordable, bringing
attitudinal changes at all levels and creating awareness on needs and availability of the services (Alem, 2007).

*Objective:* The main aim of this policy is to make a transition from unsafe abortion to safe abortion by designing a policy at national level, and to ensure provision of appropriate and accessible safe abortion services at public health facilities, by trained service providers.

The formulation of abortion policy will help in improving access by removing needless barriers to abortion. It will also improve clinical care to handle abortion safely and upgrading facilities which are simple, inexpensive equipment for providing abortion.

*Entities:* Ministry of Health and Ministry of Women Affair, political leaders and different NGO’s like IPAS, International Marie Stops should take the leading responsibility to design the policy and implement it properly.

*Strategies:* As specific strategies to address the need for abortion policy, developing simple, local-language informational materials to promote knowledge of formulating abortion policy and the rationale behind it is very essential. Building public opinion shifting policymakers’ perspectives, and creating an enabling environment for service providers should be given emphasis in the process of policy formulation as strategies (Wolff, 2007).

In addition, building the capacity of civil-society organizations and then effectively presenting a strong body of evidence documenting the scope and impact of unsafe abortion, understanding the dynamics of political decision-making and advocating about individuals’ rights to make their own decisions regarding when and whether to
have children will help to hold the attention of the concerned bodies and to facilitate the policy formulation process.

Moreover, a planned post-abortion care strategy should be planned to provide more effective care and often at little or no additional cost than the crisis atmosphere that currently characterizes most post-abortion care. Together, effective emergency medical treatment for abortion complications and sensitive family planning counseling services should be arranged to save women's lives that are at risk.

Criteria for Evaluating Policy Alternatives

The systematic weighing of benefits and drawbacks of each of the alternatives according to some set of selected criteria is essential. These criteria would serve as measurement tools that would collectively account for all of the issues and considerations anticipated to impact the feasibility of a policy’s implementation and the achievement of the policy’s intended outcomes.

Effectiveness: Even though there is no responsible body overseas the proper implementation of the program, the family planning program is at least put as an element particularly in our Health Policy and it seems easy to make it effective by improving the implementing strategies. However, the results seen for the past decades show us our reproductive health strategies are not effective as expected to be. So, even though formulation of abortion policy needs to start from the scratch and to pass through some trial and errors hence it will be new for our country. But I believe if the abortion policy is welcomed by the concerned bodies soon and once strategies are designed for easy access, it will be much more effective to decrease the death and complications associated with unsafe abortion.
Efficiency (Benefit to Cost Ratio): Regarding the extent to which the policies proposed to maximize the net benefits of the society at risk of unsafe abortion, my first alternative (the national family planning policy) is more efficient. This is due to the fact that the segments of the society who are at the risk of unsafe abortion are mainly young people, who do not afford the cost of safe abortion asked in different health sectors while the cost for birth control methods is minimal as compared to abortion cost. Moreover, to make abortion safe it requires training practitioners which is an expensive process in our country current situation.

Political Feasibility: A major practical concern involving the future promise of my second alternative (abortion policy) is the extent to which the policy receives political support from key decision-makers hence abortion is not fully legalized yet. I have a fear that politicians may not have the political will to work in the formulation of the policy. In my opinion, the beneficiaries of access to safe, legal abortion include not only women but also their children, families, and society at large but it may take much time to see this reality. So, I feel my first alternative is more feasible to be welcomed by the politicians than the second.

Administrative Feasibility: Administrative criteria focus on the relative ease of implementation and cost associated with administering the alternative policies. My first alternative (the national family planning policy) will have a strong feasibility. In our country current situation making abortion safe may not be succeeded by formulation of abortion policy alone. It further needs skilled professionals, adequate facilities and easy access. Otherwise, the promise of safe, legal abortion will remain unfulfilled. The
realities show that even with in the existing legal bound safe abortion is unavailable and expensive especially in private hospitals and clinics found in Ethiopia.

*Cultural Feasibility:* If we explore the potential feasibility from the aspect of cultural, religious and traditional norms, the issue of abortion is a paradox. In one side the religious person are strictly against it but on the other side of the coin pregnancy before marriage is also unacceptable even more than abortion. That is why abortion is called as an “open secret”. Therefore, the existence of abortion policy may face a little challenge from the “untouched group” of the society but that will not be the voice of the society at risk. The same was true for the use of contraceptives in the past decades. The society was against the use of contraceptives but now the attitude of the society is more or less changed.

**THE BEST ALTERNATIVE I RECOMMEND**

Without developing clearly stated abortion policy and fulfilling the need for proper family planning service, it is difficult to win the battle of unsafe abortion that is threatening our country right now. However the systematic weighing of benefits and drawbacks of each of the alternatives according to some set of selected criteria is essential and I recommend and strongly wish the formulation of *Abortion Policy* in the near future. This is due to the fact that, even abortion would totally illegal it has nothing to do with the existence of the policy hence the life of many women is still at risk. I personally believe that efforts should be made to make abortion safer and more accessible even where it is illegal.
Key Policy Issues and Implementation

The key decision points that will be encountered during the implementation process of the alternatives should include:

- Politicians and different concerned Ministries should assess the real cause of unsafe abortion and give attention to the formulation of abortion policy.
- NGO’s, community based organizations should strongly advocates to promote and bring the reality of abortion policy at different stage.
- Medias should develop simple and local-language informational materials to promote knowledge of the society about the extent of unsafe abortion and the rationale behind the formulation abortion. Moreover the media should work hard to build public opinion and shift policymakers’ perspectives to wards safe abortion.
- Monitoring and evaluation groups/committee

Expected Challenges

First, with high rates of illiteracy and poor information infrastructure, the vast majority of Ethiopian society, particularly women, likely has no knowledge of how policies can be reformed. Others, even those who clearly support the formulation of abortion policy, may fear that publicizing it too much might mobilize opposition to it. These counterproductive attitudes will be one of the challenges in the process of formulation of abortion policy. These issue need to be addressed, and efficient, effective ways of informing women about their legal rights and the dangers of unsafe abortion need to be developed (Alem and Damtie, 2000).
Second, the global gag rule, a U.S. law, was enacted in November 1999 and implemented beginning in April 2000. The law stipulates that in exchange for U.S. family planning assistance, non-U.S. groups must certify in writing that they will not use their own funds to provide abortion services (beyond cases of rape, incest or where an abortion is necessary to save the woman's life) or to engage in activities or efforts to alter the laws or governmental policies of any foreign country concerning abortion (Patty, 2004)

However, while the law's primary targets are the NGOs, its impact also extends to other donors to the reproductive health field, since the restrictions are linked to activities related to abortion or abortion advocacy that are supported with these donors’ funds. So, it is the clients, who depend on those service delivery systems for quality family planning, related reproductive health care or perhaps safe abortion services, who will be suffer.

Conclusion

Unsafe abortion is a major reproductive health problem that affects all women of reproductive age groups, irrespective of age, societal and educational status, as well as place of residence. Women have always had abortions and will always continue to do so, irrespective of prevailing laws, religious proscriptions, or social norms.

Unmet family planning needs and restrictive abortion laws push it underground, increasing risks to women. Caring for women with complications of unsafe abortion places a tremendous burden on the health system. However, people continue to believe that laws against abortion will stop abortion, in spite of obvious contrary evidence. The
only thing that laws against abortion do is make abortion dangerous, turn most women into criminals, produce millions of disadvantaged children, and create wide disrespect for the law.

Standing from the above reality I proposed alternative polices such as the need for strong National Family planning Policy and formulation of Abortion Policy. National Family planning Policy ground its base on the already existing health policy of the country and I believe it will help to prevent the rate of unwanted pregnancy and then children will have the fundamental right to be wanted, to grow up safe, happy, and healthy. The second alternative, developing Abortion Policy is basically design for the segment of the societies who are already at the risk of unwanted pregnancy and want safe abortion. I personally hope the existence of abortion policy will make abortion safe and easy its access so that women will not suffer in complications and death due to unsafe abortion.

To ensure the provision of quality and sustainable Family Planning services and to make the utilization of scarce financial and technical resources for safe abortion more efficient, greater coordination and collaboration between governmental and non-governmental sectors is necessary. The Ministry of Health should, in collaboration with the Ministry of Education, provide reproductive health information and services to school youth; and, together with the Ministry of Labour and Social Affairs, pilot projects should be developed to provide reproductive health information and services to out-of-school teenagers.
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Disadvantaged Youth Unemployment in Addis Ababa

Temesgen Afeta

Social Policy Analysis – SSWA631

Submitted to:

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Introduction

Employment is the right of citizens and the sources of income and has social, economic and psychological advantages. Employment is possible either through wage employment or self implement in own business. One becomes unemployed due to lack of opportunities and access to resources or lack of competency. Unemployment is one of the serious social problems in Addis Ababa. Youth and women unemployment is highest in the city and they are the population seriously affected. There are different causes of unemployment in Addis Ababa that includes lack of skills, population growth due mainly to rural urban migration that put an impact on the existing employment opportunities.

Policy response to unemployment varies along with government changes in Ethiopia. The Marxist regime had focused on redistribution of resource as well as involving in employment services through registering all unemployed, receiving all vacancies of enterprises, involving in selection of employees and receiving the lists of those dismissed from work (Labor Proclamation No.64/1995). The current government is promoting privatization along with poverty reduction and responding to unemployment. Three types of policies were recommended as alternatives to the existing policy and include income and employment generation, rejoining disadvantaged unemployed youths 15 – 17 years to school and providing information to disadvantaged unemployed youths.

Income and employment promotion is selected as the first alternative depending on some evaluating criteria. There are opportunities to provide income and employment that includes the skills training, loans, land and premises. Financial institutions are operating in Addis Ababa and can provide financial and technical support for the disadvantaged unemployed youth. NGOs, community organizations and grassroots institutions will involve in managing policy implementation. The policy will be implemented in Addis Ababa to solve the problem of the disadvantaged unemployed youths of both sexes 15 -29 years of age through skills training, the provision of loan and technical support to enable them secure premises or loan for establishment of micro and small enterprises. Challenges that include resource constraints, lack of institutional commitment and lack of experience on part of the disadvantaged unemployed persons in the process of implementing the policy might be faced during the policy implementation. One may challenge the policy in the context of problem analyses, recommending alternative polices and
using evidence as there is lack of data in problem analyses, evaluating, selecting and recommending the policy.

1. Description of the Social Problem

a. Conditions with which this Paper is concerned

i. People and Communities Affected by the Social Problem

Unemployment is a very serious social problem in urban Ethiopia, especially among young people. Out of the total unemployed persons in Ethiopia, 67 percent are youths; even 44 percent of the total population engaged in informal sectors is youths between 15 and 29 (Central Statistical Authority (CSA) as cited in Ethiopian Economic Association, 2005/2006). According to the Ministry of Youth, Sport and Culture (2004), out of the population of the country, 44 percent are living under poverty line and youths are the majorities of those seriously affected population.

Discussion conducted with youths in urban and rural Ethiopia showed that, youths are neglected and became pessimistic as the result of political, social and economic problems they are facing in the country. In order to respond to such prevailing youth issues, Ethiopian Urban Youth Development Package was designed and developed by the participation of the community (The Ethiopian Urban Youth Development Package, 2006). Of youth unemployment of the country, this paper is focusing on the disadvantaged unemployed youth in Addis Ababa. The problem of unemployment in Addis Ababa is affecting working age population which is according to Central Statistics Agency as cited in Ethiopian Economic Association above the age of 10 years. It affects economic, social, moral and participation of the unemployed person, the living conditions of families; the productivity and development of the nation. It aggravates the poverty level of the country and perpetuates under development.

The Addis Ababa population is 3,147,000 out of which 1,511,000 are male and 1,636,000 are female (Central Authority Statistical Agency Statistical Abstract, 2007). Regarding unemployment in Addis Ababa, Urban Bi Annual Employment Unemployment Survey conducted by the Central Statistical Authority Report (2003) shows 1,010,372 people out of which male constitute 345,900 (34.23 percent) and female 664,472 (65.77 percent are
unemployed. One might not be employed not only due to lack of experiences as most of unemployed persons (542,009(53.6 percent) in Addis Ababa have some kind of experience while 460,703(45.6 percent) don’t have. The number of unemployed youths in the age group 15 to 29 in Addis Ababa totally constitutes 983,428 out of which 423,055(43 percent) are male and 560,373(57 percent) are female. When we disaggregate this total along with different age category, 35.87 percent are between 15 -19 years, 33.26 percent between 20 - 24 years and 30.87 percent between 25-29 years. The majority of unemployed youths in Addis Ababa are youths between the ages of 15 to 19 years of age.

According to CSA as cited in Ethiopian Economic Association (2005/2006), unemployed population between the ages 20 -29 increased to 39.6 percent in 2005 and 10-19 age group to 29.2 percent in Addis Ababa. Policies to be designed for youth unemployment should take age, sex, situations and vulnerability of the youth and cultural issues into consideration. People, especially youths become unemployed due to various reasons like dropping out of school, completion of high school and graduating from colleges. School dropout rate is defined as the proportion of school dropout of the total enrolled population in the school year. In urban areas, school dropout is 5.1 percent for primary school and 10.8 for secondary school. Dropout in urban areas is higher among female students (5.4 percent) and (4.8 percent) for male. School dropout is 4 percent in Addis Ababa. In urban areas including Addis Ababa, the major causes of dropout are work, lose of hope to get job, shortage of school materials and falling exam (Central Statistical Agency Welfare Monitoring Survey Analytical Report, 2004).

Unemployment gap between male and female in Addis Ababa is great as unemployment rate for women is 40 percent while it is 22.5 percent for male in 2005. The gender gap is wider among economically active age population and decreases towards old and early ages. Urban unemployment has slightly declined for female from 1999 to 2005 because of the expansion in informal sectors (food processing, crafts and other petty trade) in which women engaged through self employment. Women labor market participation has improved due to their access to education and training, legislation and access to birth control. Women have less access and control over resources and their opportunities to employment is affected by various factors like cultural factors, lack of education as well domestic work load and childcare. However, there is a change of unemployment rate for female in 2005, even for both male and female as the former
constitute 22.5 percent and the later 40 percent respectively compared to 1999 when it was 27.63 percent for the former and 47 percent for the later (Ethiopian Economic Association, 2005/2006). Besides, high unemployment rate for female, they are paid 22 percent less than men for the same education level and experiences (Mulat Demeke, Tadele Ferede, Kindie Getnet and Nigussie Tefera, 2008).

Unemployed persons stay without getting job for many years. 30.7 percent of unemployed persons have staid without getting job for four years and above. Some unemployed persons stay without employment and consequently need retraining to be employable (Ethiopian Economic Association, 2005/2006). During all the years of unemployment, unemployed person depends on the income of the employed persons who could be parents, siblings, grand parents and other members of extended family as support among relatives is very common in Ethiopia and this is very true in Addis Ababa, especially among immigrants from rural Ethiopia for seeking employment after completion of high school or dropping out. When the person with some kind of skills, abilities and willingness to work stays without work it is the wastage of resources for unemployed person, his/her family, the community and the country in general. Due to being idle, unemployed person may develop antisocial behavior like theft,beggary, commercial sex work, lumpiness and the like.

Informal activities in which the majorities of the poor have opportunities to employment is constrained by limited access to capital, lack of market, inadequate skills, limited access to working premises lack of good governance and the like (Mulat Demeke, Tadele Ferede, Kindie Getnet and Nigussie Tefera, 2008). In addition to this, Demek, et,al(2006), as cited in Mulat Demeke, Tadele Ferede, Kindie Getnet and Nigussie Tefera (2008) explained that 99.9 percent of those engaged in small scale manufacturing workers earn basic salaries less than national poverty line.

ii. Severity of the Social Problem among Youths

Youths in Ethiopia have a number of problems which include lack of attention by the public and government. Lack of attention to youth and lack of opportunities to participate combined with unemployment, social and economic problems, and retreat from participation are putting youths in hopelessness and pessimism. Unless, timely measures are taken, these problems will
continue to be more and more complex and be aggravated. Training that enable youths acquire marketable skills is not widely given both in urban and rural areas of Ethiopia. Even though there is a believe to design training programs for youths in and out of schools, existing training is focusing only on 10\textsuperscript{th} grade completes. Dropout youth from 4\textsuperscript{th} to 8\textsuperscript{th} grades are not getting training and this is swelling youth unemployment (Ethiopian Urban Youth Development Package, 2006).

There is less recognition to the facts that youths will take the responsibility of the next generation; consequently activities that enrich youth’s emotional and physical development are not widely and intensively carried out. This includes: enhancing youth participation; enabling youth to play key roles in solving their own education and health problems through designing education and health service systems focusing on youth, recreation, needs and opportunity to participate. Due to lack of opportunities, youths retreat from participating in economic, social and political affairs of the country. They are expressing their deep concern about lack of opportunities to participate as they are not given enough attention from government and the public. Youths couldn’t get the opportunity to express self and give their views about political, economic and social affairs of the country and participate in planning and implementation of programs regarding these mattes. In some cases, there is a tendency to see youths as the sources of criminal acts and consequently maltreating them (Ethiopian Urban Youth Development Package, 2006).

Education level has to do with acquiring some kinds of qualification and consequently get employment. Out of literate unemployed, 77.2 percent are living in urban Ethiopia out of which Addis Ababa has the largest proportion (18.8 percent) compared to other regions. The capital has only 2 percent illiterate unemployed persons. Unemployed persons in Addis Ababa have different educational levels. That is 37.2 percent were in grades 1-6, 19.7 percent in grades 7-8 and 18.6 percent 12 completes. Unemployed persons from grade 1 to 12 completes in general constitute 75.5 percent in Addis Ababa (CSA, 2005 as cited in Ethiopian Economic Association, 2005/2006).

iii. Trends of the Social Problem
The largest proportion of urban unemployed population in the country was between the ages of 20-29 years and constitutes 18.4 percent in 1999 and 24.5 percent in 2005. In urban areas, the population growth rate is 3.7 percent and considered to be high due to rural urban migration. Labor supply exceeds labor demand and consequently many women and men are unable to be employed. This is why the rate of unemployment in Addis Ababa is high and needs intervention. In spite of this fact, women employment was raised by 15 percent between 1999 and 2005 (Mulat Demeke, Tadele Ferede, Kindie Getnet and Nigussie Tefera, 2008).

Unemployment and underemployment continue to be a serious social problem in Ethiopia in spite of the fact that there is a decline in unemployment rate (14.8 percent in 1999 to 13.54 percent in 2005) in urban areas. Addis Ababa has the highest unemployment rate both in 1999 and in 2005 compared to other regions. Youth unemployment rate is higher for female than males in all regions and the variation is great in Addis Ababa. In addition, in all regions, highest proportion of female are engaged in informal sectors compared to males. The population below poverty line constitutes 35.1 percent in urban areas in 2004/05. The level of per capita GDP record for 2003/2004 and 2004/05 was below poverty line; in spite of the fact that employment has expanded in food and beverage, chemical and non chemical products, and other non metallic material products and furniture during the post reform period (Mulat Demeke, Tadele Ferede, Kindie Getnet and Nigussie Tefera, 2008).

Informal sector have the largest share of employment and represents 71 percent of urban employment and 81 percent of youth employment in Ethiopia. Most of the employed persons in informal sectors are women with low level of education. The informal sector encompasses the largest proportion of employed poor. Micro enterprise engaged in manufacturing constitutes 45 percent of informal firms; its labor productivity and return is less than 150 birr per month/person. About 600,000 people enter into the labor market every year and being added on 550,000 already sitting unemployed in the towns and cites where unemployment is much higher. In 1970 and 1980s, the government of Ethiopia was following Marxist policies and had controlled major resources, after the Marxist government, the existing government adopted two poverty reduction programs - Sustainable Development for Poverty Reduction Program (SDPRP) implemented from 2000/01 to 2003/04 and Accelerated Sustainable Development To End Poverty (PASDEP) for the periods 2005 to 2010 focusing on commercializing of agriculture. Along with these
policies there is a decline in unemployment rate from the period between 1984 to 1999 when unemployment rate was 7.9 to 2005 as it was 5 percent (Mulat Demeke, Tadele Ferede, Kindie Getnet and Nigussie Tefera, 2008).

However, it is not the intention of the writer of this paper to say this regime is better than that one without making sufficient comparative analysis. The writer has lived in the three governments and knows as a participant observer that the feudal regime is better in empowering local people and giving them more power to decide about their life choice. The Marxist is better in benefiting land less and the urban poor majorities through redistribution of rural and urban land and houses form the hands of few land lords to the poor and the present government is better in making the nations and nationalities speak their language and sing according to their cultural styles.

b. The Definition of the Social Problem

Even if there is no universally accepted definition of unemployment, there are various definitions given by different scholars. According to ILO as cited in Daneil (2003) the definition of unemployment depends upon unemployment status of the person during certain occasions as one of the quality of unemployed person within specific age group, 10 years and above and is willing to take employment (Ethiopian Economic Association, 2005/06). Unemployed persons are those without work; or engaged on work without pay; or those who don’t have their own sources of income, ready to work for wage; or as self employment or seeking employment by getting registered at employment agencies or applied for employment or going to agencies where there is vacancy information, who search for vacancy advertising on news papers, collecting material, financial and license information and becoming ready for self employment during data collection (Daneil, 2003).

Ethiopian Economic Association (2005/2006) on the other hand defines unemployment as it “is a state in which members of the working population who are both willing and actively looking for work are unable to secure suitable employment at the going market wage rate”. There are similarities and differences between the two sources defining unemployment. Daniel focuses not only on the status of unemployment but also on various efforts being made by unemployed
persons; while the Ethiopian Economic Association is dealing with unemployment as the state of not having job but ready to get employment without saying what they are doing to get job.

Unemployed persons are part of economically active population that includes employed persons. Labor force refers to “all economically active persons within a working age population”. Employed and unemployed populations are included in economically active population. Persons ten and above years are working age population and labor participation rate is the ratio of economically active population to the total number of working age population (Ethiopian Economy Association, 2005/2006). According to ILO (1990), as cited in Ethiopian Economic Association (2005/2006), economic activity, in the 1999 and 2005 labor force survey conducted by CSA, was defined as “the production of goods and services that fall within in the United Nations Systems of National Accounts (SNA) production boundary. For own consumption, market or processing, individuals, groups, business organizations, and other agencies are carrying out economic activities.

Out of unemployed youths, this paper will propose polices for the disadvantaged youth population between 15 -29 that include youths living and or working on the street, commercial sex workers, poor orphans especially those caring for younger siblings, youths heading their families with meager income, disadvantaged youths from female headed families, juvenile delinquents, youths dropped out of school to work or economic reasons, sexually abused and exploited youths, disabled youths from poor families and youths marginalized due to poverty resulted from unemployment in Addis Ababa.

i. Recognition of the Social Problem by Different Entities

1. Media Events

Medias in Ethiopia are frequently focusing on employment generation and opportunities, the importance and success for job creation through hard work and entrepreneurship by interviewing some models for success in achieving and promoting public discussion and sharing their own observation and views.

2. Published Reports or Books
There are books and publications on unemployment, its causes and effects in Ethiopia. The writer of this paper knows some books written by Ethiopian Economic Association. He used and referred the one which was entitled “Report on the Ethiopian Economy”: Volume V (2005/06). The book was on unemployment challenges and prospects. Its contents and chapters are on both employment situations in Ethiopia past and present as well as unemployment causes and its relationship with education, health, agriculture and its future prospects and recommendations.

3. Lobbying by Interest Groups

NGOs, professional associations and community organizations are directly or indirectly working on employment and income generation as their main strategy in poverty reduction. Some are focusing on urban poor, especially the disadvantaged unemployed youths who are exposed to various risks or affected by HIV/AIDS, sexual abuse, commercial sex works, street life, labor exploitation, and the like. NGOs consider employment and income generation as the best strategy to reduce poverty, especially among disadvantaged unemployed youths and ensure sustainability in development. The writer of this paper when working in local NGOs has raised fund, recruited disadvantaged unemployed youths for skills training and employment depending on their vulnerability and seriousness of their problem, identified and studied training institutions coordinated the skills training provision in auto mechanics, masonry and building construction, electricity, wood work, metal work, hair dressing and the like for the training given from 6 to 12 months. He has also connected youths to on job training as well as employment opportunities available for wage employment.

ii. Contending Views about Whether these Conditions Should Be Considered a Social Problem Worthy of Attention by Public Policy

In spite of the fact that rural urban migration is one of the main causes for widespread of urban unemployment, it is also necessary as a means of income diversification and structural transformation through increasing the share of non agricultural sectors like that of industry and services(Mulat Demeke, Tadele Ferede, Kindie Getnet and Nigussie Tefera, 2008).
Proclamation no.377/2003 also provides the right for forming union and stipulates acceptable remunerative and safe working conditions, social security, workers rights and social dialogue. It includes the protection of workers including the payment for workers during dismissal. However, the laws haven’t mentioned for the possibility of forming trade union for members of armed and policy forces, employees of state administration, judges and prosecutors, though the federal constitution and international labor convention ratified by Ethiopia doesn’t have any restriction on the right to be organized.

iii. Definition, Frame and Explanation of the Social Problem through History

The writer knows during the Marxist government of Ethiopia the main problem of poverty mainly unemployment was said to be due to exploitation of feudalism and capitalist exploitation and consequently, the government redistributed rural land and urban houses to the poor; even formulated the laws (Labor Proclamation No 64/1975) that has favored unemployed persons through registering unemployed, receiving vacancy notes from the firms, and getting notice when the worker is dismissed from work. The current government puts the causes for unemployment is poverty and promotes privatization as one of the major solutions. Lake of attention to youths from the government and the public is putting youths in disparate and retreat. The recommendation given to solve such problem is through enhancing youth participation in political, economic and social sectors of the country and building their capacity to widely involve in micro and small enterprises (The Ethiopian Urban Youth Development Package, 2006).

c. The Writers Argument about the Causes of the Problem

i. Primary Causes

The writer of this paper had observed while involving in the provision of skills training for disadvantaged unemployed youth in Addis Ababa that low level of education and lack of skills affect their employability. Malnutrition, low access to safe drinking water and sanitation and disease exposure are affecting the health level of the poor and disadvantaged people. Congested living environment accompanied with lack of toilet and sanitary services are seriously affecting the health and living conditions of the urban poor and consequently affect their employment and
productivity. One can easily observe such life styles when moving across most part of Addis Ababa like Tekelhamanot, Kechene, Arat kiloi, Kotebe, Bole Walosefer and almost in every corner of Addis Ababa where many disadvantaged unemployed youths especially female girls are exposed to high risk to HIV/AIDS, STI and other exploitative economic and social life.

According the Ethiopia Youth Development Package (2006), the obstacles for youth to create employment is lack of financial provisions as certain amount of capital is essential to start employment (either getting skills training or start own business). Youths who can get capital from their families are very few in number. Many of them couldn’t fulfill their financial requirement by their won and their families and consequently need to get it from other sources (microfinance, banks, donors and grants and the like). Banks don’t have policies to give loans, especially for those who don’t have fixed assets. Urban and rural banks’ lending policy doesn’t go beyond business community to benefit youths. Accompanied with other problems, financial constraints are narrowing the youth employment opportunities.

Low qualities and skills has created mismatch between the skills possessed by workers and required by labor market have hindered labor productivity of youth population. Labor supply is exceeding labor demand and makes people unable to get jobs. Many work either less than fulltime open underemployment) or work fulltime at low intensity which disguised underemployment (Mulat Demeke,Tadele Ferede,Kindie Getnet and Nigussie Tefera, 2008).

ii. Secondary or Indirect Causes

Depending on 2.62 percent of current population growth of Ethiopia, the country population will be 154 million in 27 years and double itself in the year 2034. Corresponding to the increase in population growth, labor force of the country has increased from 14.7 million in 1984 to 33 million in 2005 and increased by 18,300,000 in 21 years. Such population growth is accompanied by lack of assets, market failure, inadequacy of protective institutions that prohibit the poor not to integrate into expanding economy are affecting the employment of the poor. Sustainable poverty reduction requires enhancing employment through integrating the disadvantaged youth groups at the entry of the labor market and unskilled women and men in the process of growth. Very low employment of women and youth was resulted also from inadequacy of existing investment to generate sufficient employment. Internal migration due to seeking better employment opportunities, better life style and access to better infrastructure has
Disadvantaged Youth Unemployment Increased in 2005. Eighteen percent of rural urban residents in Ethiopia have migrant status with different duration of stay. Searching a better paying job is the main cause for internal migration and resulted in the widespread unemployment in urban areas. The new entrance of the city is also unskilled and aggravated unemployment (CSA as cited in Mulat Demek, Tadele Ferede, Kindie Getnet and Nigussie Tefera, 2008). 

iii. Interaction of Various Causes of the Problems to Bring about the Problem to the Current Level of Severity

Internal migration is a continuous process and never stopped and it is also some times important as it was mentioned earlier, though those who migrate from rural to urban are unskilled or semiskilled and mostly unfit especially for wage employment and lack capital and know to directly start their own business. This is where migration is intermingled with lack of skills and aggravates unemployment in urban areas particularly in Addis Ababa where unemployment is high (Ethiopia Economic Association, 2005/2006). Ever increasing unemployment put serious pressure on the existing shortage of capital to start self employment. According to Ethiopian Urban Youth Development Package (2006), lack of participation and desperate puts youths to retreat from job creation and developing their skills. Population growth rate accompanied by urban rural migration exerts pressure on the already existing shortage of premises for work. Lack of sufficient job creation of the economy together with low level of job creation among unemployed individuals will continue to be the challenge in curtailing unemployment.

iv. The Primary Objectives of A Public Policy Strategy that Would Be Aimed at Reducing the Problem

The primary objectives of the policy strategy to curtail the problem of unemployment should primary focus on the provision of marketable skills together with capital and technical support to enable unemployed persons, especially, the disadvantaged unemployed youth majorities to engage in micro enterprise of their choice. Skill promotion and capacity building for unemployed persons should rely on their strength and, resources like experiences, education and participation. In addition to this it has to take market situation of different localities in Addis Ababa into consideration. For example, to deal with unemployment of youths in Kechene (Gulele
Sub City) area it is important to train disadvantaged unemployed youth from that particular locality in sewing, embroidery and weaving are more extensively and intensively carried out in this area compared to other parts of Addis Ababa.

