

**Addis Ababa University, School of Graduate Studies  
Institute of Gender Studies**

**Gender Mainstreaming Aspects in the Women's Affairs and  
Economic and Business Affairs General Directorates of  
Ministry of Foreign Affairs, Addis Ababa**

**By**

**Mulu Woldemariam Gebrehiwot**

**A Thesis submitted to the  
Institute of Gender Studies in Partial Fulfillment of the  
Requirements for the Degree of Master of Arts in  
Gender Studies**

**July, 2009  
Addis Ababa**

**Addis Ababa University, School of Graduate Studies  
Institute of Gender Studies**

**Gender Mainstreaming Aspects in the Women's Affairs and  
Economic and Business Affairs General Directorates of  
Ministry of Foreign Affairs, Addis Ababa**

**By**

**Mulu Woldemariam Gebrehiwot**

**Institute of Gender Studies Approval by Board of Examiners**

_____ Chairperson Department Graduate Committee	_____ Signature	_____ Date
_____ Advisor	_____ Signature	_____ Date
_____ Internal Examiner	_____ Signature	_____ Date
_____ External Examiner	_____ Signature	_____ Date

# **Table of Contents**

<b>Content</b>	<b>page</b>
Acknowledgments -----	i
List of Tables -----	ii
List of Figures -----	ii
Acronyms/Abbreviations -----	iii
Abstract -----	iv
 <b>Chapter I: Introduction</b>	
1.1 Background of the Study -----	1
1.2 Statement of the Problem -----	6
1.3 Objectives of the Study-----	6
1.4 Definition of Key Terms Used-----	7
1.5 Organizational Structure of MOFA Including the Selected Areas for the study -----	8
1.5.1 Structure and Objectives of WAGD-----	10
1.5.2 Structure and Objectives of EBAGD-----	11
1.6 Rationale of the study -----	13
1.7 Significance of the study -----	13
1.8 Ethical Considerations -----	13
1.9 Limitations of the Study -----	14
 <b>Chapter 2: Review of Related Literature</b>	
2.1 Theoretical Perspectives -----	15
2.2 Literature Study -----	16
2.2.1. Development and Historical Overview of Gender Mainstreaming -----	16
2.2.2. The Concept, Steps and Principles of Gender Mainstreaming -----	17
2.2.3. Components of Gender Mainstreaming Aspects in Current Situation of an Organization -----	17
2.2.4. Components of Gender Mainstreaming Aspects in the Current Situation of MOFA -----	19
2.2.5 Gender Mainstreaming Aspects at the Policy Level -----	23
2.2.6 Gender Roles in Resource Mobilization, Plan, Research and Capacity Building-----	24

2.2.7	Gender in Foreign Business Affairs (Foreign Trade, Selection of Investors and Tourism)	25
2.2.8	Nature of Gender Integration in the Mobilization of Resource for Development	27
2.3	Research Found on Gender Mainstreaming	29
2.3.1	The Assessment of Gender Mainstreaming of three organizations in Botswana	29
2.3.2	The Assessment of Gender Mainstreaming of NEPAD's Strategic Plan	30
2.3.3	The Assessment of Gender Mainstreaming in the Poverty Reduction Strategy Papers: A Gender Audit 2002 PRSPs of Ethiopia	31

### **Chapter 3: Methodology**

3.1	Methods of the Study	32
3.2	Selection of Study Area	32
3.3	The Study Design	33
3.4	Nature of Samples used	34
3.5	Sources and Instruments of Data Collection	35
3.6	Process of Data Collection	36
3.7	Methods of Data Analysis	36

### **Chapter 4: Data Presentation, Analysis and Findings**

4.1.	Identifying Gender Gaps at the Policy level at PAAAD of WAGD in MOFA	38
4.2.	Exploring the Nature of Gender Issues in Women's Trafficking	45
4.3	Assessing Gender Roles in Resource Mobilization (foreign aids, loans and technical support), Plan, Research, Capacity Building and Human Resource Distribution	46
4.4	Exploring the Extent of Gender Gaps in EBAGD of the Foreign Business Affairs with Particular focus on Promotion of Foreign Trade, Tourism and Selection of Investors	51
4.5	Locating the Nature of Gender Integration of the Mobilization of Resources for Development and Technical Corporation (foreign financial aid, loans and Technical support) at EBAGD in MOFA	55

## **Chapter Five: Interpretations of the Research findings**

5.1 Gender Gaps Identified at the Policy Level -----	56
5.2 The Nature of Gender Issues Explored in Women’s Trafficking -----	63
5.3 Gender Roles Assessed in Resource Mobilization (foreign loans, aids and technical support), Plan, Research and Capacity Building-----	64
5.4 The Extent of Gender Gaps Explored in the Ethiopian Foreign Business Affairs with particulars focus on Promotion of Foreign Trade, Investment and Tourism,-----	64
5.5 Nature of Gender Integration Located in the Mobilization of Resources (foreign financial aid, loans and technical support) of EBAGD of MOFA-----	66

## **Chapter Six: Summary, Conclusion and Recommendations**

6.1 Summary-----	67
6.2 Conclusion-----	70
6.3 Recommendations-----	72

## **References-----75**

## **List of Annexes-----78**

<b>Annex 1:</b> Interview Guides-----	78
<b>Annex 2:</b> Group discussions Guides-----	81
<b>Annex 3:</b> Development of Gender Mainstreaming and the Five Levels of Women’s Empowerment -----	83
<b>Annex 4:</b> MOFA’s Vision, Mission, Objectives, core functions, Major Service and Strategic and annual guiding plan.-----	84
<b>Annex 5:</b> Duties and Responsibilities of the two general directorates of MOFA together with in their departments (MOFA, October, 2006)-----	86
<b>Annex 6:</b> Components of Gender Mainstreaming Aspects in a Current Situation of an Organization.-----	91
<b>Annex 7 :</b> Potential Human Power (resource) Assignment in the two General Directorates.-----	93
<b>Annex 8 :</b> Tables of Human Resource Distribution in Assignment of Different Positions and Qualifications-----	94
<b>Annex 9</b> The Organizational structure of the Ethiopian Embassies (Missions) (MOFA, December, 2006d)-----	96

## Acknowledgments

My first thanks go to Dr. Vijaya Subramaniyam, my advisor of the thesis, who has given me all types of advice with out being tired of me for the question I asked her several times. Specially, I am grateful for her unreserved and critical comments and genuine concern and encouragement was great so that the document of my thesis would have the final form.

Then, I would like to thank the Institute of Gender Studies (IGS) for supporting me in this research and all IGS staff for their assistance. My next warm gratitude goes to the Ministry of Foreign Affairs office in general and the Women Affairs General Directorate of the Ministry of Foreign Affairs (MOFA) in particular for accepting my request to do my thesis in the Ministry and for facilitating all favorable conditions for its success.

Especially, I would like to express my deepest gratitude to Ambassador Halima Mohammed, General Director of Women's Affairs General Directorate of MOFA for organizing the study to be applicable in general and assigning W/ro Nuria Mohammed, Director of Policy and Affirmative Action Affairs Department of the women's Affairs General Directorate to help me.

My thanks go again to W/ro Nuria Mohammed who has represented the Women's Affairs General Directorate of MOFA and helped me in providing all information in my assessment of the gender mainstreaming in the organization and in helping me a lot in answering question I raised and in making documents available that I needed.

My gratitude also goes to all staff members of the Women's Affairs General Directorate especially Ato Temesgen for providing information related to resource mobilization.

Apart from this, I would also like to acknowledge all other survey participants for their great input to the research. In this respect, I am grateful to the Economic Sector organizations, House of Peoples' Representatives, Women's Entrepreneurs Association and etc.

Finally but most importantly, I wish to thank W/ro Weinsnet Furgassa, employee of the Ministry of revenue, for her support in editing the thesis.

<b>List of Tables</b>	<b>Pages</b>
Table 1.1: The Sites of Change for Gender Mainstreaming .....	3
Table 3:1 Summary of Study Design.....	33

<b>List of Figures</b>	<b>pages</b>
Figure 1.1: Discrimination Model .....	2
Figure 1.2: The Organizational Structure of the Head Office of MOFA (MOFA October, 2006) .....	9
Figure 1.3: The Structure of Women's Affairs General Directorate of MOFA .....	10
Figure 1.4: The Structure of Business and Economic Affairs General Directorate of MOFA .....	12
Figure 2.1: Five Levels of Women's Empowerment .....	16
Figure 2.2: Description of the Integrated Organizational Model (IOM), (Containing the three components of gender mainstreaming Aspects in an organization) .....	18

## List of Acronyms and Abbreviations

ADB	African Development Bank
AU	African Union
BPR	Business Process Reengineering
CSA	Civil Service Agency
CSO	Civil Society Organizations
EBAGD	Economic and Business Affairs General Directorate
ECA	Economic Commission for Africa
E.C	Ethiopian Calendar
EIIPD	Ethiopian International Institute for peace and Development
EPZs	Export Processing Zones
ERCA	Ethiopian Revenue and Customs Authority
FTITDD	Foreign Trade, Investments and Tourism Development Department
GC	Gregorian Calendar
IIRR	International Institute for Rural Reconstruction
ILO	International Labor Organization
IOM	Integrated Organizational Model
IGO	International Governmental Organizations
INGOs	International Non-Governmental Organizations
MOFA	Ministry of Foreign Affairs
MOFED	Ministry of Finance and Economic Development
MOTI	Ministry of Trade and Industry
MOWA	Ministry of Women's Affairs
MRDTCRPD	Mobilization of Resources for Development and Technical Cooperation Research and plan Department
NAP-GE	National Plan of Action for Gender Equality
NEPAD	New Economic Partnership for Africa's Development
NGO	Non- Governmental Organizations
PAAAD	Policy and Affirmative Action Affairs Department
PRSPS	Poverty Reduction Strategy Papers
RMPRCBD	Resource Mobilization, Plan Research and Capacity Building Department
SAPs	Structural Adjustment Policies
SDPRP	Strategy Development for Poverty Reduction Program
SNV	Netherlands Development Organization
UN	United Nations
WAD	Women's Affairs Department
WAGD	Women's Affairs General Directorate
WEA	Women's Entrepreneurs Association

## Abstract

The study is designed to explore the status of gender mainstreaming aspects in two general directorates of Ministry of Foreign Affairs (MOFA): Women's Affairs General Directorates (WAGD) and Economic Business Affairs General Directorates (EBAGD). Particularly, the study targeted on three departments of WAGD and two departments of EBAGD: The departments of WAGD are Resource Mobilization, Plan Research and Capacity Building Department (RMRPCBD), Policy and Affirmative Action Affairs Department (PAAAD), and Women's and Children's Trafficking Department. The departments of EBAGD are Foreign Trade, Investments and Tourism Development (FTITDD) and Mobilization of Resources for Development and Technical Cooperation Research and plan Department (MRDTCRPD). The study used qualitative approach where it applied in-depth interview, focus group discussion, and personal observation of the researcher to collect the needed information. Furthermore, document analysis was used as part of the study, to find out gender dimensions and gaps in MOFA. Based on the data analysis, the study findings revealed the following results.

