

**ADDIS ABABA UNIVERSITY  
SCHOOL OF GRADUATE STUDIES  
INSITUTE OF GENDER STUDIES**

**GENDER ISSUES IN CIVIL SERVICE REFORM:  
THE CASE OF THREE FEDERAL MINISTRIES OF ETHIOPIA**

*A THESIS SUBMITTED TO  
THE SCHOOL OFGRADUATE STUDIES OF ADDIS ABABA UNIVERSITY  
IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR  
THE DEGREE OF MASTER OF ARTS IN GENDER STUDIES*

**BY  
ALMAZ ZELEKE ZERIHUN**

**April 2007  
Addis Ababa  
Ethiopia**

**ADDIS ABABA UNIVERSITY  
SCHOOL OF GRADUATE STUDIES  
INSITUTE OF GENDER STUDIES**

**GENDER ISSUES IN CIVIL SERVICE REFORM:  
THE CASE OF THREE FEDERAL MINISTRIES OF ETHIOPIA**

BY  
ALMAZ ZELEKE ZERIHUN

***APPROVED BY THE EXAMINING BOARD***

_____	_____
Chairperson, Graduate Committee	Signature
_____	_____
Advisor	Signature
_____	_____
Internal Examiner	Signature
_____	_____
External Examiner	Signature

## **ACKNOWLEDGEMENT**

First and foremost, I would like to thank my thesis advisor Dr. Tadesse Biru Kersmo for his valuable assistance and guidance throughout the thesis work next to God.

My special thanks goes to my husband, Ato Tamiru Gizaw, for his patience, unreserved support and encouragement throughout my study.

I would like to thank the Ministry of Capacity Building that sponsored my study, and its officials who were providing me the necessary documents and information. I also would like to thank the Institute of Gender studies for funding this research.

Thanks to my daughters, relatives and kind friends for their unreserved encouragement towards my study.

I also give special thanks to all the respondents in those three ministries, especially the Women's Affairs Departments and Civil Service Reform heads for their cooperation in responding the questionnaire and the interview.

Finally, I would like to thank Ato Nega Wubie and W/o Senayit Gulma.

## ABSTRACT

*The objective of this research is to assess how gender issues are addressed in the Civil Service Reform Sub-Programs by taking the cases of selected sample ministries, which are Ministry of Agriculture and Rural Development, Ministry of Finance And Economic Development and Ministry of Trade And Industry. To meet the objective of this research data were collected from primary and secondary sources. The primary data were gathered through sets of questionnaire distributed to 150 randomly selected employees, but 131 were collected. The researcher also conducted interviews with six officials of the Reform Offices and Women's Affairs Departments of the sample ministries. Furthermore, observation was made in those ministries. What is more, relevant documents and journals were used as sources of data.*

*The goal of the Civil Service Reform Program is to upgrade the capacity of government institutions so that they can provide efficient and effective services to the public. The attainment of this goal calls for the development and change in the current situation of their employees. In this perspective, the implementation of the Program has been assessed in three Sub-programs of the reform.*

*In the Human Resources Management Sub-program, the findings indicated that the result-oriented performance appraisal system has not considered the reproductive role of women. Similarly, the Affirmative Action, which is supposed to benefit women, does not have clear action plan and is not properly implemented. It is not even familiar to most women employees of these ministries. Furthermore, this sub-program has not facilitated any mechanism towards the career development of employees.*

*The findings also have shown that the Top Management Sub-program has not done much on gender. Thus, the higher officials have paid less attention to gender while accomplishing their leadership role. It was found that sufficient effort has not been made to bring more women to the top positions to narrow the existing gender gap.*

*The Service Delivery Sub-program of these sample ministries is found to be encouraging in general. However, they have not made any special consideration to treat their female customers, as observed in one of these ministries.*

*The findings also revealed that the Women's Affairs Departments have weak work relations with the Reform Offices. Due to this and other reasons, they are unable to implement gender mainstreaming. Besides this, it was found that the Reform Office heads and their staff have no gender knowledge and skills. They have also no clear guideline to carryout gender mainstreaming duties in their activities.*

*Finally, based on the findings and the conclusion drawn, recommendations were forwarded regarding the need for gender mainstreaming in the Civil Service Reform Program.*

## ACRONYMS

B.A	- Bachelor of Arts
B/Sc	- Bachelor of Science
CEDAW	- Convention for the Elimination of Discrimination Against Women
CIDA	- Canadian International Development Agency
CSR	- Civil Service Reform
CSRP	- Civil Service Reform Program.
FDRE	- Federal Democratic Republic of Ethiopia
GAD	- Gender and Development
GSDRC	- Governance and Social Development Resource Center
MA	- Master of Arts
MCB	- Ministry of Capacity Building
MDG	- Millennium Development Goals
MoARD	- Ministry of Agriculture and Rural Development
MoFED	- Ministry of Finance and Economic Development
MSc	- Master of Science
MoTI	- Ministry of Trade and Industry
PSRP	- Public Sector Reform Program
SPSS	- Statistical Package for Social Scientists
UN	- United Nations
UNDPI	- United Nations Department of Public Information
UNESCO	- United Nations Educational, Scientific and Cultural Organization
WAD	- Women's Affairs Department
WID	- Women in Development

## LIST OF TABLES

Table 1 Employees of MoARD by Position and Sex.....	9
Table 2 Employees of MoFED by Position and Sex.....	10
Table 3 Employees of MoTI by Position and Sex.....	10
Table 4 Status of Women Employees by position in the three sample Ministries.....	44

## LIST OF CHARTS

Chart 1 Non Decision Maker Respondents by Sex and age Group.....	37
Chart 2 Decision Maker Respondents by Sex and Age Group.....	37
Chart 3 Non-Decision Maker Respondents by Sex and Education.....	39
Chart 4 Decision Maker Respondents by Sex and Education.....	39
Chart 5 Non-Decision Maker Respondents by Sex and Position.....	41
Chart 6 Decision Maker Respondents by Sex and Position.....	41
Chart 7 Non-Decision Maker Respondents by Sex and Salary.....	42
Chart 8 Decision Maker Respondents by Sex and Salary.....	43

## DEFINITIONS

**Business Process Reengineering** is the fundamental rethinking and radical design of business process to achieve dramatic improvements in critical contemporary measures of performance, such as cost, quality, service and speed.

**Civil Service** is that branch of public service that are not legislative, judicial or military and in which employment is usually based on competitive examination.

**Civil Service Reform** refers to interventions that affect the organization, performance and working conditions of employees paid from central, provincial or state government budget.

**Empowerment** is a process by which people take control and action in order to overcome obstacles. Empowerment is a means by which women mobilize to understand, identify and overcome greater discriminations, and to get access to resources and equality. It also means that women have increased control over their lives by acquiring a voice to challenge and overcome the inequality they experience.

**Gender Analysis** is a framework for analyzing the cultural, economic social, civil, legal and political relations between women and men. It recognizes that women and men have different social roles, responsibilities, opportunities and needs.

**Gender bias** is the tendency to make decisions or take actions based on the interest and perspectives of one's own sex ignoring and undermining the other.

**Gender relations** shows ways in which a culture or society defines rights, responsibilities and identities of women and men in relation to one another.

**Gender roles** are derived from socially perceived differences between women and men that define how they should think, feel and act.

**Gender sensitive** is being aware of the differences between women's and men's needs, roles, responsibilities and constraints, becoming sensitive and trying to induce change. A

gender sensitive policy, program or budget is one that recognizes the fundamental importance of promoting gender equality and equity.

**Patriarchy** refers to power relations in which women's interests are subordinated to the e

**Practical Gender Needs** refers to those needs that arise from the concrete conditions of women's position within the gender division of labor. They are responsive to perceived necessity identified with a specific context such as water provision, health care and employment among others.

**Strategic Gender Needs** are needs that basically arise from the subordination of women by men. Women's subordination is the outcome of the existing social and institutional discrimination against women in a given country or culture. Strategies gender needs assist women to achieve equality and change existing roles.

## TABLE OF CONTENTS

	Page
Acknowledgement . . . . .	iv
Abstract . . . . .	v
Acronyms . . . . .	vi
List of Tables . . . . .	vii
List of Figures.....	viii
Definitions . . . . .	ix

### Chapter One: Introduction

1.1. Background of the Study . . . . .	1
1.2. Statement of the Problem . . . . .	3
1.3. Objectives of the Study... . . . .	6
1.4. Research Questions . . . . .	6
1.5. Significance of the Study . . . . .	7
1.6. Limitation of the Study . . . . .	7
1.7. Research Design and Methodology . . . . .	8
1.7.1. The Research Area and Population . . . . .	8
1.7.2. Research Area Employees' Figures. . . . .	9
1.7.3. Sampling Method and Population . . . . .	11
1.7.4. Data Types and Collection Methods . . . . .	11
1.7.4.1. Questionnaire . . . . .	12
1.7.4..2. In-depth Interview . . . . .	12
1.7.4.3. Document Review . . . . .	12
1.7.4.4. Observation . . . . .	13
1.7.5. Data Analysis . . . . .	13

## **Chapter Two: Literature Review**

2.1. General: Gender and Civil Service Programme . . . . .	14
2.2. Gender and Good Governance . . . . .	14
2.3. Gender Equality . . . . .	15
2.4. Conventions, Laws and Policies on Gender Equality . . . . .	16
2.5. Gender Mainstreaming . . . . .	18
2.6. Civil Service Reform . . . . .	21
2.6.1. The Expenditure Management and Control (EMC) . . . . .	21
2.6.2. The Human Resource Management (HRM) . . . . .	22
2.6.3. The Service Delivery (SD) . . . . .	23
2.6.4. The Top Management Systems (TMS) . . . . .	23
2.6.5. The Ethics . . . . .	25
2.7. Gender Sensitive Organization. . . . .	25
2.8. Feminist Theories . . . . .	27
2.8.1. Liberal Feminism . . . . .	28
2.8.2. Radical Feminism . . . . .	29
2.8.3. Marxist Feminism . . . . .	29
2.8.4. Social Feminism . . . . .	30
2.9. Gender and Development Theory . . . . .	30
2.10. Experience of Tanzania on Civil Service Reform Program and Gender . . . . .	33

## **Chapter Three: Presentation and Analysis of Data**

3.1. Socio-economic Characteristics of the respondents . . . . .	36
3.2. Gender and Civil Service Sub-programs Implementation . . . . .	45
3.2.1. Gender and Human Resource Management (HRM) Sub-program . . . . .	45
3.2.2. Top Management Sub-program . . . . .	49
3.2.3. Service Delivery and Quality of Service Sub-program . . . . .	50
3.3. Policy Provisions Regarding Gender Equality in the Civil Service . . . . .	52
3.3.1. Employment Policy . . . . .	53

3.3.2. National Policy on Ethiopian Women . . . . .	53
3.4. The Role of Women's Affairs Departments of the Sample Ministries . . . . .	54
3.5. Strengths and Weaknesses of Civil Service Reform Program from Gender Perspectives . . . . .	57

**Chapter Four: Conclusion and Recommendation**

4.1. Conclusion . . . . .	60
4.2. Recommendation . . . . .	62

<b>References</b> . . . . .	65
-----------------------------	----

**Appendices**

- Appendix One: Ministry of Agriculture and Rural Development
- Appendix Two: Ministry of Finance and Economic Development
- Appendix Three: Ministry of Trade and Industry
- Appendix Four: Questionnaire for Decision Makers
- Appendix Five: Questionnaire for Non-Decision Makers (English Version)
- Appendix Six: Questionnaire for Non-Decision Makers (Amharic Version)
- Appendix Seven: Interview Guiding Questions

## **CHAPTER ONE**

### **INTRODUCTION**

#### **1.1 Background of the study**

Gender does not simply mean women and men. It is a concept that refers to the socially constructed roles of women and men and the relationship between them. Like the concepts of class, race and ethnicity, gender is an analytical tool for understanding social processes (Working Document, 1998).

Gender equality dictates that women and men have equal conditions for realizing their human rights fully and equal potential to contribute to national, political, economic, social and cultural developments and benefits equally from the results. Achieving gender equality requires changes in institutional practices and social relationships in which disparities reinforced and sustained (Gemedu, 2003). Because of different life conditions that women and men have, or to compensate past discrimination, different ways of treating women and men may be required to attain equality (CIDA, 1999).

In line with this matter, Ethiopia has attempted to promote gender equality by issuing Women's Policy, which emphasizes the need to put this equality into practice at all levels of activities in all organizations, in 1993.

In Africa, many countries have implemented Civil Service Reform (CSR) as a means to provide efficient and effective public services. The main reason for launching the CSR, especially in the continent, is embedded in the organizational and capacity weakness of the civil service, which became a cause of social and economic crises. In relation to the diverse expectations, Civil Service Reform Program (CSR) has been carried out since late 1980's in different Africa countries. Developmental activities, being the key areas of concern by providing effective and efficient civil service delivery, have had the goal to pursue CSR, which emphasizes gender equality from among the many objectives.

Similarly, the Ethiopian government is currently undertaking CSRP in all its institutions. Gender equality requires the active participation of all institutions; the same should be true with CSRP.

In Ethiopia, the transition from a command economy to a free market economy necessitated technical and attitudinal changes in the civil service so that it will be responsive to the public and supportive to the private sector led development initiative (Mohammed and Jenenew, 2003). As Asmelash, (2000) and Paulos, (2001) described, the reasons that necessitated CSR are:

- The existing outdated rules and regulation of the civil service;
- Lack of experience in plan performance;
- Lack of structural arrangement, which is suitable for performing, monitoring and controlling of the plan;
- Absence of clearly set management systems for personnel, finance and property;  
and
- Lack of sufficient managerial knowledge and skill in planning and making use of the human resource in the civil service.

The first phase of the CSR was started by the establishment of a special taskforce under the Prime Minister's Office in 1994 .The task force reviewed the structures and performances of the civil service at all levels of administration throughout the country. After a study, the task force suggested a comprehensive CSRP to be carried out as a corrective action for the identified problems. The establishment of five sub-programs of the reform was one of the recommendations given by the task force. These are, (1) the Expenditure Management and Control led by Ministry of Finance and Economic Development, (2) Human Resource Management led by the Federal Civil Service Commission, (3) Service Delivery Improvement, (4) Top Management System, and (5) Ethics that were led by the Prime Minister's Office.

Based on the lessons learnt from the findings as presented in the reports of the taskforce, the government undertook relevant policy and institutional reform measures for full-scale implementation of the programs. Thus, an institutional need emerged to be in place with the

responsibility to manage and co-ordinate those huge components of the CSR Program. This institutional requirement has resulted in the establishment of the Ministry of Capacity Building (MCB) in 2001.

The MCB has been expected to provide uniform direction to components of the reform program and thereby to realize the envisaged objectives. Hence, the CSRP came to be recognized as one of the major concerns of the government towards bringing qualitative transformation in the sector and through which to ensure sustainable development.

The purpose of this research is, hence, to assess how gender issues are addressed in the CSRP by taking the cases of selected government institutions mainly the Ministry of Agriculture and Rural Development (MoARD), Ministry of Trade and Industry (MoTI), and Ministry of Finance and Economic Development (MoFED). These Ministries are purposely selected mainly because they were among the first group of institutions selected by the government to start implementing the CSRP. Besides this, they are among the core institutions, which are assigned with decisive roles in the development of the nation.

This paper is comprised of four chapters. The first chapter deals with the background of the study, statement of the problem, objectives, research questions, significances, and limitations of the study. The research design and methodology, which include the research setting, sample population, data collection methods and the methods of data analysis, are also included in the first chapter. The literature review is presented in the second chapter. The third chapter deals with the actual research conducted on the three ministries and its findings. Finally, based on the findings, conclusions and possible recommendations are forwarded in the fourth chapter.

## **1.2 Statement of the Problem**

African women grow seventy five percent of all the foods in Africa. They do all the food processing, fetch water, do sixty percent of the marketing and at least half of the work in storing food and raising animals. They also do non -agricultural work for cash. However, due to the patriarchal cultural factors, there is a wide social and economic gap between men and women (Gittinger cited in Gordon, 1996:137)

The same holds true for Ethiopian women. According to the Population and Housing Census of Ethiopia projected for the year 2005, women in Ethiopia constitute about half of the population. Out of this number, more than eighty-five percent are estimated to live in the rural areas. Women equally participate in economic activities with their male counterpart; they carry heavy burden of laborious household chores to be accomplished both at home and outside. In addition to their biological role of birth giving, they have the responsibility of raising children, taking care of the elderly and sick people. Rural women mainly spend about fifteen hours a day on food preparation, agricultural tasks, water fetching from distance places, fire wood collection and childcare. Due to the existence of all these vast activities, they rarely have time to develop themselves through training and formal education. Similarly, although the urban Ethiopian women are relatively free from some of the duties of the rural women, their chance for formal education is constrained by gender-related problems.

Generally, women involve in all aspects of the society's life; significantly contributing to the economy and welfare of the society. However, due to the existence and practice of patriarchal traditions and culture, they are placed in a subordinate position relative to men. They continue to face various forms of gender-based discriminations at all levels and have been deprived of access to and control over resources.

According to the Federal Civil Service Agency's statistics of June 2005, there were 18, 079 women civil servants compared to 28,159 men civil servants in the Federal Government Institutions. Furthermore, most women absorbed in this sector are employed at lower positions and are working in low-paying and non -professional jobs. As Daniel Haile (2004) noted, some of the major constraints for women to join the formal sector could be:

- a) spending much of their time in child bearing, rearing and household management.
- b) lack of access to employment information.
- c) unequal access to vocational training and education due to various reasons

These factors will have negative impacts on women to avail themselves to employment opportunities in the civil service or in any formal sectors.

Realizing the overall problems and livelihood of the Ethiopian women, the Government issued a National Women's Policy in September 1993. One of the main objectives of this policy is stated as follows.

*Facilitating conditions conducive to the speeding of equality between men and women so that women can participate in the political, social and economic life of their country on equal terms with men and ensuring that their right to own property as well as their other human rights are respected and that they are not excluded from performing public functions and being decision makers (National Women's Policy 1993: 25).*

The Constitution of the Federal Democratic Republic of Ethiopia (Proclamation No.1/1995) enshrines an article that exclusively addresses women's rights to participate in the country's developmental affairs. Article 35/ 6 and 8 of the Constitution reads:

*Women have the right to full consultation in the formulation of national development policies, the designing and execution of projects, and particularly in the case of projects affecting the interests of women.*

*Women shall have a right to equality in employment, promotion, pay, and the transfer of pension entitlements.*

From the above Constitutional provision, one can understand that women have the right to participate in all matters that concern them. Thus, all organizations have to incorporate or address the gender dimension in their programs and projects so that women will be able to participate and benefit.

Thus, the current civil service program is also expected to act in line with this perspective. The overall objective of the CSRP is to enhance the capacity of the civil service sector so that it will be effective, efficient, transparent, accountable, ethical, and performance-oriented. In addition, it promotes good governance, provides client-oriented service delivery and supports the government's social and economic development policies together with private sector development [MCB, 2003].

While preparing such a grand program, the needs, interests, and priorities of women and men should be identified in a study, which is the concern of this paper.

