



**ASSESSMENT OF  
MAINSTREAMING GENDER  
IN *THE NATIONAL*  
STATISTICAL SYSTEM OF  
ETHIOPIA**

*September 2020*



# Assessment of Mainstreaming Gender in the National Statistical System of Ethiopia



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## Foreword: CSA

The Central Statistics Agency of Ethiopia is mandated to produce official statistics and coordinate the National Statistical System. Wide range of data is being produced and disseminated by the institution from official and administrative sources to inform planning, policy and decision-making efforts as well as tracking progress towards national, regional and global commitments. Among other thematic areas, gender statistics is one getting due attention.

The presence of relevant, reliable and timely gender statistics is essential to understand the gender gap between women and men in a given society. This information remains critical to policy and decision makers and for advancing progress towards gender equality. Despite the efforts made so far and improvements over time, gender statistics are still far from satisfactory and many gaps exist in terms of data availability, quality, comparability and timeliness, even for basic indicators.

Recognizing the gaps and the importance of gender statistics, CSA has signed a Letter of Agreement with UN Women Ethiopia Country Office targeted at improving the systematic production, analysis, accessibility and use of gender statistics for the implementation, monitoring and accountability of the Growth and Transformation Plan and the Sustainable Development Goals. One of the core emphasis areas of the project is to understand the status of gender mainstreaming in the National Statistical System (NSS). With this background, an "Assessment of Mainstreaming Gender in the National Statistical System of Ethiopia" has been initiated and conducted by CSA with the funding and technical support of UN Women.

Therefore, appreciating those that participated in the assessment at all levels; I am pleased to present this assessment done by consultants for wider public use and dissemination.

**Biratu Yigezu**

**Director General,**

**CSA, Ethiopia**

**Addis Ababa, May 2020**

## Foreword: UN Women

The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) has a longstanding and productive partnership with the Central Statistics Agency of Ethiopia (CSA). The fruitful collaboration has resulted in successful achievements such as the Time Use Survey in 2013 and the Gender Statistics Report in 2017. Capitalizing on these efforts, UN Women together with the CSA has been implementing a programme on Making Every Woman and Girl Count (Women Count) in Ethiopia since 2019. The Women Count Programme is a UN Women global flagship programme aimed at supporting the monitoring and implementation of the Sustainable Development Goals through better production and use of gender statistics. As one of the essential projects under the programme, I am pleased to present to you an "Assessment Report on the Mainstreaming of Gender in the National Statistical System of Ethiopia".

The second National Strategy for the Development of Statistics of Ethiopia recognizes the relevance of mainstreaming gender in the development of statistics to identify and respond to gender equality issues in the Country and to bridge existing gender data gaps. Hence, identifying the status of gender mainstreaming in the national statistical system is important to improve the production and use of gender statistics in the country. It is with this background that UN Women invested resources to undertake an assessment on the mainstreaming of gender in the development of statistics.

The Assessment Report has presented critical issues and challenges that are hampering the regular production, dissemination and use of gender statistics and proposed recommendations to all stakeholders. It has identified key data sources for gender statistics existing within the Agency showing where gender data is lacking. It is my hope that the findings of the Report will be an important input to CSA, sector ministries, research institutions, civil society organizations, academia and international organizations to harmonize our collective efforts to improve the availability of regular, reliable, quality, comparable, timely and easily accessible data on women and girls, and men and boys.

I would like to thank CSA for our fruitful collaboration and encourage them to continue their efforts to promote gender equality in Ethiopia. Great appreciation goes to the researchers, all partners and stakeholders as well as CSA and UN Women staff who contributed to the production of this Assessment Report.

### **Letty Chiwara**

UN Women Representative to Ethiopia, the African Union and the United Nations Economic Commission for Africa.

## Acknowledgement

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## Executive Summary

Gender statistics play a substantial role in tracking and determining progress towards women's participation and empowerment in key national and global development initiatives, identifying areas where there are gender inequalities and making use of data for conducting further research. They inform priority setting and enhance the efficiency of national and global development programmes and initiatives on gender equality and women's empowerment (GEWE) by enabling gender-responsive policy formulation and implementation.

The assessment focuses on the mainstreaming of gender in the National Statistical System (NSS) and will contribute towards improving the statistical laws and practices that affect the efficient functioning of the NSS and the generation of gender statistics. It provides insights into the level of gender mainstreaming in the NSS and various regular surveys and censuses, and identifies the gaps in, and ways to improve, gender statistics generation and utilization in the NSS of Ethiopia. To this end, the assessment uses a desk review, stakeholder mapping, key informant interviews, observations and the outcomes of consultative workshops.

### **I. Status and gaps in official statistics and the National Statistical System**

The Statistical Act of Ethiopia recognizes the need for the integration of organizations involved in data generation and dissemination and mandates the Central Statistics Agency (CSA) to provide technical guidance and support to enhance coordination and data quality. However, there are no clear provisions on whether the CSA can plan and enforce regular capacity-building support to these stakeholders. In addition, there are no supplementary laws, regulations, directives or provisions that enable the CSA to fulfil its mandates as a coordinator of the NSS and to enforce the various provisions of the Act. Despite the provision that grants the National Statistics Council (NSC) and the CSA the authority to issue regulations and directives to support implementation of the Act, no regulations and directives have been issued to date by any of the mandated bodies. The CSA's lack of a calendar of statistical data generation and release, as well as its difficulty in notifying the public of scheduled surveys and censuses, and in implementing them as planned hinder the effective planning and timely monitoring and evaluation of projects by data users.

The assessment finds that the CSA has more raw data than it publishes through official channels, which users can access by following specified procedures; however, this information is not adequately communicated and publicized. And yet, effective communication of this information would help in reducing duplication of efforts by data users and researchers who otherwise would have to carry out independent surveys and experiments due to the information gaps.

The NSS is characterized by sector-specific statistics units, which are either lacking or not effectively linked with the CSA and the national data hub. This limits coordination and the harmonization of efforts for generating and disseminating adequate and quality statistical data.

Despite the ambiguity in the CSA Establishment Proclamation No. 442/2005, the CSA has taken the initiative to develop a framework for data quality assessment that the sectors could use. However, there are no mechanisms for their accountability in case of failure to adhere to the CSA's quality assurance guidelines. Conversely, there are also no mechanisms to hold the CSA accountable in case of failure to fulfil its role of coordinating the NSS and ensuring quality.

The NSS members tend to act independently with limited collaboration and coordination among themselves, and with the CSA in the generation and dissemination of data. The lack of coordination among sector-specific donor partners also intensifies the problem. This has implications for fragmented data generation and dissemination, duplication of efforts and inconsistency of indicators and data across members of the NSS. Researchers may also duplicate efforts when they have to carry out individualized surveys and experiments, due to the lack of information about some of the unpublished data at the

CSA. The lack of a national data dictionary may have contributed to inconsistency of language for data and gender statistics, as well as misconceptions, discrepancies in measurement and double counting on some of the indicators, which can have a negative impact on the quality of data. All of these have a bearing on the quality of the administrative data.

## II. Status and gaps in mainstreaming gender and gender statistics

Ethiopia has been making progress in reducing gender inequality in line with the 1995 Beijing Declaration and Platform for Action, and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). The political will to advance the goal of gender equality and women's empowerment has also been reflected in the Federal Democratic Republic of Ethiopia Constitution, the National Women's Policy, Growth and Transformation Plan (GTP) I and II, and the subsequent strategies, e.g. the National Strategy for the Development of Statistics II (2015/16–2019/20). In addition, gender and development mechanisms were put in place at all levels of the government structure to coordinate National Women Machineries- and gender-related policies and programmes.

Despite all these initiatives and efforts, gender data are still incomplete on some important indicators. For example, in Ethiopia, data are collected and reported for only 17 out of 54 gender-specific indicators in the Sustainable Development Goals (SDGs) (UN Women, 2018). The dearth of sex-disaggregated and gender-related data has undermined the national capacity to effectively carry out evidence-based planning, and monitoring and evaluation.

The gaps in sex-disaggregated and gender-related data have legislative, structural and institutional underpinnings. There are no clear provisions on which government entity is mandated to coordinate gender mainstreaming efforts across NSS members. The problem starts with the 1993 National Women's Policy,<sup>7</sup> which is focused on addressing the issues of women rather than gender. Under Proclamation No. 1097/2018, the Act defining the powers and duties of the executive organs of the Federal Democratic Republic of Ethiopia, the name and mandates of the Ministry of Women, Children and Youth (MoWCY) are concerned about women, children and youth, side-lining gender equality and human rights issues. The recent renaming of the sector-specific directorates and the cascading of its duties and responsibilities directly reflect the intention of the Proclamation. This nomenclature and mandate dealing merely with women are in conflict with the gender development discourse and the gender transformative approach, which are focused on gender. Despite this limitation in the law, some of the MoWCY's efforts are commendable, such as the launching of the National Gender Information System (NGIS), the National Gender Mainstreaming Guideline, and the gender mainstreaming and performance levelling tool on gender equality and women's empowerment.

The fact that the Statistical Act is gender-blind is another legislative constraint contributing to gaps in gender mainstreaming and gender statistics. Thus, acknowledging gender in the Act may help address this issue.

In terms of structural and attitudinal constraints, there is a tendency to interpret gender issues as women's issues, push gender issues only to the gender mainstreaming directorate of ministries, and consider women's empowerment as providing fragmented and piece meal technical support to female staff of respective government sectors. Awareness seems to be limited because gender mainstreaming cannot be achieved through a gender directorate alone without including the institutionalization and internalization of gender issues in every department and activity of all organizations. This points to the need for a standardized gender mainstreaming checklist and institutionalizing accountability and monitoring systems. It is important to recognize that in addressing the need for further sex-disaggregated and gender-related data, there is a trade-off: field instruments may be very bulky, and quality may be compromised by causing respondent fatigue and increasing the cost of data collection. The CSA may opt for the most efficient way of generating statistical data from administrative data sources, by improving the quality of data through the provision of technical guidance and support to the sectors producing

7. At the time of the survey, the National Women's Policy was under review.

administrative data. While saving the CSA from carrying out surveys on many of the indicators, this action makes room for more gender disaggregation in regular survey instruments without necessarily increasing the size of the field instrument and the associated costs.

Gender seems to be treated in isolation from the core organizational activities. This is manifested in: the little interaction of the gender mainstreaming directorate with the core directorates engaged in planning and generating data; and the treatment of gender equality as a separate pillar in the strategic documents. The understanding of gender-responsive budgeting as the budget allocated to the gender mainstreaming directorate and gender-disaggregated data as sex-disaggregated data are all examples of the underlying gender misconceptions.

Gaps are identified in the technical capacity required to carry out sector-specific research to justify gender mainstreaming and gender statistics. Inadequate staffing resulting from high staff mobility due to the low pay and lack of adequate finance also characterizes the gender directorates.

Furthermore, although CSA's Data Quality Assessment Framework (DQAF) considers several dimensions for assessing data quality, it does not include gender-disaggregation. Therefore, the DQAF should include gender disaggregation where applicable as one of the essential components of the relevance data quality dimension.

Accountability mechanisms are also lacking for gender mainstreaming in the NSS. The mandates of the top-level management as well as the directorates do not include accountability measures should they fail to mainstream gender and/or generate gender statistics. There are also indications of some confusion of the roles between sectoral gender directorates, and planning and monitoring and evaluation directorates with respect to compiling and reporting performance on gender-related activities. Accountability mechanisms should start from the top-level management involving the provision of clear duties and responsibilities in their job descriptions.

The various data-generating ministries and sectors differ in terms of using gender statistics for tracking progress in GTP II: Ministry of Education (64percent), Ministry of Women, Children and Youth (63 percent), Ministry of Health (48 percent), Ministry of Agriculture (10 percent) and the Ministry of Water, Irrigation and Energy (0 percent) as well as in their use of an automated data system. For instance, the Ministry of Agriculture uses paper-based data collection and reporting methods. The sectors also differ from the CSA in terms of source of data, which they mainly obtain from administrative data and various research documents generated at facilities by reporting government offices across administrative levels.

Given the differences in the sources of data between the CSA and sector offices, some discrepancy is to be expected in the data they generate. More efforts are needed to harmonize and standardize methods for data generation with the CSA playing the coordinating and supporting role. For example, the data on women beneficiaries in agriculture are sometimes subject to double counting because the same figures on beneficiaries of certain programmes/projects are often reported by-extension, natural resources and livestock sectors, as well as by the food security and job creation sector. This relates to the lack of a data dictionary and indicator definition that specifies who reports the data and how they are reported.

There are some limitations with CSA data in terms of the household orientation of surveys and other data collection instruments. For example, the Welfare Monitoring Survey (WMS), the Household Consumption Expenditure Survey (HCES) and the Agricultural Sample Survey (AgSS) present important gender differences in intra-household food and resource allocation, spending and roles; however, they overlook differences within households and potential gender biases in responses due to lack of individual level data. Moreover, the discrepancy between data that come from the CSA and sectors limits their use, which results from limited data harmonization between the organizations, inadequate communication of available/accessible statistical data, gaps in the amount of data analysed and presented in useable forms, and gaps in technical expertise to analyse the raw data.

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## Acronyms and abbreviations

<b>AgSS</b>	Agricultural Sample Survey
<b>AUC</b>	Africa Union Commission
<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination Against Women
<b>CSA</b>	Central Statistics Agency
<b>DHIS2</b>	District Health Information System 2
<b>DHS</b>	Demographic and Health Survey
<b>DQAF</b>	Data Quality Assurance Framework
<b>GEWE</b>	Gender Equality and Women's Empowerment
<b>GTP II</b>	Growth and Transformation Plan II
<b>HCES</b>	Household Consumption Expenditure Survey
<b>HH</b>	Household
<b>HMIS</b>	Health Management Information System
<b>HSTP</b>	Health Sector Transformation Plan
<b>INVEA</b>	Immigration, Nationality and Vital Events Registration Agency
<b>MEWGC</b>	Making Every Woman and Girl Count
<b>MoA</b>	Ministry of Agriculture
<b>MoE</b>	Ministry of Education
<b>MoH</b>	Ministry of Health
<b>MoWCY</b>	Ministry of Women, Children and Youth
<b>NGIS</b>	National Gender Information System
<b>NSC</b>	National Statistics Council
<b>NSS</b>	National Statistical System
<b>PDC</b>	Planning and Development Commission
<b>SDG</b>	Sustainable Development Goal
<b>TUS</b>	Time Use Survey
<b>UNSD</b>	United Nations Statistical Division
<b>USAID</b>	United States Agency for International Development
<b>USS</b>	User Satisfaction Survey
<b>WMS</b>	Welfare Monitoring Survey

# 1. Introduction

## 1.1 Background of the study

Due to their increasing demand, the role of gender statistics has become significant in supporting evidence-based decision-making in promoting and protecting the rights of women and girls. They have a substantial role in tracking and determining the progress towards women's participation and empowerment in key national and global development efforts, thereby enhancing priority setting, efficiency and gender equality. Gender statistics enable government entities and other agencies involved in the promotion of Gender Equality and Women Empowerment (GEWE) to: (i) compare status and track progress in gender relations across space and time by making gender differences and inequalities visible (European Institute for Gender Equality, 2019); (ii) identify areas where gender inequalities prevail in social, political and economic spheres, and guide policymakers integrate gender concerns to ensure that women and girls benefit from policy outcomes like their male counterparts; and (iii) obtain the necessary data for conducting assessments on the role of gender equality for efficiency and growth, and the root causes and cost of gender inequality. By so doing, gender statistics can influence policy and the implementation of programmes and projects in a gender-responsive way (European Institute for Gender Equality, 2019).