With regard to policy and affirmative action, the results indicated that at present there is no gender policy, strategy, or guideline that guides to mainstream gender in MOFA. However, at the moment, WAGD of MOFA is responsible to formulate and it is on the process of developing gender policy or guideline. In the foreign policy and strategy document, gender aspects are not integrated. Hence, it is not gender sensitive. On the other hand, MOFA's commitment is reflected in that it has developed gender affirmative implementation guide line concerned with women employees but not for women external customers. In spite of the formulation of affirmative guideline, the findings showed that little was done to increase the number of women employees in MOFA. The result also indicated MOFA allocates budgets to WAGD for gender mainstreaming purposes at the organizational level. With regard to protecting women from trafficking, the result showed the management of MOFA has established a department called "Women's and Children's Trafficking Department" with specific duties and responsibilities. Based on this, the department has started performing related activities. With respect to gender roles, the result reflected that higher managerial positions are held by men. As the data shows, the first four higher position in the head office and the embassies are occupied by women. Whereas the lower position such as secretary and cleaner are occupied by women. So in general, gender roles are stereotyped.

Although there are some measures taken to translate the affirmative action given in the Ethiopian constitution and gender mainstreaming conventions to promote women in foreign trade investment and tourism, the affirmative action opportunities are not fully translated into action, according to the study. Furthermore, in the foreign resource mobilization (foreign loans, aids or technical support), no percentage is assigned for women's work at the sectoral (national) level.

Therefore, the conclusion is that on one side there are considered commitments of gender concerns by the management of MOFA which is mainly expressed by the establishment of WAGD. On the other side, there are gender gaps noticed in gender mainstreaming aspects of MOFA. Hence, in the items where gender gap is observed, it is recommended that the gender gap be filled by undertaking gender mainstreaming process in MOFA as a whole.

## **CHAPTER 1: INTRODUCTION**

### **1.1 Background of the Study**

The life of human beings takes place in local communities, in national societies and in international (global) relations. In these relations of the life of human beings, overtime, the international context has become increasingly important to greater number of people, women and men, in the world (Henderson, 1998).

With regard to the international relations, there are several common dimensions operating in the globe, according to Henderson. The major dimensions many people, that is, men and women, around the globe commonly share are the following: security, global economic prosperity, health, human rights concerns, environment and global communication network. And these dimensions can involve both positive and negative shared experiences. The positive or the negative common experiences, they draw, different states and peoples of the globe closer together; that is, both are opportunities for cooperation. So, people of the world enjoy the positive common experiences and fight the negative ones together. This is because people of the world have recognized that events and conditions (either positive or negative) in one part of the world have impact elsewhere (Henderson, 1998).

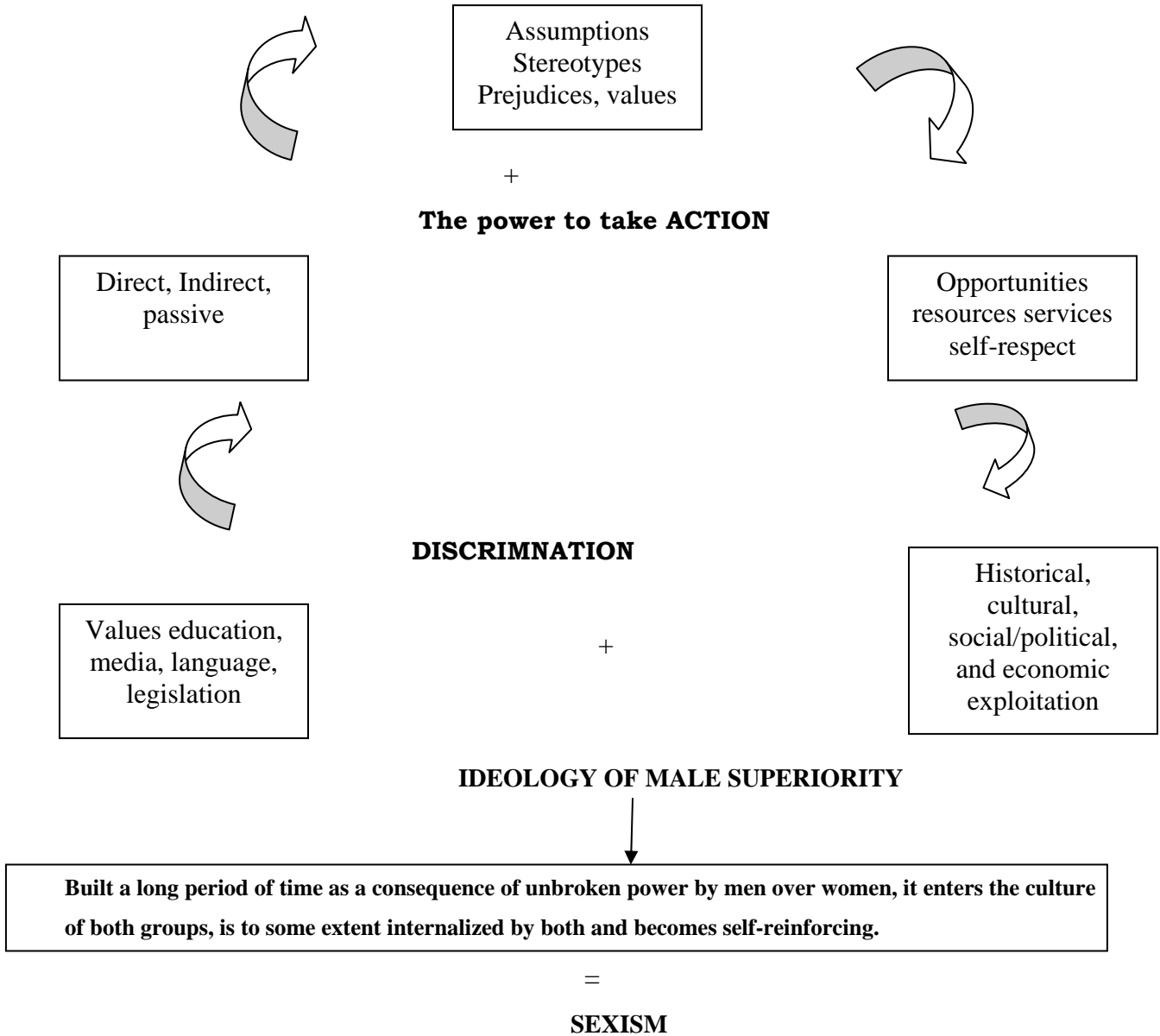
After this recognition by the people around the world, the idea of globalization took place in general. Specifically, globalization started after human kind had a modern travel and communication system that would provide regular interaction. In the global dimensions, women's balanced participation and representation in many spheres of life in many countries are not guaranteed although they are half of the world's population. With regard to this, the following elements of gender issue can be considered.

#### **Elements of Gender Issue**

Writers (Wanyeki et. al, 2003) asserted that gender issue arises where and when there are gender problems. The gender problems can be categorized in their levels of severity and their relationships with gender issue. Furthermore, the writers stated that the need for gender equality arises from the different problems in different levels of severity as gender mainstreaming into development arises from the global principle of equal rights of women and men. This principle is contained in the Universal Declaration of Human Rights (UDHR) established in 1948 by the UN member states. The statement of the principle adds that "all subsequent major UN human rights protocols, some of which incorporate the principles of economic rights and justice emanate from this overall protocol "(Wanyeki et al , 2003).

**Gender Problem in Societies**

**Figure 1.1 The Discrimination Model**



**SOURCE: Berg, 2003**

In the above discrimination model, it is noticed how discrimination and oppression happens in the society. According to the model, the assumptions, stereotyping, prejudices and values at societal or individual level combined, with the power to take action lead to discrimination. In this process, the gender items are usually included in denial of opportunities, resources, services and self-respect and can be direct, indirect or passive (doing nothing). In relation to this, Berg (2003:55) says the following:

*Gender discrimination, if combined with an ideology of male superiority, result in sexism. This ideology finds its roots in history,*

*culture and in the socio-economic and political exploitation of women. Sexism is maintained and perpetuated through individual and societal values, education, the media, language and legislation. The ideology of male superiority is built over a long period of time. As a consequence of unbroken power by men over women, it enters the culture of both groups, is internalized by both and is self-reinforcing. Women, for example, need a man for protection, are treated as sex objects (portrayal in the media), get low-paying jobs and are paid less than a man for the same work. Women are raped, used in pornography, battered, killed and frequently denied police protection (Berg, 2003:57).*

### **Gender Mainstreaming Problems and the Relationships Among Global, National and Local Governments in Three Sectors**

According to Wee and Heyzer (1995:13), by integrating gender into a sustainable and equitable world, change must occur in all sectors and at all levels of human society. Furthermore, they stated that in the three sectors at three levels, gender may be identified as potential site of change.

**Table 1.1: The Site of Change for Gender Mainstreaming**

level	Sector		
	Market	State	Civil Society
Macro level	The global economy, including international financial institutions and trans-national corporations	Global governance, including inter-governmental organizations such as the UN and regional groupings	International non-governmental organizations and networks
Meso level	National economies, including both public and private sectors	National structures of governance, including parliaments, governments and political parties	National citizenry, including nationally based NGOs and civic organizations
Micro level	Local markets and community based economies, including the informal sector	Local governance, including informal political structures based on kinship, religion or ethnicity	Local communities, both rural and urban

**Adopted from: Wee and Heyzer, (1995:14)**

In principle, women must lead in the direction of change (the sites of change) so that gender equitable development is achieved. However, in reality women are located in the potential change of sites in

contrast to the principle. According to Wee & Heyzer (1995:14) “Women are currently concentrated in the particular sectors at particular level”. The writers point out three sectors namely, “market” “state” and “civil society” and the levels are macro, meso and micro.

In the market sector, women are more prominent in local markets and community-based economies. In fact, women are also present in the national economies and the global economy, but they are not the decision -makers in general. In the state sector, women are under-represented at all three levels: Macro Meso and Micro levels. At the macro and Meso levels, the Micro levels, and women are subordinated by male domination (authority) informal political structures based on kinship, religion or ethnicity (Wee and Heyzer 1995).

In the sector of civil society, women have grown to be key players in this sector which includes women's community groups, NGOs and networks at Macro, Meso and Micro levels, women are present as leaders in the building of civil society. It is in this sector that women's movement has grown and become to be the global force. In a market economy, according to ECA (2002:23), it is stated,

*Macro economic management must rely on indirect measures, which make use of incentive structures, household allocation rules as well as other decision making processes that are products of the oppression of gender relations and which operate at the micro and meso levels. These are institutional factors relevant to policy design and evaluation. The interest in economic modeling by some economists working on gender issues is one example of efforts to bring the micro- foundations of gender asymmetries to bear on macro economic policy debate.*

On the other hand, in relation to macro economy (global economy) the national economy is stated in the same document (ECA, December 2002:24) as follows:

*Meso policies concern the distributional impact of macro policies, determining which income group, sector and gender bears the brunt of reforms. Drawing on institutional economies, some gender specialist have also used "meso" to denote the intermediary role of markets in transmitting signals and allocating resources. In this context, markets are seen as embedded in social relations and thus as "bearers" of gender. ELSON and Evers (2000) have developed a macro-meso-micro framework for gender-awared country economic analysis.*

Moreover, a gender audit of 2002 PRSPS (Zuckerman and Garrett, 2003:2) indicates that “Ethiopia has no macroeconomic strategies identified that are engendered. No analysis of the informal sector or shadow economy.... No gender strategies to address microeconomic

developments.” In relation to this, Cagataty (October 2001:19) said "most economists acknowledge gender bias at the micro-economic level, for example, the oppression of labor markets or in the allocation of resources within households." Furthermore, gender had not been considered as a relevant category "at the macroeconomic or the global level." With respect to globalization and gender relationship writers (Santos, et al, 1999: 19) said "through the fears, intense economic pressures brought about by globalization as well as changes in women's expectations of themselves have pushed more and more women to go out of their homes and join the formal workforce."