### **1.3 Objectives of the Study**

#### **General Objective**

The general objective of the research is to assess how a gender issue is addressed in some of the Civil Service Reform Sub-programs together with their limitations and positive trends at both policy formulation and implementation stages.

#### **Specific Objectives**

The specific objectives of the research are:

- (a) to assess the gender gap in the implementation of the CSRP and interpret the implications in three Ministries.
- (b) to examine the status of women employees in the three Ministries before and after the reform program.
- (c) to forward possible recommendations for any policy interventions or implementation mechanisms based on the findings of the research.

### **1.4 Research Questions**

In line with the objectives stated above, the study will try to address the following.

- a) What are the strengths and weaknesses of the CSRP with respect to gender?
- b) Which gender related problems have been treated better and which are neglected following the reform measure and why?
- c) What are the roles of Women's Affairs Departments with respect to the CSRP?

d) What does the trend look like in the status of women in the Civil Service since the Reform has started?

e) Are there sufficient and clear policy provisions that address the problems and benefits of women in the civil service arena?

### **1.5 Significance of the Study**

Mainstreaming gender in all programs and projects is a decisive factor for successful completion of any program or project outcomes. Unless gender is considered at all stages of the programs, it will be difficult to evaluate the outcomes in relation to the desired objectives.

Thus, this study is significant as it could:

a) identify gender gap in the CSRP and forward some suggestions that can make the program more gender sensitive so that both women and men participate and benefit equally from the program;

b) provide baseline information for further studies;

c) contribute some value to policy makers and Women's Machineries; and

d) help to look for some gender intervention in the Civil Service Program.

### **1.6 Limitations of the Study**

In Ethiopia, limited number of research has been conducted on gender and civil service. As a result, documented materials/sources on Gender and CSRP are scarce. Hence, since it is relatively a new experience, supporting the study with previously conducted research papers is very difficult. On the other hand, since the CSRP has five broad sub-programs, which are being carried out nationally by Federal as well as Regional Government organizations; it is beyond the capacity of the researcher to incorporate all these sub-programs and implementing agencies. So, the research has been confined to three federal ministries and three sub-programs of the CSRP. In addition to this, during the data collection, most of the professional employees in the MoARD and MoFED were tied up with training of the

Business Process Reengineering and field works. Due to this, it was difficult to collect the responses as scheduled.

## **1.7 Research Design and Methodology**

The researcher has mainly employed qualitative research methodology. It is preferred because its argument is based on the opinions and experiences of employees of the sample ministries. More importantly, it examines how the issue of gender is being considered in the overall processes of the CSRP in these Ministries. Moreover, quantitative research methodology is also used to support the study.

As a direction, this study has used a feminist research method since the major role of feminist research is changing the social inequality and it begins with the standpoint and experiences of women.

Feminist research method, as indicated by Reinharz (1992):

- is guided by feminist theory;
- aims at contributing to social change through consciousness-raising or specific policy recommendation;
- involves the researcher as a person- the researcher describes the actual research process as lived experience and is likely to reflect what is learned in the process; and
- attempts to develop special relations with the people studied. The study uses interviews and observation that creates a strong connection between the “researcher” and “subject”.

### **1.7.1 The Research Area and Population**

The research is essentially a purposive case study on the three ministries: MoARD, MoFED, and MoTI. Employees, at different positions in these Ministries, are used as respondents of the sets of the questionnaire.

### 1.7.2 Research Area Employees' Figures

MoARD has duties and responsibilities given by the Parliament through Proclamation No.471/2005 (See Appendix 1). To realize its mission, the Ministry has the following employees indicated in Table 1

*Table 1: Employees of MoARD by Position and Sex*

No.	Service	Female	% Of the Total	Male	% Of the Total	Total
1	Professional Science	47	13.35	305	86.65	352
2	Sub professional service	21	25.00	63	75.00	84
3	Administration service	2	3.60	12	96.40	14
4	Clerical and fiscal service	187	78.24	52	21.76	239
5	Trade and crafts service	3	1.50	197	98.50	200
6	Custodial and manual service	274	61.71	170	38.29	444
	<b>Total</b>	<b>534</b>	<b>40.06</b>	<b>799</b>	<b>59.94</b>	<b>1,333</b>

*(Source: Ministry of Agriculture and Rural Development, September 2006)*

Similarly, MoFED has duties and responsibilities given by the Parliament through Proclamation No.471/2005 (See Appendix 2). The ministry has the following employees (see Table 2 below).

*Table 2: Employees of MoFED by Position and Sex*

No.	Service	Female	% Of the Total	Male	% Of the Total	Total
1	Professional Science	67	26.91	182	73.09	249
2	Sub professional service	13	40.61	19	59.39	32
3	Administration service	10	37.04	17	62.96	27
4	Clerical and fiscal service	150	85.71	25	14.29	175
5	Trade and crafts service	4	8.16	45	91.84	49
6	Custodial and manual service	138	74.95	47	25.05	185
	<b>Total</b>	<b>382</b>	<b>53.28</b>	<b>335</b>	<b>46.72</b>	<b>717</b>

*Source: Ministry of Finance and Economic Development, October 2006*

MoTI has also duties and responsibilities given by the Parliament through Proclamation No.471/2005 (See Appendix 3). It has the following employees illustrated in Table 3.

*Table 3: Employees of MoTI by Position and Sex*

No.	Service	Female	% Of the Total	Male	% Of the Total	Total
1	Professional Science	25	20.16	99	79.84	124
2	Sub professional service	2	40.00	3	60.00	5
3	Administration service	2	22.22	7	77.78	9
4	Clerical and fiscal service	82	80.39	20	19.61	102
5	Trade and crafts service	-	0.00	26	100.00	26
6	Custodial and manual service	63	70.00	27	30.00	90
	<b>Total</b>	<b>174</b>	<b>48.88</b>	<b>182</b>	<b>51.12</b>	<b>356</b>

*Source: Ministry of Trade and Industry, October 2006*

### **1.7.3 Sampling method and Population**

For this research, purposive sampling is used. In qualitative studies, purposive sampling is used to study life experience of a specific population. It is best used with small number of individuals/groups which may be sufficient to understand human perceptions, receptions, problems, needs, behaviours and contexts, which are the main justifications for a qualitative audience research (Galloway, online). In purposive sampling, the researcher has a purpose in mind with specific predefined groups. In this research, the researcher purposely selected employees in decision-making and non decision-making positions in the ministries.

As indicated above, the total number of employees from the three ministries is 2,406. MoARD has 1,333, MoFED and MoTI have 717 and 356 respectively. Although the number of employees of each Ministry varies in size, due to the nature of the research being purposive and the working conditions, the sample size is set to be 50 from each Ministry. Thus, the total sample size is 150. However, out of the total distributed questionnaires, only 131 were collected, i.e., Sixteen women and Twenty-two men from decision-making, Fifty-eight women and thirty-five men from decision-making positions. In the process of taking the sample, all women on decision-making positions are taken, since they are few in number. For the sake of comparison, men from each position are also included in the sample population.

Regarding the interview, the respondents are the CSRP office heads and the Women's Departments heads of the three Ministries. The reason for selecting these respondents is that they are directly concerned with and responsible for the CSRP and the Gender issues. Besides this, it was from these bodies that the necessary information could be acquired concerning these issues.

### **1.7.4 Data Types and Collection Methods**

In this research, two types of data sources are used – primary and secondary. The primary source is information obtained through questionnaire, interview and observation. Secondary data are collected from government reports, research documents, journals and other relevant publications. Information obtained from both published and unpublished sources has also been used.

#### **1.7.4.1 Questionnaire**

Two types of questionnaires were prepared, which consisted of close and open-ended questions. The first one was prepared in English for those who are in decision-making positions. The other one was for those who are in non decision-making positions. The later was prepared in Amharic and English so that they can fill based on their education and level of understanding. Sample copies of the questionnaires are attached (See Appendices 4 - 6).

Before distributing the questionnaire to the actual respondents, it was pre-tested by the employees of Ministry of Capacity Building. This was useful to detect errors in the logical flow bias, clarity and face validity (Marshal and Rosman, 1995).

#### **1.7.4.2 In-depth Interview**

The researcher also used in-depth interview method to collect data. This offered the researcher to have access to people's ideas, thoughts and memories in their own words rather than the words of the researcher. In order to conduct the interview, guiding questions (semi structured and open-ended) were prepared and used (See Annex 4). It is an elite interviewing by which only the influential and the prominent (Wilson, 1998), in this case, the CSRP Office Head and the Women's Affairs Department Head from each Ministry (totally three men and three women), were interviewed. Using the semi-structured questions allowed to ascertain the degree of flexibility so that the researcher could frame the questions easily and it allowed the pursuit of unexpected lines of enquiry during the interview (Berix, 2004). The use of taped interview was important to keep the flow and not to miss the ideas of the respondents.

#### **1.7.4.3 Document Review**

The researcher gave more time to review pertinent documents available in the Ministry of Capacity Building. In this regard, documents, shelved from the time of the program inception until the current implementation period, were reviewed. Documents found in the selected sample organizations were also reviewed. This allowed the researcher to get information about the past and present situations. Relevant books and journals were also referred.

#### **1.7.4.4 Observation**

This was aimed at uncovering the covered in other instruments or making clear what were unclear in others. To do this, the researcher has employed an open observation approach to record any behavior related to the research being conducted. The researcher's role in this method was one of an observer. Here, the researcher observed how the service delivery was conducted and customers were treated in the three ministries.

#### **1.7.5 Data Analysis**

The quantitative data collected through questionnaires were analyzed by using Statistical Package for Social Scientists (SPSS) computer software. The qualitative data collected through interview was recorded and transcribed by the researcher and an assistant. The necessary briefing was given to the assistant in advance by the researcher.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 General: Gender and Civil Service Reform Program**

Gender is the culturally specific set of characteristics that identifies the social behavior of women and men and the relationship between them. It is not just women and men, but the social relationship of the two in all spheres of life at all cycles of their lives (Fetenu, 2004). Since the gender issue is a crosscutting issue, it should be considered in all processes of policies, programs, projects, etc.

The ongoing CSRP is expected to act in line with this. The principal objective of the CSRP is to foster an effective, efficient, transparent and accountable civil service by strengthening the institutional and human resource capacity through various means including the introduction of good culture and good governance (Mohammed and Jenenew, 2003).

Though CSRP encompasses various other issues, gender (the concern of this study) is a major integral part every step towards the success of CSRP objectives. As stated in the objective of the CSRP, good governance is one of the means through which the capacity of institutions and human resource is identified and strengthened.

#### **2.2 Gender and Good Governance**

Good governance is where public resources and problems are managed effectively and efficiently in response to critical needs of society. The major characteristics of good governance are participatory, consensus oriented, accountable, transparent, responsive, effective, efficient, equitable and inclusive. All these follow the rule of law (UNESCO, 2005). Good Governance is being utilized as an all-inclusive framework, not only for administrative and CSR, but also as a link between the CSR and all-embracing framework for making policy decisions effective within viable systems of accountability and citizens participation. A well functioning civil service helps to foster good policymaking, effective service delivery, accountability and responsibility in utilizing public resources.

It is important to underscore for this research the fact that participation and equity are basic elements of good governance. The involvement of citizens (women and men) and their partnership in decision-making, policy planning and implementation processes have paramount importance for fostering good governance. Particularly, women's participation in development planning, implementation, monitoring and evaluation contributes significantly to ensure the country's development program. It is decisive for a government to understand the gender needs, concerns, roles and complexities.

Therefore, with the introduction of good governance, the attention given to gender and women's participation is renewed. Different writers, in this regard, emphasized the importance of participation in development activities. Sen wrote (1971:53):

*The ends and means of development call for placing the perspective of freedom at the center of stage. The people have to be seen in this perspective, as being actively involved given the opportunity in shaping their own destiny, as not just as passive recipients of cunning development programs. The state and the society have extensive roles in strengthening and safeguarding human capabilities.*

It is difficult to disagree with Sen's idea that, whatever developmental or other programs are being undertaken, they should call for the participation and involvement of all stakeholders, women and men. In general, citizens' participation is not only a key ingredient in any development quality and sustainability, but also has an overall effect on good governance and development performance.

### **2.3 Gender Equality**

For Canadian International Development Agency,

*gender equality refers to both the recognition of those women and men have different needs and priorities, and that women and men should experience equal conditions for realizing their full human rights and have the opportunity to contribute and benefit from political, economic, social and cultural development (CIDA, 1999).*

The above definition emphasizes on the participation of both women and men for the benefit of the society. This calls for similarities and differences to be recognized and valued so that women and men enjoy equal status, recognition and consideration. It entails that women have equal opportunity to participate, contribute to, and benefit from society's resource and development, equal freedom and quality of life.

## **2.4 Conventions, Laws and Policies on Gender Equality**

Concerning gender equality, Ethiopia ratified international conventions, and issued laws and policies. Some of them are presented below.

### **Convention for the Elimination of Discrimination against Women**

Ethiopia ratified Convention for the Elimination of Discrimination Against Women (CEDAW) during the Derg Regime and the issue of gender equality was included in the 1982 Constitution. However, no significant attempt was made to promote women's participation at macro-economic level (Tizita, 2003). The Federal Democratic Republic of Ethiopia has also given due consideration to gender equality and ratified International Conventions like the Millennium Development Goals (MDGs), and the Beijing Platform of Action.

Article 3 of the CEDAW clearly puts that

*Stated Parties shall take in all fields, in particular in the political, social economic and cultural fields, all appropriate measures, including legislation, to ensure the full development and advancement of women, for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men (1979).*

The above article requires member states to take the necessary measures to protect the human rights of women regarding their equality in all matters with men.

Article 10 also urges member states to eliminate discrimination against women in education. This is to say that states have to provide the same conditions for career and vocational guidance, and access to education at all levels is to be based on equality.

Article 11, Sub Articles b, c and d of the convention clearly indicates what measures the state and men should take to eliminate discrimination on employment and to ensure equality of women.

*b) the right to the same employment opportunities, including the application of the same criteria for selection in matters of employment.*

*c) the rights to free choice of profession and employment, the right to promotion, job security and all benefits and conditions of service and the right to receive vocational training and retraining, including, apprenticeships, advanced vocational training and recurrent training.*

*e) the right to equal remuneration, including benefits and to equal treatment in respect to work of equal value as well as equality of treatment in the evaluation of the quality of work.*

### **The Beijing Platform for Action**

The Fourth World Conference on Women in Beijing in 1995 strongly affirmed gender equality is an issue of human right and a prerequisite for social justice. The Platform for Action (UNDPI, 1996) identified critical areas of concern in which action is still needed to achieve gender equality. These areas of concern are poverty, education and training, health, violence, armed conflicts, economy, power and decision-making, institutional mechanisms, human rights, the media, the environment and the girl child. Among these, Ethiopia had identified seven priority areas of focusing in order to ensure gender equality (National Action Plan, 2006).

These are:

- i. Poverty and Economic Empowerment of Women and Girls.
- ii. Education and Training of Women and Girls.
- iii. Reproductive Rights, Health and HIV/AIDS.
- iv. Human Rights and Violence against Women and Girls.

- v. Empowering Women in Decision-making.
- vi. Women and the Environment.
- vii. Institutional Mechanisms for the Advancement of Women

Although the previous Ethiopian Government ratified CEDAW on paper, significant measures have not been taken towards the application of the Convention. Cognizant of this shortcoming, the Federal Democratic Republic of Ethiopia (FDRE) has given due consideration and clearly put it in the constitution. Article 35/3 of FDRE Constitution reads:

*The historical legacy of inequality and discrimination suffered by women in Ethiopia taken into account women, in order to remedy this legacy, are entitled to affirmative measures. The purpose of such measures shall be to provide special attention to women so as to enable them compete and participate on the basis of equality with men in political, social and economic life as well as in public and private institutions.*[FDRE: 93]

Having or issuing a Constitution, laws and policies alone is not sufficient. In order to promote gender equality, gender mainstreaming should be used as a strategy to bring the gender issue in all aspects of institution's policies, programs and projects.

## **2.5 Gender Mainstreaming**

The United Nation World Conferences on Women in 1975 (Mexico), in 1980 (Copenhagen) and in 1995 (Beijing) are viewed as critical efforts made in the history of improving women status in the political, economic and social spheres (True and Mintrom, 2001). The concept of gender mainstreaming was internationally agreed by government and development agencies to promote gender equality on the fourth World Conference on Women held in Beijing in 1995. This approach was developed in response to consistent lessons that have emerged from the experience of the last twenty years in addressing women's needs and unequal position in the society.

Gender mainstreaming is the process whereby gender is integrated into an organization's planning, implementing, monitoring and evaluating activities with a view to promote equality between men and women (Indra, 2005). As ILO (online) quotes, the United Nations

Economic and Social Council (ECOSOC) defined the concept of gender mainstreaming in July 1997 as follows:

*The process of assessing the implications for women and men of any planned action, including legislation policies or programs in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.*

The above statements indicate that the achievement of gender equality calls for the consideration of men and women in all stages of planning, implementing, monitoring and evaluating. This holds true in the CSRP; gender should be mainstreamed starting from its planning up to the monitoring and evaluation stages.

Gender mainstreaming, as a means to ensure gender equality, has been internationally recognized as a decisive process. International conferences have been conducted on this issue where all member countries accepted to include in their national actions. The United Nations Fourth World Conference on Women has provided high emphasis on gender mainstreaming where it was adopted as a Plat Form for Action.

*The Platform for Action calls for the promotion of the policy of gender mainstreaming, stating that governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programs, so that, before decisions are taken, an analysis is made of the effects on women and men repeatedly. (UNDPI, 1996)*

Gender mainstreaming involves many people and requires consultative and participatory techniques and tools. These techniques and tools will also facilitate the implementation of policies, which in the end will increase effectiveness and efficiency (Groups of Specialists, 1998). This means, gender mainstreaming requires exchange of information, experiences and knowledge. Building of a systematic collaboration within the institutions (divisions and

departments) and outside constituencies is crucial for the success of gender mainstreaming. This includes gender equality machineries and external partners where necessary.

Gender mainstreaming should be recognized as an institutional responsibility of all staff. It demands for the participation of all potential actors who are involved in designing, implementing and evaluating policies or programs.

**Politicians** - They involve in most policy matters that concern the government and the society. They try to convince the government by raising different issues to be included in or withdrawn from any policy, proclamations, laws, etc. before they are publicly issued. Therefore, their knowledge, willingness and commitment on gender is very crucial for laws, policies, proclamations and programs to be gender sensitive.

**Administrators** - These are officials assigned by the government in different institutions to execute nationally issued policies, proclamations, etc. Therefore, their understanding and positive attitude towards gender equality has a paramount importance for the integration of gender equality perspectives in their day-to-day institutional activities. They are also expected to the extent of directing their subordinates towards the proper implementation of gender mainstreaming.

**Gender Equality Machineries** – These are the Ministry of Women’s Affairs at the national level and Women’s Affairs Departments (WAD) in different organizations. The machineries should have a cross sector policy over cite and monitoring role. They are catalysts of gender mainstreaming works that is, they make people to be aware of the importance of gender equality. They collect and disseminate information and knowledge. They also adapt existing policy tools to the needs of gender mainstreaming. In order to be able to accomplish their tasks effectively and efficiently, these organs should have the necessary knowledge, skill, budget and staff.

