



But you did promise!

Making children a priority in development in Ethiopia



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Foreword

More than half of the world's population is children. The basic needs of these children are not yet fulfilled. Children are sections of society that need special attention and support. Besides fulfilling basic needs of food, shelter, health, clothing etc.- children have different rights including their right to education.



In order to see these rights fulfilled it is necessary to allocate special budget funds. Different governments prepare and allocate budget every year for different purposes and also monitor their implementation. However I have never seen till today any special budget allocated for realizing children's rights. When I say this I haven't of course forgotten and do not include the different NGOs that are active in supporting realization of children's rights.

The other fact is that today's world famous leaders, big philanthropists/donors, outstanding intellectuals, celebrities and all those big personalities have , for sure, once been children and have passed through the childhood period. It should therefore not be strange for them when we talk about or ask for realization of children's right. Various international studies focusing on children's issues have been conducted. In these studies problems and issues of children have been identified very clearly. Different promises were made to support the solution of these problems. However to realize children's rights it is necessary to go beyond promises and change the promises into practical actions.

When we say realization of children's rights I don't think the solution would be making emotionally charged speeches full of promises and declarations on big conferences or meetings and culminate these with warm hand clapping/applauses and do nothing thereafter. Words have to be changed into actions. If we keep on promising children and do nothing, we as children also learn nothing but only promises and would likely do the same harm in the future. Let us take action for realizing children's right today.

Samuel Assefa Siyum,
Age 16
Bethlehem School
Chair, Arada Sub-City Children's Parliament

I. Introduction: Aid Matters for Children

‘Hundreds of millions of children are deprived of most of their rights due to poverty. They should be the first to benefit from the poverty reduction efforts.’

Professor Dr Jaap E Doek, former Chairperson of the UN Committee on the Rights of the Child¹

i. Working in partnership

Making children’s rights a priority for development is a requirement of social justice. It is also a legal obligation for both governments and donors. The Committee on the Rights of the Child makes it plain that the UN Convention on the Rights of the Child (CRC)² should form the framework for international development assistance related directly or indirectly to children and that programmes of donor States should be rights-based.³ Making children’s rights a priority is also an essential element for breaking the cycle of poverty and stopping its spread to future generations. Definitions and concepts of childhood differ, but it is widely agreed that childhood should be a time for growth and development, for developing skills and forming aspirations in preparation for adult life. Childhood should be a time of freedom, security, and exploration. The poverty which characterises the vast majority of children’s lives in Ethiopia robs many of them of these opportunities and freedoms.

Ethiopia is highly dependent on foreign development assistance. The revenues generated within the country account for approximately 64% of the total domestic budget. The remainder is provided through development cooperation projects and programmes⁴. There is growing acceptance in the arena of international development that cooperation

¹ From Foreword to Poverty Reduction Strategy Papers: Children First! A Case Study on PRSP Processes in Ethiopia, Kenya and Zambia from a Child Rights Perspective. Kindernothilfe (2005)

http://www.sarpn.org.za/documents/d0002048/PRSP_Children-first_Sept2005.pdf

² The full text of the CRC and its Optional Protocols is available at:

<http://www.unicef.org/crc/crc.htm>

³ Committee on the Rights of the Child, General Comment No. 5, General measures of implementation of the Convention on the Rights of the Child (arts. 4, 42 and 44, para. 6), U.N. Doc. CRC/GC/2003/5 (2003).

⁴ Figure cited in SIDA development strategy for Ethiopia 2003-2007

should be founded on partnership and function within national strategies; this was affirmed in the Paris Declaration of 2005.⁵ Ethiopia is perceived to have more ownership over its development processes than many other African countries and most donors work to support the government's poverty reduction strategy, or Plan for Accelerated and Sustained Development to end Poverty (PASDEP). It is interesting, therefore, to see how much latitude donors have within the current government-led aid framework to influence the policy environment and work towards the protection and promotion of children's rights.

*Macroeconomic support is like a double-edged sword because when you do everything through macroeconomic support we have less and less control. How do you then manage the increasing number of issues we have to deal with in this new vision?*⁶

Ethiopia's National Plan of Action for Children (2003-2010) articulates what the Government would like to do to promote and protect the rights of their children. It represents an excellent blueprint but has failed to be implemented and lacks domestic resources and international development assistance. Protection systems for children are in place but they too lack resources. There are also Child Rights Committees, led by the Ministry of Women's Affairs, which has plans to strengthen and make the committees functional, but again, this initiative lacks resources.

The recognition of partnership and ownership of development processes also implies a mutual consideration of priorities by both governments and donors, and one such priority must be to protect the rights of the child. Through dialogue and through the support provided to sectors and programmes perceived to be priorities, donors can still have a degree of influence over the policy environment and can help to raise children's rights up the agenda. In this way, development cooperation can be used as a platform for continued political dialogue about issues of vital importance to the achievement of fulfilling children's rights and as a means of supporting Government and civil society's efforts and initiatives.

⁵ Declaration of Paris on Aid Effectiveness: Ownership, Harmonization, Alignment, Results and Mutual Accountability, OECD 2005.

⁶ European Commission official, cited in 'Invisible Children: Towards integration of Children's Rights in EU and Member States' Development Cooperation policies' Save the Children 2002

The current aid agenda does offer hope. Poverty reduction is the overarching objective of most donors' activities, political spaces are opening up to bring the voices and experiences of children and their communities to the policy table, and donors are re-examining donor-recipient relationships. However, much progress is required before aid can really be made to work for children's rights in Ethiopia.

ii. This report

Very few donors track programme and project activity systematically by age range so determining the extent to which donors are involved in protecting and promoting children's rights has not been an easy one and this report does not pretend by any means to be a comprehensive review. Furthermore, it focuses only upon the extent to which children's issues and children's rights feature in policy documents and country strategy papers.

The implementation of policies is not within the scope of this study and there should be no assumption that because certain policies are integrated well with children's rights that it will naturally have a demonstrable positive impact on children in Ethiopia. Having said this it is highly likely that children are more likely to be neglected within development actions in the absence of a policy that has some focus on children.

Using the CRC as its foundation, and through reviewing documentation and a series of interviews, this report asks:

- Are children, and issues relating to child poverty, highlighted in policies, strategies, evaluations and other documents that relate to the development cooperation of 13 selected bilateral and multilateral donors in Ethiopia?
- Are children's issues considered from a child rights based approach within the development cooperation of these donors?
- Are these donors working in partnership with the Government and civil society to realise children's rights?

This report finds that children in Ethiopia are not being given the attention they deserve by donors. Currently many bilateral and multilateral programmes directly and indirectly benefit children through investment in health, education, HIV/AIDS and various community development programmes. However, children's issues are rarely explicitly addressed from a rights-based perspective. This matters because a rights-based perspective is a legal obligation under the CRC

and is required to optimize the achievements of programmes involving children.

This report concludes with three main recommendations:

- i. that donors should integrate children's rights throughout their development programmes in order to maximise their effectiveness;
- ii. that they should work to influence and support government policy to promote children's rights through sustained, well-informed engagement and evidence based argument, mutual respect and willingness to share experience and expertise; and
- iii. that they should work more with civil society to cross-fertilise expertise, policy and experience.

2. Why make children's rights a priority for development in Ethiopia?

'I do not have time to study: I am always busy either at work or doing household chores.' Asrat, 13

'Going to school is a dream for me.' Dereje, 11

'Serving 'tella' beer to customers is a very difficult and risky job. People get drunk easily and start to say nasty thing to me.' Aster, 16

'I always miss my mother. I wouldn't have been so lonely if she had been alive. I would have been saved the worry of finding the next bread.' Meron, 16⁷

a. Children's rights are central to development

It is easy for policy-makers to think children's rights can be addressed within policies targeted at adults or other vulnerable groups, or as part of children's membership of households or broader communities. Working with those households or communities is then considered a way to address adequately children's needs and interests. Furthermore, an assumption is made that adults can express children's needs and interests, which can result in failure to consult with children directly.

⁷ Quotations taken from Save the Children Sweden 'Memory, grief and identity: life stories from orphaned children.' 2007

More recently, women in particular have been identified as the principal carers of children, and an assumption made that support targeted at women will automatically benefit their children.

There are a number of reasons why children's rights must be considered separately in development planning and why childhood poverty in itself should become a mainstream poverty issue:

- Action to address poverty affecting children has the potential to break poverty cycles; without it the Millennium Development Goals (MDGs) and broader poverty reduction objectives will not be reached and children's rights will not be realized.
- Children's and adults needs do not always coincide. The CRC is clear that children should not simply be regarded as scale model adults, but taken on their own terms, as a set of development subjects requiring a distinctive and particular approach. A vivid and important illustration of this is fact that an increasing number of children in Ethiopia no longer live in households headed by adults but survive on their own in extremely difficult circumstances. To reach these children it is essential that they be specifically targeted or they will continue to 'fall through the gaps.'
- Children do not constitute a social group that can be abstracted from its context. 'Child-centred' development practice must not be 'child-only': social and economic justice for poor children must be tackled in the context of their families and communities but with an explicit awareness of their unique requirements.
- Children are an integral part of the development process particularly in terms of their contributions to the economy.
- Failure to consult with children when planning means that policies can easily become costly mistakes which do not fulfill children's rights. This is particularly the case with children living outside of the mainstream such as in child-headed households, street children, child workers and sexually exploited children. Without a proper understanding of how their lives operate and the values and beliefs they

hold then any policy will not be intelligently tailored for their requirements.

i. Breaking the Cycle

Considerable evidence has now emerged to demonstrate that a failure to invest in childhood development can have long-term social consequences and that investing in childhood programmes is one of the best ways of having an impact on a wide range of social issues. This is particularly true for the education of girls.

Children (0-18 years) make up more than 50% of the population of Ethiopia. Millions die too young to even begin their journey to adulthood. About one in every 13 children in Ethiopia dies before reaching age one, while one in eight does not survive to their fifth birthday.⁸ Many of those who survive the early years have their childhoods cut short by poverty and vulnerability.