Hence, it is from the different forms of all the gender problems that gender issues arise. So, as far as the different forms of gender problems are recognized by society as they are wrong, unacceptable, and unjust, they prove that there is a gender issue.

### **Addressing the Gender Issues**

Similar to societal level, gender issues arise from the different forms of gender problems at organizational level. Particularly, as a result of the gender inequalities in the access to opportunities, facilities and resources at the organizational level women have a greatest need for gender mainstreaming. This is because gender mainstreaming brings with it equality in allocation of resources, opportunities and facilities. To address these gender issues, UN has shown concerns in the 90's (Wee and Heyzer, 1995). In response to the UN concerns and in considering the backwardness of the country, the Ethiopian government recently decided to bring development in general and promote democracy and ensure economic growth in particular, so as to reduce poverty in the country. Based on this, reforms in certain priority areas have been made and as a result policies and strategies have been developed or revised.

One of the major priorities is promoting foreign relationship. To ensure the relationship with the external world, the government has developed "Foreign Affairs and security policy and strategy document in 2002 (MOFA, November 2002) which is based on the "Guideline on the country's (Ethiopia) Foreign Policy Issues in 1995" (MOFA,1997). Side by side with such priorities, the Ethiopian government has considered gender as a cross-cutting issue in the development program (agenda).

The Ministry of Foreign Affairs (MOFA, October 2006) on its part also has shown gender concern by establishing Women's Affairs General Directorate where the gender concern could be integrated in the current five core functions of the Ministry of Foreign Affairs. The core functions are "Business Affairs - Selection of investors"( Promote trade and tourism), " Regarding political

affairs”, “Regarding economic, finance and technical cooperation” (loans and aid), “Building public diplomacy and public relations” and “Building constituency affairs” In relation to these core functions, the following sector organizations are involved together with the Ministry of Foreign Affairs. These are:- “Ministry of Agriculture and Rural Development” “Ministry of Trade and Industry” , “Ministry of culture and Tourism” ,“Ethiopian Investment Agency” , “Ministry of Finance and Economy” and “Ministry of Information” and others such as Revenue & Customs Authority. These organizations have women’s Affairs Departments where there could be gender concern in their respective sectors. The ways and means of addressing the gender issues are given in Berg (2003) about gender and development policy as stated under the heading women in Development Matrix (in 2.2.1.1) and in detail in Annex 3 (A& B).

## **1.2 Statement of the Problem**

One of the strategies to achieve gender equality is gender mainstreaming. Gender equality is a global issue where most of all governments entered commitments through ratifying gender mainstreaming convention and had issued national policies and action plans supporting their different gender mainstreaming activities in their different organizations. In spite of these commitments, problems exist in ensuring different aspect of gender mainstreaming. Similarly, different aspects of gender mainstreaming at national level programs are not translated fully into actions of individual organizations.

As a result, there are gender discriminations and gender stereotypes in the many governmental organizations as the findings in NAPGE (2006) show. This study, therefore, is intended to find out the extent to which the different aspects of gender mainstreaming have been implemented in two General Directorates of the MOFA.

## **1.3 Objectives of the Study**

### **1.3.1 General Objective**

The general objective of the study is to assess and identify the status of gender mainstreaming aspects in Ethiopia’s foreign relations at organizational and sectoral levels; particularly, in its two General Directorates; namely, Women’s Affairs General Directorate and Economic and Business Affairs General Directorate.

### **1.3.2 Specific Objectives**

1. To identify gender gaps at the policy level in the Policy and Affirmative Action Affairs Department ( PAAAD) of WAGD in MOFA

2. To explore the nature of gender issues in Women’s and Children’s Trafficking Follow-up Department” of WAGD in MOFA.
3. To assess gender role in Resource Mobilization, Plan, Research, Capacity building and in human distribution Department of WAGD in MOFA.
4. To explore the extent of gender gaps in EBAGD of the Foreign Business Affairs with particular focus on promotion of foreign trade, tourism and selection of investors.
5. To locate the nature of gender integration in the mobilization of resources (foreign financial aid, loans and technical support) at EBAGD of the MOFA.

#### **1.4 Definitions of Key Terms Used in the Study**

**External factors:** National (Ethiopia) and international factors that are the political, economic, technical, social and cultural nature that influence the MOFA. In other words, MOFA is influenced by the environment in which it exists. This is because the environments or factors create either opportunities or threats for MOFA. Since, such factors have impact on the services provided by MOFA, it would be necessary for MOFA to have relationship with these factors (Wanyeki et al, 2003).

**External actors:** This are groups that MOFA is directly dealing with. Such actors can be government, the donor agencies, and economic sector organizations working together for the same theme (core function) ( Berg, 2003).

**Core functions:** In this context the two selected core functions for the purpose of the study, one is “Business Affairs” which consists of “selection of investors” and “promotion of trade and tourism” and the other one is regarding economic, finance and technical cooperation (loans and aid) (MOFA, 2002).

**Gender Relations:** The way in which women and men in a society are assigned different roles and responsibilities based on the standards and values of a society. These relations are changeable expressions of power relations influenced by class, race, and ethnicity (especially male economic, political and social dominance) (Santos et al, 1999).

**Gender Equality:** means equality between women and men at various levels, equal access to material welfare, equal access to resources and opportunities, the adoption of a value system based on the belief in equality, and equal access to participation in decision-making (Santos et al, 1999).

**Gender Mainstreaming:** is taking account of gender equality concerns in all policies, programs, researches, plans, capacity building, administrative and financial activities, and in organizational procedures, thereby contributing to organizational transformation (*UNECOSOC,1998*).

**Gender Analysis and Planning:** Research that aims to reveal inequalities between men and women and how these express themselves in personal and social relations. Planning for change to achieve more equality in development ( Berg, 2003).

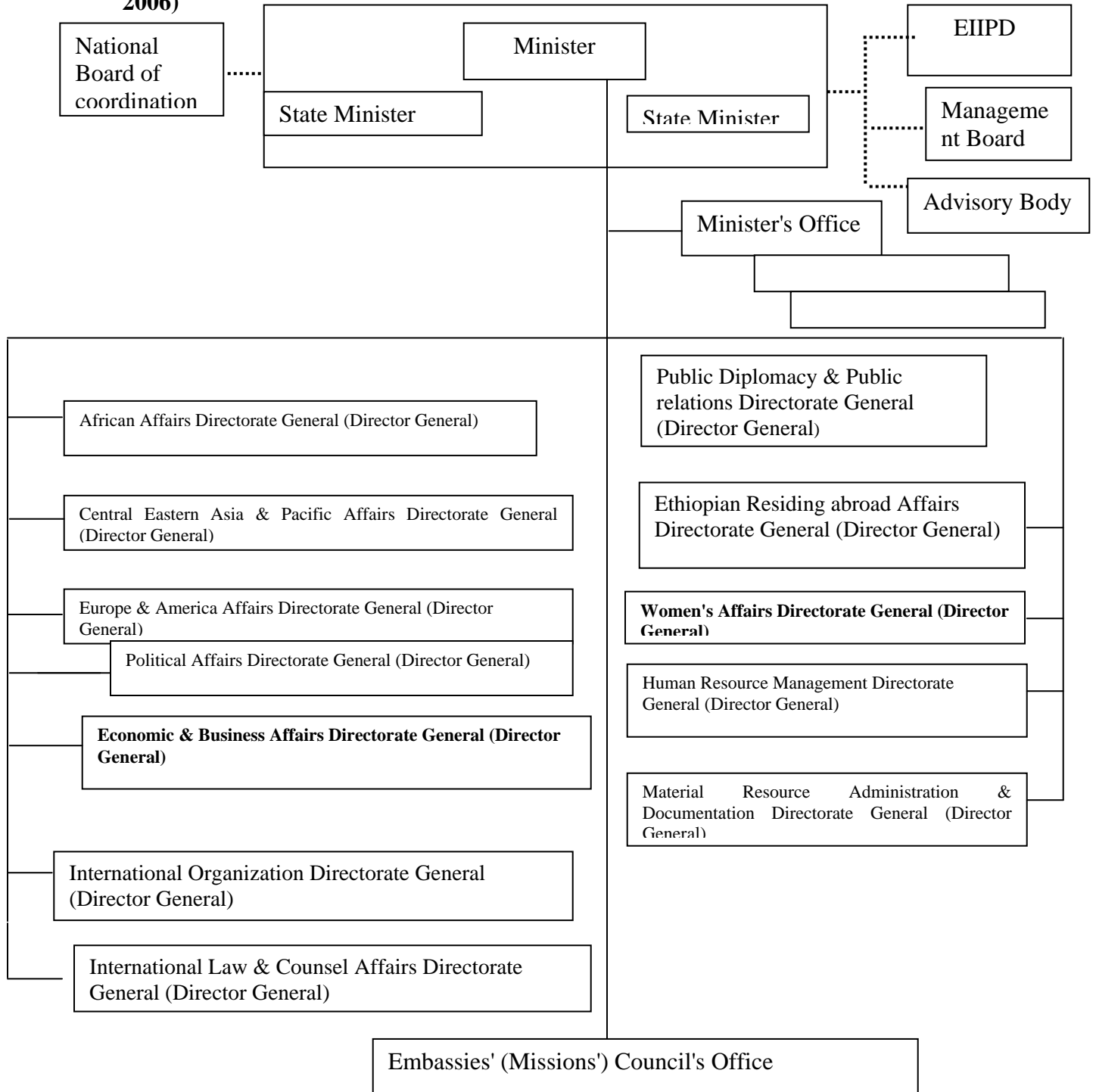
**Gender Gap:** it is a measurable and an observable gap between women and men on some important socio-economic and political indicators, which is considered as an unjust. The gender gaps in the socio-economic and political indicators can be ownership to property, access to resources opportunities or facilities. Hence, whenever there is a gender gap, then the issue of gender exists (Wanyeki et al, 2003).

### **1.5 Organizational Structure of MOFA Including the Selected Areas for the Study**

The study is conducted in the Ethiopian Ministry of Foreign Affairs, which is one of the Ministries that are under the Prime Minister of the Country. It is situated in Addis Ababa, the Capital City of Ethiopia. MOFA is located next to Mapping Agency to the South Direction and between Sheraton and Hilton Addis Ababa Hotels (East and West or Vice Versa Direction). MOFA, different from the many ministries or organizations, does not have branches in the regions. MOFA has twelve General Directorates in addition to the Board of Coordination, Management Board, Advisory Body, EIIPD and Other Offices.

From the reviewed documents, the organizational structure of MOFA includes both Organizational Structure of the Head Office of the Ministry of Foreign Affairs situated in Addis Ababa and that of the structure of the Missions (Embassies) abroad. Hence, the organizational structure of MOFA is prepared in two booklets. Booklet (1) published in Tikimit 1999 E.C, Amharic version (MOFA, October 2006c ) which is the organizational structure of the Head Office of MOFA and booklet (2) published in Tahisas 1999 E.C, Amharic version (MOFA, December 2006d) is of the Embassies (missions) abroad. The details of the two structures are presented as follows. The structure of the Head Office of MOFA contained in Booklet 1 (MOFA, October 2006c) is given in Figure 1.2 below.