Ethiopia has made conscious efforts to adopt and implement several policy measures and institutional reforms aimed at promoting GEWE. Over the past years, GEWE has been identified as a national priority and has been integrated in a number of development efforts by mainstreaming gender and identifying gender-focused priority areas within key national development plans, such as the Growth and Transformation Plan (GTP), and sector-specific plans, such as the Education Sector Development Programme (ESDP), Health Sector Transformation Plan (HSTP) and the Industrial Strategic Plan.<sup>2</sup>

Available and reliable gender statistics are crucial to track the country's achievements towards GEWE, and national and global goals on gender issues. It is also important that these statistics are available in a coordinated manner.

While gender statistics can be obtained from various sources at different levels within the National Statistical System (NSS) of Ethiopia, the Central Statistics Agency (CSA) is the mandated official organization that collects data, and organizes and produces statistics in a range of thematic areas including gender. The Agency collaborates with donor partners in generating and disseminating gender statistics and building statistical capacity. For instance, within the framework of the Global UN Women Flagship Programme on Making Every Woman and Girl Count (Women Count), UN Women and the CSA have agreed to work in collaboration to strengthen the availability and reliability of gender statistics in the country. A three-year Letter of Agreement (LoA) was signed between UN Women and the CSA in June 2019 on 'Supporting the monitoring and implementation of the Sustainable Development Goals (SDGs) through better production and use of gender statistics', with the overall goal of "making gender statistics available, accessible, and analysed to inform policymaking, advocacy and accountability for delivering on gender equality and women's empowerment commitments". In this context, some joint initiatives are underway between the CSA and UN Women, such as for example the Gender Asset Gap Survey, as well as the provision of capacity-building training for relevant CSA staff. The LoA builds upon the pre-existing partnership between UN Women and the CSA, which brought successful results in the conduct of the Time Use Survey (TUS) in 2013 and the Gender Statistics Report in 2017.

<sup>2</sup> CSA (2016). National Strategy for the Development of Statistics II (2015/16 – 2019/20); Beijing +25(2019): Fifth National Report on progress made in the Implementation of the Beijing Declaration and Platform for Action.

However, there is a limited understanding of the status and gaps of gender mainstreaming in the NSS.<sup>3</sup> The sources of gender-disaggregated data and the interactions among these sources within the NSS in Ethiopia are also not clearly identified. Hence, this study has been commissioned by UN Women and the CSA as part of their collaborative work towards improving the production and use of gender statistics to fill this gap by examining the frameworks guiding the production of gender statistics, and its implementation.

## 1.2 The rationale for official statistics and gender statistics

High quality official statistical information (i.e. valid, timely, and reliable data that covers all geographic units) is critical in analysis and informed decision-making. It supports sustainable development, openness and transparency, and planning, monitoring and evaluation of policies and strategies, including those focused on gender equality and women's empowerment. As a result, there is a need to have an independent statistics body that produces and disseminates high quality and credible official statistics that meet the data demand of the nation.

Women and men have different roles in society and unequal access to resources, and are affected by policies and measures in different ways (Hedman & Perucci, 1996). Policies and measures, when not adequately tailored to existing gender differentials, tend to perpetuate and exacerbate inequalities (Hedman & Perucci, 1996). Evidence should be the basis for action and influencing individual perceptions and ideas at all levels. Statistics related to gender issues are even more important, since individual perceptions of gendered activities and outcomes are often misleading; they are influenced by stereotypes, customary rules and traditional beliefs and practices. These misguided perceptions prevent policymakers and implementers from changing the status quo. Statistics help promote change, eradicate stereotypes and prejudices, and contribute to understanding of the actual status and condition of women and men in society.

Gender statistics are more than data disaggregated by sex (UN Women, 2018). Although very important in obtaining gender statistics, disaggregation of statistics by sex is only one way of integrating the gender perspective in statistics. Gender statistics must adequately reflect the lived experience, problems, issues and questions related to women and men in society. Therefore, in addition to disaggregating data by sex, four other elements are particularly important in producing gender statistics:

- The statistics must reflect problems, issues and questions related to women and men in society. This element is considered in two ways: (i) by focusing on certain areas of concern where women and men may not enjoy the same opportunities or status (e.g. work status in the labour market and higher education), or where women's and men's lives may be affected in different ways (e.g. maternal mortality, unpaid care work, domestic violence and occupational injuries); and (ii) by considering specific population groups where gender inequality is likely to be present or more pronounced.
- The concepts, definitions and measurements used should allow for an adequate reflection of women's and men's status, gender roles and relations in society.
- Data collection tools should consider stereotypes, and social and cultural factors that may introduce gender bias into data.
- Analyses, dissemination and presentation of data should reveal meaningful differences and similarities between women and men.

3. The NSS consists of all entities involved in data production/generation, supply, and use. It includes the Planning and Development Commission (PDC), line ministries, regional states, research and training institutions, and the National Statistical Association.

### 1.3 Objectives of the study

This study aims to assess the mainstreaming of gender in the NSS and to contribute to the improvement of existing laws and practices that affect its efficient functioning. In short, the assessment plays a central role in providing insight on the degree of gender mainstreaming in the NSS and various regular surveys and censuses and examines gender-responsiveness of the legal framework and practices. The assessment has the following specific objectives:

1. Review the legal and institutional framework in which the CSA operates, identify laws and practices that hinder the CSA from fulfilling its mandate as the sole official data producer in the country, and provide practical recommendations to address the issues.
2. Assess the gender-responsiveness of legal and institutional frameworks and practices in mainstreaming gender statistics in the NSS.
3. Systematically assess the level of mainstreaming of gender statistics (availability and regularity of gender statistics) in the NSS of Ethiopia and in its regular assessments, surveys and censuses.
4. Identify the gaps, priority needs, and areas of technical support that need to be provided by the CSA to regularly and systematically improve the production, analysis and dissemination of gender statistics for data users.
5. Comprehensively map data sources for gender statistics in the country.

## 2. Methods of the Assessment

The assessment is guided by: (i) an inception meeting with the CSA and UN Women; (ii) consultations and key informant interviews with CSA staff and other NSS members and selected sectors; (iii) desk review of key documents; (iv) a preliminary assessment workshop and validation workshop; and (v) a detailed assessment of the policies, strategies, plans and performances of actors involved in the NSS from a gender perspective, the current status of gender statistics, gaps and areas of support.

### 2.1 Study design

The review and synthesis work largely draw on qualitative methods consisting of a desk review and primary data collected through stakeholder consultations and key informant interviews, which enabled a triangulation of findings. This triangulation entails a gender auditing of the national legal frameworks, policies and practices, and identifies major similarities and differences in conceptualizing and implementing gender mainstreaming, as well as using gender statistics to inform policy and practice. Reference is made to the key institutional frameworks, instruments, indicators, and methods formulated for collecting and analysing gender in view of the responsiveness of gender data tools to the cultural and socio-economic circumstances that shape gender roles and relations.

#### 2.1.1 Data collection methods and instruments

The study employed various data collection methods and analytical tools. Primary and secondary data were collected at the institutions and from experts and stakeholders. This involved a desk review, stakeholder mapping, key informant interviews, observations and workshops.

##### 2.1.1.1 Desk review

The desk review and synthesis work involved consulting relevant legislations, policies, documents and literature, and collecting secondary data by canvassing documents in order to gather data on the institutional and policy framework guiding gender mainstreaming in the NSS and approaches to its implementation in the context of Ethiopia. The desk review identifies areas of support by examining the current practices, achievements and gaps in gender mainstreaming in the NSS. The Act establishing the CSA (Proclamation No. 442/2005) is reviewed to identify the legal framework under which the CSA operates and its gaps in enabling the NSS to generate quality, timely, reliable and comparable data, in general, and gender statistics, in particular. In addition, important documents were reviewed, such as the National Statistical Development Strategy (2016–2020) (Central Statistics Agency, 2016); the programme document on 'Making Every Woman and Girl Count in Ethiopia'; Gender Statistics Report (Central Statistics Agency, 2017); 'Turning Promises into Action' (UN Women, 2018); the User Satisfaction Survey (USS) (Central Statistics Agency, 2019); the Women's Policy of Ethiopia (1994); the National Women's Development and Change Package (2017); the Education Data Quality Assessment Report (Central Statistical Agency, 2015); the Time Use Survey (Central Statistical Agency, 2014); gender data for development at the national and regional levels (2015); GTP II; and other relevant literature.

Previous studies on national statistics and gender statistics with a focus on Ethiopia, their achievements and gaps were identified from a gender perspective. In addition, a detailed review of the literature was conducted concerning the NSS including official statistics, gender-related statistical reports, and instruments designed for generating and disseminating gender statistics. It also examined the achievements and gaps of the NSS. This enabled to identify areas of support that can have a positive impact on the national statistics, with particular focus on gender statistics.

The attainment of the specific research objectives to assess the gender-responsiveness of the legal framework and practices, and to identify gaps in, and needs for, supporting a policy environment is mainly based on the desk review. This stage prepared the ground for the collection of primary data using stakeholders' interviews, key informant interviews and observations.

### 2.1.1.2 Stakeholders mapping, interviews and analysis

This task involved identifying key stakeholders in the NSS that generate, disseminate, and use national and gender statistics and conducting interviews with the relevant experts/officials in these institutions. The units responsible for the generation and use of gender statistics, including both core and support directorates, were identified, and their mandates, achievements and challenges in data production, coordination, quality control and dissemination were assessed. Based on the list of stakeholders identified, relevant office holders and experts involved in generating and disseminating national statistics were selected for interviews. This helped to identify the roles of key stakeholders, their interactions in the NSS and their awareness and perceptions about gender statistics, their achievements, and constraints with regard to gender mainstreaming in the NSS and using gender-disaggregated data. The stakeholder interviews dealt with the institutional networks and interactions among the stakeholders involved in the Ethiopian NSS, and the role of institutions and departments in designing, reviewing and implementing instruments for collecting and managing gender-disaggregated data. It also mapped out institutional linkages and interactions (including conflict of interest and cooperation) and available mechanisms for data management, monitoring, review and feedback in generating, accessing and using national statistics, in general, and gender statistics, in particular.

### 2.1.1.3 Key informant interviews

Before embarking on interviews, consultations were conducted with the CSA's NSS Coordination and Operation Deputy Director General in order to have a common understanding of the assignment and the issues at stake. Information was then gathered by interviewing relevant officials and experts from core and supporting directorates of the CSA. Accordingly, representatives of all core directorates that are responsible for generating data including agriculture, natural resource and environmental statistics, business statistics, household and price statistics, population statistics and vital statistics directorates were interviewed. In addition, key informant interviews were carried out with directors and experts at the CSA's directorate for national statistics, data quality and standards coordination and gender mainstreaming directorate.

The key informant interviews were also conducted with representative experts and researchers from the Ministry of Agriculture, Ministry of Education, Ministry of Health, Ministry of Water, Irrigation and Energy, Planning and Development Commission (PDC), the Federal Democratic Republic of Ethiopia Attorney General, the Law and Justice Studies Institute, Addis Ababa University (AAU), Policy Studies Institute (the former Ethiopian Development Research Institute) and the MoWCY, who are engaged in producing and/or using gender-related data. These institutions were purposively selected in order to have a representation of the key gender data producers and users.<sup>4</sup> Focus was placed on the pro-poor sectors such as Health, Agriculture, Education, Water and Energy, as well as Women, Children and Youth. These five sectors collect and report nearly on 55 percent of the GTP II indicators (GTP II Policy Matrix 2016). National research centres and institutes, such as the Policy Studies Institute and AAU, were also included. The Attorney General, and the Justice, Legal Research and Training Institute were included in order to obtain information on the legal and institutional frameworks guiding the CSA in generating official data and gender statistics.

The interviews provided insight into the existing policies, practices, strategies and synergies governing the mainstreaming of gender in the NSS. This made it possible to capture diverse perspectives on the role of the various departments and institutions, the gaps and challenges in the national statistics, and how

<sup>4</sup> The pro-poor sectors also generate and use data that can be sex-disaggregated and gender-specific.

the institutional structures and gender statistics evolved over time. It also helped to identify constraints and challenges in gender mainstreaming efforts in the NSS and to recommend solutions for them. A total of 20 key informant interviews were conducted individually and in groups. The interviews focused on gaps in generating quality and timely statistical data, in general, and gender statistics, in particular. Interviews were accompanied by observations as needed.

This assessment is limited to the federal level; hence, the data collection does not directly cover regional bureaus and agencies collecting and using gender statistics. Furthermore, data was collected only from selected sectors, including, the Ministry of Education, the Ministry of Health, the Ministry of Agriculture, the Ministry of Water, Irrigation and Energy, and the MoWCY. However, the report touches upon some regional and other sectors' issues where such information has been provided by the selected key informants.

#### 2.1.1.4 Consultation workshops

Once the preliminary assessment was completed, a workshop was organized to present to key stakeholders the findings of the preliminary assessment and the methods to be employed for the detailed assessment. The workshop was held from 14–15 November 2019 at the Pyramid Hotel, Bishoftu, Oromia Regional State, Ethiopia, involving over 30 stakeholder organizations and over 80 participants involved in generating, disseminating and using statistical data (see Annex III for a list of participants). The workshop served as a discussion platform for follow-up activities and to gather feedbacks on the proposed methodology.

Based on the findings of the preliminary analysis and stakeholder feedback, a more detailed assessment was made, and a draft assessment report prepared on the mainstreaming of gender in the NSS. Finally, a validation workshop was conducted with the participation of relevant stakeholders to discuss findings and recommendations of the assessment report, and to obtain feedback. This final assessment report is developed based on the feedbacks.

#### 2.1.2 Data analysis techniques

The assessment employed a qualitative analysis of the data gathered using a document analysis and a thematic synthesis of the interview results. The study used, *inter alia*, policy analysis and case studies. Quantitative descriptive statistics were applied to check the availability of data on selected gender-related indicators, with an emphasis on gender statistics aligned to the framework given in the global SDGs.

## 3. Findings and discussion

### 3.1 The legal and institutional framework for official statistics: Status, opportunities and challenges

#### 3.1.1 The legal and institutional framework of the Central Statistics Agency

The CSA<sup>5</sup> Establishment Proclamation No. 442/2005 was issued in response to the need to organize the statistical activities of the country in an effective and integrated manner. The Proclamation recognizes the need to ensure the production and supply of timely and accurate statistical data to enhance the planning, implementation, monitoring and reporting of research and development activities and policy formulation. The Proclamation aims to address the issue of the generation and dissemination of good quality data through the effective integration of the national statistical activities. Article 1 of the Proclamation states the objectives of the CSA as:

- *collecting, processing, analysing, and disseminating the necessary socio-economic and development statistical data through censuses, sample surveys, continuous registration, and administrative recording systems; and*
- *providing technical guidance and assistance to government agencies and institutions in their endeavour to establish administrative recording, registration and reporting systems, and building the capacity required for providing directives and consultations in database creation and development of administrative records and registration systems.*

Based on the rationale for issuing the Proclamation, the Proclamation can be considered both a legislative act establishing the CSA as a legal entity, and a law governing the statistical activities of the country. The objectives of the Proclamation are derived from this rationale. In particular, the second objective of the CSA aims at enhancing the engagement of stakeholders in the production and dissemination of statistical data. To this end, it mandates the CSA to provide technical guidance and assistance to stakeholders involved in generating and reporting administrative data. However, gaps still remain with the CSA discharging the CSA's triple mandate as: the centre for official statistics, the coordinator of the NSS, and the principal responsible body for the enforcement of the Act.

