

Ethiopia

National Refugee Strategy for Prevention and Response to Sexual and Gender based Violence 2017-2019



The National Strategy for Prevention and Response to Sexual and Gender based Violence (SGBV) for the Ethiopia Operation 2017-2019 is mainly based on the *UNHCR Action against SGBV (2011)* and was developed following a Strategy Review Workshop held in Addis Ababa in May 2017. The workshop was attended by 46 UNHCR and partner staff from a total of 16 agencies, namely Administration for Refugee and Returnee Affairs (ARRA), Save the Children International (SCI), Plan International Ethiopia (PIE), Innovative Humanitarian Solutions (IHS), Norwegian Refugee Council (NRC), Danish Refugee Council (DRC), International Rescue Committee (IRC), International Medical Corps (IMC), Rehabilitation and Development Organization (RaDo), Development and Inter-Church Aid Commission (DICAC), Jesuit Refugee Service (JRS), African Humanitarian Action (AHA), Partnership for Pastoralists Development Association (PAPDA), UN Women, United Nations Children's Fund UNICEF and United Nations High Commissioner for Refugees UNHCR. The staff who participated in the two day review workshop are working in the areas of Child Protection, SGBV, Education, Disability or general Protection across all six refugee operations in Ethiopia.

SGBV goals, strategic intervention areas as well as priorities outcomes are outlined from page 4 and were developed following a stocking taking exercise (where are we now) which is summarised in annex 2 of the strategy.

KEY SEXUAL AND GENDER BASED VIOLENCE ISSUES

Population Statistics Overview

Ethiopia is hosting 838,722 refugees from South Sudan, Somalia, Eritrea, Sudan, Yemen, and the Great Lakes region, as of 1 June 2017. More than 87,000 South Sudanese arrived since September 2016, and were registered in the western Gambella Region, bringing the total number of refugees in Gambella region alone, to more than 376,000 individuals. In April 2017, the most viable option for new arrivals in Gambella region has been their relocation to the new Gure Shombola Refugee Camp, in the Beneshangul-Gumuz Region. The second largest refugee population in Ethiopia, comprises of over 200,000 Somali refugees, mainly residing in the Melkadida and Jijiga camps in the Somali Region. Eritrean refugees with more than 160,000 mainly reside in camps in Tigray, Afar Regions and urban settings in Mekelle and Addis Ababa. Despite the encampment policy the Government of Ethiopia (GoE) adopts, there are over 19,000 refugees living in the urban settings of Addis Ababa and Mekelle under the Urban Assistance programme and the Out of Camp Policy.¹

General Overview: Sexual and Gender based Violence- Ethiopia

Gender power imbalance, prevalent gender inequalities, impunity and gender discrimination remain the root causes of sexual and gender based violence (SGBV) in Ethiopia². While recognising that women, girls, men and boys face SGBV, women and girls nevertheless continue to be the most affected. In a country hosting over 800,000 refugees of which **50%** are women and girls, they constitute the majority affected by different types of SGBV; including intimate partner violence, socio-economic, emotional and sexual violence, as well as harmful traditional practices, mainly female genital mutilation and early marriages.

Unfortunately as exists in many other countries, the predominant impunity of perpetrators of SGBV places especially women and girls at continuous and compounded risk of SGBV, whereby human rights violations are deemed justified under certain cultural and traditional norms and accepted by the community. Furthermore, both refugee men and women are directly affected by the lack of self-reliance opportunities and the absence of these opportunities result into poverty and socio-economics insecurity, which is one of the main contributing factors to SGBV. While a community based protection approach is well- adopted in the Ethiopia operation, meaningful participation of women and girls is still limited. Women and girls among the refugee populations do not feel empowered enough to be active members of community. In addition, girls still fall victim to harmful traditional practices such as; female genital mutilation and early marriages among the majority of the refugee population in Ethiopia. These harmful practices are still taking place due to deep-rooted cultural beliefs and socio-economic reasons. Adding to the risks, due to shortage of funds for food and assistance programmes, some women and girls are inclined to engage in survival sex as a negative

¹ The Ethiopia Government maintains an encampment policy requiring refugees to reside in designated camps. On exceptional basis, the Government allows certain refugees to reside in the urban areas, primarily Addis Ababa. They include: refugees in need of special medical attention unavailable in camps; refugees with serious protection concerns or inability to stay in camps for humanitarian reasons; and self-supporting Eritrean Refugees enrolled in the Out-of-Camp Policy (OCP). The Government has also made a decision to include all Yemeni nationals and other non-African refugees in the Urban Programme.

² SGBV: "violence that is directed against a person on the basis of gender or sex. It includes acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion and other deprivation of liberty..." UNHCR. (2003) Guidelines for SGBV against refugees and Internally Displaced persons, Guidelines for Prevention and Response.

Key SGBV Issues – Ethiopia

Harmful Traditional Practices, Domestic Violence, Survival Sex, Limited Fuel & Energy Supply, Limited Access to Justice, Limited Access to Services by Men and Boys, Limited Access to Opportunities by Women and Girls, and Limited Activities for LGBTI

copied mechanism, which also exposes them to risks of HIV/AIDS and sexually transmitted diseases, making them susceptible to sexual exploitation and abuse. Refugee women and girls in Ethiopia still face SGBV, including rape, when they are collecting firewood due to limited alternative energy resources. Conflicts with the host community and physical violence have also been reported mainly against women and girls, as collecting firewood falls within their regular household

responsibility. Denial of resources and opportunities is a challenge mainly women and girls face; especially accessing education, and having control over household income. Only 5.2% of girls' access secondary education as they often drop out of school to get married, take care of household chores and other caretaking responsibilities. Attention should also be paid to the possibility of SGBV risks that girls experience while at schools, mainly perpetrated by some of the teachers. Having said that, men and boys are not immune to SGBV, there are challenges for them to receive the appropriate support due to fear of stigmatization and a lack adequate prevention and response mechanisms. Despite the availability of services targeting men and boys in Ethiopia, the outreach programme remains weak and a lack of awareness is an ongoing issue. There are also no activities undertaken to raise awareness on the rights of Lesbian, Gay, Bisexual, Transgender and Inter-sex (LGBTI) persons, with support minimal due to underreporting. It is worth mentioning that homosexuality is criminalised under the Ethiopian law which may lead to imprisonment for up to 15 years. In addition, there are other religious and socio-cultural elements which deter LGBTI persons from reporting the protection risks they face.