**Researchers and Experts** – deal with developing appropriate policy interventions by deeply investigating the problems of gender equality. This could help the policy makers to review their policies to overcome those problems addressed by the researchers. Similarly, the experts

are expected to prepare gender-mainstreaming tools, guidelines and provide training to all members of the organization.

## **2.6 Civil Service Reform**

CSR refers to interventions that affect the organization's performance and working conditions of employees paid from central, provincial or state government budgets. CSR has gone through two major stages. The first began in the 1980's following the structural adjustment programs supported by the International Monetary Fund (IMF) and the World Bank, and focused on 'cutting down to size.' The emphasis was on controlling salary costs, primarily through job reductions, sometimes leading to the retrenchment of existing civil servants. The second stage began in the 1990's and presented a broader range of reforms aimed at 'building up', for example, performance assessment, monitoring, and transparency, benchmarking, decentralization, regulation and sound financial management (Governance and Social Development Resource Center, 2006).

The CSRP, after evaluating the Ethiopian Civil Service, was launched in March 1996. The objective of this program was to introduce efficient and effective public services by realizing the government economic and social policies. It was also initiated with the intention of promoting democracy, ethical practices, transparency, accountability, and equality. The program has five sub-programs, namely- Expenditure Management, Human Resource Management, Service Delivery, Top Management System, and Ethics, where some are finalized while others are still ongoing programs. The objectives of these sub- programs should reflect the gender equality in the civil service. In order to understand the objectives and goals of these sub-programs and to see their interrelationships, they are described as follows.

### **2.6.1 The Expenditure Management and Control (EMC)**

The main objective of this component is to ensure the employment of standardized financial practices that are governed by a comprehensive and complete legal framework in the Federal and Regional Governments. Here the gender budget should be considered. That means the budget reform project has to clearly reflect how it handles gender budget while assessing the

line item budget and preparing performance budget procedure. The responsible government sector to undertake this sub-program is the Ministry of Finance and Economic Development. The sub-program identified nine projects under it, which have specific objectives, activities, outputs and measurement indicators for the implementations.

### **2.6.2 The Human Resource Management (HRM)**

This sub-program sought to design, develop and introduce a more efficient and effective human resource management policies, systems and procedures so that Federal and Regional Government institutions can build their capabilities for the realization of HRM objectives by implementing the new HRM polices, systems and procedures. The sub program has eight projects. These are (a) Job Evaluation and Grading, (b) Performance Appraisal and Time Management, (c) Recruitment, Selection, Transfer, and Promotion, (d) Remuneration and Condition of Service, (e) Human Resource Planning, (f) Human Resource Management Information Systems, (g) Human Resource Development, and (h) Records Management. This sub-program has a huge implication for gender. Organizations and individuals have to make efforts to overcome past discriminations against groups such as women and minorities by applying affirmative action in their recruitment, employment, promotion, transfer, training and retention. The Berlin Anti-Discrimination (public sector) Act, 1991 (Wirth, 2001) clearly puts the following points for proper implementation of affirmative action.

Six- year promotion plan for women with two-year binding targets:

- *All vacancies to be advertised internally and externally*
- *Where no women apply, repeat external advertisements*
- *Each group of candidates to contain an equal number of qualified women and men*
- *Selection committees to contain equal numbers of men and women*
- *Fifty per cent of apprenticeship places are to be reserved for women where they are under-represented*
- *Women to be given priority for jobs if trained in an occupation with less than twenty per cent women*
- *Preferential recruitment of qualified women until women make up fifty percent of an occupation and fifty percent of the earning brackets within the occupation*

- *Training on equal opportunity policies for personnel managers*
- *Regular reporting on meeting targets*

### **2.6.3 The Service Delivery (SD)**

This sub-program is aimed at strengthening the capacity of the civil service organizations to deliver service to customers in a fair, accountable, effective and efficient manner. Gender as a cross cutting concern should be integrated in the process of service delivery (Chege, 2004).

### **2.6.4 The Top Management Systems (TMS)**

The objective of this component is to develop management skills of the top officials and managers in the Federal and Regional Government Institutions with effective management tool for annual and strategic planning. This would enable them to effectively develop, implement policies and carry out their leadership responsibilities. While developing the skill and knowledge of the top management officials, it needs also to see the knowledge of these officials from the gender perspective. For the proper implementation of their leadership role in the organization and mainstreaming of gender in the strategic plan, their knowledge on gender is crucial.

The above being the Ethiopian case on top management system with the aim of developing the top officials, other countries' experiences, such as the UK, has a different way of addressing or changing the inequalities that exist in the senior management positions. The UK government has taken action on equality and diversity as a part of the Civil Service Reform. The action comprises a ten – point plan set with the objective of achieving a more diverse civil service workforce, especially at the senior levels. Thus, the government has set new diversity targets to achieve the following by 2008 (Cabinet Office, November 2005):

*37% of the senior civil service to be women;*

*30% of the top management posts to be filled by women;*

*4% of the senior civil service to be from minority ethnic background;*

*3.2 % of the senior civil service to be disabled people.*

To achieve these targets, ten key areas for change were set as follows:

**i. Targets** – Departments have set targets with diversity delivery plans, especially for the senior civil service population.

**ii. Measurement and Evaluation** – In order to know whether the action is succeeding, they are checking on the progress.

**iii. Delivering on diversity through the Diversity Champions' Network (DSN)** – To ensure how the change is progressing, the DSN will monitor the progress on the 10-point plan and report to the Civil Service Management Board.

**iv. Leadership and Accountability** – The leadership is committed and accountable for the diversity in their departments' performance of the targets.

**v. Recruitment** – This is to make sure that the civil service employer has incorporated a positive action in all recruitment policies and practices by attracting the under-represented groups.

**vi. Development** – Various development schemes are redeveloped for the under-represented groups to reach the set targets.

**vii. Behaviour and Culture Change** – To promote equality and diversity; increment in understanding among managers to challenge discrimination and unacceptable behaviour is required.

**viii. Diversity Impact of the Efficiency and Relocation Review** – To achieve the long-term aim that represents the population at all levels, maintaining a diverse and talented workforce is important. The diversity is in terms of gender, ethnicity and disabled people.

**ix. Mainstreaming Diversity** – Equality and diversity must be mainstreamed in all the areas, such as policy development, service delivery and workforce planning.

**x. Communication** – To ensure and articulate the success of the plan, there will be an effective communication strategy as a part of the departmental diversity plans.

### **2.6.5 The Ethics**

This is to create a better understanding and commitment to proper conduct in handling government duties and safeguarding public property. This sub-program provides the police and the judiciary with greater authority to investigate and judge cases of improper behaviors. Inline with protecting the public property of a give n institution, this sub-program has to formulate certain rules and procedures as to how it could control cases such as sexual harassment at the work place

The above five sub programs have their own projects with specific objectives, activities, performance indicators, budget and timetable for the accomplishment of their respective tasks.

### **2.7 Gender Sensitive Organization**

There are Gender biases at the institutional level that are deeply rooted. These can be easily seen in the organizational cultures and practices, management systems and bureaucratic structures. These biases should be changed in order to have good working environment.

When we talk of CSR, it is not only dealing with human resources, systems and procedures; but it also aims at having or refashioning people-friendly organizations. One aspect of making organizations with such attributes is to keep the gender equities as a principle for implementation. Goetz in MacDonalDs et al. (1997) underscored the importance of incorporating gender issues in institutional reforms by saying:

*Whatever structures are chosen and behavior change promoted, there is ‘no substitute for the injection of an explicit concern with gender equity, and the exercise of leadership or vision in women’s interests.*

Macdonald, et al. support Goetz’s ideas and suggested the following general features or principles, which seem essential to make any organization more gender-sensitive (Macdonald, 1997: 91-92).

*Gender equality should be a priority not only in the organization's mission statement, general objectives, and policies, but also in its internal regulations (recruitment procedures, terms and conditions for workers, etc.)*

*Adequate resources should be devoted to putting such policies into practice.*

*Accountability to women should be written into the organization's policies and carried out in its practice.*

*There should be greater parity in numbers and distribution of staff; more importantly, women on the staff and especially in management must be committed to gender equality. This means not feminine management, but feminist management, understood as management (by both sexes) that is committed to women's empowerment.*

*Since some degree of hierarchy is inevitable in any but very small organizations, this should be offset by a style of management that is open to change and oriented towards training, support, good feedback, and stimulating colleagues.*

*Management staff relations should be as non-vertical as possible; open, consultative, listening.*

*The organization should offer non-gender stereotyped roles and choices for both men and women.*

*There should be scope for different organizational styles and cultures to coexist and be valued, and for men and women together to explore and utilize difference without disempowering either side.*

*Management should give unequivocal support to gender teams and staff members with specific responsibility for gender issues.*

*Decision making access for women should be built into the organization's structures, not dependent on informal agreements or arrangements, so that*

*women's access to decision-making does not depend on the personalities and efforts of individuals.*

*The organization should accommodate women's biological role of childbearing, as well as parents' social roles in childcare and domestic life and other forms of reproductive or caring responsibilities (e.g. for sick people, disabled peoples, and elders) carried out by both women and men towards partners, friends, relative and community members.*

*The organization should be one in which not only women, but everyone feels happy; one in which most people's best qualities are stimulated and recognized.*

Since the CSR demands for change, the above recommendations are very useful for civil service institutions.

## **2.8 Feminist Theories**

Feminism is a political movement aiming at transforming gender relations to liberate women from oppression (Meena, 1992: 88). It is an organized movement, which promotes equality for men and women in political, economic and social spheres. It is defined as approaches to addressing the unequal status of women's relation to men with the goal of mediating gender difference, and providing women access to the repertoire of valued roles and statuses within the society.

Theory is a systematic analytic approach to everyday experience (Jaggar and Rothenberg, 1993: 80). Different feminists develop different theories. These theories will help to understand the power differential between men and women and to understand the women's oppression and provide guidance on how to overcome this oppression (ibid). Defining the roots of women's subordination was seen as a prerequisite for identifying political strategies to end it. Between the 1960s and early 1980, feminist theories gave a variety of answers to the question of the root cause of women's subordination.

### **2.8.1 Liberal Feminism**

It was rooted in the tradition of the 16<sup>th</sup> and 17<sup>th</sup> centuries' Liberal philosophy, which focused on ideas of equality and liberty. The first Western Liberal Feminist Marry Wollstonecraft (1792) argued that the assumption for women's intellectual inferiority is inferiority in education. Different Liberal Feminists had different views in the subordination of women, but they share some basic principles (Donovan, 2000:23).

- a) A faith in rationality
- b) A belief that women and men are ontologically identical.
- c) A belief in education – especially training in critical thinking as the most effective means to effect social change and transform society.
- d) A view of individual as an isolated being who seek the truth apart from others.
- e) The natural rights doctrine

Liberal Feminism was most popular in the 1950s and 1960s at the time of civil right movement in USA. According to Betty Friedan, that oppression exists due to the socialization of women and men, which supports patriarchy that keeps men in power positions.

Feminists of this time believe that the result of women's subordination is due to gendered women's rather than biological sex. While sex is biological, gender includes historical, social and cultural norms. They focus on equal opportunities for women and men. They are concerned that women should get equal opportunity in education, employment, and politics, before the law and property rights (Parpart, et.al: 2000)

Liberal Feminists believe that the acts of legislation through legal reforms and increase in their political participation can remove the barriers for women's equality and liberate women (Meena, 1992). Even though Liberal Feminists strongly demand equal opportunity and right for women, they did not ask for the structural inequalities, which are widely practiced in the society. That approach to change gender inequalities perpetuates the status-quo (Ibid).It has also been criticized for ignoring race and class issues.

### **2.8.2 Radical Feminism**

Radical Feminism emerged in the 1960s in the United States. Radical Feminists argued that the subordination of women depends primarily on patriarchy, i.e., the domination of women by men. Even though all of the radical feminists agree on the cause of women's subordination, they have different views about the nature and the origin of the subordination. Shulamith Firestone, as cited in Donovan (2000), argued, "Women's subordination is rooted in their biology, that is, their reproductive physiology." Other argued that women's subordination is rooted in the male control over women's fertility and sexuality, that is, over women's bodies. Catherine Mackanon (cited in Donovan, 2000) argued, "The main concern for feminism is not the nature of sex differences but rather the social arrangements that take male biology as the social norm while devaluating female biology." Many radical feminists believe that sex and gender are ultimately inseparable, so women subordination must be viewed through the sex/gender lenses. Radical Feminism puts sexuality and reproduction as the center of the political arena and changed women's political consciousness (Meena, 1992: 75). Regarding education, they demand not only equal education opportunities, but also they challenge both quality and quantity of education being offered to women. Radical Feminists in Africa have been demanding education for empowerment (Meena, 1992).

### **2.8.3 Marxist Feminism**

According to Marxist Feminists, the subordination of women came into existence with the introduction of private property as a mode of production. As stated by Connelly et al (2000: 57), "When hunting and gathering were replaced by agriculture ... a few men got control of the productive resources and transformed them into private property." Thus, class society was formed with men controlling the property where women became economically dependent on men. Marxist Feminists view women as a reserve labor force for capitalism. They consider women's labor as contributing to the final quantity of surplus value realized. Women remained to provide new labor force, by giving birth, for the capitalist system. Thus, the Marxist Feminists insist that it is only by overthrowing capitalism that women's subordination can be ended.

#### **2.8.4 Socialist Feminism**

The movement of Socialist Feminism emerged in the second half of the 1970's. These feminists have dissatisfaction from both Marxist Feminism and Radical Feminism by which the Marxist Feminism put the subordination of women as secondary and the class subordination as primary. On the other hand, the radical feminism did not pay any attention to class subordination and taking perjured or women's subordination as primary. Thus, socialist feminist argued that both should be seen equally and must be combated at the same time.

The Socialist Feminists intends to formulate a theory and practice to end the subordination of women by revising both the radical and Marxists feminisms. Thus, the Marxists approach should include both productive and reproductive activities, that is, reproduction of children and production of commodities. This is because the capitalist male controls both structures. Socialist Feminists believe that men and women must see each other as equals in all spheres of life.

In General, Feminist perspectives have their own limitations. That is Liberal Feminists do not consider power relation between men and women they only focus correcting inequalities. Radical feminists attempt to share male power instead of changing it and their alienation of men from sharing in the struggle for liberation of women.

#### **2.9 Gender and Development Theory**

Gender and Development theory is closely linked with the history of women movement and the history of policy intervention in developing countries. The early development initiative in the 1930s totally ignored women. Since the 1950s, different interventions were formulated to change the economic and social approaches to the third world development (Moser, 1993).

Prior to Gender and Development, Women in Development (WID) came into use in the early 1970s. This was aimed towards ensuring women to be better integrated into the economic systems. Although the movement had tried to improve women's economic situation, it had not able to improve their life. Rather, women were assigned on lowest pay and most monotonous jobs. The WID movement was centered on Western Women Movement that

focused only on sexual division of labor (Rathgeber, 1990). It had not considered the importance of women participation in social, political, and economic developments. The role of man was also neglected and resulted to the creation of their resistance to women's movement (Indra, 2005). Due to its shortcomings, WID had indicated signs of failure in its movement. This led feminists to analyze the situation and to come up with a better approach to assist women. Thus, Gender and Development (GAD) approach appeared.

Gender is not a substitute for women. The concept refers to the social relations between women and men. (Fetenu, 1997). GAD focuses on the social relations between women and men with special attention on the subordination of women, because gender relations are the key determinant of women's position in the society. It recognizes that women are deeply affected by the nature of patriarchal power in their societies at the national, community and household level. It also recognizes the potential contribution of men who have good concern on equality and social justice.

According to Rathgeber (1990), the GAD approach starts from looking the totality of social organization in order to understand the shaping of particular society. GAD gives greater emphases on the participation of the state in promoting women's emancipation; regards women as agents of change rather than as passive recipients of development; and demands a degree of commitment to structural change and power shift.

In general, the GAD approach signal three departures from WID – First, the Focus shifts from women to gender and the unequal power relations between men and women. Second, all social, political and economic structures and development are re-examined from the perspective of gender differentials. Third, it recognizes the fact that achieving gender equality requires transformative change.

The GAD strategy identifies and addresses practical needs of women and men to improve their conditions and at the same time addresses women's strategic interests. Programs or projects designed from GAD perspective will empower women and the disadvantaged so that their knowledge, views and experiences will be recognized and become important components of decision-making process.

Although it contains some shortcomings such as advocating for minor reforms to be made in the society to abolish women's inequality, Liberal Feminist perspective has been used in this study to understand and analyze the source of women's subordination. The assumptions it forwarded for the source of gender inequality fit with the existing civil service women's situations in Ethiopia. To mention some of them:

- Gender stereotype and devaluation of women - there are various types of discriminations that existed within the society that give prior and more attention for men in every aspect by devaluing women's role.
- The society's division of labor into women's and men's jobs - this imposes more burden on women by letting men free from such duties as caring for children, sick and old people and house hold chores.
- Restricted entry into top positions - the society believes in giving higher positions to men rather than women. This has been witnessed by many organizations statistics of their employees.
- Lack of affordable childcare for mothers who work outside the home - this refers to the majority of women civil servants having children who need immediate and continuous care. Due to this, they are unable to focus on their job by which they earn money to support their children and their family at large.

Higher proportion of time spent doing housework and caring for children - the impact of such fact has many negative effects in women's life. Among the many, such women cannot get time to develop their career through formal education or training. The other aspect of liberal feminism is the emphasis given for education and training to women.

Other theory selected for this study is the Gender and Development theory, which gives attention to the importance of active participation of men and women equally for any development to achieve its goal. Women and men should not only participate but also should be beneficiaries from development equally. The emancipation of women from all forms of discrimination calls for the transformation of the society at large. It is with this

assumption that the study has tried to gather information from both women and men and tried to analyze the findings accordingly.

## **2.10 Experience of Tanzania on Civil Service Reform Program and Gender**

Many countries are undertaking CSRP. The researcher chose Tanzania and saw how gender issues were addressed in the Civil Service Reform Program. The country was chosen because it has similar socio-economic background with Ethiopia.

The government of the United Republic of Tanzania is undertaking Public Service Reform Program (PSRP) starting from 2000 onwards. Before launching this program, the government had undertaken the CSRP from 1993 up to December 1999. The purpose of PSRP is to have sustainable service delivery within the priority sectors of the public service that is suitable to the public desire and need. The program developmental objective is to improve accountability, transparency and resource management for service delivery in the public service.

The Tanzanian PSRP has three overlapping phases, which will end in the year 2011. Phase one – Installing Performance Management Systems to be accomplished within five years starting from 2000. Its goal is to achieve significant medium term improvements in the quality of service delivery within the existing budget constraints. Improving service standards of key sectors, improving real compensation for professionals, establishing Public Service College, etc are among few of its strategies.