**Figure 1.2. The Organizational Structure of the Head Office of MOFA (MOFA October, 2006)**



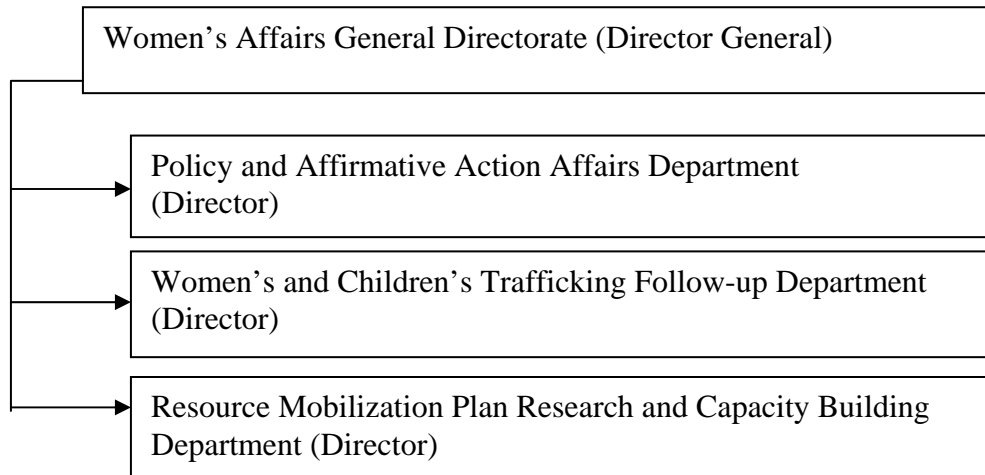
(SOURCE: MOFA, October 2006c)

The structure of the head office contains the two selected areas of the study; namely, Women's Affairs, General Directorate (WAGD) and Economic and Business General Directorate (EBAGD) as shown in figure 1.2 above.

### 1.5.1 Structure and Objectives of WAGD

**The structure of WAGD:** The structure for Women's Affairs General Directorate, included in booklet I (MOFA, Tikimit 1999 E.C or October, 2006 G.C), is given in figure 1.3

**Figure 1.3 : The Structure of Women's Affairs General Directorate of MOFA**



SOURCE: MOFA, October 2006c

According to the structure of WAGD, it has three departments under it. They are Policy and Affirmative Action department, Women's and Children's Trafficking Follow-up Department and Resource Mobilization Research, Plan and Capacity Building Department. All these three departments are included in the study. In the Policy and Affirmative Action Department, the Director of the Department, first secretary of policy and affirmative action affairs and attaché of policy and affirmative action affairs are included. Women's and Children's Trafficking Follow-up Department contains the director of the department, adviser II of women's and Children Anti-trafficking Follow-up and attaché of women's and children ant-trafficking follow-up. The third department, Resource Mobilization, Plans and Capacity Building Department, includes the following human power the director of the department, advisor I of resource mobilization, plan and capacity building and third secretary of resource mobilization, plan and capacity building.

In terms of human resource, the structure holds potentially eleven persons. They are the director general, the secretary and the three departments that contain two experts and one director of the departments.

**Objectives of the women's Affairs General Directorate of MOFA (October, 2006):-**  
Objectives of WAGD are the following:

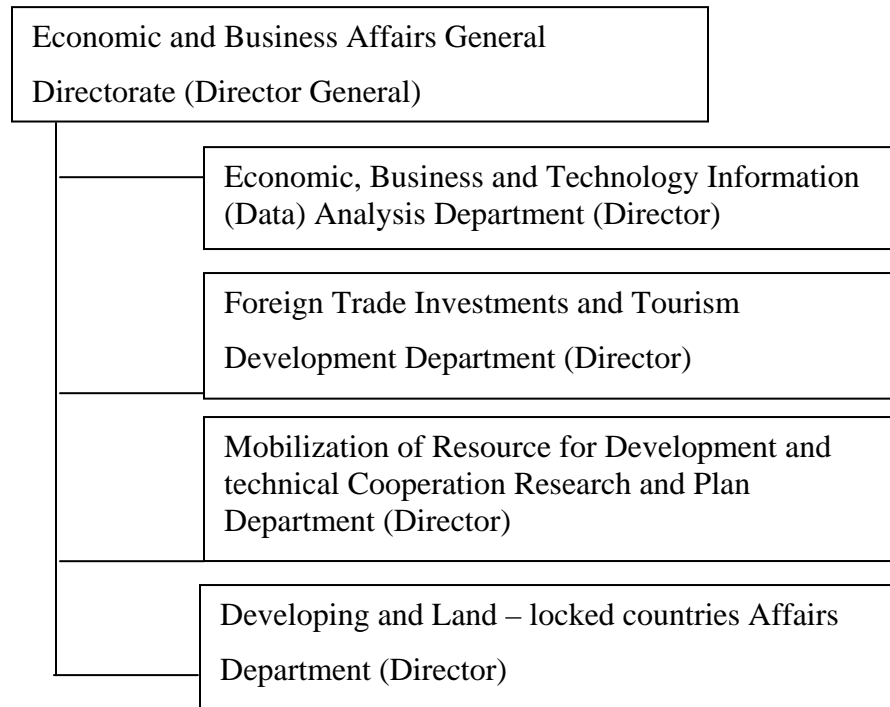
- i. To translate the National Women's Affairs Policy into the MOFA's objective reality.

- ii. To enable women to avoid the feeling of inferiority and develop the feeling that they are equal with men.
- iii. To enable women to be aware of the need of affirmative action to be beneficiaries from the policies and strategies, etc. formulated.
- iv. By participating in the bilateral and multilateral relationships, to support Ethiopian women's activities and advantages and to enable them to build their capacity. In this respect, the directorate works in collaboration with Ministry of Women's Affairs and other related bodies.
- v. To ensure that Ethiopian women's (residing abroad), rights are respected. In this respect, to reduce and even avoid trafficking.
- vi. In collaboration with other divisions of the Ministry of Foreign Affairs, to strengthen Ethiopian women's participation in the international stages and thereby to promote the country's economic and public diplomacy and in the building of the other (the positive) face of Ethiopia.

### **1.5.2 Structure and Objectives of EBAGD**

**The Structure of EBAGD:** Out of the five core functions of MOFA, two core functions related with the economic diplomacy are treated in the study. One economic core function is "Business Affairs" which consists of "Selection of investors" and "promotion of trade and tourism. The other economic core function is regarding economical, finance, and technical cooperation (loans and aid). The two economic core functions are contained in the structure of Economic and Business Affairs General Directorate of MOFA as can be seen in figure 1.4 below.

**Figure 1.4 The structure of Economic and Business Affairs General Directorate (EBAGD) of MOFA**



SOURCE: MOFA, October 2006

Out of the four departments of EBAGD only two departments; namely, “Foreign Trade, Investments and Tourism Development Department” and “Mobilization of Resource for Development and Technical Cooperation Research and Plan Department” are targeted in the present study.

**Objectives of EBAGD (MOFA, October 2006):-** Objectives of Economic and Business Affairs General Directorates (EBAGD) are the following:

- 1) To expand foreign trade and tourism
- 2) To attract investment
- 3) To study, plan and follow up of resource mobilization in financial aid, loans, and technical support
- 4) To follow-up developing and landlocked countries and be beneficiary of them

## **1.6 Rationale of the Study**

One of the priorities of the reforms that is considered for poverty reduction is the foreign relations sector. On the other hand, gender is one of the development agenda of the Ethiopian Government, which is integrated into pillars of poverty reduction programs. In the foreign relation sector one pillar motto is economic diplomacy. By implication gender mainstreaming in the foreign economic sector becomes very important in the poverty reduction of the country.

So with this considerations gender issue is part of the country's and global development program by bringing about growth and there by reduce poverty in the country. On the one hand, the foreign affairs relations sector is important for promoting development either from national interest or from globalization perspective as it is also one of the priorities in the country's reform activities. On the other hand, gender issue is a cross cutting issue where Ethiopian government coordinated this issue as one of the programs along with poverty reduction program. So, in this respect, it has become important to assess gender mainstreaming aspects in MOFA.

## **1.7 Significance of the Study**

This study may make the following contributions to MOFA. It may help MOFA to be aware of the gender concerns and gender gaps of MOFA at organizational and sectoral levels, which in turn may help MOFA to fill the gender gaps and strengthen the gender concerns that already exist.

1. By making MOFA and sector organizations involved in the core functions of MOFA to recognize gender issues in the foreign economic relations sector, the study may call attention to the gender gaps in the foreign economic relations sector.
2. It may help women employees of MOFA and women external customers in terms of Economy (service users) of MOFA to be aware of their rights, privileges and responsibilities.
3. This study may provide an essential starting for further foreign relations research in General with regard to gender.

## **1.8 Ethical Considerations**

With regard to ethical consideration, two points are taken into account. Firstly, this study is conducted on the selected general directorates of MOFA by official permit obtained from WAGD of MOFA after requested by the researcher through the official letter written by the Institute of Gender Studies (IGS), Addis Ababa University (AAU). Secondly, there are four categories where most of the ethical issue considerations fall in research. These are protection from harm, informed consent,

right to privacy and honesty with professional colleagues other ethical consideration is professional code of ethics (Leedy and Ormrod , 2001).

- a) Protection from Harm: This category aims at the consideration that researchers should not expose research participants to any risk of losing life or should not be subjected to unusual stress, etc. The researcher's data collection methods are consistent with these ethical principles. With respect to protection to harm, the researcher was very careful not to harm the research participants in loss of unusual stress.
- b) Informed consent: In this category, the consideration is that research participants should be told the nature of the study to be conducted and guaranteed that all responses will remain confidential and anonymous. Apart from these, all ethical codes are taken into consideration.

Therefore, based on this the respondents in the qualitative study were provided detail explanation about the over all theme, objective and significance of the study a head of time. All respondents are informed that, they can decline if they don't want to be interviewed thus, interview is administrated on free will of interviewees. Information, provided by interviewees will not be transferred to a part or will not be used for any other purpose outside this study. Case story is presented using pseudo names for confidentiality. Furthermore, to strengthen the ethical considerations, the researcher has given a draft copy of the research paper to staff members of WAGD of MOFA so that they give comments and even suggest changes of ideas.

### **1.9 Scope and Limitations of the Study**

This study is limited to gender mainstreaming aspects in two general directorates of MOFA, namely; WAGD and EBAGD. In WAGD of MOFA, all its three department are included in the study, whereas in EBAGD of MOFA only two departments out of four are included due to the vast organizational structure of MOFA.

The Ethiopian Foreign Economic Relation Sector in the study is included mainly in the assessment of organizational (institutional) profile of the Ministry of Foreign Affairs at organizational and sectoral levels. The assessment of the profile of the Ministry of Foreign Affairs covers the details of the Head office. However, the organizational profile will not cover other details of the Ethiopian embassies abroad. Furthermore, the study does not cover Ethiopians employed abroad. With regard to core functions, three core functions: namely, Political affairs, constituency affairs, public diplomacy and public relations will not be entertained.

## **CHAPTER 2: REVIEW OF RELATED LITERATURE**

### **2.1 Theoretical Perspectives**

The theoretical perspective used in relation to gender mainstreaming aspects in the Ethiopian Foreign relations sector in the MOFA is radical feminist theory. Radical feminism takes its starting point by deliberately opposing patriarchal structure of society. For radical feminists, women can get their equality with men when they are freed (separated) from patriarchal structure of society. In contrast to liberal feminism, radical feminism does not ignore women's biology. According to Stichter and Parpat (1998:2), the perception of patriarchy for radical feminists is that "Radical feminism ---sought to understand women's oppression by focusing directly on sex: on male/female inequality in biological reproduction --- than class inequalities." In support to this perception, Weedon (1997:17) said that in radical feminist theory the biologically based subordination of women is seen as the fundamental form of oppression.