The current strategy has evolved from the first national SGBV strategy for Ethiopia 2014-2016, where all past, current and planned efforts on SGBV prevention and response were embedded in. The identified SGBV challenges over the past years within the existing programmes were used to define the needed efforts to strengthen the prevention and response to SGBV. Annex two details the main challenges identified by UNHCR and partners in relation to prevention and response, legal and policy framework, knowledge and data, coordination, human and financial capacity and advocacy and awareness raising. These challenges were linked to opportunities – listed in annex two- provided by different factors including the new developments related to pledges and comprehensive refugee response framework. The strategy also strongly advocates for expanding efforts to work closely with relevant line ministries and development agencies.

The current SGBV **Prevention Programmes** are based on components of increasing the awareness within the community, as well as using community structures for different outreach activities. Some proposed examples include undertaking **outreach activities** through different community structures, including home visits, tea talks, and trainings, amongst other activities. In addition, **focus group discussions** are conducted with refugee communities to discuss measures to protect girls from harmful practices such as FGM and early marriages. **Awareness raising on SGBV targeting men and boys**, focusing on how they can be active agents and role models in preventing and responding to SGBV, is another example.

With regard to the current **SGBV response programmes**, it include individual case management, provision of material support, and referral to physical protection, medical and psychological services and, when available, to legal services. This is done as part of the existing SOPs and referral system at the operation

level. The following are additional examples of the SGBV response programme: different **skills building activities** to SGBV survivors and female heads of household, **child friendly spaces** with psychosocial support services, **women and girls wellness and friendly centres** providing awareness raising, skills building, recreational activities, psychosocial support and case management. In addition, **community based complaint mechanisms** on Prevention of Sexual Exploitation and Abuse (PSEA) are operational in Melkadida and Gambella camps. There are few **safe houses** to provide physical and psycho-social support for SGBV survivors. Moreover, there are **capacity building activities** targeting government officials, implementing partners and UNHCR staff at national and field levels, and capacity development for specialized staff such as **training social workers and partner staff on counselling SGBV survivors**. Additionally, mobile courts are present in Melkadida and Jijiga camps to provide legal assistance to refugees, including to SGBV survivors. The following section will outline where we want to be in three years while bearing in mind the past and current efforts.

Legal Framework: Different national legal instruments are put in place to protect Ethiopian women from domestic violence and ensure equal protection of the law, equality in marital affairs, protection from harmful traditional practices, and access to family planning information and services, among others. To be more specific, article 7 of the Family Code prohibits marriages for both men and women under the age of 18, while article 50 emphasises on the equal rights between spouses.³ The Constitution of Ethiopia has recognised protection from domestic violence as one of the fundamental rights, and it has also confirmed that all ratified international instruments are integral parts of the law of the country, which includes African Charter on Human and People’s Rights, CEDAW, ICCPR and ICESCR⁴. In its article 35, the Constitution confirms equality between men and women and their rights to participate and compete in political, social and economic life on the basis of equality, among other fundamental rights.⁵ In light of the Constitution, more specific gender sensitive law such as family law and criminal panel code were issued.⁶

With the national Refugee Strategy to Prevent and Respond to SGBV, UNHCR and partners strive to ensure adherence to national laws of Ethiopia and be guided by the set goals which aim at protecting refugees from SGBV, and respond by facilitating the access of SGBV survivors to services including justice as per the country’s laws

New developments

Historically whilst Ethiopia has operated an open door policy towards refugees, its long term policies regarding local integration and work opportunities for refugees have been limiting. This is noted as well through the Government of Ethiopia’s reservation to the 1951 Refugee Convention on wage-earning employment and access to public education as well as a wide application of the encampment policy. However significant commitments were made by the Government of Ethiopia at the Leaders’ Summit on Refugees in New York in September 2016 in which it announced plans to expand its support for refugees and facilitate the local integration of those that have remained in the country for 20 years or more.

The nine pledges made by the Government of Ethiopia proposes to expand the out of camp policy, grant refugees work permits to access the labour market, increase the enrolment of children in pre-school, primary, secondary and tertiary education, provide land access, create job opportunities in industrial parks, allow for local integration for protracted refugees that have lived longest in Ethiopia and to strengthen basic social services and rights of refugees. These Pledges were announced a day

³ The revised Family Code Proclamation 213/2000: <http://www.refworld.org/pdfid/4c0ccc052.pdf>

⁴ Convention on the elimination of all forms of discrimination against Women (CEDAW), International Convent on Civil and Political Rights (ICCPR), International Convent on Economic, Social and Cultural Rights (ICESCR)

⁵ Article 35, Constitution of the Federal Democratic Republic of Ethiopia:
<http://www.wipo.int/edocs/lexdocs/laws/en/et/et007en.pdf>

⁶ See Annex 3 on SGVB and related crimes corresponding provisions of the Ethiopian revised criminal/panel code

after the adoption of the New York Declaration and the Comprehensive Refugee Response Framework (CRRF). The CRRF represents an unprecedented opportunity through which 193 States committed to strengthen their response to the refugee situations in a comprehensive manner. This encompasses not only the delivery of services and support to host populations from the onset of an emergency, but also the involvement of a broader array of stakeholders to prepare for and facilitate durable solutions in a more effective and prompt manner.