Phase Two, Instituting a Performance Management Culture had four years duration which started in 2005. In this phase, practices such as result-oriented management system, performance contracting and appraisal systems are implemented throughout the public service of the ministries. The last phase focuses on introducing total quality management through quality improvement cycles. This phase, which has three years duration starting from 2009, is expected to implement client orientation, and ensure accountability for results will become working principles through the services.

The above explanation briefly shows how the Tanzanian PSRP is planned and implemented through the government ministries, departments and agencies. Regarding gender issues, the government has established a sub-component within the reform program.

The gender issue was undertaken by a Gender section, which is established in 1990, previously called as Women Perspective Section. The change in its name was necessitated with the aim of expanding the mission of the section, which is not limited to women only. The gender section is one of the five sections within the Policy Development Division of the Civil Service Department. It is through the Civil Service Department that equality in recruitment, promotion, training and career development are maintained (PSRP, 2001). The objective of Gender section is to integrate gender concerns by coordinating the service delivery activities of all government sectors and agencies being headed by the Assistant Director.

Gender mainstreaming program has been implemented through the PSRP to play a crucial role in gender sensitization of the Public Service Reforms, Local Government Reforms, the Public Finance Reforms and other sector reforms that the government is implementing. The aim of such implementation is to ensure that the public service is gender sensitive in all the processes of planning, implementation, monitoring and evaluation of public service policies, programs and activities with the following strategies (PSRP, 2000 – 2011:13).

- To build gender capacity to strategically placed males and females public Servants.
- To build the capacity of women public servants, so that they take on the challenge to compete for upward career mobility. The Gender Section has already established a Capacity Building Fund for women in the public service, and
- To produce and disseminate various reports and information brochures on gender issues, targeting both men and women public servants.

With the full support and commitment of the government, the Gender section has had significant achievements. From 1997 to December 2000, it has implemented various activities, such as -

- Building the capacity of its staff and the section
- Providing gender training to civil servants at various levels

- Preparing and distributing a quarterly gender bulletin in the national language.

So far, the section has scored the above achievement. It is further expected to make all public service issues gender sensitive. Likewise, the representation of women in the middle and senior management was expected to increase from 19% (1998) to 30% by the year 2005 (Ibid: 14).

## **CHAPTER THREE**

### **DATA PRESENTATION AND ANALYSIS**

This part deals with the presentation and analysis of the data gathered through questionnaire, interview and observation on the three ministries. To support the discussion, crucial information from various documents is also employed. The chapter is organized based on the outlined questions stated in the research questions.

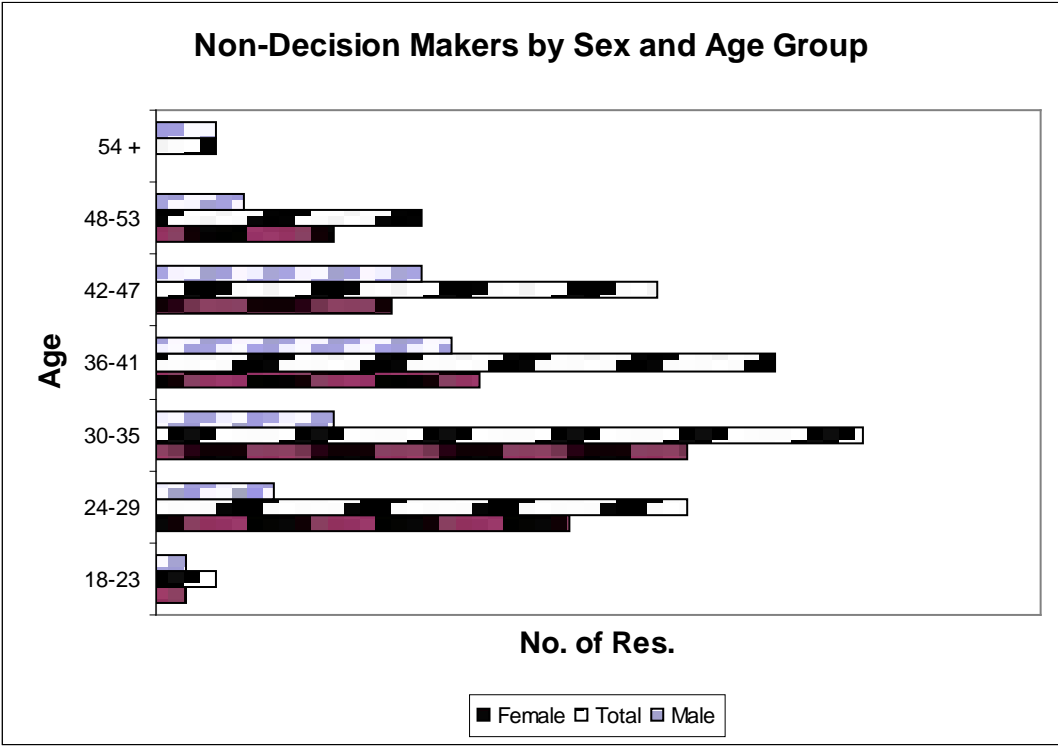
#### **3.1 Socio – economic characteristics of the respondents**

The socio-economic background of women is believed to have great influence in determining their placement in the civil service. This part presents the basic characteristics of the respondents in terms of their age, number of children and dependents, education, position and salary.

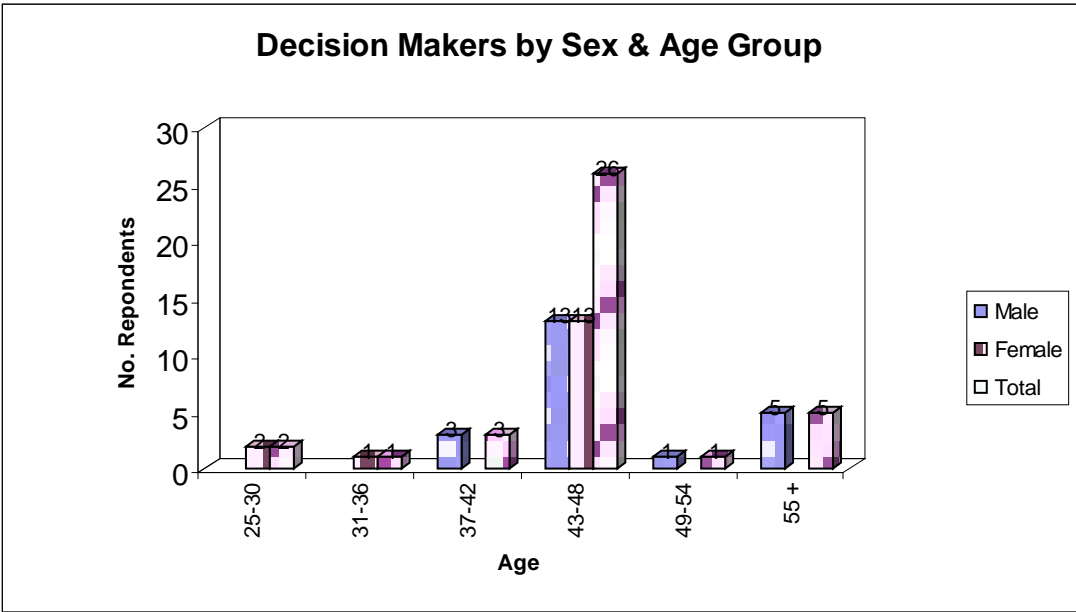
##### **Age**

In identifying the age distribution of the total non decision-making position respondents, the maximum group (25.8%) are in the range of 30 - 35 age group, while the second largest group (22.6%) are in the range of 36 -41 years. Regarding the female respondents, the majority (34.4%) are in the age group of 24 -35 years. With respect to the decision-making position, the highest proportion (68.4%) is in the age group of 43-48 years. The distribution for the age groups 25- 36, 37-42, and 55 and above is 7.9%, 2.6% and 13.9% respectively. Out of the total women respondents, the maximum number (34.2%) lies in the range of the above-mentioned highest proportion.

The fact is that the majority of women respondents in non decision making positions have the chance to stay more in the civil service than the other categories. This is in relation to the civil service pension age limit of sixty years. What is more, women are not many in decision-making positions during their active ages (25 – 42). As their educational background demonstrates, they have low level of education.



*Chart 1: Non-Decision Making Respondents by Sex and Age Group*



*Chart 2: Decision Maker Respondents by Sex and Age Group*

## **Number of Children and Dependents**

In the non- decision-making positions category, women (43. 05%) have 2-5 children and dependents more than men (25%) do. In the decision-making positions, less women (31.03%) have 2-5 children and dependents as compared to men (44.8%) in this category.

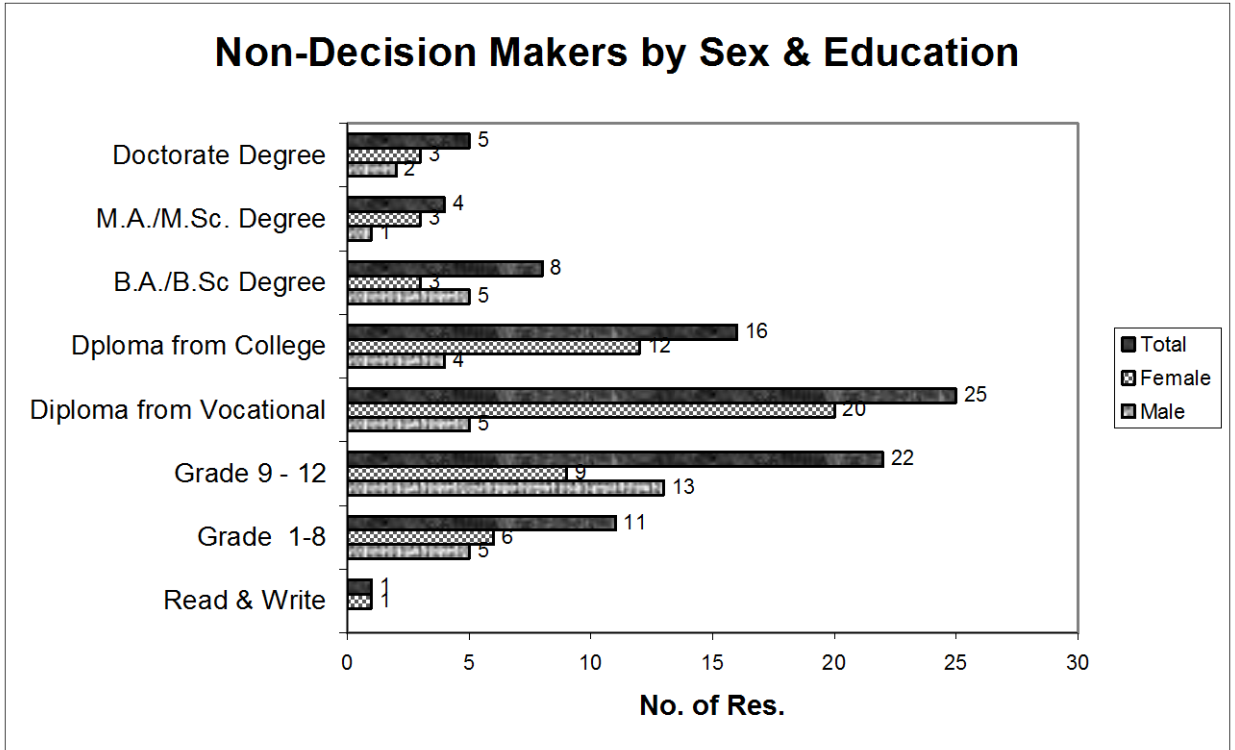
Here, women in the decision-making positions have less number of children and dependents than men in the same category and women in non decision- making positions. This may be due to the better educational background they have as compared to the women in non decision-making positions. In contrast, women on non decision-making positions have more children and dependents. This increases their burdens and family responsibility and creates problems to improve their career through formal education and other trainings.

## **Education**

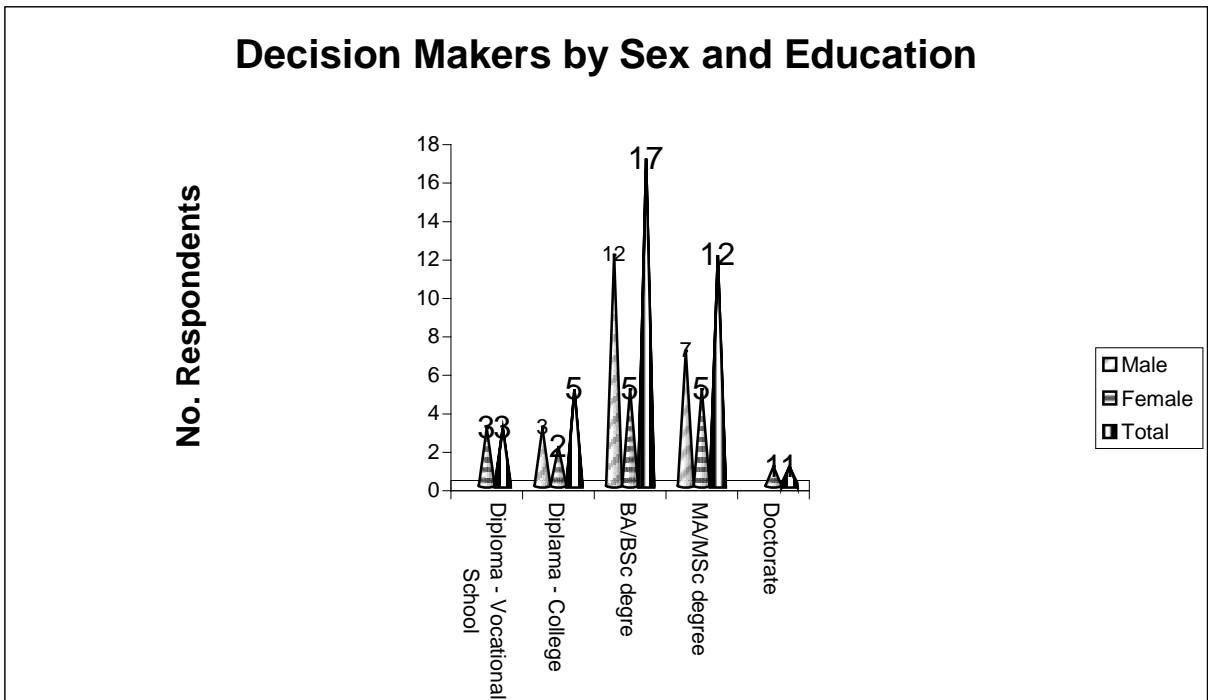
Chart 3 below illustrates the education level of the respondents of non decision-making position where about 18% have BA / BSc and above. About 45% are Diploma holders followed by some 24% of grade 1 to 8, while the rest 1% are literate with no formal education. Concerning all the female respondents, the majority (56.1%) are Diploma holders compared to about 15.8% with BA / BSc.

Similarly, Chart 4 illustrates the decision-making position of the respondents. The majority (78.9%) has BA/ BSc. and above while the rest (21.1%) have college and vocational diploma. The distribution of female respondents remains the same in this distribution.

It is true that the level of education of an employee will determine her/his position and the salary. That means the more a person is educated, the higher the position and the salary s/he gets in the civil service. As it is the case in other least developed countries, the society's preference to boys' education more than girls' education and other socio economic factors, such as family responsibility and poverty, kept women to be less educated compared to men. This is supported by the Liberal Feminist Theory, which emphasizes the importance of education to women for better position in the civil service. In addition, the Radical Feminists strongly demand both quality and quantity of education for women empowerment in the African situations in the presence of the above-mentioned educational gap.



*Chart 3: Non-Decision maker respondents by sex and education*



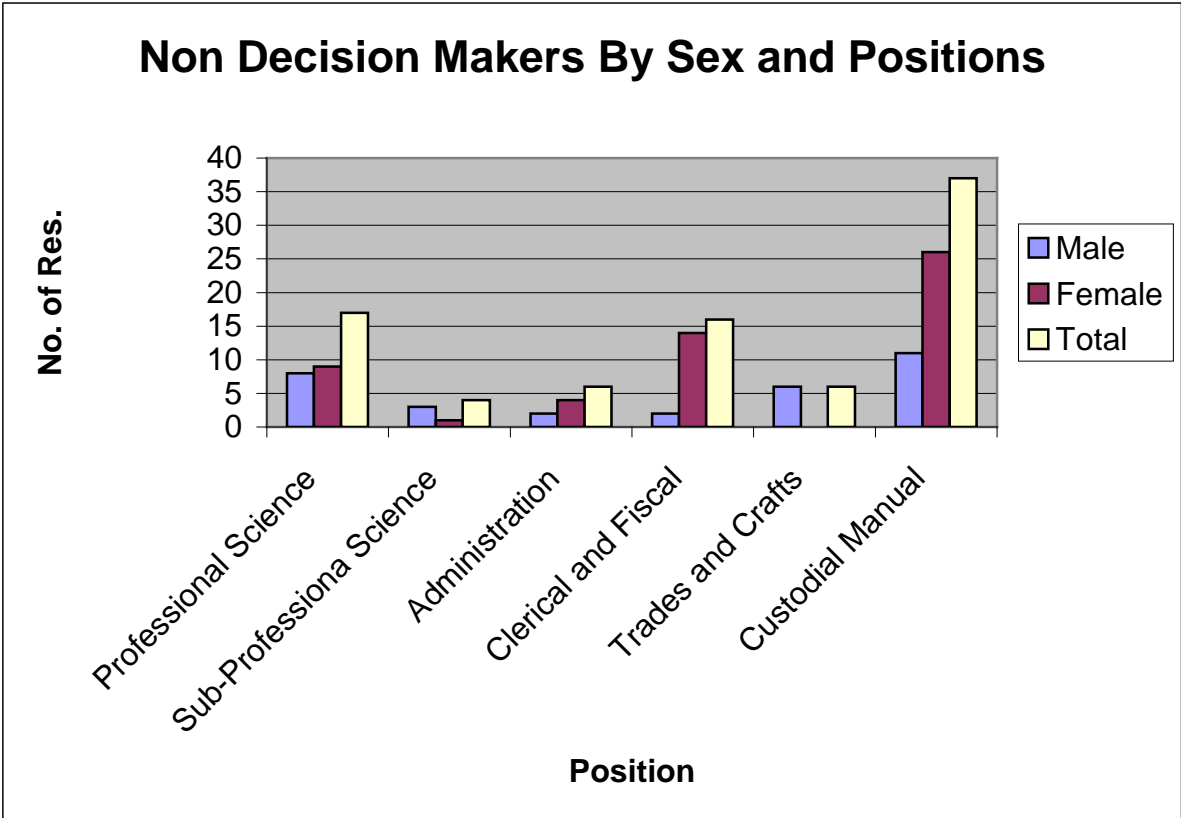
*chart 4: Decision maker respondents by sex and education*

## **Position**

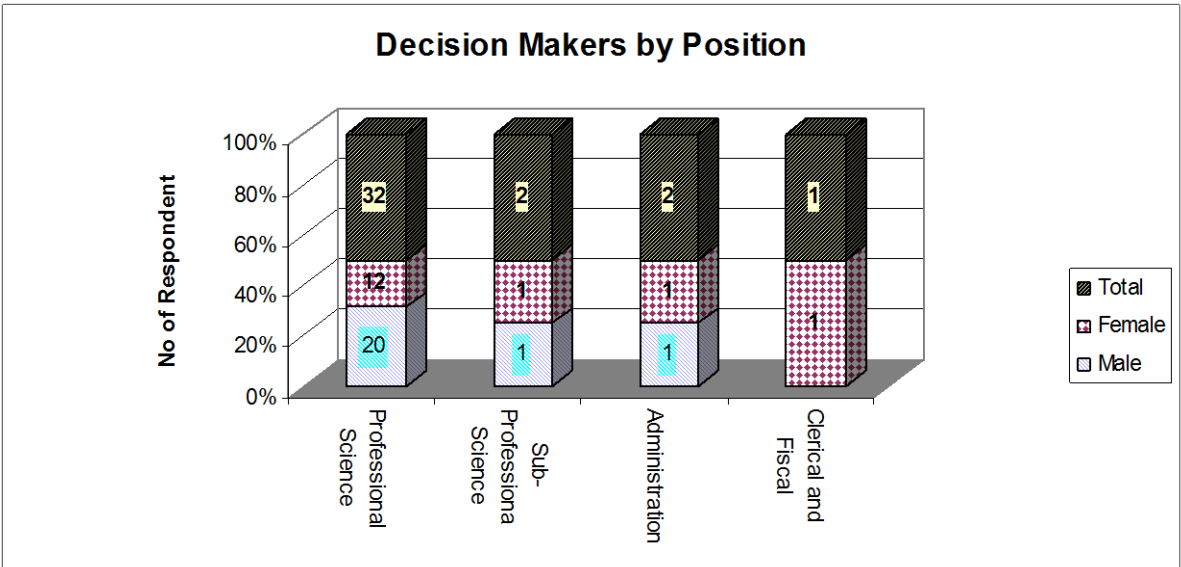
As illustrated in Chart 5, position is classified into six. The highest distribution (43%) of the respondents in the non decision-making position is of custodial and manual position followed by professional science (19.8%), clerical and fiscal (18.6%), administration (7%), and trade – crafts (7%), while the rest (4.7%) are of sub-professional science. When comparing male and female respondents on the same position held, the highest percentage (88%) goes to female in clerical and fiscal positions and 70% in custodial and manual positions.