2. Possible Policy Solutions

a. The Current Policy

Employment is the right of human person and that of the citizen of the country. The right to employment is fundamental in the Universal Declaration of Human Rights (General Assembly, 1948) and accordingly, “every one has the right to work, to free choice of employment, favorable conditions of work and protection against unemployment”. It also states that” every one without any discrimination has the right to equal pay for equal work; everyone has …the right to necessary security in event of unemployment …” However, there is no policy directly formulated on the unemployment problem of disadvantaged youths in Addis Ababa; there are laws and policies regulating working conditions and relationship between employees and employers. As the existing polices have relevance for employment in one way or another, each of them will be analyzed in the context of their importance to employment in detail.

Regarding employment, the Federal Democratic Republic of Ethiopia Constitution (1994) states that “the people of Ethiopia … have the right to improved living conditions and every Ethiopian have the right to engage freely in economic activities and pursue the livelihood of his/her choice”. It also says, “the state shall pursue polices which aim to expand job opportunities for the unemployed and poor..., shall undertake the necessary measures to increase opportunities for citizens to find gainful employment”. In addition to this, the government of Ethiopia is responding to unemployment through formulation of labor proclamation (Proclamation No.377/2003). Focusing on youth, Ministry of Youth, Sport and Culture has formulated Youth Policy (2004) with the main objectives of creating conducive environment for participating and benefiting youths from education and training, making technical and vocational training compatible with development polices and strategies so that youths get better skills, enhanced employment opportunities, be confidence, create and respect their jobs.

Paid employment in 2005 constitutes 7.88 percent of the total employed persons in the country and encompasses 2.59 percent government employees, 2.9 percent in private
organization and 0.46 percent in NGOs, 1.2 percent in domestic employees 0. 56 percent in others. Employees in government ministries are employed according to the Federal Civil Servant Proclamation No. 515/2007 which states that “the person below 18 years will not be employed and government institution shall advertise every vacant position to be filled by new civil servants”. This widely available paid employment opportunity is not allowed for youths below 18 years (definition of youth starts from 15 years of age and active labor force from 10. Social security benefit is one of the employment related advantages that has to be thought in the context of making decision as to how and where to be employed. Social Security Bulletin (2006) defines social security as “a protection or guarantee that ensures individuals or family members from being fallen into poverty when individuals or family members’ income is discontinued due to old age, work injury, invalidity, etc”. Employees of business organizations, companies, and factories, NGOs of international and national organizations have some kind of after work payment like provident fund and other employment benefits (Labor Proclamation No. 377/2003).

The other major areas of employment include self employment (40.89 percent), unpaid family workers (50.28 percent) and employers (0.60 percent), members of cooperatives (0.04 percent) and others constituting 0.27 percent (Ethiopian Economic Association, 2005/06). These areas of work are the potential for employment of the current unemployed persons for which this paper is recommending three policy alternatives to be seen later, however unemployed persons have to be primarily qualified, be competent and consequently increase their employability.

Employees secure job and engage on work depending on some kind of terms of employment that include permanent through which 36 percent work, temporary 43 percent, contract 11 percent and causal 9 percent (Ethiopian Economic Association, 2005/06). Knowing terms of employment is very important for unemployed persons interested to work as paid employee. Employment information service agency or marketable skills training organizations and donors have to enable unemployed persons know terms of employment as part of employment and income generation scheme. The other policy area focusing on employment is Women Policy (1993) that states measures will be taken to ensure women got equal pay with men for equal work, promotion of desirable transfer or termination of employment and training, enhancing competency of women in employment. This policy area is very useful to enhance
Addis Ababa unemployed disadvantaged girls participation and benefit from the policy to be recommended in this paper.

The government has its offices to provide employment services through assisting persons who are able and willing to work secure employment, assisting employers in recruitment and getting suitable worker, determining manner for the employment of Ethiopian nationals outside the country, undertaking the study concerning the employed and unemployed manpower (Labor Proclamation No.377/2003). Even though there are laws directly focusing on employment, there must be employment opportunities and better payment. The poor become out of poverty when they get better opportunities in wage employment and self employment as well as “the real wages and the terms of exchange improves’. Getting employment alone is not enough to get out of poverty as the “job without corresponding adequate income produces working poor” however, as employment potential increases, there is a greater possibility to employment as well as increasing earnings from labor (Mulat Demek, Tadele Ferede, Kindie Getnet and Nigussie Tefera, 2008).

Expansion of private sectors, particularly micro and small scale enterprises is one of the policy areas of The Ethiopian Urban Youth Development Package for urban youth in Ethiopia that will include youths in Addis Ababa. Attention to enable youths identify their interest and decide on the realization of creating youth friendly services and opportunities, enabling youths to decide on the type and nature of their opportunities and building youth skills and leadership capacities to enhance their participation in social, economic and development is very crucial.

According to The Ethiopian Urban Youth Development Package (2006), in order to ensure active and direct participation and equal benefits of the urban youths in development expanding micro and small enterprises will be made through:

1. Providing skills training for youths to participate and benefit from the on going expansion of construction.

2. Giving entrepreneurship training and facilitating the establishment of enterprises of micro and small enterprises for youths already engaged on construction industry.
3. Enabling youths to participate and benefit from the expansion and creation of micro and small enterprises; enabling them produce the types of products they believe profitable.

4. Providing skills up graining training and advertising services for those who already established and those who plan to establish micro and small enterprises in the future.

5. Creating systems by which youths engaged in micro and small enterprise get loan from micron finance institutions and banks, widening their opportunities to get space and land for operation.

6. Facilitating market access and opportunities for the outputs produced by youths and inputs required for production through encouraging voluntary youth participation in cooperatives, announcing new market opportunities, and creating systems to enable them benefit from it and.

7. Enabling youths get information on available demands on what they produce.

   i. The Main Policy Strategies

   Labor market through employment exchange is carried out between employer and employees are the main strategy. According to Mulat Demeke, Tadele Ferede, Kindie Getnet and Nigussie Tefera (2008), labor market is divided into three levels. The first level is labor ‘aristocracy’ is employment in public sector or private enterprise for lifelong employment. The middle level is wage workers in industries subject to competition and where job security varies. The third level is where the large number of employed persons is included and contains temporary and insecure jobs and self employment opportunities that provide unreliable and very low earnings. Workers of these categories build their strategies on multiple jobs that include wage and self employment. The lower has more relevance for the poor and there is possibility to cross this level. Crossing from the low to the middle for self employment is represented by acquisition of tools or equipments that increase the earning capacity. Designing policy should depend on protection against lose of jobs and incomes.

   Labor market institutions that include regulatory frameworks, trade unions, employers organizations required for labor management and social dialogue are weak in Ethiopia. The legal framework regulates employment and worker relationship through establishing peace, ensure the
right for association and the right and obligation of the worker and the employee was designed in line with market oriented polices. The Proclamation No 377/2003 gives the right to be organized for wage workers, workers in the informal sectors that represent the majority were not benefiting from the right to be organized. The capacity is required to reinforce all articles to decent work is very limited and infringements in the provision are likely to occur. The central statistical office defines economically active population starting from age of 10 and according to the labor proclamation no377/2003, the minimum age o work and earn wage is 14 and it prohibits age 14 to 18 from night work and hazardous work (Mulat Demeke, Tadele Ferede, Kindie Getnet and Nigussie Tefera, 2008).

In order to respond to the prevailing the problem of urban youth that constitute 18.9 percent out of 21 million youth (Central Statistics Authority as cited in Urban Youth Development Package, 2006), youth development package was designed and developed by the participation of the community. In order to attain this objectives, the package has three major parts: the first part focuses on youth problems; the second on the vision and strategic issues of youths’ and the third is giving attention to find solutions for social, economic and political problems of youth population (Urban Youth Development Package, 2006).

**Entity Responsible for Carrying It Out**

According Mulat Demeke, Tadele Ferede, Kindie Getnet and Nigussie Tefera (2008), national institutions that involve in employment include trade union, employer organizations, ministry of labor and social affairs, labor advisory board that enforce different legal instruments like labor laws and proclamation collective agreement and the like. The other government bodies involving include Civil Service Agency (Federal Civil Servant Proclamation No. 515/2007) that reinforces the legal issues regarding the employment in government ministries. This proclamation as they are national level, every person involving in employment either as employee or employer will participate in implementation of the laws. Addis Ababa Youth Association has been involving in youth programs designing, implementation and mobilization of youths to curtail youth unemployment problems.

**ii. Policy Broadness and Scope**
The existing policy related laws and polices are implemented though out the country. They are proclamation formulated at Federal level and are applied for all age groups and in all settings be it urban or rural. Policies like Education Policy (1994), Youth Policy (2004), Women Policy (1994, The Constitution (1994) are applied all over the country and concerned with all population of the nation. Labor laws and civil servant proclamation are applied in occupational structure of employed population (Mulat Demeke, Tadele Ferede, Kindie Getnet and Nigussie Tefera, 2008) show that elementary occupation constitute 42.8 percent, skilled agriculture and fishery occupation 40.5 percent followed by crafts and trade which is 7 percent and service and market sales 6.7 percent. The largest proportion of paid employees (42.8 percent) was found in urban areas through engaging in private organizations and public employment. Women are less in wage employment and mainly engaged in unpaid family activities that make them most vulnerable. In urban areas, there are government employers, NGOs, and private agencies, UN, bilateral and multilateral organizations, embassies that abide by the laws in employing unemployed persons.

b. Identify an Alternative to the Current Policy

The first Policy Alternative: Income and employment generation for disadvantaged unemployed youths in Addis Ababa

i. Main Strategies

Localities where to give priority in Addis Ababa and developing criteria for this and selecting the disadvantaged unemployed youth groups will be determined. It is possible to focus on any one or the combination of disadvantaged unemployed youths that include: orphans, commercial sex workers, street youths, abused and exploited girls. Conducting capacity and needs assessment on the situation of disadvantaged unemployed youth, their skills training interest in relation to their educational level and market access, how they are going to use the skills, the support the family and community can provide to them as well as their knowledge about employment opportunities available by acquiring the skills will be given due attention at the outset. Skills training availability, cost, access duration and quality of trainers, contents as well as facilities along with the preference of the skills selected by the disadvantaged unemployed youths will be assessed. It will be carried out on paid and self employment
opportunities available for the skills proffered to be acquired by disadvantaged unemployed youths and to be provided by the skills training institutions, sustainability, access, benefits as well as laws governing the employment and benefits.

Orientation to the beneficiary disadvantaged unemployed youths about the access and availability of skills training according to their choice as well as its opportunities for wage employment and/or self employment will be given. Taking the consent of the disadvantaged unemployed youths to involve in the training, stay on training till the training is completed, abide by the rules and regulation of the training institutions as well as the agency facilitating their training and employment, properly and effectively using both the agency resources and training materials is one of the strategies at the beginning. Orientation for the training institutions about the consent of the disadvantaged unemployed youths to get skills training and how to continue working together and contracting with implementing agency on the payment to be made for the training and other costs during the training is made to ensure skills training.

Follow-up and monitoring on training and working with the training institutions and the families of the trainees as well as financial support for the trainees to cover supplementary food, transport costs, medication as well as training materials on training will be made for effective attendance of training. Meeting with the trainers and the trainees to reflect on the training and proper use of support being provided on skills training will be made regularly. Necessary preparation will be made to get loan, land, and up to date information on inputs, costs and market access of those trainees who preferred to work as self employment. Facilitating the provision of loan, land and premises as well license to start micro or small scale enterprise will be performed Starting micro enterprise, operating, technical support, giving feed back to the donor and other stakeholders are some of the strategies in implementing the first policy.

ii. Entity Responsible for Carrying It Out

Entities to involve in direct implementation will be local NGOs having license to operate in Addis Ababa, have the mandate from the Ministry of Justice to implement youth programs, especially in localities where the disadvantage unemployed youth are found as street youths, commercial sex workers, drug addicts and older orphans. The local NGOs directly responsible will work with community based organizations, grassroots government bodies, Addis Ababa
Micro and Small Enterprise Agency, in the process of identification, planning and implementation. Targeted disadvantaged youths are the vanguard and the most important decision makers starting from identification to implementation, monitoring and evaluation and sustainability. Family members and peers are the key supporters in these all processes while neighbors and community members can play advocating role.

iii. How Brad Is Its Scope

Youths of both sex between the age of 18 and 29 will be taken as the direct beneficiaries of the first alternative policy. Youths living in Addis Ababa in 10 subs cite and all kebels are potential beneficiaries of the first policy alternatives. All disadvantaged unemployed youths will not be covered at one; priority will be given for those working and living on the street, involved in commercial sex work, youths from destitute female headed households, and juvenile delinquents in poor families, orphans, and disabled and other disadvantaged youths in general. Female disadvantaged unemployed youths will be given priority during selection as they are the most vulnerable to HIV/AIDS, unwanted pregnancy, abortion, sexual abuse and exploitation and have less opportunity to employment and training compared to male in Addis Ababa. Youths will be ready and encouraged to play key roles and make decisions on how to be employed, search for employment, contact employers and actively participate in selecting and managing self employment.

c. Identify the Second Alternative to the Current Policy

Provision of education and economic supports to enable unemployed dropout and high school completed disadvantaged youths in Addis Ababa rejoin school

i. What Are Its Main Strategies?

Identifying school dropouts and high school completed unemployed youths in Addis Ababa who prefers to rejoin school and continue their education will be carried out. Discussions will be made with the family members and decision makers in the family on the choice of unemployed dropout and high school completed youth’s preference to rejoin and continue their education and how to work jointly. Discussions will also be made with schools about the requirement to rejoin the unemployed dropout and high school complete unemployed youths to
school. Families and schools will be networked to facilitate the dropout and high school complete rejoining school and continue their education.

There will be the provision of school materials with supplementary food and health support for 50 percent of the disadvantaged dropout and high school complete unemployed rejoined school. Employment and income generation support for the families of 25 percent dropout and school complete unemployed youths as well as tutorial class for youth’s rejoined school will be given. School social work services (networking families and schools as well as communities) will be provided to 100 percent youths rejoined school. Regular meeting with schools, families and communities of the youth rejoined school will be conducted. Technical support and follow-up on income generation support will be provided; record on participation, success, challenges and achievements of the dropout and high school complete unemployed rejoining and success in school will be kept and disseminated through meetings, experience sharing and publication materials and community meetings.

ii. Entity Responsible for Carrying It Out

Responsible bodies to involve in the implementation, developing action plans, contributing resources, involve in monitoring and evaluation includes the following. The unemployed dropouts and high school completes are the key actors and decision makers who will be empowered and given right for free choice to continue their education and which school they prefer to attend. They are the most responsible in school attendance, hard work to improve their education and follow all regulation of the school. The families of the school dropout and high school completes rejoining school, working and success play the critical role, as the intensity and frequency of their relationship is high, in creating supportive environment through understanding the youths preference for rejoining education. Family members have to promise to support youths throughout their education at school and be ready to be consulted and support the youths regarding the matters of schooling.

Social worker agency: providing budget, working facilities and logistics and payment for the social workers will involve. Social worker: involving in identifying school dropouts and high school complete youths interested to rejoin school, type of support to be provided, which school is convent for them and why. He/she also works with families and schools as well as
communities, donors and other concerned bodies to enable students become successful in their school attendance. The social worker will involve in the direct provision of the support and make technical assistance for their proper and effective utilization. The social worker will link students with services like health, tutorial and the like. He/she will work with other professionals like skills trainers, teachers, community organizers and health workers.

Schools: involve registering the unemployed dropouts and high school completes to rejoin school as well as providing education.

iii. How Brad Is Its Scope

Rejoining school for disadvantaged unemployed youth service is designed for those in the age groups 15 to 17 as they are legally prohibited to be employed according to Civil servant proclamation (Proclamation No.515/2007). These groups have less opportunity for employment as any employing organizations, especially government ministries are not encouraged to employ them. According the Convention on the rights of the child, the person below 18 years a child and many agencies are not willing to employ them due to fear of law. Therefore, the second policy alternative is recommended to fill the gap for involving disadvantaged unemployed youths who are part of labor force and considered as unemployed (CSA as cited in Ethiopian Economic Association) and legally prohibited to be employed in government ministries (Federal Civil Servant Proclamation No 515/2007). Rejoining school will be only for residents of Addis Ababa and will be given only to attend schools in Addis Ababa as consistent support is not feasible out of Addis Ababa.

d. Third Policy Alternatives to the Current Policy

The third Policy Alternative is the provision of employment information service to disadvantaged unemployed youth

i. Main Strategies

Information will be collected, organized and disseminated on wage employment and self employment opportunities available for unskilled and semiskilled female and male youths between the ages of 18 to 29 in Addis Ababa (employment opportunity could be in and out of Addis Ababa). It will be also be collected in collaboration with Kebele, sub city administration
and community organizations like Idris. Information will be collected, organized, and disseminated on skills training available for illiterate, literate, 1 grade 9 and high school complete disadvantaged unemployed youths of both sexes, costs, location, means of transport, duration of training, and awards given for completion of training in Addis Ababa. Collecting, organizing, and disseminating information on self-employment and wage employment opportunities available for youths between the age of 18-29 and for both sexes in and out of Addis Ababa, legal issues governing employment, procedures to be flowed during employment, conditions of employment (permanent, casual, seasonal for wage employment) will be carried out.

Information on unskilled and semiskilled available for employment in construction industries, and organizations engaging on expansion of facilities like telecommunication, water and electric and power will be posted and disseminated.

Opportunity information on wage employment and self-employment to 10 sub cities, kebels public centers where many people could visit will be posted and disseminated.

Information will be provided on labor laws, employment procedures regulating employment conditions so that the employees’ rights are ensured, industrial peace maintained, efficient and effective use of resources enhanced. It will be collected information on reflection of information services from employers, employees, unemployed as well as skills training institutions in Addis Ababa. News letter focusing on employment information, skills training, employment opportunities and benefits both as wage employment and self-employment will be prepared.

Information sources like email, fax, website, telephone, postal address as well as, organizing conferences, conducting small meeting to disseminate employment information in Addis Ababa will be used. Linkage with training organizations, employing organizations as well as disadvantaged unemployed youths will be created, offices, schools, and community/kebele offices and meetings for disseminating employment related information to community youths will be used.

ii. Entity Responsible for Carrying It Out

NGOs, grassroots government offices as well labor and social affairs offices will be directly responsible in collecting, organizing, and disseminating employment information to unemployed youths, employers, and the general public in Addis Ababa. Disadvantaged unemployed youths, their families, and peers are the key supporters in sharing employment information to their
unemployed members and friends. Unemployed persons are those who will directly benefit from the information and consequently be the most consistent actor in searching, analyzing and benefiting from it. The media that include radio, television and newspaper will play key roles in disseminating information to the unemployed persons and the general public.

iii. How Brad Is Its Scope

The provision of employment information vacancy suitable for semiskilled and unskilled disadvantaged unemployed youth wage and self employment opportunities will be implemented in Addis Ababa where there is expansion of construction, micro and small enterprise establishment (Ethiopian Urban Youth Package, 2006), infrastructures like telecommunication, water supply as well as electric works. Besides skills information, experiences and other personal characteristics required for wage and self employment will be compiled and disseminated to both unemployed youths seeking employment and employing organizations. Information on experience, success of entrepreneurs in self employment among disadvantaged youths in Addis Ababa on micro and small enterprises and wage employment will be compiled and disseminated to unemployed persons and employing organizations. Information on skills training institutions operating in Addis Ababa in giving marketable skills training appropriate for educational levels of illiterate, lit rate, 1-grade 9 dropouts as well as high school (12th grade in the former and 10th grade) completes will be compiled, documented and disseminated to disadvantaged unemployed youths, training institutions, donors of youth programs, government organizations responsible on youth services, NGOs implementing youth services in the city.

Regarding skills training institution information required for marketable skills training to be regularly compiled, updated included, the types of training given, course content and curriculum, the duration and costs of training, transport to training institutions, materials required for training as well as any information to attain successful training for wage employment opportunities, in government, business and NGOs will be compiled and disseminated. Laws governing employment like, labor laws, civil servant proclamation, agreement, collective agreement and other legal matters to be followed for wage and self employment will be provided to unemployed disadvantaged youth. It also gives information on self employment opportunities, like how and from where to secure license, premises and loan or financial assistance.
Skills training opportunity information to be provided will include masonry and construction, sewing and embroidery, auto mechanics, wood work, metal work, electricity, electronics, weaving clay making and the like. These areas of training require different duration, level of education and the like. Information will be collected, organized and provided to unemployed during training, on inputs, type and sources, costs and access as well as market information like location, cost, demand and its duration for those interested to start micro and small enterprises. Market network information and behavior required on customer management will be compiled and disseminated. The scope will also include the type and phases of the social work services like exploring, assessment of unemployed youth problems and opportunities, financial sources for youth information services, accessing youths to information through different medias like magazine and publications on news papers, media, notice at public palaces where youths living in slum areas of the city and every corridor who could into have transport will get information. Information on the scope of the training institutions, like those institutions providing vocational skills training as well as institutions providing short term training less than 12 months will be complied and disseminated. Information will be used by all unemployed persons though the service is designed for disadvantaged youths.


First policy alternative: Income and employment generation for disadvantaged unemployed youths in Addis Ababa

Evaluation Criteria 1: Effectiveness in achieving the desired objectives

Targeted disadvantaged unemployed youths will acquire marketable skills as it is provided depending on their skills choice and fits to their educational level. Out of those who trained, at least 60 percent will start their self employment after the completion of the training as they will get the knowledge, skills and motivation to identify self employment markets, land, premises, loan and license. There is local market for input of their work and sell outputs; they will be trained in basic business management along with skills training, for example the person who will be trained in wood work will be trained from where to buy, what types of household or office furniture to produce, where to sell, how to mange the income and reinvest. Forty percent can be employed in wage employment besides getting skills training one for example trained in
building construction will be oriented how to prepare CV, identify which construction industries will employ, employment procedures as well as laws governing employment conditions. All will become self reliant generate income to cover basic needs cost, social service costs save and invest). All will practice saving of some amount of income and all will cover education and health cost of self and their families.

Evaluation Criteria 2: Efficiency with respect to use of resource

The budget will be planned depending on prior assessment of the costs required for the training from start up to the completion in the existing market. All disadvantaged unemployed youths selected for the skills training will attend training more than 95 percent. All will got the necessary skills and knowledge provided in the class and make practical exercise at micro and small enterprises. All will effectively and properly mange and use training materials. All will attend without being absent and being let from the classes during skills training. All admitted trainees will graduate and awarded certificate for acquiring the skills. During the training, all trainees will be attached to one micro and small enterprise for self employment and to organizations employing for wage employment. Monitoring, evaluation and technical support will be provided during training. Feedback and timely reflection will be made to correct if there is a problem on attendance and resource use.

Those who will be employed as wage employment will prepare their CV and will be linked to the employees. Planning will be made with the graduates after completion of the training with those who will be employed as self employment as well those who will be employed in wage employment. Those who will engage in self employment will secure loans and those who will be wage employee will be oriented where and how to get employment. Decision will be made to give feed back after employment. Technical support will be made for self employees at early phase.

Evaluation Criteria 3: Political feasibility of gaining acceptance for the policy alternatives

Government has the strategies of Accelerated Sustainable Development To End Poverty (PASDEP) for the periods 2005 to 2010 that will benefit the disadvantaged unemployed youths in Addis Ababa (Mulat Demeke, Tadele Ferede, Kindie Getnet and Nigussie Tefera., 2008). There
are also youth development package that will promote youths motivation and participation in economic activities, education and other social matters and in which unemployed youths will acquire skills training and loan, land and technical support to create and develop their own self employment (the Ethiopian Youth Development Package, 2006). There is Micro And Small Enterprise Agency that provides financial and technical support as well premises for self employment in Addis Ababa and have such rich and extensive experiences in providing land, loan and business management training.

There are microfinance institutions providing loan focusing on the disadvantaged groups. There is a focus and attention on the promotion and enhancing vocational skills that enable acquiring necessary skills for employment and creation of jobs as well as the establishment of skills training private schools (Ministry of Education, 1994). Government gives licenses and ensures the quality of the raining. As the result there are institutions providing training in wood work, metal work, building construction, food preparation and catering, hair dressing, auto mechanics and electricity, plumber, clay making, weaving, sewing and embroidery, bamboo making, and basic business management training that fit to educational level from illiteracy to 12 completion. Youths Policy to enhance, encourage and support youths participation in economic, social and political life of the country. There are labor proclamations (Proclamation No. 337/2003) and civil servants proclamations from which disadvantaged youths can get legal support and protection on employment.

Evaluation Criteria 4: Administrative feasibility of implementing the policy

The writer of this paper knows that there are many NGOs and community based organizations having experiences, facilities and resources to promote youth skills training and employment. NGOs are working with grass roots administration, kebels, families and community organizations starting from selecting the destitute unemployed youths for skills training, supervise and support during skills training and links to employees with the collaboration of the training institutions and providing loan in collaboration with microfinance institutions. Government organizations like Micro and Small Enterprise Agency, Trade and Industry, Labor and Social Affairs, Education Offices, Women Affairs Offices, Health Offices, Construction, Water Supply and Sewerage, Electricity and Telecommunication Offices are found at various levels and in most parts of Addis Ababa both for employment of the wage and ensure the rights
of employees. There are private investment companies, hotels, restaurants, pastries construction industries like road, building and residential houses where disadvantaged unemployed youths could have wide employment opportunities in Addis Ababa.

Second Policy Alternative: Provision of education and economic supports to dropout and high school completed disadvantaged unemployed youths in Addis Ababa to rejoin school

Evaluation Criteria 1: Effectiveness in achieving the desired objectives

All disadvantaged unemployed youths rejoin school will be selected based on their interest and understanding of the benefit of continuing education. All rejoined will be composed of male and female given equal opportunities. The age level will be below 18 years and above and 15 years who will in the labor force and consider themselves or defined by the community as unemployed when not attending school and unable to be employed due to the restriction of some laws in the country. Rejoining school enhance their motivation for education, hard work and participation. Their performance will enhance due to school support and tutorial classes. They will not dropout as they are getting school materials, food and medication on attending school. Their families’ capacity will be built and will take the responsibility of covering the costs for schooling, medication and food within 2 to 4 years time. School absenteeism and being late will be reduced due to getting support for covering transport costs. Youth’s participation, physical and emotional wellbeing will enhance as they rejoin school that will have an important impact on their futurity. It will be effective as those who participated in this alternative will achieve join and properly attend and achieve good results due to the following reasons

Evaluation Criteria 2: Efficiency with respect to use of resource

Dropouts and high school completes will be recruited and supported based on their preference to rejoin school and continue their education. Those who will be living in Addis Ababa will be recruited to rejoin schools. Families and peers will be involved in assisting the dropouts and high school completes joined school. Tutorial classes will be provided to enhance their effectiveness. School social work services will link families and peers with school dropout joined school in order to enhance their participation, reduce their anxiety and other social
problems created as the result of being out of school and unemployed. They will be provided education materials on time.

They will be provided basic needs support and medication. Their families will be provided income and employment support in order to enhance the already employed families’ income or to enable unemployed family head. Economic support for income generation will be skills training, loan or basic skills in business management. This will upgrade the skills and getting additional capital to expand or strengthen their self micro or informal self employment. Or giving them technical support, information or advice on how to get premises themselves to work, license or get loan

Evaluation Criteria 3: Political feasibility of gaining acceptance for the policy alternatives

There is government policy to enhance education and giving equal opportunity for all as well as the expansion and building schools at every community. Facilitating and encouraging NGOs operation at local level. Government has the strategies of Accelerated Sustainable Development To End Poverty (PASDEP) that will benefit the poor families of dropouts. Micro and Small Enterprise Agency technical, financial support to build the capacity of the families are providing services. Expanding the role of community based organizations like Idirs to involve in youth supports and working with NGOs regarding this is getting important by organizations implanting youth programs. There is government attention to enhance the quality of education through training teachers. This will help teachers get the attitude to help dropouts in their low performance and anxiety due to being out of school for some years.