In February 2017, alongside other countries in the continent, Ethiopia became a CRRF focus country. In Ethiopia the CRRF is primarily regarded as a vehicle to accompany the implementation of the nine pledges. This positive development would provide refugees (particularly those that have faced SGBV or are at risk of SGBV due to the lack of livelihood opportunities) a valuable opportunity to become self-reliant and in turn empowered to achieve gender equality in the long term. Additionally, the CRRF approach encourages alignment of national services provided to locals and those provided to refugees. Therefore access to health/psycho social support for survivors of SGBV whether as a result of persecution or otherwise ought to be identical.

Given the specific SGBV challenges, UNHCR is currently working with **seven** implementing and operational SGBV partners together with the refugee community, throughout the six refugee operations in Ethiopia to provide quality SGBV prevention and response services. Furthermore, harmonised data collection and ethical sharing of information will be optimised through Gender Based Violence Information Management System (GBVIMS) which is rolled out in the Ethiopia operation.

In light of the CRRF, UNHCR will also engage a wider group of actors including the Ministry of Education, Ministry of Women and Children, Ministry of Justice and the Ministry of Labour and Social Affairs to consider alignment of national programmes related to SGBV and eventual incorporation of refugees within those programmes.

WHERE DO WE WANT TO BE IN 3 YEARS?

Strategic Vision

UNHCR and partners' strategic vision is to have a strong programme which will allow all reported SGBV cases to receive a **comprehensive mutli -sectoral response**. Survivors, will have access to trained and compassionate staff and volunteers whom they can approach and talk to in order to receive needed support, while ensuring utmost confidentiality through a survivor-centered approach. Additionally, community outreach programmes will be key to ensure that services reach out to survivors who are not able to reach out to them. Furthermore, considerable efforts will be put to enhance mainstreaming **SGBV prevention in programming** across all sectors.

The SGBV strategy seeks to enhance the quality of protection delivery and ensure the strategic vision is accomplished by promoting the following six goals:

- ❖ Strengthen Women and Girls Empowerment programmes
- ❖ Strengthen Access to Justice and reduce impunity
- ❖ Protect children from harmful traditional practices
- ❖ Address survival sex as a coping mechanism in situation of displacement
- ❖ Provide Safe environment and safe access to domestic energy and natural resources
- ❖ Engage men and boys

Goal	Intervention areas
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<p>Goal 1: Strengthen women and girls empowerment programmes</p>	<div data-bbox="427 210 1358 439" style="border: 1px solid purple; padding: 10px; margin-bottom: 10px;"> <p><i>Priority Outcome / Result:</i></p> <p><i>Gender and women’s empowerment is mainstreamed throughout all sectoral interventions and programmes</i></p> </div> <ul style="list-style-type: none"> • Advocacy – Secure support from Senior Management down to Regional Offices and Field Offices- this support should be matched with financial resources • Human Resource Training and Capacity Building – ensure that front line staff have the knowledge, attitudes and skills to mainstream gender in their particular sector and programmes. Capacity building should encompass women’s empowerment strategies, as well as violence and harassment issues • Coordination Mechanism –create a Gender Working Group at field level. This should comprise Gender focal points drawn from each of the different sector working groups. Gender focal points should be guided by checklists on how to mainstream gender in different sectors in refugee contexts • Partnerships with Development Actors- cultivate and nurture relationships with development partners, so both humanitarian and development actors can share knowledge and expertise and develop tools which link the delivery of humanitarian assistance to longer-term development objectives. Equally important, aligning programmes which exist for the host community on SGBV should be also taken into consideration.
<p>Goal 2: Strengthen access to Justice and reduce impunity</p>	<div data-bbox="427 1072 1385 1263" style="border: 1px solid purple; padding: 10px; margin-bottom: 10px;"> <p><i>Priority Outcome / Result:</i></p> <p><i>All reported SGBV survivors are able to access to legal aid and justice</i></p> </div> <ul style="list-style-type: none"> • Strengthen SGBV referral pathways - (Service mapping and directory) • Involve women within camp structures and community as agents to support survivors of SGBV • Advocate or prioritize for introduction of legal aid, and establish partnerships with academia and lawyers associations • Strengthen information management among traditional and formal justice structures, as well as different relevant humanitarian actors • Strengthen the capacity of community based structures, on the legal framework, and referral pathways for legal support • Build the capacity of traditional justice and safety system inside the camps on formal legislative procedures, case records and case management, gender sensitivity and needs of SGBV survivor • Build the capacity of law enforcement bodies on SGBV guiding principles • Introducing mobile courts in all operations • Include formal Rule of Law representatives in the SGBV national and local coordination mechanisms