#### 3.1.2 Challenges in generating and disseminating national statistical data

The challenges and gaps related to the production, analysis, dissemination and use of national statistics can be divided into legislative, regulatory and capacity constraints.

##### 3.1.2.1 Legislative and regulatory constraints

Results of key informant interviews with concerned office holders at the CSA show that having an Act for the establishment of the CSA does not guarantee neither the effective governance of the NSS nor that of the official statistics. There needs to be a clear provision on how to implement the Proclamation through the promulgation of supporting laws that enable the CSA to fulfil its mandate as a coordinator of the NSS. Some of the identified legislative constraints<sup>6</sup> are discussed below.

**Lack of clarity and consistency in some of the Articles and sub-articles of the law:** It is commendable that the law recognizes the need for the integration of the organizations involved in data generation

5. The CSA was established as an 'authority' in 2005 and later converted to an 'agency' after the formation of the new Government Cabinet following the 2012 National Election.

6. The legislation was under review at the time of the study.

and dissemination, and mandates the CSA to provide technical guidance and support to enable better data quality. However, the law does not clearly indicate whether or not the CSA can plan and enforce regular capacity-building support to these stakeholders. Although the law acknowledges the need for capacity building to enable the CSA to provide the necessary technical guidance, it seems to take for granted that there was a demand for regular support from stakeholders. The law does not provide a mechanism to ensure data quality in the event of a mismatch between demand and supply for the stated technical guidance and quality assurance mechanisms. Article 7 of the Proclamation considers the CSA the country's 'statistical information centre' and provides broad mandates to the CSA in relation to issuing directives and following-up programmes to improve the NSS. The law strengthens the power of the CSA by proclaiming under article 18 that, "No person may conduct surveys or censuses on a national level without the permission of the CSA". However, CSA can only exercise its mandates upon request by government and private organizations because of the caption under article 7(3). As such, the law leaves room for interpretation in situations such as the current one where both the Council of Ministers and CSA failed to adopt regulations and directives to support the implementation of the law.

The law unequivocally declared the CSA as the source of official statistics for the country and as being responsible for oversight. In line with these provisions, the CSA has stated that one of its missions is to coordinate the NSS for effective data generation and dissemination. However, the lack of clarity in the roles and mechanisms for the enforcement of the law has limited its capacity to effectively carry out its mandate and strengthen the NSS. As per the experience of other African countries; clear provisions could be included in the Statistical Act for enhancing the coordination of statistical activities. For example, in the South African Statistical Act, there is a provision that grants power to the Statistician General to designate statistics produced by any state organ as official (Statistics Act, 1999). It also states the requirements for obtaining approval by the Minister responsible for Statistics South Africa before any entity of the State other than Statistics South Africa can begin a new statistical data collection or substantially change any statistical data collection.

The terms used in the Proclamation do not mention gender statistics, which may imply that the CSA is not accountable for producing gender statistics. Therefore, either amending the law to clearly state gender statistics or adopting new regulations and directives with a gender statistics component can improve the production of gender statistics in the Country.

**Lack of provisions for the enforcement of the law:** Despite provisions under sub-articles 7(6), 7(8) and 7(14) and Article 18, enforcement mechanisms are not clearly stated. Unlike the provisions in the United Nations Fundamental Principles for Official Statistics (Principle 7) (United Nations, 2015), on the need for putting in place clear laws and regulations governing official statistics of countries, there are no regulations for enforcing the law governing official statistics in Ethiopia. Hence, it is important for the National Statistics Council (NSC) and the CSA to exercise their power to issue regulations and directives, in accordance with sub-article 12(4), 20(1) and 7(6) of Proclamation No. 442/2005.

**Lack of regulations and directives necessary for the implementation of the law:** Despite the provision under sub-articles 12(4), 20(1 - 2) and 7(6), which grants the NSC and the CSA the authority to issue regulations and directives, there have been no regulations or directives that ensure the implementation of the Proclamation, nor specific provisions that define the power and mandate of the CSA. More specifically, there are no regulations or directives to date that govern the enforcement of the laws given under Articles 7(6), 7(8), 7(14) and 18. For instance, article 7(6) mandates the CSA to issue directives and follow up on their implementation to improve the NSS and avoid duplication of efforts, and Article 18 provides for a requirement to obtain permission from the CSA prior to an entity's involvement in a statistical survey. However, it is not clear what the CSA could do if an entity is found to have produced national-level surveys without its permission (Article 18), if an entity does not acknowledge the need for follow-up from the CSA (sub-article 7(6)), or if an entity fails to follow the statistical recording system designed by the CSA (sub-article 7(14)). This can be summarized as follows:

- a) To date, neither the Council nor the CSA have issued such regulations and directives necessary to enforce the law. It seems that despite a lack of a mechanism to enforce the law, which has been experienced for the past five years (as evidenced by the CSA's strategic plan), the Council and the CSA have not utilized their power to issue directives to enforce the law. Article 13(1) states: "The Council shall meet once a year; provided, however, that it may hold a meeting at any time where necessary", and yet it emerged from consultations with a team consisting of the Deputy Director General, the Director and experts at the National Statistics Data Quality and Standards Coordination Directorate that there has been no meeting of the NSC over the past three years.
- b) While the Proclamation, which was issued in 2005, refers to the CSA as an authority, the current status of the CSA is that of an agency (since 2014), and there are no regulations that define the status and mandate of the CSA as an agency. Though it can be argued that the renaming in 2014 will not change the powers and responsibilities conferred by the 2005 CSA Establishment Proclamation, the confusions in the nomenclature only exasperate the already existing legal gap.

Therefore, there is a need to address the legislative gap so as to enhance effective integration among stakeholders to improve the NSS.

### 3.1.2.2 Institutional and capacity constraints

In addition to the legislative constraints, the CSA's efforts in generating and disseminating official statistics are challenged by institutional and capacity-related constraints, as discussed below.

**Gaps in the CSA's calendar of statistical data generation and release:** A review of the User Satisfaction Survey Report (Central Statistics Agency, 2019) and interviews with experts at the contacted ministries and the CSA reveal that the CSA lacks a calendar of statistical data generation and release, and faces difficulty in notifying and maintaining a calendar of national and specialized surveys and censuses, and dates of release of statistical data. This makes it difficult for data users to plan and conduct timely evaluation and monitoring of progress of projects/activities based on some socio-economic indicators. It may also have budgetary implications, particularly where disbursements for donor-funded projects are linked to performance indicators. Hence, the lack of mechanisms to update data by capturing emerging issues and changes over the course of the two censuses and regular surveys is another limitation. The limitation forces data users to resort to administrative data sources outside the CSA to monitor the progress of activities, for example, the Woreda level record of population size, particularly when they observe that the projected data are less reliable due to observed changes.

Given the concerns over the quality of some of the administrative data produced by the sectors, this may result in misguided policies and decisions. However, some of the efforts by the CSA to carry out interim surveys, such as the Mini Demographic and Health Survey, as a remedial solution for the delay in the regular surveys and censuses is worthy of note. Moreover, in more centralized and less digitalized systems, such as the Civil Registration, there appears to be delays in the flow of data from the Woreda to the federal levels as result of paper-based data collection system used by the Immigration, Nationality and Vital Events Registration Agency (INVEA). As a result, the CSA could not maintain the timing of data flows provided for in the law. For example, the law provides that births are to be registered within 90 days of occurrence, but the CSA Vital Statistics Directorate is still receiving data on births that occurred two years ago, and hence could not publish the official report. As a result, data on vital registration from Ethiopia is extremely low (UN Women, 2018).

**Limited disaggregation of CSA data:** While a centre for official statistics is important for preventing the shortcomings in non-standardized data sources and in enhancing the quality of data, it is important to acknowledge their current drawbacks. Traditional, national data production, which is based on national averages, may conceal some inequalities among the various segments of the society (UN Women, 2018). For instance, in order to gauge and compare the level of disparities among the disadvantaged groups, disaggregation of data based on different socio-economic criteria, such as gender, age, area/location, is

important. Such disaggregated data are often made available through the administrative data system. Thus, the official system may consider unlocking the potentials of such data sources and partners to address data gaps while minimizing the risks of doing so ((UN Women , 2018). This could be achieved by providing technical support and guidance on standardized methods for statistical data production and dissemination, as well as monitoring the quality of administrative data produced and disseminated through sources outside the official statistical system.

Both the Act establishing the CSA and the African Charter on Statistics (Principle 3)(African Union Commission, 2009) give due recognition to the advantage of harnessing administrative data to complement the official statistics. The Charter urges the statistical system to work on improving the quality of administrative records as a cost-effective alternative to expensive, direct statistical surveys. Indeed, the argument of rationality in Principle 5 of the Charter states that statistics authorities should resort to carrying out statistical surveys only when the required information could not be obtained from administrative records, or when the quality of such information is inadequate.

The CSA may also learn from the experiences of other countries such as Uganda, which is experimenting on the data production from outside the official statistical system through a project launched to enable the use of satellite data to identify different types of roofs as a proxy for poverty(UN Women , 2018) . This helps to fill data gaps on key socio-economic and gender-specific indicators necessary for national planning and policymaking, and for monitoring the implementation of global and continental goals such as the SDGs, the Malabo Declaration<sup>7</sup> and the African Union Agenda 2063.

Results of key informant interviews show a tendency to dismiss questions targeted to produce data for gender-disaggregated indicators in some of the regular surveys and censuses by those responsible for designing field instruments and generating data. The justification is that it makes the field instruments very bulky, compromises quality by causing respondent fatigue, and increases the cost of data collection, and that this demand has not come from data users.

**Limited communication of and advocacy for obtaining available raw data:** Key informant interviews with experts at the CSA shows that the CSA has more raw data than what it publishes through official channels. Users access these data by presenting official letters from organizations to the CSA. Since this information has not been adequately communicated, there is less likelihood that data users would know that some of the data gaps they encounter could easily be filled by contacting the CSA and obtaining access to its unpublished data. An adequate communication would help reduce the duplication of efforts by data users and researchers who would otherwise resort to carrying out independent surveys and experiments due to the information gaps.

**Lack of sector-specific statistics units:** Only limited sectors (e.g. the Ministry of Health and the Ministry of Education, and recently, the MoWCY) have statistical and/or MIS units that are responsible for the generation and dissemination of statistical data. There are no regulations or directives addressing the need for organizing sector-specific statistics units. The lack of such units, which are effectively linked with the CSA and the national data hub, limits coordination and harmonization efforts in generating and disseminating sound and quality statistical data within the NSS. Capacity-building efforts can also be coordinated in consultation with statistics units across the sectors.

### 3.1.2.3 Implications of legislative and structural constraints in the NSS

As a result of legislative and capacity-related bottlenecks, the generation and dissemination of national statistics are subject to fragmentation, lack of coordination and a duplication of efforts, which affect the quality and cost of national data produced across sectors and the CSA, as discussed below.

**Lack of accountability mechanisms for coordination of the NSS:** Except in cases where the CSA is mandated to carry out an independent evaluation of progress and performance in some donor-funded sectorial projects, there is limited interaction in terms of harmonizing methodological approaches in

7. The Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods

data generation between the CSA and the sectors. As a centre for official statistics, the CSA has taken the initiative to develop a framework for data quality assessment (Central Statistics Agency, 2011) that the sectors could use to ensure the quality of their administrative data. However, there are no mechanisms for enforcing adherence to the framework by the sector ministries. The clause in the Proclamation that states that the CSA provides support 'upon request' may have contributed to the lack of accountability of sectors in case of failure to adhere to the CSA's quality assurance guidelines. Similarly, there are no mechanisms to hold the CSA accountable in case of failure to fulfil its role of coordinating the NSS.

**Fragmentation and lack of coordination among NSS members:** The CSA is mandated to produce and disseminate statistical data and provide technical guidance and assistance to institutions involved in generating administrative data. However, the law does not explicitly state the roles and responsibilities of the various members of the NSS/NSC, nor is it explicit about the coordinating body. In addition, regulations and directives are not put in place to enable the CSA to enforce its mandate regarding interactions with stakeholders within the NSS. It emerges that there is limited collaboration between the CSA and the sectors involved in producing administrative data (Central Statistics Agency, 2019) because the NSS members tend to act independently. The lack of coordination among sector-specific donor partners also intensifies the problem. As a result, members of the NSS generate and disseminate data in a fragmented manner. This opposes the African Charter on Statistics (Principle 6), which clearly states the need for coordination and collaboration among statistics authorities for enhancing unity, quality and harmonious statistical information (African Union Commission, 2009). The United Nations Fundamental Principles of Official Statistics (Principles 7 and 8) also provides for the coordination of statistical activities across government bodies (e.g. regional states), and includes the roles of other agencies, so as to enhance the relevancy, consistency and efficiency of statistical products by avoiding a duplication of efforts (United Nations, 2015). To this end, it suggests continuous communication and partnership among organizations engaged in the production of statistical information and the wider national statistical community. Although the establishment of the National Statistics Council (NSC) helps to enhance regular communication and efficiency in the production and use of statistics within the NSS the Council seems to be inactive, not having conducted a meeting for the last three years.

The results of key informant interviews show that the decentralization of regional administrations has further complicated the issue by hindering the standardization of statistical procedures (e.g. concepts, definitions, coding [area, item], languages, indicators, measurements, sampling, standard questions, labour classification, occupation classification) and comparability of data. In this respect, the institutional organization of the Civil Registration and Vital Statistics (CRVS) is exemplary in enabling harmonized and standardized data systems from the Woreda to the federal level despite the limitations arising from the lack of innovative and digitalized data systems. This is made possible through the involvement of the CSA as a member of the technical working group, together with regional and sectoral representatives in designing the instrument for vital statistics.

**Duplication of efforts and inconsistency in statistical data generation among NSS members:** A duplication of efforts may arise from lack of coordination among data producers, lack of information on available data, or a malfunction in data systems. Since all the line ministries and sectors are engaged in producing administrative data with limited coordination among themselves and with the CSA, duplication of efforts is inevitable. Researchers may also duplicate efforts when they have to carry out individualized surveys and experiments, due to lack of information about some of the unpublished data at the CSA. The nature of the data flow system may also cause duplication of efforts in data entry, organization and analysis. For example, the Civil Registration raw data are submitted in hard copies to the Federal Immigration, Nationality, Vital Events Registration Agency (INVEA) and the CSA Vital Statistics Directorate, which implies duplication in data entry, organization and analysis due to independent manual data entry at both agencies.

Moreover, statistical data produced by the different sectors on similar indicators are often inconsistent with the data produced by the CSA. This concern has been reflected in some of the interviews conducted

with researchers, as well as in the 2018/19 User Satisfaction Survey (USS)(Central Statistics Agency, 2019).

**Inadequate quality of administrative data:** The USS report and results of interviews with CSA personnel and researchers show that the administrative data produced by sectors may not follow standard methods and often lack rigour, which casts doubt on their reliability and quality (Central Statistics Agency, 2019). This is also partly attributed to the lack of provisions and directives to enforce the organization of sector-specific statistical units in each sector office and the inefficiency in data exchange from the origin. In addition, the fragmentation of procedures in national data generation, dissemination and use undermines efforts to centrally align some of the national indicators with the global indicators. The lack of a national data dictionary may have contributed to an inconsistency of language for data and gender statistics, misconceptions, discrepancies in measurement, inconsistency of data, and double counting of some of the indicators, with implications on the quality of data.