Evaluation Criteria 4: Administrative feasibility of implementing the policy

Schools, especially 1 to grades 8 are found adjacent to every community in Addis Ababa so that the disadvantaged unemployed youths decided to rejoin school can easily access where they want to attend. There is increasing links between NGOs and community organizations in working on students’ school attendance. There is increasing collaboration and information sharing between schools and NGOs supporting school attendance. There is the interest for partnership and practice of working on child education among school, parents and communities. Most NGOs sponsoring education for youths are located in he community. They have technical
staff who will work on youth education starting from project identification, planning, implementation as well as project monitoring and evaluation and networking with concerned bodies. There are education offices at keble(community)level, sub city and bureau levels who will involve and assist for the implementation of the policy.

Third Policy Alternative: The provision of employment information service to disadvantaged unemployed youth

Evaluation Criteria 1: Effectiveness in achieving the desired objectives

Many youths could access information provided at the local community, or from newspapers or notices or internet. Information will be shared among peers and family members as well as friends and schools so the disadvantaged unemployed youths easily listen about the employment opportunity. The unemployed youths got information could take immediate actions to involve in the process of securing employment. They immediately realize what to do and how to go either in the process of self employment or wage employment. Information is better reach as many unemployed youths as possible and enables them make some kind of response. Many use information to network or build their capacities. It helps the disadvantaged unemployed youths to assess self for competency and fitness for some kinds of job and involve by their own in short term skills training, prepare their CV in more attractive way, obtain support letters or give free services or search for practical attachment in Micro and Small Enterprises or potential employing agencies.

Evaluation Criteria 2: Efficiency with respect to use of resource

All unemployed persons will directly involve in searching employment information and this decrease dependency on external bodies for skills training and loan or getting premises. Unemployed youths use their capacity and develop experiences and knowledge
from exposure to unemployment information searching. Information will easily be accessed by youths with in short period without ups and downs adjacent to their community where any one of their family members or friends can get and share. If the right information is obtained on time, it will take short time for disadvantaged unemployed youth get employment. It doesn’t cost for skills training from donors, NGOs and the like. In this case, searching, decision and getting employment are depending upon the unemployed person’s actions. The role and participation of unemployed youths are high and increase self confidence. It reduces dependency and enhances self reliance starting from searching and preparedness.

The decision is made by unemployed persons who got information rather than external bodies in preparation for employment through skills training and obtaining loan and premises. Ups and downs are relatively easier compared to the process of skills training and employment, getting loans and premises. Information will enable unemployed youth make quick decision, easily share information to peers, family members and technical persons for consultation, getting quick support and make fast decision.

Evaluation Criteria 3: Political feasibility of gaining acceptance for the policy alternatives

Ethiopian Youth Development package (2006) has its components for the provision of marketing information. There are private news papers, radio, TV and the like to disseminate employment information. Employing agency of government, NGOs and private agencies have their experiences of sharing information on request understanding the benefit of this alternative policy. There are notice boards every where in the city that could be used for announcing employment information mainly job vacancies. Email and internet services and websites are being open all over and at every corner of Addis Ababa and will be used for disseminating information.

Evaluation Criteria 4: Administrative feasibility of implementing the policy

There are government offices, NGOs, UN organizations, bilateral and multilateral agencies, private companies, embassy offices, higher education and training institutions, and employment service agencies, local communities who will involve in sharing and using information regarding employment vacancies, availability of unskilled and semiskilled persons.
Employment services and employment information giving private agencies are increasing in Addis Ababa and all over the country. Unemployed job seeking person in Addis Ababa could be linked to such services out of Addis Ababa; even to foreign countries for employment. There are donors who are interested in youth programs, especially solving unemployment problem of the disadvantaged youths and can provide fund to local NGOs and government organizations. The existing employment information giving agencies at local level could incorporate the third policy alternative or enhance the quality of information they collect and its timely dissemination to create more access to larger youth population who will not come to posted announcements at employing organizations or not have access to media and read newspaper.

4. Comparing the Alternatives

a. The Strongest with Respect to Effectiveness

The first policy alternative is the strongest in terms of effectiveness as it links capacities and strengths of disadvantaged unemployed persons like education, age and interests with skills training available in Addis Ababa and employment opportunities in construction, communication and infrastructure expansions in Addis Ababa. Government programs of Sustainable Development To End Poverty (PASDEP) for the periods 2005 to 2010 focusing on commercializing of agriculture (Mulat Demeke, Tadele Ferede, Kindie Getnet and Nigussie Tefera., 2008) creates fertile ground for creating better employment opportunities for those who are interested and ready to take wage employment. Addis Ababa City Administration Micro and Small Enterprises Agency is also enabling unemployed persons get loan, premises, training in business management and is providing technical support; that would be a good opportunity also for the disadvantaged unemployed youths (Addis Ababa City Administration Micro and Small Enterprises Agency, n.d).

b. The Weakest with Respect to Effectiveness

In terms of effectiveness, the weakest is the second policy alternative as dropouts, even if they may be supported to rejoin school, they may leave school again due to not having interest to regularly attend, or repeating in one class more than one times, not liking some subjects and lack of teachers support for improving performance. Unemployed youth might have developed some deviant behavior like drug addiction, street life that affects their regular school attendance
and performance. It might be also difficult to make them regularly and properly attend school as most of them have developed some tests like chewing Chat, side business, child prostitution, earning income and recreating with friends freely, and others while they were out of school.

Even if there is no study conducted on the disadvantaged unemployed youths behavior, the writer of this paper knows while working in NGOs that some youths especially, those who involved in street life and commercial sex works develop the habit of substance abuse and it would be difficult to make them get out of such behavior. He observed some of them dropout due to lack of family support to attend school like giving time to study rather than domestic work. Some families make youth to dropout for domestic work or engage on family business or just work on street to supplement family income. Consequently, when the youth leave working and bring additional income for the family due to rejoining school, they will be discouraged to support her/his school attendance, nag, and even expel out of their house. Some family might not allow light for studying at night and need child labor for domestic services and therefore in one way or another force the youth to become dropout again from school.

c. The Strongest with Respect to Efficiency

The strongest policy alternative in terms of efficiency is the third one as many disadvantaged unemployed even in most parts of Addis Ababa could get employment opportunity information if it is compiled and disseminated in some forms like using radio and television. The purpose of information service is to enable unemployed youth get information and when information is reached youths the first objective would be met as most of them will get lessons from employment information. The importance of disseminating employment related information, especially market information has given due attention by the Ethiopian Youth Development Package (2006). It takes less facility and logistic costs as there is no payment for training and it is transmitted with less institutional involvement and needs more personal effort from disadvantaged unemployed youths. It enables youths to get motivated to prepare self to fit to self employment or wage employment and consequently enhances the practices of self assessment and commitment to make all the necessary preparation for employment.
d. The Weakest with Respect to Efficiency

The first policy alternative is the weakest in terms of efficiency as it needs more resources compared to the second and the third alternatives. It needs cost more for skills training and basic needs during skills training and loan for generating income and employment by establishing micro enterprise after completion of training. It also needs business management training, technical support, the provision of market information and market links. And all these interdependent services need financial, trained personnel, and consistent technical support that requires more costs to be incurred.

e. The Strongest with Respect to Political Feasibility

The first alternative is the strongest in political feasibly as the government is giving great attention through establishing and promoting Addis Ababa City Administration Micro and Small Enterprise Agency that will involve in the provision of premises, loan, technical support as well training and market information for employment creation(Addis Ababa City Administration Micro and Small Enterprise Agency, n.d). Ethiopian Youth Development Package (2006) promotes also youth participation and involvement in economic development through micro and small enterprise development in which youths are encouraged to participate and be supported to benefit. Ministry of education is working to enhance the quality of skills training to be provided by all training institutions be it government and non-government institutions (Education Policy, 1994).

e. The Weakest to Political Feasibility

Even if there are institutions established as it was mentioned, there might be challenges and lack of commitment to provide land, premises and loans for the disadvantaged youth after they acquire skills. There is also bureaucratic ups and downs and lack of interest to consistently support through timely provision of all necessary legal support and licensing. There is less commitment to allocate resources and mobilize the available once to support the destitute, especially the disadvantaged youths. Laws are complete and very good on paper but in practice there is less commitment and encouraging participation is not as it is on paper inaction.

f. The Strongest with Respect to Administrative Feasibility
The strongest with respect to administrative feasibility is also the first alternative due to many reasons like there are many NGOs operating in Addis Ababa and in different parts of the city where the majorities are poor. Addis Ababa City Administration Micro and Small Enterprise Agency is also operating at sub city and keble levels (Addis Ababa City Administration Micro and Small Enterprise Agency, n.d). They operate at local level and can directly work with targeted disadvantaged unemployed youths in the city. The other strength of administrative feasibility is microfinance giving institutions experiences of working with disadvantaged groups through proving loans.

There are many microfinance institutions registered by the National bank as per the Proclamation 40/88. Addis Credit and Saving Institution S.C is one of these microfinance institutions registered by the national bank having the provision of credit and saving services to poor as one of its objectives. It is providing loan birr 700 to birr 5000 and micro lease loan from birr 5000 to 50,000.00 to micro and small enterprises like retailer through its micro business loan. While working in NGOs, the writer of this paper has worked with community organizations in providing skills training for disadvantaged unemployed youths and many NGOs are involving in income and employment generation and unemployed youth skills training. Many of them, even work on the provision of skills for high risk youths on the street and commercial sex workers.

g. The Weakest with Respect to Administrative Feasibility

The weakest in administrative feasibility is the third alternative as the information is disseminated and employment information is announced through different media and difficult to manage its process and impacts. It is not directly controlled and not feasible for regular monitoring of its activities. It is very difficult to differentiate the target and evaluate its impact and monitor its process. It is also difficult to measure its out puts. It goes to geographically defined areas in Addis Ababa and it could go even out of the city. Even if it could be estimated who will be the reader or information seekers and beneficiaries will be, it is beyond the estimated or assumed target groups. It is difficult to allocate resources like manpower, facility and logistics to administer its activities, process and impacts.
h. Sustainability

The first alternative is more sustainable than the second and the third alternatives as it starts from the real life of the disadvantaged unemployed youths by responding to their basic needs together with their future life which may affect their life and put them at risk in Addis Ababa. It directly and primary responds to disadvantaged unemployed youths vulnerability as sometimes they work as street workers, the other times as massagers and sometimes as laborer and other time as carriers. Along with the provision of basic needs, they will be provided with skills training, well supervised and linked to practical learning through attachment with micro and small enterprises for those to engage in self employment and in industries that have similar operation with potential employers of the disadvantaged unemployed youths with some kind of skill. The second alternative is the weakest in terms of sustainability as the unemployed youths rejoined school might not continue their education till the last and may leave school any time, might have unstable behavior to start and leave school, and might have the behavior of chewing Chat, smoking and taking alcohol that hinder their continuation of education. Even if they may complete there education they might not achieve the result that will enable them join higher education.

i. Cultural Feasibility

The third alternative is the strongest in cultural feasibility as people have the tradition of sharing information, sharing decisions, consulting each other on how to use employment information. Even they can prepare on what to do and from where to get assistance to get employed. Institutional pressure and expectation are less on whether to get, use or benefit or decide on employment information obtained. Even if the study is not conducted, many employment generation, whether self or wage employment is mainly by getting employment information. The weakness of the third alternative is that those who have less competency, or not fitting to employment due to lack of skills or illiteracy will not be encouraged to seek employment information as getting information is not benefiting them. Getting employment information benefits more when some one has some kind of qualification.

The weakest in cultural feasibility is, the second alternative about the disadvantaged unemployed youth rejoining school. Some might have been involved in commercial sex work,
others in street life; some have married and might have a child at 15 or 17 years old and expected
to be with their children. Others might have married and have to be at home rather than going to
school after having family responsibilities. They are also at older age 15 to 17 and still have
strong motivation to attend school or continue their education. When they start school, the
neighbors and younger classmates might point their finger by saying such “big man or women
would have join higher classes by this age rather than learning with us”.

j. Technical Feasibility

The first policy alternative is the strongest technically because, the writer of this paper
knows there are experts in NGOs and government organizations who have skills in identifying
the needs of disadvantaged unemployed youths, who can assess skills training costs, training
content, duration, materials required and expectation from the trainees. There are also experts
who can raise fund and facilitate basic business management training for those interested to
engage in self employment. Skills training institutions providing short term training from 6 to 12
months in areas of skills like wood work, metal work, electricity, masonry and building,
plumber, clay making, sewing and embroidery or bamboo making that fits to less educational
level are mostly found in Addis Ababa.

There are also experienced NGOs who can provide and manage loans for the disadvantaged groups
including youths. They have experiences in the process of income and employment generation starting
from needs identification, implementation, monitoring and evaluation and have experiences of fund
raising for employment and income generation, allocating and using, preparing narrative and financial
reports. Micro finance institutions in Addis Ababa like that of Addis Credit and Saving Institution S.c./
AdCSI/ have experiences on how to provide, support and promote effective use of the loan provided to
the disadvantaged groups.

5. Present, Explain and Defend Your Concluding Argument

a. Recommended Policy

The three alternatives have their own strengths and weaknesses. Income generation and
employment, the first alternative is the strongest of all as it starts from the disadvantaged
unemployed youth’s vulnerability, choice of skills training and employment requirements.
Starting from the beginning in the process of selection as a target, their interest to be employed
either in wage employment or self employment will be identified by participating them. It helps to directly respond to the disadvantaged unemployment urgent and timely needs – to get income and work. The first alternative is strong as it directly responds to the needs of disadvantaged unemployed like generating income, becoming independent, self reliant, develop skills of producing and managing resources, cover own basic needs, invest in own business, get social and economic status, increase social role in the family among the neighbors and community organization like Iddir. It enables getting capacity to cover health and education costs for self and family members.

The second and the third alternatives have more indirect links to unemployment problems compared to the first alternative. They are time taking in securing employment, difficult to manage and evaluate employment and measure its direct impact on unemployment. Because, the second alternative, rejoining school doesn’t show or give guaranty for employment or to enable unemployed youth directly generate income. In this case, employment is considered after the long time and completing school. However, it is best alternative for many young unemployed persons below 18 years who are not legally accepted in many formal organizations for employment, especially government ministries (Federal Civil Servants Proclamation No 515/2007). The third alternative is providing only employment information and it is up to the disadvantaged unemployed youths to search employment. This alternative is useful for those who already have some kind of skill or qualification for certain type of job or have experience for some kind of employment.

b. What Makes the Policy Strongest Overall

The first alternative has over all strength in terms of directly responding to the need of the unemployed youths’ vulnerability and capacity building for self reliance in relatively short time. It also builds the capacity of disadvantaged unemployed persons in more integrated and sustainable way. The disadvantaged unemployed youths will get skills which are very useful and basic in life and to directly be ready for the choices of self employment and wage employment. It transfers them from being non-qualified to being qualified order to perform certain activities and bring desired outcomes which are not present in the second and third alternatives. It also provides basic needs during skills training to control factors affecting the process of getting qualification. While getting qualified, the disadvantaged unemployed youths need food, shelter;
Disadvantaged Youth Unemployment …

medication and transport without which they either couldn’t start or stay for 6 to 12 months or regularly attend till completion of training. The writer of this paper has experience in many NGOs and observed that some disadvantaged and unemployed youths registered for skills training dropped out or didn’t regularly attend or became late due to lack of transport, or in search of food, to work, or involve in commercial sex work or work on the street or forced to even move out of Addis Ababa where their relatives or friends. So he knows his agency raised fund from international NGOs from Canada and provided food support, transport and house rent for unemployed orphan girls training in food preparation and catering and any of them hasn’t drooped out. He has seen when unemployed trainees were dropping out from training or became regularly absent or became late when they lack basic needs support on skills training.

The other strength of the first alternative is that disadvantaged unemployed youths will not be left by acquiring skills. Those who may select self employment will get business management training for 5-10 days on how and where to get market for input and out puts of their enterprise in self employment. After getting some kinds of qualification (skills, knowledge and motivation), they will be provided loan capital depending on the kind of self employment they prefer. Technical support will be provided in the process of getting premises, land, loan and information in relation to the areas of self employment.

The other dimension that makes the first alternative stronger than the other two alternatives is that those who want wage employment are to get trained in skills that have employment opportunity in Addis Ababa. These skills are acquired in 6 to 12 months and includes masonry and building construction, electricity and plumbing, wood work and metal work that have employment market in private companies, complex building, real states, the construction of cooperative houses, warehouse and residential house construction in Addis Ababa. Other areas of training food and catering training have employment opportunity in restaurants and bars, hotels, housemaid in embassies and foreigners. Hair dressing has also market in Addis Ababa as it is widely practiced among Addis Ababa women, especially the young and the middle age once. Auto mechanics is needed for the employment in car maintenance activities. Bamboo making, embroidery and sewing have also a market in Addis Ababa, particularly in tourism shops. These skills are not only required in Addis Ababa, but also
in all other cities and small towns in Ethiopia. The writer of this paper knows many unemployed youths went out of Addis After his agency had provided them with skills training.

c. Explain How the Policy Will Be Implemented

i. By which Ministry or Network of Ministries

Responsible bodies to involve in policy implementation are divided in to three categories. The first group constitutes those bodies that directly in the choice involve in selection of the disadvantaged unemployed youths for employment through acquisition of skills, premises, and loan and are key decision makers or direct actors in implementation, particularly the beneficiaries. The second group is the family and peers who provide technical, financial and morel support as well as assist in making decisions in the process of selecting the skills to be acquired, on skills training, securing resources, generating and managing income. The third group includes organizations and professionals to involve in implementation and technical support and divided again into three.

The first is the local NGOs legally registered to operate in Addis Ababa and work on employment and income generation or implement youth programs or to support the disadvantaged unemployed youths. The second is local level networks of community based organizations, grassroots government institutions, Kebele administration and youth associations, Micro Finance Institutions, Micro and Small Enterprise Agency and their networks.

Microfinance institutions will involve in providing and collecting loan and provide technical support in income management for those who engaged in self employment. Micro and Small Enterprise Agency will involve in providing support to secure premises, loan and license for implementation. It will provide on job training and experience sharing on operation. Skills training institutions will involve in providing skills training. Business management training institutions will work to provide skills in material, income and out put and market management.

The third is composed of team of professionals that include the social worker, the trainer, credit and saving promoter that will involve in the implementation.
ii. Identify 3-5 Key Decision Points that Will Be Encountered During Implementation

1. Resources Constraints

   Resources in this regard includes material, financial and human power needed to cover training and basic needs costs and loan to be provided for starting micro and small enterprises.

2. The Behavior of the Disadvantaged Unemployed Youth on Employment

   The other key decision required is motivation of the disadvantaged unemployed persons to start skills training as many of them like to get employment directly without involving in any skills training. Disadvantaged unemployed youths may lack commitment in the process of acquiring skills and searching employment. After engaging on employment, commitment to work hard, produce quality, become competitive in challenging market situations as the result of increasing cost of input are important. Saving is also another behavioral social, economic and challenges, especially at this time when there is increasing costs of living in Addis Ababa.

3. Lack of Institutional Commitment

   The other area of challenge is lack of institutional commitment from either those who are going to be directly responsible to implement the program or those who provide donation, land and license. The writer of this paper knows that some implementing organizations may not be interested in the quality of the outcome of their intervention rather in the process it takes. They may not work from their heart to change the life of the disadvantaged unemployed youth. They may lack motivation to timely respond to the needs of he disadvantaged, properly supervise, and timely solve the problem faced on training and employment. The other dimension of lack of institutional commitment is observable in providing support, information, sharing experiences, completion of legal processes to secure loan and premises. They may take long time to process the provision of necessary support. This may put the disadvantaged unemployed youths, especially those who are inexperienced or newly starting in frustration and lose hope, at early stage of starting self employment.
iii. The Most Significant Challenges in Implementing the Policy

The most significant challenges in implementing the policy include resource constraints, bureaucracy and lack of institutional commitment, lack of market to generate sufficient income to ensure self reliance, lack of hard work and consistency on behalf of those who are going to be self employed and behavior of the unemployed youths developed though time on unemployment like lack of saving, burnout on taking long time on work as well as regularly being on certain activities and challenges of overcoming market competition.

iv. How long will it take for the Policy to Achieve Its Desired Outcomes?

We can divide implementation time into long and short term implementation phases. Income generation has the processes that have to pass situational assessment during which strengths, needs and opportunities of the disadvantaged unemployed youths are identified, resources are assessed. During phase, disadvantaged unemployed need, skills training opportunities, employment opportunities as well as resources required for training are assessed together with budget requirement. This takes maximum 6 months depending on the size of the disadvantaged unemployed persons targeted for to be served. The next process is skills training that take 6 to 12 months. Securing premises, loan and preparation of the premises will take also 6 months. In employment, initial practice till generating income will take 3 to 6 months.

In the long term, unemployment was growing by 7.9 percent in 1999 and is 5 percent currently and there is no data whether it is increasing or decreasing from 2005 on wards, as a participant observer the writer of this paper believes it is defiantly increasing. The Population is of Ethiopia is growing by 2.62 percent per year and it will double itself in 27 years at the year 2034. Labor force participation rate is 82 percent in 2005 and consequently sustainable poverty reduction requires enhancing employment through integrating the disadvantaged youth groups at the entry of the labor market and unskilled women and men in the process of growth (Mulat Demeke, Tadele Ferede, Kindie Getnet and Nigussie Tefera, 2008). Therefore, unemployment always exists in Ethiopia, Addis Ababa and there is always need for the policy on disadvantaged youths in Addis Ababa as any part of the services to the disadvantaged groups. Disadvantaged unemployed youths exist even prevailing due to inequalities, injustice, lack of equal distribution of resources, lack of access to education health and services, especially in the
societies where the majority decision is nominal and people are not deciding on their fate and resources.

d. Restate Overall Argument Beginning from the Summary of the Problem, Its Causes and Recommend the Policy to Solve the Problem

Unemployment is a very serious social problem prevailing in Addis Ababa where it is highest among youths between 15 – 29 years and women. It especially affects the vulnerable population who lack access to resources to primarily get quality education at school and consequently unable to join higher education and those who are unable to complete their school and engage on generating income to sustain their life. Unemployment is caused by poverty and perpetuates poverty. The causes of unemployment are multidimensional and the focus of this paper is mainly on population growth and urban rural migration, lack of resources to generate employment as well as lack of skills to be qualified for some kind of job. Existing policies were assessed and depending on their gaps, three policy alternatives were recommended to address the needs of the disadvantaged unemployed youths and evaluated in the context of effectiveness, efficiency, technical, political and administrative feasibility criteria. The first alternative which is employment and income generation for the disadvantaged unemployed youth was selected using the evaluation criteria

The policy recommendation given depends on filling these gaps to enhance the employment of the disadvantaged unemployed youths, especially the vulnerable once. Even though there are many unemployed youths who are being affected economically, socially and psychologically, the policy recommendation has given priority to the disadvantaged and consequently vulnerable for more serious social problems like HIV/AIDS, commercial sex works, and drug addiction. Implementing the first policy alternative will divert the trends of such vulnerability towards self reliance by using strengths of the disadvantaged unemployed youths and available resources in Addis Ababa, especially where they can access in their locality.

There are opportunities to provide skills for this group, so that they can be qualified for certain type of employment in short time. There are NGOs implementing similar programs and Addis Ababa City Administration Micro and Small Enterprise Development Agency to facilitate access to resources like land, loan and technical support so that they could get either self or
wage employment. There are also policies and laws that support the implementation of this policy

e. How might Someone Challenges the Argument

i. With Respect to Problem Analyses

One may challenge the argument the writer of this paper from the evidence presented as saying it doesn’t reflect the reality of the situation of the disadvantaged unemployed youths in Addis Ababa. Unemployment is prevailing all over the place and it is severely affecting the vulnerable youths and the data could be much higher than what is presented on this paper. They might know unemployment is rampant all over the place in Addis Ababa, at every neighborhood and in every community and in the context of the causes of unemployment and poverty causes. Every place in every life, the writer of this paper sees when people are accusing the government as the main causes for poverty, underdevelopment and deterioration of life in Ethiopia. The writer will not argue their view is right or wrong. However, sees government issues by categorizing the government laws and behavior and motivation to implement laws in institutions. The writer has been observing no problem about the laws, but as to its application observes excessive violation of workers rights, in access to resources and employment. He sees while concerned officials don’t know the law and the manuals governing their organization operation, even the structure of their organization.

Others may also challenge that income disparity gap is increasing especially since the privatization was promoted and is the main cause for unemployment rather than being solutions for it. They may also argue that unemployment and poverty are not due to lack of resources or opportunity, but due to injustice in accessing the vulnerable. The writer knows people all over the place could not be employed or access resources unless they are affiliated to some group that could be political, extended family, religion, ethnicity and in other forms of affiliation.

ii. With Respect to the Evidence Cited to Defend the Selection of the Preferred Policy

They may say there is no enough evidence to select the first alternatives and its success and on the institutional commitment, resources availability to recommend such integrated policy.
There is no enough information on the availability of employment opportunity after getting training. There is also no enough evidence whether they can generate sufficient income and there is no also data on the time at which they could be self reliant. They may say it is costly and there is shortage of fund, donors are not interested to give fund for such intervention. Others may also argue that many unemployed persons have the behavior of laziness. They don’t want to consistently go to the training institution and properly attend. They go to the training just not to get skill but to obtain the basic needs support provided and just to pass their time. They will not like the process of ups and owns in the process of securing premises for work, loan and license. They are lazy and unsuccessful in the past in their endeavors. They may also say the disadvantaged youths become unemployed not because of lack of employment opportunity but due to lack of interest to work, generate employment or stay on work due to laziness. Even if they generate income, they will use it for drinking, chewing Chat, smoking, will not save and repay the loan may be provided by microfinance institutions.

iii. With Respect to Conclusion

They may argue that before recommending employment policy alternatives for unemployed disadvantaged youths in Addis Ababa, we have to know employment opportunities and benefits as well as laws governing employment conditions and we have to make the target youths know the laws that govern their employment. They may also argue that the policy focuses on solving the problem after it occurs rather than preventing unemployment of the disadvantaged youth before it occurs. They may also argue the policy hasn’t identified out puts and resources required in a given time and which organization is directly responsible to reinforce the policy.

f. Responses to the Challenges

The writer responds that there is lack of information on the disadvantaged unemployed youths in Addis Ababa. There is no study carried out to assess the situation of disadvantaged youths in Addis Ababa and on national level. Not only in Ethiopia, lack of data is prevailing in developing countries in general. On the other hand, we can use one of the research methods, “participant observation” to reveal the situation of disadvantaged unemployed youths in Addis Ababa and recommend polices from our practical experiences. About blaming government for the causes of unemployment, the writer responds that we shouldn’t blame the government for all our problems, when we ourselves and other factors might have contributed to.
Let us first assess what we have contributed for unemployment problems we are facing and what we can do by ourselves to get out of it first and then identify where really the government could be blamed. Income disparity is increasing and the writer agrees to this and the only remedy for this is empowerment of the vulnerable and enhancing the welfare systems, especially the traditional resource sharing systems among neighbors, extended families that enable covering the vast majority. Regarding their views about employment opportunity is given based on some kinds of affiliation, the writer is observing this is prevailing and it is his concern and might affect the employability of the vast majority. Even the writer is regularly listing from the people saying, ”whom we know is important rather than what we know” for employment, promotion and success in life. Due to this notion it is widely observable that those who don’t have some one who can help them get employment are discouraged to search or apply for job vacancy.

References


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INTRODUCTION

Currently, Youth unemployment and underemployment is a global issue, given world wide attention from governmental and other various international organizations. Despite attempts made to put the problem under control, millions of youth are hit by unemployment.

It is estimated that nearly 41% of the world’s unemployed are youth, 88 million people in absolute terms and most of these unemployed youth reside in low and middle income countries. Accordingly, nations of the sub-Saharan Africa countries are found to be seriously affected (ILO, 2006, Guarcell, 2006, and Thomas, etal, 2007).

Young populations make up more than 50% of the population of most countries of sub-Saharan Africa including Ethiopia (Richard, 2004 ILO, 2006, African child policy Forum, 2006). Ethiopia, with currently estimated population of more than 79 million total populations and with 50% young people, is one of the most populous countries in Africa (Alexandria, 2002, CSA, 2007). Economically, it is also one of the poorest countries in the world and sub-Saharan Africa as well (Thodaro, 2006).