On the other hand, concerning decision-making positions, the majority (above 86%) of the respondents are in professional science, which is followed by 5.4% in administration, 5.4% in sub professional science and the rest 2.7% in clerical and fiscal positions. Out of which, women in decision making position are less in number in the professional science category as compared to men as indicated. Nevertheless, though the number of men and women in sub-professional science and administration seem equal from the sample taken (as shown in Chart 6), the total number of men and women in the three ministries (as indicated in Table 4) demonstrate a great gap.

Moreover, as discussed in the education part, women are less educated than men. This has made them to be placed more than men in clerical and fiscal positions usually known as women's services (Achamyelesh, 2000).



*Chart 5: Non-Decision maker respondents by sex and position*

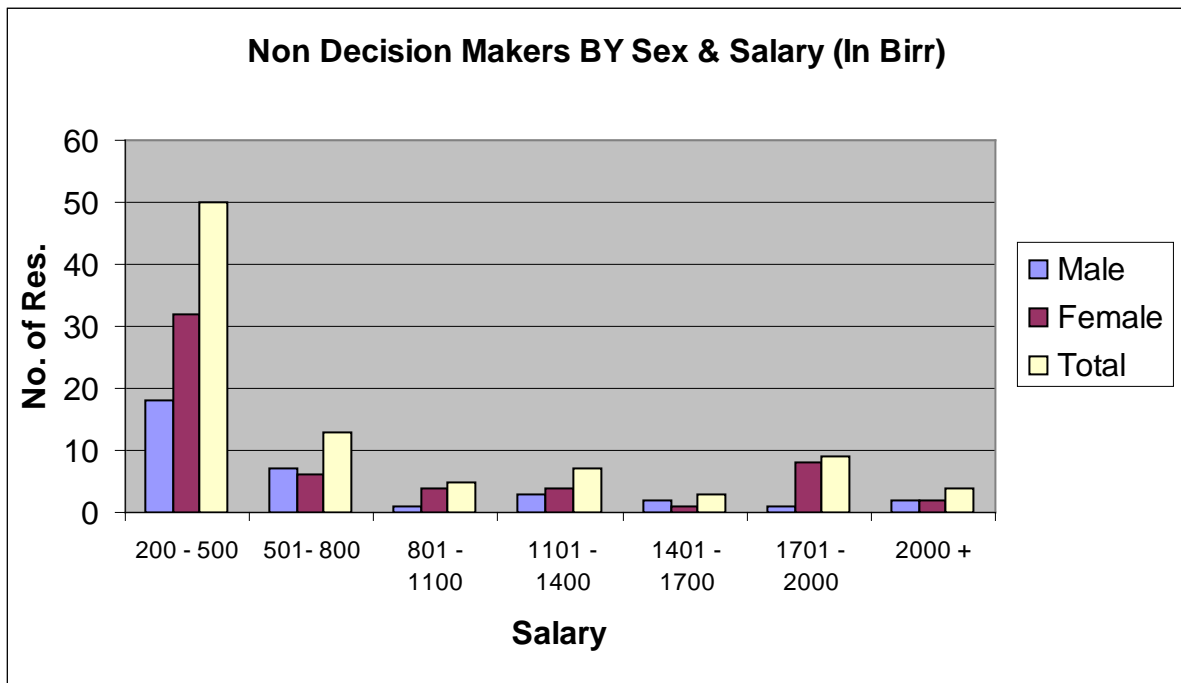


*Chart 6: Decision maker respondents by sex and position*

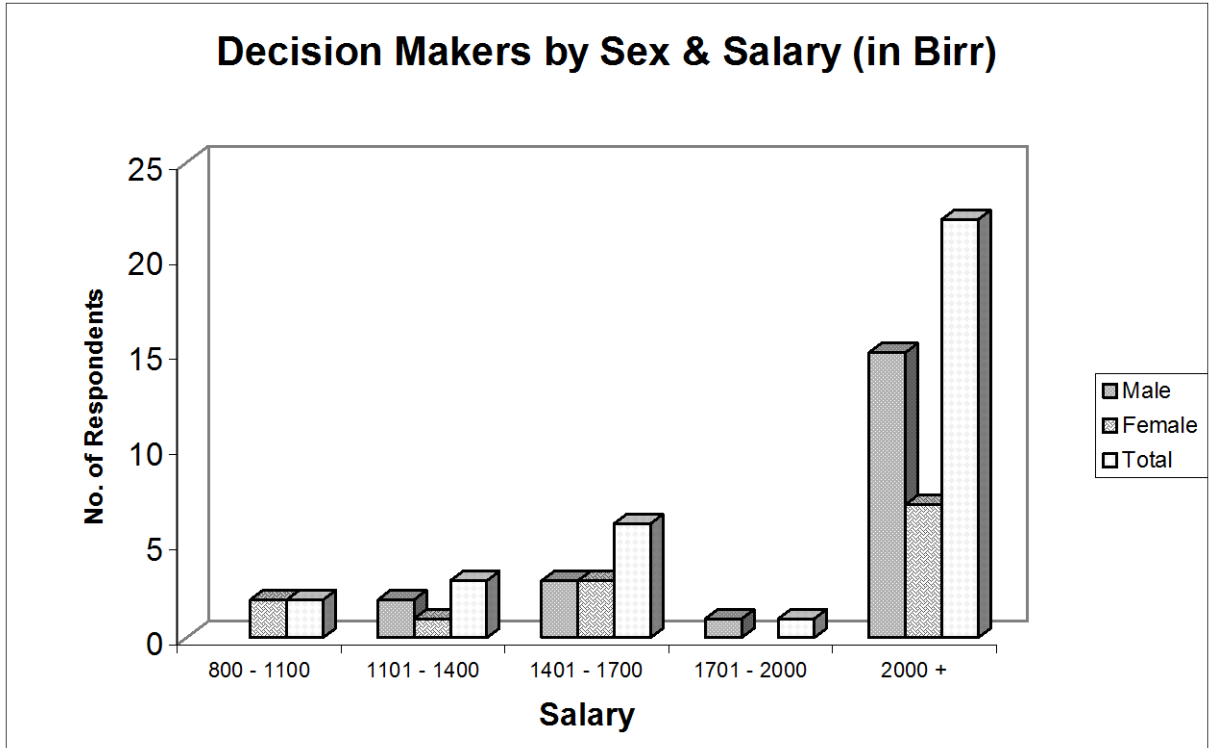
## Salary

As illustrated in Chart 7, among the total respondents on non decision-making position, 55% are in the salary range of birr 200 -500, 14.3% in birr 501 - 800, 5.5% in birr 801 - 1100, 7.7% in birr 1001- 1400, 3.3% in birr 1401 - 1700, 9.8% in birr 1701 - 2000 and the rest in birr 2000 and above.

This implies that the majority of women as compared to men in the three ministries get the bottom salary in non decision-making positions. This fact cannot meet their educational needs and the responsibilities they have in the family.



*Chart 7: Non-Decision Maker Respondents by Sex and Salary*



*Chart 8: Decision Maker Respondents by Sex and Salary*

As shown in Chart 8, regarding the respondents in the decision-making position, the majority (65%) are in the range of birr 2000 and above. Out of this percentage, female comprise only 21%.

This shows that there is a high gap of salary between men and women in the decision making position.

### 3.1.2 Status of Women Employees in the three sample Ministries

*Table 4: Status of Women by position*

<i>Position</i>	<i>Ministries</i>															
	<i>MOARD</i>					<i>MOFED</i>					<i>MOTI</i>					
	<i>F</i>	<i>%</i>	<i>M</i>	<i>%</i>	<i>Total</i>	<i>F</i>	<i>%</i>	<i>M</i>	<i>%</i>	<i>Total</i>	<i>F</i>	<i>%</i>	<i>M</i>	<i>%</i>	<i>Total</i>	<i>Grand Total</i>
Professional Science	47	13.35	305	86.65	352	67	26.91	182	73.09	249	25	20.16	99	79.84	124	850
Sub- Professional Science	21	25.00	63	75.00	84	13	40.61	19	59.39	32	2	40.00	3	60.00	5	148
Administration Service	2	3.60	12	96.40	14	10	37.04	17	62.96	27	2	22.22	7	77.78	9	68
Clerical and Fiscal Service	187	78.24	52	21.76	239	150	85.71	25	14.29	175	82	80.39	20	19.61	102	589
Trade and Crafts Service	3	1.50	197	98.50	200	4	8.16	45	91.84	49	-	0.00	26	100.00	26	298
Custodial and Manual Service	274	61.71	170	38.29	444	138	74.95	47	25.05	185	63	70.00	27	30.00	90	814

*Source: Data from the three ministries (September and October 2006)*

The above table illustrates the position of women employees compared to men employees in the three Ministries. The majority of women are in the clerical and fiscal positions and custodial and manual positions. The number of women employees decreases while going to the higher position. This shows that the number of women in decision-making position is very few. It is also asserted that women's overall share of management jobs rarely exceed 20% in most countries (Wirth, 2001).

This calls for some measures to be taken in order to bring women to higher positions. Even after the reform has started, there is no significant change in the position of women employees.

### **3.2 Gender and the Civil Service Sub-Programs Implementation**

The fruitful outcome of any policy, program or project calls for the participation of all stakeholders that expect their positive results or benefits. Unless the concerned individuals participate in those policies, programs and projects starting from the design up to the evaluation and monitoring stages, it will be difficult to expect the desired results. Thus, women and men should have equal participation and opportunity in order to be able to contribute their views and ideas.

In this regard, women should well be represented on equal status with their male counterparts in all the processes. In this respect, during the formulation of such policies, programs and projects, attention should be given to include gender components at all stages so that both women and men could be equally benefited from the outcomes. This view conforms with the UN Gender Co-ordinating unit's statement (1999:3); "the crosscutting nature of gender requires that women and men maximize their contribution to national development and share benefits of development equally". In this connection, the following will illustrate the Civil Service Sub-Programs implementation from gender perspective:

#### **3.2.1 Gender and Human Resource Management (HRM) Sub-Program**

The overall objectives of this sub-program are to design, develop and introduce human resource management policies so that government institutions build their capacities to be able to implement the new Human Resource Management policies. It will also allow them to establish legal framework for the realization of these objectives. In order to accomplish this task, the HRM sub-program has formulated eight projects where the studies of some of them are completed

while the others on progress. This part deals with the projects whose studies are completed and their implementation has started in the three ministries.

### **Recruitment, Selection, Transfer, and Promotion Project**

Recruitment and selection are processes to fill a vacant post through competition. This is usually conducted through merit system when the candidates fulfill the minimum requirement for the position required. It is based on the requirements previously set for the position such as standard of education, work experience, skill, ability, and result of the examination given. Promotion is the placement of an employee at a higher position than she/he held earlier. In order to be promoted, employees who fulfill the requirements compete for the post.

On the other hand, transfer is the placement of an employee to other place or type of work without making change in position. Regarding this process, there is a policy provided by the Civil Service Agency to give priority to female employees during employment.

Thus, in order to know whether this policy is properly implemented or not, a question was forwarded if priority is being given to female employees or not. From the total non decision-making female respondents, only 2.0% said yes fully, 7.8% said yes partially, 35.3% said it does not give priority at all, and the rest 54.9% do not know about it. Male respondents of the same position responded 20% yes fully, 20% yes partially, 13.3% not at all, and 46.7%, they do not know. For the same question from female decision-making positions, only 7.7% responded yes fully, 23.1% yes partially, 7.7% not at all, and 61.5% said they do not know whether it give priority to women or not.

The above responses regarding this particular case seems that the ministries are not properly practicing the affirmative action that give priority to women in order to change their existing situation. Hence, further research requires verifying whether this perception is indeed correct. Nevertheless, whether it is true or not, the very existence of such perception matters a lot.

### **Performance Appraisal and Time Management project**

"Performance Appraisal is the process of evaluating the performance and qualifications of the employees in terms of the requirements of the job for which s/he is employed, for purposes of administration including placement, selection for promotions, providing financial rewards and

other actions" (Federal Civil Service Agency, No date: 41). Here, the study on Time Management part is not completed.

The performance based evaluation has been implemented in the three ministries although it has not covered all the employees in each ministry. Out of the total female respondents on non decision-making positions, 65.3% responded that they have been rated by the system. Similarly, out of the total male respondents, 40.6% have replied that they have been rated by the system. From the decision-making, women (57.1%) and men (36.8%) have said that they have been rated by the system. Regarding the results, women on the decision-making positions, 25.0% got very good; 12.5% had good; 50.0% got satisfactory; and 12.50% got unsatisfactory. The reason they gave as to why they got the unsatisfactory result was lack of education and training. On the other hand, no male on the same position got very good and unsatisfactory, but 57.1% got good, 42.9% got satisfactory. Concerning the women on non- decision-making positions, 16.1% got very good, 12.9 got good, 71.0% got satisfactory whereas the male for the same positions, 33.3 % got very good, no one got good and 66.7% got satisfactory.

Female respondents on both positions are on 'satisfactory' level that is 50.0% on decision-making and 71.0% on non decision-making, whereas the majority of male respondents are on 'good' level. On the other hand, those female respondents who got 'unsatisfactory' in their rating were asked as to why they could not achieve better results. The reason they gave was due to lack of education and training. Concerning this new rating system, another question rose was whether it considered the double role (productive and reproductive) of women. All the respondents, including the Reform Office and WAD heads, responded that it has not given any special consideration for women during this process. However, the women employees are free from the rating process when they are on maternity leave.

### **Human Resource Development**

It is another project of the Human Resource Management sub-program, which has the objective of building the capacity of employees for efficient and effective accomplishments of their duties. Each organization facilitates various mechanisms to educate and train its employees on different fields. Training and education are given to employees with an attempt to help them grasp new knowledge for an intended job or improve their performance on the current job. Increasing productivity, improving quality and organizational climate and employee's personal growth are some of the basic purposes of training. Decenzo / Robins (1998) also emphasized on the

provision of education and training for employees will help organizations to have competent employees who could perform their jobs efficiently.

Some questions were forwarded for respondents, in order to see how capacity building is being carried out and how the employees are benefiting from it. In this regard, for the question posed “Have you got the chance for any training prepared by the ministries?”, 51.9% female on non decision-making position replied that they got the chance for training while 46.2% did not get such chance. Similarly, male respondents from the same position, 33.3% said that they got the chance and the rest 66.7% did not. On the other hand, in relation to women from decision-making position, 53.3% of the respondents said that they got the chance while 46.7% did not.

Interestingly enough, rather than waiting for training from their ministries, some employees are attending classes outside office hours. In this case, out of the total female respondents non decision-making position employees who responded this question, 43.3% are attending while 56.7% are not due to financial problems. Similarly, 45.3% of male respondents attend classes and the rest 54.7% are not. Regarding women employees on the position of decision-making, the responses received were not far from the above. While 21.4% of women are attending, 78.6% are not. The proportion of men respondents is less than women, that is, 15.0% are attending and 85.0% are not.

On this issue, the question that followed was to know the contribution of their respective Ministry towards their education. According to the result of the questionnaire, most of them do not get any assistance from their ministries. For instance only 9.1% from non-decision making and 8.3% from decision-making positions female respondents said that their ministries assist them for their education. The rest 90.0% and 91.7% respectively replied that they do not get any support. Likewise, men respondents on non-decision making position only 22.2% and 13.3% on decision-making position get assistance while 77.8% and 86.7% respectively do not get any support. What we can understand from this is the failure of the ministries to use such humble opportunity as part of their effort to build their human resource capacity by integrating it with certain mechanisms. As observed from the female respondents’ reply and other discussions through interview, most of the respondents reasons for not attending off-office hour classes, besides other problems (family responsibility and household chores), are mainly due to their low financial capacity to afford for their education.

### 3.2.2 Top Management Sub-Program

This program has been designed to modernize the human resource management in the Civil Service (Paulos, 2001). Regarding this sub-program, top officials of those three ministries were trained in the preparation of strategic planning of their respective ministries. However, this training did not include gender component. Among the total female respondents on decision-making position, only 20% have participated in the preparation of the strategic plan. This was because members of the strategic plan preparation committee must be department heads only. In all the three ministries, women on department head level were from Women's Affairs Department only. Regarding the consideration of gender issues in the Strategic planning, the MoARD has put it in its mission statement. Similarly, the MoTI and MoFED took the gender issue as one of their objectives.

The other aspect in the top management system is that it is providing training to top officials on the effective management tools so that they could effectively implement policies and carry out their responsibilities (Rose, 2004). The Civil Service Reform Program at the national level had no gender-training component for top officials. No training was given to them as to how to be gender sensitive in all their activities. From the interview responses of both Civil Service Office Heads and Women's Affairs Department Heads, there is some positive attitude of top managers towards gender equality. However, no attempt was made to bring women to decision-making positions.