Here, it is implied that there is a need to find out the root cause of the women's subordination and come to a change where women are not subordinated as stated by Dunbar (2004) as "..... Male supremacy and the subjugation of women was indeed the root and model oppression in society and that feminism had to be the basis for any truly revolutionary change." Radical feminism is concerned in identifying the root-causes of women's oppression in patriarchal gender relations. So, for radical feminists to fight women's oppression and subordination means to fight patriarchy for all types of oppression and subordination are grouped under patriarchy.

In this respect, radical feminism envisages a radical change which is revolutionary in all dimensions of gender relations. So, radical feminism aims at social, political and economic change. According to Weedon (1997:4), "Radical feminism envisages a new social order in which women will not be subordinated to man and feminist will not be debased and devalued." This is to say, radical feminism aims to achieve full gender equality of opportunity in all spheres of life by transforming the present social, political and economical system.

With regard to radical feminist theory, the aim is to get rid of patriarchy, that is women's subordination and males supremacy through bringing transformational change. And the strategy here is gender mainstreaming with the aim to bring gender equality which was adapted from the Beijing, Plat form of action held at China in 1995 (UNDESA/DAW, 1995). Of gender mainstreaming, one of the points considered is that gender mainstreaming is not only the responsibility of women's activities but also men's activities.

## 2.2 Literature Study

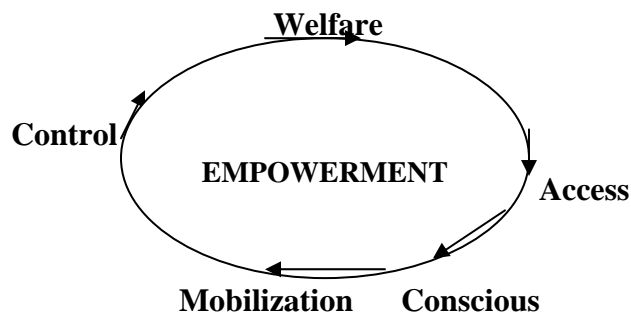
The literature study is organized as follows focusing on the gender mainstreaming aspects at various levels.

### 2.2.1. Development and Historical View of Gender Mainstreaming

**Women in Development Matrix:** As stated by Berg (2003:28) from Moser about gender and development policy, it is stated that Moser developed a procedure as an evaluation tool to examine the approach favored in an existing project, program or policy. Moreover, it expressed that the approach can also be used to consider what would be most appropriate in future work. Investigating the policy approach can help one to anticipate some of the drawbacks, limitations and possible pitfalls. To illustrate this Berg used the table in Annex 3(A).

As part of the development of gender mainstreaming, women's empowerment is exercised in five levels as can be seen in figure 2.1 below.

**Figure 2.1. The five levels of Women's Empowerment**



SOURCE: (Berg,2003)

The five levels of empowerment are seen as part of an interconnected all aspects of empowerment should lead to improved welfare (Wanyeki et al,2003:36). The details of the five levels of empowerment are given in annex 3(B).

**Historical Overview of Gender Mainstreaming:** The concept of bringing gender issues into the mainstream of society was clearly established as a global strategy for promoting gender equality as stated in the Platform for Action adopted at the United Nations Fourth World Conference on Women, held at Beijing (China), in 1995 (Berg, 2003, UNDESA/DAW, 1995 and UNDPUN/DESA/DAW, 2000). Furthermore, in the document of ECA (2002: 22), it is stated that “Mainstreaming or engendering entered the development vocabulary after the fourth world conference on women in Beijing in 1995.” At this historical stage, it was highlighted about the necessity to ensure that gender equality is a primary goal in all area(s) of social and economic development.

### **2.2.2. The Concept, Steps and Principles of Gender Mainstreaming**

In July 1997, the United Nations Economic and Social Council (ECOSOC) defined the concept of gender mainstreaming as follows:

*Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislations, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality (UNECOSOC,1998).*

Here, gender mainstreaming as a tool for gender equality is a new and up-to-date approach to gender equality. Thus, gender mainstreaming is the process whereby attention to gender equality is integrated into an organization's analysis, planning, performance, personnel policy, monitoring and assessment, thereby changing the content and direction of these practices at organizational and institutional level. Gender equality means equality between women and men at various levels, equal access to material welfare, equal access to resources and opportunities, the adoption of a value system based on the belief in equality, and equal access to participation in decision-making; position.

**Transformation by Mainstreaming:** Mainstreaming is not about adding a “woman’s component” or even a “gender equality component” into an existing activity. It goes beyond increasing women’s participation; it means bringing the experience, knowledge, and interests of women and men to bear on the development agenda.

It may entail identifying the need for changes in that agenda. It may require changes in goals, strategies, and actions so that both women and men can influence, participate in, and benefit from development processes. The goal of mainstreaming gender equality is thus the transformation of unequal social and institutional structures into equal and just structures for both men and women.

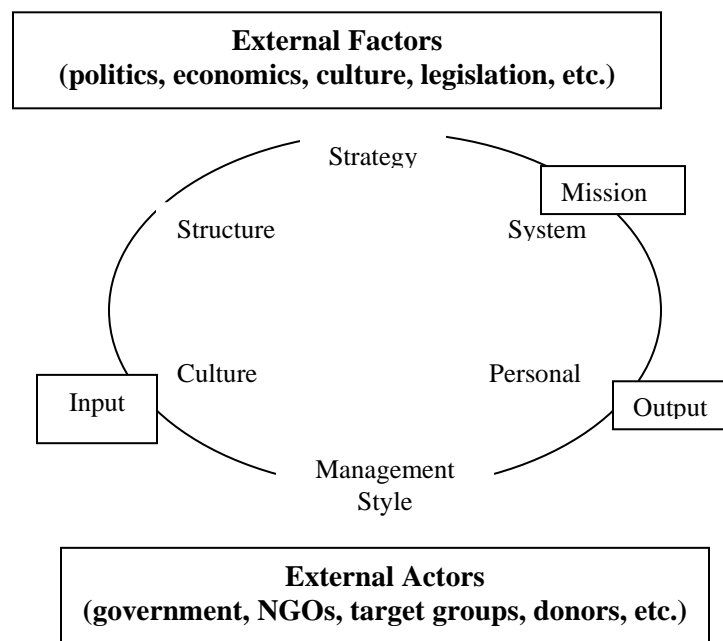
### **2.2.3. Components of Gender Mainstreaming Aspects in a Current Situation of an Organization (a Governmental Organization)**

To assess gender mainstreaming aspects in the current situation of a governmental organization, two major subject matters are considered. One is “the general capacity of an organization in successfully addressing gender issues depends on what type of organization it is”(Berg, 2003:40). According to Berg, the other one is that, “The general capacity of an organization to work efficiently with and for the target group affects its ability to address gender issues.”

To analyze the present situation of an organization (a governmental organization), it is important to present a clear and accurate description of the situation as it is. In this respect, the Integrated Organizational Model (IOM) is a useful tool to visualize the main strengths and weaknesses within the organization, as well as opportunities and threats posed by external factors and actors. The interrelationships of the different elements of an organization are emphasized- these elements are all connected to each other and should be balanced. Where there is no clear balance between the different elements within an organization, the organization will not function optimally and the need for organizational change will become apparent (Berg, 2003).

According to Berg, the interrelationships of the different elements of an organization are categorized into three components of gender mainstreaming aspects in a current situation of an organization (a governmental organization) as it's shown in Figure 2.2 below.

**Figure 2.2 Description of the Integrated Organizational Model**



SOURCE: ( Berg, 2003)

The three components in Figure 2.2. are the external components, internal components and items linking (connecting) the external and internal components. The details of the three components are given in Annex 6.

## **2.2.4. Components of Gender Mainstreaming Aspects in the Current Situation of**

### **Ministry of Foreign Affairs**

In the current situation of MOFA, three components of gender mainstreaming aspects; namely, external components, internal components and items connecting the external and internal components are dealt with.

### **External Components of Ministry of Foreign Affairs**

The external components of MOFA are the external factors and actors. The external factors include international and national contexts. The external actors are IGO's, INGO's, Embassies in Ethiopia Economic Sector and other Relevant Organizations and External Target Groups (Service Users).

### **International Context of Ethiopia**

With regard to gender in the international context of Ethiopia thereby of MOFA, the Ethiopia constitution and documents that reveal the UN conferences after the Cold War are considered. In the Ethiopian Constitution (1995), Ethiopia has declared that international instruments are considered as a component of Ethiopia's Law as it is stated in the Ethiopian Constitution Article 9 (FDRE, 1995). International instruments (contexts) are the conventions, agreements, platforms, international laws, plan of actions, etc which Ethiopia has participated and signed agreements for their implementations. Based on this, the international gender mainstreaming concerns and conventions organized by UN have become part of the Ethiopian law. UN has organized five conferences in four years time which the agreements were ratified by Ethiopia, which carry gender context are given by Wee and Heizer (1995) as follows:

- The UN conference on Environment and Development (UNCED) in Rio de Janeiro in 1992, which recognized the need to connect sustainable development at the micro-level
- The UN conference on human rights in Vienna in 1993, which recognized the need to bridge the public and private domains of human society.
- The International conference on Population and Development in Cairo (ICPD) in 1994, which acknowledged the primacy of women's empowerment, reproductive health and rights at the micro-level in defining population policies at the macro-level.
- The World Summit on Social Development in Copenhagen (WSSD) in 1995 which recognized poverty as an issue of gender inequity, and therefore the need for women's economic and political empowerment to address the increasing feminization of poverty.
- The fourth world conference on women in Beijing (WCW) in 1995, which acknowledged gender as a universal theme cross-cutting different issues.

Although the themes of the first four conferences, environment, human rights, population and poverty were previously not conventionally regarded as 'women's issues', a consensus achieved at these conferences is the recognition that gender cross-cuts all issues. Through these conferences the international community has become aware that sustainable development must be tackled holistically across issues and across sectors of society. In this context, the issue of gender is particularly significant as a linking theme that connects different issues and sectors in building a wider momentum for change.

The United Nations has designated 1996 as the international year for the eradication of poverty. By then, national policies and strategies should be formulated or strengthened to reduce substantially overall poverty in the shortest possible time, to reduce inequalities, and to eradicate absolute poverty by a target date to be specified by each country in its national context. In a world where women now comprise 70 per cent of the world's 1.3 billion absolute poor, such policies and strategies must necessarily address women's economic needs and rights. The fifth conference ; that is, the fourth world conference on women in September 1995, in Beijing took place after the four UN conferences acknowledged gender as the universal theme cross-cutting different issues, prioritizing twelve issues ( Wee and Heyzer, 1995).

Following the five conferences, are the Millennium Development Goals (MDGs) contained in the millennium submit in September 2000. They are a refinement of the international development goals and received from the agreements and resolutions on United Nations conferences in the 1990s. They consist eight goals. Among the goals, the first four are stated as follows: (African Development Bank, 2003-2004)

1. "Eradicate extreme 'poverty' and hunger" the explanation given to this is "Have the proportion of people whose income is less than one dollar a day by year 2015."
2. Attain universal primary education in all countries by year 2015
3. Ensure children of both sexes everywhere will be able to complete a full course of primary schooling.
4. "Promote gender equality and empower women". Its explanation is "Eliminate gender disparity in primary and secondary education, preferably by year 2005, and at all levels of education no later than 2015".