In addition to its feeble economic status, the country encountered different problems related to political, social and cultural aspects. Of the calamities challenging the country, educated youth unemployment is among the top problems experienced by the country regardless of the trial by the government to reduce it

OPERATIONAL DEFINITIONS
Educated: The term education has different meanings. Hence, I preferred to use the term educated to refer only the youth who are graduated from Technical and Vocational Training institutions (TVT), Private and Governmental Collages and graduates from the Higher Institutions.

Entrepreneur development (ED): refers to the process of enhancing entrepreneurial skills and knowledge through the structured training and institution building programs to increase the career, life skill and intellectual skill of educated youth (Venesaar and Loomets, 2006).

Unemployment: it refers to the people who are ready to engage in any paid work and looking for work (ILO).

Youth: There is no generalized definition of the term “youth”. It has different meanings depending on the context of each country. In effect, Ethiopia has its own definition of youth -15 to 29. For these reasons, I preferred to use the term ‘young people’ refers to the segments of the Ethiopian society ranging from the 15 to 29 age groups through out the paper.

The problem of Ethiopian youth unemployment is multi-bounded issue. Hence, the problem analysis focuses only on educated youth employment. Therefore, this paper is designed to describe and analyze the nature and possible causes of educated youth unemployment in Ethiopia.

The paper is organized in to four sections. The first section deals with the problem analysis. This includes general youth unemployment situation in Ethiopia, the educated youth, causes, consequences and some contending views concerning the causes. The second section goes to describe the responses of the current policies, gaps
and identifying possible policy alternatives and evaluation criterion. The third section deals with evaluating the alternatives. This comprises arguments and analysis to compare the suggested alternatives using the criterion. The last section deals with ranking the alternative policy solutions, recommendation most possible alternative and procedures how to implement the recommended policy.

NATURE OF YOUTH UNEMPLOYMENT IN ETHIOPIA

Different census surveys taken in different years indicated that youth constitutes the majority of the Ethiopian population. And yet, a youth population-size of this magnitude remains victim of different economic, social, psychological and political problems and difficulties. This obviously, has negative impact on the country’s development process.

Among other things, high level of unemployment is one of the critical socio-economic problems facing Ethiopia’s youth. As different studies showed, youth unemployment is standing at about 66.7%. Of which, about 28.52% males and 71.48% are females (youth policy, 2005, UNESCO, 2003). For the entire working population, unemployment rates are highest in the 20-24 age groups (MOYS, 2005, EEA, 2007, Desta, 2008).

Moreover, Ethiopian youth are also affected by underemployment. They are more likely to be employed in jobs of low quality, working long hours for low wages, engaged in informal employment arrangements. This, together with lack of job opportunities, is one of the major hindrances for the possible contribution of their country (Birhanu, 2005/2007, Getachew et al, 2005). For this reason, the countless number of young people leftover in the streets of Ethiopian cities gives ample witness
to the limited job opportunities that the youth of the country have. Yet, the development of the country rests squarely on them.

According to ILO figures, and other studies, Ethiopia has the highest rate of youth unemployment worldwide, with around 50% of the urban between age 15 and 30 unemployed (ILO, 2004, 2007, Pieter, 2004). If this trend persists, it will have considerable effects on human capital as well as on the country’s economic potential at large. As recent governmental documents and studies showed, Ethiopian youth unemployment rate varies according to sex, age and residence through time. The following figures show this fact.

As the National Labor Force survey of 2004 and 2005 indicated, the youth in the age category of 20-29, the unemployment rate is 22.3 and 27.2 for females and 13.7 and 13.8 respectively (Central Statistics Authority, 2005). Moreover, the other comparative national survey conducted in 2005 showed urban youth unemployment within the age of 20-29 increased from the years 1999 to 2005. It was 34.8 and 39.5 respectively. (Central statistic authority of Ethiopia National Labor force survey done by Ethiopian Economic Association (EEA) report, 2007). These survey indicates, youth unemployment in Ethiopia is fundamentally urban, and the incremental nature educated youth unemployment through time.

EDUCATED YOUTH UNEMPLOYMENT IN ETHIOPIA - DOUBLE CRISIS

The moment in their life when young people are ready to leave school and start looking for jobs is a transitional phase during which they begin to free themselves of dependency on their parents and attempt to lead an independent life of their own.
Youth in this phase is the transition in which young people struggle to cultivate the culture of self-reliance and the burden of responsibility (EEA, 2004, Abebe, 2006).

Accordingly, it is considered as crucial moment in their life. Therefore, the main factor for determining the fate of the youth is whether young people leaving school find jobs at all or not. If young school leavers are not ensured jobs, the problem this entails is not only economic but also social and psychological.

In the concrete reality of Ethiopia, a survey taken in 1999 on unemployment indicates that 66.57% of the population that falls under the youth category was unemployed (MOYS, 2005). From those, unemployed groups of youth, the educated job less comprises 24 % (CSO Labor survey, 1999). Moreover, as the recent comparative country wide survey indicated, the distribution of unemployed population by broad age group and literacy status in 2004 and 2005, unemployment of youth increases with literacy. From these two years survey 34% and 40% of the educated youth were unemployed respectively (Economic Commission for Africa (ECA), 2005 and EEA, 2007).

As the above figures showed, how Ethiopian educated youth are most vulnerable for seeking jobs and the problem getting worse through time. This creates the paradoxical situations in Ethiopia, with the huge level of unemployment among the young and educated while the country needs skilled human power.

Similarly, the findings of Pieter (2004) showed “Unemployment of youth in Ethiopia is concentrated among relatively well-educated first time job seekers who come from the middle classes. The mean duration of unemployment is close to four years and is higher for those aspiring to a public sector job. The unemployed have
realistic reservation wages” (p.34). It shows that the relationship between educational attainments and employment outcomes is not a promising factor to secure jobs. In relation to this, the investment on education is questioned and it becomes a paradox.

THEORETICAL FRAME WORK

Undertaking major investment in education to acquire economic growth that will enable youth employment (Third Education Sector Development Program (ESDPIII), has taken as one of the reasons for Ethiopia rely on. As a result, Ethiopia’s higher education program, Technical and Vocational Training institutions and private and governmental higher institutions is targeted to expand the undergraduate in take of all higher education and trained skilled youth in the country. For this reason, the intake capacity of the existing universities and collages are improved and new universities are opened in different regions of the country.

Accordingly, many Ethiopians have strong expectation that this reform would better prepared the youth for the labor market in the coming future. However, it hardly, gives adequate attention to employability and employment opportunities. As evidences showed, Ethiopia faces a serious challenge in improving coherence of the quantity and quality of technical and vocational trainings (EEA, 2007, Tekeste, 2006).

In the middle, many of young and educated youth are the victim of loss of the market. According to UNESCO, however, “higher education is no longer a luxury; it is essential to national, social and economic development”. Educational reforms, therefore, has to intrinsically tied-up with and can have stronger influence on Ethiopian educated youth employment opportunities. But more pertinent issue is that, while numbers and analysis showed, the accessibility of elementary and “primary
education have improved and the number of universities are increasing.” for the last
decade (PASDP), however, the success story has not led to a considerable result, as
expected from completing education, in terms of enhancing the employment
opportunity and poverty reduction of Ethiopian youth.

So, the question is, does education help young Ethiopian’s get a job? The short
answer to this complex question is, much less now than in the past. As World Bank
showed higher educational attainment in the form of secondary and tertiary education
does not lead to a decrease in the unemployment rate for youth. On the contrary,
unemployment is sometimes found to increase with education (World Bank, 2006b:
36).

Similarly, in Ethiopia, as the available evidences shows, regarding
unemployment; education does not have a protective effect. Unemployment levels
generally increase with the level of education (Kuepie etal. 2006, Serneels, 2004). It
shows that employment opportunities for educated young people have greatly shrunk.
This is a double crisis-material and human resource crisis.

In the analysis of a problem, knowing the magnitude of the problem is not
enough to suggest the possible policy alternatives. Therefore, the next sub section
describes the direct and indirect causes of educated youth unemployment in in-depth
and its consequences.

CAUSES FOR EDUCATED YOUTH UNEMPLOYMENT

There are a number of factors that aggravate the problem. Among these
problems, which have direct relation with the educated youth unemployment are
education policy and supply of school leavers and the complexities in it and weakness
of the economy to absorb labor force. The other indirect causes include rural-urban migration (youth preferences), fastest population growth and lack of initiatives or attitude of youth towards job creation. These causes are very much intermingled and create vicious circle. Detailed discussions are as follows:

The Mismatch between Education, Training and Labor Market Needs

The average level of literacy of the new labor market entrant in Ethiopia has been rising since the formulation of new constitution in 1995 due to the reformation of the education policy. This is positive. However, the over producing secondary school and university graduates without creating the system of employment opportunities creates controversies on the investment of education and the aspiration of the learned youth. It is evident that in a situation of unemployment, it is the new entrants to the labor force (the youth), who are likely to be affected most. Combined with their lack of previous work experience, educated youth are doubly disadvantaged. Due to this problem, the Ethiopian youth are asking “Education for what?” As a result, they are disappointed and hesitated for learning.

The fact that education constitutes one of the foundations of countries development is something we know. The youth especially, the educated, is the one sector that could translate this education in to concrete action. It stands to logic, therefore, that educated and trained youth can become a basis for development. It is when labor forces are participated in productive work. Moreover, in a country like Ethiopia, employment is one of the best ways out of poverty.

To the contrary, education is becoming contributing factor for the immediate rise of educated youth unemployment in Ethiopia. In this respect, as studies showed,
education policy can serve as an aggravating factor in relation to unemployment of youth due to diversified problems of the educated youth like, lack of skill and intellectual development (Abebe, 2006), mismatch of demand and supply (Tekeste, 2006), lack of labor market as a whole due to their profession etc.

As a result, the country loses its educated and highly skilled human resources through brain-drain, searching better employment opportunities in the developed countries. It is also unfortunate to see young and educated people leaving the country taking migration as grant and the ultimate possible way to escape unemployment and poverty. Therefore, the new generation lost its trust on education.

The other main challenge of the youth unemployment in relation to Technical and Vocational Training (TVT) and higher education is – the youth are trained for creating jobs by them selves. Here, there are two contending views. The First is the attitude of the Ethiopian youth toward job creation.

As experience tells us, Ethiopian youth compete so hard to remain in the system because schools are believed to be the only gate way in to the modern sector of the economy. As, Foster said, African parents sent their children to school to maximize their opportunities for access to the occupations with the high prestige and more importantly the highest pay in the economy (Foster, 1965). The same is true for Ethiopian educated youth. As the study conducted in higher education (Addis Ababa university) and other institutions showed, Even if, intellectual and life skill development are the two major component of workforce development, lack of the integration of the skill, attitude and experience of job creation is found to be problematic (Abebe, 2006, Economic commission for Africa (ECA), 2006, Furio,
2005). The controversy lies here. Ignoring the reality of the work culture of youth is a basic problem and implication of the policy.

The second, controversy lies on the poverty of youth itself. It is known that Ethiopia is the least developed country that most of population earns less than $1 dollar per day (Thodaro, 2006). So, the question is how? It seems unthinkable to proceed due to the object poverty of the society.

I am not pessimistic enough to say so. But the reality tells us—high levels of unemployment shows not only employment opportunities are limited and many people are out of work but also economy as a whole is not functioning as it should. Due to these complexities, many educated and trained young people are staying at home thanks to the Ethiopian extended family system. Again, promoting job creating on the side of youth is not problem by itself. The question is “does it helps to eradicate poverty and develops the life of trainees or not? If not, it indicates that the system is not in the right truck.

The problem of educated youth in relation to the educational policy is not only the demand or the rising of the new entrants but also the type of profession they are trained. There are professions and trainings in universities and collages that have not access in the labor market of the country as a whole. It is known that education plays a crucial role in preparing youth for the labor market, however, completing upper secondary school, is not sufficient condition for stable entry into the labor market. So, there is a need of assessing the labor market, before the establishment of the departments.
Having these controversies, these days, Ethiopia has narrating the economic growth due to good governance, investment, etc; however, the reality is the reverse. Economic growth (what so ever) GDP increment, doesn’t measure the livelihood of each population. Having half of the population left out from the market economy, how can we say we are developed? Of course, there may be finger counted persons that control over the economy and can higher up the GDP, but they are not representative of the life of the 79 million people.

According to the theory of development, three things must be assessed –poverty, unemployment, and inequality. According to this theory, to assure a country’s development, we have to assess weather, all the three are less severe or not. If all the three are less severe we may say, it is a period of development. If one or two have become worse, can we say that this is development even if per capital income has increase dramatically (Seers, 1972, Thodaro, 2006).

When we come to our situation, Ethiopia, poverty plus unemployment, especially, educated youth unemployment leads the country in to a big economic crisis. This is because education is one part of the investment that is expected to help the individual, the family and the country at large. However, if the educated youth did not engage in productive activities, how we are adhere to say we are working for development.

If we see the analogy: an expansion of cash crops is development only if the crop can be sold and the money used for other things improve the health, comfort and understanding of the people. Similarly, only the increment of the factories (schools, TVT centers, and higher institutions) and do not show the labor market absorption. In
relation to this, let me quote the concept of Julius Nyere of Tanzania in his book of Development and Freedom:

For the truth is that development means the development of people, roads buildings, the increments of crops out and other things of this nature are not development, they are only tools of development ---- An increase in the number of school buildings only if the buildings can be and are being used to develop the minds and the understandings of the people. ---- so, every proposal must be judged by the criterion of whether it serves the purpose of the development and the purpose of development is the people (1968:59).

It shows that formulating the policies focusing on the expansion of the private and governmental higher institutions throughout the country don’t bring anything unless; it is supported by a system of labor market to absorb them. In so far as I am concerned, it is aimless expansion. Ignoring the quality and life skill development resulted in huge unemployment rates among highly educated youth and the growth engine lost its steam significantly. As result, education seems just like “the road nowhere to go”.

The Weakness of the Economy

Whether it is directly or indirectly, the economic backwardness of the country experiencing at the moment has very much intensifies youth unemployment. As different studies indicated, unemployment occurs when the economy fails to absorb the labor force.

Ethiopian labor force grew by 21.3% between 1994 and 2005 while employment creation grew only by 18.7%. This means on average, about 3% (1.8
(UNICEF, 2000, Getachew, 2005, EEA, 2007). The tightness of the labor market owes in part to the fact that the development of productive employment has not kept pace with increased labor supply. Accordingly, the young and educated persons are highly beat by unemployment. This resulted high dependency ratio.

In Ethiopia, the dependency ratio is on the rise. According to the, 2007, estimated Country Level Population and Housing Census Analytical Report, every 100 persons in the productive ages had to support 85 dependents. When the dependency ratio is disaggregating, the youth dependency and old dependency ratios are 80 and 5, respectively. This shows that more than the total population is not at work (Estimated CSA, report, 2007).

Population Growth

Population growth is another factor contributing to educated youth unemployment. The average annual growth rate of the Ethiopian population is about 3% (UNDP, 2002, CSA, 2007). The proportion of young people has been growing at a rate faster than the rate of population growth, resulting in an increase in the size of the working age population. As a consequence, the number of new entrants into the labor market has also been increasing. Hence, this increment together with economic back wardens creates the high competition with inadequate employment opportunity. Let alone, lack of previous experience the young school leavers, are out of the market

Rural-Urban Migration (Youth Preferences)

As different sources indicated the “wrong” kinds of attitudes and job expectations, encouraging rural-urban migration particularly of educated youth
Educated Youth Unemployment (Pieter, 2004). This is due to the fact that the educational system produce graduates for “white-collar jobs, Young people tend to spend more time looking for a job, and have a high reservation wage.

Implementing supply- side intervention alone such as (Training to raise the number) seems unsuccessful. Because I do believe that, it is equally important to ask for under what conditions such policies promoting the skills of young people can reinforce economic growth, as well as promoting the quantity and quality of youth employment. Therefore, it is better to focus on education and access to employment.

CONSEQUENCES OF EDUCATED YOUTH UNEMPLOYMENT

The situation of youth in Ethiopian labor markets has many economic, social and political consequences: First, the absence or weakness of labor market negatively affects the welfare of the youth in a broad sense. At the human level, failure to secure satisfactory employment up on completion of schooling and training can cause intense frustration, despair and alienation.

It also undermines social cohesion leading to social problems such as antisocial and drug and criminal activities. From the material point of view, educated youth unemployment represents a tragic waste of skills and talents, resulting in lower production, increase in dependency burden on the rest of the society and in the long run a gradual deterioration in the quality of human resources (ILO, 200).

CURRENT POLICIES CONCERNING YOUTH AND THEIR GAPS

Following the Derge regime, in 1995, a new constitution was formulated in Ethiopia. The new constitution paves for the development of other related policies and regulations which are believed to be the instrument to facilitate economic growth,
social well-being, and fight social backlogs perpetuating poverty and harmful traditional practices. For this specific problem, however, selected policies that are related to educated youth unemployment are as follows:

National Youth Policy: The MOYS formulated Ethiopia’s first National Youth Policy in March 2004 with the broad objective of encouraging the active participation of youth (defined as those aged 15–29) in the economic, social, and cultural life of the country and to support democratization and good governance.

Its main strategy to alleviate the economic problem of the youth (the general youth) is providing vocational training. However, it didn’t give attention towards the problem of the educated youth. It is on the assumption that education by itself is a” tool” to be engaged in a certain type of work. But the reality does not tell us.

Education Policy: In 1994, a new education policy was introduced. The policy aims to produce a skilled labor force. Accordingly, MOE formulated the Education Sector Development Program III, in 2004 in order to continue implementation of its education policy on TVET, along with expansion Tertiary Education.

The major element of ESDPIII is according to the government’s belief that encouraging youth to become self-employed is an important way to reduce youth unemployment. However, it fails to address the skill development. The education system is functional when training is strong skills-based training that leads graduates for access to employment.

Industrial Development Strategy: The Ethiopian Industrial Development Strategy was formulated in 2001, and includes as strategic principles: recognizing the private investor as the engine for industrial development, following agriculture-led industrial
development, encouraging labor-intensive industries through providing little startup capital. However, the rural based industry and the little start up capital does not persuade the educated youth to stay in the labor market.

Labor Proclamation 377/2003: Ethiopia’s Labor Law was proclaimed in 2003 to ensure that worker-employer relations. As article 29 in the proclamation states that in the event of a reduction of the size of an organization’s workforce, the employer in consultation with trade unions shall give priority according to workers’ skills and productivity. In the case of equal skills and productivity, the workers to be affected first by reduction would be those having the shortest length of service. Since, youth are more likely to fall into these categories; this provision is more likely to affect them.

ALTERNATIVES TO THE CURRENT POLICIES

Youth employment and unemployment are highly responsive to the economic cycle and the effects of labor market demand are particularly problematic for out of school youth. Therefore, the following policy alternatives are identified.

Alternative One: Developing Employment Policy

Employment is not only a means of livelihood of young people. It is also the enabler of self discovery and self development. But this is only possible only if the minds and the hands of young people are employed in gainful work. As result, employment policy has to be developed that would address the employment problems of the educated youth.
Objectives: The main objective of this policy is to strengthen the employment prospects of graduates and meets the needs of the labor market. It is also important to enhance the quality of education and training in line with the needs of employers.

Entities: The important entities for the implementation of this policy are Ministry of Education (MOE), Ministry of Finance and Economic development (MOFED), Ministry of Youth and Sports (MOYS,) Ministry of Labor and Social Affairs (MOLSA) and other non-governmental organizations like Economic Commission for Africa (ECA), and the Ethiopian Economic association (EEA). The policy is mainly handled by ministry of labor and social affairs (MOLSA).

Strategies: A. Monitoring the Private Higher Education Systems

As studies showed, education, skill and employment has direct relationships (ECA, 2005). One of the big problems in the area of the Ethiopian private institutions is, institutions are targeted to the money generation for individuals rather than enhancing the quality of education and ensuring the future of the youth. Therefore, the employment policy will help to monitor the private institutions and ensure the quality education.

B. Educational Training and Labour Market Assessment program

This helps for addressing the challenges of the complexities of the establishments of the departments and the absence of labor market economy in the country as a whole.

C. Labor Market Information Systems

The lack of information on labor market status with respect to employment job vacancies and training requirements resulted in the current chaotic situation with
mismatch between demand and supply of labor is problematic in our country. The unemployed youth do not get the assistance of specialized offices to identify appropriate jobs that are commensurate with their education and skills.

Such measures require the availability of Labor Market Information System (LMIS) that includes all types of jobs demanded in the local market with regular update on vacancies and projections on new jobs that will be opened in the near future. Development of database on employment, then, has paramount importance to solve the existing problem.

Alternative Two: Mainstreaming Entrepreneurial Development Policy

Education and training are major instruments for enhancing the employability, productivity and income earning capacity of youth. Skills possessed by young people are a significant factor in determining employment of youth. Studies show that employment outcomes are increasingly determined by the level and quality of education and training and by their relevance to labor markets needs and opportunities (Vensaar, 2006). In this respect, the best mechanism deployed to facilitate young people’s transition from school to work is the development of the entrepreneur skill training in the early age of their school life.

Objectives: Its main objective is to create sustainable environment and enhancing employability of educated youth. It also helps to increase the career, life skill and intellectual skill of educated youth. In effect, it assists the youth to change their attitude to wards the unrealistic aspiration of the formal wage economy.

Strategy: Education and Training on entrepreneurship Development
If the youth are developing the entrepreneur skill and knowledge in addition to the academic orientation, they will be “job generators “rather than “job seekers. Developing the curriculum that creates the entrepreneur culture in the academic institutions (in the early life’s secondary schools and universities) helps the educated youth for generation of wealth and employment rather than waiting the government to be employed.

_Entities_: The MOE, MOYS, and governmental and non-governmental organizations will be participated. Most of the process of this policy will be handled by Ministry of Education.

**EVALUATION CRITERION**

Devising policy alternatives is not an end by it self. It goes far up to identifying the evaluation criterion and evaluates the suggested policy alternatives for proper implementation. Then, the potential examining criteria for the above alternatives are as follows:

*Expected out Comes/Merit*: It is all about the proposed solution can realistically help the target population reach their goals or fill their needs? (Chapin, 2007).Regarding this feasibility, the proposed alternatives can help the educated youth to enhance employability. These policies have great contributions for youth labor market absorption through labor market assessment, assessing the quality of education and entrepreneur development.

*Cost-Effectiveness*: According to Walker, cost in policy making process is the question of affordability with in the existing economical situation of the country and time frame. Ethiopia invests enormous amount of money on education, for the
increment of skilled human resource each year. On the other hand, the country is not benefited because of the high educated youth unemployment. Accordingly, it is cost effective when we compare to the “waste” of active labor force, in which the engine of the future Ethiopia relay on.

*Ease of Implementation/ Simplicity:* It talks about how difficult/ easy to develop an adequate service delivery system. It includes the current situation of the values, target population, the cultural sprints of the society and economic situation of the country at large. Accordingly, the proposed policies are easy to implement, because they are based on the concrete reality of the targeted population, the society and its cost. They are also targeted to empower the youth in the early life (Entrepreneurship development) that leads them ready for the real world of job.

*Political Feasibility:* It refers to whether the alternatives attracts the eyes of government officials or not. Regarding this feasibility, the consequence of the youth unemployment leads the country in the crisis of economical as well as the political cohesion/ conflict due to the question of survival. It is also the question of the capacity of the government to secure his citizens. As a result, the proposed alternative will be valuable to achieve its goal.

*Communicability:* It refers to whether the policy be easily communicated to policy makers, the public and the target population? In our country, unemployment is the question of bread. It can be acted properly through advocacy, dialogue and organizing the youth and any concerned body.
EVALUATING / COMPARING THE ALTERNATIVE POLICIES

Comparing and understanding the different boundary conditions of each policy helps to select which policy has a great impact on the problem. In this section, then, a number of criteria are identified and an argument is developed to indicate which alternative policy is strong and weak in terms of the problem-oriented approach that are likely to have effect on the problem.

Effectiveness: Regarding the effectiveness of the policies, entrepreneurial development is more effective to address the whole sum of the problem than the employment policy development. Over expectations and dependency on the government jobs can be solved if we focus on the life skill, career and intellectual development. Therefore, training the youth to change the mind set from wanting the government to create employment and encouraging the youth in their own setting (school) helps to cut the problem effectively.

Developing employment policy also enhances and facilitates the employability of educated youth at the time of their transition. However, the youth are still dependent on the government willing to be engaged in a certain productive work. Moreover, employment policy focuses on curative aspects rather than preventive.

Efficiency: Efficiency of the policy alternatives refers how much they are easy to implement with the available resources. Mainstreaming the entrepreneur policy is efficient than the development of employment policy. This is because the policy can be implemented with the already existing ministries (Ministry of Education) and even
the curriculum and the course contents can be adopted from the business and management schools in the higher institutions of the country.

Regarding the efficiency of the employment policy, I think, the development of database for the development of the information systems as a strategy for employment policy may need new technological systems and professionals. It seems little bit expensive and complex, however, it can be handled by inviting the private investors.

**Political Feasibility**: It refers to the a priori acceptance of an alternative within the administrative bodies. In terms of the political feasibility, since the then government is running to alleviate poverty, and turn his face to the quality of education, I can not say one is weaker and the other alternative is strong. However, the government may be rigid to develop the employment policy due to the fact that the students are trained to find job by themselves with out any assistance.

**Administrative Feasibility**: The commitment of the administrative bodies is one of the most important elements for the proper implementation of the policy. As different policy studies indicated, an alternative with relatively narrow range of effects will be preferred than with larger ranges. When we come to the boundary conditions of the alternatives regarding administrative feasibility, the employment policy is expected to have different entities to implement. However, mainstreaming the entrepreneur development policy, most of the things will be handled by Ministry of education (MOE).

**Reliability**: This is the chance that an alternative at any random time in future will fulfill the expectations. Regarding this criterion, I do believe that the problem of
Educated youth unemployment will be solved if both the entrepreneur development and employment policies are enacted properly.

*Technical Feasibility:* It seems straightforward that alternatives should be technical feasible. It means that when the implementation of certain alternatives requires the development of new techniques or technology, the level of uncertainty of a successful realization of such alternative is high (Chapin, 2007). Regarding this feasibility of the alternatives, then, new technological alternatives do not require that much sophisticated technologies for implementation. So, they are technically feasible.

**RANKING ALTERNATIVES**

The final work of the policy analysis is ranking the suggested alternatives and recommended the suitable policy among the selected policies in hand. In the case of the educated youth unemployment problem, the ranking of the alternatives is based not only on criterion I used to compare but also the overall effect of the alternatives to solve the problem as expected. This is to mean which policy alternative has an immediate and long run impact on the problem.

The problem of educated youth unemployment is not solved using only the development of employment policy. According to its severity, it needs many hands. In this respect, the employment policy gives immediate response for the existing problem of educated youth by creating suitable environment in the labour market, however, in the world of competition, being competent and skilfulness is expected on the area. Consequently, I am forced to recommend the integrated policy (the policy that integrates both the entrepreneur development and employment policy).
This policy is vital to cut the guardian knot. The two policies (Entrepreneurship development and employment) can also be going together, to solve the problem as the curative and preventive purposes respectively.

Education systems play a crucial role in preparing youth for the labour market. However, completing the upper secondary school is not a sufficient condition for stable entry in to the labour markets. The policy that should focus on ensuring young people’s employability is needed both when they first enter to the labour market and over time. So, the efforts have to be exerted to improve the employability of the youth through education system.

In this regard, creating the entrepreneur culture in the academic institutions helps the educated youth for generation of wealth and employment rather than waiting the government to be employed. More than any thing else, creating self responsible generation is the best way to eradicate unemployment and poverty at large. Moreover, developing employment policy also gives immediate response to the existing problem; the question is how long we can make the state responsible for creating jobs. We can, instead, create a climate where we produce job creators and make a proper climate for gainful employment. In this case, reshaping the education sector to promote 21st century skill has paramount importance to alleviate the crisis.

However, with all this things again, the suitable environment has to be created in the labor market for the real integration of the youth. As result, the integrated policy that focuses on the skill development and assure employment inconveniences will have a
positive result. Both the short and long run problems will be addressed through it. This policy needs six to eight sold years for the effective achievement of the objectives.

Key Policy Issues and Implementation

It is obvious that the implementation and the workability of suggested alternative policy is highly influenced by manpower; money and natural resources. The following organizations and institutions are, then, participating and working together for the effective implementation of the integrated policy.

The first ministry that will be participated and give priority in terms of both policies is the ministry of education (MOE). The ministry can facilitate the human labor and the material production.

The second responsible ministry to handle the situation is ministry of youth and sport (MOYS). This institution can help through the advocacy, administration and setting the agenda of the educated youth unemployment in the policy window.

The third responsible body for the implementation of the policies is ministry of labor and social affairs (MOLSA). This ministry will work together with ministry of education.