<p>Goal 3: Protecting children from harmful traditional practices</p>	<div style="border: 1px solid purple; padding: 10px; margin-bottom: 10px;"> <p><i>Priority Outcome / Result:</i></p> <p><i>Strengthen prevention and response mechanisms to protect girls from harmful traditional practices (Female Genital Mutilation and Early marriages)</i></p> </div> <ul style="list-style-type: none"> • Develop location-specific action plans on how to respond to harmful traditional practices at the field level in collaboration with relevant actors and in harmony with best practices from other plans working with similar populations and/or in the respective countries of origin • Strengthen community based protection interventions and mobilise religious leaders, clan leaders and youth to create awareness on available services, and work closely with schools and establish referral linkages with services providers • Girls affected by harmful traditional practices should receive the required medical and psychosocial support, as well as legal aid and increased access to justice • Partner with development actors, including Ministry of Women and Children and create strong linkages with the National Strategy on Harmful Traditional Practices against Women and Children in Ethiopia,⁷ and in collaboration with the existing national programmes • Work with non-traditional partners: media, to strengthen the sent awareness messages, especially targeting refugees residing in the urban settings. • Baseline assessments such as Knowledge attitude practice (KAP) in locations where harmful traditional practices are prevalent • Empower women and girls to take lead in the prevention and response activities and similarly engage men and boys.
<p>Goal 4: Addressing Survival Sex as a Coping Mechanism in Situation of Displacement</p>	<div style="border: 1px solid purple; padding: 10px; margin-bottom: 10px;"> <p><i>Priority Outcome / Result:</i></p> <p><i>Ensuring comprehensive awareness and response to survival sex</i></p> </div> <ul style="list-style-type: none"> • Early identification of women and girls who are at risk of forced sex or sexual exploitation • Provide early/timely and regular access to education on sexuality, reproductive health and life skills training – e.g. collaboration project between CP/SGBV partners and schools • Capacity building training for humanitarian actors and refugee workers; including teachers on PSEA • Empowering community structures to address survival sex as a coping mechanisms through sensitising the community on the risks and available support strengthening PSEA interventions including community-based complaints mechanisms, build on Code of Conduct and ZERO TOLERANCE policy in every agency and hold perpetrators accountable • Economic and educational empowerment of woman and girls through increased access to education, vocational training and income generating activities, specifically tailored to benefit vulnerable groups at higher risk of survival sex

⁷ National Strategy and Action Plan on Harmful Traditional Practices:
http://www.africanchildinfo.net/cnr/policy%20per%20country/2015%20Update/Ethiopia/ethiopia_htp_2013_en.pdf

	<ul style="list-style-type: none"> • Provide quality and appropriate services including psycho-social support, and productive health services • Multi-sectoral advocacy and protection-focused programming to ensure that woman and girls have access to basic services- food, NFIs, energy, livelihoods • Fundraising advocacy to address survival sex towards establishing integrated component in the current SGBV prevention and response programme targeting sex workers.
<p>Goal 5: Providing safe environment and safe access to domestic fuel and energy supply and natural resources</p>	<div data-bbox="411 456 1378 669" style="border: 1px solid purple; padding: 10px; margin-bottom: 10px;"> <p>Priority Outcome / Result: <i>Refugee community have safe access to habitable environment, and energy supply with dignity and without risk of SGBV</i></p> </div> <ul style="list-style-type: none"> • Ensure regular provision of renewable energy supplies, such as solar lanterns, solar street lights and electrification for lighting and productive use, domestic fuels including, bio-mass fuel such as briquette, bio-gas, charcoal and wood fuels and liquid fuels such as bio-ethanol and kerosene for cooking, baking, boiling and heating etc. • Enhance advocacy and networking with national and international energy and natural management actors to enhance the priority given to environment, energy and livelihood opportunities at all levels • Continuous community based awareness raising on effective natural resource management, energy supplies and risk of SGBV • Strengthen collaboration and build capacity of local government and host community to ensure peaceful co-existence and to mitigate and reduce risks of SGBV • Mainstream SAFE (Safe access to fuel and energy strategy into other sectors and programmes • Introduce innovative ideas and technology on safe environment, domestic energy and shelter construction technologies to replace the use of wood (e.g. concrete slab, for shelter construction and scale up the use solar powers) • Strengthen community based protection mechanisms and reinforce the roles of watch groups and the involvement of women in their design and operation
<p>Goal 6: Engaging men and boys</p>	<div data-bbox="411 1406 1378 1585" style="border: 1px solid purple; padding: 10px; margin-bottom: 10px;"> <p>Priority Outcome / Result: <i>Men and Boys meaningfully engaged in SGBV prevention and response</i></p> </div> <ul style="list-style-type: none"> • Strengthen the existing community structures for prevention and response programmes • Outreach activities involving the sectors of education, health and child protection • Strengthen SGBV response for male survivors • Build the capacity of partners and government counterparts on SGBV response for male survivors • Improve documentation and reporting about activities conducted by men and boys
<p>UNHCR and partners will design and implement their SGBV programmes to go in line with the above-mentioned six goals. Nevertheless, based on the results from the participatory assessments, consultations at the field and national levels, the following goals have been selected as the three</p>	

strategic priorities which UNHCR together with all stakeholders will strive to achieve over the coming three years:

- (a) Strengthen Women and Girl Empowerment programmes,
- (b) Strengthen Access to Justice and reduce impunity,
- (c) Protect children from harmful traditional practices

Different actors has recognized that the root causes of SGBV like unequal power between men and women are not addressed appropriately. The focus has been more on how to respond to SGBV rather than addressing the root causes. Refugee access to the national judicial system and legal aid to refugees is currently extremely limited, and especially for SGBV survivors, which reinforces the culture of impunity which adversely affects the refugee communities. Programmes protecting girls who are exposed to FGM and early and forced marriages need to be strengthened and linked to the existing national efforts and the national strategy on harmful traditional practices against women and children.

Extensive efforts will be put to ensure the above three prioritized goals are achieved by 2019 through partnering with development agencies, raising funds to strengthen women and girls empowerment programmes, working hand in hand with governmental counterparts and line ministries to facilitate access to justice and protect children from harmful traditional practices while ensuring that UNHCR and partners work towards the inclusion of refugees in the national systems.

As for the rest of the goals, UNHCR and partners will ensure that they remain mainstreamed as part of the SGBV prevention and response programmes.

Principles and Approaches

The SGBV strategy is based on the following approaches and principles: Right based, Community based, Gender and Diversity, Survivor Centered, Child Participation and System approach.

A rights-based approach (RBA) is a conceptual framework that integrates the norms, standards and principles of the international human rights system into the policies, programmes and processes of development and humanitarian actors. It therefore focuses on both procedures and outcomes.