For the question rose as to what the civil service reform offices are working in respect to this sub-program, especially in upgrading women to the decision-making position. The reform office heads responded differently. One of the reform office heads responded:

*Of course, the number of women on top positions is less that of men in our ministry. Statistically there is one department head in the Women's Affairs Department and there are some women team leaders and division heads. We have not made any special effort to bring women to top positions. However, the top management is concerned about this case and has the good will to find ways to bring them to top decision making positions.*

The other respondent answered as:

*The number of women on decision-making position is by far less than that of men due to their low level of education. Actually, the labor market determines that. Anyhow, the ministry is trying to give training in various fields to help them come to better positions.*

Similarly, another reform office head responded to this question:

*Based on our responsibility to consider gender issue on the Civil Service Reform Sub-programs, the first measure taken was to make the Women's Affairs Department Head a member of the main steering committee so that she can represent women. On the other hand, there were thirteen study groups within the CSRP where many middle level management members and expert women are members.*

Even though the interviewed officials appreciated the top managements' good will and support to gender equality, so far sufficient attempt is not made to increase adequate number of women to the decision-making positions and introduce a system of accountability for gender equality work in every department. This is in confirmation with the idea of Emebet (2006). There is no target set by CSRP to bring women to the top positions as it is shown in the Tanzanian Public Service Reform and the UK Civil Service Reform.

### **3.2.3 Service Delivery and Quality of Service Sub-program**

Service Delivery is one of the five-sub programs of the Civil Service Reform Program. It is designed to strengthen the capacity of service organizations so that they can deliver services to end users in a fair, open, accountable, effective and efficient manner (Rose, 2000:22). The Federal Government of Ethiopia issued the service delivery policy for the proper implementation of this sub-program by Federal Ministries, Commissions, Public Authorities and Municipal Administrations as well as other Agencies financed from the regular budget of the Federal Government (FDRE, 2001: 6). Accordingly, the three ministries in this study are implementing the policy to bring about the desired objectives of the sub- program. The researcher's observation on how the sample ministries deliver their services from gender perspective will be presented as follows.

## **Ministry of Trade and Industry**

As it is observed, the mission statement of the ministry is clearly put, there are direction indicators and there is an information desk to get the necessary information. All these assist both female and male customers. The availability of most services at the first floor is convenient to women and therefore commendable.

From the interview that was conducted with the head of the CSR office, it was understood that they have done Quick Wins<sup>1</sup> to improve their service delivery. They have engaged themselves in studying Business Process Reengineering. As the head of the office said, they give special emphasis on women by encouraging them to enter in the trade business. For instance, they have given prizes for all women who are engaged in the export trade, while few male exporters received prizes through competition. Further, he said that the time required to get a trade license was 43 days. Currently, it has become possible to get the same service within twenty-three minutes. The ministry has prepared facilities required by customers such as photocopy service, public telephone, waiting room with entertaining films, etc., so that the customers feel comfortable during their stay within the organization.

## **Ministry of Agriculture and Rural Development**

As it is observed, the mission statement of the ministry and office direction indicators are posted in places where their internal and external customers can see them easily. Information desk, suggestion box, and complaints handling office have been established through Quick Wins. All these have assisted the customers to get information they need, to forward their ideas on the quality of service, and to address their complaints without much problem. A question was forwarded to the head of the reform office, if the ministry's service delivery improving system considers gender. The response was that, the improvement was made to benefit both sexes without giving any special treatment from gender perspective.

## **Ministry of Finance and Economic Development**

In the process of services delivery improvement, the ministry has accomplished Quick Wins for varies purposes. As a result of this, mission statement, direction indicators, suggestion box, badges on all employees for identifying them with their names, and complaint handling office

---

<sup>1</sup> This is for ways to implement New Solutions. It refers to bringing positive changes in an organization with short Period and no or low cost.

are clearly observed with in the ministry. The head of the CSR office said that they have accomplished and are implementing Business Process Reengineering. Thus, improvements have been made on procurement, treasury and finance administrations. As he said, since this ministry is at federal level, they have delegated most processes to be handled by regional and other concerned ministries. However, while trying to improve their service delivery, he said that no gender consideration was taken or they have no special treatment for women.

Thus, the implementation of the service delivery sub-program in those three ministries is encouraging. They have greatly reduced the time of service delivery that previously was too long. For instance, the MOTI have reduced the time from 43 days to 23minutes in provision of trade license. Similarly, there is easy access to any information needed and have created conducive environment for customers.

All improvements that have been made in those ministries' service delivery have benefited both female and male customers equally. When we come to the gender consideration of these ministries services delivery, there are differences. For example, the facilitation of most services in the first floor in MoTI indicates their consideration of the biological role of women. This is in line with the idea of MacDonald, Sprenger and Duber (1997), that any organization should accommodate women's biological role of childbearing. This ministry also gives prizes to all women exporters, which reflect its devotion to encourage its women customers to come to export trade. We could not find any gender consideration regarding this sub-program in the other two ministries. However, according to the reform office head, MoARD will try to consider this issue in the near future. On the other hand, as the head of the reform office of MoFED said that they have no intention to consider gender in the service delivery.

### **3.3 Policy Provisions Regarding Gender Equality in the Civil Service**

Policy is a course of action or inaction chosen by public authorities to address a given problem or interrelated set of problems (Pal, 2005). It is issued by government organizations while accomplishing their assigned duties and responsibilities. To the concern of this study, the three ministries have different policies issued by the government. This part will try to assess these policies from gender perspective.

### **3.3.1 Employment Policy**

This policy contains processes of selection and recruitment. The three ministries claim that they are implementing this policy as stated in the Civil Service proclamation. The proclamation No. 262/2002, Part 3, Chapter 1, Article 13 states:

#### ***Filling of vacancies***

1. *There shall be no discrimination among job seekers or civil servants in filling vacancies because of their ethnic origin's, religion, political outlook and any other ground.*
2. *A vacant position shall be filled only by a person who meets the qualification required for the position and scores higher than other candidates.*
3. *Without prejudice to the provisions of Sub-Articles (1) and (2) of this Article, preference shall be given to:*
  - a) *female candidates; and,*
  - b) *members of nationalities comparatively less in the government office having equal or close scores to that of other candidates*
4. *Notwithstanding the provisions of Sub-Article (1)-(3) of this Article, priorities of appointment shall be given to candidates with disabilities who meet the minimum passing score.*
5. *Vacancies may be filled through recruitment, promotion or transfer on the basis of human resource planning.*

Although it is stated in the policy and the ministries claim that they are implementing them; the researcher could not find evidence of them fully implemented. This may be due to the non-existence of checking mechanism or accountability set for their accomplishment.

### **3.3.2 National Policy on Ethiopian Women**

The National Policy on Ethiopian Women was issued in 1993 to facilitate conditions for the equality of women and men in all political, social and economic activities of the country. Different strategies have been designed to implement this policy. Among the stated strategies, number three states:

*All appropriate measures shall be taken to ensure that women are made beneficiaries on an equal basis with men of equal pay for equal work and of*

*promotions, of appointments, of desirable transfers or termination of employment and of training;*

Based on this, all civil service institutions are expected to implement this policy for the benefit of women employees. Even though they are not fully implementing it as they are expected, the three ministries have also taken the responsibility to carry out this policy.

### **3.4 The Role of Women's Affairs Department of the three Ministries**

The Women's Affairs Departments were established in accordance with the National Policy on Ethiopian Women (September 1993). According to the Policy, the Women's Affairs Department:

*Will be accountable to which it is formed and has equal power with other departments. It shall monitor, follow up and design ways of implementing the National Women's Affairs Policy effectively in accordance with the powers and duties of the organization in which it is based. It shall present policy proposals for higher authorities by closely monitoring women's activities. It shall encourage women in the organization to make active participation in various activities. It shall monitor the full participation of women in training, promotion and transfer decisions in their organizations, and shall provide the necessary support for their implementations. It shall monitor women's participation in the organization and help in raising their capacity to express their problems. It shall monitor and assess the proper treatment of gender issues and shall ensure that the necessary amendments are made. It shall assess whether the policies, programs, development plans issued by the Government are suitable for safeguarding the women's benefit and that have been accorded particular consideration (pp 39-41)*

Thus, the Departments have the responsibility of checking and assessing the implementation of the CSRP from the gender perspective. To accomplish this duty, the Departments should closely work with the Reform offices. Such work relation has a paramount importance for Women's Affairs Departments: As Groups of specialists (May 1998) suggested, building a systematic collaboration within the institutions (division and departments) and outside constituencies is crucial for the success of gender mainstreaming.

Interviews were conducted on how the women's Affairs Departments are working with the Civil Service Reform Offices while accomplishing their duties.

### **WAD of Ministry of Finance and Economic Development**

The WAD head responded the following on their work relations with the reform office:

*We have working relations with the Reform Office in a similar way as we have with other offices. Our special relation with this office is on providing trainings. When they give training, we also give gender awareness trainings in collaboration with the Reform office. In the expenditure management, which is one of the five sub-programs of the CSRP, we have made a study by a consultant so that the process of budget preparation could include gender. However, the study is not finalized. Generally, our department has not worked much with the Reform office regarding gender issues.*

### **WAD of Ministry of Trade and Industry**

The WAD head said,

*The work relations we have had with the Reforms Office are mainly on the Business Process Reengineering (BPR). We prepared the BPR of our Department and presented to the office. Then, they gave us the draft BPR of the Ministry for our comment. However, we were not invited to participate in the preparation of this draft. If we were invited, we might have been able to forward ideas to make the BPR gender sensitive. As other departments do, our department prepares and submits monthly, semi-annual and annual plans and reports on the performances of the WAD. What I would like to add here is that, even though the Reform office says it is working hard to bring women to decision-making positions, we have not yet seen any women on such position except me in the Ministry.*

### **WAD of Ministry of Agriculture and Rural Development**

Similarly, the WAD of their Ministry has said the following:

*We have had a wide working relation with the Reform office. We conduct weekly meetings, on issues of how to make the CSR sub-programs gender sensitive. For*

*instance, we work closely on Human Resource sub-program on issues of training, recruitment, selection and promotion. We have a female chairperson of recruitment and selection committee with good knowledge on gender. Generally, the office lacks mechanism for implementing gender issues in the CSRP.*

### **Work Relation between Women's Affairs Departments and Civil Service Reform Offices**

CSR Offices are organized in all government organizations that provide services to the public. They are established since 2002 with the objective of undertaking civil service programs that have been nationally issued. Interviews have been conducted with the heads of the CSR Offices on the work relations they have with the WAD of the three ministries. The responses of CSR Office heads from each ministry are summarized as follows.

#### **Ministry of Agriculture and Rural Development**

*We have good work relations with the Women's Affairs Department in general. However, we have not worked much particularly on gender. We believe that the discussion I have with you now has given me a good lesson and I hope it will give a good direction to our future relation with the Department.*

#### **Ministry of Finance and Economic Development**

*We believe that the Ministry has the responsibility of mainstreaming gender issues in the CSRP. However, WAD does most of the tasks regarding gender. We have included the gender issue in the five years strategic plan of the Ministry. We do not have any special work relations with WAD except working together in the strategic planning committee. We believe that they have their own agenda and work based on that.*

#### **Ministry of Trade and Industry**

*Although we believe that we should do things together on day-to-day bases, the work relations we have with WAD are mainly in the steering committee. They have to come with their action plan so that we can help. They have to use our offices as a tool for their mainstreaming activity. In the future, we have a plan to*

*work hard on gender issues to the extent of influencing other departments to assist them.*

From the above discussions, the researcher took the following notes:

i. There are no strong work relations between the two offices of the three ministries.

Due to this, problems seem to exist from Women's Affairs Department side, on the implementation of Women's Affairs Policy issued by the Government.

ii. The Women's Affairs Departments have not been able to carry out their responsibilities of assessing and giving amendment on Government policies and programs from gender perspective.

iii. The top officials and most employees of the three ministries have no sufficient knowledge and skill on gender.

iv. The Women's Affairs Departments have not been invited to participate in the study of the Reform Program from the start. Due to this, the Reform program has not been able to exploit the gender mainstreaming knowledge and skill of the Departments.

v. The Women's Affairs Departments have not pushed much, as they are expected, in gender mainstreaming of the Reform Program.

### **Strengths and Weaknesses of CSRP from Gender Perspectives**

The implementation of any designed programs could have strong and weak sides. In order to upgrade the strength and make corrections on the weakness, it is necessary to analyze their implementations to acquire the desired results of the programs. Thus, this part of the study will present the analysis made on the CSRP of the three ministries based on the results of the questionnaire and interviews made with the employees and officials of these ministries. To the open question concerning how they found the activities of the CSRP from gender perspective, the respondents were employees from all positions, Reform office heads and WAD heads.

Concerning the strength, among the total employees from the decision- making position, only 22.2% responded to these questions, while the rest (77.8%) did not. Those who responded said:

*The program has more emphasis on Business Process Reengineering, employees' performance. It has some motivation and support for women.*

Although most of the respondents of this question replied in similar tone as the above quoted statement, one respondent said, *"It has no strength and it is even irrelevant"*.

From non-decision making positions, none of them responded to this question. On the other hand, the CSRP office heads have said, *"After the program started, many women employees have come to the top positions. The program is currently working with the WAD and is trying to use all available means to be gender sensitive."*

Even though the heads of the Reform offices said as stated above, women have not been seen coming to top positions except in MoARD.

The WAD also mentioned the strength of the program on raising the efficiency of employees. Regarding gender, they have given conceptual training for all employees and have included gender issues in the strategic plans.

Among the total employees to whom the question forwarded regarding the weakness of the Reform Program, 70.4% of them responded as follows:

*The Program is more of theory than practice. It does not address the majority of women's problems. It does not strongly adhere to gender issues. It is politically imposed. Its information exchange is weak and does not publicize what it is doing. It has no effort towards attitudinal change of the employees. Its implementation of the program from gender perspective is weak, because the leaders of the reform are all men-they undermine women.*

The above response being by employees of from decision- making position, the following is from the non decision-making position. The response was given by 5.2% of them:

*It is doing only paper work and has performance problem. It does not consider for improving women's job opportunity.*

Similar to other employees, the CSR Office heads have also pointed out the weaknesses of the program by saying,

*We believe that the program has not taken gender consciously. This is due to lack of knowledge on gender that it has not given special attention to gender. Generally, we don't have a tool that guides our activities to work on gender.*

The WAD heads have tried to present weaknesses of the program by starting from its inability to give particular attention for women. They further said,

*There are no methods for the implementation of affirmative action that means there no any method for checking affirmative action plans implementation. Generally, it has not worked much on gender.*

Although much of the CSRP has already implemented, few can be mentioned about its achievements on gender. Thus, it is difficult to point out its strength from the gender perspective. Rather, by analyzing the responses stated above, the following weaknesses have been identified.

- i. Most of the employees do not dare to voice out the weaknesses of the Reform program by associating its activities with political duties. Those employees on non decision-making positions mainly reflect this.
- ii. The Reform office heads do not have sufficient knowledge and skill on how to include gender issues in their duties of implementing the program.
- iii. The Reform office considers the mainstreaming of gender as the responsibility of Women's Affairs Department alone, as have been said by one of the Reform office heads.
- iv. The Reform offices have not been able to communicate with the employees about their activities by facilitations some sort of communicating mechanism.

## CHAPTER FOUR

### CONCLUSION AND RECOMMENDATIONS

#### 4.1 Conclusion

To attain gender equality, the first and the most important thing is the recognition of women's and men's needs, priorities and interests. The task of attaining gender equality needs proper application of gender mainstreaming. Governments and development agencies internationally accept gender mainstreaming as a process to be applied in all their policies, programs and projects in order to promote gender equality.

Within this perspective, the Ethiopian CSRP is expected to mainstream gender in its sub-programs and projects. However, it has been observed in the study that the program has given very limited consideration to gender issues. The Ministry of Women's Affairs, the former Women's Affairs Office in the Prime Ministers office, was not member of the task force that studied the performance of the former civil service. Its absence indicates that gender has not been considered from the start.

Furthermore, the Human Resource Sub-program implementation (which focuses on recruitment, selection, promotion, transfer, training and education in the ministries), has not made sufficient effort to bring more women to the civil service in the three ministries studied. Due to this less consideration to gender, the programme has hardly created any mechanism to bring more women to the decision-making position where there is limited number of women.

The research findings further revealed that women in those ministries are highly concentrated on clerical and fiscal and custodial and manual positions. This, as found from the findings, is due to women's low level of education and training that could result from various socio-economical factors that have existed in Ethiopia for years. It was also found that these women could not change this situation by themselves through education and training because of their low income and other family responsibilities.

The other problem that is reflected in this sub-program is the performance appraisal system. That is, the result based evaluation system has not given due attention to the reproductive role of women. Responses show that the program makes no consideration for the gender matters that

have inhibited women's success and the ones that could facilitate women's participation through measurable targets and practicable strategies in the development endeavours.

The other aspect, which has not been properly addressed in this sub-program, is the Affirmative Action policy. As investigated, there is no Affirmative Action Plan designed to provide ways in which to measure yearly improvements in hiring, training and promoting of women. The constitutional commitment of the government, the Women's Affairs Policy and the Civil Service Proclamation No.262/2002 that guaranteed the rights of women are not translated into concrete actions at all levels. That means there is a gap between the rights guaranteed on paper and the actual performance. Most of the women respondents are found to be ignorant about the existence of such policy. As a result, they are not in a position to demand for their rights in this regard. On the other hand, the implementing departments could not be accountable since there is no checking or controlling mechanism for the proper implementation of the policy.

Regarding the Top Management Sub-program with respect to gender, no gender awareness training has been given to top officials to enable them to mainstream gender in their activities. It may be due to this fact that they are found to pay less attention to gender issues. Regarding women at top management level, no skill training was given to women to strengthen their leadership capacity.

The Service Delivery Sub-program of these sample ministries is to be appreciated because they have greatly reduced lengthy procedures and time of their provision of services. Although it benefits both sexes, it has a better advantage for women who need more time to spend for their multiple responsibilities.

The heads of the Reform Offices of the ministries are also found to be inefficient to implement gender mainstreaming due to lack of knowledge and skill on gender and the non-existence of direction provided by the responsible ministry (Ministry Capacity Building). One of them even considers gender mainstreaming as the duty and responsibility of Women's Affairs Departments (WAD) only. Passing on to the WAD, all matters relating to gender negates the principle of gender mainstreaming. On the other hand, the composition of the staff and the heads of the reform offices being highly dominated by the male have contributed to the above negative effects. Although the Women's Affairs Departments are not invited to participate in the reform program, they have not played their gender-mainstreaming role as expected. They could not

exploit the reform program to make it gender sensitive. Since they could not get sufficient access to CSRP, they are unable to play their advisory role of gender mainstreaming in the program.

Lastly, as observed through out the study, the performance of the sample ministries is highly influenced by the Ministry of Capacity Building, which leads and coordinates CSRP at the national level and the Federal Civil Service Agency that issues rules, regulations and procedures for the civil service administration. So gender sensitivity of these bodies has a great contribution in the over all activities of these ministries.