The non-governmental organizations like Ethiopian Economic Association (EEA), Economic Commission for Africa (ECA) and youth association in the country will be participated as partnership or stake holder to handle the research works concerning the policy implementation and the effect on it.

Key Decision Points

The up ward and the dawn word communication process of the implementation must be considered to achieve the desired objectives of the policy alternatives.
Therefore, the following key decision points are identified for proper implementation of the recommended policy.

A. The council of the ministries to assess the process of the implementation.

B. The hot participation of the institutions and faculties in the universities

C. The advocacy groups in each stage of the implementation

D. Monitoring and evaluation groups/committee

E. Private investors will be invited to handle the situation

F. the policy is implemented with the collaboration of the governmental and non-governmental organizations like NGOS are the partnerships etc.

Expected Challenges for Implementation

The potential challenge of the policy will be lack of commitment on the side of the government, the culture of youth for looking vacancy through internet and the easy access of the internet itself.

SUMMARY

Human capital is both a key driver of economic growth and a means to promote over all development of the country. The most imperative phase to accumulate human capital in the form of knowledge is during school. After finishing the education, young people should be make a successful transition from school to work with skills and knowledge they acquired.

Unfortunately, the situation for Ethiopian educated youth is far from the labor market. One clear indicator is the educated youth unemployment rate, which stands 40%. Clearly, the mismatch between the school leavers and the labor market, the
shaky economy of the country, the education policy etc, are the potential determinants of youth unemployment.

In relation to this, encouraging young people’s employability is a key policy issue for ensuring their successful transition to the labor market and their access to career-oriented employment. In this sense, education and training are fundamental tools for producing skilled labor forces for raising production and productivity.

The Ethiopian educated youth are left out of school with a lack of skill. This, obviously, has an impact on the afternoon of the educated youth in the labor market. Hence, to alleviate the problem, if not to minimize, clearing the barriers in the educational settings and the labor markets has vital significance to solve the problem of educated youth. This can be clearly done by the integration of the entrepreneur skill development that promotes the employment of youth and creating the convenient environment in the labor market.

CHALLENGES

Different people may have different arguments and their own justifications regarding the problem, the causes, and they can challenge the selected policy to alleviate the existing situation of youth.

In effect, some Ethiopians argue that the problem of the educated youth unemployment is the laziness of the youth itself. And they strengthen their arguments as, “youth are not eager enough to work on the available work in the country.” Therefore, employment by itself is not the means to an end for the productivity of the
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youth for development of the country. Others argue that education by itself is accumulation of capital and they supplement their argument that “education is not waste.”

It is true that employment is not the guarantee for the productivity of the youth in their life, but I am arguing that why the youth are lazy and waiting the government? If we answer this question, we can simply understand the problem. For me, the academic orientation does not provoke the youth in the way the labour market needs. So, how they are going to be active in the labour market system? And adhere to say they are lazy?

Regarding the second concept, my argument, however, rests on the belief that education is not only the tool for building human capital but it goes far to the heart of development. If the educated youth are not participated in productive activities, what is the role of education after all? It is known that the fate of the country’s social as well as economic development is based on utilization of the active labour force.

Therefore, shaping the youth according to the expected development of the country is the role of the government and the concerned bodies for the proper utilization of the youth. Moreover, school to work transition is not simple task for the integration of youth in the labor market. Greater effort has to be exerted on the integration of education, skill, and access to employment.
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Policy Problem Analysis: *Khat*-chewing among the youth of Ethiopia

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INTRODUCTION

This paper intends to draw attention to the widespread habit of khat (popularly known in Ethiopia as chat) chewing in Ethiopia, especially among the youth, which is the productive segment of the population, hence putting the future of the nation at stake. Khat-chewing, particularly habitual khat-chewing, is spreading at an alarming rate all over the country.

*Khat* (Catha edulis) is a flowering shrub native to northeast Africa and the Arabian Peninsula. *Khat* contains the alkaloid cathinone, an amphetamine-like stimulant which causes excitement and euphoria. Individuals chew *khat* leaves because of the stimulant effects, which are similar to but less intense than those caused by abusing cocaine or methamphetamine (National Drug Intelligence Center of the United States, 2003). Though there seems to be dispute as to where exactly *khat* originated from, most literatures state Ethiopia as its origin, from where it spread to the hillsides of East Africa and Yemen; others claim that *Khat* originated in Yemen before spreading to Ethiopia and nearby countries (Wikipedia encyclopedia, 2008).

In the past, it was Muslim leaders and old men who used to chew *khat* mainly for religious purposes, perhaps to stay awake to pray for long hours. During those times, *khat-chewing* was not much of a concern for the general public. However, nowadays, it has become a serious social problem not only because the trend shifted from a religious ritual to habitual chewing but also because the significant segment of the society who regularly chew *khat* happens to be the youth, which, according to the 1997 projection (as cited in the National Youth Policy), accounts for 28.4% of the total population of the nation. Youth, as defined in the National Youth Policy of Ethiopia, are persons between 15 – 29 years of age. Throughout this paper, therefore, the term Youth also refers to the same age group.

Various reasons have been mentioned as to why people chew *khat*. For instance, according to Yigzaw (2002), when *khat* leaves are chewed and ingested, they produce...
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loquacity of thought, euphoria, removal of fatigue and suppression of hunger. However, khat-chewing does much more harm to individuals, families and communities than benefits. According to the National Drug Intelligence Center of the United States (2003), the following are the major negative effects of Khat:

- The prolonged use of khat leads to a state of mild depression,
- When taken in excess, khat causes extreme thirst, hyperactivity, insomnia, and loss of appetite which can lead to anorexia.
- Frequent khat use often leads to decreased productivity because the drug tends to reduce the user’s motivation.
- Repeated use can cause manic behavior with grandiose delusions, paranoia, and hallucinations.
- The drug also can cause damage to the nervous, respiratory, circulatory, and digestive systems.

**Social Problem Analysis**

Although traditionally khat used to be chewed for religious purposes especially among the Muslim community, it has now become a habit, especially among the youth. However, there is no definite age limit as to who uses khat for pastime purpose.

As many researches clearly indicate, khat-chewing is rapidly spreading all over the country and so are the number of individuals and the segment of the society whose will and motivation for work, among other things, is being adversely affected as a result of this habit. Though categorizing khat-chewing as a social problem has been controversial for long time, it has now reached to a stage where it is impossible to ignore the negative impacts of the habit on individuals, families and the nation. Particularly, the fact that the youth is being primarily affected by this problem makes the issue a very serious social concern that requires an immediate attention. Various researches show that khat use is mainly frequented by the
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youth. For instance, Zein shows that one third of Gondar college students, of ages 16-23 years, were khat users (as cited in Mesfin et al, 1999). Another study, Adugna, 1995, conducted to determine the prevalence of khat use among secondary school students in Agaro, South Western Ethiopia in 1995, has shown a high prevalence (64.9%) of khat use in the age group between 15 to 22 years (as cited in Belew et al, 2000).

**Arguments in favour of khat**

Those who argue in favor of khat point out the following reasons:

- **Its cultural and religious value:** In some parts of the country, like Harerghe, it has been part of the culture for years. Particularly, Muslims use khat to stay awake and pray.

- **Its economic benefit for individuals as well as for the nation:** Quite a number of farmers cultivate khat as their livelihood, those involved in the distribution, transportation and sell of khat also rely on khat as their means of livelihood and the country also earns a lot of money from exporting it and from taxes levied on it.

- **Its effect on concentration:** moderate use improves concentration and hence increases performance, because of its stimulant and fatigue-postponing effects.

**Arguments against khat**

Those who are against khat strongly argue about it for the following reasons:

- **Health impact:** Prolonged use of khat has the following health impact:
  - **HIV/AIDS:** There are studies done in Ethiopia that show khat-chewing practice as one factor for the spread of the HIV epidemic. For instance, according to a study conducted in Southern Nations, Nationalities and People’s Region (SNNPR), Khat-chewing was significantly associated with multiple sexual practices, which in turn was strongly linked with HIV cases (Dawit et al, 2005).
- **Mental Illness**: Prolonged and heavy consumption of *khat* has been linked to mental illnesses. Awas et al clearly show the association between *khat* dependence and some mental disorders (as cited in Belew et al, 2000).

- **Malnutrition**: It is confirmed that *khat* has appetite suppressant effect and this causes malnutrition, increasing the susceptibility to infectious diseases (Kalix, 1987)

- **Infectious diseases**: The fact that *khat* chewers spend long hours in close proximity to one another in poorly ventilated rooms; and this coupled with smoking and poor nutritional status, puts the chewers at risk of developing infectious diseases (Belew et al, 2000).

- **Dental problems**: There is evidence in Ethiopia indicating a general increase in the prevalence of dental problems in association with consumption of sugar, a common adjunct to *khat* (Belew et al, 2000).

- **Sexual dysfunction**: In one study, failure of penile erection was reported by 17.3% of *khat* users, which is twice higher than that of non *khat* users. Sexual dysfunction of the male and *khat*-induced infertility was believed to be the cause for the very high divorce rate (50%) in Djibouti. (Belew et al, 2000).

- **Socio-economic impact**: habitual *khat* chewing has the following socio-economic impact:
  - There is high probability for *khat-chewing* to be accompanied by other undesirable behaviors like smoking and alcohol drinking. At the end of each *khat-chewing* session, it is customary to break the effect of *khat* by alcohol. On top of that, since the youth chew *khat* normally in groups, the peer influence/pressure leads to the development of other habits. In one clinico-psychosocial study in Ethiopia by Mekasha (1984), *khat* was mentioned as a factor for initiation of smoking among younger age groups (as cited in Belew et al, 2000).
- Corruption and criminal practices as a result of the high cost of the habit are also some problems associated with *khat*. Specially, since *khat-chewing* is frequented by unemployed youth and the cost of *khat* is relatively high, it leads to undesirable behavior of the youth in order to secure the money to buy the *khat* with. Elmi mentioned that acquisition of funds to pay for *khat* may lead to criminal behaviors and even prostitution (as cited in Belew et al, 2000).

  - For those with some income, the increasing cost of living leaves them with little or no money for fulfilling such habits. Or in cases where the limited income is spent on purchase of *khat*, it leads to a serious problem in their relationships. It also leads to family discord and divorce. Yigzaw (2002) found out that the average amount of *khat* chewed each day by one individual was 52.4 gm and the average money spent per day by one chewer was 2.9 birr.

- *Khat* adversely affects motivation, and this leads to absentisem. Not getting the usual daily dosage, for any reason, makes them less productive at work or they spend more time chewing *khat* than they should, reducing the time spent at work and hence resulting in a fall in overall national economic productivity. In Djbouti, for instance, according to Baashar & Sadoun, though office work is officially supposed to be carried out for six hours a day, the reality is that there are only 3 hours of effective work (as cited in Belew et al, 2000)

- Because *khat* has many advantages like its resistance to many crop diseases, its capability to grow in marginal land, its low labor requirement and the possibility of producing up to four harvests per year, and thus, its greater net return per acre, farmers have shifted from producing other cash crops – including coffee and other cereals - to *khat*, contributing to the already severe scarcity of food in the country. This concern has been raised in some researches as early as 1981. For instance, the
rapid spread of *khat* consumption and its production has been viewed by Jonsen as a serous threat to the production of coffee and sorghum (as cited in Belew et al, 2000).

- Vulnerability to accidents, particularly to that of motor accident, of *khat* abusers is also suggested by some researchers. According to Elmi, the high rate of motor accidents in Somalia is related to *khat* abuse, because the person under the influence of *khat* tends to be over confident and sometimes tries dangerous maneuvers (as cited in Belew et al, 2000).

The medical complications and the socio-economic problems that arise as a result of habitual *khat*-chewing have led to the banning/prohibition of *khat* in many countries like the United States, Sweden, France, Eritrea and Canada. And for the same reason, in 1980, WHO has classified *khat* as a drug of abuse.

**Khat-chewing Trends**

Though the *khat*-chewing habit was limited to East Africa and the Middle East, it has now spread to other African countries, to Europe, Australia and the United States. However, in Europe, Australia and the United States, *khat* use is mainly frequented amongst immigrants from Yemen, Somalia and Ethiopia. Apart from this, the trend of the habit of *khat* chewing in Ethiopia has taken the following directions:

- **It is now a habit by people from across religions, cultures, all over the country:** In the past, the habit was limited to Muslim leaders or some parts of the country – like Harerghe where there is a rough estimate of 85% and 75% life-time prevalence and current use rates respectively (Belew et al, 2000). However, nowadays, it is difficult to set either a physical or social boundary to it. It is being consumed mainly by youths all over the country, regardless of their religion/culture.

- **From rural to urban.** Proponents of *khat* use argue that *khat* is mainly used by farmers to get energy and to suppress their hunger suggesting that it was only
consumed in those areas where cultivation takes place. However, it has now become a problem more in urban areas. In Addis Ababa, for instance, *khat* is sold everywhere and it has now become common to see young people spending hours chewing *khat* while in cars, tree shade or in *khat*-chewing houses.

- **From certain age group to almost all:** Researches show high prevalence of *khat* among the youth. For example, according to Metekie, a prevalence of *khat* use of 44% was found in an Ethiopian sample of 25 juvenile delinquents drawn from the national Remand Home in Addis Ababa (as cited in WHO, 2006). Another research shows a higher *khat* use among urban private schools (35.6%) than that of a rural governmental high school (31%) (Mesfin et al, 1999).

- **From using it only during spare time to making it a habit even during working hours.** It has now become normal to see businessmen and professionals rushing to *Khat* retail shops after lunch to chew *khat* before going back to work, wasting a good portion of working time or even taking the habit back to their place of work. This definitely has a serious impact on a country’s economy, since productivity is reduced in quantity and quality as a result of absenteeism and after effects of the drug (Kalix, 1987).

Even though *khat-chewing* is not considered as a problem in some communities, it is regarded as undesirable in most cultures. Though there is no specific policy in place to control, limit or prevent the consumption of *khat* in Ethiopia, the government seems to discourage the habit in various ways. For instance, *khat* chewing is stated in the National Youth Policy as one of the social ills that the youth need to get rid of.

The rapid rise in the number of people who are addicted to *khat*, the mushrooming of retail *khat* shops, and the increasing number of places, where group *khat-chewing* sessions
are conducted brought the problem to the eyes of the public and it has now become a social issue.

In the past, Khat-chewing was not considered as a serious social problem because of the lack of knowledge about the adverse health and socio economic impact of it and for khat was only consumed for religious purposes, as part of one’s culture, or only in limited parts of the country. However, currently, people from across all religion, culture and age groups became addicted to it and because there is enough knowledge about the adverse impact of khat chewing, it is high time for defining the habit as a social problem.

**Causes of the problem**

- **Primary or direct causes:**
  - *Low awareness level of the community in general and the youth in particular:* There is no awareness-raising program directed to the youth/the community about the downside of khat, making them vulnerable to the habit.
  - *Easy access to khat:* There is no policy, rules or regulation that prohibits those, particularly the youth, who should not have access to it.
  - *Unemployment:* The youth account for 67% of the unemployed population (CSA 1999, as cited in the National Youth Policy), and as the majority of Ethiopian youth is unemployed, there is high tendency among the youth to consume khat either as a pastime activity or to relieve their stress.
  - *Peer pressure:* Young people are highly vulnerable to peer pressure for various reasons. That is, if most of the youths are into the habit of chewing khat, those who are not might feel that they are not as trendy as their friends and hence they will start chewing as well.
- *Common usage in academic institutes:* Mainly for the purpose of staying awake and studying till late at night, students start using *khat* in campus. However, the habit continues to live with them even after graduation.

- *Secondary or indirect causes*
  - *Weakening of the social fabric:* Due to many reasons, the social fabric that used to bring individuals in different communities together has weakened, making individuals less and less obliged to behave in socially acceptable manner.
  - *Lenient attitude of the government:* Considering the fact that the government gets tremendous economic benefit from *khat*, it will be difficult to expect the government to aggressively act to limit, control or prohibit *khat* consumption. In Ethiopia, during 1990-2004 over US$ 413 million was earned from exporting 86,625 metric tons of *khat*. Accounting for up to 15 per cent of the total value of exports, it has become the second largest earner of foreign exchange (Degol, 2007).

It is because of the reasons mentioned above that the majority of the youth in Ethiopia finds itself in the habit of chewing *khat*. Not only the unemployed youth with low awareness level but also those educated ones have easy access to *khat* and are vulnerable to peer pressure. This coupled with the weakening of the social fabric and the government’s lenient attitude towards the issue; it won’t take much to feel the severity of the problem and to predict where the youth in particular and the country in general is heading to. Though there is controversy as to what should be done about the issue (like the impossibility and infeasibility of banning the cultivation and consumption of *khat*), there seems to be no dispute as to the need to protect the youth from the various problems associated with *khat*. Therefore, the issue at hand makes habitual *khat* chewing, particularly among the youth, a social problem worthy of immediate attention by public policy.
If the future of the nation is to be saved, then there should be policies, laws and regulations that lead to high awareness level among the general public, and among the youth in particular, and limited accessibility of khat by the youth.

**Policy Analysis**

Cultivation and consumption of khat is legal in Ethiopia, however, establishments where groups of individual gather to take part in group khat-chewing sessions are illegal (Personal communication, May 1, 2008). Because of failure on the government’s side to follow through this prohibition, despite their illegal status, these businesses are mushrooming all over the country ranging from the small shanty shops where mainly the unemployed youths go to, to the exclusive, high class, fancy houses that are frequented by professionals and the middle class.

Even if as early as 1984 researchers have been indicating the medical and psychosocial effects of khat-chewing both to the individual and to the community, nothing concrete has come out in terms of policy. Though, Selassie & Gebre mentioned that, at some point, the Ethiopian authorities have recommended the banning of khat consumption from schools and workplace (as cited in WHO, 2006).

Other sources show that the government of Ethiopia lacks a clear stand on the issue; some regional states have had some attempts to ban the use of the plant. Even in regions like Tigray, where the plant has been banned, cultivation and usage continues and attempts to replace khat with cash crops like coffee have failed (Bhalla, 2002).

According to the United Nations Drug Control Office (n.d.), Ethiopia is a party to all three international drug control conventions: 1961, 1971 and 1988. And the same source stated that the Ministry of Health is leading efforts towards creating an operational inter-ministerial drug control committee and developing a national drug control policy. Nevertheless, no national drug control strategy has yet been formulated and national laws
enabling Ethiopia to fully enforce provisions of the three UN drug control conventions still need to be adopted.

However, there seems to be an increasing international pressure towards khat cultivating countries. According to Degol (2007), the International Narcotics Control Board is leading a campaign to ban khat.

**Alternative policy recommendations**

It has been claimed that, globally, the illicit drug market is now the third most profitable market in the world, next to oil and arms. Attempts to abolish such markets have been impossible because of its attractive profitability.

As to the extent to which a drug policy of Ethiopia should go to is no different from that of the global trend. For the same reason of its profitability, both to the government and to individual farmers, and due to its cultural sensitivity, banning khat totally might not be politically as well as economically viable. However, considering the fact that what seems profitable now might not be beneficial for the country’s economy in the long run and given the scale of damage it has on the youth, there is no other alternative than systematically and gradually dealing with the problem. Therefore, in light of these facts, the following alternative strategies are recommended.

**Alternative one: Educating the youth about the adverse impacts of khat**

The main objective of this alternative is prevention of khat-chewing by reducing the demand through comprehensive strategies. Whereas, the specific objectives are creating societal awareness about the dangers and prevalence of the habit and at the same time to endow the youth with the knowledge and understanding that would enable them to make informed choices about their health, personal lives and social development.

Because the health, economic and social impact of the habit is by far more severe on the youth than any segment of the population, it is only logical to make the youth the first target
of any intervention. The two most critical stages at which the youth start chewing *khat* are in secondary school and first year of college (Mesfin et al, 1999.). In the study, 31.7 % of the lifetime smokers and 45.6 % of the lifetime chewers started smoking and chewing when they were senior secondary school students. The next critical time to start these practices is 1st year college - 25.5 % of the ever smokers and 17.7 % of the ever chewers. Therefore, a policy that is directed towards developing the awareness of the youth on the health and social impact of *khat*-chewing should be formulated. But this requires an integrated approach. For instance, teachers in high schools and colleges, parents, mass media and others should teach students in particular, and the youth in general, about the health and social hazards associated with *khat*. Awareness raising and education should also target those already in the habit of chewing *khat*. To implement this policy, the following strategies should be utilized:

- Schools, Colleges and Universities should incorporate fact-based education in the school curriculum whereby students become more aware of the risks associated with *khat*-chewing in particular and other addictive drugs in general. The education should primarily target schools where there is a noticeable prevalence of *khat*-chewing. In light of this, higher institutions should encourage further researches on *khat* and its impact. Academic institutions should play lead role in making valid, timely and comparable data available on the prevalence of *khat* and other relevant aspects of *khat* so that policy makers, policy advocates and other interested parties can use the information.

- Parents should play their part in being good role-model and educating their children about the issue. This is because parental attitudes to *khat* will have a significant impact on their children’s attitude to it as well. Yigzaw (2002) revealed that the presence of family members who smoke or chew *khat* predisposes students to smoke or chew. Therefore, educating parents on the issue of *khat* will help a great deal in preventing the habit. By
properly informing parents about the adverse effects of khat, open communication with children can be facilitated.

- Mass media should be actively engaged in educating the youth and the general public about khat, contributing towards the effort to bring a khat/drug-free community. Youth-friendly TV and Radio programmes that put across the appropriate message about the impact of khat should be produced.

- Youth associations, civil societies and organizations that work with the youth should design programs to give basic information on the effects of khat to the youth and those involved in distributing and selling khat. Community-based organizations should actively engage in organizing campaigns that highlight the facts about khat in such a way that initiates open discussion about ways of khat prevention.

- Religious, community and political leaders should condemn the habit, and play an active role in raising awareness of the general public.

- Health service providers should educate the youth about the relationship between khat use and other risky behaviors, especially in relation to HIV/AIDS and other STDs.

- Policy advocates should advocate for the importance of a subsidized alternative cash crop, which is equally profitable, for those farmers involved in khat cultivation when and if they decide to give up cultivation of khat.

- Policy advocates should also advocate for the need for sufficient recreational facilities and activities for the youth to keep them away from khat-chewing habit.

**Alternative two: Control the local supply and distribution of khat**

The main objective of this alternative is to reduce supply through limiting the availability and accessibility of khat. Since one of the reasons for the widespread use of khat among the youth is its widespread availability and accessibility, intervening at the supply side is also another logical alternative. Complete ban, at least for the time being, may not be feasible due
Khat-chewing among the youth 15
to khat's economic importance both to the cultivators and to the government. However, it is
time to limit or control the supply to the local market, specifically to the youth. Therefore, a
policy should be formulated, which prohibits the youth from buying and using khat and the
dealers from selling khat to a certain age group and there should also be a policy that controls
the consumption of khat by the other segment of the society, with an additional objective of
harm reduction. The following strategies would facilitate the implementation of this policy:

- Laws should be enacted to prevent the youth from having access to khat and from
  consuming it. In addition to the enactment, law enforcement agencies should actively
  engage in executing the law.
- Discouraging local consumption of khat by levying more tax when consumed locally.
- Making access to khat markets inconvenient by moving the khat markets to the
  periphery of major cities. This intends to make it difficult for those young people with
  limited money and time to stay away from their parent’s supervision.
- There should be a system by which the local distribution of khat can be monitored and
  controlled. This involves establishing an entity that is responsible:
  o Not only for issuing licenses for those involved in selling khat to the local
    market but also for evoking it whenever they go against the provisions..
  o For prohibiting the sale and consumption of khat around schools, colleges and
    places where there is a large number of youth..
  o For controlling chewing khat during working hours, work places and during
    week days;
- The judiciary should have legal provisions to deal with those in violation of the
  above.
### Evaluation criteria and indicators for comparing the policy alternatives

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Indicators</th>
<th>Key Questions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Effectiveness</td>
<td>Prevalence rate</td>
<td>- Does it lead to low prevalence rate of khat among the youth?</td>
</tr>
<tr>
<td></td>
<td>New users protection</td>
<td>- Does it protect new users from developing the habit?</td>
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<tr>
<td></td>
<td>Users support</td>
<td>- Does it encourage those already in the habit to come out of it?</td>
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<tr>
<td></td>
<td>Level of awareness</td>
<td>- Does it raise the awareness level of the general public about the negative impact of khat?</td>
</tr>
<tr>
<td></td>
<td>Long term impact</td>
<td>- Does it lead to a society that is free of khat-addiction in the long run?</td>
</tr>
<tr>
<td>Efficiency</td>
<td>Affordability</td>
<td>- Does the government afford to carry out this alternative?</td>
</tr>
<tr>
<td></td>
<td>Resource availability</td>
<td>- Is there the right and sufficient amount of resources (human, physical, financial, material…etc.) to implement this alternative?</td>
</tr>
<tr>
<td></td>
<td>Time requirement</td>
<td>- Does its implementation require a lot of time?</td>
</tr>
<tr>
<td></td>
<td>Alternative sources of resources</td>
<td>- Are there other possible sources of resource other than the government?</td>
</tr>
<tr>
<td></td>
<td>Relative efficiency</td>
<td>- Is there another more efficient way of achieving the same objective?</td>
</tr>
<tr>
<td>Political Feasibility</td>
<td>Public attitude</td>
<td>- Does it reflect the attitude of the majority?</td>
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<tr>
<td></td>
<td>Equity</td>
<td>- Does it make a certain group of the society unhappy?</td>
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<td></td>
<td>Key decision makers support</td>
<td>- Will it get political support by key decision makers?</td>
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<tr>
<td></td>
<td>Level of government’s popularity</td>
<td>- Does it have an impact on the government’s popularity among its citizens?</td>
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<tr>
<td></td>
<td>Resistance</td>
<td>- Is there a possibility for this alternative to be resisted, or to lead to public unrest?</td>
</tr>
<tr>
<td>Administrative Feasibility</td>
<td>Availability of built in structure</td>
<td>- Is there an already built in structure to carry out the alternative?</td>
</tr>
<tr>
<td></td>
<td>Logistics &amp; administration requirements</td>
<td>- Is it logistically and economically easy to administer?</td>
</tr>
<tr>
<td></td>
<td>Human resource capacity</td>
<td>- Is there capable human resource to carry out the alternative?</td>
</tr>
<tr>
<td></td>
<td>Ease of Monitoring and follow up</td>
<td>- Is monitoring and follow up easy to administer?</td>
</tr>
<tr>
<td></td>
<td>Flexibility</td>
<td>- Is it flexible enough to incorporate future unforeseen events?</td>
</tr>
</tbody>
</table>
### Criteria

<table>
<thead>
<tr>
<th>Technical Feasibility</th>
<th>Skill requirement</th>
<th>Does it require a special skill?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Technology requirement</td>
<td>Does it require a new sophisticated technology to implement the policy?</td>
<td></td>
</tr>
<tr>
<td>Ease of replication</td>
<td>Is it difficult to replicate the alternative in other parts of the country, like the rural and remote parts of the country?</td>
<td></td>
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<tr>
<td>Sustainability</td>
<td>Is it sustainable for long period of time?</td>
<td></td>
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</tbody>
</table>

| Cultural Feasibility | Cultural sensitivity | Will it face resistance because of cultural reasons |

### Comparison of Alternatives

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Rating</th>
<th>Alternative One</th>
<th>Alternative Two</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Score</td>
<td>Weighted score</td>
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<tr>
<td>Effectiveness</td>
<td>0.20</td>
<td>3</td>
<td>0.60</td>
</tr>
<tr>
<td>Efficiency</td>
<td>0.20</td>
<td>3</td>
<td>0.60</td>
</tr>
<tr>
<td>Political Feasibility</td>
<td>0.15</td>
<td>2</td>
<td>0.30</td>
</tr>
<tr>
<td>Administrative Feasibility</td>
<td>0.15</td>
<td>3</td>
<td>0.45</td>
</tr>
<tr>
<td>Cultural Feasibility</td>
<td>0.15</td>
<td>2</td>
<td>0.30</td>
</tr>
<tr>
<td>Technical Feasibility</td>
<td>0.15</td>
<td>3</td>
<td>0.45</td>
</tr>
<tr>
<td><strong>TOTAL SCORE</strong></td>
<td><strong>1.00</strong></td>
<td><strong>2.75</strong></td>
<td><strong>2.35</strong></td>
</tr>
</tbody>
</table>

### Point Allocation:

The stronger relative rating assigned to the first two criteria allows for the prioritization of maximally effective and efficient alternative and a relatively lower rating is assigned to the other four criteria for they are less core than the first two and they are given similar rating for they have equal impact on the achievement of the objectives.
The score for each criterion and total score for each alternative is calculated out of three. Three means that there is high possibility for the criterion to be fully achieved. Whereas two and one point indicates that there is average and low probability for the criteria to be realized respectively. In the same token, a total score of three means that the alternative will lead to a very optimal outcome, whereas two indicates an average outcome and one denotes a below average outcome.