Children in Ethiopia often experience physical and mental damage because of poor nourishment. Almost half (47%) of children under five are stunted, or too short for their age and 11% are wasted or too thin for their height. About 38% are underweight.⁹ The reasons are related to poverty: some 78% of the population has no access to safe water and 94% lacks adequate sanitation. Many children have no access to quality health care: 44% of children are not fully immunized, 84% of children with respiratory infections and 62% with diarrhoea do not have access to adequate treatment and very few children have access to treated nets to prevent malaria. As a result, over 500,000 Ethiopian children die every year before the age of 5 (almost one every minute).

Some 1500,000 people live with HIV/AIDS in Ethiopia, 15% of them are children under 14 years. There are 720,000 children orphaned by HIV/AIDS and many of them are living in very hard conditions and with low access to health, education and basic rights such as receiving due inheritance. They are also vulnerable to violence and trafficking. Adolescents are exposed to HIV infection as well (only 30% of them use condoms in their sexual relations). Girls are especially at risk.

⁸ Ethiopia 2005 Demographic and Health Survey Key Findings

⁹ See footnote above.

Many children are forced out to work at an early age: 43% of children from 5 to 14 years are engaged in work, often in hazardous conditions undermining their possibilities for education and development. Despite the provision in the Revised Family Code setting 18 years of age for marriage for both girls and boys; 49% of girls marry before the age of 18 and many of these are forced marriages. Female Genital Mutilation (FGM) affects 62% of girls under 18.

Access to basic health and education services is low for the poor, and there is no solid social protection scheme which can support the needs of the most vulnerable children and their families. In fact a low proportion of children are registered at birth or later, hampering even further their access to basic social services.

The intergenerational transfer of poverty is primarily linked to opportunities for education and health. Children with little or no education have fewer chances to secure a livelihood during adulthood. They, in turn, may be unable to adequately feed and care for their own children, send them to school, or obtain adequate health care when they are sick. Malnutrition in childhood can lead to poor health and increased vulnerability during adulthood, and consequently reduced opportunities to secure a livelihood.

Breaking this cycle is the key to eliminating poverty and working within a child rights based framework is the key to breaking the cycle.

ii. Children's and adults' needs are not the same

An increasing number of children no longer live in households headed by adults. According to the 6th edition of 'AIDS in Ethiopia' (2006) there are nearly 5 million orphans in total. It should be stressed that, while 0.7 million have been orphaned by HIV/AIDS, the majority have been orphaned by other causes including maternal mortality (one of the highest in the world), persistent drought, migration and conflict.

Half of orphan children lack adequate food and school attendance for orphans is significantly lower than that for other children. Many of these orphans are responsible for themselves and the survival of their siblings. As a result they work, or find other ways of survival. Other children such as refugees, children with disabilities, sexually exploited children and children living on the streets are also

living outside the framework of a traditional household or family and need to be targeted directly if their rights are to be fulfilled.

In a recent budget analysis by Save the Children Sweden¹⁰ of 65 child headed households in Addis Ababa, it was noted that there are no official statistics outlining the numbers of children living alone with no adult support and that 90% of the children surveyed were orphans. Most of the heads of household were girls who have significantly lower monthly income than boys. The overwhelming majority (nearly 80%) of these households were living in poverty (defined as living on less than 1\$ per day per individual). These children need to have their unique and difficult circumstances taken into account by donors as their rights will not be fulfilled by policies focused on adults.

Children within ‘traditional households’ also need to have their unique situation and perspectives included in the development of country strategies. Unfortunately, children’s policies are often based solely on those of parents, adults or families, in the mistaken assumption that policies that are good for adults will necessarily be good for children. In fact, children’s and adults’ interests and rights are not always identical; they are frequently different and occasionally conflict.

Individuals within households do not necessarily have equal access to that family’s or household’s resources. In many cases, girls, child domestic workers or fostered children are denied access to resources and opportunities even in households that may be considered well off. The conflation of children’s needs with those of adults is compounded by a lack of research or knowledge about children’s lives.

iii. Children are an integral part of the development process

Children make a major contribution to the community, on their own, within ‘traditional’ households, or as part of a family business. Boys, but more usually girls, carry out a considerable portion of family chores, domestic tasks, childcare, some forms of agricultural work, and the tending of animals. This contribution frees other members of the family to take on paid work outside the home but never figures in economic analyses.

¹⁰ Child-headed household budget analysis, Getnet Alemu, Save the Children Sweden (2007) (NB still in draft form).

A study by the Central Statistical Authority of Ethiopia carried out in 2001, found that 85% of children were engaged in productive and household activities; much of this work is hazardous and damaging for their health and education. The same study found that the main impetus behind child labour was to supplement family income. Children are not just dependents or a vulnerable group but active participants in economic development. However, as is the case for women, children's economic contribution in developing countries as unpaid domestic labour and in the formal and informal sector is often unaccounted for in official statistics and economic analyses. Discussions about long-term development policy need to take children's contributions to development specifically into account –and this contribution should be analysed in the context of the specific rights of the child.

b. Legal Framework

i. UN Convention on the Rights of the Child

In recent years, the international community has made important advances in defining the rights of the child. A crucial step was the adoption of the CRC in 1989. This was followed by the World Summit for Children in 1990 and the UN Special Session on Children in 2002. All governments, with the exception of Somalia and the US, have ratified the CRC and no other international convention has been so widely ratified. The CRC provides a set of minimum standards relating to children's civil, political, economic, social and cultural rights.

Donor's obligations under the CRC are articulated in Article 4:

'States parties shall undertake all appropriate legislative, administrative and other measures for the implementation of rights recognised in the present Convention. With regard to economic, social and cultural rights, states parties shall undertake such measures to the maximum extent of their available resources and where needed within the framework of international co-operation.'

Article 4 emphasizes that implementation of the CRC is a cooperative exercise for the States of the world. In its General Comment 5, the Committee on the Rights of the Child elaborated upon the meaning of Article 4 in terms of the international obligations it creates for donors.¹¹ It advises States parties that the CRC should form

¹¹ Committee on the Rights of the Child, General Comment No. 5, General measures of implementation of the Convention on the Rights of the Child (arts. 4, 42 and 44, para. 6), U.N. Doc. CRC/GC/2003/5 (2003).

the framework for international development assistance related directly or indirectly to children and that programmes of donor States should be rights-based. In turn, the Committee encourages States parties that receive international aid and assistance to allocate a substantive part of that aid specifically to children and expects States parties to be able to identify on a yearly basis the amount and proportion of international support earmarked for the implementation of children's rights. It goes on to urge that children's rights feature prominently in Poverty Reduction Strategy Papers and Sector Wide Approaches: *'Both PRSPs and SWAps should reflect children's rights principles, with a holistic, child-centred approach recognizing children as holders of rights and the incorporation of development goals and objectives which are relevant to children.'*

The CRC brings together two main dynamics, both of which are critical to a child rights approach in development. Its first objective is to extend the fundamental human rights recognised for adults to children. This may be seen for example in provisions regarding freedom of conscience, rights to privacy, rights to voice and participation, and civil liberties. The logic here is *inclusion*: to challenge unthinking assumptions of children's 'difference', and the age-based exclusionary and exploitative practices to which this can give rise.

Secondly, the CRC calls for recognition that children's particular status engenders specific forms of vulnerability, interests and entitlements. It thus identifies children as a priority group for special intervention, with regard for example to appropriate schooling and health care provision, and protection from economic and sexual exploitation and exposure to harmful work. The key issue here is *recognition*: children should not simply be regarded as scale model adults, but taken on their own terms, as a set of development subjects requiring a distinctive and particular approach.

At the same time, children do not constitute a social group that can be abstracted from its context. 'Child-centred' development practice must not be 'child-only': social and economic justice for poor children must be tackled in the context of their families and communities. Similarly, children do not live their lives in 'sectors', rather, the well-being of children will depend critically on how dynamics within different sectors act on one another. The implication of this is that children's rights need to be considered from every perspective and thus 'mainstreamed' throughout development policy.

ii. Millennium Development Goals (MDGs)

The MDGs were adopted by the UN Millennium Summit held in 2000. Six of them refer specifically to children.

1. Eradicate extreme poverty and hunger.
2. Achieve universal primary education.
3. Promote gender equality and empower women.
4. Reduce child mortality.
5. Improve maternal health.
6. Combat HIV/AIDS, malaria and other disease.
7. Ensure environmental sustainability.
8. Develop a global partnership for development.

The MDGs lie at the heart of much development assistance in Ethiopia and tackling childhood poverty is a fundamental part of achieving the MDGs. A child rights focused development policy would enable donors to make a more effective and targeted contribution towards their timely achievement.

iii. UN Special Session on Children 2002

On 10 May 2002, 180 Heads of State and Government, and representatives of States, participated in the Special Session of the UN General Assembly on Children. They reaffirmed their commitment to promote and protect the rights of each child. The outcome document of the Special Session ended with a statement calling on all members of society to join in a global movement that will help build a world fit for children through upholding commitments to ten principles and objectives.¹² These objectives correspond well with the MDGs but also add some new elements, not least the principle of children's participation and protection.

Whilst most donors in Ethiopia focus upon the MDGs, the areas of children's participation and of protection are less well supported.

¹² www.unicef.org/specialsession/wffc

There are four priority thematic areas:

- health
- education
- protection from abuse, exploitation and violence
- HIV/AIDS.

All of the donors who assisted with this report are committed to the following principles (supplemented by specific goals):

Put children first: In all actions related to children, the best interests of the child shall be a primary consideration.

Eradicate poverty: invest in children: Chronic poverty remains the single biggest obstacle to meeting the needs, protecting and promoting the rights of the children. It must be tackled on all fronts, from the provision of basic social services to the creation of employment opportunities, from the availability of micro-credit to investment in infrastructure, and from debt relief to fair trade practices. We reaffirm our vow to break the cycle of poverty within a single generation, united in the conviction that investments in children and the realization of their rights are among the most effective ways to eradicate poverty.

Leave no child behind: Each child is born free and equal in dignity and rights; therefore all forms of discrimination affecting children must end. Gender disparities in primary and secondary education must be eliminated.

Care for every child: Children must get the best possible start in life. Their survival, protection, growth and development in good health and with proper nutrition is the essential foundation of human development. We will make concerted efforts to fight infectious diseases, tackle major causes of malnutrition and nurture children in a safe environment that enables them to be physically healthy, mentally alert, emotionally secure, socially competent and able to learn.