A community-based approach is integral to a rights-based approach as it is founded on common principles and goals. The dual approach requires that policies, programmes and activities be based on international legal standards, and that members which include children and leaders of the community consider their roles as both rights-holders and duty-bearers. It is important to analyse, with all actors, the obstacles to exercising these responsibilities and ways to overcome them.

An integral part of both a rights- and community-based approach is analysing different realities people face because of their age, their gender, and diversity, which relates to ethnicity, religion, disability, and sexual orientation, among other factors. Too often, a failure to consider the particular circumstances of each group has led to actions that have unintentionally resulted in further exclusion and discrimination.

UNHCR thus adopts a two-pronged approach to promoting gender equality and rights for all: **age, gender and diversity** and targeted action. This means that age, gender and diversity issues are analysed and incorporated into all areas of our work; and when the analysis indicates that inequalities exist, targeted actions are implemented to empower those who are being discriminated against to exercise their rights.

All SGBV programmes should adopt **the survivor centred approach** which ensures that all the needs and wishes of survivors are prioritised and treated with respect and dignity. Four key elements are

valued when adopting the survivor centred approach: safety, confidentiality, respect and non-discrimination.

The rights of all boys and girls to participate and express their views in all matters affecting them in accordance with their gender, age, maturity, and capacity is actively supported through the **child participation approach**. Girls and boys should play an active role in protecting children from harmful traditional practices where they should be included in the prevention and response activities.

A system approach has become an integral to the implementation of CRRF and the pledges which the GoE made. Acknowledging the existing capacity within the state's protection systems and work to strengthen it; will lead to achieving sustainable results; including access to justice and reduction of impunity.

LINKAGES BETWEEN SGBV STRATEGY AND THE EDUCATION AND CHILD PROTECTION STRATEGY

Significant considerations were made when the three national strategies on SGBV, CP and Education were developed in 2014. Child protection, SGBV and Education actors worked together to revise the SGBV and CP strategies in May 2017.

The main rationale behind bringing different actors together was to ensure that linkages are created through the different lenses each actor brings. The first SGBV goal focuses on empowering women and girls through gender mainstreaming in all sectors; including CP and education sectors. This will also entail building skills of women and girls through educational programmes. The goals on access to justice and protecting children from harmful traditional practices is thoroughly interlinked to CP where both sectors will have to work together to increase the protection of children from SGBV and address the prevalence of impunity through activating legal instruments and services. SGBV actors will also play an important role in building the capacity of entities working on the legal component.

The goals of addressing survival sex as a coping mechanism with the aim to protect women and girls from sexual exploitation and abuse, will also clearly involve the education sector with different life-skills and vocational training targeting women and girls. This will also include training teachers on code of conduct and make them sign on that. The unfortunate occurrence of rape and physical violence while collecting firewood impacts upon girls and will require strong coordination with CP and Education actors to ensure that girls are protected.

Finally, the engagement of men and boys is also interlinked to both sectors where boys should be reached out to in schools and encouraged to be an agent for change. In order to be able to address the different challenges attached to the three sectors, integrated approach is created to enable UNHCR and partners to achieve the goals within the decreased available resources. It has also been the practice at the national level and in some of the field locations to combine CP and SGBV in coordination meetings where relevant actors come together to exchange knowledge, expertise and establish direct collaboration.

SECTION (E): LOCATIONS/SUB-OFFICES' SPECIFIC RESPONSIBILITIES

- A.** The implementation period of the National SGBV Strategy will be **3 years (2017-2019)**
- B.** All UNHCR offices within the Ethiopia operation will, with the Protection Units in close collaboration with the Programme units, take the lead in the implementation of the strategy. **The responsibility will be to ensure that field related activities are first in-line with the contextualised and national strategies.**

- C. Each office will be responsible for ensuring that **the partner agreements are in-line with the contextualised and national strategies.**
- D. **Each office will provide a mid-year report and an end-of-year report per location which will include quantitative information as per the set performance indicators incorporated in their contextualised strategies,** as well as qualitative information on impact, achievements and challenges.
- E. Each field office will have the responsibility **to conduct a reflection exercise on the strategy** through conducting a workshop in close collaboration with all stakeholders after one year, **around September 2018**. One output of the workshop will be a completed “reflection exercise” as per template F in the annexe of this Strategy which shall be shared with the UNHCR Branch Office in October 2018.

Annex 1

'REFLECTION EXCERSISE '- to be done end of August / early September 2018						
Goal	Outcome/operational result	Key achievements	Key challenges	Key opportunities for the future	Design and Implement Activities	
					Activity	By whom/ by when
Goal 1						
Goal 2						
Goal 3						
Goal 4						
Goal 5						
Goal 6						

WHERE ARE WE NOW?	
<p><i>This section was developed in form of a group exercise during the National Strategy Review Workshop. The analysis of opportunities and challenges of existing Prevention and Response to SGBV systems and programmes in Ethiopia provided the basis for the development of the actual Prevention and Response to SGBV Strategy.</i></p>	
Opportunities	Challenges
<p>Legal & Policy framework:</p> <ul style="list-style-type: none"> • International and national legal frameworks and instruments; including national criminal panel code, ratification of CEDAW • The nine pledges by the GoE made in 2016, and the revision of the Refugee Proclamation which will incorporate some of the pledges • Mobile courts to increase access to justice • Legal Aid provision by Ethiopian lawyers Associations • MoUs with Ethiopian universities; law faculties • Work with law enforcement actors and service providers, such as judiciary, police, community watch groups on gender-sensitive approaches • Engage traditional justice leaders on dealing with SGBV in accordance with Ethiopian law and international human rights law. • National SAFE (Safe access to fuel and energy), Child Protection and Education strategies • UN Secretary General Bulletin on Sexual Exploitation & Abuse (SEA) 	<p>Legal & Policy framework:</p> <ul style="list-style-type: none"> • Poor enforcement and implementation of the national laws • Lack of human resources working on access to justice in the refugee camps • Gap between legal and policy frameworks and people's attitudes and practices • Delay in the legal process leading to hesitation in legally pursuing cases • Lack of inclusion of these frameworks in school curriculum, to start sensitization at an early age • Poor implementation of the PSEA guidelines amongst humanitarian agencies • Limited implementation of international and local policies on safe environment, energy sources and livelihood • Access to employment and self-reliance opportunities is still limited • LGBTI are criminalised by the national law resulting into very limited awareness and response activities