1. Effectiveness

Effectiveness measures whether or not the alternative under evaluation will lead to the alleviation of the social problem under discussion. As it can be seen in the table above, both alternatives scored 3 indicating that implementing the alternatives will result in the alleviation of khat-chewing among the youth of Ethiopia. The first alternative, which is educating the youth about the negative impact of khat is evaluated as effective mainly for the following reasons:

- The major reason for the youth’s involvement in khat-chewing is lack of awareness about its negative consequences. Therefore, raising their awareness starting from high school and college levels, which are the times when many of the youth start chewing khat, will reduce the number of young people developing the habit.
- High level of awareness not only reduces the number of new khat users, but also encourages those already in the habit to come out of it. Proper education about the adverse impact of khat-chewing will provide the youth with sound knowledge which enables them to make informed choices in their lives.
- Since the first alternative uses an integrated approach whereby not only schools and colleges but also religious institutions, media, parents and health institutions play their parts in educating the youth as well the general public, its effect and
depth in raising awareness is paramount. Moreover, this is expected to bring about attitudinal change among the society leading to considering *khat*-chewing as an unacceptable behavior and ostracizing those who chew *khat*. This ultimately discourages the youth from developing the habit.

- If implemented and coordinated very well, this alternative will lead to a generation that is free from *khat* addiction in the long run.

The second alternative also scored 3 against the effectiveness criteria, indicating that there is high possibility of freeing the youth from the habit of *khat*-chewing by implementing this alternative. The issue of *khat*-chewing among the youth can be approached at least from two directions. The first is to intervene at the demand side of *khat* market. Whereas what the second alternative tries to accomplish is to intervene at the supply side by controlling the local distribution and consumption of *khat*, particularly by the youth. This alternative is equally effective for the following specific reasons:

- One important reason for developing the habit/addiction of *khat*-chewing is its wide availability and easy accessibility by anybody, regardless of age. Therefore, if this alternative is implemented, it definitely prevents the youth from getting easy access to *khat*. This positively contributes towards *khat* prevalence rate.

- If *khat* markets are located far away from the center of cities, the resultant inconveniency discourages not only new *khat* users but also those already addicted.

- If the laws enacted to prohibit the youth from purchasing and consuming *khat*, to hold retailers responsible for selling *khat* to the youth and to discourage local consumption via levying tax are communicated sufficiently to the general public, then the community will have a better understanding of the reason behind each law and hence the public’s awareness will be raised as well.
• If the laws are executed and followed through by responsible agencies regularly, there is high possibility for having a *khat*-free community in the long run.

2. Efficiency

This criterion of efficiency assesses whether or not the alternative under question leads to the alleviation of the social problem identified with less amount of financial, material, and human resources. As indicated in the table above, alternative one is more efficient than the second alternative. This is due to:

• The first alternative involves cost to prepare education materials to be used by schools, colleges and universities and a limited amount of money is required to encourage/fund researches in the area. However, the second alternative requires more money to cover costs in relation to the establishment of new institutions and/or developing the capacity of those already established, like that of DACA, police and customs office.

• Since community organizations, civil society and youth associations can organize and/or fund campaign to inform the youth and the general public about consequences of *khat* consumption, the whole responsibility of raising awareness does not rest on the government. However, the second alternative mainly involves government agencies and hence the cost is expected to be born by the government.

• The second alternative can be less affordable for the government, for it requires securing and training new human resource for its implementation. The first alternative, however, can utilize already existing human resources of schools, colleges and universities.

• Nevertheless, despite the relatively high cost associated with the second alternative, the benefit that the second alternative brings about to the nation in
saving the young generation makes the resources to be utilized for its implementation worthwhile.

3. Political Feasibility

Political feasibility intends to foresee whether there will be resistance among key decision makers, the general public or a certain segment of the society. Accordingly, the first alternative is rated to have more political feasibility than the second. This is because:

- Since the habit is frequented by significant number of people, including those in key government positions, the second alternative is very likely to face more resistance than the first one. This is because the impact of awareness raising is less visible than direct supply control.

- Because many people earn their livelihood from the sale of khat locally, controlling its supply and distribution might face more resistance. However, since the alternative does not involve total ban, the resistance might not be very strong or might not persist for a long time and hence gives the alternative a chance of being successful.

- The second alternative has less political feasibility for it has a potential to make a certain group of the society unhappy. Particularly, in areas such as Hararghe where *khat is the mainstay of the local economy*, any attempt to control the supply of khat will definitely face a challenge.

- However, since the issue of *khat* abuse among the youth has become a concern to the majority in recent times, the second alternative is also likely to get at least a reasonable amount of acceptance both by key decision makers and the general public. The first alternative, however, will not face any significant resistance for its focus is only on educating the youth and the general public. At least in the
short run, this does not appear to have a direct relationship with and a significant impact on *khat* consumption.

4. Administrative Feasibility

Administrative feasibility evaluates the ease at which the proposed policy alternative will be converted into reality. This includes logistics, flexibility, ease of administering, monitoring and follow up. In light of this, the first alternative is more feasible than the second one because:

- The first alternative can be implemented using the administrative capacity of already existing institutions like schools, colleges, universities, religious institutions and the likes, without any need to establish a new structure. Whereas the second alternative requires to establish a body that is responsible for issuance and evoking of licenses of local dealers, a task force that regularly monitors whether *khat* chewing is taking place at work places, near schools or colleges…etc

- Because of the reason mentioned in the previous point, the first alternative is logistically and economically feasible to administer. On the other hand, the second alternative will involve more logistics and requires more finance for its administration.

- Regarding human resource availability, both alternatives stand equal. Basic administration training for those responsible will suffice to ensure the proper administration of both alternatives.

- Monitoring and follow up is much easier in the first alternative for it only requires making *khat* education part of the education policy and ensuring the actual implementation in a way that is consistent from one institution to the other. However, the second alternative involves more supervisory activities like random
check of *khat* retail shops to make sure that they all possess appropriate licenses and that they are not engaged in selling *khat* to the age group they are not allowed to sale. To ensure that appropriate legal measures are taken on wrongdoers is also another activity.

- Since the first alternative does not require any significant structural change, any future unforeseen events can easily be incorporated. And as the second alternative requires more structural adjustments and allocation of significant resources, adjustment to future changes might be more complicated. However, it does not mean that the second alternative lacks total flexibility.

5. Technical Feasibility

Technical feasibility is a criterion that determines whether the implementation of the proposed alternative requires a special type of skill and/or sophisticated technology. When measured against this criterion, both alternatives fair equally.

- The first alternative requires professionals who can do research in the area and develop the education materials that are culturally relevant and age–appropriate, and the materials may need to be reviewed regularly. Some technical supports, like drafting guidelines to assist schools in developing a school *khat*/drug policy, can be required of government representatives. However, in doing so, sophisticated technology is not needed.

- The second alternative also requires trained individuals who are capable of screening out those applicants for *khat* retail licenses, and a task force who is capable of identifying signs of illegal dealings between the retailers and the youth. This alternative also does not require sophisticated technology. If implementation is found to be satisfactory in pilot projects, both alternatives can easily be replicated in other parts of the country. Besides, it does not take much to ensure
the sustainability of both alternatives. Therefore, both alternatives can be considered as having a good level of technical feasibility.

6. Cultural Feasibility

Cultural feasibility estimates the level of the proposed alternative’s sensitivity towards the various cultures in the country. In this regard:

- The first alternative might be more sensitive to cultural differences, especially if the education material is designed in such a way that respects all cultures.
- The second alternative can be relatively insensitive to some cultures for it interferes with what has been culturally normal, like direct confrontation by the law-enforcement bodies in instances where action needs to be taken.

Policy Recommendation

The purpose of developing a policy around the issue of khat is to significantly reduce the harm caused to individuals, families and society, but specifically to the youth. And this apparently calls for a concerted effort that focuses simultaneously on prevention as well as supply reduction. Even though, based on the analysis done in the previous section, the first alternative happens to have a higher score than the second alternative, a closer look at the score of the second alternative shows that the feasibility of the second alternative is also well above average. Therefore, because of the close gap between the scores of the two alternatives and the complementary nature of the two alternatives, a policy that combines both alternatives is recommended. If a more effective and rapid solution to the problem of khat chewing among the youth is to be achieved, then a simultaneous implementation of both alternatives is the right solution. This is because the first alternative mainly deals with the demand side of khat sale through awareness raising with an intention of possible reduction in khat demand and the second alternative deals with the supply side of khat exchange through controlling the local distribution of khat in order to make khat less accessible to the youth.
Therefore, it is needless to say that addressing the issue from these two complementary angles will bring about the desired outcome in a more effective and efficient manner than a separate implementation of them.

Directing, coordinating, integrating and building capacity for the implementation of the first alternative can be, and should be, the responsibility of the government, through its relevant ministries like the Ministry of Education, Ministry of Health, and Ministry of Youth, Sports and Culture. However, since giving a lead role to an organization is essential mainly to avoid duplication of efforts, the lion’s share of the responsibility remains with Ministry of Education, including its regional bureaus, for it is the one responsible for the supervision of the main actors, schools, colleges and universities. However, other sectors, like the corporate sector, should contribute their part by sponsoring various awareness activities.

Either Drug Administration and Control Agency (An authority established by proclamation no. 176/1999, in June 1999, and accountable to the Prime Minister with an objective of ensuring the safety, efficacy, quality and proper use of drugs – but mainly pharmaceutical drugs) or any special body to be established specifically for this purpose should take the lead in controlling the supply and distribution of khat locally. This entails that the government should allocate sufficient budget, and qualified and skilled human resource should be assigned to the agency. However, institutions like Police, customs office and Ministry of Justice should actively participate in the implementation of this alternative. If there is scarcity of resources (financial, human, material and physical), an incremental approach can be followed whereby cities that are hard hit by the problem get prior attention and gradually the implementation can be further expanded to the rest of the country.
The implementation process of the hybrid policy recommendation involves, but not limited to, the following decision points:

- How to identify relevant institutions, how to coordinate their roles and to which one of them to assign a lead responsibility.
- Whether to do a pilot project in few selected parts of the country or to do simultaneous nation wide implementation.
- Whether to contract a consultant to prepare the educational materials and draft the law or to use in-house resources.
- How to determine and facilitate for the alternative cash crop to be made available for farmers who decided to give up their *khat* cultivation.
- Whether to make DACA responsible for the implementation or to establish another institution separately.
- How to go about the implementation especially in areas where *khat* is a culturally sensitive issue.
- How to monitor and follow up the implementation.

**Possible Implementation Challenges**

One possible challenge is the possibility of facing resistance from the government and others who are getting benefit from the lucrative trade of *khat*. But giving up one’s financial benefit would not be more difficult than witnessing a young generation being destroyed without doing anything, as long as one could clearly see things in light of the bigger picture.

Another possible challenge is the difficulty of estimating the exact timeframe to put the recommended policy alternatives into action. However, because the policy will lead to a very sustainable and effective solution, the time factor does not affect its viability.
**Possible challenges from others**

One possible challenge to be raised regarding the problem analysis is that it only focuses on saving the youth, while giving little attention to the fate of those who rely on khat for their livelihood. However, my response to that would be the vast number of the youth population being affected by the habit would make it worth the effort regardless of the impact on the livelihood of a very limited segment of the population.

Another challenge that might be raised is in relation to the moral ground of the proposed alternative: while the recommendation deals with reducing the local consumption of khat, leaving the issue of khat export untouched, might sound as if the government should only care for its citizens. This might give the impression that as long as it generates income for the government, it does not care about khat’s impact on citizens of other countries. This might make it morally wrong. My response to this challenge would be every nation and government has the responsibility of protecting the wellbeing of its citizens. Therefore, it is the responsibility of each respective government of the other nations to take measures that would enhance the wellbeing of their citizens. However, if any support is requested from other nations regarding this issue, the government of Ethiopia should provide its unconditional cooperation.
Conclusion

Khat-chewing, particularly habitual khat-chewing, is spreading at an alarming rate all over the country. Particularly, the fact that the youth is being primarily affected by this problem makes the issue a very serious social concern that requires an immediate attention. In the past, khat-chewing was not considered as a serious social problem because of the lack of knowledge about the adverse health and socio-economic impact of it and for khat was only consumed for religious purposes, as part of one’s culture, or only in limited parts of the country. However, currently, the fact that people from across all religion, culture and age groups became addicted to it and because there is enough knowledge about the adverse health and socio-economic impact of khat chewing, which permeates throughout all levels of society, made it very clear that the habit is a societal ill and hence it is high time for defining the habit as a social problem.

Low awareness level of the community in general and the youth in particular, easy access to khat, unemployment, peer pressure and common usage in academic institutes primarily contributes to the wide spread of khat chewing among the youth, while weakening of the social fabric and lenient attitude of the government are considered as the secondary or indirect causes of the problem.

Therefore, since low awareness level of the youth and the community; - and easy access to khat - are the primary causes, it is only logical to develop a strategy that addresses those issues. Therefore, a policy intervention that facilitates awareness raising among the youth and the general public about the negative impact of khat and an intervention that controls the local supply and distribution of khat is recommended as a policy alternative that lead to the alleviation of the problem in an effective, efficient and sustainable manner.
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Policy Problem Analysis:

The Case of Urban Youth Unemployment

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Graduate School of Social work

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June 2008
INTRODUCTION

Ethiopia is one of the poorest countries in the world and known for drought and famine. Low income, low level of sanitation, poor health condition and widespread underemployment and unemployment explain the nation as they are its characteristics. As defined by the International Labour Organization, "unemployed workers" are those who are currently not working but are willing and able to work for pay, currently available to work, and have actively searched for work.

The problem of unemployment in the country indicated the acuteness of the issue especially in urban area as compared to the rural ones. According to the Central Statistical Authority (analytical report on the 1999 National labor force survey) there were 2,171,735 unemployed persons of which 969,142 founded in urban areas and 1,202,593 in rural areas. This means that the rate of unemployment in the current status approach for the total country was found to be 8%.

The city is accommodating people from different parts of the country that is mainly from rural community are attracted by the existing facilities and apparently for employment opportunity. The youth accounts for 67% of the unemployed population (CSA 1999). The largest proportion of urban unemployed population was between the ages of 20 and 29 years (EEA, 2005/06).

According to Berhanu, Abraham, and Hannah (2005/07), youth employment is a pressing issue in Ethiopia where almost two thirds of the population is younger than 25 years. Unemployment rate for the nation showed an increasing trend over census years of 1984 up until 1999 which reached 7.9% and declined to 5% in 2005.

Youth (defined in the National Youth Policy of Ethiopia as those aged 15-29) make up 28% of the population. Throughout this paper, therefore, the term Youth also refers to the same age group. They represent the future of Ethiopia, and it is important
that they have productive opportunities to grow into adulthood, and to contribute to society and the economy (PASDEP, 2005/06). Although youth face many and diverse problems they are the pillar for a country’s economic development. They are active social agents if they are given the opportunity to do so. It is crucial that these young people realize their rights to access information, life skills, education, and opportunities to participate in community life. Those who fail to find such support may turn to dangerous patterns of behavior, such as unsafe sex or the use of tobacco, alcohol and face their lifelong consequences.

Thus, this policy research is prepared recognizing urban youth unemployment as one of the pressing social problem in Ethiopia. Accordingly, the over all objective of the study is to identify the causes or factors leading young individuals to unemployment as well as identify policy alternatives to this current problem.

PROBLEM ANALYSIS

The problems of Ethiopian youth are many, complex and inter-related. A high level of unemployment is becoming one of the critical socio-economic problems facing Ethiopia. Unemployment in Ethiopia is fundamentally urban and youth unemployment. The unemployment rate remained above 20% which is a serious concern in a subsistence economy like that of Ethiopia (EEA, 2005/06).

Therefore, recognizing the important role of the youth in national development, the government of the Federal democratic republic of Ethiopia has put in place policy instruments to empower and mobilize these young people.

Ethiopia’s first National Youth Policy was formulated in 2004, with the broad objective of encouraging the active participation of youth in the economic, social, and cultural life of
the country. The policy addresses a wide range of issues ranging from HIV/AIDS to environmental protection and social services (PASDEP, 2005/06).

In light of this, the agricultural led industrialization policy, youth package investment policy and the different national policies pertaining to social issues and various strategies, have been introduced and are currently being implemented. All these effort is also meant to enhance the participation of every Ethiopian youth in development efforts. Similarly, it is assumed to enable youth to make positive contributions to the socio-economic, political, cultural, environmental and technological transformation of the Ethiopian society.

Unemployment Rate

The overall unemployment rate for a country is a widely used measure of its unutilized labour supply. The unemployment rate simply tells us the proportion of the labour force that does not have a job but is available to work. The survey result reveals that in March 2005, unemployment rate in urban areas of the country is 20.6 percent and while unemployment rate for rural areas is only 2.6 percent. (CSA, the 2005 National Labour Force Survey Summary At National Level)

According to the Central Statistical Authority (analytical report on the 1999 National labor force survey) there were 2,171,735 unemployed persons of which 969,142 founded in urban areas and 1,202,593 in rural areas. The overall unemployment rate for a country is a widely used measure of its unutilized labor supply.

In 1994 Population and Housing Census, the urban unemployment rate was 22 percent and then increased to 26.4 percent in 1999 National Labour Force Survey (CSA, 1997, 2000). The unemployment rate as registered in the Urban Biannual Employment and Unemployment surveys of October 2003 and April 2004 were 26.2 percent and 22.9 percent, respectively. In this survey i.e., in March 2005 National Labour Force Survey (NLFS), the
rate declined to 20.6 percent. Decline in unemployment could occur either due to creation of jobs or shift from unemployment to inactive status. The highest unemployment rate in urban areas was registered for Diredawa Adminstration Council (32.5) and the lowest for Benishangul Gumuz (10.3 percent). (CSA, the 2005 National Labour Force Survey Summary At National Level)

Duration of Unemployment

The majority i.e. (52.3 percent) of the unemployed persons have been without work for 0-6 months. The data reveals also 22.8 percent and 8.2 percent of unemployed urban population remained jobless for 7-12 months and 13-24 months, respectively. The proportion of unemployed person with previous work experience is higher in rural areas (68.6 percent) than that of urban areas (38.5 percent). (CSA, the 2005 National Labour Force Survey Summary At National Level)

Therefore, the above finding on the problem of unemployment in the country indicated the severity of the issue especially in urban areas as compared to the rural ones where much of the population is absorbed in the agricultural sector. Studies indicated that the country is experiencing a high rate of population growth. This increase of population is particularly alarming in Addis Ababa.

People migrate from rural areas to urban areas, mainly to Addis Ababa, either because of the push factors in rural areas, or because of the pull factors in the urban areas, which are the positive factors that attract the migrants to the cities. Migrating from rural to urban areas, particularly to Addis Ababa, in search of better job opportunities, is one of the solutions that people in rural areas opt for whenever, they can no longer live in their home area.

The unemployment rate as registered in the Urban Biannual Employment and Unemployment surveys of October 2003 and April 2004 were 26.2 percent and
22.9 percent, respectively. In this survey i.e., in March 2005 National Labor Force Survey (NLFS), the rate declined to 20.6 percent. (The 2005 National Labor Force Survey Summary at National Level)

Concerning the age pattern of unemployment rate starts comparatively at lower levels in the age group 10-14 years 7.2% and then increases with advancing age up to age group 20-24 years (12.7%) & thereafter it starts to decline (CSA, 1999). Likewise, according to Berhanu, Abraham, and Hannah (2005/07), Ethiopia has one of the highest urban unemployment rates worldwide, at about 50% of the youth labor force.

In addition to this concern, the 1999 National labor force survey clearly indicate that unemployment rate reported for literate persons 8% was higher than those illiterate persons 6% and in this respect the difference is evident in urban areas. According to the labor force survey (1999), 30% of the total unemployed populations were trying to establish their own enterprises while about 21% were looking for job by checking at work sites. The same survey also revealed that about 17% of the unemployed population was engaged in searching vacancy on advertisement board and those who were seeking for work through friends and relatives accounted for about 16% of the total unemployed population.

The unemployment type is largely structural. One alternative way of describing the characteristics of the unemployed population is classifying the unemployed by duration of unemployment. On this basis one may classify unemployment as transitory and structural unemployment. Transitory unemployment is when individuals are unemployed for a short period of time usually for not more than 12 months. On the other hand one may classify those who had been unemployed for more than 12 months as facing structural unemployment (EEA, 2005/06). The 1999 CSA labor force survey also reported that about 30% of the total
unemployed were out of work for not more than six months of the year while about 54% of those unemployed were being unemployed for more than 12 months which indicates that structural unemployment was a serious matter during the survey.

ILO (2002), Youth and work: Global trends, report prepared jointly by the ILO Employment shows youth unemployment and youth suicide to be strongly associated. Youth Unemployment is also associated with psychological symptoms, such as depression and loss of confidence. Effects on physical health have been less extensively studied; however, there is some evidence of an association with raised blood pressure. Finally, the prevalence of lifestyle risk factors (cannabis use and, less consistently, tobacco and alcohol consumption) is higher in unemployed compared with employed young people.

**Negative associations with urban youth unemployment**

- The name itself is sometimes– used as insult etc. which create a sense of discrimination, like ‘Adegegna bozene’ if they are not employed. The government sees youth unemployment as a sign of young people’s lethargy (laziness). The government’s measure only extend as far as labeling unemployed youth as vagabonds (homeless wanderer, beggar) and taking legal measures that aggravate the situation

- In some instances, Unemployed youth are required to stay at home and also lack appropriate recreational places and programs; as a result they seek out other activities such as using drug and alcohol.

**CAUSES OF THE PROBLEM**

*Primary Cause:*

1. **The Education and Training Policy:** the policy on education and training tend to release young job seekers at earlier age and coupled with high population growth the labor force increases in the absence of comparable job creation. Therefore, there is a
mismatch between the types of education provided at schools and the requirements of the labor market. The country’s education system is not established based on the aim of producing trained human resource that fulfill the requirement existing general development that is taking place.

2. **Technological unemployment:** In the past decade, the non agricultural sector that was an important sector in terms of its contribution to GDP and absorbed not more than 16% of the employed labor force failed to take its employment share. The type of the technologies used in the non-agriculture sector was not as labor intensive as the agricultural sector. In this respect the structural and demand deficient unemployment takes the specific form of technological unemployment which has characteristic feature of relatively high productivity preventing the need for more employment.

3. **Emphasis of youth policy:** 2004 youth policy attempts to resolve the youth issue within the context of national economic development, and creation of democratic society and good governance, it put more emphasis on nation building and youth development. Little attention is paid to what is already happening in the country.

5. **High population growth:** Lack of an appropriate strategy that enables to control the increasing rate of population growth, and prevent environmental degradation and increase land productivity. (The rapid growth of the workforce, as a result of high population growth.) Combined with rural to urban migration.

*Secondary cause:*

1. willful unemployment among the youth
2. Accumulated unemployed individuals for a long time.
3. Lack of proper use of **irrigable land**.
4. Lack of a policy that enable the proper use of **remittance from Ethiopians outside the country** that could create jobs.
There are many different possible causes of unemployment, and unfortunately for governments, it is never easy to identify which is the most important and what to do about it. Unemployment is a condition of having no job, and this issue has entered almost in every aspect of development process. According to The Ethiopian Economic Association report on Ethiopian Economy (2005/06), the contribution of a given labor force to economic growth depends not only on its size but also on the skill and human capital embodied with it. In this respect modern growth theory suggests that human capital (including education, training, health and so on) increases economic growth and it’s an important means of poverty reduction.

Like any other phenomena in economics, the state of either employment or unemployment is dependent on the supply of and the demand for that factor at any given point in time. The gap between labor demand and labor supply is called the natural rate of unemployment rate. The factors that influence the supply of labor include the national increase in the labor force or population and the labor market environment that may encourage or discourage the active population to join the labor force or not.

Population growth is the major cause of growth in the labor force. The Ethiopian labor force grew by 21.3% between 1994 and 2005 while employment creation grew only by 18.7% (EEA, 2005/06). That means hundreds of thousands of young people join the labor force every year, putting pressure on the economy to create jobs that should absorb the additional labor force. The increasing rate of population growth coupled with rural to urban migration has worsened the situation at greater stage. Labour and Social Affairs Bureau of Addis Ababa (2003) indicate,

The rapid population growth combined with rural - urban migration resulted in a massive plague of unemployment in the city. Basically, unemployed
group include those people who are not willing to take up any job opportunity but would prefer to wait until they are able to find appropriate jobs of acceptable salary consistent with their qualification and/or experience (p.7).

Besides, since many youth are engaged in the informal sector, particular attention is being given to the role of micro and small enterprises development (MSED). Some labor market related policies have been introduced to reduce unemployment.

The TVET program described in Chapter VII of PASDEP document is a central part of this strategy. During the PASDEP, the effectiveness of technical training will be upgraded to provide more demand driven training through closer linkages with the labor market, and to increase the link with employers and the workforce. The labor law codifies the practice of apprenticeships and allows for contracts to be entered with those at least 14 years of age. For rural youth, the Agricultural TVET program aims to reduce unemployment, create trained agricultural practitioners with increased productivity, encourage self-employment, and create more market-oriented farmers. However, these youth graduate may contribute to the unemployment while in search of employment at early ages in urban areas. If, other things being equal, these polices tend to increase the supply of labor, in the absence of comparable increase in demand for labor, the outcome would be increasing the unemployment rate. In this case education and training policies would also be relevant as the policies affect the growth of labor supply.

Similarly, the demand for labor is determined by the state of the economy and the policies followed to generate the scope and the level of the economic activity. One of the reasons for the inability of the economy to create additional employment is due to the priorities in economic policies and technological choice and their combined effects. Growth of output is a precondition for growth of employment and the employment outcome of growth largely depends on the nature of growth. Growth strategies may employ technologies
that could be labor intensive or capital intensive in nature. Unemployment will grow either with declining growth or when growth of output has come not through labor using technology.

Ethiopia is known for and highly dependent on labor-intensive agriculture. However, Economic growth in the past decade mainly came from non-agricultural sectors and the type of technologies used in the non-agricultural sectors was not as labor intensive as the agricultural sector. Consequently, the structural unemployment takes the specific form of technological unemployment. The employment in the non-agricultural sectors was about 16% of the total employment on the average. The labor intensive agriculture sector, taking about 84% share of employment was contributing only about 50% of the overall growth. Hence, the agricultural sector which was an important sector in terms of its contribution to GDP failed to take its employment share. The overall effect was less employment growth than GDP growth (EEA, 2005/06).

In addition, the agricultural led industrialization policy which is currently implemented is also meant to enhance the participation of every Ethiopian youth in development efforts. However, this economic sector is not supported by technologies to enhance efficiency in resource use and enabled to expand production, in other words, grow step by step from the lower level to the highest level thereby enhance employment. It is also complained for inability to prevent land degradation. This is because it is assumed that the country’s choice of technology relies on the available supply of technology from developed countries rather than developing an industrial policy that fully takes into account its resources and produce outputs that enhance its productivity as well as help provide technologically advanced inputs or machineries in support for the agricultural sector to enhance production as well as employment. Therefore, youth unemployment is to a large extent caused by
inadequate aggregate demand in the economy and policy responses need to take this into account.

*Picture 1: contributing, policy and economic factors*

- Priorities in economic policies, Structure of the economy inability to create additional employment
- Priorities in the youth Policies that largely focus on non development to challenge the unemployment problem
- Attempts made like Credit Facilities to start own business likely to make significant impact on unemployment reduction due to accumulated unemployed individuals for a long time
- Nature of growth of output which is a precondition for employment & failure to achieve optimal resource utilisation
- Technological choice and their combined effects

*Unemployment challenges*

- Mostly among the youth, Gap between female and male unemployment in both rural and urban areas observed
- High Urban unemployment relative to rural unemployment both at national and regional levels

*Labor Law*
- Lack of strong employment service agencies

*Urban Youth Unemployment*

*Primary objectives of the public policy strategy to reduce the problem*

The political leadership of every country has to deal with an unemployment problem since unemployment leads to poverty, low quality of life, social, political and economic ills.
One of the general objectives that should be used in the public policy is to design a general policy that motivates and initiates the society towards work.

In order to stress the need to establish measures on employment policy, macroeconomic policies, investments in science and technology, entrepreneurial education, and assistance from developed countries is essential. Only through such a comprehensive set of measures we can successfully tackle the lack of decent jobs for young people.

POLICY ANALYSIS

This paper examined policies that can assist young people in generating self-employment opportunities. A general review of national youth policies is presented followed by policy alternatives of what the government, and the communities can do to promote entrepreneurship among the young.