Educate every child: All girls and boys must have access to and complete primary education that is free, compulsory and of good quality as a cornerstone of an inclusive basic education. Gender disparities in primary and secondary education must be eliminated.

Protect children from harm and exploitation: Children must be protected against any acts of violence, abuse, exploitation and discrimination, as well as all forms of terrorism and hostage-taking.

Protect children from war: Children must be protected from the horrors of armed conflict. Children under foreign occupation must also be protected, in accordance with the provisions of international humanitarian law.

Combat HIV/AIDS: Children and their families must be protected from the devastating impact of HIV/AIDS.

Listen to children and ensure their participation: Children and adolescents are resourceful citizens capable of helping to build a better future for all. We must respect their right to express themselves and to participate in all matters affecting them, in accordance with their age and maturity.

Protect the earth for children: We must safeguard our natural environment, with its diversity of life, its beauty and its resources, all of which enhance the quality of life, for present and future generations. We will give every assistance to protect children and minimize the impact of natural disasters and environmental degradation on them.

v. Guidance documents

There are also a number of critical guidance documents which should inform donors' work in relation to children's rights¹³:

- i. The UN Committee on the Rights of the Child issued its Concluding Observations for Ethiopia in September 2006. This document offers an overview of the current status of implementation of the CRC in Ethiopia and is therefore an

¹³ Relevant guidance documents include: the UNHCR Agenda for protection; the UN Study on Armed Conflict (1996); ILO Conventions 182 and 138 on the elimination of the worst forms of child labour and the minimum age for admission to employment; UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children and other international legal instruments combating this issue; UN Standards on the administration of juvenile justice, in particular the Beijing Rules; UN Guidelines on the Prevention of Juvenile Delinquency (Riyadh Guidelines); UN Rules for the Protection of Juveniles deprived of their liberty ; two Optional Protocols to the CRC: on children in armed conflict and the sale of children, child prostitution and child pornography.

invaluable resource for donors when planning country strategies in line with their obligations under the CRC.

- ii. The UN Study on Violence against children was produced in 2006 and is a comprehensive, global study on all forms of violence against children¹⁴. Based on the evidence collected it shows that violence against children is widespread but preventable and highlights the disparity between the reality of children's lives and state commitments to protect them from violence. It has many recommendations with prevention being the priority.

3. What is a child rights based approach to development?

a. *Introduction*

Applying a child rights based approach to development implies recognizing the fact that children are particularly vulnerable to exploitation and abuse and have particular developmental needs and rights that differ from those of adults. The child rights perspective also acknowledges that children can and do actively contribute to household, community and society: they are not simply a vulnerable group but should be empowered to have a voice in decisions which affect them, rather than being the passive objects of choices made on their behalf.

A child rights based approach sets out not only the rights of children, but also the responsibilities of others to ensure that these rights are met. It places obligations on states to protect, promote and ensure the realisation of children's rights, and on citizens to make child rights a priority through civil action and participation in political processes. As we have seen, Article 4 goes further and emphasises the

¹⁴ World Report on Violence Against Children 2006
http://www.violencestudy.org/IMG/pdf/1._World_Report_on_Violence_against_Children.pdf

accountability of international donors in playing their role to fulfil children's rights.

A child rights based approach to development means:

- *Recognising children as rights holders and social actors;*
- *Holding states and government agencies responsible for fulfilling the rights of children;*
- *Recognising that parents and families are the primary carers and protectors and should be supported in these roles;*
- *Giving priority to children;*
- *Taking a gender perspective into account.*

b. The CRC Framework

The CRC provides inspiration and a framework for development policies¹⁵. There are four core principles to which policies must conform and these are an invaluable starting point in framing policies and strategies for the fulfilment of children's rights in Ethiopia:

- **Non-discrimination:**

All states are given the responsibility to promote inclusion, to act without discrimination of any kind, and to respect and ensure the rights of children within their jurisdiction. The onus falls on states to provide equitable provision in terms of the law and policing; fiscal and economic policies; health, education, infrastructure and social welfare programmes; and space for civil and political participation. The CRC gives prominence to three groups of children whose rights are often violated and who need extra support: disabled children, refugee children and children who are members of ethnic minorities and indigenous populations.

Children can be denied their rights and entitlements because of their individual or family characteristics. Factors such as age, gender, ethnicity, caste, culture, class, HIV/AIDS or disability status can all affect a child's ability to access vital resources and services. Discrimination results in social exclusion and perpetuates long term poverty. By way of example, diverse

¹⁵ See Appendix Two for information about programming underpinned by the CRC.

strategies are required to respond to the particular circumstances, and to the differing disadvantages of children who are out of school. Inclusive education policies for disabled children and children living on the street are of key importance.

Development cooperation should seek to:

- contribute to changing attitudes and values leading to discrimination against children as a whole as well as against specific groups of children such as those in conflict with the law, out of school etc.;
- contribute to ensuring that legislation and legal practices give all children the same rights;
- contribute to ensuring that relevant disaggregated data on disability, orphans and vulnerable children is collected.

o **The best interests of the child:**

This seeks to address the specific rights and needs of children and recognises that the needs of children do not always coincide with those of adults, and should always be given primacy. An important part of this analysis involves seeking the knowledge and opinions of children themselves.

By way of illustration, it is interesting to consider the impact of large infrastructure projects from the perspective of the best interest of the child. Infrastructure projects often impact on children's access to health care, education and clean water. Despite the positive effect that infrastructure development can have on society in general and children in particular, the projects can during the construction phase, place great strains on children, their environments and their families. Construction projects can give job opportunities to parents and older children which may provide higher incomes. However, it can also mean split families. Experience shows that in work-places with a large influx of labour there is growing prostitution with an increase in the spread of HIV, alcohol consumption and violence.

Donors need to ensure that support to infrastructure projects does not prevent children's access to basic needs. Children are more vulnerable to unsafe transport conditions and attention to their safety should be ensured in all infrastructure programmes. Children's working and employment conditions on large infrastructure projects must be monitored to ensure that

legislation on minimum age is observed where possible, that working conditions are acceptable and that payments are reasonable and their right to education safeguarded.

Development cooperation should seek to:

- make the best interests of the child a priority based on an assessment of the consequences of support for children;
- take child impact assessments into account.

o **Participation:**

This principle entitles a child to express his or her views freely in all matters affecting him or her. The CRC couches children's right to participation with reference to their varying capabilities, age and maturity, and evolving capacities. Children constitute approximately 50% of the population of Ethiopia. Their experiences and expectations are crucial in all areas of development.

Development cooperation should seek to:

- make children visible as partners in society;
- strengthen opportunities for children to participate in the planning and decision-making which affect their lives (education, health care, rural development, housing etc.);
- support child rights education programmes in school and within democratic structures;
- include children's views in planning, monitoring and decision-making particularly in relation to nationally owned development plans;
- support youth-led organisations.

o **Survival and development:**

All children have the right to the highest attainable standard of health, to education to develop their full potential, to the standard of living and social environment necessary for their physical, mental and social development and to rest and leisure, play and recreation. This principle also emphasises the need for international cooperation and support to developing countries in implementing the CRC.

Poverty is often associated with low social status and stigma. Children are especially vulnerable to being stigmatised. Girls, along with street children and orphans, are often accorded the lowest social status. The stigma of being an orphan is intensified by an implied association with HIV/AIDS. A child's ability to access his or her entitlements to resources and services outside the household is often dependent on social networks and family links to institutions in civil society, the market and the state. Effective strategies for ensuring the right to survival and development are fulfilled must take account of all of these factors, and aim to strengthen the capacity of families to provide a secure and stable framework for child care and development.

A child's ability to survive and develop can be hampered or scarred due to violence and exploitation, both inside and outside the family. This might include hidden, hazardous and unregulated forms of labour, sexual abuse and exploitation, and the direct and indirect consequences of conflict. The CRC outlines the responsibility of the state to protect children from abuse, neglect, violence, exploitative labour and conflict and to assist parents in securing living conditions necessary for children's development.

Development cooperation should seek to:

- contribute to economic, social and political structures which enable parents and the wider community to guarantee the fundamental needs of children;
- contribute to implementing free and compulsory primary education for all children and providing access to further general education and vocational training;
- contribute to ensuring that the living conditions and environment of children are not harmful to their health and that children have access to public health and medical services and to rehabilitation;
- support programmes which increase access to resources and job opportunities for poor young people and families;
- support the development of labour legislation which protects children from economic exploitation and hazardous work, regulates minimum ages, working conditions and working hours;
- create space and opportunity for play and recreational activities;

- assess coverage of basic institutional services such as birth registration and aim at increasing its coverage.
- ensure that the legal system pays special attention to legislation to protect children rights, particularly for vulnerable children, and to deal with juvenile justice.
- promote special protection measures to alleviate the problems of children when they are vulnerable.
- support special programmes, in compliance with international agreements, to enforce the law against child labour, child trafficking and violence against children, including sexual violence and forced marriages.

4. How do donors approach the implementation of children's rights in Ethiopia?

a. Donors and children's rights

Having considered why children's rights should be central to development strategies and what the framework of a child rights based approach looks like, we will now look at how donors in Ethiopia approach the implementation of children's rights. There are many dimensions to the way aid is delivered in Ethiopia. Moreover, few if any donors deliver all their aid in the same way, and the effectiveness of aid may have as much to do with detailed design as with the broad modalities employed.

The variety of instruments in use by donors in Ethiopia is striking: there are examples of pooled sector funding, of budget support, and of projects implemented directly with government and via cooperating partners (aid agencies and NGOs). This section will consider:

- the policies individual donors have towards children's rights at a central level and how these policies interact with the work they are doing currently in Ethiopia; and
- the government-led institutional framework in place for delivering aid from the perspective of children's rights.

I. JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)

Child rights policy....

JICA does not have an explicit policy on child rights but Japan's official development assistance Charter of 2003 calls for implementation of development assistance from the perspective of 'human security'. 'This means focusing on individual people and building societies in which everyone can live with dignity by protecting and empowering individuals and communities that are exposed to actual or potential threats.' Human security stresses that basic human necessities be secured and ensures that such necessities will not be lost in the future.