Another international context is the clear commitments expressed in both the documents of Africa and Beijing platforms which is of the "intention to increase women's representation in parliament, government and top decision-making positions" (Wanyeki et al, 2003 36). The authors continue to describe that the "commitments both in the African platform (Paragraph 105 f) and in the Beijing

platform paragraph 182) which endorses the UN economic and social council guideline of 30% women in top decision making positions.”

### **National Context of Ethiopia in Gender Mainstreaming**

With regard to the national context, a number of findings show that there are a number of initiatives aimed at improving gender mainstreaming in general and women’s status in particular. According to the different findings the measures taken so far to Address Gender Issues at national level are the following.

**A. Formulation of Women’s National Policy:** National policy on Ethiopian women (the Ethiopian National Policy on Women) encourages women’s equal participation in all aspects of economic, social and political arenas in the country. The policy also aims at ensuring the full development and advancement of women so that they enjoy their democratic and human rights through active participation in the economic, social and political life of the country on the basis of equality with men. In addition, to increase women’s participation in decision making positions of public offices are primary focuses of the policy.

**B. The Ethiopian Constitution of 1995:-** Several articles of the constitution proclaimed in August 1995 (FDRE, 1995), relate to gender issues and show the emphasis placed on women. Article 35 defines the equality of women and men, recognizes the right to affirmative measures for women and provides special attention to women so as to enable them to compete and participate on the basis of equality with men in political, social and economic life in public and private institutions. This has set the legal and political foundation to ensure gender equality in Ethiopia. In general, it has done away with discriminatory laws and practices. The FDRE constitution has guaranteed women equal rights with men.

**C.** The Family Law ( FDRE, 2000) has been revised, and age at marriage, and divorce procedures are revised to address gender equality.

**D.** Two sector documents related with poverty reduction and one package document were formulated

a) **Ethiopia Sustainable Development and Poverty Reduction Program (MOFED, 2002)**

This document was formulated in response to the world summit on social development (WSSD) in March 1995, which recognized poverty as an issue of gender

Inequity, and therefore the need for women's economic and political empowerment to address the increasing feminization of poverty. Its formulation was also a response to the 1996 International year of eradication of poverty designated by UN and to the millennium development goals, especially to the first three goals. There is no significant difference in income poverty between male and female-headed households in rural areas. In urban area, however, female-headed households have been found to have higher poverty incidence, depth and severity than their male counterparts.

- b) **PASDEP Coordinated with NAPGE:** Plan of Action for Sustainable Development and Ending Poverty (PASDEP) (MOFED, 2007) is coordinated with National Action Plan for Gender Equality (NAPGE,2006). Here is the National Action Plan for Gender Equality (NAPGE) linked to the PASDEP strategy. Under the PASDEP strategy “Enhancing Rapid Economic Growth” are coordinated the two NAPGE programs; namely, “Enhance women's and girls' economic empowerment” and “Enhance the role and benefits of women in environmental management and protection.”

The NAPGE programs “promote equal access and success in education and training for women and girls” and “Improve women and girls reproductive rights, health and HIV/AIDS status” are linked to the PASDEP strategy “Improved Human Development”.

In the third linkage, the NAPGE programs “Reduce violence against women and girls and improve their human rights” and “Increase women's access to all levels of decision-making, in particular in political and public spheres” are connected to “Democratization and Governance”.

The fourth coordination is that the PASDEP strategy “Improve public institutional performance” holds under it the NAPGE program “Implement a gender-based analysis and approach in all government departments and support institutional mechanisms for gender mainstreaming.”

- c) **Formulation of package (FDRE 2008):** Package of Development for Rural and Urban by the ownership of women's development is established.

E) Women's Affairs Bureau, (WAB) Women's Affairs Department in the different governmental offices and Ministry of Women's Affairs are established and NGOs are working in Ethiopia on gender. With these international and national contexts (commitments) to gender mainstreaming in mind assessment of gender mainstreaming within the Ethiopian foreign relation sectors is found to be important to identify the opportunities and constraints that influence MOFA.

## **External Actors**

MOFA has networking with external actors IGOs, INGOs, Embassies in Ethiopia, economic sector organizations and other relevant organizations and external target groups or service users (MOFA, October 2006c and MOFA, 2002).

### **2.2.5 Gender Mainstreaming Aspect at the Policy Level**

**Regarding Policy:** This globally accepted strategy for promoting gender equality is not an end in itself but a strategy, an approach, a means to achieve the goal of gender equality. Mainstreaming involves ensuring that gender perspectives and attentions to the goal of gender equality are central to all activities, policy development, research, advocacy/dialogue, legislation, resource allocation, and planning, implementation and monitoring of programs and projects.

As True (2003:386) expressed on gender mainstreaming saying, “Gender mainstreaming includes attempts to establish a gender equality perspective across all policy areas even where the gender issues at stake may not be immediately apparent, as in foreign security policy , and where are impact of the policy on gender relations is often indirect, as in macroeconomic policy” True asserted that the changes in domestic norms and institutions that arise from gender mainstreaming initiatives have the potential for reshaping international relations and policy at the global level, producing some integration of gender concerns in such foreign policies and opening global governance institutions to further pressure from women’s non-governmental organizations (NGOs).

**Regarding Affirmative Action:-** Mainstreaming includes gender-specific activities and affirmative action, whenever women or men are in a particularly disadvantageous position. Gender-specific interventions can target women exclusively, men and women together, or only men, to enable them to participate in and benefit equally from development efforts. These are necessary temporary measures designed to combat the direct and indirect consequences of past discrimination (UNECOSOC, 1998). Affirmative action opportunities are given at the international and national levels. One example of international affirmative action is given in the documents of Africa and Beijing Plat Forms (Wanyeki et al, 2003).The affirmative action opportunity states that 30% of Women should be assigned in the decision-making positions. Examples of national affirmative actions are observed in two documents. One is the affirmative action given to women in employment transfer and promotion, placed in proclamation number 517(FDRE,2007). The other one is the document prepared by Civil Service Agency (CSA, 1999) which states that out of

the 100% annual foreign scholarship given to Ethiopia, 30% of it should be given to women and the remaining 70% is divided equally between women and men.

## **2.2.6 Gender Roles in Resource Mobilization, Plan, Research and Capacity**

### **Building**

**A. Gender Roles in (Governmental) Organizations:-** Organization in both the South and the North reflect society's gender roles that men are dominant gender. In connection with this, Berg commented:

*Writers on gender and organizations agree that the ways organizations work mirror the ways society at large works. This means that gender inequality is as firmly embedded in the structure and culture of organizations as it is in the structure and culture of societies. Thus, intentionally or not, the dominant organizational culture of even the most progressive mixed organization is very likely to be masculine and to discriminate against women (Berg, 2003:8).*

Based on such characteristics of organizations, male dominance is reflected in the gender division of labor. In relation to this, Berg gave the following example.

*There is a sexual division of labor in organizations which mirrors that in society as a whole men tend to predominate in decision-making and in public areas of an organization (e.g as managers), while women are concentrated in the 'private', internal areas (as assistants, secretaries, librarians, catering and cleaning staff, etc.). Even the structures themselves are often patriarchal and meet men's needs better than those of women. Women may have a different approach to power than men. Yet are obliged to operate within structures and systems basically designed by men which are usually geared to men's needs (Berg,2003:21-22).*

Thus, in this case, male dominance is reflected in organizations in a way that social power relations like sexual harassment and the belief that men are superior to women.

**B. Human Resource Assignment (Distribution):** In connection with human resource assignment (distribution) in a foreign sector of an organization, the gender role can be observed from the experience of Philippines in the diplomatic service (Santos et al 1999:24 25) as follows:

*In the Diplomatic Service only 138 (41.6%) were women of the total personnel in the home office and in foreign posts of the diplomatic service in 1995. Out of the 138 diplomatic service personnel employed in 1995, only 37 were women*

*chief of mission with the rank of ambassador, 21 were Minister- counselors and 80 holders of Foreign Service Officer Positions.*

### **2.2.7 Gender in Foreign Business Affairs (Foreign Trade, Selection of Investors and Tourism)**

**Gender and Global Trade:** A local or a national economy (economic activity) has become a global phenomenon. This is because it follows the trend of global trade patterns. In short, “ as local economies once integrated with national economies, so have national economies interlocked with regional and global trade pattern, thus reducing the independence and effectiveness of national economic policy making” (Henderson,1998:277). In relation to gender and global economy, studies have emphasized the point that a gender sensitive approach to development is a basic condition for sustained economic and social progress. The international population conference in 1994 the international women’s conference in 1995 are examples in this regard. As the National economy follows the trend of global trade patterns gender concerns are viewed in light of this. Based on this, trade liberalization is meant to provide new employment opportunities for both men and women.

*However, the market access it creates can be difficult for women to take advantage of. This is because in many societies women have limited property, modern technologies and marketing expertise. Early examination of gender impacts could provide guidance for the ongoing implementation of existing trade rules and ensure future trade rules are gender-sensitive resulting in a strengthened international trade system (UNECOSOC, 1998:2).*

Another issue that needs mainstreaming is gender or women’s budget with respect to decision making. In relation to this different writers have expressed their ideas as follows:

*Women's view and interests have not been represented by governments, trade unions civil society organizations and international NGOs, In the main institutions (WTO, ILO, EU, government, trade unions), the decision-making structures allow little room for a gender perspective to be taken on board. Decision making processes are not transparent and women are not well represented at higher levels ( Elson, December 2004: 37).*

Gender is hardly mainstreamed in the main institutions. It is also stated that “gender is very small at national and international levels within the government sector” (Fontana et al, January 1998:37).

**Gender and Tourism:** Tourism, the smokeless industry, takes gender into consideration. The slogan of the year 2007 of tourism day is “Tourism opens doors for women” (Tourism, 2007). Many women are involved in tourism, hotels and handicrafts for tourists consumption in many countries.

**Selection of investors (Gender and employment Foreign Investors in the Lower Growth Economies or Countries):** The high growth economies (countries) not only import lower waged labor to their respective countries but also shift their production sites to other lower growth countries. These shifting of production to lower economic countries are to make use of cheap resources like land, water, etc. and cheap labor. With regard to cheap labor, it is usually women's underpaid labor. Many governments in the lower growth countries, eager to increase domestic earnings, often offer a host of incentives to attract the TNCs. For example, foreign investors may be granted 'tax holidays' and exemption from trade and labor laws. Such governments often even legislate against the right of workers to organize unions with the EPZs. This has a particular impact on women workers, since they usually constitute the majority of workers in the EPZs. The use of women's non-unionized labor in EPZs has become a most common method for low-growth economies to jump start the economy. The growth of the NICS had first been fuelled by EPZs in their own countries with an educated work force in the recent years; they have themselves branched into the technological and service industries. What is important; however, is that their reliance on women's cheap labor countries, perhaps not from their own female citizens, but from the labor of other women abroad. (Wee and Heyzer, 1995:93) With respect to export processing zones it is expressed the following.

*In its resource mobilization strategy, NEPAD identifies international trade exchanges as one of the ways of mobilizing resources. This in turn requires the intensification and diversification of export-oriented production. One such export orientation strategy is often a bias towards the export-processing zones EPZs. In general, such EPZs tend to employ more women than men precisely because such jobs are characterized by low wages, low standards of health and safety, poor workers rights, and numerous cases of violence against women, low security, and limited career opportunities. A case in point in the Kenyan context is the flower industry. The NEPAD export orientation strategy must take cognizance of these detrimental effects and incorporate legal and policy mechanisms for humanizing and promotion of rights in this sector (Wanyeki, et al, 2003: 57-60).*

Formal sector workers somehow have protection offered by ILO standards at international and at national level.