The 2004 youth policy is relatively new, and the youth policy promises to facilitate the growth of self-employment and formal/informal employment opportunities, and to create conditions conducive for rural youth to acquire farming plots and grazing lands on the basis of existing laws. The policy outlines a vision for creating an enabling environment for youth to benefit from education and training, and for out-of-school youth to develop their reading and writing skills through adult education services. The youth policy vision is to create an empowered young generation with democratic outlook and ideals, equipped with knowledge and professional skills, get organized and build on ethical integrity. Here it is a very broad vision for long term and includes many issues in one sentence. Besides, it emphasizes on building a democratic outlook and effort towards good governance and getting them organized for ethical integrity.
The new education policy in Chapter VII of PASDEP document focuses on producing a skilled labor force, rather than a large group of relatively unskilled secondary graduates, as was the case in the past. After a review of this important section in the document that the government uses as tool for youth and employment, some points are highlighted and described below in general terms:

- To facilitate conditions under which the youth would participate in the formulation, implementation and evaluation of national policies, strategies and programs.
- To facilitate supporting conditions that enable youth create new jobs for themselves based on their competence and talents.
- To facilitate conditions that enables the private sector to create job opportunities
- To create conditions that would increase youth participation n and benefit from both formal and informal employment opportunities by putting in place employment policy and system
- To create favorable conditions for rural youth to acquire farming plots of land and grazing lands on the basis of the Federal constitution and regional laws.
- To conduct studies on ways of expanding off-farm activities and related services and create conditions for youth to participate in and benefit from such ventures.

It is revealed that the goal of the policy is to make sure that the youth gets enabling environment, benefit from the exercises of democracy, good governance, social, cultural and economic activities in an institutional manner

1. Current policy

Implementation strategies: Organizational and all round participation,
Implementation capacity building, Information, awareness and advocacy,
Encouragement and Support, Data, research studies, National and International partnership, Cooperation and Coordination
Responsibility: The main responsibility lies on the Ministry of Youth and Sports. But it is demonstrated that it the responsibility is comprises of the role of government, youth, family and civil society.

Scope: Since, vision is to create an empowered young generation with democratic outlook and ideals, equipped with knowledge and professional skills, get organized and build on ethical integrity, it implies to all Ethiopian youth.

POLICY ALTERNATIVES

1. ALTERNATIVE TO CURRENT POLICY

Primary Alternative: Educating the youth about entrepreneurship

This is mainly because, it is necessary to ask question like what is being done to enhance creativity and self employment in every family, society, rural and urban areas as well as the government. The main key to Entrepreneurial development is at the hands of the family first. Children learn at school and their parents also can learn from life experience as well as from other reading materials. Thus, families will make use of every possible resource and alternatives to create additional means of income. Next to families, the main center for entrepreneurship development is at schools. This is to produce students that are self reliant, self confident who has an ability to not only to solve their problems but are ready to solve others’ and equipped with a kind of knowledge that make them capable of creating new job opportunities.

The young than adults face more significant barriers in starting a business and best practice shows that their success depends to a large degree on the extent to which a range of integrated services are available to assist business start-ups such as basic entrepreneurship skills training, access to credit and workplace facilities, mentoring, and post-business start-up counseling.

To implement this policy, the following strategies should be utilized:
- Develop an education strategy that mainly allows entrepreneurial courses to be included in the national educational curriculum in schools and colleges whereby students learn and encouraged to creativity and make them ready to work with the knowledge gained. In general, the main target will be the development of training, counseling, financial aid programs to train young entrepreneurs at national and regional level.

- Awareness rising through Mass media in educating the general public about the issue of entrepreneurship and its contribution towards the effort to challenge unemployment among the urban youth.

- The process for designing and implementation of polices has to incorporate interest and participation of youth, youth associations, civil societies and organizations that work with the youth.

- Devising a strategy for young entrepreneurs to get financial aid programs, access to credit and workplace facilities and establish an independent entrepreneurs financial institution that solely facilitate the goal of this alternative policy a range of financial services: not just loans but also savings and insurance.

- It is necessary to have trained personnel in pre & post-business start-up counseling and trained teachers in entrepreneurship or people that have passed through practical enriched entrepreneurial experience to share it to the young.

- Devising self-employment promotion strategy will also be helpful to advocate its importance and create awareness among the community and the youth particularly, about enterprise as an attractive employment option among youth.

- Raising the profile of youth entrepreneurs as credible role models to others fellow.

- Support scientific and technological activities of the young that enable sustainable development, expand the utilization of those viable endogenous technologies.
-Introducing special employment programmes in line with the above strategies for vulnerable and disadvantaged groups such as the women and the physically challenged.

**Responsible entity:** At last, the issue of the youth shouldn’t be viewed and left as a responsible entity only for the ministry of youth and sports but since this alternative touches upon the education policy the ministry of education must also be responsible. In addition, it should be also considered as a responsibility in different governmental institution and civil society activities and structures that will support the activities of the youth in general.

The youth by itself has a responsibility to use its abilities and chances of becoming entrepreneur. Most importantly, parents and the community as a whole has a big responsibility to become a good role model thereby bringing up their children with vision and goals and providing them to have adequate skills and knowledge to contribute back to the society.

**Scope:** To start with, the area of implementation is not area specific, this is because; the change in the education policy will affect all educational institutions at both rural and urban.

2. **SECOND ALTERNATIVE TO THE CURRENT POLICY**

Secondary Alternative: **To strengthen the non-agricultural sectors in urban areas to create more employment among the young**

The non agriculture sectors include the industry (such as Manufacturing, Construction, Transport & Communication Industry) and service (such as banks, hotels, etc.) sectors. Since the outcome of the interaction between the supply of and the demand for labour is employment, this policy is needed that would involve the adoption of strategies that would promote labour demand. Strategies for promoting labour demand would include measures to:

- Support to enhance output growth & improve labour productivity
- Strengthen the linkage and interdependence between industry and other sectors so
that the industrial sector can contribute to the development of the national economy.

- Support research on product development, process improvement and local sourcing of imported raw materials.
- Promote use of labour intensive technologies
- Promote import substitution, through devising a tax strategy to impose high taxes on imported goods and services, thereby enhancing domestic industry and service sectors that will be more enabled to compete in the market, increase production, as well as employ more labour.

**Responsible entity:** The Ethiopian Tax Authority is primarily responsible to modify its policies regarding tax system for this sectors of the economy identified as having employment creation potentials. The issue of the youth should be also considered as a responsibility of private sector of the economy as well as different governmental institution and civil society activities and structures that will support the employment creation for the youth in general.

**Scope:** Since all the above mentioned affect the national economic policies, it will bring an impact on both the urban community.

In addition to the above, the following strategies are also recommended to bring about a great impact on the problem of unemployment:

- This calls for a well coordinated **population policy** if the unemployment problem is to be addressed. This is not to say that the size of a population is a problem, but the mismatch between the speed with which the economy could absorb additional workers and the demographic structure that adds a much larger number of new workers to the labor force is a serious problem.

- Another strategy is to strive for **optimal resource utilization.** Ethiopia is believed to poses 3.7 million hectares of **irrigable land,** out of which only 3% is irrigated for farming and this indicates potential of self-employment opportunity.
- One idea is that **using the economic policies** to attempt to create more employment among the young. Thus, it is also necessary to develop an industrial policy that fully takes into account its resources using technology and produce outputs that enhance its productivity as well as help provide technologically advanced inputs or machineries in support for the agricultural sector to come out of subsistence farming and enhance production as well as employment. Plus there must be a conducive environment for the industry sector by itself has to be a provider of production machinery as well as a demand unit for agricultural inputs from the agricultural sector so that the industry sector can open up the market for itself and initiate the participation of the farmers and it will enable to create job opportunities.

-Plus, there is a need for an institution that will train and teach farmers on how to prevent **land degradation** and conservations of plants and forest depending on the environment they exist.

-For the rural youth, engagement in off-farming activities may not completely solve job crises but individuals should be counseled to diversify their portfolio and not pool their resources into a single risky activity.

-And there is additional need to strengthen the business relationship between the agricultural sector and the **banks system** to provide supply of capital for the agricultural sectors to grow and create jobs accordingly.

-It is also necessary to create policies that encourages and creates favorable condition for **Ethiopians living outside of the country** to invest their time, resources, and knowledge in their home land.
### 3. EVALUATION CRITERIA FOR COMPARING THE POLICY ALTERNATIVES

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Indicators</th>
<th>Alternative 1 Education &amp; Training</th>
<th>Alternative 2 Promoting Non-Agricultural Sector in Urban area</th>
<th>Remark</th>
</tr>
</thead>
<tbody>
<tr>
<td>Effectiveness</td>
<td>Reduction of Unemployment rate</td>
<td>it lead to reduction of unemployment rate among the urban youth</td>
<td>it contributes in reduction of unemployment rate among the youth</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Self employment growth</td>
<td>it encourage self employment among the youth and even emigration of talent may be stopped by a better domestic entrepreneurship climate</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Development of more industries, and Proportional share of employment as well as contribution to the economic growth</td>
<td></td>
<td>It contributes in creation of employment in urban areas as the sectors are encouraged through import substitution strategy</td>
<td></td>
</tr>
<tr>
<td>Rank(5-0)</td>
<td>5</td>
<td>4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Efficiency</td>
<td>Affordability</td>
<td>the government can afford to carry out this alternative since there is an already built up structure under Ministry of Education, ongoing schools, &amp; sufficient amount of teachers or human capital.</td>
<td>the government can afford to carry out this alternative since there is an already built up structure</td>
<td></td>
</tr>
<tr>
<td>Criteria</td>
<td>Indicators</td>
<td>Alternative 1 Education &amp; Training</td>
<td>Alternative 2 Promoting Non-Agricultural Sector in Urban area</td>
<td>Remark</td>
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<td>-------------------------------</td>
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<tr>
<td>Resource availability</td>
<td>to implement this alternative The strategy will only need to design &amp; implement curriculum with the relevant professionals and some financial resources to train teachers on this courses</td>
<td>For output growth, use of labor intensive technologies to prevail in urban setting, Import substitution strategies are the highly required and it only needs amendment in the law of imports in favor of the domestic producers.</td>
<td></td>
<td></td>
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<tr>
<td>Time requirement</td>
<td>its implementation may require a few time</td>
<td>its implementation may require a lot of time because of the potential resistance from importers.</td>
<td></td>
<td></td>
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<tr>
<td>Alternative sources of resources</td>
<td>NGOs working on education and training are possible sources of resource</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rank(5-0)</td>
<td>5</td>
<td>4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Political Feasibility</td>
<td>Policy makers support &amp; Public acceptance</td>
<td>High majority acceptance especially by the current ruling party since the youth issue there is highly getting attention, and needed to be solved in the effort of economic development as well as it will have an impact on the government’s reputation among the citizens if it turn out successful.</td>
<td>Some resistance could come out from the side of importers of goods and services.</td>
<td></td>
</tr>
<tr>
<td>Fulfillment of Equity</td>
<td>It doesn’t bring any problem regarding the fulfillment of the equity issue among the society.</td>
<td></td>
<td>it make certain group of importers of goods and services of the society unhappy</td>
<td></td>
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<tr>
<td>Possibility of Resistance</td>
<td>No</td>
<td></td>
<td>A little</td>
<td></td>
</tr>
<tr>
<td>Rank(5-0)</td>
<td>5</td>
<td>4</td>
<td></td>
<td></td>
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<tr>
<td>Criteria</td>
<td>Indicators</td>
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<tr>
<td>Administrative Feasibility</td>
<td>Availability of fitted structure</td>
<td>there an already built in structure under Ministry of Education to carry out the alternative</td>
<td>there an already built in structure under the Tax Authority</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Logistics &amp; administration requirements</td>
<td>it is logistically and economically very easy to administer</td>
<td>it is logistically and economically easy to administer</td>
<td></td>
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<tr>
<td></td>
<td>Human resource capacity</td>
<td>There are capable human resource or teachers in schools and colleges to carry out the alternative</td>
<td>It can be done with the existing human resource under the authority</td>
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<td></td>
<td>Ease of Monitoring</td>
<td>monitoring and follow up will be easy to administer under the built-in structure</td>
<td>monitoring and follow up is also easy to administer under the built-in structure</td>
<td></td>
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<tr>
<td></td>
<td>Follow up</td>
<td>it is moderately flexible enough to incorporate future unforeseen events</td>
<td>It is very flexible enough to incorporate future unforeseen events</td>
<td></td>
</tr>
<tr>
<td>Rank(5-0)</td>
<td></td>
<td>4</td>
<td>4.5</td>
<td></td>
</tr>
<tr>
<td>Technical Feasibility</td>
<td>Technology Or Skill requirement</td>
<td>its implementation require a special skilled personnel trained in enterprenrship</td>
<td>its implementation doesn’t require a special skill or technology</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Ease of replication</td>
<td>it is very easy to replicate the alternative in other parts of the country like the rural and remote parts of the country</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Sustainability</td>
<td>it is sustainable for long period of time</td>
<td>Not for a long period of time</td>
<td></td>
</tr>
<tr>
<td>Rank(5-0)</td>
<td></td>
<td>4</td>
<td>3</td>
<td></td>
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</tbody>
</table>

**Total Score:** Alt. 1 = 23/25

Alt. 2 = 19.5/25
4. Alternatives Comparison

Comparing alternatives with respect to:

Effectiveness

a. Strongest: Alternative one

Regarding the first alternative, such a new strategy will make a tangible impact on the reduction of unemployment level by engaging young women and men into productive economic activities, thereby, a new resource for innovation and change can be accessed. We can share the experience of the country of Ghana, as it is also described by Atirsaw Tasew(2007), that is it was in 1999 G.C that become the first African country to get the entrepreneurship training that has been sponsored by organizations like UNDP and others. Then, the current Ghana Empertech foundation was established having now a huge network and support from their government as well as different organizations. It has been in operation for more than 15 years with different branches in the country and main initiative and aim of giving consultancy and advisory services, and providing of loans as a start up capital for entrepreneurs at lower interest rate than banks to develop private sectors. One unique task of this foundation is that they provide loans for people who come up with creative business ideas but lack start up capital that the current banks won’t permit. One of their techniques for the fulfillment of guarantee is that they look for known and respected person in the community that can be considered like security to give loans for their clients and it is revealed that most of the businesses of their clients are now successful in the business world. For more, evidences we can look at their web sites that is www.empertech.org. What we can learn from them is that working in cooperation with different supporting or partner institutions whose aims are consistent with the stated objectives is vital to carry out the broad task for the benefit of both individuals as well as the whole country in general. Historically, it
is known that countries who used to be economically dependent on agriculture sectors are now having many entrepreneurs and are driving their main source of income and highly dependent on the industry and service sectors. Thus, the idea of educating the youth about entrepreneurship will be best suited and believed to be beneficial to Ethiopia society in general who is well known for subsistence and labor-intensive agriculture and especially for the young people because they are the one who are most affected by unemployment problem, however, they can still bring new ideas and approaches if they are also given the opportunities like the Ghana people. They can present alternatives to the organization of work, the transfer and use of technology and a new perspective to the market and consequently able to realize the better Ethiopia.

Weakest: Alternative Two

In economics term, high taxes on imported goods and services is believed to contribute indirectly in creation of employment in urban areas as the sectors are encouraged through import substitution strategy, however, this may not always work because it can’t be considered as a long term strategy.

**Efficiency**

b. Strongest: Alternative one

Since there is ongoing schools, sufficient amount of teachers or human capital and an already built up structure under Ministry of Education, therefore, it is affordable and resource wise.

c. Weakest Alternative Two

In favor of the domestic producers in urban setting, import substitution strategies are the highly required and it only needs amendment in the law of imports, however, its
implementation may require a lot of time because of the potential resistance from importers.

**Political Feasibility**

d. Strongest: Alternative one

In both the policy makers and the public, there is positive expectation of high majority acceptance especially by the current ruling party since the youth issue there is highly getting attention, and needed to be solved in the effort of economic development as well as it will have an impact on the government’s reputation among the citizens if it turn out successful.

e. Weakest Alternative Two

It has a potential of making certain group of society unhappy that is importers of goods and services in the country.

**Administrative Feasibility**

f. Strongest: Alternative Two

It is very flexible enough to incorporate future unforeseen events and monitoring and follow up is also easy to administer under the built-in structure under the Tax Authority.

g. Weakest Alternative one

There an already built in structure under Ministry of Education to carry out the alternative. And it is logistically and economically very easy to administer

But it is not as flexible enough as the second alternative to incorporate future unforeseen events.

**Technical Feasibility**

h. Strongest: Alternative one
It is very easy to replicate the alternative in other parts of the country like the rural and remote parts of the country. It is sustainable for long period of time

i. Weakest Alternative Two

This strategy may not be recommended to be considered as a long term solution.

5. Concluding Argument

a. Chosen alternative policy: Alternative one which aims at educating the youth about entrepreneurship is recommended after a detailed review of the evaluation criteria is done.

b. Policy Strengths: What makes it strongest overall is due to positive features of evaluation and the fact that every successful entrepreneur brings about benefit not only for him self/ herself but for the municipality, region or country as a whole incorporating enormous personal financial gain, self-employment, and even employment for others and even emigration of talent may be stopped by a better domestic entrepreneurship climate. Therefore, through integrated effort in education, awareness raising, and other facilitative factors it outweigh the second alternative by encouraging the young to enhance their innovation skill whereby finally it leads to income generation and increased economic growth.

c. Policy implementation

i. Ministry of Education: For most part it is essential to gain the political will of the government starting from conception and understanding its high importance to the current youth issue. The ministry of education is fundamentally responsible to incorporate this kind of educational strategy in its curriculum. Therefore, it is vital to incorporate awareness raising program in advance to key decision makers in the
national policy and key officials from the relevant governmental organizations like ministry of education, youth and sports, NGOs working on the youth and the youth association at each community.

**ii.** One of the Key Decision points that will be encountered during implementation, include winning the current government political will, funding, new ideas and development assistance from NGOs or international organizations whose aims are consistent with this policy objectives.

**iii.** One of the most significant challenges in implementing the policy effectively and efficiently is that under the current climate it might be difficult to gain start up capital to establish an independent entrepreneur’s financial institution or association that is free from governmental interference or other body other than material and financial support.

**iv.** For the policy to achieve its desired outcomes it might take up to 3-5 years.

d. **Policy to educate the urban youth about entrepreneurship.**

The problem of unemployment in the country indicated the acuteness of the issue especially in urban area as compared to the rural ones.

Youth (defined in the National Youth Policy of Ethiopia as those aged 15-29) make up 28% of the population. Although youth face many and diverse problems they are the pillar for a country’s economic development. They are active social agents if they are given the opportunity to do so. It is crucial that these young people realize their rights to access information, life skills, education, and opportunities to participate in community life. Those who fail to find such support may turn to
dangerous patterns of behavior, such as unsafe sex or the use of tobacco, alcohol and face their lifelong consequences. It is found that migrating from rural to urban areas, particularly to Addis Ababa, in search of better job opportunities, is one of the solutions that people in rural areas opt for whenever, they can no longer live in their home area.

Therefore, recognizing the important role of the youth in national development, this paper examined policies that can assist young people in generating self-employment opportunities as one of the burning issue of today’s young generation, and it is revealed that the government of the Federal democratic republic of Ethiopia has put in place policy instruments to empower and mobilize these young people. In light of this, the agricultural led industrialization policy, youth package, investment policy and the different national policies pertaining to different social issues have been introduced and are currently being implemented. All these effort is also meant to enhance the participation of every Ethiopian youth in development efforts.

One of the copying strategies of many unemployed youth found is through creating their own small business, however the young more than adults face more significant barriers in starting a business and best practice shows that their success depends to a large degree on the extent to which a range of integrated services are available to assist business start-ups such as basic entrepreneurship skills training, access to credit and workplace facilities, mentoring, and post-business start-up counseling. Therefore, this policy aims at reducing the barriers that this young people face thereby reduces the unemployment problem among the urban youth through engaging them in entrepreneurship education starting first by incorporating the entrepreneur ship idea in their school and colleges education curriculum. Thereby, they will gradually increase their innovation skill and convert new ideas in to a successful business ventures. Along with a reduction of pressure on the side of government to
provide suitable jobs to its citizens but rather they even would employ their fellows or unemployed ones. In addition, even emigration of talent may be reduced largely by a better domestic entrepreneurship climate.

d. Possible challenges

There is a need to ensure coordination between youth and economic policies since the youth is part of the development effort, therefore, this single policy may not completely solve the unemployment problem, unless and other wise an integrated effort with other strategies are coupled with. For example, unless in the increase in population is checked this problem will persist regardless of how the economy performs. This calls for a well coordinated population policy if the unemployment problem is to be addressed.

The analysis that attempt to still relay on developed nations through international organizations or NGOs to seek funding and development assistance may be considered to hold back the effort towards self-reliance.

e. Response to Challenges

Since we had to prioritize and select the best way to tackle the problem, logically and administratively, it is found that the first alternative is preferable because it is resource wise, politically, technically feasible … etc. to implement and achieve the objectives effectively.

Concluding Thoughts

- “Development assistance” and sharing of knowledge in the form of new ideas and technologies from other countries” is the potential sensible strategy to support the overall development in the country and job creation for the youth. This is because; there is even a saying that shows the importance of shared knowledge. “If you give a man a fish you feed him for a day, if you teach a man how to fish you will feed him for a life time!”
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Urban youth unemployment

and

Its policy implication

Addis Ababa University

Graduate school of social work

SSWA 631-Social Policy Analysis

Dagnachew Alemu

ID. GSR/0022/00
Background

In order of developmental status (170 out of 177 countries listed under low development in 2006), Ethiopia stands among the seventh least underdeveloped countries on Earth and the country is already suffering from high levels of unemployment, food insecurity, and widespread extreme poverty. Despite the development effort of the economy during the past few years, the number of people living below the poverty line has not yet declined, about 60% of the population lives below poverty line (UN, 2006)

Being unemployed is associated with high poverty, lower level of socioeconomic status and lack of skills needed to get gainful employment or start their own income generating activities. Thus, poverty is one of the peculiar features that lead unemployed youth to various social problems. Particularly, those unemployed urban youths have nowhere to go to be engaged in constructive activities. This socio economies situation puts young unemployed people at greater risk of an early age sexual intercourse, unintended pregnancy, multiple sexual partners, STIs and HIV infections, criminal and other socially unacceptable activities than employed youth. Once pregnant, unemployed adolescents are less likely than employed to have safe abortions and are more likely to have a child, or to have unsafe abortions and are more likely to have child, or to have unsafe abortion that can be easily accessible with little cost which most probably lead the youths to serious body damage or death.

However, the prevailing urban youth unemployment and its consequences remain poorly understood and served, and it is only in the last few years that the researchers and policy makers have even
began to shed their traditional ambivalence on the issue. However, this issue can not be resolved in isolation from the comprehensive societal development. Sustained unemployment can make the youth vulnerable to social exclusion. The youth, who join the work force with limited job prospects without basic skills, are mostly at risk for long-term unemployment. Unemployment is still one of the underlying factors that push the youth into unhealthy social behaviors. Hence, researchers and policy makers should exert their effort to investigate its main causes and consequences to come up with satisfactory solutions.

URBAN YOUTH UNEMPLOYMENT

Demographic Situation and Context of Youth in Ethiopia

The definition of youth differs from country to country and even varies with in a given society. Therefore, the age boundaries of this contingent are not comparable in all societies. According to International Labor Organization, the diversity of roles and needs established in each society is believed to be the cause for variation of the definition. As a result many organizations and countries use different definition or cut off points for the categorization of adolescents, youth and young people. The World Health Organization (WHO) for instance, defined youth as those that live within the age group of 15-24 years, and the United Nations also defined the youth as within group of 15-24 years. The Federal Democratic Republic of Ethiopia (FDRE) in its part considers the age range of 15-29 years for the categorization of the youth in the Society (Demographic Health Survey, 2006). After considering all the above, the definition of youth between 15-29 years of age is applied in this paper as it is consistent with F.D.R.E constitution.

According to Central Statistics Authority (CSA), the estimated population of Ethiopia for July 2005 was 73,043,510 of which 61,368,989 are rural and 11,674,521 (16%) are urban (CSA,
Since many of Ethiopia’s citizens reside in the rural areas, the youth population in rural areas is significantly higher than in urban areas.

For example, out the estimated 20.726 million youth population of 2004/5 the largest majority (81.4%) were rural youth while the rest (18.6%) were urban youth.

Definition, Frame and Explanation of Unemployment-Globally and In Ethiopia

Context

Many economists, different institutions and authorities have said much on the issue of unemployment. ILO, for instance, defines unemployment based on the following three criteria that must be satisfied simultaneously;

➢ ‘Without work’
➢ ‘Currently available for work’
➢ ‘Seeking work’ (ILO, 2004)

However, CSA (2006) defines unemployment based on ‘seeking work’ criteria, which refers to taking specific steps in a specific period of time to seek paid or self employment. Likewise, Ehrenberg and Smith (1991) said, “Unemployed are those who have no jobs while they are actively searching for a job and are willing to be employed at the on going wage rate.”

According to what Todaro (1994) wrote, Unemployment was distinguished as:

*Open unemployment:* includes both voluntary and involuntary Unemployed. The voluntary unemployed are those who exclude themselves from consideration of some jobs for which they would qualify, implying that they have some means of support other than employment. Whereas, involuntary unemployed are those who look for jobs, but unable to find it.
Hidden Unemployment: those who are engaged in second choice non-employment activities, perhaps notably educated and those engaged in household chores, primarily because job opportunities are not available:

- At the level of education already attained
- For women, given social mores

In Ethiopian Context

In Ethiopia history, unemployment started getting attention as a social problem after a few decades onwards, mainly after 1970s onwards. The major cause that inspired to consider unemployment as a social problem after 1970s was related with searching for solutions for some social evil acts committed by the youth or other section of the society. When the researchers and other organs pointed out unemployment as one cause that initiated the youth or other section of society to commit socially undesirable acts, the problem began to get attention by the concerned government or non-government organs as a social problem and began to be defined and framed.

Previously, before and during the regime of Emperor Haile Sillasie unemployment was considered as ‘people without work’. However, people were also considered as unemployed even in a situation where they get involved in productive activities and getting income, but if it is without their profession. For instance, those well educated individuals who involved in productive agricultural activities were considered by the society as unemployed. This is because the society expected the educated individuals to be hired in government or non-government institutions as office worker. Hence, the perception of the society towards the concept of unemployment had begun to be changed after a few years onwards and reached to be considered as “without work”, ‘currently available for work’, and ‘seeking work’ in a way how ILO defined it presently.
UNEMPLOYMENT AS A SOCIAL PROBLEM IN ETHIOPIA

Unemployment is a pressing socio-economic problem facing the world. Various studies conducted by ILO indicate that the problem of unemployment is “especially pronounced in developing regions where young people are over 4 times more likely to find themselves unemployed when compared with older workers.” (Zenebe, 2006)

The period of unemployment is the major indicator of the effects on an individual, since the longer a person stays unemployed, the more social problems he/she is likely to experience. In urban areas of Ethiopia more than three-fifths of the unemployed persons have been without work for more than 24 months and 10.5% and 9.1% of unemployed urban population remained jobless for 96 or more months and 25-36 months respectively (CSA, 2004).

Economic Problem of Unemployment

Due to long periods of unemployment, large numbers of youth are dependent as they share the limited resources of the country without contributing any useful activity for its development. Ethiopia has no unemployment benefit system and as such those out of work have to be supported by their families.

Serneel (2001) explains the problem: “to cope with unemployment, households reduce their savings and consumptions”. This dependency while economical has a significant psychological impact on the youth in a way that the youth will develop a sense of hopelessness in their futurity.

Political problems of unemployment

Over the past few years, the political reform from one party authoritarianism to multiparty system in Africa including Ethiopia brought some kind of change or reform in economic programmes. These changes have their own direct implications for employment opportunities. It is therefore most likely that emerging political changes will affect the overall employment situation.
Hence, the unstable political situation will adversely spoil employment condition and vise versa (ILO, 1994:78).

According to Ethiopia News Agency (2005), the widespread youth unemployment in Addis Ababa in year 2004 and 2005 did contribute towards the riots, which took place in Addis Ababa and other urban areas. In these riots the young unemployed made a conflict with the police, destroyed property and created some what a “moral panic” among the media, the ruling party (EPRDF) and the society. The scene reflected lawlessness and chaos which spoiled the peaceful life of the society as a whole.

Social problem of unemployment

Unemployed youth, in their struggle to survive, are compelled to become involved in various morally and socially disapproved activities, conspicuous examples being juvenile delinquency, prostitution, theft, and crime which in turn affect directly or indirectly, the safety, peace, and stability of the country at large. Research reveals that Juvenile delinquency is on the rise. “At the end of 2002 Juvenile offence in Addis Ababa was increasing at alarming rates of more than 5 percent per year.” (Azeb, 2004:5).