....and in Ethiopia

Priority sectors

JICA's aid to Ethiopia targets the following five priority areas and development issues within the framework of PASDEP:

1. Agriculture (promoting the development of rural villages) has biggest focus;
2. Infrastructure (improving transport and distribution and building communications networks),
3. Education (capacity building in education administration, expanding educational opportunities, improving the quality of education, and expanding technical education and professional training),
4. Health (capacity building in health administration, combating infectious diseases, addressing population and reproductive-health issues, and promoting community-based prevention and early diagnosis), and
5. Promoting the development of water resources.

Cross cutting Issues

Human security, gender and environment

Children's rights

JICA does not have a child rights based approach in Ethiopia. The representative interviewed said that children feature 'indirectly as recipients' of health and education programmes but are largely absent in

policy and strategy formulations. They are not required to report on child rights.

2. UNITED STATES AGENCY ON INTERNATIONAL DEVELOPMENT (USAID)

Child rights policy...

The US is unique amongst the donors consulted in this study in not having ratified the CRC. It supports long-term and equitable economic growth and advances U.S. foreign policy objectives by supporting:

- economic growth, agriculture and trade;
- global health; and,
- democracy, conflict prevention and humanitarian assistance.

...and in Ethiopia

Priority Sectors

Emergency Preparedness
Health, HIV/AIDS, Education
Good Governance
Economic Growth

Children's Rights

USAID works closely with Government ministries, NGOs and UNICEF and does not undertake any direct budgetary support. It does not have a specifically child rights based approach nor is it mandatory to report on children's rights. However, children feature a great deal in the areas of health, HIV/AIDS and education as beneficiaries of projects but also as very active participants in programme implementation since the focus is on directly supporting community based services. For example, USAID funds Pathfinder and Population Council in Amhara Region to provide information about harmful traditional practices to girls through girls clubs in and out of school. It also supports the Community Government Partnership Programme as part of which World Learning works with 1,800 schools to strengthen gender mainstreaming in schools and establish Girls Advisory Committees which link girls in school with adult teachers and school leaders who are their advocates to resist early marriage.

3. DEVELOPMENT COOPERATION IRELAND (DCI)

Child rights policy...

DCI has as its absolute priority the reduction of poverty, inequality and exclusion in developing countries. All of DCI's policies and activities are gauged against their contribution in this respect and against the progress they achieve towards the MDGs. Human rights, including children's rights, are also central.

Irish Aid programmes and projects should further the realisation of human rights.'
White Paper on Irish Aid, 2006¹⁶

*'Spending on development is spending on human rights. In providing access to education, health services, clean water, housing and better government, Irish Aid is helping some of the most marginalised people in some of the most marginalised societies in the world to realise their rights every day. Our assistance is bringing to life, in a practical way, the language of rights...The Convention on the Rights of the Child informs both Ireland's development policy and emergency relief and recovery responses.'*¹⁷

...and in Ethiopia

Priority Sectors

DCI works within the framework of PASDEP and focuses on health (including supporting a network of community health workers, constructing health centres, funding vaccination coverage and essential medicines), HIV/AIDS (working with civil society to increase levels of HIV testing in the Southern Province, providing employment for people living with HIV and AIDS and purchase of condoms), Education (funding of text books and support for orphans and vulnerable children to attend school). It also contributes to the Safety

¹⁶ www.irishaid.gov.ie/whitepaper/

¹⁷ Irish Aid website http://www.irishaid.gov.ie/partners_un.asp?article=256 (visited 13 June 2006)

Net Programme (of which more below), rural road building and political and economic governance programmes with a range of actors.

DCI supports the Tigray regional authorities to provide a range of services to the poor including water and sanitation and construction of primary schools. It also works with NGOs including UNICEF.

Cross cutting issues

Gender equality, HIV/AIDS, environmental sustainability and good governance.

Children's rights

Children's rights are theoretically incorporated into an increased policy focus on human rights in general within DCI, although in practice this has not necessarily produced an increased focus on children in policy documents or, indeed, at programme level. DCI does not work from an explicitly child rights perspective and it is not a reporting requirement. Nonetheless, much of the work they support serves to protect and promote children's right to survival and development and to be free of discrimination: for example, vaccination programmes, purchase of condoms, funding of text books and particularly support for orphans and vulnerable children to attend school.

4. FINLAND

Child Rights Policy...

In 2004, the Government of Finland adopted a new development policy committing itself to a rights-based approach meaning that the realisation of human rights, as defined by international human rights agreements, including the CRC, is taken as the starting point in Finland's development policy.

The main goal of Finland's development policy is to contribute to the eradication of extreme poverty from the world. Activities helping to achieve this goal include:

- Prevention of environmental threats;
- Promotion of equality, democracy, good governance and human rights; and

- Increasing world wide security and economic interaction.

...and in Ethiopia

Priority Sectors

Finland works principally in the water and education sectors in terms of bilateral cooperation. In addition, local cooperation funds are used to support initiatives of local civil society organisations and professional associations.

Cross-cutting Issues

- Promotion of the rights and the status of women and girls; and promotion of gender and social equality;
- Promotion of the rights of groups that are easily marginalised, particularly those of children, the disabled, indigenous peoples and ethnic minorities and promotion of equal participation opportunities for them;
- Consideration of environmental issues.

Children's rights

The education programme includes technical support for the Ministry of Education by way of an assistant with expertise in children with special needs who has prepared a strategy for this issue. Moreover, local cooperation funds are used to support initiatives designed to address child related problems. Finland also works with NGOs including Save the Children Finland. As part of the Finnish policy to advocate human rights, the Embassy in cooperation with Save the Children, organized in 2006 a round-table discussion with eminent participants on children's rights. Child rights feature as an important element of the human rights based approach which Finland adopts.

5. UK DEPARTMENT FOR INTERNATIONAL DEVELOPMENT (DFID)

Child Rights Policy

DFID's development relationship with partner governments is based upon:

- commitment to and progress on poverty reduction and the MDGs;
- respecting human rights and other international obligations;
- strengthening financial management and accountability.

In 2002, DFID produced a document entitled 'Breaking the Cycle of Child Poverty' which is a specific strategy outlining the importance of reaching children with aid.

'There are no specific guidelines on including children's rights in country assistance plans, but DFID centrally provides guidance on how human rights especially for the marginalised (including children) could be prioritised and addressed.' (DFID representative, April 2007).

....and in Ethiopia

Priority Sectors

DFID's aim is to help the Government of Ethiopia to implement PASDEP and to this end it has identified the following five overarching objectives:

- supporting the development of a capable, accountable and responsive state;
- promoting better service delivery and human development, education and health through Protection of Basic Services;
- promoting pro-poor growth;
- reducing the vulnerability of the very poorest;
- working with others for more effective development in Ethiopia.

Children's rights

DFID does not have an explicitly child rights perspective in its Ethiopian programme. However, its pro-poor objectives, especially reducing the vulnerability of the very poorest, helps to ensure that children's rights are protected and promoted. In addition, it works with UNICEF in the health sector and there is a DFID centrally funded Child Poverty Research Programme (Young Lives) implemented by Save the Children UK and support for a project on Adolescent Reproductive Health implemented by Population Concern.

6. GTZ

Child Rights Policy...

The Federal Ministry for Economic Cooperation and Development determines development policy whilst GTZ is an implementing body. The aims of development cooperation are to reduce poverty, build peace and promote equitable forms of globalisation and these are aligned to the MDGs. Development policy is viewed as a practical form of human rights policy and special priority is given to women's empowerment, gender equality and the protection and welfare of children. Children's policy is closely tied in with achieving the MDGs.

*'Campaigning for the rights of the child is a key task in international and German development policy.'*¹⁸

...and in Ethiopia

Priority Sectors

- sustainable use of natural resources to ensure food security;
- capacity building in the government and administration system;
- engineering capacity building and private sector development for sustainable economic growth.

Cross-cutting issues

Gender equality, participation and good governance, conflict prevention, ecological aspects, HIV/AIDS, sustainable development and poverty reduction are all embedded throughout programme cycles.

Children's rights

Child rights do not feature explicitly in their work nor do they have expertise in child rights within GTZ Ethiopia. The representative interviewed questioned that donors should be involved with child rights arguing that this should be the preserve of the NGO sector given a proper analysis of the distribution of roles within the development system operating in Ethiopia. It would be too confusing and too much work to have child rights as yet another cross cutting issue in addition to the existing ones.

¹⁸ <http://www.bmz.de/en/issues/HumanRights/hintergrund/kinderrechte/index.html>

7. NORWAY

Child Rights Policy...

Norwegian development priorities are poverty reduction and the improvement of the standard of living, especially in the fields of employment, health and education; the promotion of peace, democracy and human rights; environmental concerns; prevention of poverty due to political conflicts and hazards; gender equality. The government of Norway has a specific plan of action to combat FGM and Ethiopia is a pilot country for this plan.

In 2003, Norway produced a strategy for children and young people in the South entitled 'Three Billion Reasons'. This emphasises that the principles set out in the CRC are not confined to separate sectors but should be applied holistically throughout development strategies. It provides a concrete strategy and guidelines for applying a child rights based approach particularly in a framework for achieving the MDGs.

....and in Ethiopia

Priority Sectors

Reconciliation, human rights, natural resources and food security.

Cross-cutting issues

Gender and HIV/AIDS.

Children's rights

Three Billion Reasons is not currently used or referred to in Ethiopia and was produced prior to a change in government in 2005. Norway is not asked to report on children's rights to HQ.

A relatively large part of the development assistance portfolio is used directly or indirectly for anti-FGM efforts. In terms of women and children's rights they focus on an FGM programme which has a holistic approach and many different components including working with IGOs such as Unicef and UNFPA, government bodies such as MOLSA and MOWA and international NGOs such as Save the Children Norway

who manage the programme for them. Women and children's rights are conflated here and they do not separate them out within the context their development assistance. The programme focuses on Sexual and Reproductive Health in general and has a 5 year life span.

8. CANADIAN INTERNATIONAL DEVELOPMENT AGENCY (CIDA)

Child rights policy...