## 3.2 Gender mainstreaming in the National Statistical System

### 3.2.1 Policy and Institutional frameworks for gender mainstreaming in the NSS

The Government of Ethiopia has enacted laws and policies in favour of women including the National Women's Policy (1993) and the Constitution (1995) and put in place a mandated Ministry for women, Children and Youth. The political will has also been reflected in national development policies including the GTP I and II. In addition, gender machineries were put in place at all levels of the government structure to coordinate women- and gender-related policies and programmes. The SDGs were also instrumental in bringing renewed commitment to gender equality and women's empowerment.

### 3.2.2 Frameworks guiding gender statistics

The call for the generation and dissemination of gender statistics to inform and evaluate policy and practice is in line with the 1995 Beijing Declaration and Platform for Action; and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).The UN Women flagship initiative, 'Making Every Woman and Girl Count (Women Count) (2016–2020) also aims to address some of the gaps in the production, use and promotion of gender statistics by addressing the challenges pertaining to policy, legal, technical and financial spheres within the NSS(UN Women , 2018).

Indeed, 'Making Every Woman and Girl Count in Ethiopia' was launched in 2019 to support SDG monitoring and implementation through the production, analysis and use of gender statistics in Ethiopia. It recognizes the need for sex-disaggregated data and information on core development sectors and activities in order to explore the gender gap and factors underlying it, which is important to guide evidence-based policy and decision-making. The emphasis on producing gender statistics concurs with the National Strategy for the Development of Statistics II (2015/16—2019/20) Strategic Theme 2 on Data Development, sub-theme 2.6 on Gender Mainstreaming and Development of Statistics(UN Women , 2018).

### 3.2.3 Availability and comparability of gender statistics

Despite global and national initiatives and efforts, gender-disaggregated data are still incomplete on important indicators such as the gender dimensions of poverty and income measurement. For example, as shown in Table 1, data were collected and reported in only 17 out of 54 gender-specific indicators in the SDGs in Ethiopia; for the remaining 37 indicators, data were not available or not reported(UN Women , 2018). In addition, there is also a gender data gap in GTP II reporting. In the GTP II Policy Matrix (indicator framework), there are 110 indicators consisting of gender-related and sex-disaggregated data out of 480 indicators for the pro-poor sectors (agriculture, health, education and water).The paucity of

sex-disaggregated and gender-related data has undermined national capacity to effectively carry out evidence-based planning, and monitoring, reporting and evaluation.

As far as comparability of gender indicators is concerned, a number of CSA's and sectoral indicators are aligned to internationally recognized and accepted indicators, as stated in the African Charter on Statistics (Principle 2)(African Union Commission, 2009) (see Table 1 for a comparison of CSA indicators with the SDG indicators). Many of the indicators for which data are available and reported are comparable for many Sub-Saharan Africa (SSA) countries. However, there are exceptional cases where there are no available data on some of the indicators. For example, countries such as Kenya, Mauritius, Nigeria, Uganda and United Republic of Tanzania performed better in terms of making available gender-specific data on about half of the indicators pertaining to SDG 16 (Peace justice and strong institutions) where Ethiopia reported no data (UN Women, 2018).

Table 1. National data and gender-specific data available and reported by Sustainable Development Goal indicators

Sustainable Development Goals	No. (or availability) of indicators for which data are available/reported		No. (or availability) of gender-related indicators	No. of gender-specific indicators for which data are reported
	Applicable	Statistical capacity of Ethiopia	Global	Ethiopia
Goal 1: No poverty	14	5	6	6
Goal 2: Zero hunger	11	6	1	1
Goal 3: Good health and wellbeing	26	11	6	6
Goal 4: Quality education	10	3	8	8
Goal 5: Gender equality	14	12	14	14
Goal 6: Clean water and sanitation	10	3	0	0
Goal 7: Affordable and clean energy	5	1	0	0
Goal 8: Decent work and economic growth	15	6	7	7
Goal 9: Industry innovation and infrastructure	10	3	0	0
Goal 10: Reduced inequalities	9	2	1	1
Goal 11: Sustainable cities and communities	14	6	3	3
Goal 12: Responsible consumption and production	10	2	0	0
Goal 13: Climate action	6	4	1	1
Goal 14: Life below water	4	0	0	0
Goal 15: Life on land	10	6	0	0
Goal 16: Peace, justice and strong institutions	22	4	6	6
Goal 17: Partnerships for the goals	18	13	1	1
<b>All</b>	<b>208</b>	<b>87</b>	<b>54</b>	<b>54</b>

Source: UN Women Evaluations based on UNSD (2017, cited in UN Women 2018: 266-301); UNSD (2018).

One of the few attempts to produce evidence on gender gaps in key sectors is the Gender Statistics Report produced by the CSA with the support of UN Women, Statistics Bureau of Sweden and the Swedish International Development Agency (Sida)(Central Statistics Agency, 2017). The report is useful for providing factual evidence on the degree of gender disparities in some development sectors and empowerment indicators. For instance, the sex-disaggregated data made evident that female agricultural holders have a higher crop yield than their male counterparts. Although the findings do not show whether the crop yield has been standardized for differences in access to input and use by female and male holders, they contrast with those in earlier studies, in which female holders have a

lower agricultural productivity. For example, a World Bank study reports a 23 percent lower production per hectare among female farm managers, mainly due to a shortage of labour, competing household responsibilities, lower quality and size of land, lower returns for the use of farm inputs (e.g. fertilizer and oxen), and a knowledge gap in the use of appropriate farming technologies. (The World Bank, 2014)

This is indicative of the gap in the triangulation of findings with other similar studies and the role of controlling for other variables affecting productivity. Such seemingly mixed evidence may have resulted either from a lack of clarity on the method applied and the assumptions made in evaluating the gender differences in agricultural productivity, or from inconsistency in data and analysis techniques, which both limit the usefulness of the findings for policy. In addition, the Gender Statistics Report lacks assessment and critical analysis of the root causes for the evidenced disparities between women and men. Since the underlying causes and the factors are not analysed behind the facts and figures, it is not possible to obtain a full picture of prevailing gender disparity, nor would it be possible to identify actions to address the prevailing gender disparities or scale up efforts where better progress on gender equality has been made. This is an area for further scrutiny by incorporating qualitative methods.

### 3.3 Gender-responsiveness of legal and institutional frameworks and practices in mainstreaming gender statistics

Gender statistics identify areas where gender inequalities prevail, and measure the extent of inequalities in social, political and economic spheres. They serve policymakers in integrating gender concerns to ensure that women and girls equally participate in, and benefit from, policy outcomes just as their male counterparts. The legislative and structural bottlenecks affecting the generation and dissemination of statistical data in general also hinder gender statistics. While formulating gender-related policies and a legal framework is important, it alone is insufficient to ensure gender equality unless policy is translated into practices. (Lindsey, 2011)

There is no entity responsible for overseeing gender mainstreaming in line ministries and sector offices in Ethiopia. The problem starts with the 1993 National Women's Policy,<sup>8</sup> which is focused on addressing the issues of women rather than gender. Subsequently, the mandates of the Ministry of Women Affairs (MoWA) (Proclamation no. 471/2005) were focused on addressing women's issues and later revised to address the issues of women, children and youth in line with the renaming of the Ministry (Proclamation no. 916/2015 and 1097/2018). Regardless of the law which only focuses on addressing the issues of women, children and youth, the Ministry has made efforts to undertake a gender mainstreaming role including the development of the Gender Mainstreaming Guideline and the performance levelling tool on gender mainstreaming and targeted interventions. However, except for the mention of gender in the MoWCY's vision, without the organizational mandates, all the organizational documents including the strategic and annual plans of the MoWCY are more focused on women's affairs and little on gender. The MoWCY's 2019/2020 annual plan shows that in the women's section, the goal is to ensure that women benefit from economic, social and decision-making spheres, as well as the institutionalization of women's affairs, changing societal attitudes towards women, and building their capacities. The performance indicators pertaining to youth- and child-related activities are generic and not disaggregated by sex. The youth unit addresses ensuring economic and social benefits for youth, capacity building and the mainstreaming of youth affairs in organizations, without disaggregating the data by sex. While paying attention to women's issues may be justified from the perspective of narrowing the longstanding inequality disproportionately affecting women, the benefits of women can be sustained with a gender mainstreaming approach.

It is important, therefore, to inquire about the availability of sufficient local evidence to justify the need for gender mainstreaming. This may include questions as to whether there are sufficient local evidence

8. At the time of the survey, the National Women's Policy was under review.

showing the links between gender inequality and efficiency or measuring the cost of gender inequality to justify support for gender statistics and gender mainstreaming into organizational activities and the statistical system.

### 3.4 Gaps in gender mainstreaming in the NSS and regular surveys and censuses

Despite some efforts, gaps remain pertaining to legislative, attitudinal, capacity and institutional dimensions, which undermine progress in mainstreaming gender in the NSS, as discussed below.

**Indifference of the Statistical Act to gender concerns:** Proclamation no. 442/2005 makes no mention of gender or women. While this may be understandable from the perspective of the generality of such national laws, it is important to learn from the experience of other Acts; the African Charter on Statistics at least makes one mention of gender in the definition of data (AUSTAT and African Union Commission, 2009).

**Pushing gender issues to the gender mainstreaming directorate:** Gender issues are often side-lined and left to the gender mainstreaming directorates at the various sectors. This is manifested by the fact that some of the experts who participated in the interviews, including those at the planning, and monitoring and evaluation departments in the visited sectors, tend to push questions related to the practices of gender mainstreaming and gender-related data to the gender mainstreaming directorate. There seems to be limited awareness that gender mainstreaming cannot be attained by a gender directorate alone, but rather requires that gender issues be institutionalized and internalized in every department and activity of the organization. The quality of gender statistics may be affected by lack of gender awareness at various levels of data generation and dissemination. Data collectors (field supervisors and enumerators) need gender awareness and analysis skills for the generation of gender statistics. Gender indifference at the field level may compromise the quality of data on gender relations, particularly when it involves sensitive gender issues such as gender-based violence.

**The misconception of gender issues as exclusively regarding women:** There are indications that the issue of gender is equated to women. A case in point is an encounter of a key informant who was ridiculed for sending a man to attend a certain gender-related training. And yet, in the same organization, the male gender experts at the gender mainstreaming directorate can express gender concerns very well. This shows a need for creating awareness on gender issues pertaining to specific organizational activities among staff members. During the key informant interviews, several of the experts from these directorates voiced their concern over the recent renaming of the directorate in the sectors as the Women, Children and Youth Affairs Directorate. They indicated that, in addition to serving the MoWCY's interest to have a foothold in each sector organization, the naming actually reinforces the misconception of gender issues as women's issues. This misconception is even stronger because the directorate and its mandates were renamed without consulting the organizations and contextualizing it within the sector-specific activities. This nomenclature and mandate, which are concerned merely with women, are in conflict with the gender development discourse and the gender transformative approach, which are centred on gender. While this change could be due to the recognition of the need to pay attention to the needs of women, who have been disadvantaged in all spheres of life, mainstreaming gender should be a key component.

**Treating gender concerns in isolation from core organizational activities:** At the organizational level, there is a tendency to focus on treating gender as a separate activity both at the CSA and the sector ministries. One manifestation of this is the little interaction of the gender mainstreaming directorate with the core directorates and departments that are engaged in generating data. Although the directorates participate in planning and implementation through feedback on the plans, instruments and performance reports in some sectors, the attempts are less integrated with the core directorates'

and departments' role since efforts are limited to conducting gender-related advocacy. In case of the CSA, the gender mainstreaming directorate's involvement is limited partly due to lack of accountability mechanisms for enforcing gender mainstreaming and gender statistics activities. Also, gender equality is treated as a separate pillar in some of the planning and strategic documents (e.g. the National Strategy for the Development of Statistics), which makes it difficult to translate and operationalize it in the other pillars representing the core activities of the organization. The lack of adequate understanding of the concept of gender mainstreaming and lack of commitment is also another challenge that is resulting in the separate treatment and side-lining of gender from the rest of the organizational activities.

There is a tendency to consider the specialized gender surveys such as the Time Use Survey (TUS) conducted by the CSA and the planned Gender Asset Gap Survey as magic bullets for addressing gender issues in the NSS. It is noted that, to date, the CSA has only conducted one round of TUS as a specialized gender-based survey and is looking forward to conducting the next round. Moreover, the CSA is developing instruments to carry out the first Gender Asset Gap Survey. These stand-alone surveys and assessments could complement gender mainstreaming efforts in the regular surveys and censuses. Yet, greater efforts are needed to effect a sustainable impact in addressing gender issues in the NSS. Sufficient attention should also be paid to systematically mainstreaming gender issues in the NSS and the ongoing surveys, census and assessments for the availability and accessibility of regular and timely gender statistics. On the other hand, mainstreaming gender issues in the periodic surveys, census, assessments is one of the pillars and is clearly stated in the NSDS.

**Inadequate capacity in relation to gender mainstreaming:** The expertise of the management in gender and gender mainstreaming is vital for strengthening decisions on actions needed to implement gender mainstreaming. Due to capacity limitations, gender-responsive budgeting is often misconceived as the budget allocated to the gender mainstreaming directorate, and gender-disaggregated data are misconceived as sex-disaggregated data. Moreover, there is a gap in technical capacity to carry out research to justify the cause for gender mainstreaming and gender-related activities. Results further reveal that, in cases where automated data systems are available, capacity gaps are reported in terms of differentiating between impact, outcome and output indicators. There is also some reluctance to update the database whenever data are available on some of the indicators.

**Inadequate staffing of the gender mainstreaming directorates:** According to key informant interviews with officials and experts at the CSA and sector ministries, and observations by the research team, all sectors have a gender mainstreaming directorate, officially known as the "Women, Children and Youth Affairs Directorate". In many cases, the directorate is staffed with a director and experts in charge of gender mainstreaming activities, whereas in others, the directorate is inadequately staffed. Over a long period, the directorate at the CSA was operating with a director and a secretary, until October 2011 when UN Women seconded assistance for the directorate, and additional staffs were transferred from another department within the CSA. On a positive note, CSA is one of the few organizations where the gender mainstreaming directorate is part of management which is not the case in most sector ministries.

This reflects the little attention paid to the issue of gender at the institutional level. In addition, there is a high staff turnover at the gender mainstreaming directorate, mainly due to the low pay arising from the lower scale for gender staff, and hence the mobility of gender experts to better paying jobs or positions. For example, in the Ministry of Agriculture, the senior gender expert level cannot exceed Level 12, whereas similar experts in other directorates (e.g. extension experts) can be promoted to Level 14. Also, the level of gender experts is lower than other experts in most organizations in the country, which is the result of the recently introduced Job Evaluation and Grading system that aims to harmonize payments for similar professions across organizations.

**Inadequate finance:** Results show that mainstreaming gender in some of the available surveys, such as the Welfare Monitoring Survey (WMS) and the Household Income Consumption and Expenditure (HICE), is constrained by, inter alia, its cost implications. In addition, there is a lack of gender-responsive budgeting at the CSA and at the sectors involved in generating and disseminating country-level data

and statistics. In this respect, results of key informant interviews show that some gender mainstreaming directorates have solicited financial support for some of their activities; however, unless gender issues are internalized in the organizations' activities, including through gender-responsive budgeting, gender issues cannot be sustainably addressed. Notwithstanding the budget constraint, it is important to raise the question of whether the existing resource has been effectively utilized to effect changes in mainstreaming gender in the NSS.

**Lack of gender considerations in the CSA's data quality assessment framework:** As part of its mandate to coordinate the NSS, the CSA has developed a framework to enhance the quality of administrative data by sectors (Central Statistics Agency, 2011). While the framework outlines a number of dimensions and components of dimensions for assessing quality (e.g. relevance, accuracy, timeliness, accessibility, methodology, operating procedures, management, quality assurance, confidentiality), it does not mention gender considerations among the essential components for data quality dimensions. This indifference to gender considerations has contributed to the lack of accountability to gender mainstreaming in the NSS.