Researches show that unemployed youth are at greater risk of unsafe sexual intercourse, unintended pregnancy, multiple sexual partners, STIS and HIV infections. Once pregnant, unemployed youths are less likely than employed to have safe abortion, and are more likely to have a child, or to have unsafe abortion which most probably lead to serious body damage or death. Hence, youth who live in destitute situations have no chance to restrain themselves from socially undesirable activities to sustain themselves.
The Causes of Unemployment in Ethiopia

Based on literatures and other sources there are so many causes for the emergence and prevalence of unemployment globally and nationally. But for the purpose of this paper, I will try to restrain myself on the causes that were not assessed as causes on the national youth policy to address urban youth unemployment problem.

Population Growth

One key conceptual consideration in development planning is the recognition that population is central to development issues and hence population concerns should be treated as an integral part of the broader socio-economic system. In Ethiopia there are practical problems arising from rapid population growth rate mainly in urban areas with which planners and policy makers have to deal with. For instance, according to the 1999 report the total population of Addis Ababa was 2,112,800 and projected to be doubled within ten years. More important perhaps is that based on demographic projections: the economically active population will be increasing at a higher rate than that of population at large. This means that jobs will have to be created at equivalent rates to keep pace with the growth of labour force in the country. But this is not possible at the current economy of Ethiopia and that is why huge youth unemployment continues to exist.

Rural-Urban Migration

Migration is another important factor which directly aggravates urban unemployment in Ethiopia. In 1984, rural-urban migrants were 77.2 percent at national level. Although there was a decline in the proportion of rural-urban migrants between 1984 and 1994, the actual number of such migrants increased by six thousands (CSA, 1994). The 1994 census shows that among the residents of Addis Ababa, 46.4% were migrants from rural areas.
The magnitude of rural-urban migration has greatly exceeded the capacity of the modern industries sector to absorb the urban unemployed (Todaro, 1994).

Contending Views

Previously, rural-urban migration was considered as a means to fulfill the demand of labor force in urban areas both in Ethiopia and other areas. But, Todaro (1997:24) argues:

*In contrast to pro-migration viewpoint, that a three decades of African experience has made clear that rates of rural urban migration have greatly exceeded rates of urban job creation and swamped the absorptive capacity of both formal sector in industry and urban social services. Migration can no longer casually viewed as beneficial process necessary to solve problems of growing urban labor demand. On the contrary, migration today remains a major factor contributing the phenomenon of urban surplus labour, a force that continuous to exacerbate the already serious urban unemployment problem.*

Even if Ethiopia is one of the least urbanized countries in the world, the current urban growth is unparalleled. “Between 1970 and 2000 Ethiopia’s level of urbanization had more than doubled from 8.6 to 17.6 percent. By 2020 nearly one third of the Ethiopian population will be urbanized.” (Taddesse and Shwaye, 2003:9).

Thus, rural-urban migration can not be taken as a means to fulfill the demand of labour force in urban areas.
III Education System

Todaro (1997) states the idea that education plays a positive role in the development of society by promoting a range of activities, which stimulate creativity and innovation if it is correctly used.

But the education system in Ethiopia is more theoretical and not designed to link theoretical knowledge to practical real-life problems. The generation of education and training in Ethiopia has its own problem in terms of both quality and quantity. Qualitatively, the student’s capacity to use what had been taught is weak in both theoretical and practical subjects; learning has focused on the rules to be memorized and reproduced in the examinations rather than to be applied in the real world. In quantitative terms also, the labor force is not only badly trained but also receiving education that fails to match the quantitative requirements of the economy.

The Ethiopia education system showed little concern about students after leaving school. The mismatch between the qualification of students and the demands of employed has become a serious issue with the growing unemployed school leavers (UN commission for Africa, 1972).

The Interaction of Causes

As the result of the poor absorptive capacity of the economy, the high rate of population growth as well as rural-urban migration, the problem of unemployment is growing rapidly in Ethiopia, mainly in urban areas with youth accounting for the largest percentage. We can see how the above causes interacts each other to aggravate the problem and to bring it to the present situation in the country from the following two questions:

1. How could Ethiopia provide basic education qualitatively and quantitatively to all growing population?
How could Ethiopia be expected to create thousands of additional productive jobs every year when it can not provide enough jobs for those unemployed currently?

Trends and severity of urban unemployment in Ethiopia

The problem of unemployment among the Ethiopian youth for the last few decades and still the present has become a great headache. The tables provided below show the trends and the condition severity of unemployment rate in the country in the year 1999, 2003, 2004, 2005, and 2006. It was conducted by the Ethiopian Central Statistics Authority in a nation wide labor force survey.
Table 1.1 unemployed population by age group, sex and unemployment rate, urban and rural

<table>
<thead>
<tr>
<th>age Group and sex</th>
<th>urban + Rural</th>
<th>URBAN</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Economically active Pop'n</td>
<td>Unemployed Population</td>
</tr>
<tr>
<td>15-19</td>
<td>4343131</td>
<td>493576</td>
</tr>
<tr>
<td></td>
<td>2281872</td>
<td>147237</td>
</tr>
<tr>
<td></td>
<td>2061259</td>
<td>346339</td>
</tr>
<tr>
<td>20-24</td>
<td>3557947</td>
<td>452460</td>
</tr>
<tr>
<td></td>
<td>1754894</td>
<td>129452</td>
</tr>
<tr>
<td></td>
<td>1803053</td>
<td>323008</td>
</tr>
<tr>
<td>age Group</td>
<td>Total Unemployed Population</td>
<td>Unemployment Rate</td>
</tr>
<tr>
<td>-----------</td>
<td>-----------------------------</td>
<td>-------------------</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>male</td>
</tr>
<tr>
<td>15-19</td>
<td>191029</td>
<td>70273</td>
</tr>
<tr>
<td>20-24</td>
<td>282192</td>
<td>99944</td>
</tr>
<tr>
<td>25-29</td>
<td>210966</td>
<td>62877</td>
</tr>
</tbody>
</table>
Table 1.3 Urban Youth Unemployment Rate by Age and Sex Country Total Oct.2003 and April 2004

<table>
<thead>
<tr>
<th>Age group</th>
<th>Total Unemployed population of April 2004</th>
<th>Unemployment Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Total</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Oct-03</td>
</tr>
<tr>
<td>15-19</td>
<td></td>
<td>151959</td>
</tr>
<tr>
<td>20-24</td>
<td></td>
<td>249253</td>
</tr>
<tr>
<td>25-29</td>
<td></td>
<td>175705</td>
</tr>
</tbody>
</table>

Table 1.4 Urban Youth Unemployment Rate by Age and Sex country total 2005
<table>
<thead>
<tr>
<th>age group</th>
<th>Total Unemployed population</th>
<th>Unemployment Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>total</td>
<td>male</td>
</tr>
<tr>
<td>15-24</td>
<td>731484</td>
<td>183924</td>
</tr>
<tr>
<td>25-34</td>
<td>437515</td>
<td>106575</td>
</tr>
</tbody>
</table>

Table 1.5 Urban Youth Unemployment Rate by Age and Sex

Country Total 2006

<table>
<thead>
<tr>
<th>age group</th>
<th>Both sexes</th>
<th>Unemployment Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Oct-03</td>
<td>Apr-04</td>
</tr>
<tr>
<td></td>
<td>rate</td>
<td>size</td>
</tr>
</tbody>
</table>

| 15-19     | 37.3 | 33.2 | 23.1 | 132182 | 31 | 28.8 | 19.4 | 46273 | 41.3 | 36.3 | 25.7 | 85909 |
| 20-24     | 39.9 | 36.2 | 26.1 | 221333 | 31.9 | 27.9 | 19.6 | 80303 | 47.9 | 43.6 | 32.3 | 141030 |
| 25-29 | 29 | 25.6 | 19 | 1555.9 | 18 | 16.1 | 12.4 | 52320 | 39.2 | 35.5 | 26.1 | 103189 |

Urban Youth Unemployment… 16
According to the 1999 nationwide labor force survey, 1,866,538 economically active (within the ages of 15-64) and able-bodied, but unemployed people. The fact that 1,242,520 or 66.57% of unemployed were youth shows that the youth are highly suffering due to economic problems. On the other hand, 888,197 or 71.45% were females while the rest 354,323 or 28.52 percent were males. The level of unemployment in rural and urban areas was 52.6% and 47.4% respectively. The number of unemployed youth in urban areas (610,912 or 5.41%) compared with the country’s total number of youth capable of working (11,294,429) is relatively high, although the rural population and youth represent by far the largest majority of the Ethiopian population and youth (631,608 or 5.6% rural youth unemployed).

The survey result reveals that in 2003, there were 1,010,375 unemployed urban persons, out of whom males were 345,901 (17.5%) and females were 664,474 (35.1%). This means that the rate of unemployment in the current status approach for urban areas of the country was 26.1 percent. Regarding the age pattern of unemployment, the rates are higher for the younger groups, of the total unemployed urban population, 684,187 (67.72%) were aged 15-29, from which males were 233,094 or 34.07 percent and females were 451,093 or 65.93 percent. This means that young women were more vulnerable to be stayed longer as unemployed.

A study conducted by the CSA in April 2004 in urban areas of the country shows the number of the unemployed youth (15-29 years of age) were 576,916 or 31.5% out of which 375,272 or 20.5% were females and 201,644 or 11% males. The survey result reveals that in April 2004 totally there were 845,913 unemployed urban persons, out of whom males were 304,547 and females were 541,366. This means that the rate of unemployment for urban areas of the country was about 23 percent and the women covered the large portion of it.
In March 2005 there were 894,177 urban unemployed persons, out of whom males were 291,709 and females were 601,468. This means that the rate of unemployment for urban areas of the country was 20.6 percent. Unemployment rate by age group was found to be higher for the age groups 15-29, which constituted the total 1,004,595 unemployed, of whom 750,214 were Females (both rural and urban youth together, due to the data is unavailable separately).

The survey result reveals that in April 2006 the overall urban unemployment rate in the current status was 16.7 percent or 767,051, of which females were 22.1% or 493,919 and males were 11.5% or 273,133. Toward age groups the youth (15-29 aged) constituted 509,024 of the total unemployed urban population, of which 178,896 or 35.14 percent were males and 330,128 or 64.86 percent were females. This shows that the young females carried the greater portion of the yoke of the problem.

Generally, when we see the trend of unemployment in the country: in the 1994 population and Housing census, the urban unemployment rate was 22 percent and then increased to 26.4 percent in 1999 (CSA, 1997, 2000). The unemployment rate as registered in the urban Biannual Employment and Unemployment Surveys of October 2003 and April 2004 were 26.2 and 22.9 percent, respectively. In March 2005 National labor Force survey and April 2006 Employment Unemployment survey, the rates had further declined to 20.6 percent and 16.7 percent, respectively. Decline in Unemployment could occur either due to creation of new jobs or increase in the proportion of persons attending schools instead of search for job.

Policy Analysis

Policy is a guide to achieve what people value, given the input of their own knowledge and experience. Policy often is a less obvious, less articulated part of behaving and acting than are values, knowledge, or experiences. A policy may be thought of as a more or less formalized, internal set of
guides, sometimes subject to change, that directs a person’s action in relating to others, in meeting needs, or in explaining and justifying action. Such guides do not merely prescribe courses of action: they also place restraints on what people are permitted to do (Pierce, 1984).

The Ministry of Youth and Sport formulated the current national youth policy of Ethiopia in March 2004 in which various stakeholders and partners at national and regional levels as well as the youth themselves were widely involved. The process started with the formation of a 25-members taskforce drawn from 16 federal level government and non governmental organizations. The taskforce was set up to conduct a study on the “general situation of the Ethiopia youth”. As much as possible the policy makers tried to broaden the scope of the policy to assess the general situation of the youth. For instance, the policy tries to address the youth situation from different major perspectives of:

- Youth, democracy and good governance
- Youth and economic development
- Youth, education and training
- Youth and health
- Youth and HIV AIDS
- Youth and socials evils
- Youth, culture, sports and recreation
- Youth and internationalism
- Youth that needs special attention.
Thus, having assessed the problem of urban youth in relation with the situation of youth unemployment, I will now try to see the national youth policy from the youth and economic development major issues.

The Current policy

Vision

To create an empowered young generation with democratic outlook and ideals, equipped with knowledge and professional skills, get organized and built on ethical integrity.

Objective

To bring about the active participation of youth in the building of a democratic system and good governance as well as in the economic, social and cultural activities in an organized manner and to enable them fairly benefit from the results.

Major policy issue: youth and economic development

• facilitate conditions under which the youth would participate in the formation, implementation and evaluation of existing national policies, strategies and programs or other that would be formulated in the future, intended to bring about sustainable development, and fairly benefit there from.

• Facilitate favorable supporting conditions that would enable youth create new jobs for themselves based on their competence and talents and to benefit there from.

• Facilitate conditions that would enable the private sector to enhance its role in terms of creating job opportunities, increasing the chance of employment of the youth and the benefits they get there from.
• Create conditions that would increase youth participation in and benefits from both the formal and informal employment opportunities, by putting in place employment policy and system to help alleviate youth unemployment and under employment problems.

• Conduct studies on ways of expanding off–farm activities and related services and create conditions for youth to participate in and benefits from such ventures.

Implementation strategies

I. Conducive legal, policy, strategy and program environment shall be created for enabling youth to actively participate in and benefits from political, economic, social and cultural activities of the nation.

II. Youth entrepreneurs and those with special talent and capabilities shall be provided with various forms of capacity building and technical support to enable them further develop their production capacity and productivity and there by to increase their participation and benefits.

III. Various award and encouragement programs shall be organized for youth who become role model in jobs creation: scoring outstanding achievements in production and productivity through the use of their special talents and capabilities in order to encourage them to be more devoted to their work and further develop their participations and benefits.

IV. An information exchange network shall be set up, which will facilitate an efficient and integrated exchange of youth-focused information amongst various youth organizations, government bodies, the private sector and civil society in such a way as to ensure an active participation and fair benefits of the youth.
Responsible organ for carrying out the policy:

- The government-the Ministry of youth and sport, the Ministry of labor and social affairs, the Ministry of trade and industry
- the youth
- The family
- The civil societies

Though the policy has an immense profit for the youth through addressing youth problems from various dimensions, still there are gaps that should be assessed to maximize the advantages of the youth more and more. Accordingly, the current youth policy and major strategies are drafted based on the following major issues to address urban youth unemployment:

- Making the urban youth direct participant and beneficiary by expanding micro and small enterprises
- Make the employment opportunities broader for the urban youth to be employed both in government and non-government organizations.
- Create employment opportunity for the urban youth by expanding urban agriculture.
- Facilitate special programs for the urban youth to be beneficiary from the loan system.
- Create favorable condition for the urban youth to get training to develop professional knowledge and skill so as to be active participant of the economy.
- Create available market for the youth to sell their products and get access to raw materials easily.
However, there are still major policy issues that should be assessed and studies to alleviate youth unemployment problems. Thus, I will try to provide alternative policies and major strategies based on the gaps of the existing policy.

**Alternative policy A**

**Policy objectives**

- Enable the youth to be aware of the objectives and principles of the policy issue so as to have common view and outlook towards it: as well as create an enabling environment so that the youth can get access to information’s freely, actively participate in the country’s efforts to control population pressure.

- Facilitate conditions under which the youth would be able to participate in the planning and decision making process of family planning

- Enable the youth to know about controlling population growth as one means to alleviate unemployment problem: and empower them to be citizens who fight large number of families and early marriage.

**2. Implementation strategies**

- Promote forums/sessions on which the youth will have due participation and their constructive ideas taken as input in the formulation of policies and strategies and enable them to benefit from their participation.

- Create favorable conditions for the youth to know about family planning through educational curriculum, health centers, mass media and other available sources.

- Create favorable conditions for the youth representations of youth organization in the formulation, implementation and evaluation of programs in relation to family planning so that the needs, concerns and potential roles of the youth could be taken into account.
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Alternative policy B

Policy objectives

➢ Enable the youth to actively participate in educational and awareness creation activities undertaken by the family, community, schools, civic associations, and mass media on the impact of rural-urban migration.

➢ Develop a conducive environment for the rural youth to get services and facilities in their own respective areas.

➢ Enable rural youth to be actively involved and benefit from activities which are directed for expanding and constructing youth-focused development in their respective areas

Implementation Strategies

➢ Develop the curriculum in our schools which prepares learners in way they may work towards the betterment of their rural life. Likewise the school curriculum teaches student what the urban life is like.

➢ Efforts shall be made to establish youth recreational and service giving centers available for rural youth.

➢ Create favorable conditions for the rural youth to be incorporated in the safety net program

The Scope of the Policies

Whenever policy is formulated, it should as much as possible try to address the problem or the situation in a desired manner, and hence its scope will be broader to touch and answer the needs of that specific population to a greater extent. Thus, the scope of these alternative policies is as much broader from actively involving the youth in the formulation of the policies to address their needs and interests up to participating the youth in the policy implementations and evaluation.
When I compare the three policies described above with respect to effectiveness, though all have their own strengths to be effective in their own regards, I think the current policy would be more effective on the eyes of the other two polices. This is due to the fact that unlike others the current policy primarily targets on the immediate needs of the youth through supporting conditions that would enable youth to create new jobs for themselves based on their competence and talents; and the current policy also recognizes the private sector to enhance its role in terms of creating job opportunities. Mostly in Ethiopia the main problems that deny the youth to get jobs or to be involved in productive activities are lack of initial capital, knowledge, skills, very limited employment opportunities and others. So, creating favorable youth supporting strategies through encouraging the youth by giving initial capital and trainings will play a paramount role in alleviating unemployment problem effectively.

Though alternative policy A has its own pivotal role in alleviating unemployment problem, it may be less effective compared with the other two policies (current policy and alternative policy B). This is mainly because of controlling population pressure may not be a guarantee for a country to have more employment opportunities in the absence of economic development and investment. This is the an open secret for many African countries like Eritrea, Djibouti, Gambia and others which do have small population number but victims of wide prevalence of unemployment.

Efficiency

It is very difficult and costly to address urban youth unemployment with out addressing rural unemployment. It is true that the variation in development endeavors and service facilities between rural and urban areas are only the primary causes for rural - Urban migration. Unless this rural urban
migration is properly managed, other strategies and methods formulated to address urban unemployment would be costly and difficult. Most scholars agreed that creating a single employment opportunity in urban areas without parallel development in rural areas would triple unemployment in urban, because people are pulled to urban areas by the existing situation. In this regard, it is alternative policy B that creates an enabling environment for rural youth to be actively involved and benefit from activities which are directed for expanding and constructing youth focused development in rural areas.

Moreover, the current policy has also a significant role in achieving into targeted objective with respect to efficiency since it emphasized on private sectors to flourish investment and expand employment opportunity. This is possible by the existing policy of the country which encourages privatization but alternative policy A is less efficient in its cost analysis when it is compared with the other two policies, because the efforts and costs put forward to control population pressure may not be a guarantee for the future employment opportunity in the absence of economic growth and investment in a country.

Political feasibility

The current policy recognizes the role of private sectors in terms of creating job opportunities and expanding investment of the country. This goes in line with the government policy of privatization and liberalization which paves the way for the current policy to be more acceptable in political arena. The current policy can get allegiance from the government by its major policy issue of youth participation in the formation, implementation and evaluation of the existing national policies which strengthened government policy of establishing youth associations and enable the youth to participate in different agendas of their country through youth forums and other available means. It is due to this fact that youth associations and Forums are established in all F.D.R.E. regional or state
governments. Moreover, the current policy also states about creating favorable supporting conditions that would enable youth to create new jobs which is aligned with government determination to support unemployed youth through all available or possible means.

Furthermore, the government of Ethiopia has now begun to recognize the challenge of the alarming rate of population growth on the economy, social and political life of the country. So, Alternative policy A will be adhered by the government for its addressing the issue ahead.

However, Alternative policy B whose major issue is rural - urban migration may be less politically feasible when we compare it with the other two policies because of the existing contending views. Some people believed that there is high expansion and development of industries and service giving centers around urban areas so that rural-urban migration may fulfill the labor force needed but others argue that migration today becomes a major factor contributing to the phenomenon of urban surplus labor and exacerbate the already serious urban unemployment problem. So, in comparison, alternative policy B may be less politically feasible because we may have conspicuous political personalities who may still believe in pro-migration viewpoint.

Administrative Feasibility

Administratively, the current policy is much stronger than alternative policy A and B because of three main factors:

- The availability of the government body in place
- It is easy to be implemented
- The existing of available institutions to implement.

So, to understand this fact, it is better to see some of the major policy issues of the current policy. Major policy issues of the current policy are: creating conducive environment for youth
participation, facilitating favorable supporting situations and creating conducive environment for private sector to enhance investment and employment opportunities.

Thus, the existing government organs and institutions that work on youth like the Ministry of labor and social affairs, Ministry of youth and sport, the Ministry of Trade and Industry, youth Associations, and youth forums play a paramount role in administration arena of the current policy. This is due to the fact that we can create favorable condition for the youth to participate on different economic aspects through youth associations and forums. It is also possible to facilitate conducive supporting conditions for the youth through different institutions like micro finance and micro enterprises. Moreover, it is also easier to administer the private sector to enhance its role in terms of creating job opportunities since the government is following the policy of privatization and liberalization. Thus, the alienation of major policy issues and the existence of available institutions make the current policy is stronger with respect to administration feasibility.

However, alternative policy B is administratively less feasible than the other two policies for various reasons. It is true that though we try a lot to alleviate rural urban migration by studying the causes and to come up with satisfactory solutions, we do not have a guarantee to alleviate the problem because the decision is on the hands of the migrants. It is possible to fulfill the required awareness creation program, and needed investment and service facilities in rural areas but it is impossible to set up a government organ or institution that can ban rural-urban migration. This is because people have inviolable and inalienable rights of movement as per the constitution of F.D.R.E government.

Sustainability

To make policies more sustainable, beside other factors, the immediate and long-run effects of the policy should be taken into account. In this regard, Alternative policy B through giving due
attention for rural-urban migration as its major policy issue is stronger with respect to sustainability than the other two policies. This is due to the fact that for instance, according to the 1994 population census among the residents of Addis Ababa, 46.4% were migrants and more than half percent by the total unemployed people in the city were also migrants. So, this shows that how much rural-urban migration takes the share in exacerbating the problem in urban areas. Thus, creating mechanisms to control the influx of people to urban centers mainly through creating an enabling environment for rural youth to be actively involved and benefit from activities which are directed for youth focused development in rural areas. This can bring a long run effects in addition to the immediate impact on urban youth unemployment to make sure the sustainability of the policy.

However, the current policy by giving much emphasis on the immediate solutions for the problem through giving trainings and supporting conditions would enable youth to create new jobs. As most scholars and Economists agree, emphasizing on the short period solutions to create jobs for the existing unemployed youth in urban areas without digging far deep to come up with sustainable solutions, may even exacerbate the problem. It may initiate the rural youth to migrate to urban centers by observing the limited attempt to create job opportunities in urban areas. Hence, what we think as solutions may oppositely aggravate the problem beyond one can expect.

CONCLUDING ARGUMENT

The policy I Recommend

By comparing the three policies, the current policy, Alternative policy A and Alternative policy B, I recommend the combination of the current policy A and Alternative policy B by considering their advantages in addressing the problem. For instance, I prefer the current policy A because of:-
- Its advantage in creating conducive environment for the youth participation in the formation, implementation and evaluation of national policies
- It can fulfill the immediate needs of the youth through supporting conditions that would enable youth to create new jobs.
- It is also more advantageous with respect to political and administrative feasibility.

I will also recommend Alternative policy B for the following reasons.
- It has great role in bringing sustainable and long-run positive effect in solving urban youth unemployment.
- Directly, it is also addressing the issue of equity in service facilities and development aspects between rural and urban areas besides addressing the issue of unemployment.

However, Alternative policy A, though it has immense advantages in addressing the problem, needs some supplementary factors to be successful in addressing the problem. This is mainly because other requirements should be fulfilled. For instance, controlling population pressure by itself can not be a guarantee to alleviate unemployment problem in the absence of economic growth and development in a country.

Policy Implementation

For effective implementation of the policy, the devotion, commitment and determination of the government in line with other concerned organs like civil societies, families and concerned group of people are required to a greater extent. For this reason, the policies that I recommended earlier: the current policy and Alternative policy B, need the commitment of government ministries, civil societies, the family and the youth to be implemented effectively. As the result, for the current policy, it is evident that the already established government ministries and institutions, and some civil societies like self-help Development Organization are acting to accomplish the objective. Likewise,
for alternative policy B, I need to forward the organs that are expected to implement the policy. For instance:

- The Ministry of Agriculture and Rural development: required to create favorable condition for the rural youth to incorporate them in the safety net program.
- The Ministry of Education: needed to develop the curriculum in schools which prepare learners to work towards the betterment of their rural life.
- The Ministry of Youth and Sport: has a greater role in creating conducive environment for the youth to establish youth associations and forums
- the Ministry of Labor and Social Affairs: required to make the qualitative and quantitative data about the target population

Unless the devotion of the youth, the support of civil societies and family are complementing the government effort, it will be difficult to implement the alternative policies effectively. The alternative policy is expected to achieve its desired outcomes within 5 years period in line with the current policy which has already been formulated for five years period.

Significant challenges for the effective and efficient implementation of the policy will be:

- Lack of Resources including the budget
- The need of joint commitment of the government, civil societies, the family and the youth
- Level of awareness of the youth, etc

Key Decision Points

- Micro-Finances and Small Enterprises
- Youth Associations
- Civil Societies like - Self help development association
- Idirs

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Summary

As a result of the poor absorption capacity of the economy, the high rate of population growth as well as rural urban migration, the problem of unemployment is growing rapidly in Ethiopia, mainly in urban areas with youth accounting for the largest percentage. The fast-growing population of children and youth significantly increases the future entrants to the labor market and points to the magnitude of the problem and the amount of job creation required in the year ahead.

One method for combating unemployment and poverty is job creation. A well functioning economy is perhaps the most fundamental factor for the reduction of unemployment. The history of countries that have succeeded in reducing poverty meaningfully suggests the importance of high rate of economic growth, which creates more job opportunities.

Nevertheless high economic growth by itself is not adequate. The government of Ethiopia claims that it has achieved moderate economic growth since 1990s. Despite this better economic performance, employment creation in Ethiopia has been limited. The economic growth was not accompanied by creating a large number of jobs for the unemployed youth. As a result, unemployment is the most perplexing and serious problem currently confronting the country.

According to central statistics Authority (CSA) estimate, the urban areas are currently growing at around 6% per year. The high influx of people into cities and towns, slow economic growth and low level of investment compounded with high rate of population growth has resulted in exacerbated unemployment in urban area.

No one denies the very fact that unemployment should be avoided from the face of the earth. Hence, the current policy and the alternative policies shall at least attempt to address the issue when implemented in an integrated way. The alternative policies enable the youth to know about the
impact of population growth and create favorable condition for rural youth to be actively involved and benefit from activities directed at expanding youth focused development in rural areas.

Challenges That Might Be Forwarded By Others

Someone might challenge my arguments with respect to problem analysis by raising some critical issues. People may argue:

- Global and continental experiences are not taken sufficiently in the problem analysis
- Absence of information with regard to the types of unemployment
- The problem is analyzed to some extent in a general term - urban youth unemployment but they may claim that it can be analyzed in a more specific term like educated youth unemployment, uneducated youth unemployment.

In addition, the issues that can be raised to challenge me with respect to the evidences that I have put forwarded to defend the selected alternative policy B and the current policy are the following.

- Someone can raise the issue of sustainability on the preferred current policy due to the fact that the central focus of the policy is creating conducive supporting condition for those youths who are already victims of the problem. Yet, it doesn't give attention on the prevention to protect potentially vulnerable youths. Hence, the issue of sustainability will be under question mark since alleviation has been given due attention than prevention.

With respect to the preferred alternative policy B, the challenges will be:

- the fact that it takes longer time duration to achieve its desired outcome although the policy has a paramount importance in bringing sustainable and long-run positive effect in solving the problem. This is due to the fact that rural urban migration can be reduced or alleviated through high level of investment in rural areas and wide range of awareness creation program which
might take long periods of time and high budget. Hence, the policy may not address the immediate needs of the youth that are already victims of the problem.

Response for the Challenges

Challenges always lead people to success. As many Economists argue, challenges emanate from the limited capacity of people to perform their tasks effectively and efficiently in addition to the limited resources of the world. Yet, people's deeds are always vulnerable for limitations and criticisms. Hence, the above forwarded challenges are reflections of this reality.

However, the challenges that might be raised with respect to my problem analysis can be responded in the following manner.

- It is true that I could not look at the global and continental experiences sufficiently in this paper in addition with absence of detail information on the type and other variables of unemployment. This is mainly because of page limitation of the assignment and their limited importance to address what I am going to address.

More over, the challenges that might be raised against the preferred policy are mainly related to the limitations of the administrative feasibility, and effectiveness than alternative policy A and B. However, it is also less sustainable and efficient than alternative policy B. So, the challenges that might be raised against the specific policy goes in line with the limitation of that policy.
In short, the following table summarizes the discussion above.

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