*'Canada is committed to supporting children's rights under the umbrella of its governance priority. CIDA's strategy for child protection aims to increase the realization of the rights of children, particularly those in need of special protection, through capacity building for government and civil society, targeted social services, and meaningful child participation.'*¹⁹

CIDA has a Child Rights and Protection Unit based in Ottawa which produced a Plan of Action for the incorporation of children's rights into CIDA's work in 2001. However, this Unit appears to have fallen silent in recent years and according to a CIDA representative requires more recognition at a senior level to have a greater impact. They do have to report in relation to children's activities annually but otherwise child rights are not focussed on structurally; 'there is no enforcement of child rights. We have so many priorities.' (CIDA representative, April 2007)

....and in Ethiopia

Priority Sectors

- Food security and agriculture.
- Governance and capacity building.

Cross-cutting Issues

Gender, environment and HIV/AIDS

Children's rights

As well as work done in relation to PASDEP and Protection of Basic Services programme (of which more later), they also work with

¹⁹ CIDA website <http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/JUD-12115346-RJE>

multilaterals and NGOs. Specific examples of work done with children through NGO project support includes: HIV/AIDS economic empowerment of child headed households/funding 'right to play' NGO. They have bilateral discussions on gender and HIV/AIDS but, as with Ireland, said that if they were to introduce the third issue of child rights then 'no-one would listen'.

9. ITALIAN DEVELOPMENT COOPERATION (IDC)

Child rights policy...

*'Over the past ten years Italy has directed greater resources to programs designed to safeguard the rights of children and adolescents in developing countries. Since December 1998 Italy has had its own "Guidelines" for development cooperation programs that involve children, and intends to treat children and young people more and more as an essential development resource in which to invest. Consistent with this approach, the child/adolescent is no longer seen solely as a beneficiary but rather as an agent of development and the subject of inalienable rights.'*²⁰

...and in Ethiopia

Priority Sectors

The country programme is designed within the framework of PASDEP and supports education, health, HIV/AIDS, TB and malaria, infrastructure, private sector, women and children, rural development and food security and good governance and capacity building.

Children's rights

Italy's current bilateral country programme strategy dates from 2001. It has a short chapter concerning the social sector allowing for small-scale initiatives. This year the IDC in Ethiopia drafted a new country strategy with a strong child rights orientation. It is awaiting approval in Rome. Children were not involved in its drafting. Furthermore, IDC employs a Child Rights focus person full time with the express remit of ensuring that child rights are taken into account across the board in IDC's work.

²⁰ Statement by The Hon. Roberto Maroni Minister of Labour and Social Affairs at the Special Session of The United Nations General Assembly on Children New York 9 May 2002

In 2005, the first programme to be established with a rights based approach was the 'Programme in support of children and adolescents living in vulnerable circumstances.' This programme is implemented in partnership with two Italian NGOs and the Ethiopian government. It works at a regional and federal level and aims to strengthen local institutions to enable them to protect and promote children's rights. As part of this programme IDC chairs a task force on implementation of the CRC and of the National Plan of Action for Children comprising SAHRE, Save the Children Sweden, MOWA and UNICEF.

10. SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION (SIDA)

Child Rights Policy...

In 1999, the SIDA developed guidelines for the mainstreaming of children's rights in Swedish development cooperation. The guidelines state that the process of developing a child rights perspective should be based on the CRC's four guiding principles (best interests of the child, survival and development, non-discrimination and participation).

The guidelines emphasise that the focus should not primarily be on certain groups of vulnerable children but on the rights and needs of all children. Several steps have been taken to make the guidelines operational. The first has been to integrate a child rights perspective in different SIDA guidelines, policies, action plans and country strategies. The second step has been to integrate children's rights into four strategic areas: health, social sector reforms, education and especially vulnerable children. The importance of using the CRC as a point of departure in the dialogue with partner countries is also emphasised.

....and in Ethiopia

Priority Areas

Working within the PASDEP framework, SIDA focuses on three main areas:

- Democratic development and respect for human rights
- Social development
- Economic growth

Cross-cutting issues

Special consideration is given to gender equality and environmental concerns in all programmes.

Children's rights

Sweden actively promotes democracy, good governance and human rights through its support to the Ethiopian government and NGOs and has regular training for its employees in relation to human rights including children's rights. It explicitly deals with children's rights at both an NGO and governmental level. It provides support to the Ethiopian Human Rights Commission. It funds NGO programmes that strengthen follow-up and reporting mechanisms in connection with violations of children's rights which is so vital to efforts aimed at protecting these rights; for example, it funds a Save the Children Denmark child protection programme in Gonder.

It also seeks to improve the capacity of decision-makers to take full account of child rights and assists the government (and civil society) in their endeavours to promote access to reliable healthcare, education and good quality social services for children. Programme priorities for children are those who are denied basic schooling, who suffer from HIV/AIDS, and who are sexually abused and economically exploited, as well as at child and young offenders in the charge of the judicial and penal system for dealing with juvenile crime.

In short, SIDA actively promotes and protects children's rights in its development assistance programme in Ethiopia.

II. DUTCH DEVELOPMENT COOPERATION

Child rights policy

Where children are concerned, Dutch human rights policy focuses primarily on child protection in the widest sense of the term: from the fight against child labour to protecting children from violence. Preventive measures take precedence, and caring for victims is another important area of concern. In recent years, policy has focused on

*protecting children caught up in armed conflicts, and on efforts to suppress trafficking in children, child prostitution, and child pornography.*²¹

....and in Ethiopia

Priority Sectors

- Education,
- Health, Rural
- Economic Development.

Cross-cutting Issues

Gender, good governance and environment.

Children's rights

Development assistance is under the framework of PASDEP and the representative interviewed defined it as 'not explicitly informed by the CRC.' Nonetheless a rights based approach is evident. Health programme focuses on SRH and HIV/AIDS.

In education, the embassy is cooperating with 5 other donors in support of teacher education, in order to enhance the quality of primary education. Girl's education is another area of concern and work is done with UNICEF and various NGOs including Save the Children Norway and Denmark in relation to alternative basic education to protect access to education for vulnerable children. They also support NGO projects to provide a child friendly school environment where violence, particularly against girls, is diminished and where Parent Teacher Associations are empowered to prevent early marriage.

As for the Rural Economic Development sector, there has been a shift to areas with economic potential. A programme is being developed on business organisations and market linkages. This approach is closely linked to development of the private sector.

21

<http://www.minbuza.nl/en/developmentcooperation/Themes/HumanRights,children>

12. EC

Child rights policy....

- Children's rights are enshrined in Article 24 of the *Charter on Fundamental Rights*. The Charter also includes articles relevant to the right to education, equality and non discrimination, the prohibition of child labour and the protection of working youth.
- The EU's *Joint Development Policy Statement of November 2000* stipulates that children's rights are a cross-cutting issue. On 13th July 2005, the EC adopted the proposal for a new EU Development Policy - "*the European consensus*"²². The new policy framework incorporates children rights and needs through its reference to the MDGs and human rights. Rights, capacities and essential services to address children needs are included in the first "Action Theme". The guidelines for implementation of this policy by the EC include human and social development, where children - and specifically child labour - are mentioned as a priority theme area.
- A range of initiatives are being developed to facilitate the *mainstreaming of children's rights*, including regular dedicated training (in close co-operation with UNICEF) and exchanges of information and best practice through the Inter-Institutional Group on Children's Rights.

....and in Ethiopia

Priority Sectors

The strategic focus of the EC Joint Response Strategy is to support the Government in achieving decisive progress in reaching the MDGs through:

- faster and sustained economic growth;
- higher export and lower population growth;
- reduction of the infrastructure deficit;
- strengthening of the democratic process and of the position of women; and
- reversing environmental degradation.

²² COM (2005) 311 -

http://www.europa.eu.int/comm/development/body/development_policy_statement/index_en.htm

This is to be achieved by focussing on three sectors:

- (i) Transport and Regional integration;
- (ii) Rural Development and Food Security, and;
- (iii) Macro-Economic Support and Governance.

Cross-cutting Issues

The Joint Response Strategy states (p29) that it will *'Ensure that cross-cutting themes such as human rights, gender equality, the rights of children, environmental sustainability and HIV/Aids are addressed either by direct interventions or mainstreamed through other programmes.'*

Children's Rights

In its joint strategy, children's rights are mentioned once in relation to their being a cross-cutting issue however, they are not referred to further and no information is provided as to the way in which they will be mainstreamed. Children are referred to in terms of being victims of poverty who are malnourished, lacking in access to education and girls are prey to discrimination. They are not portrayed as holders of rights nor is any indication given that the impact on children of planned infrastructure, macro-economic policies and rural development will be assessed. Unfortunately the EC were not available to meet for interview, however, on the paper evidence of their Joint Response Strategy, it appears that children's rights are not in fact mainstreamed.

13. WORLD BANK

Child rights policy....

'The World Bank should ensure that their activities related to international cooperation and economic development give primary consideration to the best interests of children and promote full implementation of the Convention²³'.

The World Bank has a Child and Youth Unit with an elaborated conceptual framework for working with children. It is not framed in terms of a rights based approach but identifies key areas of investment

²³Committee on the Rights of the Child, General Comment No. 5, General measures of implementation of the Convention on the Rights of the Child (arts. 4, 42 and 44, para. 6), U.N. Doc. CRC/GC/2003/5 (2003).

in children and youth founded on four basic arguments: it is economically efficient to invest in the early years; there is a demographic urgency owing to the sheer numbers of children and youth; importance of taking a life-cycle approach and importance of multi-sectoral interventions. Specific attention should be paid to creating an enabling environment for the ‘well-being of children and youth’ focussing upon policies and institutions which enable children and youth investments to succeed, both at the sectoral and macro level; families and communities which support, benefit from, and thereby have ownership of the strategies and interventions; and participation and empowerment of youth (and children, where possible) at all levels of development.²⁴

....and in Ethiopia

Priority Sectors

The Country Strategy (06-08) focuses on governance and growth in the following areas:

- (i) “core” governance—public administration, decentralisation, and public financial management;
- (ii) the provision of basic services in a fair and accountable way;
- (iii) the promotion of free enterprise;
- (iv) improved agricultural productivity; and
- (v) the development of infrastructure to nurture the growth of small towns and growth corridors.