<p>Knowledge & Data:</p> <ul style="list-style-type: none"> • GBV Information Management System (GBVIMS) • UNHCR ProGress database • Standard Operating Procedures (SOPs) • Contextualised SGBV strategies at field level • Guidelines and good practices on how to engage men and boys • Capacity building of all staff at all levels, including community volunteers on PSEA, and SGBV reporting and prevention. • Empower community groups and leaders to recognise, prevent, respond, and report cases of survival sex including SEA • Capacity development of traditional structure, Shurta, formal justice on case management and case records • Regular safety audit assessments 	<p>Knowledge & Data:</p> <ul style="list-style-type: none"> • Information is not always translated into local languages • Limited accessibility to information by illiterates • The skills & capacities of refugees are not captured during registration • Underreporting of male survivors of SGBV, and harmful traditional practices (FGM, early marriages) • Underreporting of SEA cases even in areas where the complaints mechanisms exist. • The Environment and safe access to domestic energy supply sector is not mainstreamed into other sectors and programmes • Analysis and interpretation of GBVIMS data is still not strong • Lack of comprehensive assessments to understand the magnitude of survival sex
<p>Coordination:</p> <ul style="list-style-type: none"> • National and local SGBV Sub-working group coordination meetings • Coordination with lawyers associations and academia • Inter-agency PSEA community based complaint mechanisms in two operations • Coordinated SOPs & referral pathways between actors and the community • Coordinate with the community leaders and groups to report on SGBV; including SEA • Create gender focal points within different working group in different operations • Flag gender opportunities in camp coordination meetings 	<p>Coordination:</p> <ul style="list-style-type: none"> • Weak coordination among energy and natural resource management actors, and SGBV actors • Weak coordination between refugee actors and local government on the protection and utilization of the natural resources in and around refugee camps • Irregularity and lack of justice system representation in the SGBV working groups • Inter-agency community based complaint mechanism is not rolled out in all locations • Poor coordination between community groups and humanitarian actors in preventing and responding to survival sex

<ul style="list-style-type: none"> • Identifying and sharing knowledge and capacity between different organisations 	<ul style="list-style-type: none"> • Partners are not properly reflecting the activities conducted • Lack of focus on gender equality and women’s empowerment activities • Lack of coordinated approach in targeting men and boys survivors of SGBV
<p><i>Human and Financial Capacity:</i></p> <ul style="list-style-type: none"> • Build the capacity of women & girls through different kinds of training –behavioural change and skills based- the former take time and consistency • Map existing service providers in the host communities, e.g. micro-finance • Add value to existing human resources through provision of training and mentoring • Pledges made by the government could potentially increase the resources available • Shift in donors thinking-desire to see more programmes which link the delivery of humanitarian assistance with longer-term development objectives –more resources might become available • Refugees with different skills & capacities • Partnership with development partners • Conduct regular refresher trainings on code of conduct and PSEA guidelines for staff at all levels • The existence of legal experts and institutions 	<p><i>Human and Financial Capacity:</i></p> <ul style="list-style-type: none"> • Currently there is shortage of funds • Accountability and transparency in the context of gender responsive budgeting • Cultural and attitude barriers among staff themselves • High staff turnover can create a sense of poor commitment • Low incentive payment for refugees • Inadequate staff capacity in identifying and responding to cases of survival sex & harmful traditional practices (FGM & early marriages) • Lack of financial resources to fund reproductive health services • Access to justice is not considered as a priority area • Lack of engagement with institutions/associations providing free legal aid counselling • Both natural resources management and domestic energy supply require huge resources • Limited human resources working on energy, environment and livelihood sectors

<ul style="list-style-type: none"> • The pilot project in Gambella on Community Security and Access to Justice 	
<p>Prevention & Response:</p> <ul style="list-style-type: none"> • Create & share knowledge and best practices • Engage the whole community in prevention and response; including men and boys • Involvement of religious leaders in awareness raising activities • Effective methodologies in some camps such as SASA! • Using the Sexual and Reproductive Health structures and health clinics to raise awareness and respond to SGBV • Provision of material support for SGBV survivors and vulnerable women and girls • Existence of traditional courts & mobile courts • Create linkages between national & refugees programmes to prevent and respond to FGM • The pledges, once implemented, offer an opportunity to provide employment opportunities, education opportunities and livelihood activities leading to increased opportunities and anticipated empowerment of women and girls • Mainstreaming SGBV with different sectors to consider vulnerable women and girls in livelihoods and provision of basic services e.g. education, health, shelter, food distribution, CRIs, energy etc. • Promote the use of psychosocial support and skills training e.g. the use of women and girls 	<p>Prevention & Response:</p> <ul style="list-style-type: none"> • Limited adolescent girls are focused programming, particularly in the context of life skills, livelihoods and income generating opportunities • Underreporting of SGBV cases; especially harmful practices • The root causes of gender inequality is not addressed • Focus on practical immediate needs, rather than long-term strategic thinking • Underreporting of the engagement of men & boys in prevention and response • Staff are not trained on case management for male survivors • Limited awareness in the community about available services for male survivors • Community Based Complaints and Feedback Mechanisms are not available in all locations • Lack of impact assessment/study on community mobilisation activities on harmful traditional practices • Cultural norms and community resistance /denial towards preventing harmful traditional practices • Unregistered women and girls have limited access to services and they are therefore more susceptible to survival sex. This includes asylum seekers, and OCPs • Limited access to Justice and weak referral linkages among different legal systems. • Cooperation between shurtas/community police and the local police is lacking