## **4.2 Recommendations**

Based on the findings found out and the conclusion drawn, the following recommendations are forwarded. Thus,

**The CSRP in the Ministry of Capacity Building** has to:

- a) conduct gender analysis
- b) include gender as a part of the sub-programs objectives
- c) provide continuous gender awareness training for top managers and decision makers
- d) provide skill training to women in decision making positions to strengthen their leader- ship capacity.
- e) build the capacity of Women's Affairs Departments so that they can provide technical assistance and follow up the gender mainstreaming activities in the CSRP of their respected Ministries.
- f) provide training on gender analysis, gender sensitive planning, monitoring and evaluation to CSRP officials and the staff..
- g) provide follow-up support and regular training to reinforce and extend gender skills.
- h) Provide incentives and rewards to organizations for their gender mainstreaming work.

**Civil Service Agency** has to:

- a) set clear human resource policy, laws and procedures so that human resource departments of the sample ministries act accordingly.
- b) collect sex disaggregated data that includes number of women and civil servants employed, their education level, positions they held, salary they earn, promotion, transfer and who left the organization.
- c) propose to the government the idea of setting target with a specific time- frame for women to enter the civil service in general and to bring women to the decision-making positions in particular.

**Ministry of Women's Affairs** is a national women's machinery responsible to coordinate, monitor and evaluate activities on the advancement of women at the national level. Hence, it has to be part of the preparation, monitoring and evaluation of national programs. In the Civil Program too, the ministry has to find mechanism and propose ideas so that women will benefit from the reform.

**Women's Affairs Departments:**

- a) should be more influential to advocate for the gender equality work.
- b) have to monitor and evaluate the CSRP from gender perspective in their ministries.
- c) in collaboration with the human resource departments, have to prepare and avail the sex disaggregated data in their offices.
- d) have to create awareness on the rights of women, civil service rules and procedures so that women can be aware of their rights.
- e) should make sure its members have knowledge on gender issues and skills of gender analysis.

**The Ministries**

- a) As it observed from the strategic plan of the sample ministries, gender is incorporated in one way or another. Therefore, they have to plan, monitor and

evaluate themselves accordingly.

- b) The Human Resources Departments have to implement the Women's Affairs Policy like other government policies. They should be accountable for the administrative performance on gender equity.
- c) They have to have sex-disaggregated information.
- d) They should find ways to educate more women in collaboration with government and private educational institutions so that they can get qualified and get the opportunity to handle the male dominated positions.
- e) They have to allocate enough budget and enough resource for gender mainstreaming work.
- f) Finally, they have to make their organizational environment women friendly.

### **Stakeholders engaged in gender issues/matters**

In addition to the above offices at ministry levels, all stakeholders like social institutions, development agencies, researchers, educators, policy makers, program implementers and gender advocates should continuously take into account gender issues in their endeavors to ensure gender equality.

### **Further research**

To have a national interventions and changes across gender matters, concerned individuals and organizations should conduct further research.

In general, to speed up the progress towards gender equality in the Civil Service, accountability and commitment at all levels, and leadership from senior and middle management are crucial. Men and women should work together to promote equality of women since involvement of men and women benefits both and improve gender relations.

## REFERENCES

- Achamyelesh Gebre Selassie. 2000. 'The Overall Picture of Civil Services and the position of Women in Ethiopia', <http://eea.ethiopia.net/econ.foc/ef-2/acmekonen.html>
- African Gender Development Index. July 2004. *The Ethiopian Trail Final Report*.
- Alen, B. 2004. *Social Research Methods*. (2<sup>nd</sup> ed.) New York: Oxford University Press.
- Anker, Richard. 1998. *Gender and jobs: Sex segregation of occupation in the world*. Geneva, ILO.
- Asmelash Beyene. 2000. 'Civil Service Reform in Ethiopia'. *Merit* (Ethiopian Federal Civil Service Commission Quarterly Bulletin, Addis Ababa 5. No.2: 29-36
- Atkilt Assefa. 1997. 'Refreshment Policy and its Implementation'. *Merit* (Ethiopian Federal Civil Service Commission Quarterly Bulletin, Addis Ababa) Vol. 2.No.3: 35-40.
- Berix, Jonathan. 2004. *Foundations of Research*, Palgrave. New York: Macmillan.
- Cabinet Office, 2005. 'Delivering a Diverse Civil Service A10 –Point Plan' Admiralty Arch the Moll, London. 2005. <http://www.diversity-whatworks.gov.uk>
- Canadian International Development Agency. 1999. *CIDA'S Policy of Gender Equality*. Hull Quebec: CIDA.
- Chege, Rose. 2004. *Review of Gender Perspectives in the Civil Service Program in Ethiopia*, Consultancy Report, Ministry of Capacity Building, Addis Ababa, Ethiopia
- Cole, G.A. 1997. *Personnel Management: Theory and Practice* (4<sup>th</sup> ed.). Martins the Printers.
- Collins, P.H. 1990. 'Defining Black Feminist Thought'. In P.H. Collins, *Black feminist thought: Knowledge, consciousness and the politics of empowerment* (PP. 19-40), Boston: Unwin Hyman.
- Connely, M., Tania Murray Li, Martha MacDonald and Jane Parpart. 2000. 'Feminism and Development: Theoretical Perspectives.' In Parpart, J., M. Connolly, and V. Barriteau (eds.). IDRC, 2000. *Theoretical Perspectives on Gender and Development*. [http://www.idrc.ca/en/ev-9419-201-1-DO\\_TOPIC.html](http://www.idrc.ca/en/ev-9419-201-1-DO_TOPIC.html).
- Daniel Haile. 2004. 'The Legal Status of Ethiopian Women at Work Place'. In *Berchi*, The Annual Journal of Ethiopian Women Lawyers Association.
- Decenzo, David A. and Stephen P. Robbins. 1998. *Human Resources Management* (6<sup>th</sup> ed), New York: John Wiley and Sons, Inc.
- Desalegn Rahmato. 1989. 'Rural Women in Ethiopia: Problems and Prospects'. A Paper Prepared for the Seminar in Gender Issues in Ethiopia, Addis Ababa.
- Donnovan, Josephine. 2000. *Feminist theory: The Intellectual Traditions*, United States of America, The Continuum International Publishing Group Inc..

Federal Civil Servant Proclamations: Proclamation No.262/2002. Federal Democratic Republic of Ethiopia, (2002), Addis Ababa, Ethiopia

Fetenu Bekele. 1997. 'The Gender Dimension in Development Projects: Concepts, Approach and Framework for Gender Analysis' in *Dryland Husbandry Project (DHP) No.3*.

Fetenu Bekele. 2004. 'Simplified Manual for Gender Training of Public Sector.' Capacity Building Program 15-16 Aug, 2004 Deberzeit, Ethiopia.

Friedmann, John. 1992. *Empowerment: The Politics of Alternating Development*. Cambridge: Blackwell Publishers.

Galloway, Alison. (Online source). Sampling. A Workbook. <http://www.tardis.ed.ac.uk>

Gemeda Alemu. 2003. 'Gender Analysis and Planning Methodology' Training Material. Bahir Dar, Ethiopia

Gordon, A. 1996. 'Transforming Capitalism and Patriarchy: Gender and Development in Africa'. United States of America, Lynne Rienner Publishers, Inc.

Governance and Social Development Resource Center (GSDRC). 2006. Civil Service Reform, <http://www.gsdr.org/go/topic-guide> Civil Service Reform.

Group of Specialists. 1998. Mainstreaming, Conceptual Framework, Methodology and Presentation of good Practices, <http://www.dhdirhr.coe.tr/equality/Eng/Final%20mainstreaming.html>

*Guidelines for a Gender Analysis: Human Rights with a Gender Perspective*. 2000. Commission on the Status of Women (July 2000), Malawi.

Guideline for Monitoring of Gender Oriented Policies in line with Ministries. 1997. Ministry of Gender and Community Development, Kampala, Uganda.

Hammer, M. and Champy J. 1993. 'Reengineering the Corporation: A Manifesto for Business Revolution'.

International Labour Organisation. (Online) 'Definition of Gender Mainstreaming'. Gender Equality Tool. <http://www.ilo.org/public/english/bureau/gender/newsite2002/about/defi.htm>

International Labour Organisation. 1986. Women's Employment Patterns, Discrimination and Promotion of equality in Africa: The Case of Ethiopia, Jobs and Skills Program for Africa.

Indra, Biseswar. August 2005. *Gender Basics*. (Handout for a course at the Institute of Gender Studies, Addis Ababa University)

Jaggar, A. and P. Rothenberg. 1993. 'Why theory?' In Alison M.Jaggar and Paula S.Rothenberg, *Feminist Frameworks: Alternative Theoretical Accounts of the Relations between Women and Men* (PP.75-111). New York: McGraw-Hill, Inc.

Loufti, Martha Letherolf. 2001. Women, Gender and work: What is Equality and how do we get there? International Labor Office, Geneva.

- Macdonald, Mandy; Ellen Sprenger, and Ireen Dubel. 1997. 'Gender and Organizational Change: Bridging the Gap between Policy and Practice,' Royal Tropical Institute - Amsterdam, the Nether lands.
- Marshal and Rossman. 1995. *How to conduct the study: Designing the research In Designing Qualitative Research*, p. 5-13.
- Masika, R. and Jockes S. 1996. Bridge, Development Gender, Report No.37, Institute of Development Studies, University of Sussex
- Meena, Ruth. 1992. *Gender in Southern Africa: Conceptual and Theoretical Issues.*, Harare: Jongiwe Printers.
- Mills, David and Sewakiryanga Richard. 2002. 'That Beijing Thing': Challenging Transnational Feminisms in Kampala.' *Gender, Place and Culture*, 9(4), 385-398.
- National Capacity Building Plan 2003/04 - 2007/08 consolidate (April). 2003. Ministry of Capacity Building. Federal Democratic Republic of Ethiopia.
- Mohammed Omer and Jenenew Ayele. 2003. 'Ethiopian Civil Service Reform Program Yesterday and Today,' *World Bank Frontline*, <http://222.worldbank.org/afri/et>
- Moser, Caroline. 1993. *Gender Planning and Development: Theory, Practice and Training*. London: Routledge.
- Moser, Caroline. 2005. 'Has Gender Mainstreaming Failed?' *International Feminist Journal of Politics* 7: 4 (December): 576-590.
- National Action Plan. Ministry of Women's Affairs.2006, Addis Ababa, Ethiopia.
- National Womens Policy. 1993. Federal Democratic Republic of Ethiopia.
- Olowar, D., K. Soremekun, , and A.Williams. (eds.). 1995. *Governance and Democratization in Nigeria*. Spectrum Books Limited, Nigeria.
- Office of Prime Minister.1993. National Policy on Ethiopian Women, Addis Ababa, Ethiopia
- Pal, Leslie A. 2005. "Policy Analysis: Concepts and Practice" in *Beyond Policy Analysis: Public Issue Management in Turbulent Times*, Chapter One, pp.1-42. Toronto: Nelson.
- Parpart, L., Conelly M. and Barriteah V. 2000. 'Theoretical Perspectives on Gender and Management,' <http://www.idrc.ca/en/ev-9419-201-1-DO-Topicn.html>.
- Paulos Chanie. 2000. 'Civil Service Reform in Ethiopia: Problems and prospers.' Working paper No. 8, Regional and Local Development Studies, Addis Ababa University, Addis Ababa Ethiopia.
- Paulos Chanie. 2001. 'The Challenges of the Civil Service Reform in Ethiopia: Initial Observations.' *Eastern Africa Social Science Research Review*, Volume XVII No. 1 Organization for Social Science Research in Eastern and Southern Africa (OSREA), Addis Ababa, Ethiopia.

Platform for Action.1996. Fourth World Conference on Women Beijing, China 4-15, September 1995, Department of Public Information Center Nations, New York.

Program Implementation for Public Sector Capacity Building Program. Federal Democratic Republic of Ethiopia, (2001), Addis Ababa Ethiopia.

Public Service Reform Programme, 2000-2011.Government of the United Republic of Tanzania. 2001, President Office.

Rathgeber, Eva. 1990. "WID, WAD, GAD: Trends in Research and Practice" Journal of Developing Areas Vol. 24, pp.489-502.

Rawls, J.1992. A Theory of Justice, United States of America.

Reinharz. S.1992, Feminists Methods in Social Research. New York: Oxford University Press.

Sen, Amartaya. 1999. Development as Freedom, in Alfred A. Knopf , A Division of Random House, Inc, United States of America.

Service Delivery Policy in the Civil Service. 2001. Federal Democratic Republic of Ethiopia, Addis Ababa Ethiopia.

Sloane, P.S. and Siebert. S. 1980. "Low Pay Among Women – The facts," In Peter Sloane (ed.) Women and Law pay. The Macmillan Press Ltd., Hong Kong.

Sweetman, C.1995. *Women and Rights*. UK: Oxfam Publishing Co.

The constitution of the Democratic Republic of Ethiopia, Proclamation No.1/1995. Federal Democratic Republic of Ethiopia (1995), Addis Ababa, Ethiopia.

The International Women's Tribune Center (Year not indicated), Women, Policy Action: A Community Action Guide to the Beijing Platform

The National Gender Policy. Ministry of Gender and Community Development. 1997, Kampala, Uganda.

The United Nations Gender Co-ordinating Unit. October 1999. Guidelines/Checklist for Gender Mainstreaming. Lilongwe, Malawi.

Thomas, R.Roosvelt. 1991. Beyond Race and Gender: Unleashing the Power of Your Total Work force by Managing Diversity, N.Y, Amacom

Tizita Mulugeta. 2003. 'The Discourse on Gender'. In *Reflection*, a Monthly Bulletin by PANOS Ethiopia, Number 9, August 2003.

True, Jacqui and Michael Mintrom. 2001. "Transnational Networks and Policy Diffusion: The case of Gender Mainstreaming" *International Studies Quarterly* 45(1) 29-59.

UNESCO. 2005. Engendering Economic Governance. Capacity Building: Focus on Africa.

United Nations Department of Public Information(UNDPI). 1996. Platform for Action and Beijing Declaration, Fourth World Conference on Women, Beijing, China, 4-15 September 1995.

United Nations. 1996. Convention on the Elimination of All Forms of Discrimination Against Women. United Nations Department of Public Information.

Victor R. Funck. 1989. Women's Quest for Economic Equality. Howard University Press, Cambridge, Massachusetts, London England.

Wirth, Linda. 2001. *Breaking through the Glass Ceiling: Women in Management*. Geneva, International Labor Office.

Working Document.1998. Gender-Based Analysis: A Guide for Policy Making on Status of Women. Ottawa: Canada.

Wilson, Vicky. 1998. *Qualitative Research: An Introduction, Purposes, Methodology, Criteria for Judgment and Rationale for Mixed Methodology*. U.S. Department of Education, Educational Resources Information Center.

## APPENDICES

### **Appendix One: Ministry of Agriculture and Rural Development**

According to Proclamation No.471 / 2005 the Ministry of Agriculture and Rural Development shall have the following powers and duties to:

1. promote the expansion extension and training services provided to peasants and pastor lists as well as private investors to improve the productivity of the agricultural sector ;
2. conduct quarantine on plants, seeds, animals and animal products brought into and taken out of the country ;
3. control the outbreak of animal and plant diseases and migratory pests ;
4. devise and facilitate the implementation of a strategy for natural resources protection through sustained agricultural development ;
5. build capacity for the supply, distribution and marketing of agricultural inputs, and ensure the supply of same ;
6. ensure the creation of export market for agricultural products through market led agricultural development and competitive market system ;
7. ensure the implementation of the food security program and the proper carrying out of disaster prevention and preparedness activities ;
8. in cooperation with the concerned organs, create conducive conditions of rural development infrastructure ;
9. ensure the creation of enabling environment for the expansion of cooperatives and the provision of credit facilities to peasants and pastor lists ;
10. monitor events affecting agricultural production and set up an early warning system ;
11. establish and direct training establishments that assist the acceleration of agricultural development and improvement of rural technology ;
12. ensure the proper carrying out of agricultural research and conservation of biodiversity.

## **Appendix Two: Ministry of Finance and Economic Development**

According to Proclamation No.471 / 2005 the Ministry of Finance and Economic Development shall have the powers and duties to-

1. establish a system for the preparation of development plan of the Federal Government; prepare the plan in cooperation with concerned organs and follow up implementation of same;
2. establish systems of budgeting, accounting, disbursement and internal audit for the Federal Government, and follow up implementation of same;
3. prepare the Federal Government budget and follow up implementation of same;
4. establish a system of procurement and property administration for the Federal Government, and supervise the implementation of same;
5. mobilize, negotiate and sign for development aid and loans, and follow up implementation of same;
6. submit, annually and whenever necessary, to the Council of Ministers Federal reports on the financial performance and status of the Federal Government;
7. administer property of the Federal Government which is under the possession of any other organ of the Federal Government;
8. be the repository of and safeguard the Federal Government's shares, negotiable and non-negotiable instruments and other similar financial assets;
9. evaluate the performance of development plans of the Federal Government: prepare and submit to the council of Ministers annual national reports incorporating summarized reports of Regional States;
10. initiate fiscal policy of the Federal Government that particularly serves as a basis for taxes and duties;
11. formulate the population policy of the country and, upon approval follow up, co-ordinate and supervise its implementation;

12. ensure the proper carrying out of activities relating to mapping and central statistics;

### **Appendix Three: Ministry of Trade and Industry**

According to Proclamation No.471 / 2005 the Ministry of Trade and Industry shall have the powers and duties to:

1. promote the expansion of trade, industry and investment;
2. create conducive conditions for the promotion and development of the country's export trade;
3. strengthen the country's foreign trade relations and negotiate and implement trade, port and transit agreements;
4. maintain efficient marketing systems and fair trade practices to promote and develop domestic trade;
5. provide business registration and licensing services and regulate same in accordance with the relevant laws;
6. undertake and submit to the Council of Ministers price studies relating to basic commodities and services that have to be under price control and upon approval, follow up the implementation of same;
7. create conducive conditions for the acceleration of industrial development;
8. provide support to industries considered to be of strategic importance;
9. promote the expansion of micro and small enterprises;
10. ensure the strengthening and privatization of public enterprises;
11. ensure the proper provision of quality and standardization service;
12. encourage the establishment of chambers of commerce and sectoral associations as well as professional associations in the industrial sector and strengthen those already existing;
13. create enabling environment for domestic and foreign investment;
14. facilitate the provision of efficient one stop-shop service to investors;





4] Is there any change in your position after the Reform?