**Lack of clarity in the mandates of the gender mainstreaming directorates and a confusion of roles:** The duties and responsibilities of some of the gender directorates are misconceived mainly as enhancing the wellbeing of female staff. The gender mainstreaming directorates seem to interpret gender equality as empowering female staff in the specific sectors. As a result, the directorates focus on conducting advocacy focused on gender equality and women's empowerment to improve the situation of women within the organization. This is reflected in some of the annual plans, where many of the planned activities are focused on staff-centred advocacy and wellbeing activities. Politically, more efforts seem to be exerted in the celebration of International Women's Day (March 8) through various events rather than addressing the root causes of gender inequality. However, these limited interventions are not bearing satisfactory results even in the lives of female staff.

Moreover, there is no regular feedback mechanism between the gender mainstreaming directorate and the departments involved in statistical data generation and dissemination to ensure that the instruments for data generation and dissemination are gender responsive. There are indications of some mixing up of roles between the sectoral gender directorates and the Planning, and the Monitoring and Evaluation Directorates with respect to compiling and reporting performance and data on gender-related activities. In some cases, Planning, and Monitoring and Evaluation Directorates are responsible for formulating and presenting the organizational plan and performance on gender-disaggregated data, whereas the gender mainstreaming directorates forward their comments on the report rather than actively engage in the process. In other cases, any external engagements, meetings, consultations, or activities pertaining to gender and gender mainstreaming are referred to the gender mainstreaming directorates, as stated earlier. There are also issues concerning not sending the relevant personnel to participate in meetings and consultations; for example, there are reported cases of sending low-level experts to attend workshops or meetings in forums that need key decision-making personnel.

**Lack of accountability mechanisms for gender mainstreaming in the NSS:** Neither the gender directorates nor the other directorates involved in generating data are subject to accountability mechanisms. The roles and responsibilities of these directorates do not include accountability mechanisms for their failures to generate gender statistics. The lack of these mechanisms undermines efforts to ensure gender mainstreaming in the NSS in general, and in generating gender statistics, in particular. In this regard, a key informant highlighted that sectoral-level gender mainstreaming cannot be enforced unless accountability starts from top-level management.

## 3.5 Mapping of data sources for gender statistics in Ethiopia

As a centre for official statistics, the CSA is primarily engaged in generating and disseminating statistical data by conducting regular censuses and surveys. In addition to conducting its regular primary data collection activities, the CSA utilizes some of the administrative records, produced by line ministries to make official statistics available. A case in point is the Vital Statistics Directorate at the CSA, which utilizes administrative data obtained from the Federal Immigration, Citizenship and Vital Registration Agency to generate statistical data. Line ministries and sectors are also allowed to generate and disseminate administrative data as part of their day-to-day activities. In doing so, they make use of census and survey data produced by the CSA, particularly data on population size, in computing some key indicators (e.g. gross enrolment rate).

Consultations and interviews with a team of experts at the National Statistics Data Quality and Standards Coordination Directorate show that the CSA acknowledges that a great deal of administrative data produced by the various sectors are useful. For instance, administrative data provide 47 percent of the data needed for the currently available and easily feasible global SDG indicators in Ethiopia, followed by statistical data, at 36 percent (United Nations Statistics Division, 2018). These administrative data provide a greater degree of regularity and disaggregation. Concerning sex disaggregation in the CSA's regular censuses and surveys, there are some observed limitations, particularly at the individual level (Table 2). Data on a sizable number of the indicators are generated at the household level. Sex disaggregation of the indicators at the individual level would have made existing gender disparities visible and addressed much of the content of the specialized surveys. The availability and frequency of gender statistics in CSA surveys and censuses are presented and discussed below.

### 3.5.1 Population and demographic statistics

The Demographic and Health Survey (DHS) is rich in terms of generating and providing gender-disaggregated indicators and data that are useful to conduct gender-related assessments and to guide policy evaluation and implementation. The DHS is conducted every five years. It provides the following data:

- **In the health sector:** The DHS provides data on a set of gender indicators, such as contraceptive prevalence, mortality rate of children (antenatal care), percentage of births with a skilled attendant, HIV-related data and adult mortality rates by sex.
- **In the education sector:** The DHS provides data on education attainment, school attendance, and literacy rate by sex (Table 2).

Most importantly, violence against women (VAW) module is included in 2016 DHS to collect data on different forms of violence against women, showing the DHS's responsiveness to practical needs and the reality on the ground.

Table 2. Key indicators, gender sensitivity and frequency of collection of population and demographic statistics at the Central Statistics Agency

Type of survey/census					Frequency
1. Demographic and Health Survey					Five years
Indicators	Unit of analysis				
	Household - male-headed households (MHH) and female-headed households (FHH)	Individual-household (HH) members	Women	Men	
1.1 Household characteristics					
1.1.1 Fetching water		√			
1.1.2 Assets	√				
1.2 Injuries	√				
1.3 Domestic violence			√		
1.4 Respondent's background (age, education, religion, ethnicity, migration, access to information)			√		√
1.5 Reproduction			√		√
1.6 Contraception			√		√
1.7 Pregnancy and postnatal care			√		
1.8 Fistula			√		
1.9 Child immunization			√		
1.10 Child health and nutrition			√		
1.11 Marriage and sexual activity			√		√
1.12 Fertility preferences			√		√
1.13 Husband's background, woman's work and decision-making			√		
1.14 Employment, gender roles and decision-making				√	
1.15 HIV/AIDS			√		√
1.16 Other health issues			√		√
1.17 Maternal mortality			√		
1.18 Female genital mutilation			√		
1.19 Violence against women			√		
1.20 Information about the health facility where vaccination cards are kept			√		
1.21 Weight, height, haemoglobin measure for children aged 0-5		√			
1.22 Weight, height, haemoglobin measure, HIV testing for aged 15-49		√			
2. Civic Registration and Vital Statistics					Annual
2.1 Birth (residence, name, sex, citizenship, date and place of birth, weight at birth, delivery assistance, status of delivery though skilled attendants)		√			

Type of survey/census				Frequency
2.2 Marriage (residence, name, citizenship, date and place of birth, ethnicity, religion, previous marriage, education, occupation)			✓	✓
2.3 Divorce (residence, name, citizenship, date and place of birth, ethnicity, religion, previous marriage, education, occupation)			✓	✓
2.4 Death (residence, name, citizenship, sex, age, date of birth, ethnicity, religion, marital status, education, occupation)		✓		
<b>3. Population and Housing Census</b>				<b>10 years</b>
3.1 Household member characteristics (sex, age, marital status, education, religion, disability, type of residence, economic activity)	✓		✓	✓
3.2 Maternity, childbearing, child mortality	✓			
3.3 Type of residence and characteristics of housing unit (construction materials, facilities, source of light, water, fuel and tenure status)	✓			
3.4 Mortality (deaths in the household)	✓			

### 3.1 The household surveys and price statistics

The CSA collects the household statistics from the following: the Household Consumption and Expenditure Survey (HCES), the WMS, price statistics (consumer and producer prices and indices), the Labour Force Surveys (National [Integrated] Labour Force Survey and the Urban Employment and Unemployment Surveys); Child Labour Surveys; and the TUS, among others. Most of the surveys and price statistics directorate are conducted every five years, except for the National Employment Surveys and the Price Surveys, which are conducted annually and monthly (Table 3).

It emerged from the HCES and WMS that there is an assumption of the prevalence of household-oriented resource pooling, sharing and decision-making. From a gender perspective, these household-level indicators and data would enable to observe the differences in consumption expenditure and welfare among female- and male-headed households. However, it conceals gender-related differences in consumption expenditure and welfare among members of a household (e.g. differences between women and men within married couple households, and between girls and boys).

A number of the indicators given under the HCES could be disaggregated by sex in order to observe any gender differences affecting household expenditure items and sources. These include: main source of income; number of household members with their own business; number of household members with access to credit from the microfinance institutions; number of household members who participate in the micro and small business enterprises; consumption of food, beverages and tobacco; medical care expenses; purchase of transport and communication tools; education, recreation, entertainment, cultural and sports services expenditures; and sources of expenditure. The main source of income may vary between women and men due to their differential access to diverse livelihood sources (e.g. Degli, Tomavo and Baños, 2016). In addition to the number of members who own their own business and had access to credit, whether female and male members had access to these opportunities would have resulted in differences in expenditure patterns, with implications for household welfare (USAID, 2019). Moreover, gender-disaggregation of expenditure on consumption of food, beverages, tobacco, medical

services, transportation, communication tools, education, recreation, entertainment, and cultural and sports services would enable to capture the gender disparity in the expenditure patterns to guide policy and intervention.

In the WMS, there are also gender issues in many of the food security indicators that are not captured by the instrument. These include indicators for food shortages, number of meals eaten, and food items eaten over a given period of time. These issues were framed into questions such as, "For how many days did the household suffer food shortages in the last 12 months?"; "On average, how many meals did the household eat yesterday?"; and "How many days, over the last seven days, did member of the household eat the following food items prepared and/or consumed at home?" There is little reason to believe that the responses to these questions are similar for individual members of the household, particularly for women and men. Several studies indicated that for households facing food shortages, there is difference in food allocation between female and male members of the household. For instance, a study by the United States Agency for International Development (USAID) showed that in a situation of food shortage in the household, women eat after the men and children have eaten (USAID, 2017) with implications for gender differences in food insecurity status. Similarly, girls and women in Ethiopia carry a disproportionately higher burden of food insecurity in the household (Hadley et al. 2008); indeed, there are differences in the level of food insecurity reported by women and men within a given household (Belachew et al., 2011). This is an area for further investigation.

Based on interviews with officials and experts at various data generating directorates at the CSA, there are constraints to gender mainstreaming in the available surveys and censuses. These include making questionnaires bulky due to additional questions addressing gender issues, and compromising quality by causing respondent fatigue and cost implications.

Table 3. Key indicators, gender disaggregation and frequency of collection

Type of Survey/census					Frequency
Indicators	Unit of analysis				
	Household (male household, female household)	Individual (household members)	Women	Men	
<b>1. Welfare Monitoring Survey</b>					Five years
2.1 Economic and demographic (sex, age, education, marital status, disability, occupation)		✓			
2.2 Education		✓			
2.3 Health		✓			
2.4 Children (0–59 months) birth, breastfeeding, supplementary food			✓		
2.5 Housing amenities	✓				
2.6 Food security indicators	✓				
2.7 Crop production	✓				
2.8 Source of income	✓				
2.9 Shocks and coping	✓				
2.10 Access and utilization of and satisfaction with basic services	✓				

Type of Survey/Forum					Frequency
2.11 Dwelling, land ownership, other fixed assets	✓				
2.12 Harmful traditional practices (for household members aged 0-14)		✓			
<b>2. Household Consumption and Expenditure Survey</b>					Five years
2.1 Demographic characteristics relationship to the head, sex, age, religion, marital status, education, (disability)		✓			
2.2 Household status of household and members	✓				
2.2.1 Crop holding	✓				
2.2.2 Livestock holding	✓				
2.2.3 Primary aim of the agricultural holding (crop/livestock)	✓				
2.2.4 Main source of income	✓				
2.2.5 Productive Safety Net Programme (PSNP)/Household Asset Building Programme (HABP) participation	✓				
2.2.6 Participation in programmes (e.g. HIV/AIDS, resettlement, school feeding)	✓				
2.2.7 No. of members with their own business	✓				
2.2.8 Access to credit from microfinance institutions (no. of members)	✓				
2.2.9 Participation in micro and small business enterprises (no. of members)	✓				
2.2.10 Consumption of food, beverages, tobacco	✓				
2.2.11 Household expenditure on consumption of non-durable goods and services	✓				
2.2.12 Household expenditure on clothing and footwear	✓				
2.2.13 Sources of expenditure	✓				
2.2.14 Dwelling rent, maintenance, household equipment and operation	✓				
2.2.15 Medical care expenses, purchase of transport and communication tools	✓				
2.2.16 Education, recreation, entertainment, cultural and sports services expenditure	✓				
2.2.17 Personal goods, financial services, household non-consumption expenditure and other payments	✓				

Type of Survey/census					Frequency
<b>3. National Labour Force Survey</b>					Five years
3.1 Household member demographic and economic characteristics (age, sex, marital status,** education, training, current and previous place of residence and duration of residence and disability status)	✓	✓	✓	✓	
3.2 Economic activity during the last 7 days, by type of activity including informal works, hours spent in primary and secondary jobs, occupation sectors, workplace, employment status, terms of employment, duration, earning, job satisfaction, formal sector, underemployment, reason for not working in the last 7 days, previous job, reason for leaving, etc.	✓	✓	✓	✓	
3.3 Unemployment and characteristics of unemployed persons**(actively looking for work, willingness to work, reasons, type of work sought, duration of unemployment, past work, etc.)	✓	✓	✓	✓	
3.4 Child labour (schooling status, reason for not attending school, type of work, reason for working, working hours, use of earning, safety at work, orphan hood, etc.)	✓	✓	✓	✓	
<b>4. Urban Employment and Unemployment Survey***</b>					Annual
4.1 Socio-demographic characteristics of households	✓	✓	✓	✓	
4.2 Economic activity status over the last 7 days	✓	✓	✓	✓	
4.3 Occupation, industry, employment status, workplace terms of employment, earning, etc.	✓	✓	✓	✓	
4.4 Unemployment and characteristics of unemployed persons	✓	✓	✓	✓	
4.5 Economic activity during the last six months	✓	✓	✓	✓	

Note: \*Data on marital status, education, training, and economic activity are collected on relevant age groups.

\*\*Data on unemployment and characteristics of unemployed persons are collected on relevant age groups.

\*\*\*Economic activity and unemployment status apply for relevant age groups.

Finally, the labour force and urban employment-unemployment surveys present data at both individual and household levels, considering individual household members, and female and male household heads, respectively. In these cases, much of the data is collected at the individual household members' level and can be easily disaggregated by sex. The classification of economic activities follows standard classification of activities and captures all sectors/activities that women and men are engaged in. It also captures possible reasons for unavailability of or lack of readiness to work from which potentially gendered data can be extracted.

In addition to the labour force surveys, the CSA conducted the first stand-alone TUS in 2013 to provide information on the time spent on paid and unpaid work by women and men, girls and boys, and on the valuation of unpaid work. The survey has highlighted the full extent of the work of women and all

their contributions to the national economy, including their contribution in the unremunerated unpaid work. For example, women spend more time in unproductive activities such as domestic chores and childcare and less time in System of National Account (SNA)<sup>5</sup> activities, mass media and leisure activities. This indicates the invisible contribution of women to the economy, in general, and the household, in particular, in unremunerated household activities. In addition to the survey report, a further analysis of the data was carried out in 2016 to indicate time poverty among Ethiopian women and men. The CSA and its stakeholders should ensure the continuity of this survey by adopting it as one of its regular surveys and promoting the use of its findings in policymaking and implementation through, for example, the development of a satellite account for the estimated value of unpaid works.

### 3.5.3 Agricultural, environmental and natural resources statistics

The Agriculture, Natural Resource and Environment Statistics Directorate of the CSA conducts at least nine agricultural sample surveys annually.

- Survey of Main Season Post-Harvest Area and Production of Major Crops
- Livestock and Livestock Characteristics Survey
- Belg<sup>6</sup> Season Area and Crop production and Farm Management Practice Survey
- Crop and Livestock Product Utilization Survey
- Main Season Farm Management Practice Survey
- Main Season Land Utilization Survey
- Dry Season Irrigation Practice
- Medium- and Large-scale Commercial Farms Sample Survey and Annual Area
- Crop Production Forecast Survey.