*On the other hand, informal sector workers are largely beyond the protection offered by ILO standards. The number of women working in the informal sector is estimated to have risen under economic reform with the highest participation rates occurring in Africa. Home workers, most of whom are women, are another category out of the reach of the social clauses mandate. Home workers in developing countries are not protected by basic employment rights since they are classified as self-employed similar to the informal sector (Fontana et al, 1998).*

## **2.2.8 Nature of Gender Integration in the Mobilization of Resource for Development**

**Gender Mainstreaming in the Global Economy:** Mainstreaming was established as a global strategy for achieving gender equality, and in turn for achieving sustainable economic development in the 1995 Beijing plat form for action ratified by all United Nations member states. In achieving sustainable economic development there are economic flows created at global level. According to Henderson, “the economic flows serving as linkages between the North and South hemisphere are trade, foreign aid, loans and investment. However, most of the South's income through foreign exchange depends on trade rather than foreign aid, loans, or even investment”(Henderson, 1998:254-255).

In these global economic flows, there is a need for developing countries or international organizations like NEPAD to intensify their efforts to mobilize resource. The purpose for “resource mobilization is to contribute to eradication of poverty, sustainable development and economic growth" ( Wanyeki et al , 2003: 55). The resource mobilization strategy has two forms. The details of the two resource mobilization given by writers (Wankeyki et al, 2003:49) are the following: One form of resource mobilization is the Market Access Initiative (MAI) which is found in mining, manufacturing, tourism, services, private sector development, increase in Africa's exports and removal of barriers to trade. It is both domestic and international resource mobilization strategy as it entails collaborative actions at national, regional and global levels.

The second form of resource mobilization is the Capital Flows Initiatives (CFI) which is found from international sources. In the two types of resource mobilization strategies, gender relations and women's status are to be taken into consideration.

**Foreign Aid, Financial and Physical Support with respect to gender:** With regard to this heading, the experience of Philippines in its document Republic act number 272131, (1995) is considered. The following provisions shall be observed.

- a) *“substantial portion of the official development assistance funds received from foreign governments and multilateral agencies and organizations shall be set aside and utilized by the agencies concerned to support programs and activities for women;*
- b) *All government departments shall ensure that women benefit equally and participate directly in the development programs and projects of said department, specifically those funded under official foreign development assistance, to ensure the full participation and involvement of women in the development process; and*
- c) *All government departments and agencies shall review and revise all their regulations, circulars, issuances and procedures to remove gender bias therein.*

With regard to resource mobilization for gender concerns and women’s activities under rule II in section 6, it is stated that:

- i) *In support of the full benefits of gender responsive planning, external and domestic resources shall be increasingly mobilized for utilization by national and local government agencies to support programs and projects for women.*
- ii) *The line/ implementing agencies shall ensure that in the first year of implementation (1993), at least 5 percent of funds received from foreign governments and multilateral agencies/ organizations are in support of programs/ projects that mainstream/ include gender concerns in development. In the subsequent years, this shall be increased from 5 percent to 10 – 30 percent as the various lines/ implementing agencies and LGUs shall be increased opportunities to incorporate gender concerns in their ongoing and new programs and projects.*

**Gender and Foreign Loans:** “The World Bank also created the women in Development program in 1987 and aimed more loans toward the advancement of women.” (Henderson, 1998: 277). According to Henderson, this opportunity of loans were as the result of the following:

*Regarding the economic differences, women perform two-third of the hourly labour, receive 10 percent of the world's labor income, and own 1 percent of the world's private property women also receive 40 percent less wages than men for performing the same jobs and have less access to bank credit." Of the 1.3 billion around the world living in subsistence poverty, 70 percent are women (Henderson, 1998:412).*

**Gender Bias and Government Budget:** According to ELSON (December 2004:624), “Government budgets have not been designed and implemented in ways that promote gender equality.” Although there has been concern that government has not been backing the gender equality policies with the funding necessary to implement them, there is still little effort to improve them. Examples of the gender concern in gender budget initiatives are Australia and South Africa (Largo, December 2002).

## **2.3 Research found on Gender Mainstreaming**

### **2.3.1 The Assessment of Gender Mainstreaming of three Organizations in Botswana**

Here are experiences taken from the gender mainstreaming program which was initiated by the Netherlands Development Program (SNV) in partnership with three NGO’s in Botswana: Kuru development trust premature trust of Botswana and veld products research and development (Berg, 2003). According to Berg, the gender mainstreaming program was carried out in the period 1999 – 2001 in the three organizations.

In such program, an assessment (a study) in the form of an organizational gender audit was conducted "to assess the capacity and willingness of an organization to create equal rights and opportunities for women and men in development activities, and to gain insight into the external factors that influence the extent to which organizations can address gender issues in their projects" (Berg, 2003.37). The aim of the assessment was to see how gender issues were considered at all levels of the organization's operations which led to increased gender equality and women's empowerment in all programs designed, implemented monitored and evaluated.

Under the organizational gender audit, there were three main categories of assessment. They were contextual documentation and institutional profile analysis in the document review analysis, the assessment was to look for "gender sensitivity" and gender sensitive language in the documents of the organization. Here, the purpose is to identify the strengths and weaknesses of the organization. In the contextual analysis, the aim was to find out the constraints and opportunities in the socio-economic environment of the organization. With regard to the institutional profile, there were eight elements of assessment. Such elements were “type and gender capacity of the organization”, “policy on equal rights and opportunities”, “Strategy and activities in the field of equal rights and opportunities for women”, “Organizational structure”, “Human resources”, “Financial and physical resources”, “Organizational culture” and “ External relations”.

### **Findings of the Assessment of Gender Mainstreaming of three Organizations in Botswana**

This research was done to assess gender mainstreaming in organizations. According to the first two studies, it has been found that gender mainstreaming in an organization, be it governmental or non-

governmental, follows certain steps. These steps are integrated into external and internal components of the organizations. The researcher of this study has adopted these steps. Consequently the assessment of the gender mainstreaming in the foreign relationship sector of MOFA is based on the steps.

### **2.3.2 Assessment of Gender Mainstreaming of NEPAD's Strategic Plan**

To look for gender sensitivity of NEPAD's (New Economic Partnership for Africa's Development) strategic plan, an assessment of gender mainstreaming in NEPAD's strategic plan was undertaken. The method of the assessment of gender in NEPAD's strategic plan was with the aim to assess two points. One is to analyze the coherence of NEPAD's treatment of gender issues (contents) and action (measures) taken to address the issues (contents) with regard to planning coherence, the assessment systematically makes use of eight elements of a strategic plan. The elements were situational analysis, policy imperatives problem identification, goals, Interventional strategies conditions for sustainable development and sectoral priorities), implementation strategies mobilizing resources and new global partnership), project identification and program planning and management.

The other point is observed in the assessment of the internal and external coherence of NEPAD's strategic plan. "Internal coherence is assessed in terms of whether NEPAD is properly connected, within itself, in its treatment of gender issues. External coherence is assessed in terms of whether NEPAD is properly connected with those goals and principles of gender equality which the participating governments are committed in international agreements" (Wanyki et al, 2003:33). Therefore the above mentioned evaluation criteria are the basis of the assessment of NEPAD's strategic plan.

### **Findings of the Assessment of Gender Mainstreaming of NEPAD's Strategic Plan**

This research was done to assess gender mainstreaming in the strategic plan of NEPAD. This research has been found that it has considered two major points in the method of assessment. One is the assessment coherence of NEPAD's treatment of gender issues with regard to strategic plan. The other one is the assessment of the internal and the external coherence of NEPAD's strategic plan. It is from these three perspectives that of the assessment of gender mainstreaming in NEPAD's strategic plan was considered. The researcher has adapted these three perspectives for this study. As a result, the assessment of gender mainstreaming in the strategic plan of the foreign relationship sector of MOFA is based on the three points.

### **2.3.3 The Assessment of Gender Mainstreaming (concern) in the Poverty Reduction Strategy Papers: A Gender Audit 2002 PRSPs of Ethiopia**

A study (an assessment) was conducted on 13 PRSPs produced during 2002. Among the 13 PRSPs produced in 2002, eight were African and the other five were from other regions. One of the African countries in the study was Ethiopia.

Similar to the countries in the study, a gender audit was undertaken for Ethiopia's PRSP of 2002. For the gender audit, a conceptual framework was established with the aim to review the extent and quality of gender analysis. According to Zuckerman&Garrett (2003:5), the framework consists of categories that are analyzed. Here are the categories.

- Participatory process and PRSP writing.
- Definition and scope of poverty and gender within country.
- Economic strategies (Macroeconomic: Structural Adjustment, Trade, Budgets, Fiscal Policy; Microeconomic.
- Human Capacity Strategies (Education, Health Care, HIV/AIDS, Social Protection, etc).
- Governance Strategies (Public Administration, Human Rights, Legal Status, Political Participation) and Gender Analysis (Mainstreamed or Scattered)

### **Findings of the Assessment of Gender Mainstreaming in the Poverty Reduction Strategy Papers: Gender Audit 2002 PRSPs of Ethiopia**

The research was done to assess gender mainstreaming in the poverty reduction strategy program of Ethiopia. The assessment was based on the document entitled “Sustainable Development and Poverty Reduction Program” prepared by MOFED (2002).For the assessment, a conceptual framework which consists of categories was considered.

In the assessment of the different categories it was found that the foreign relationship sector from the point view of gender was not assessed as one category in the Poverty Reduction Program. On the other hand, the Foreign Relations Sector is one of the priorities of the recent reforms made in Ethiopia for Poverty Reduction and because of this the Ethiopian Foreign Policy and Strategy was developed in 2002. That is the same year the document of Poverty Reduction was prepared. Taking these grounds into account, it has become necessary to assess gender mainstreaming in the Ethiopian Foreign Relations Sector.

## **CHAPTER 3: METHODOLOGY**

### **3.1 Methods of the Study**

In order to accomplish the research objectives, the researcher used both primary and secondary data sources. Qualitative method was employed to collect the primary data. The data was collected by employing in-depth interviews and focus group discussion methods. In the secondary source, document analysis was used to strengthen the study.

### **3.2 Selection of Study Area**

With respect to the study area, two general directorates of MOFA called WAGD and EBAGD are selected. All the three departments of WAGD namely, PAAAD, RMPCBD and Women's and Children's Trafficking Departments are included in the study, whereas from EBAGD, out of four departments only two departments called FTITDD and MRDTCRPD are included. The research sites were selected for the following reasons.

- The Ministry of Foreign Affairs (MOFA) is taken as a sector, that is, the foreign sector for which MOFA is mandated.
- MOFA is one of the major priorities considered in the Poverty Reduction program in the country (Ethiopia).
- MOFA has developed a policy and strategy called foreign relation policy and strategy in response to the reform in poverty reduction.
- MOFA works in coordination with the economic sector organizations, service users are taken as research areas because of their correspondence with the economic diplomacy.
- To see how external service users feel, gender mainstreaming in the women entrepreneurs Association, Workers Confederation were assessed.
- The two General Directorates were selected purposely as Women's Affairs General Directorate is mandated to deal with gender mainstreaming aspects and empowering women activities. The Economic and Business Affairs General Directorate is also directly engaged in economic issues where it is economic diplomacy or core function of MOFA.
- The selection of departments under the two General Directorates was also done purposely. While all the three departments of WAGD were chosen for the reason that these departments are involved in gender concerns, only two departments of EBAGD (out of four) were selected for the study as these two are the departments concerned with foreign economic affairs.