Children’s rights

There is no mention of children’s rights in the interim country assistance strategy aside from its emphasis upon the MDGs and a rights-based approach is not taken.

Conclusions

Amongst the above donors, three different levels of incorporating children’s rights into development strategies in Ethiopia can be distinguished:

²⁴

<http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTCY/0,,contentMDK:20261630~menuPK:565258~pagePK:148956~piPK:216618~theSitePK:396445,00.html>

Child Focus: Where children receive specific programmatic attention, one result being an increase in child-specific interventions, some of which may directly link to the question of children's rights. Children may be mentioned as a priority area in specific policy documents (for example, USAID, World Bank and JICA)

Rights Based Approach: In which children's rights are incorporated into a general move towards an increased policy focus on human rights in general. In itself, this may not necessarily produce an increased focus on children in policy documents or, indeed, at programme level in development cooperation. This is the most widespread approach noted (for example, Finland, DCI, GTZ, EC, DFID, CIDA, Netherlands)

Child rights based approach: A framework approach in which the CRC underpins children in development policy ultimately resulting in adoption of programmes that pay particular attention to children's rights in all aspects (for example, SIDA, Norway and the Italian Development Cooperation).

All of the above donors firmly acknowledge that investment in children is an investment in the future which is closely linked to the over-arching goal of poverty reduction. There is extensive support for the MDGs and this goes a long way to promote and protect aspects of children's rights particularly in terms of their survival and development. However, a holistic approach in line with the principles of the CRC is not generally taken. Children's right to protection from violence, harm and exploitation and their right to participation are two areas which are significantly neglected overall. Children are not regarded as stakeholders in development processes and there are just a few examples of children being considered as holders of rights.

Often, even where donor policy does commit to integrating children's rights into its development strategies, translation of these commitments into organisation-wide practices is weak:

- No agency has internal reporting structures in place to ensure impact assessments routinely consider whether their aid is reaching children and young people, unless it is particularly targeted at them through particular projects.

- Only DFID and Italian Development Co-operation have focal points for children with the specific remit of looking at children's issues.
- No children were consulted during the planning of the country strategy papers nor have their substance been communicated to any children.

b. Government-led development processes

All donors work through government led structures for delivering aid. There was a strong sense from many donors in interview that their role is to support Government in the implementation of PASDEP and that if children's rights were not a priority within the Government then any civil society advocacy efforts to improve this should be directed towards the government rather than towards donors themselves. Many argued that to be very directive on any issue is against the principles of decentralisation of decision-making both to donor national offices and to the Government's policy choices.

This report argues that donors are legally obliged to integrate children's rights into their development policy and that it is not acceptable to evade this responsibility by 'hiding' behind a national government's reluctance to prioritise children's rights. However, the reality of the current aid architecture in Ethiopia is that the national policy context, processes and prioritisation of tackling children's rights is critical. This report will now examine how children's rights feature within the five principal means of delivering aid.

I. Plan for Accelerated and Sustained Development to end Poverty (2005/6 -2009/10)

PASDEP has very strong Government ownership and has been designed to accelerate the effort to reach the MDGs by 2015. Although human development indicators are improving, Ethiopia is unlikely to meet this ambitious target without a considerable scaling up of external assistance. Greater funding, and substantial poverty challenges, requires that donors work ever more closely together, with the Government, and with civil society. The PASDEP reflects a consensus that pro-poor growth is a fundamental priority.

The programme centres have a growth strategy for the next five years consisting of eight elements:

- (i) commercialisation of agriculture and promoting much more rapid non-farm private sector growth;
- (ii) geographical differentiation, with a greater emphasis on urban development;
- (iii) population policy;
- (iv) addressing gender inequalities;
- (v) infrastructure development;
- (vi) risk management and vulnerability;
- (vii) scaling up service delivery to reach the MDGs; and
- (viii) generating employment.

Children's rights

The poverty analysis in PASDEP presents extensive data on child malnutrition, diseases, child mortality and education. It paints a bleak picture of children as victims of underdevelopment and poverty rather than as holders of rights. It does not provide a full situational analysis of child poverty and many areas of the social reality of children and young people are hardly, if at all, touched upon.

Children feature within the policy matrix for the PASDEP principally as recipients of aid in health, HIV/AIDS and education sectors.

Health

- Reduced infant mortality rate;
- Reduced under 5 mortality rate;
- Improvement in under 5 nutrition;
- Improved immunisation coverage;
- Improved maternity care;
- Improved contraceptive prevalence rate.

HIV/AIDS

- Reduction in HIV prevalence among 15-24 year old pregnant women;
- Increase in percentage of HIV positive pregnant women receive a complete course of ART;
- Reduction mother to child transmission of HIV;

- Increase of condom use for 15-24 year olds;
- Ratio of current school attendance among orphans to that of non orphans age 10-14.

Education

- Increased enrolment across the education system for both boys and girls;
- Reduce gender disparity.

The PASDEP has a short section entitled ‘Addressing the Particular Needs of Children’ which states the following:

‘Children living in poverty are profoundly affected by development and poverty reduction policies. It is important to recognize that poverty reduction policies with a general focus on the poor may not automatically address childhood poverty in its entirety. In order to tackle poverty in a holistic and child-sensitive manner, it is important to consider the potentially different impact of economic growth and poverty reduction policies within the household –on adults and children, males and females. Equally importantly, given that children and young people (0-19 years) constitute approximately 55% of the Ethiopian population and have distinct developmental needs and experiences of poverty, they necessitate a special policy focus. Moreover, poverty in its many dimensions affects diverse groups including children in different ways - girls and boys, urban and rural children, able-bodied and disabled children and children of different ages.’ (PASDEP page 186).

It goes on to discuss the focus given within PASDEP to universal access to primary education, primary health services, reproductive health, rural growth, food security and gender equity all of which have a positive impact on the fulfilment of children’s rights. It also discusses the National Plan of Action for Ethiopian Children (2003-10). This covers health and education and crucially also covers the protection of children from abuse, exploitation and violence and the improvement of the rights of children in especially difficult circumstances, such as those orphaned or affected by conflict.

Only two of the donors interviewed for this report were aware of the National Plan of Action for Children and it is only referred to in these two country strategy papers/ assistance papers (SIDA and Italian Development Cooperation). It does not seem to be explicitly connected with broader policies within PASDEP but is rather invisible deep within the document. It does not feature in the policy matrices at all. Responsibility for its implementation falls upon the Ministry of

Women's Affairs which is a new ministry perceived to be still finding its feet but lacking in resources and the capacity to engage in the 'big' policy issues. The current status of implementation of the NPA is very weak and it has not yet been translated into local languages nor properly disseminated amongst the authorities responsible for implementation. One of the recommendations made by the Committee on the Rights of Child in its Concluding Observations for Ethiopia is that the NPA be 'implemented with adequate human and financial resources.'²⁵

2. Protection of Basic Services Programme (PBS)

What is it?

Before 2005, a period of real optimism in Ethiopia was accompanied by an increase in aid flows by donors. However, this was followed by a rapid reversal due to political events in 2005. PBS was introduced following the suspension of direct budget support by donors in 2005 as a result of the post-election events. The PBS grant which replaced direct budget support has been designed for a weaker governance environment. It both reduces the Government's discretion over the use of the funds and makes the funds conditional upon improved accountability to citizens.

PBS resources are added to the transfers made to regional governments, which are used to finance the delivery of basic services in the education, health, water, roads and agriculture sectors. Funds flow through Government channels – essential to achieve national coverage. The grant includes a strong focus on developing Government accountability to its citizens. Donors aim to build on the PBS with a view to an eventual return to direct budget support.

Who are the donors?

Currently the World Bank, UK, Ireland, the Netherlands, Canada, the African Development Bank and the European Commission are the donors for PBS. While, Japan, Sweden and Germany are exploring the possibility of joining.

²⁵ Committee on the Rights of the Child Concluding Observations: Ethiopia
CRC/C/ETH/CO/3 29 September 2006

Children's rights?

Children feature as recipients of the PBS programme. They are included in indicators relating to education (primary net enrolment for girls and boys) and health (the infant mortality rate, percentage of children under 5 who sleep under an ITN, proportion of children under 1 year of age who are vaccinated with the DPT3 and measles vaccine and the contraceptive prevalence rate). A key element of PBS relates to promoting social accountability in service delivery through strengthening awareness amongst the community about budget information and expenditure and strengthening civil society engagement through social accountability mechanisms.

Children do not as yet feature as part of this social accountability component although there may well be scope for them to participate actively within this since public spending decisions have such a direct impact on children's well-being. Budget allocations can shape whether children have access to vital health and education services, and enjoy adequate social protection. A recent Save the Children Sweden study examined the budget in Ethiopia in terms of its capacity to fulfil children's rights. It revealed that neither parents nor children have access to the budget process and they have no power to influence budget policy or allocation among different sectors. It recommends greater transparency and that there should be a series of public expenditure tracking surveys in education and health, of funds through tiers of Government.

The PBS social accountability component could help to encourage the promotion of participatory, inclusive and accountable budget decision making that is such a key element in ensuring that governments meet their responsibilities to realise child rights and reduce child poverty²⁶.

3. Productive Safety Nets Programme (PSNP)

This allows a consortium of donors to provide continued help for up to 8 million people over five years to purchase food and obtain access to

²⁶ Good Governance and Budget Tracking from a Child Rights Perspective Save the Children Sweden - Eastern and Central Africa (April 2006)

basic services. The PSNP also has an impact on people's ability to access services in rural areas and stimulates rural growth. This programme aims to decrease the vulnerability of poor people to food crises, by providing cash for productive employment through labour-based public works activities, to reduce the repeated need for emergency food handouts.

The PSNP builds households' minimum assets to allow up to 8 million people to move away from vulnerability towards more secure livelihoods. It will provide between US\$ 100-200 million in cash transfers into the rural economy each year over the next five years. To achieve its purpose the programme will require improved links to rural development service providers (such as credit and veterinary services), markets, infrastructure development, private sector and small towns. Currently these links are either unavailable or under funded. PSNP donors work with the Government to identify new ways of ensuring sustainable livelihoods.

Who are the donors?