All but a few of the surveys are conducted annually, and summary reports are released over the months of December to August, based on the survey timeline.

The agricultural data released by the CSA, as clearly shown in Table 4, indicate that household head (holder) is always disaggregated by sex. However, the reports do not present the findings disaggregated by sex. In all agricultural sample survey reports (Statistical Bulletins), it is not common to present data by disaggregating by respondent characteristics. The main goal of the reports is to present the findings of interest on the topic at hand. For example, the chief goal of the Main Season Area and Production of Major Crops Sample survey report is to present the area cultivated, and the production and productivity of major crops at the national, regional and zonal levels. Experts and officials at the Agriculture, Natural Resource and Environment Statistics Directorate state that the CSA is the producer of the data and the user should present the data as needed. However, this created problems resulting in much of the CSA data being unutilized due to not being communicated well or made easily accessible.

Table 4. Availability of sex-disaggregated and gender-related data in the Central Statistics Agency's Agricultural Sample Surveys

No.	Survey type	Availability of sex-disaggregated data	Availability of gender-specific indicators	Remarks (frequency)	Unit of analysis
1	Main Season Area and Production of Major Crops Survey	Yes	Yes	Annual	Holder
2	Livestock and Livestock Characteristics Survey	Yes	No	Annual	Holder

5. The System of National Accounts (SNA) is the internationally agreed standard set of recommendations on how to compile measures of economic activity.

6. Short rainy seasons.

No.	Survey type	Availability of sex-disaggregated data	Availability of gender-specific indicators	Remarks (frequency)	Unit of analysis
3	Belg Season Area and Crop Production, and Farm Management Practice Survey	Yes	No	Annual	Holder
4	Crop and Livestock Product Utilization Survey	Yes	No	Annual	Holder
5	Main Season Farm Management Practice Survey	Yes	No	Annual	Holder
6	Main Season Land Utilization Survey	Yes	No	Annual	Parcel/plot
7	Dry Season Irrigation Practice, Crop Production and Farm Management Practice Sample Survey		No	Annual	Holder
8	Medium- and Large-scale Commercial Farms Sample Survey and Annual Area	NA	No	Annual	Farm units
9	Crop Production Forecast Survey	NA	No	Annual	Holder

In terms of gender-specific statistics, there is a gender-specific module in the Agricultural Sample Survey (AgSS), included recently in the main season AgSS. The module deals with gender roles in crop and livestock production, participation in training and extension services, and crop and livestock product marketing, as well as decision-making on input use, and utilization of income from crop and livestock and livestock products. While including gender issues in the AgSS is a major achievement by the CSA, there are still gaps in how questions are framed. The gender-related questions in the annual AgSS asks who mainly participated in each of the agricultural activities (ploughing, selling, livestock management, etc.) and who decides on/receives services in agriculture (extension and credit).

Even if there are data related to the gender issues in agriculture, they are not analysed and presented in useable forms. The main reason for not analysing and presenting them is both technical and institutional. The Agriculture, Natural Resource and Environment Statistics Directorate claims that its responsibility is to generate and provide data, and yet, the potential data users are neither aware of the availability of these data, nor have the capacity and means to analyse and use them. According to key informant interviews, the directorate's main goal is to provide data, and analysing and presenting them in a useable form is the mandate of other directorates, such as the gender mainstreaming directorate, and the sector offices and research centres that use agricultural data in their planning, research, monitoring and evaluation. However, it takes time to access the CSA's raw data and technical expertise to analyse them. A previous assessment of the CSA data shows that accessibility of all CSA data is also weak, with just ten of the 24 members of the NSS claiming that metadata were available. Therefore, there should be technical capacity building and institutional linkages between the CSA and the sector offices to utilize the data more effectively.

The assessment also finds that there is limited information on the availability/accessibility of CSA data by sector offices. For example, even though the CSA collects data on most of the Ministry of Agriculture's GTP II outcome indicators, the sector uses only 'area cultivated', 'production' and 'productivity' indicators for GTP II progress reporting and evaluation. The lion's share of data from land utilization, farm management practices, livestock, and livestock characteristics, etc. remain unutilized. This can be improved by enhancing the capacity of sector offices and CSA's gender mainstreaming directorate to analyse gender-specific data and mainstream sex-disaggregated and gender-specific data in the regular CSA reports (Statistical Bulletins).

In addition to the limited utilization of data produced by the Agricultural Statistics Directorate, there is a need to improve the survey design to more accurately capture the situations of women and men.

Currently, the household head is the respondent for all questions including the recently added gender-related questions. This may create a bias since the responses may be different if the women household members are respondents. According to United Nations Statistics Division (UNSD), in order to mainstream gender statistics not only must sex and gender issues be integrated into the data collection tools, also, the data collection methods should avoid possible gender biases. (United Nations Statistics Division, 2018)

### 3-5-4 Business statistics

The Business Statistics Directorate of the CSA collects mainly two surveys, the Small and Medium-Scale Manufacturing Industry Survey (conducted annually) and the Medium and Large-Scale Manufacturing Industry Survey (annually and quarterly). The Directorate is also mandated to conduct distributive trade surveys, cottage industry surveys, hotel and restaurant surveys, and other surveys. It emerged from a review of the data collection questionnaire and Statistics Act that there is sex disaggregation of eligible indicators in the quarterly manufacturing Industry Survey. Indicators that mention gender issues (gender-specific indicators) are not found in the tools and the reports of the two major surveys. In order to know the status of women in the small- and large-scale manufacturing industries, it will be necessary to include indicators that mention gender issues in the manufacturing industries (e.g. access to credit, ownership of land, the income from the establishments, and decision-making power in their activities).

Table 1. Availability of gender data in the business statistics of the Central Statistics Agency

No.	Survey type	Sex-disaggregated	Gender-specific indicators	Frequency of collection
<b>1. Quarterly Large- and Medium-scale Manufacturing Industry Survey</b>				
1.1	Employment by type of employment (temporary and permanent)	✓		Quarterly
1.2	Revenue generation			
1.3	Raw material utilization			
1.4	Capital expenditure			
1.5	Capacity utilization			
1.6	Business environment			
<b>2. Large- and Medium-scale Manufacturing Survey</b>				
2.1	Basic information			Annually
2.2	Number of owners, by sex	✓		
2.3	Paid-up capital, by ownership and sex	✓		
2.4	Number of months operated and reasons for not operating			
2.5	Ownership of a non-residential building and source of ownership			
2.6	Number of persons engaged, nationality and wages	✓		
2.5	Wages and salaries and other employee benefits paid	✓		
2.6	Products and sales			
2.7	Services and other receipts			
2.8	Value of stocks			

No.	Survey type	Sex-disaggregated	Gender-specific indicators	Frequency of collection
2.9	Cost and quantity of raw materials, parts and containers used			
2.10	Other industrial costs values			
2.11	Other industrial expenditures (Birr)			
2.12	Taxes paid			
2.13	Type and value of fixed assets			
2.14	Annual investment by type and source			
2.15	Annual production at full capacity			
2.16	Estimated value of raw materials needed at full capacity			
2.17	Major problems that prevented operation at full capacity			
2.18	Major problems currently facing the establishment			
<b>3. Small-scale Industry Survey</b>				Every 2 years
3.1	Characteristics of the establishment (amount of capital, problems faced and solutions, etc.)			
3.2	Structure and performance			
3.3	Employment	√		
3.4	Raw materials and energy Consumption			
3.5	Demographic characteristics of persons engaged (wages, salaries, sex, education, experience, etc.)	√		
3.6	Cost of raw materials and expenses			
3.7	Production, sales and other income and stock			
3.8	Fixed assets, investment and capacity			
3.9	Ownership, capacity and related problems faced	√		

### 3.6 Administrative data in the sector offices

Various sectors are also involved in generating administrative data in Ethiopia. However, there is a general concern over the diverse methodologies applied by the different sectors in generating administrative data leading to the argument for harmonizing and standardizing the methodologies for improving the quality

of administrative data. Each sector considers its respective administrative data as official statistics, which most organizations utilize to supplement the CSA data. And yet, it is important that there be an entity responsible for assuring quality of administrative data (by assessing the method of data generation) and approving data as official statistics. This is in line with the CSA's establishment legislation, which states that the CSA provides technical guidance and support for actors involved in the generation of national statistical data. Although efforts have been made to provide guidance on training and data quality assessments conducted on some sectors, gaps still remain in coordination, harmonization, data collection and compliance with standardized procedures to generate quality administrative data. Experiences of selected pro-poor sectors in Ethiopia in administrative data generation and assurance are discussed below (see also Table 6).

### 3.6.1 The Ministry of Education

The Ministry of Education (MoE) has a system for collecting, storing and processing educational data, the Education Management Information System (EMIS). It has a total of 103 indicators for the Education Sector Development Programme (ESDP V) and GTP II, of which 64 are applicable for gender statistics (Table 6). Schools are the major sources of the data, which are collected at Woreda offices, where the data aggregation begins, and then is transferred to the federal MoE and the Central Statistical Agency (CSA, 2015). In addition to the regional education bureaus, the MoE collects data from city administrations, teachers' education colleges, higher education institutions, and technical and vocational education and training institutions (Central Statistical Agency, 2015). Eighty-three of the 103 indicators can be either sex-disaggregated or gender-specific, out of which six indicators are gender-related and 47 are sex-disaggregated. With gender-disaggregated data on 64 percent of the indicators, it can be affirmed that the sector has performed well in terms of availability of gender statistics. There has also been a reasonable collaboration between the Ministry and the CSA in terms of data assurance and utilization of quality assurance framework.

### 3.6.2 The Ministry of Health

The Health Management Information System (HMIS) indicator Reference Guide defines a total 131 indicators to monitor and evaluate the Health Sector Transformation Plan (HSTP, 2015). The sources of the data for the indicators are administrative records, health facility records compiled by the HMIS, and the DHS. The annual report and the HMIS indicator reference guide indicate that the health sector has better gender statistics than the other sectors. For example, 100 out of the 131 indicators can be sex-disaggregated or are gender-specific indicators, out of which 20 indicators are gender-specific and 28 are sex-disaggregated. This indicates that gender statistics prevalence in the HSTP is 48 percent. The maternal health programme, and the prevention and control of diseases programme are the most gender-sensitive programmes according to the HMIS indicator framework.

### 3.6.3 The Ministry of Agriculture

The Ministry of Agriculture (MoA) uses paper-based data collection and reporting methods. Data are gender-disaggregated in its annual progress reports, but data that deal with gender issues are lacking. For example, only nine out of the 206 GTP II indicators published by the Planning and Development Commission (10 percent of the eligible indicators) are sex-disaggregated. The sector does not have a database or an MIS system to continuously record and aggregate administrative data that are intensively used in GTP II performance evaluation and internal performance assessment. The Ministry relies heavily on administrative data even though key indicators are regularly generated by the CSA. According to a review of a series of annual reports of the Ministry, performance data are sex-disaggregated where applicable, but lack consistency and regularity.

In the MoA, there is a Women and Child Affairs Directorate, which is responsible for following up on the integration of women and child affairs in agricultural development. The Directorate also conducts

supervision missions in different parts of the country to evaluate how women are participating in and benefiting from agriculture development activities. According to a key informant from this Directorate, the major issues it faces are lack of consistent and complete data from the implementing directorates and occasional inconsistency of reported figures from region to region. For example, there is the issue of double counting of female beneficiaries in employment in agriculture projects because the same figures are reported by the extension, natural resources, livestock, food security and job creation sectors. This is related to the lack of a data dictionary and indicator definition that would specify who reported the data and how they are reported.

The data most regularly produced by the Agriculture, Natural Resource and Environment Statistics of the CSA are on area cultivated, crop and livestock production, productivity, farm management practices, land utilization, and crop and livestock products utilization. Recently, gender-related data have been included in the main season agricultural sample survey, which will be useful for the MoA to monitor its performance and achievement in creating gender equality in agriculture. However, the MoA is limited to a few indicators in the planning and monitoring of its programmes. This could be due to a discrepancy between CSA and MoA data on some indicators, limited collaboration between the CSA and MoA in data exchange, and limited awareness of the MoA on the availability of the data and its utilization. Therefore, collaboration between the MoA and the CSA can significantly enhance data utilization, which can help stakeholders understand the status of the sector in more detail.

### 3.6.4 The Ministry of Water, Irrigation and Energy

The main source of data for the Ministry of Water, Irrigation and Electricity is administrative data. The administrative data include reports generated by reporting government offices across the administrative (Woreda, zonal, regional and federal levels) and different research documents from United Nations agencies, universities and research centres. The sources of data on the irrigation and water supply and sanitation sub-sectors are the regional offices, consultants and contractors engaged in the water sector. Key informants from the Ministry indicated that there was a water, sanitation and hygiene (WASH) information system and energy database, which was being designed and installed at the time of this assessment. Therefore, the Ministry currently uses a paper-based administrative data collection and management system. With regard to mainstreaming gender in the GTP II indicator framework, the Ministry has no sex-disaggregated data or gender-related indicators (PDC, GTP II Policy Matrix). However, the key informants from the Ministry indicated that they used population data from the CSA census, which are sex disaggregated. The assessment indicated that there was limited collaboration between the CSA and the organization on data sharing and statistical development.

The Ministry of Water, Irrigation and Energy uses mainly administrative data for progress reporting, and monitoring and evaluation of its programmes. This assessment found that the Ministry's programme collects and reports sex-disaggregated data in its programme monitoring and evaluation. The 2019 Annual Progress Report indicates that data on employment opportunities created by the sector are presented by sex in all of the five of the ongoing medium- and large-scale irrigation structures under the irrigation and drainage development programme. Furthermore, the area of irrigable land for women beneficiary is reported. This indicates that the programme monitoring and evaluation, and progress reports include gender-disaggregated data, unlike the GTP II indicator framework.