<p>wellness centres. The centres can also be used in offering awareness on survival sex and available services.</p> <ul style="list-style-type: none"> • Increase the PSEA community based complaints mechanisms to camps where it is not currently covered. • SOPS, referral pathways & strategies • The existence of environment and energy actors that are working at the national and camp levels 	<ul style="list-style-type: none"> • The traditional justice system is not working in line with international standards and Ethiopian law • Low women representation and meaningful participation in refugee structures, especially in leadership positions • High degradation of natural resources and lack of alternative source of energy (lighting, heating, baking, boiling and productive use) push women and girls to travel long distances to collect firewood which exposes them to rape and sexual assault • Not strong awareness by partners and POCs' awareness on SOPs, referral pathways and strategies • Needs to strengthen SGBV clinical response including early diagnosis, appropriate package of management for rape survivors, documenting and reporting medico-legal case, maintaining confidentiality and information sharing mechanism • Absence/lack of alternative energy resources impact households' income leading to domestic violence, survival sex, etc. • Less knowledge and awareness of host community actors and members on SGBV • Lack of available services to minority groups; including LGBTI
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<p>Advocacy & awareness raising:</p> <ul style="list-style-type: none"> • GBVIMS generates specific analysis for advocacy and awareness activities • Awareness-Raising Campaigns –engaging men and women as community mobilizers • Mainstreaming gender in all thematic programmes • Building on existing community structures and promoting women’s participation and leadership –promoting a better gender balance • Good relationship among implementing and operational partners • Improve awareness on services available for women, girls, men and boys including reproductive health services • Share information on the safety of persons reporting SEA whether they are the survivor or a whistle-blower. • Include gender equality in curriculum for young people 	<p>Advocacy & awareness raising:</p> <ul style="list-style-type: none"> • Cultural and attitudinal barriers • Limited knowledge of community where to access services for male survivors • Hostility against LGBTI related issues among community and staff • Limited number of community activists/advocates on harmful traditional practices • Lack of awareness on the consequences on engaging in survival sex • Limited awareness on SEA and its reporting owing to stigma associated to it and fear of reprisal • Less priority is given in advocacy and awareness raising on energy supply and natural resource management • Law restrictions on INGOs to participate in advocacy related interventions
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Annex 3

Proclamation No.414/2004

The Criminal Code of the Federal Democratic Republic of Ethiopia

Marriage Related	
Abduction⁸	<p>Art 587: imprisonment from 3 to 10 years.</p> <p>Art 590: if it is committed in conditions which are especially cruel, imprisonment from 5 to 15 years.</p> <p>Art 589: if the woman is infant or a young (a minor)- imprisonment from 5 to 15 yrs. + if there is aggravating circumstance as provided under 590, the punishment may be 15 to 25 years.</p> <p>Art 588: if the abducted woman is an insane or a woman who is incapable, or has been rendered incapable of defending herself, the act may be punishable with rigorous imprisonment from 5 years to 15 years. If there is an aggravating circumstance, may be according to the nature of the case, imprisonment from 7 to 20 years.</p>
Early Marriage (below the age of 18)	<p>Art 647: whoever intentionally solemnizes early marriage contract, permits or becomes a witness to such a marriage is punishable with simple imprisonment not exceeding three years, or fine not exceeding 5, 000 birr and where a person commits an act of crime negligently, he will be punishable with simple imprisonment not exceeding three months, or be fined.</p> <p>Art 648: if the age of the victim is 13 or above who has not attained the marriageable age (18) a person having concluded marriage with will be punished with rigorous imprisonment not exceeding three years. If it is with a victim less than 13 years, it will be imprisonment not exceeding 7 years.</p>
Domestic Violence Crime as per Art 564. Violence against a marriage partner or a person cohabiting in an irregular union.	<p>Art 555 -560 shall apply to a person who, by doing violence to a marriage partner or a person cohabiting in an irregular union, causes grave or common injury to his/her physical or mental health.</p> <p>Art 555:- if it is intentional and the injury inflicted is grave bodily injury or impairment of health: according to the circumstances of the case punishment will be imprisonment not exceeding 15 years or with simple imprisonment for not less than one year.</p> <p>Art 556: If the injury inflicted is common bodily injury- imprisonment not exceeding one year or with fine. If the criminal has used poison, a lethal weapon, the victim is weak, sick or incapable of defending oneself though the injury may be common injury or there may not have been any complaint instituted, it's punishable upon accusation with simple imprisonment from 6 months to 3 years.</p> <p>Art 557: simple imprisonment not exceeding 2 yrs or fine not exceeding 4,000 birr, if the injury is intentional to a person or health of another by exceeding the limits of necessity or legitimate defense or following gross provocation, or under the shock or influence of a surprise, an emotion or a passion made understandable and in some degree excusable by the circumstances; or at the request for with the consent of the victim who is capable of realizing his action and its consequences, where the injury is forbidden by law or offends public decency.</p> <p>Art 558: If the injury inflicted is grave injury through criminal negligence, although his intention was to inflict common injury, is punishable with simple imprisonment from 6 months to 3 years.</p> <p>Art 559: Where the injury is an injury caused by negligence & if the injury inflicted is common injury: imprisonment not exceeding six months or fine not exceeding one thousand birr.</p> <p>Art 560: Assault or violence with out causing bodily injury or impairment of health: up on compliant- fine not exceeding 3000 birr or in</p>