4.1 If yes, indicate the new position in terms of position:

a. position category ----- b. position grade-----

4.2 If no, state why you didn't change your previous position?

---

---

5) Was there any change made in organizational structure within the Ministry as a result of the Reform Program?

a. Yes  b) No

6) Is there a strategic plan in your Ministry?

a. Yes  b) No  c) It is on process  d) I don't know

7) Have you participated in the preparation of the strategic plan of the Ministry?

a) Yes, directly  b) Yes, indirectly  c) No

8) How many women and men were/are there in the committee? Please specify the number. \_\_\_\_\_ Women \_\_\_\_\_ men \_\_\_\_\_

9) Are gender issues addressed in the strategic plan of the Ministry?

a. Yes, adequately  c) Not at all   
b. Yes, partially  e) I don't know

10) If your answer to question no. 5 is (a) or (b), mark on the part of the strategic plan where they are addressed

a. Yes, it is included in the Vision statement of the strategic plan   
b. " " " Mission statement   
c. " " " Values of the Ministry   
d. " " " Objectives "   
e. " " " Goals "   
f. None

11) Does the Women's Affairs Department make efforts towards gender equality within the Ministry?

a . Yes  b. No  c. I don't know

11.1. If yes, describe major examples of such efforts:

---

---

---

11.2. If no, indicate why it failed to do so.

---

---

---

12) Have you ever participated in training programs prepared/given for the top & middle managers?

a. Yes  b) No

12.1. If Yes, State the type of training you have participated.

---

---

---

13) If your answer is yes for question 17, what benefits did you get due to the training?

- a. I got a better position
- b. I secured salary increment
- c. It helped me to accomplish my duty effectively
- d. I didn't get any benefit
- e. Any other benefit

---

14) Was their gender awareness training for top and middle level managers in the ministry?

a) Yes  b) No  c) I don't know

15) Was there reduction of the number of employees due the structural change in the Ministry?

a) Yes     b) No

16) If your answer is yes for No. 15, how did you get the number of women employees who were asked to leave the Ministry, due to structural change, compared to that of men employees?

a) More women left

b) More men left

c) About equal number of women and men employees left the Ministry

d) I don't know the figure

---

---

17) Does the performance evaluation system consider the double role women have?

a) Yes     b) No     c) I don't know

17.1. If yes, Please specify

---

---

17.2. If no, why?

---

---

18) Have you been rated in accordance with the new result based evaluation system?

a) Yes     b) No     c) Not yet started

19) If yes, what standard/point did you get on the first evaluation?

b) Very good     b) Good     c) Satisfactory

d)Unsatisfactory

**N.B**

\* Double role = Reproductive role & Productive role that women have

20) If the result of your rating is unsatisfactory, what were the reasons?

- a) Due to the family responsibility I have
- b) Due to lack of education and training
- c) Due to the gender bias my boss has.
- d) A and B
- e) All of the above

21) What measures were taken to correct/improve your performance level? \_\_\_\_\_  
\_\_\_\_\_

22) Have you ever heard about the government's affirmative action policy or commitment?

- a) Yes
- b) No

23) If you were recruited after the Civil Service proclamation No. 262 /94 Which has the affirmative action component, were you a beneficiary of that action? (For female and persons with disability respondents only)

- a) Yes
- b) No
- c) I don't know

23.1. If yes, in what respect have you benefited?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

24) Is there any priority given for women during competition for promotion?

- a) Yes, fully
- b) Yes, partially
- c) Not at all
- d) I don't know

24.1. If yes, please specify such priorities objectively.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

25) Do you have any role within your community (e.g. Women association) besides to your office and family responsibilities? (for women respondents only)

a) Yes, I have       b) No, I have not

25.1. If yes, specify the types of activities

---

---

---

26) Do you attend classes after office hours to develop your career?

a) Yes       b) No

26.1. If no, why?

---

---

27) Do you get any assistance (support) from the Ministry for your education?

a) Yes       b) No

27.1. If yes, what type of assistance do you get?

---

---

28) What peculiar problems/weaknesses do you observe from your female subordinates, and what possible explanation could you give for your observation?

---

---

---

29) How do you rate your female subordinates compared to the male ones?

---

---

---

30) What recommendations would you give for women employees to come to decision - making positions?

---

---

31) In your opinion, what are the strength and weakness of the Civil Service Reform Program in addressing the gender issue?

31.1. Strength

---

---

---

31.2. Weakness

---

---

---

32) What do you suggest for the civil service program to be effective in respect to gender?

---

---

---

33) If you have any additional comment, please state

---

---

---

***Thank you very much for taking time to complete this questionnaire***

*Appendix Five*

**Questionnaire for Non- Decision Makers**

**I- Personal Data of the Respondent**

**1. Sex** Male  b. Female

**2. Age** a. 18 – 23 c. 30 – 35 e. 42 -47 g. 54 and above  
b. 24 - 29 d. 36-41 f. 48 –53

**3. Marital Status**

Married  Single  Divorced  Widowed

**4. Number of children and other dependents**

a. Only one b. 2 -5 c. 6 -9 d. above 10

**5. Level of Education**

a. Read and Write e. Diploma from College  
b. Grade 1 – 8 f. B.A./B.Sc. Degree  
c. Grade 9 – 12 g. Masters Degree  
d. Diploma from Vocational School h. Doctorate Degree

**6. Position**

Professional Science  Sub profession   
Administration  Clerical and Fiscal

**7. Salary**

Birr 200 –500  Birr 501 -800  Birr 801 –1100   
Birr 1101 -1400  Birr 1401 -1700  Birr 1701-2000   
Above Birr 2000

**8. Years of Service in**

a. The Ministry you are currently working \_\_\_\_\_  
b. Other organization/s \_\_\_\_\_

## II. Information on the Civil Service Reform

1- Do you have information about the Civil Service Reform Program being under way in your Ministry?

Yes  No

If 'Yes', how were you informed about it and what was your expectation from the Reform Program to be achieved? \_\_\_\_\_  
\_\_\_\_\_

2-Do you know the activities of the Civil Service Reform Office of the Ministry?

Yes  I know to some extent  I don't know

If your answer is 'Yes', please state few points about what it does.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3] On what position have you been working before the Civil Service Reform Program came into effect in the Ministry?

a. Position category ----- b . Position grade-----

**N.B.** \* Position Category

\* Position Grade

- Professional Science (PS)    - Clerical & Fiscal (CF)    - 1,2,3, . . . . 9  
- Sub Profession (SP)        - Trades & Crafts (TC)  
- Administration (AD)        - Custodial Manual (CM)

4- On what position are you working after the Civil Service Reform Program have been implemented?

a. Position category ----- b . Position grade-----

5- Was there any change made in organizational structure within the Ministry as a result of the Reform Program?

Yes  No

6- Does the Women's Affairs Department make efforts towards gender equality within the Ministry?

Yes  No  I don't know

If 'Yes', describe major examples of such efforts:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

If 'No', indicate why it failed to do so.

---

---

---

7-How did you come to know the information/notice about the vacancy when you were recruited in this Ministry?

- a. From the News Paper
- b. Through the radio and television advertisement
- c. On the Ministry's notice board.
- d. Through friends or other persons.

8- Have you ever heard about the policy on affirmative action to women?

Yes  No

9-If you were recruited after the Civil Service proclamation No. 262/94 which has the affirmative action component, were you a beneficiary of that action? (For female and male with disability only)

Yes  No  I don't know

If 'yes', in what respect have you benefited?

---

---

---

10-Does the ministry give priority for women during competition for promotion?

a) Yes, fully  b) Yes, partially  c) Not at all  d) I don't know

If 'Yes', please specify such priorities objectively.

---

---

---

11. Do you attend classes after office hours to develop your career?

Yes  No

If 'No', why?

---

---

12- Do you get any assistance (support) from the Ministry for your education?

Yes  No

If yes, what type of assistance do you get?

---

---

13- Have you ever got the chance for any training prepared by the Ministry?

Yes

No

If yes, what kind of training?

---

---

If 'No', why?

---

---

14- If your answer is yes for question 13, what benefits did you get due to the training?

a) I got a better position       b) I secured salary increment

a) It helped me to accomplish my duty effectively

b) I didn't get any benefit

c) Any other benefit \_\_\_\_\_

15- Have you been rated on the basis of the new result based evaluation system?

a. Yes       b) No       c) The system have not yet started

16- If yes, what standard/point did you get on the last evaluation?

a. Very good                       c. Satisfactory

b. Good                               d. Unsatisfactory

If the result of your performance is unsatisfactory, what was/were the reason/s? (For women only)

a. Due to the family responsibility I have

b. Due to lack of education and training

c. The gender stereotype my boss has

d. A and B                       e. All of the above

f. any other reason \_\_\_\_\_

17- What recommendations would you give for women employees to come to decision - making positions?

---

---

18- In your opinion, what are the strength and weakness of the Civil Service Reform Program in addressing the gender issue?

Strength(s)

---

---

---

Weakness(es)

---

---

---

19) What do you suggest on the civil service program to effectively address the gender issue?

---

---

20- If you have any additional comments, please state.

---

---

---

*Thank you very much for taking your time to complete this questionnaire.*

## Appendix Six

### Questionnaire for Non-Decision Makers

#### ቃለ መጠይቅ

ይህ ቃለ መጠይቅ ትምህርታዊ ለሆነ ጥናት መረጃ ለማሰባሰብ የተዘጋጀ ነው። ስለዚህም የርስዎ ሃሳብ ለጥናቱ በጣም አስፈላጊ በመሆኑ መጠይቁን በመሙላት እንዲተባበሩኝ እጠይቃለሁ። በመጠይቁ ላይ የሚሞሉት የሚሰጡን መረጃ በሚስጥር የሚያዝ መሆኑን ማረጋገጥ እወዳለሁ።

#### የመጠይቁ አሞላል

1. በመጠይቁ ላይ ስምዎን መጻፍ አያስፈልግም
2. መልስዎን በሳጥኑ  ውስጥ  በማድረግ ያመልክቱ
3. በጽሁፍ ለሚመለሱ ጥያቄዎች ማለትም በ \_\_\_\_\_ የሚሞሉ ጥያቄዎች በተዘጋጁት ክፍት ቦታዎች ላይ ይሙሉክቸው

ለሚያደርጉልኝ ትብብር በቅድሚያ አመሰግናለሁ።

# I - የመልስ ሰጪ የግል ሁኔታ

1. ፆታ

ሀ/ ወንድ  ለ/ ሴት

2. ዕድሜ

ሀ/ 18 - 23  ሐ/ 30 - 35  ሠ/ 42 - 47   
ለ/ 24 - 29  መ/ 36 - 41  ረ/ 48 - 53  ሰ/ ከ54 በላይ

3. የጋብቻ ሁኔታ

ሀ/ ያገባ /ች/  ሐ/ በፍቺ የተለያየ/ች/   
ለ/ ያላገባ /ች/  መ/ በሞት የተለየ/ች/

4. የልጆችና ሌሎች ጥገኞች ቁጥር

ሀ/ 1 ብቻ  ሐ/ 6 - 9   
ለ/ 2 - 5  መ/ 10 እና ከ10 ከላይ

5. የትምህርት ደረጃ

ሀ/ መጻፍና ማንበብ  ሠ/ የኮሌጅ ዲፕሎማ   
ለ/ ከ1ኛ - 8ኛ ክፍል  ረ/ ቢ.ኤ/ቢ.ኤስሲ ዲግሪ   
ሐ/ ከ9 - 12 ክፍል  ሰ/ ማስተርስ ዲግሪ   
መ/ የቴክኒክና ሙያ ዲፕሎማ  ሸ/ ሌላ \_\_\_\_\_

6. የሥራ መደብ ደረጃ

ሀ/ ፕሮፌሽናል ሳይንስ  መ/ ጽሕፈትና ሂሳብ   
ለ/ መለስተኛ ፕሮፌሽን  ሠ/ እደጥበብ   
ሐ/ አስተዳደር  ረ/ ጥበቃና ጉልበት

7. ደመወዝ

ሀ/ ብር 200 - 500  መ/ ብር 1101 - 1400   
ለ/ ብር 501 - 800  ሠ/ ብር 1101 - 1400   
ሐ/ ብር 801 - 1100  ረ/ ከብር 1701 - 2000   
ሰ/ ከብር 2000 በላይ

8. የሥራ አገልግሎት ዘመን ብዛት

ሀ/ አሁን በሚሰሩበት ሚኒስቴር መ/ቤት \_\_\_\_\_ ዓመት  
ለ/ በሌላ መሥሪያ ቤት/ቤቶች/ \_\_\_\_\_ ዓመት



6.2. አያደርግም ከሆነ ለምን እንዳላደረገ ቢገልፁልን

---

---

---

- 7. በዚህ መ/ቤት ውስጥ ሲቀጠሩ ማስታወቂያውን እንዴት ሊያገኙት/ሊሰሙት ቻሉ?  
 ሀ/ ከጋዜጦች ላይ  ለ/ ከቴሌቪዥንና ከሬዲዎ   
 ሐ/ መ/ቤቱ ከለጠፈው ማስታወቂያ ላይ  መ/ ከዘመድ/ከጓደኞቹ
- 8. ለሴቶች ስለሚሰጥ የልዩ ድጋፍ ፖሊሲ መኖር የሚያወቁት ነገር ነበርን?  
 ሀ/ አዎ  ለ/ አላውቅም
- 9. ልዩ ድጋፍ ከሚያሰጠው ከሲቪል ሰርቪስ አዋጅ 262/94 ከወጣ በኋላ የተቀጠሩ ከሆነ በዚህ አዋጅ ተጠቃሚ ነበሩ? /በሴት ሠራተኞችና በአካል ጉዳዮች ወንዶች የሚሞላ/  
 ሀ/ አዎ  ለ/ አይደለሁም  ሐ/ ምንም አላውቅም
- 10. ለደረጃ ዕድገት በሚደረግ ውድድር ላይ በመ/ቤቱ ለሴቶች የሚሰጥ ቅድሚያ አለ?  
 ሀ/ አለ  ለ/ አልፎ አልፎ አለ  ሐ/ የለም  መ/ አላውቅም
- 10.1. መልስዎ አለ ከሆነ ጥቂት ቢገልፁ

---

---

- 11. ራስዎን ለማሻሻል ከሥራ ሰዓት ውጪ ይማራሉ?  
 ሀ/ አዎ እማራለሁ  ለ/ አልማርም

---

---

- 12. የሚማሩ ከሆነ መ/ቤቱ የሚያደርግልዎ ድጋፍ አለ?  
 ሀ/ አለ  ለ/ የለም

12.1. መልስዎ አዎ ከሆነ የሚያገኙት ድጋፍ ምን እንደሆነ ቢገልጹ

---

---

- 13. በመ/ቤቱ አማካኝነት የተዘጋጀ ስልጠና የማግኘት እድል አጋጥሞዎት ያውቃል?  
 ሀ/ አዎ  ለ/ አጋጥሞኝ አያውቅም

13.1. መልስዎ አዎ ከሆነ በምን ዓይነት ሥልጠና

---

---

13.2. ሥልጠና አግኝተው የማያውቁ ከሆነ ለምን እንዳላገኙ ቢገልፁ

---

---

14. ለጥያቄ 13 መልስዎ አዎ ከሆነ ከስልጠናው ያገኙት ጥቅም ምንድነው?

ሀ/ የተሻለ የሥራ ደረጃ አግኝቻለሁ  ለ/ የደመወዝ ጭማሪ አግኝቻለሁ

ሐ/ ሥራዬን በተሻለ ሁኔታ እንድሠራ ረድቶኛል

መ/ ምንም ዓይነት ጥቅም አላገኘሁበትም

ሠ/ ሌሎች ጥቅሞች \_\_\_\_\_

15. በአዲሱ ውጤት ተኮር የምዘና ሥርዓት መሠረት የሥራ ውጤትዎ ተመዝኖ ያውቃል?

ሀ/ አዎ

ለ/ አልተመዘነም

ሐ/ ሥርዓቱ ገና አልጀመረም

16. መልስዎ አዎ ከሆነ በመጨረሻ ምዘናዎ ምን ደረጃ አገኙ?

ሀ/ በጣም ጥሩ

ለ/ ጥሩ

ሐ/ አጥጋቢ

መ/ ዝቅተኛ

16.1. ከላይ ያገኙት ነጥብ/ደረጃ ዝቅተኛ ከሆነ ምክንያቱ ምንድነው? /ለሌሎች ብቻ/

ሀ/ ባለብኝ የቤተሰብ ኃላፊነት ምክንያት

ለ/ ባለኝ የትምህርት ደረጃና ሥልጠና ማነስ ምክንያት

ሐ/ አለቃዬ ባለው የጾታ እኩልነት አለማመን

መ/ ሀ እና ለ

ሠ/ ከላይ በተጠቀሱት ምክንያቶች በሙሉ

ረ/ ሌሎች ምክንያቶች ካሉ ቢገልጹ \_\_\_\_\_

17. ሴቶችን ወደ ውሳኔ ሰጪ ቦታ እንዲመጡ ምን አስተያየት ይሰጣሉ

---

---

18. በርስዎ አስተያየት የሥርዓተ ቋን ጉዳይ በሚመለከት የሲቪል ሰርቪስ ሪፎርም ማሻሻያ ፕሮግራምን ጠንካራና ደካማ ጎኖች ቢጠቅሱልን

18.1. ጠንካራ ጎኑ

---

---

18.2. ደካማ ጎኑ

---

---

19. የሲቪል ሰርቪስ ሪፎርም ፕሮግራም የሥርዓተ-ንግድ ጉዳይ በሚገባ ትኩረት እንዲሰጠው ምን አስተያየት አለዎት

---

---

20. ሌሎች ተጨማሪ አስተያየቶች ካለዎት

---

---

**ይህን መጠይቅ ጊዜዎን ወስደው በመመላትዎ አመሰግናለሁ**

## **Appendix Seven**

### **Interview Guiding Questions**

#### **I. Civil Service Reform Head of the Ministry**

1. How many men & women are there in the Civil Service Reform Office?
2. Is there any attempt made to create awareness on the Civil Service Reform Program in your ministry?
3. In the implementation of the Civil Service Reform in the Ministry, have you considered the gender issue?  
If Yes, How \_\_\_\_\_  
If No, Why \_\_\_\_\_
4. Does your Ministry have a responsibility to mainstream gender issue in the Civil Service Reform?
5. Do you have any work relation (have contact) with the Women's Affairs Department?  
If Yes, specify \_\_\_\_\_  
If No, Why \_\_\_\_\_
6. It is known that the number of women in decision making (Top Position) is less compared to men is there any attempt made to bring women to decision making position?
7. Does the Ministry's service delivery improving system consider gender?
8. Does the budget Reform Program consider the gender aspect/(MOFED)
9. Is there gender budget at a macro level? (MoFED)
10. What are the strengths and weaknesses of the Civil Service Reform Program with respect to gender?
11. What is your recommendation for the Civil Service Reform Program to be gender sensitive?

## **II. Women's Affairs Department**

1. Were you a member of the Ministry's Strategic Planning Committee?
  2. Is the gender issue taken into account during the preparation of the strategic planning?
  3. Do you have work relation with the Civil Service Reform
    - a. Yes
    - b. NoIf yes, on what area? Please specify
- 
- 

4. The Civil Service Reform Program has 5 sub programs, what efforts have you made to integrate gender in those subprograms?
5. Is there any budget allocated for gender mainstreaming work?
6. If your Ministry is under taking the result based evaluation. Does it consider the women's multiple roles?
7. Is there a gender budget at macro level? /MoFED/
8. What efforts have you made to mainstream gender budget in the budget reform program? /MoFED/
9. Do the Budget Reform staff members have some awareness of gender equity/ /MoFED/
10. What are the strengths and weaknesses of the CSRP with respect to gender?
11. What is your recommendation for the DSRP to be gender sensitive?