Table 6. Availability of gender statistics in the GTP II Policy Matrix

Sector	Total no. of indicators for GTP II	No. of applicable indicators	No. of gender-related indicators	No. of sex-disaggregated indicators	Gender statistics availability (%)
Ministry of Agriculture	206	88	0	9	10
Ministry of Health	131	100	20	28	48
Ministry of Education	103	83	6	47	64
Ministry of Water, Irrigation and Energy	40	1	0	0	0
Ministry of Women, Children and Youth	46	40	8	17	63
All pro-poor sectors	526	312	34	101	43

Source: Compiled from the GTP II Policy Matrix document and health sector (HMIS) Indicators Reference

### 3.6.5 The Ministry of Women, Children and Youth

As indicated, there are no clear provisions on the organization mandated to coordinate national gender mainstreaming activities. Despite this lack, the MoWCY's efforts in launching the National Gender Information System (NGIS), the national gender mainstreaming guideline, and women's empowerment levelling tool are commendable. As indicated in Table 7, the NGIS, which extends up to the Woreda level, consists of a total of 77 indicators generally generated in consultation with line ministries and sector offices, and has a database that links sector-specific, gender-related indicators with the Ministry. The sector offices are expected to feed the database on a quarterly basis with data relevant to their respective organizations. Currently, the system is at the stage of testing by the Ministry. But the system only covers performance on gender disaggregated data and does not support planning. Unless the MoWCY intervenes at the sectors' planning stage to address these indicators, setting up accountability mechanisms to enforce delivery according to plans, addressing the root cause of the gap between the plan and the performance will be difficult to effect the desired change in gender mainstreaming and

Table 7. Key indicators connected to the Ministry of Women, Children and Youth's National Gender Information System (NGIS), gender disaggregation and frequency of collection

Indicator (by sector)	Unit of analysis				Frequency
	Household (male-headed household, female-headed household)	Individual (household members)	Women	Men	
<b>1. Education</b>					
1.1 Number of people reached through awareness-raising programmes aimed at enhancing the educational participation of women and girls, by sex and region		✓			Quarterly
1.2 Gross enrolment rate for persons with special needs, by sex, cycle and region			✓	✓	Annually
1.3 Literacy rate, by sex, age, location and region			✓	✓	Annually

Indicator (by sector)	Unit of analysis				Frequency
	Household (male-headed household, female-headed household)	Individual (household members)	Women	Men	
1.5 Adult and non-formal education participation, by sex, age, location and region			✓	✓	Annually
1.6 The ratio of female teachers, trainers and lecturers, by cycle, level and field			✓		Annually
1.7 Repetition rate, by sex, cycle and region			✓	✓	Annually
1.8 Completion rate, by sex, cycle and region			✓	✓	Annually
1.9 Net secondary enrolment rate, by sex, cycle and region			✓	✓	Annually
1.10 Gender Parity Index, by education level			✓	✓	Annually
1.11 Dropout rate, by sex, cycle and region			✓	✓	Annually
1.12 Gross enrolment rate for persons with special needs, by sex, level and region			✓	✓	Annually
1.13 Female/male ratio in Technical and Vocational Education and Training (TVET), by region			✓	✓	Annually
<b>2. Economic</b>					
2.1 Number of women who received marketable, skill-based training			✓		Quarterly
2.2 Percentage of women who are urban house owners, by marital status and region			✓		Annually
2.3 Gender wage gap, by sector			✓	✓	Other
2.4 Percentage of households who have access to improved water source			✓	✓	Other
2.5 Proportion of female/male jobs created for in mega projects, by sector			✓	✓	Biennially
2.6 Beneficiaries of agricultural extension, by sex and marital status			✓	✓	Annually
2.7 Employment rate, by age, sex and major economic sector			✓	✓	Other
2.8 Labour market share, by sex, sector and profession			✓	✓	Other
2.9 Percentage of women land certificate owners, by marital status and location			✓		Quarterly
2.10 Poverty headcount ratio of female and male population			✓	✓	Other
2.11 Number of females benefiting from livestock and fisheries, by region and head of household			✓		Annually

Indicator (by sector)	Unit of analysis				Frequency
	Household (male-headed household, female-headed household)	Individual (household members)	Women	Men	
2.13 Unemployment rate, by age, sex and location			✓	✓	Other
2.14 Ratio of women who accessed and benefited from Business Development Services (BDS), by type and location			✓		Annually
2.15 Number of women who participated in an awareness-raising programme to benefit them economically			✓		Quarterly
2.16 Ratio of women in cooperatives, by type			✓		Annually
2.17 No. of households benefiting from social security schemes (urban and rural Productive Safety Net Programme (PSNP), by head of household and location	✓				Annually
2.18 Percentage of beneficiaries of microfinance institutions, by sex, volume and location		✓			Annually
2.19 Percentage of women using time and labour-saving technology, by type and location			✓		Biannually
2.20 Daily time use, by sex, location and type (paid and unpaid)			✓		Other
<b>3. Health</b>					
3.1 Number of girls aged 9-15 vaccinated for HPV, by region and location (urban/rural)			✓		Biannually
3.2 Percentage of people living with HIV (PLHIV) on antiretroviral therapy (ART), by sex and age			✓	✓	Quarterly
3.3 Life expectancy, by sex			✓	✓	Other
3.4 HIV prevalence (%), by sex and age			✓	✓	Other
3.5 Proportion of PLHIV, by sex and age			✓	✓	Quarterly
3.6 Contraceptive prevalence rate (CPR) (%), by type, sex and age			✓	✓	Quarterly
3.7 Proportion of people who have comprehensive knowledge about HIV/AIDS, by sex and age		✓			Other
3.8 Total fertility rate for women aged 15-49, by region and urban-rural residence			✓		Quarterly

Indicator (by sector)	Unit of analysis				Frequency
	Household (male-headed household, female-headed household)	Individual (household members)	Women	Men	
3.10 Total population, by sex, age, region and location			√	√	Annually
3.11 Proportion of women receiving 4 antenatal care visits during their last pregnancy			√		
3.12 Proportion of women receiving early postnatal care during their last delivery			√		
3.13 Number of people reached through an awareness-raising programme to access health facilities, by sex, age and region		√			
3.14 Proportion of deliveries attended by skilled health personnel			√		
3.15 Number of mothers treated for obstetrical fistula			√		
3.16 Maternal mortality ratio (MMR) (per 100,000 live births)			√		
<b>4. Public life and decision-making</b>					
4.1 Number of women participating in women's development groups, by age, region and location			√		
4.2 Proportion of females/males in the police force, by rank, leadership position and region			√	√	
4.3 Percentage of female candidates for parliamentary election, by age, disability and level of administration (federal, regional/city, district)			√		
4.4 Proportion of female public servants, by level, region and sector			√		
4.5 Number of seats held by women in legislative councils, by age and level of administration (federal, regional/city, district)			√		Other
4.6 Percentage of currently married women aged 15–49 participating in decision-making (regarding women's health care, household purchases, and visits to family or relatives) at the household level, by region, age, location and educational status			√		Other
4.7 Proportion of women judges, by level, region, age and disability			√		Annually

Indicator (by sector)	Unit of analysis				Frequency
	Household (male-headed household, female-headed household)	Individual (household members)	Women	Men	
4.9 Proportion of females/males in peacekeeping operations					Annually
4.10 Percentage of women in leadership position in civic societies (federations, associations, community-based organizations and civil society organizations), by age, type, position and disability					Annually
4.11 Proportion of women in decision-making in the public sector, by sector, position (minister, state minister, director, team leader), level of administration, age, disability and sector (e.g. education, health, finance, institutions)			✓		Annually
4.12 Percentage of women electoral board members, by age, region and disability			✓		Other
4.13 Number of women who participated in an awareness-raising programmes to enhance their decision-making skills, by age, location and disability			✓		Quarterly
4.14 Proportion of females/males in the military, by position			✓		Annually
<b>5. Human security</b>					
5.1 Proportion of women aged 20–24 who were married or in union by age 15 and by age 18, disaggregated by region, residence (urban/rural) and educational status			✓		Other
5.2 Percentage of women who sought help after experiencing any form of violence, by age, type of help, region and location			✓		Other
5.3 Proportion of internally displaced women who have accessed basic response protection services			✓		Annually
5.4 Proportion of girls and women aged 15–49 who have undergone female genital mutilation/cutting (FGM/C), by region and residence (urban/rural)			✓		Other
5.6 Number of people who participated on awareness-raising programme on gender-based violence (GBV), by sex, age and region			✓	✓	Quarterly
5.7 Proportion of GBV cases prosecuted, by type, region and context			✓		Biannually

Indicator (by sector)	Unit of analysis				Frequency
	Household (male-headed household, female-headed household)	Individual (household members)	Women	Men	
5.9 Percentage of women who have experienced one or more behaviours of marital control by their current or former husband or partner, disaggregated by age and location			✓		Other
5.10 Total and age specific rate of women/girls subjected to physical violence in the last 12 months, by severity of violence, relationship to the perpetrator, frequency and location			✓		Other
5.11 Total and age-specific rate of women who have been subjected to psychological violence in the past 12 months by her intimate partner, by location			✓		Other
5.12 No. of women survivors who have accessed women-friendly services, by type and region			✓		Biannually
5.13 Percentage of women who have experienced physical and sexual violence since the age of 15, by frequency, marital status, perpetrator and location			✓		Other
5.14 Proportion of GBV cases reported, by type, age, region and context			✓		Quarterly

## 4. Conclusion and Recommendations

### 4.1 Conclusion

Gender statistics are crucial to understand the situation of women and men, girls and boys in a society in order to guide effective policies and strategies to combat gender inequality and systemic discrimination. They cannot be dealt with in isolation from the current framework and institutions for mainstreaming statistics that reflect gender issues in society. This assessment examined different perspectives in mainstreaming gender in the NSS of Ethiopia. The identified gaps were the coordination of national statistics and the mainstreaming of gender statistics in the NSS have legislative and institutional underpinnings. At present, Proclamation No. 442/2005 does not have provisions on how the CSA can enforce its role as a coordinator of official statistics. Nor does it have provisions on how the CSA can support gender in the NSS. However, it does provide for the CSA and the NSC to issue directives or regulations to implement the law. To date, none of the mandated organizations have issued directives or regulations to support the enforcement of the Act.

Statistical data coordination, harmonization and accessibility efforts are further constrained by the lack of a national data warehouse that is effectively linked with sectoral data hubs, and the lack of sector-specific statistics units. This arises partly from the lack of clear provisions for effective coordination and organizing statistical units in the Statistical Act, or lack of regulations and directives supporting it. Despite the lack of provisions for mainstreaming gender statistics in the Act as well as the Data Quality Assessment Framework (DQAF), the CSA, in collaboration with donors, has been effective in producing gender-disaggregated data in its regular surveys and censuses, conducting specialized gender surveys and producing gender statistics reports. Yet administrative data seem to provide a greater degree of regularity and disaggregation by sex despite general concerns over quality. One of the key factors that constrained the generation of adequate quality administrative data is the lack of standard statistical procedures and methods across the sectors.

The assessment found that the misconception of gender, gender mainstreaming and gender-responsive budgeting, the ambiguity in ownership of the gender mainstreaming mandate, lack of recognition for the role gender mainstreaming plays in improving efficiency and growth, and lack of accountability mechanisms have undermined enforcement of gender mainstreaming across all sectors. As a result, there are limited regular capacity-building, planning and implementation activities on gender mainstreaming and gender statistics, and many of the gender-related activities are dependent on the goodwill and capacity of personnel in the gender directorates. The CSA, particularly, suffers from the lack of adequate human and technological resources to mainstream gender issues in the NSS and in ongoing surveys, census and assessments in a manner that is accessible to data users.

The above challenges and constraints have implications for the sustainable generation of gender statistics to better inform national planning and policymaking, and monitoring progress against global, regional and national development frameworks, initiatives, goals and indicators.

### 4.2 Recommendations

#### 4.2.1 The Government

Institutionalizing gender statistics in the NSS requires political will accompanied by adequate accountability mechanisms at all levels of organizations and sufficient resources for the translation of the rhetoric into concrete actions. The Act establishing the CSA needs to be amended to incorporate provisions for

enforcing the CSA's role as a coordinator of official statistics as well as for mainstreaming gender in the NSS; this should also be reflected in the directives and regulations supporting the enforcement of the Act. Accordingly, incorporating provisions for organizing sectoral statistics units, at least in the directives and regulations, should be considered in order to enhance the coordinating role of the CSA. Instituting accountability mechanisms is also useful to ensure the enforcement of the Act. Senior management of the NSS members need to show commitment to instituting accountability mechanisms for mainstreaming gender and gender statistics in their activities. This is ensured if accountability systems are designed at the top government structure.

The under review national women's policy should reflect commitment to addressing issues of gender and gender mainstreaming in alignment with the development discourse and ratified international commitments. The MoWCY's name and mandates must be reviewed to reflect the Government's commitment to institutionalize gender mainstreaming in the country. First, the Act establishing the MoWCY may be reviewed to incorporate gender mainstreaming and the coordination of gender mainstreaming efforts in the line ministries and sectors in its organizational mandate. This should also be reflected in the follow-up directives and regulations. The name of the organization and related sectoral directorates should be adapted and developed according to the specific objectives and activities of the organizations instead of using the same name across the board or revert back to its previous name, viz. Gender mainstreaming directorate.

The directorates of women, children and youth affairs (or its equivalent unit) of member organizations in the NSS need to be empowered by adapting the name, duties and responsibilities to the sector-specific mandates and objectives, equipping the office with the necessary experts and facilities, and implementing gender-responsive budgeting. Equally important is the need to provide the directorate with the status and salaries commensurate with the importance of gender mainstreaming and gender statistics as a demonstration of political will and a way of maintaining qualified staff.

There is a need to examine the merits and demerits of centralized and decentralized data systems at various levels, and adopt an appropriate system for enhancing coordination, harmonization, consistency, reliability, comparability, efficiency and accessibility of statistical data, in general, and gender-disaggregated data, in particular. In the context of centralized data flow systems, devising mechanisms, for example, digitalized data systems, to enable data encoding at the level of data origin may be considered to replace paper-based sharing of hand-filled raw data. For example, civil registration by NVEA should be digitalized for timely registration and sharing with the CSA, so that the vital statistics can be available on a timely basis. However, in decentralized data systems, it is important to create a platform and technological support, which are needed for cross-checking their data with data from other sources so as to combat data manipulation. Hence, it is important to implement a system for approval of data after they have been entered.

In view of the importance of incorporating qualitative methods to complement quantitative data by addressing the root causes of gender inequality and systemic discrimination in some of the indicators, the Government should consider assigning a responsible body for coordinating the generation and dissemination of qualitative data.

The Government should promote and implement a gender-responsive budgeting system in the NSS, in particular for the generation of statistical data at the sectoral level. In addition, the currently dysfunctional NSS should start operation and provide guidance and political support for the CSA and other NSS members in generating, reporting and making institutions accountable for gender statistics generation and use.

#### 4.2.2 The Central Statistics Agency

As a leading centre of official statistics, the CSA needs to put in place systems for coordination with the other organizations, for example, line ministries, research and training institutions, and international

workshops necessary to enhance gender mainstreaming and gender statistics activities.

The gender mainstreaming directorates need to engage in regular interaction and feedback with the departments directly working on the generation and dissemination of statistical data, as well as those in planning and monitoring and evaluation.

The gender mainstreaming directorates should also conduct regular meetings and workshops to raise awareness on gender issues and build staff capacity on gender mainstreaming. They should develop gender mainstreaming guidelines or adopt those prepared by the MoWCY and make them accessible to staff in departments engaged in generating, analysing and disseminating data..

#### 4.2.4 Research institutions and universities

To increase the recognition of the role of gender equality and gender mainstreaming, an area for intervention by research institutions and academia may be providing local evidence, for example, on the link between gender equality and efficiency as well as the cost of gender inequality. This will help create incentives for gender mainstreaming by demonstrating that addressing gender issues is not only a matter of right, but also of growth and efficiency.

Furthermore, the research centres and academia can contribute to conducting further analysis on available CSA data and gender statistics. They may also help build sectors' and the CSA's capacity in analysing the raw data and in providing them for users in more useable forms.

In order to avoid a duplication of efforts through the collection of similar data by various organizations, it is important for the research institutions and academia to consult the CSA concerning available data (both published and unpublished) before embarking on undertaking individualized surveys and experiments..

#### 4.2.5 Donor partners

Mainstreaming gender issues into the NSS, in general, and in the CSA's regular surveys, censuses and assessments, in particular, cannot be fully addressed without addressing the misconception in interpreting gender issues as the business of women's and gender directorates. This calls for conducting awareness raising, advocacy and technical training for staff, particularly those in the core activities of the various sectors, on the concept of gender, and gender mainstreaming and its implementation, which may be a relevant area of support from the donors' partners. This may require building working systems of sectors and ensuring their efficient functioning, as well as providing support in adapting and/or developing relevant tools and making them available to users. These tools include guidelines for gender mainstreaming, a gender dictionary, gender analyses and gender-responsive budgeting. The awareness-raising and capacity-building interventions may involve a continuous process to integrate gender mainstreaming and gender statistics into the organizational culture of the NSS members.