⁸ Definitions of all criminal acts listed above are found <http://www.wipo.int/edocs/lexdocs/laws/en/et/et011en.pdf>

	serious cases simple imprisonment not exceeding 3 months.
Sexual Violence	
Rape	Art 620: under normal circumstances rape is punishable with rigorous imprisonment from 5 years to 15 years . Punishment will be aggravated if it is committed on: a young girl between 13 and 18 years of age (the rigorous imprisonment from five years to twenty years); on an inmate of an alms-house or asylum or any establishment of health, education correction, detention (the rigorous imprisonment will be 5-20 years); a woman incapable of understanding the nature or consequences of the act due to old age, illness or other reason (the rigorous imprisonment will be 5-20 years); where the crime is committed by a number of men acting in concert too (the rigorous imprisonment will be 5-20 years); where the victim of rape becomes pregnant or the criminal transmits to the victim a venerable disease with which he knows himself to be infected; or if the victim is driven to suicide by distress, anxiety, shame or despair (the rigorous imprisonment may be to 25 years); where the rape has caused grave physical or mental injury or death (the punishment is life imprisonment); where the rape is related to transmission of communicable disease like H.I.V/AIDS as it is indicated under the pertinent article which addresses about spreading of human disease/art 514, according to circumstances of the case, it is punishable with (rigorous imprisonment not exceeding 20 years or life imprisonment or death penalty).
Sexual violence other than rape	Art 623-624: sexual violence without using violence or intimidation against a woman who is incapable of understanding the nature or consequence of the act or by a person taking advantage of his position against woman, according to the case- is punishable with imprisonment not exceeding 15 years . Art 625: the procurement of sexual intercourse by taking the advantage of woman's material need, mental distress or the authority he exercises over her, it is punishable upon complaint with simple imprisonment. Simple imprisonment is imprisonment ranging from 10 days to 3 years but it may exceed up to 5 years where there are some aggravating circumstances (art 106)
Sexual outrages on minors: <i>-Performance of sexual intercourse with the minor by using intimidation, threatening assault or any act of violence. -Touching inappropriate parts of the body of the minors or committing any indecent acts</i> <i>-Trafficking in minors for prostitution</i> <i>-Use of minors for the preparation of images, films and advertisements used to stimulate or arouse sexual instincts.</i> <i>- Inciting minors to watch obscene materials by offering them with, lending them, giving them or</i>	Art 626: Performance of sexual intercourse or acts corresponding to sexual act or any other indecent act with minors who are between the ages of 13 and 18 year- rigorous imprisonment from three years to fifteen years . This means though there might have not been act of violence or use of violent act as provided under art 620 of criminal code, and the actor is criminally liable regardless of the fact that it has been committed upon consent or initiation of the minor. Art 627: Performance of sexual intercourse with a minor under the age of 13 years of the opposite sex or causing her to perform such an act with her is punishable with rigorous imprisonment from 13 years to 25 years . The punishment will be more severe if the victim is pupil, apprentice, domestic servant or ward of the criminal or a child entrusted to his custody or care, or in any other way directly dependant up on or subordinate to the criminal.

<i>selling them such obscene materials.</i>	
Exploitation and Trafficking	
Sexual Exploitation	<p>The procurement of traffic in women or minors is punishable with simple imprisonment or with rigorous imprisonment not exceeding three years. According to the nature of the case, in addition to imprisonment a fine of not less than five hundred birr may be imposed as punishment for grave cases.</p> <p>Art 635: Trafficking in women and minors for prostitution is punishable with rigorous imprisonment not exceeding five years and fine not exceeding 10,000 birr.</p> <p>Art 636: the crime is aggravating and the punishment will be from 3 yrs to 10 years and the fine will exceed 20,000 Birr under the following circumstances: where the victim is minor, where the victim is the wife or a descendant of the criminal, his adopted child or the child of his spouse, his spouse, his brother or his sister or his ward or where the victim has been entrusted on any ground what so ever to his custody or care; where the criminal has taken unfair advantage of the material or mental distress of the victim or of his position as protector, employer, teacher, land lord or creditor, or of any other like situation; where the criminal has made use of trickery, fraud, violence, intimidation, coercion, or where he has misused his authority over the victim; where the victim is intended for a professional procurer, has been takes abroad or where the victim's where about or place of abode con not be established; where the victim has been driven to suicide by shame, distress or despair.</p>
Forced labour and unlawful trafficking	Art 597: whoever by violence, threat, deceit fraud, kidnapping or by giving of money or other advantage to the person having control over a woman for the purpose of forced labor is punishable with rigorous imprisonment from five years to twenty years; and fine not exceeding fifty thousand birr .
Harmful Traditional Practices	
Female genital mutilation & infibulations	Art 565: Circumcising a woman is punishable with simple imprisonment of not less than three months or fine not less than five hundred birr . (Remember that the upper limit of simple imprisonment is 3 years in normal cases and may be 5 years in some grave cases.) Infibulating the genitalia of a woman is punishable with rigorous imprisonment from three years to five years . However, where injury to body or health has resulted due to the act the punishment shall be rigorous imprisonment from five years to ten years .
Psychological /Emotional Abuse	<p>Article 580 : Whoever threatens another with danger or injury so serious as to induce in him a state of alarm or agitation, is punishable, upon complaint, with <u>fine not exceeding 500 Birr, or with simple imprisonment not exceeding 6 month</u>.</p> <p>Insulting behavior and outrage</p> <ul style="list-style-type: none"> • Infliction of mental or emotional pain or injury through intimidation, insulting and confinement are punishable under Ethiopian law. • Intimidation <p>Article 615: Anyone directly addressing the victim, or referring to her, offends her in her honor by insult or injury, or outrages her by gesture or in any other manner, is punishable, upon complaint, with simple <u>imprisonment not exceeding three months, or fine not exceeding 300 Birr</u>.</p> <ul style="list-style-type: none"> • Insulting behavior and outrage