The consortium of donors involved includes DFID, USAID, the World Bank, the EC, CIDA, Ireland, World Food Programme, and SIDA.

Children's Rights?

There is scope for a full and detailed review of the PSNP from the perspective of its impact upon children and this has not yet been undertaken. From a cursory overview the following emerges: children (those under 18) are not permitted to work within the safety net programme. However, a recent evaluation found that labour poor households often fall between two stools since they are not eligible to receive direct support but do not have the capacity to be included in public works.

These households often contain the poorest and most vulnerable such as those affected by HIV/AIDS and female-headed households. There is no disaggregated data to support this assumption, but it is likely that children are particularly affected by this grey area. Furthermore, it has been noted that women over 6 months pregnant and breastfeeding women often do still perform public works even though this is not permitted under the programme.

They continue as the system for temporary leave is badly implemented and they are fearful they will lose their entitlements if they demand leave. Young children accompanying their mothers in work have been exposed to hazardous environments as a consequence.²⁷

4. Public Sector Capacity Building Programme (PSCAP)

The comprehensive five-year Public Sector Capacity Building Programme (PSCAP) was launched by the Government in 2004. Donors provide finance, through joint donor funding mechanisms, for activities designed to strengthen the Government's capacity to provide basic services effectively and impartially. They also provide strategic, demand-driven technical assistance for core areas of civil service reform.

Who are the donors?

Donors include the World Bank, DCI, DFID, SIDA, CIDA, EC, GTZ, Italy Development Cooperation and the Netherlands.

Children's rights?

Few donors make connections between improving governance and the realisation of children's rights but, if effective, efforts could have strong positive impacts on children through better management of public services. Part of better management of public services should include consultation with children and young people to voice their priorities.

5. Development Assistance Group Pooled fund mechanisms

Donor harmonisation is well advanced in Ethiopia around the Paris principles. There is an active donor group (the DAG), which works well in tandem with the donor ambassadors group. The Government has led the completion of a Harmonisation Action Plan and chairs a joint Government/donor task force on harmonisation.

A feature of donor harmonisation in Ethiopia is the use of pooled resources under the auspices of the DAG. DAG members

²⁷ Targeting Ethiopia's Productive Safety Net Programme, ODI August 2006
http://www.odi.org.uk/plag/resources/reports/psnp_targeting.pdf

channel finance through the DAG Pooled Fund to finance a range of technical cooperation and harmonisation activities in support of the PASDEP.

Recent activities financed by the DAG Pooled Fund have been:

- monitoring and evaluation activities which concentrated on building the Government's capacity to collect and analyse data for monitoring poverty and progress towards the Millennium Development Goals;
- support for the involvement of civil society organisations in initiatives such as the Participatory Poverty Assessment, the Citizens Report Card, and Older People's Monitoring Project;
- assistance in the preparation of the PASDEP, including a review of the SDPRP, preparation of the DAG draft policy matrix, and consultations on the draft PASDEP;
- the contracting of a governance adviser and the development of a joint governance strategy.

Who are the donors?

All of the donors interviewed for this report are part of DAG.

Children's rights

Harmonised donor support to strengthen the institutional capacity of the government, can help to ensure that policy statements – including those on children's rights - turn into practical policies on the ground. For example, the DAG could be very influential in encouraging support within Government for implementation of the National Plan of Action for Children. It could establish a sub-group on child rights as part of a thematic working group to promote children's rights issues both within the DAG and within the Government.

5. What are the obstacles to making children's rights a priority?

• Donors' belief that their role nationally is to work at a 'macro' level ...

As we have seen there has been a significant shift away from project support towards more general budget support and donors in Ethiopia have gone a long way towards shifting investment to macro policy areas such as governance and support for national systems. Many now see

their work as being less linked directly with children's wellbeing as a consequence.

Donors need to be better at linking macro policy with micro-level impacts on children's lives in terms of fulfilment of their rights so that the increasing distance between the 'lived realities' of children and the national policy forums (outlined above) which donors support is closed.

- **...and UNICEF 'do' children anyway**

Many donors in interview expressed the view that they are 'not children's organisations' and that UNICEF and NGOs are altogether 'better placed' to tackle children's rights as a discrete issue. Children are predominantly seen as either dealt with by key social sectors or as a special group requiring largely micro-level projects. One representative commented that child rights should be the specialised preserve of the NGO sector given a proper analysis of the distribution of roles within the development system operating in Ethiopia.

- **Decentralisation and responsiveness to national agendas...**

As noted in our discussion of PASDEP above, there was a strong sense from many donors in interview that their role is to support government in implementation of PASDEP and that if children's rights were not a priority within the government then any civil society advocacy efforts to improve this should be directed towards the government rather than towards donors. (See below for discussion of national limitations on implementation of children's rights).

- **There are too many issues to mainstream...one more is a 'burden'**

The CIDA representative felt that it was not so much a question of resistance to the concept of implementation of children's rights but that donors had a cluttered overload of 'priority' or 'cross-cutting' issues, including gender, environment, HIV/AIDS, disability and human rights: one more would be too much of 'a burden' and raising it would make other donors 'groan.'

- **The difficulties of putting a (child) rights-based approach into practice.**

Non rights specialists find it difficult to relate the core principles of the child rights based approach (participation, non-discrimination, survival and development and acting in the best interests of the child) to all aspects of development co-operation, particularly economic policy. The result is often that children's rights are 'added-on' as a set of specific activities rather than being a mainstream consideration.

- **Lack of understanding or guidance**

Some representatives feel that there is a lack of evidence of what works and what doesn't work in the application of children's rights - particularly economic evidence to persuade the more sceptical economists in donor agencies and governments. The World Bank felt the need is more for short, snappy reference material of what programming to tackle children's rights could look like.

- **And still some resistance...**

Whilst no-one denied the need to implement children's rights in Ethiopia, there is still evident resistance to putting this into practice, particularly when it involves making difficult decisions about resource allocation and policy choice.

National level constraints to effective policy for implementing children's rights

PASDEP processes...

*'Both PRSPs and SWAps should reflect children's rights principles, with a holistic, child-centred approach recognizing children as holders of rights and the incorporation of development goals and objectives which are relevant to children.'*²⁸

The poverty analysis within PASDEP does not reflect children's rights principles and children are, in the main, portrayed as victims of

²⁸ Committee on the Rights of the Child, General Comment No. 5, General measures of implementation of the Convention on the Rights of the Child (arts. 4, 42 and 44, para. 6), U.N. Doc. CRC/GC/2003/5 (2003).

circumstance not engaged social actors in their own development. There is a short section relating to children and reference to the National Plan of Action but none of this is fully integrated with other sectors within PASDEP and appears to be 'added-on'. There is no specific child budget and no assessment of the impact of economic decisions upon children. Children and child rights organisations within Ethiopia were not fully consulted as part of the PASDEP process.

Marginalised ministries...

For a range of reasons, ministries with responsibilities for children are commonly under-resourced and lack the capacity or standing to engage in the 'big' policy issues. Bringing together the various sector ministries with direct and indirect links to children's wellbeing is not an easy task. Responsibility for implementation of the CRC falls under the responsibility of the Ministry of Women's Affairs which is perceived and weak and lacking in clout. Unfortunately, the National Plan of Action for Children is not linked with core government policy and MOWA has been marginalised in PASDEP and budgeting processes.

Lack of data and analysis

The data systems which inform national policy making are not child sensitive and often do not supply disaggregated data for example, in relation to the extent of child-headed households, children with disabilities who attend school etc.

Cultural perceptions of children and childhood

Governments (and donors) often perceive children in the following ways:

- children as adults-in-waiting (and not a priority concern until they become economically productive);
- as the responsibility of women (therefore any intervention for women will automatically support children);and
- as passive beneficiaries (largely of social services but also of all policies that are aimed at households and communities).

The implication of this is that governments and donors do not prioritise children's rights as they do not fully comprehend the benefits of doing so.

Civil society...

Civil society organisations working with and for children in Ethiopia are not often well-placed to lobby for macro, or even sector-wide, policy changes. Some are effectively contractors for donor projects; some have little experience in policy engagement and are often faced with a lack of funding sources for policy work. Others are more focused on particular groups of marginalised children, often failing to engage with the bigger picture or link up with broader coalitions working against, for example, social exclusion. There is a lack of coordination amongst them and they are overly in urban areas and particularly Addis Ababa. Strengthening civil society organisations with potential to keep children's issues on the policy agenda and to hold the Government and donors to account on them is important.

6. Improvements that could be made to aid portfolios

Increased focus on the CRC

Children are hardest hit by poverty because it strikes at the very roots of their potential for development – their growing minds and bodies. Aid does make a difference to the lives of poor children in Ethiopia. All of the donors we spoke with are involved in activities that aim to support children directly or indirectly and this is primarily within the framework of the MDGs and PASDEP. Some donors, traditionally focussed upon human rights more generally, take a specifically child rights based approach to their development policy and practice with great success.

However, the potential for aid to make a much bigger difference to children's lives is great. The prevailing framework of PASDEP/MDGs provides an excellent vehicle for fulfilment of key rights in relation to survival and development particularly for very young children. However, this framework does not provide an holistic approach and does not fulfil the principles of the CRC. With a few notable exceptions (Norway's FGM programme, DFID's SRH programme, SIDA's child protection programmes for example), there are few instances of donors supporting programmes which work for the protection of children and even fewer which actively encourage their participation as actors in society in their own right.

In order to make a lasting contribution to achieving the MDGs, to fulfil their obligations under the CRC and to meet the commitments made at the World Fit for Children, donors must place children, their survival, development, participation and protection, at the centre of their policy and practice.

Donors should take a more strategic approach to implementing children's rights

Implementing children's rights in Ethiopia and achieving long-term poverty reduction go hand in hand: aid must contribute more to breaking poverty cycles that pass poverty on from childhood to adulthood, and from one generation to the next by employing a child rights based approach. Children's rights must become a mainstream issue; children are not just one of the 'special groups' to be reached through special projects, their problems are not just solved through one or two particular sectors alone such as health and education.