It is also important to put in place systems for coordinating efforts across the donor partners to avoid a duplication of efforts and capitalize on the synergy between donors, stakeholders and the national statistics office for improved gender mainstreaming and gender statistics.

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## Annex II

### 1. Key informant interview checklist for the Central Statistics Agency and gender mainstreaming directorates

#### 1.1 Deputy Director-Generals and Directors at the Central Statistics Agency

- *What are the roles of your sector/directorate in the Central Statistics Agency (CSA)?*
  - *What efforts have been made to harmonize data collection to international standards and procedures?*
  - *What is the status of the collection and analysis of gender statistics in the CSA? Do you monitor the collection of gender statistics?*
  - *Have mechanisms been put in place to support NSS members in regularly collecting, documenting and sharing data? What efforts have been made to standardize methods across NSS members?*
  - *What are the gaps and challenges facing the NSS and the NSC members regarding the generation and dissemination of good quality statistical data and gender statistics?*
  - *Have you conducted any capacity building to enable NSS members to generate good quality and standardized data and gender-disaggregated data? What topics were covered in the capacity-building exercise?*
  - *Is the CSA gender-informed and/or are any proclamations/laws/policies and specific articles gender-informed? Are there international and national laws that provide frameworks for generating gender statistics? Which ones? Please explain.*
  - *To what extent are gender-disaggregated data and female-specific data available in the CSA's data? How often does the organization collect gender-specific data? Who initiates their collection?*
  - *What are the major gaps/challenges (e.g. tools, capacity, laws) in your organization regarding the collection and management of gender statistics?*
  - *Are there any laws/policies that constrain the collection and accessibility of standardized statistical data, in general, and gender-disaggregated data, in particular? State the policies and how they affect statistical data and gender statistics.*
  - *What efforts have you made to improve the laws and policies that constrain standardized data collection in general and gender-disaggregated data in particular? Please explain.*
  - *What are the national and international legal frameworks governing statistical data, in general, and gender statistics, in particular?*
  - *To what extent is the Agency's strategic plan, especially the part related to gender statistics, implemented (if any)? Attach a progress report or any related evidence.*
- What are the major challenges in implementing your strategic plan? What are your suggestions to overcome them?*

#### 1.2 Gender Mainstreaming Directorates at the CSA and sector offices

- *What is the mandate of the gender mainstreaming directorate in your organization? [Analyse gender mainstreaming in the organization and gender mainstreaming in the statistical systems.]*

- To what extent is gender recognized in your organization's vision, mission and values? (Obtain a copy of the organization's vision, mission and values and culture.)
- To what extent is the organization's strategy gender-informed? Why or why not? [Analyse the National Strategy for the Development of Statistics (NSDS) II, EDQF, etc.]
- Is there any (i) gender mainstreaming strategy in the NSS; or (ii) a gender action plan developed by the organization needed to guide gender statistics? Are the strategy and action plan budgeted? Is there a gender policy in your organization? How often is a gender audit and an independent evaluation organized to assess the implementation of the gender strategy?
- Is there any civil society, private sector or non-governmental organization (NGO) supporting the design and implementation of the organization's gender strategy, if any, or the collection of gender-disaggregated data, gender statistics, awareness raising on gender, etc.?
- To what extent is gender mainstreamed in the planning and implementation of activities of your organization? (Obtain a copy of the organization's strategic plan and performance reports.)
- Are the organization's programmes and initiatives gender-screened? Is the Results Framework gender-informed?
- Does the Gender Directorate have the necessary budget and human resources? How much budget is allocated for the implementation of the gender action plan or any gender activities?
- What are the roles and responsibilities of the gender expert(s)?
- To what extent is the gender expert consulted or involved in planning, design and implementation of the core activities and projects of the organization? Who is responsible for coordinating gender experts' involvement in the process?
- Are there mechanisms for the gender expert to supervise, monitor and evaluate the implementation of the core activities of the organization and provide feedback? Please explain.
- What is the monitoring mechanism put in place to track progress on gender integration in organization's core activities?
- Is there any quality control ensured in the implementation of the organization's gender strategy and action plan?
- Is there a gender mainstreaming accountability mechanism put in place? Are gender objectives in statistics included in the different departments?
- Is there political will for, and awareness and recognition of the importance of gender in statistics? How is this concretely reflected in real life?
- How is the term 'gender-disaggregated data' understood in your organization? (Verify if it is male-headed vs female-headed household, or male vs female.)
- What are the major gaps/challenges regarding the collection and mining of gender-disaggregated data?
- What efforts have been made date to regarding mainstreaming gender statistics in your organization and NSS?
- What efforts should be made to strengthen gender statistics collection? What support is needed? Are there key partners that support this?

### 1.3 National Statistics Data Quality and Standards Coordination Directorate

- What are the mandates of this Directorate? What are its major subdivisions and activities?
- How do you determine which data to collect? What data collection methodology to use? Are they

*gender-sensitive? How or why not?*

- *How is the term 'gender-disaggregated data' understood in your organization? Please explain. (Verify if it is male-headed vs female-headed household, or male vs female.)*
- *Are there standards and concepts developed for the collection of gender statistics (both sex-disaggregated data and gender-specific). If so, what are they? If not, why not?*
- *How did they align with international standards and procedures? To what extent do they meet the data needs of the Sustainable Development Goals?*
- *How many of the data collection directorates are engaged in generating genders statistics and sex-disaggregated data? Are their methods (tools, codes, indicators, sampling) harmonized among them?*
- *Do you think the data they generate and the gender statistics are of good quality? Why or why not?*
- *What are the bottlenecks/challenges to collecting gender statistics in the CSA and the NSS? How do you think this can be solved?*
- *How do you support data collection of the NSS members (ministries, departments and agencies)?*
- *Does data collection at other NSSs fulfil the required standards of the CSA? If not, what actions have you taken to align it with CSA/international standards? Or what efforts do you think should be made to align it with CSA standards?*
- *Are the data collected by NSS members gender-disaggregated? Gender-specific? Why or why not?*
- *What efforts should be made to improve the efficiency of the activities of the statistical council and the NSS in terms of generating standardized and good quality gender statistics?*

#### 1.4 Data collection directorates

- *What is the mandate of your directorate? What are its major subdivisions and activities?*
- *What type of data do you usually collect? How many surveys are conducted by the directorate? What is the frequency of collection? (Obtain a sample of the survey reports of the directorate.)*
- *How is the term 'gender-disaggregated data' understood in your organization? Please explain. (Verify if it is male-headed vs female-headed household, or male vs female.)*
- *To what extent do you collect gender statistics (sex-disaggregated data and gender-specific indicators data)? How, or if not, why?*
- *Do you think that the collection of gender statistics (sex-disaggregated and gender-related indicators) is feasible? Useful?*
- *Is there any capacity building provided on gender (statistics) for departments/units that are involved in collecting gender-disaggregated data? Who provides the capacity-building support?*
- *What are the gender tools developed or used to mainstream gender statistics in your directorate's programmes, projects and activities?*
- *Which department is responsible for planning, analysing and disseminating gender-disaggregated data and gender-specific data?*
- *To what extent is the gender office/expert involved in planning, implementation and monitoring and evaluation of gender-disaggregated data (gender statistics)? Do the staff easily cooperate with the gender directorate for the collection of gender-disaggregated data?*
- *How are the indicators and tools for collecting gender-disaggregated data developed and validated? Are the indicators regularly updated and harmonized with international standards?*

- Does your organization make gender-disaggregated data accessible for users? How?
- Are there any platforms to share methods (for data collection and analysis), data and feedback with the CSA and other stakeholder organizations? Please explain.
- What type of support would you like to have from the Government and partners regarding your gaps in collection and management of gender statistics?
- What type of analysis (descriptive, analytical, etc.) do you usually conduct? Why?
- How do you determine which type of data to analyse and disseminate? Why?
- In what form (report, infographics, audio visual, workshop, etc.) do you disseminate data? Why?
- What types of data are disseminated? Why?
- What is the fate of data that are not analysed and reported?
- How is the term 'gender-disaggregated data' understood in your Unit? Please explain. [Verify if it is male-headed vs female-headed household, or male vs female.]
- To what extent does your Unit analyse and disseminate gender-disaggregated data? Why?
- What are the major challenges your Unit faces in analysing and disseminating gender statistics?
- What are your suggestions for addressing the challenges?
- What type of support would you like to receive from the Government and partners regarding your gaps in analysis and dissemination of gender statistics??

## 2. Interview guide for CSA data users (researchers, the Addis Ababa University and Policy Studies Institute)

### Introduction and consent

Good morning/afternoon. My name is \_\_\_\_\_. I am a consultant working with the CSA and UN Women to conduct an assessment on how to **mainstream gender statistics** in the National Statistical System (NSS) of Ethiopia. Since your organization is one of the members of the NSS (data producer or user) I would like to discuss with your office your data sources, availability of gender statistics and its gaps and way forward. Therefore, I kindly request you to spare 30 minutes for the discussion. The data and information collected will be used for the intended purpose only.

### Discussion points

1. Do you use CSA data? If so, what type of CSA data do you usually use? How do you access the data (website, hard copy)? Do you access the raw data? How?
2. How would you describe the regularity, availability and accessibility of CSA data?
3. How would you compare the data obtained from the line ministries and the CSA (in terms of availability, regularity, quality, consistency, accessibility and method of generating data)? Which source do you prefer and why? Which source do you think should be considered as the official source for statistics?
4. To what extent are **gender-disaggregated data and female-specific data made available by the CSA?**
5. To what extent are CSA data aligned and comparable to international standards (in terms of tools, indicators, level of disaggregation by gender and other indicators, questions, etc.)?

6. Is there any discrepancy between your data needs and data made available by the CSA? Explain the gap and the potential causes for it.
7. What are the challenges of official statistics?
8. What efforts should be made to close the gap you identified and strengthen official statistics, in general, and gender statistics, in particular?
9. Do you use administrative data from line ministries, departments and agencies?
  - 9.1. What are they? How do you assess the data in terms of quality, regularity, timeliness and consistency?
  - 9.2. What are the gaps in the administrative data that you usually use? How to address them, if any?
10. Have you any comments or suggestions?

Name of the informants

1. \_\_\_\_\_ Position \_\_\_\_\_ Telephone: \_\_\_\_\_
2. \_\_\_\_\_ Position \_\_\_\_\_ Telephone: \_\_\_\_\_
3. \_\_\_\_\_ Position \_\_\_\_\_ Telephone: \_\_\_\_\_

**Thank you very much for your cooperation.**

### 3. Interview Guide for Sector Offices and Planning and Development Commission

#### Introduction and Consent

Good morning/afternoon. My name is \_\_\_\_\_. I am a consultant collaborating with the Central Statistics Agency (CSA) and UN Women in conducting an assessment on how to **mainstream gender statistics** in National Statistical System (NSS) of Ethiopia. Since your organization is one of the members of the NSS (data producer or user), I would like to discuss with your office your data sources, the availability of gender statistics, their gaps and the way forward. Therefore, I kindly request you to spare 30 minutes for the discussion. The data and information collected will be used for the intended purpose only.

#### Discussion points

**Sector Office Name:** \_\_\_\_\_ **Department Interviewed:** \_\_\_\_\_

##### Introduction

1. What are the sources of data for your periodic reporting, decision-making and other purposes?
2. Do you have specific system/methodology to collect and aggregate administrative data? Explain the data collection systems/processes.
3. Do you have databases (e.g. MIS) to collect and aggregate administrative data? Are the data gender-disaggregated? Are gender-specific indicators captured by the system? Give examples. What are the challenges in gender statistics generation in the system? Please explain.
4. Do you use CSA data for any purpose? If so, what type of data do you often use from the CSA? How do you access the data (website, hard copy)? Do you access the raw data? How?
5. How do you describe the regularity, availability and accessibility of CSA data?
6. How do you compare the data obtained from the CSA (in terms of availability, regularity, quality, consistency, accessibility and method of generating data) with that of the administrative or other sources?
7. To what extent are gender-disaggregated data and female-specific data made available by the CSA?
8. Which data sources do you prefer and why? Which source (the CSA/survey based or administrative data) do you think should be considered official statistics? Why? [Investigate whether there are laws and proclamations that indicate data as official.]
  - 8.1. If there are laws and proclamations that declare other sources or CSA data as official, what are they?
  - 8.2. If not, or if you are not sure, do you think laws and proclamations on data generation and their use improve data availability and quality/consistency? How?
9. To what extent are CSA data aligned and comparable to international standards (in terms of tools, indicators, level of disaggregation by gender and other indicators, questions, etc.)?
10. Is there any discrepancy between your data needs and data made available by the CSA? Please explain the gap and its potential causes.
11. What are the challenges to declaring data as official statistics?
12. What efforts should be made to close the gap you identified and strengthen the official statistics,

in general, and gender statistics, in particular?

What challenges do you face in collecting data for Growth and Transformation Plan (GTP) II reporting purposes?

- 13.1. Are data available for gender-related indicators? Are sex-disaggregated data available for your reporting?
- 13.2. For which indicators do you face data gaps? What are the reasons?
14. What challenges do you face in reporting on the Sustainable Development Goals (SDGs) and other international commitments?
  - 14.1. For which SDG indicators do you face challenges in obtaining data?
  - 14.2. What will be the proposed solutions to overcome the challenges?
15. Do you have any comments and suggestions for?

Name of the informants

1. \_\_\_\_\_ Position \_\_\_\_\_ Telephone: \_\_\_\_\_
2. \_\_\_\_\_ Position \_\_\_\_\_ Telephone: \_\_\_\_\_
3. \_\_\_\_\_ Position \_\_\_\_\_ Telephone: \_\_\_\_\_

**Thank you very much for your cooperation.**

No.	Name	Organization	Position
36	Banchayehu Dagne	Ministry of Women, children and Youth	Expert
37	Bamlaku Andaregie	Attorney General	Law drafter and Public Prosecutor
38	Tewodros Berhie	Immigration Nationality and Vital Events Agency	Director
39	Gezahegni Mekonen	Immigration Nationality and Vital Events Agency	Director
40	Biratu Yigezu	Central Statistics Agency (CSA)	CSA, Director General
41	Aberash Tariku	CSA	CSA, Deputy Director General
42	Asifew Abera	CSA	CSA, Deputy Director General
43	Amare Legesse	CSA	CSA, Deputy Director General
44	Esayas Muleta	CSA	Directorate Director
45	Kifle Gebre	CSA	Directorate Director
46	Habekiristose Beyen	CSA	Directorate Director
47	Zelalem H/Giorgis	CSA	Directorate Director
48	Hailemariam Teklu	CSA	Directorate Director
49	Sehn Mereawi	CSA	Directorate Director
50	Sisay Guta	CSA	Directorate Director
51	Sorsie Gutema	CSA	Directorate Director
52	Safi Gemedi	CSA	Directorate Director
53	Fekade Asrat	CSA	Senior Expert
54	Melaku Tadie	CSA	Expert
55	Tesfaye Kebede	CSA	Directorate Director
56	Damtew Berhanu	CSA	Senior Expert
57	Yezihealem Kassa	CSA	Senior Expert
58	Aman Abdelwahab	CSA	Directorate Director
59	Abayneh Lemma	CSA	Directorate Director
60	Kifle Gebre	CSA	Directorate Director
61	Amare Tamene	CSA	Directorate Director
62	Abinet Hawaz	CSA	Directorate Director
63	Hagos Haile	CSA	Senior Expert
64	Abayneh Demsash	CSA	Expert
65	Amsaya Anteneh	PEC	Team leader