Focus on most marginalised children

Aid should be used to support policies, sectors, programmes and activities that tackle both the manifestations and the causes of childhood poverty, as defined by national actors. Donors should prioritise social sectors critical for child wellbeing but also make sure that the economic policy reforms supported, benefit poor children and their families. Donors must play their role in ensuring aid makes a difference for the poorest and most marginalised children, their families and communities, rather than assuming a 'trickle down' of benefits.

Recommendations

1. Mainstreaming children's rights within organisations

Mainstreaming is essential to ensure that children are given the focus they deserve. Children's rights should be explicitly integrated into donors existing frameworks, guidelines and other planning instruments.

The following are practical steps which can be taken to ensure this:

- Include children's rights issues in political reporting to head office.
- Have a set of guidelines which must be complied with when negotiating with partner countries or other donors so that children are not forgotten (see Appendix Two for sample guidelines).
- Train employees in children's rights to enhance capacity.
- References to children's rights in relevant budget lines to be strengthened, implemented and assessed for their impact. Greater transparency in budgets and funding would increase the visibility of children in development efforts. The development of a methodology to analyse the targeting of children in general programmes is thus important.
- The possible impact on children and their rights of proposed programmes might be taken into account - whether negative or positive – and the views of children solicited and taken into consideration where possible during consultation processes.
- Drafting of the Country Strategy Paper is a critical entry point for mainstreaming of children rights and should include an explicit focus on child poverty and children's rights. It should also involve consultation with children.
- Establish a focal point at country office level to ensure that children at least get onto the agenda in most contexts, both internally and externally and to encourage an ongoing discussion about how to approach the issue of children in development

policy. A focal point can also as a conduit for information and research from children's organisations to help inform donors work. They should be included in human rights meetings.

2. Working in partnership with the Government:

i. Policy Dialogue

Operating in an evolving context where 'upstream aid modalities' are the principal mechanisms for aid delivery has important implications for development policy and for shaping the relationships between donors and Ethiopia. It also has significant implications for children's rights and for the ways in which donors may promote, or undermine, progress towards their fulfilment.

Upstream aid modalities potentially offer tremendous opportunities for promoting children's rights through sector wide and national level policies, programmes and implementation strategies. They offer an opportunity to influence the policy and institutional environment within which local (and project) level activities take place.

Since partnership is a priority area of development for all donors, policy dialogue is an area where the issue of children's rights should be far more proactively raised. A commitment to implement the CRC implies that governments mutually accept that children's rights are part and parcel of partnership agreements for development assistance.

The National Plan of Action for Children shows what the Government would like to do to promote and protect the rights of their children. At present it lacks the domestic resources and development assistance required for implementation. Protection systems for children are in place but again lack resources. There are also Child Rights Committees, led by the Ministry of Women's Affairs which has plans to strengthen and make the committees functional, but again, this plan lacks resources.

A great deal of work is being done by the Government and by donors in relation to the right to survival and development but crucial issues of child protection from violence, exploitation and harm and a focus on children in difficult circumstances (children with disabilities, those affected by conflict, orphans..) are being neglected by donors. These issues are dealt with very comprehensively in the National Plan of

Action and it is vital that implementation begin in earnest. The other area of neglect is child participation and it is very rare for children to be perceived as anything other than passive recipients of aid by donors.

Donors could help to support the Government's efforts in various ways. The following are some examples:

- assist in implementing the National Plan of Action and UN CRC Concluding Observations by raising children's rights up the agenda with the Government in dialogue and by helping to strengthen the Ministry of Women's Affairs; the DAG could potentially be very influential in supporting this.
- Set up a child rights sub-group within the DAG to ensure that children's rights are taken into account both within the DAG and externally.
- children could be more involved in monitoring the social accountability component for the PBS programme.
- An assessment of the Safety Net Programme could be made including a focus on its impact upon children.
- PSCAP could consult more with children and young people to improve understanding of children's priorities in better management of public services.

ii. Monitoring and Evaluation

All donors could do more to support analysis and monitoring of the impact of policies and programmes on children's wellbeing, taking a long-term perspective as investments in childhood pay out over generations. Through policy dialogue and support for national analysis, donors could play an important role in ensuring that the likely impact of proposed policies on children is routinely considered.

iii. Future poverty reduction strategy plans

Donors could support the Government in raising the profile of children's rights in the next poverty reduction strategy. This would involve:

- o Ensuring that children and children's advocates are encouraged to participate in the consultations feeding into its development;

- Including a profile of the dimensions and characteristics of child poverty in Ethiopia disaggregated by region, age, gender, and ethnic and religious group.
- Including specific policy measures to tackle child poverty in the strategy.
- Children and children's advocates being involved in the monitoring and evaluation of the implementation of poverty reduction through the use of participatory mechanisms.

3. Working in partnership with Civil Society

Civil society dialogue and networking among interested agencies and organisations all helps to improve work concerning children in development. Policy debate, for obvious reasons, seems to be most constructive and consistent in countries in which there is a strong sector of child oriented NGOs involved in development. Regular consultations between donors, government and civil society can bring fruitful cross-fertilisation of experience, policies and expertise. Furthermore, work with child rights focussed organisations can achieve visible results very quickly and these projects can go on to function as models in the long term political lobbying work.

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Appendix One

List of acronyms

CIDA Canadian International Development Agency
CRC UN Convention on the Rights of the Child
CSA Central Statistical Agency
CSO Civil Society Organisation
DAG Development Assistance Group
DBS Direct Budget Support
DCI Development Cooperation Ireland
DFID UK Department for International Development
EC European Commission
FGM Female Genital Mutilation
IDC Italian Development Cooperation
IGO International Governmental Organisation
JICA Japan International Cooperation Agency
MDG Millennium Development Goal
NGO Non-Governmental Organisation
OVC Orphans and Vulnerable Children
MOLSA Ministry of Labour and Social Affairs
MOWA Ministry for Women's Affairs
NPA National Plan of Action for Children (2003-10 and beyond)
PASDEP Plan for Accelerated and Sustained Development to End Poverty
PBS Protection of Basic Services
PRSP Poverty Reduction Strategy Paper

PSCAP Public Sector Capacity-Building Programme
PSNP Productive Safety Nets Programme
SCS Save the Children Sweden
SRH Sexual and Reproductive Health
SIDA Swedish International Development Cooperation Agency
SWaPS Sector Wide Approaches
USAID United States Agency for International Development

Appendix Two

Programming on the basis of the CRC (Planning, Implementation, Monitoring and Evaluation) ²⁹

The checklist is designed to improve efforts to promote children's rights in development co-operation and to ensure that there is a focus on children in political processes and practical development assistance. At a practical level the focus is on preventing violations of children's rights and on whether the activity in question is likely to promote children's rights and improve their living conditions. The checklist can thus be used as a first step in the assessment of whether policy decisions or international assistance should be reformulated or adjusted in order to better safeguard children's rights or living conditions.

Non-Discrimination

Who are the main duty-bearers responsible for the fulfilment of the right not be discriminated against?

What are the underlying causes of discrimination (values, attitudes, gaps in laws and policies, non-enforcement of laws, etc)?

Will the project benefit boys and girls from different social groups in different ways? If so, how?

Is it possible to get disaggregated information about boys and girls, regional and urban areas etc?

Has the project similar consequences for all children or does it contribute to discrimination against certain groups? Does it contribute to a situation in which those children who are discriminated against are given the same opportunities as other children?

²⁹ Adapted from Rubenson, Birgitta, 2002: *The Rights of the Child in Swedish Development Cooperation*, Sida, Stockholm Sweden by Eva Geidenmark, Save the Children Sweden

What are the effects on girls and boys respectively, school children and working children, children living in urban areas and children living in rural areas children with disability and children from ethnic minorities? Make a gender/power analysis!

Have relevant policies been reviewed in order to combat discrimination and to foster attitudes of tolerance and understanding (for ex education policies)?

Has the media been encouraged to avoid stereotyping and prejudicial expressions?

The Best Interests of the Child

How and by whom has the vision of what constitutes “the best interest of the child” been defined? Have children and young people been consulted and listened to?

Do decision-makers make a child impact analysis before taking decisions affecting children?

Is it possible to assess the impact of the national budget on children?

Does relevant legislation state anything about the best interests of the child?

Which criteria have been used to ensure that the solution selected is in “the best interests of the child”?

If the solution is not in the best interests of the child, what alternative solutions are available? Are there any conflicts between stakeholders in terms of their best interests?

Could there be negative effects on any groups of children?

The Right of the Child to Survival and Development to the Maximum Extent of Society’s Resources

Does the project improve the child’s actual and felt security and the child’s possibilities for survival and development?

Have children's rights been given priority in both the national budget and the development cooperation budget?

Does the programme address different survival and development needs for all boys and girls?

Are there any traditions, values or laws that contradict children’s right to survival and development? Ensure that the gender aspect is taken into consideration.

What measures will have to be/have been taken to prevent and address different forms of neglect, abuse and exploitation?

Have measures been taken to engage parents in a dialogue about their views of child rights in relation to the Convention on the Rights of the Child (CRC)?

Are contacts promoted between parents, health care providers, school etc?

Are the evolving capacities of the child taken into consideration in discussions relating to child participation?

Is the concept of non-discrimination taken into account in child development policies?

Is competence-building on child development among teachers and other professionals working with children promoted?

Is indigenous research on local perceptions of childhood and development being promoted?

Children's Rights to Participation

Have children's own experiences and opinions been included in the planning?

Will/has the project contribute(d) to facilitating the participation of children in the future?

What kind of support is/was provided in order to help girls and boys develop their capacity to make informed choices?

Have the views of boys and girls been given equal weight?

Have the evolving capacities of the child been given due weight?

Are the children provided with relevant and adequate information?

Are the primary duty-bearers, (e.g. parents, care-givers, members of the extended family) informed about the CRC and its implications?

What are the underlying causes that counteract child participation?

What is the government commitment in terms of child participation?

What do relevant laws state about child participation?

Has the government identified meaningful ways to take children's views into account?

Have teachers and school staff been trained on how to listen to children and enhance dialogues?

Are children encouraged to form their own organisations?

How does the media take the views of children and young people into account?

Are children able to freely express their views and opinions and have them treated with respect?

Is the participation of children relevant and voluntary?

Is the environment for participation safe and enabling for the children?

Are children given rapid and clear feedback on the impact of their involvement?