Basic information obtained from records of the two general directorates on potential human resource distribution was cross-checked with the existing human resource distribution in the general directorates for assessing gender roles.

### 3.3 The Study Design

The study design is summarized in table 3.1 below.

**Table 3.1 Summary of Study Design**

Methods	Tools (Instruments) Employed	Nature of the Samples Selected	Number of Participants
Qualitatively	In- depth interview guide	Staff members of Policy and Affirmative Action Affairs Department and General Directorate of WAGD in MOFA	4participants (all women)
		Staff members of Women’s & Children’s Trafficking Affairs follow-up Department and General Directorate office of WAGD in MOFA	2 participants (2 men)
		Staff members of Resource Mobilization, Research, plan and capacity Building Department and General Directorate office of WAGD in MOFA	2 Participants (2 men)
		Staff members of Foreign Trade Investment and Tourism Development Department of EBAGD in MOFA.	7 participants (1 woman 6 men)
		Staff members of Mobilization of Resource for Development Department of EBAGD in MOFA.	6participants (All men)
		Representatives of WADs of five economic sector organization, and workers’ confederation including two women associations representatives	8 women
		Representatives of Ministry of Women Affairs and Peoples Representatives Women’s Affairs Standing Committee.	1 man and 1 woman
Focus Group Discussion Guide	<ul style="list-style-type: none"> <li>- Staff members of WAGD in MOFA in three departments (Director General, executive secretary, three directors, one secretary, one attaché &amp; one advisor)</li> <li>- Staff members of EBAGD in MOFA in two departments (Director General, Executive secretary , two directors, two secretaries, four attachés, three advisors</li> <li>- Staff members of Adama Customs Branch</li> </ul>	8participants (4 women & 4 men) 13participants (1 woman & 12 men) 10 participants (8 men and 2 women)	
Observations	Observations on inputs and outputs of MOFA		
Document Analysis	<ul style="list-style-type: none"> <li>➤ Policy &amp; Strategy and the Structures of MOFA (3 docs)</li> <li>➤ Affirmative Action Implementation guideline of MOFA (1 doc)</li> <li>➤ Strategic and annual plans of MOFA (2 docs)</li> <li>➤ Employee gender distribution data of MOFA (1 doc)</li> <li>➤ News letter and magazine of MOFA ( 2 docs)</li> </ul>	9 Documents	

This study used descriptive method which describes the existing situations in the selected study areas, and tried to analyze major key issues.

### **3.4 Nature of Samples used in the Study**

For this research, the following samples were employed to collect the needed information.

#### **3.4.1 Samples Selected for In-depth Interviews**

With regard to the interview, there were different types of participants. Four participants (women) were from staff members of Policy and Affirmative Action Affairs Department and General Directorate of WAGD in MOFA. The participants were selected with respect to their roles in the women's affairs administration, their knowledge on the subject of the study, their responsibilities for implementing the National Policy on Ethiopian Women and for translating global gender mainstreaming and the affirmative action placed in Article 35 of the Ethiopian Constitution (FDRE, 1995).

Two participants (men) were from staff members of Women's and Children's Trafficking Affairs follow-up Department and General Directorate office of WAGD in MOFA. These participants were selected as there are involved in women's trafficking affairs.

Two participants (men) were from Staff members of Resource Mobilization, Research, Plan and Capacity Building Department and General Directorate office of WAGD in MOFA. The selection of these participants was with regard to their knowledge and experience in resource mobilization, plan, research and capacity building.

Seven participants (1 woman and 6 men) were from Staff members of Foreign Trade Investment and Tourism Development Department of EBAGD in MOFA, who were selected for their experience and knowledge on foreign trade, investment and tourism.

Six participants (all men) were selected from Staff members of Mobilization of Resource for Development Department of EBAGD in MOFA for their experience and knowledge in resource mobilization, research and plan.

Eight participants (all women), that is, one woman from each of the WADs of five economic sector organizations, including one woman from WAD of Workers' Confederation and two women representatives from women's associations. One head from each of the WADs of Ministry of Trade and Industry, Investment Agency and Ministry of Culture and Tourism were selected for their knowledge and experience in foreign trade, selection of investors and tourism respectively. In relation to this, one representative from Revenue and Customs Authority was selected as it encourages investment by providing duty free privileges to foreign investors. Similarly, head of WAD of the Ministry of Finance and Development was selected for the knowledge and experience

she has in resource mobilization. Head of WAD of Workers Confederation was selected to get information about women working for foreign investors. Two representatives of Women Entrepreneurs and Import- Export Associations were selected to get their impression on foreign trade and tourism.

Two participants (one woman and one man) were from the Ministry of Women Affairs and Peoples' Representatives Women's Affairs Standing Committee respectively. Interview with these participants is considered important to get information about the status of MOFA with regard to gender as WAGD of MOFA reports quarterly to both of them.

### **3.4.2 Samples Selected for Focus Group Discussions**

Three focus group discussions were organized. Two focus group discussion participants were from two general directorates of MOFA (WAGD and EBAGD) and one group was from Adama Customs Branch. The focus group discussion of WAGD in MOFA contained eight participants (4 women and 4 men). This group was organized to find out the experience and knowledge of the participant on gender mainstreaming at policy level, a gender role on resource mobilization together with planning, research and capacity building and on women's trafficking affairs and WAGD's relationship with other divisions of MOFA and other external factors outside of MOFA with regard to these items and gender.

The focus group discussion of EBAGD in MOFA contained thirteen participants (1 woman and 12 men). It was organized to get the knowledge and experience of the participants on foreign business affairs and economic cooperation.

The focus group discussion of Adama Customs Branch has ten participants (2 women and 8 men). These participants were selected to find out their experience and knowledge of women working on illegal import and export activities from Addis Ababa to Djibouti and Vice versa.

### **3.5 Sources and Instruments of Data Collection**

In-depth interview guides and focus group discussion guides were developed and used in accordance with the specific objectives to gather the needed information. The information in the case story was collected by using the occasion of focus group discussion with WAGD of MOFA through leading question at the spot. Personal observation data by the researcher was also collected by simply observing (by using personal observation) different formats, notice boards, slogans, different messages such as mission, vision, value, etc of MOFA. In WAGD and EBAGD, personal observation was undertaken in the two focus group discussions. Furthermore, review of documents

of MOFA was used as a source of data collection. As part of the study of gender mainstreaming aspects in two General Directorates in MOFA in particular and in MOFA in general, information was assessed from the following documents of MOFA. They are policy and strategy, the structures of the head office and the embassies, affirmative action implementation guideline, strategic and annual plans, employees' gender distribution data and newsletter and magazine of MOFA.

### **3.6 Process of Data Collection**

The researcher first identified the two General Directorates of MOFA; namely, WAGD and EBAGD as areas of study. Then, the qualitative study participants were selected and were grouped into two. One group of participants were to respond the interview question and another group was to be part of the focus group discussion.

With regard to the in-depth interview, there were seven types of participants. The division of the seven types of participants was according to the theme or subject they are concerned. That is, after the participants of the staff members of WAGD and EBAGD were selected, the other participants of related organizations outside of MOFA were selected according to the subject they are related. For information not reached through the in depth interview, it was collected by using focus group discussion. The focus group discussion was conducted in the two general directorates of MOFA and one group outside of MOFA. Following the qualitative information gathered through interviews and focus group discussions, it was supported by the assessment of different nine documents of MOFA.

### **3.7 Methods of Data Analysis**

Qualitative data collected through interviews, focus group discussion, observations on views of participants of the study were analyzed in different categories. Out of the collected data, major themes were identified in accordance to the research questions designed and the out puts of the data were summarized in the analysis of findings. Data based on secondary source was also categorized and organized into different themes for convenient use in the analysis of findings.

The categorized and organized themes of the document review correspond to categorical arrangements of the qualitative study outputs. Data gained in the institutional (organizational) profile and sectoral economic foreign relationship of the Ministry of Foreign Affairs in assessing (analyzing) gender mainstreaming in the aspects at the organizational level and in foreign economic relations and at sector level in terms of the five economic sector organizations are gathered and analyzed from the following sources. One of the sources of the study is review of documentation where the researcher collected data from official documents of the Ministry of Foreign Affairs,

national and international context document and from the five economic sector and other organizations documents.

With regard to the Ministry of Foreign Affairs, to look for a gender mainstreaming process in gender mainstreaming, the following items were observed. Gender mainstreaming in MOFA as an organization, gender awareness workshop, gender sensitivity in documentation, a detailed overview of gender concern in the eight aspects of the institutional (organizational) profile of the organization, country and international context documents were observed.

With respect to the economic sectors, the relationship between the Ministry of Foreign Affairs and the economic sector organizations in terms of gender mainstreaming in the core functions of the Ministry of Foreign Affairs with the theme economic diplomacy, documents of Ministries of Trade & Industry, Culture and Tourism, Revenue and Customs Authority, Finance and Economic Development including Investment Agency, were reviewed. Apart from this, the relationship of MOFA with other was sighted in the documents of Foreign Affairs.

## **CHAPTER 4: DATA PRESENTATION, ANALYSIS AND FINDINGS**

In this chapter, the gathered data are dealt with based on the results obtained from the qualitative method; that is, the in-depth interview and focus group discussions. The assessment of gender mainstreaming aspects are done based on the collected data by focusing the specific objectives of the study. Furthermore, document analysis that go in line with the general response of the respondents and other aspects of gender mainstreaming in MOFA are treated.

### **4.1 Identifying Gender Gaps at the Policy Level at PAAAD of WAGD in MOFA**

Questions focused on identifying the gender gaps at the policy level at PAAAD of WAGD in MOFA and the obtained information from the respondents together with supporting data from document review were analyzed and given as follows:

#### **4.1.1 Gender Policy and Strategy**

Information obtained from the interviews conducted with staff members of PAAAD of WAGD together with General Directorate of WAGD in MOFA on the availability of gender mainstreaming policies and strategies or guidelines reveal that there is no any gender policy or guidelines and strategy that serves in ensuring gender equality and women's empowerment as a whole; that is, that serves for both women employees and women external customers of MOFA. The reason for not developing gender policy, strategy or guidelines according to these interviews is that the responsible body, that is, the Women's Affairs General Directorate was established recently, only before three years.

However, since its establishment, the General Directorate has started the preconditions for the process of developing gender mainstreaming policy or guideline and strategy. Some of the preconditions performed are the following: one is the establishment of WAGD and its three departments where it contains eleven human power. The other one is that MOFA has allocated budget for the gender mainstreaming process.

The information also disclosed that until the policy or guideline of the gender mainstreaming is formulated, Balanced Score Card (BSC) has been prepared. The BSC is a two years action plan (2009-2010), revised part of MOFA's strategic plan of the period 1998-2002 E.C (2006-2010 G.C). The BSC contains strategic goals (Objectives), measurements (indicators) of implementation, target and strategic measures (details, and time frame). BSC is designed from four perspectives. They are capacity building, workflow, customer and national interest perspectives. These perspectives are interrelated in the order mentioned above, where gender is to be

mainstreamed into these four perspectives. This plan of action is result oriented and measurable in implementation, which is shown by signed agreements. To implement the plan of Action of WAGD in the BSC, General Director of WAGD has signed agreements with the State Minister. Such agreements are cascaded up to expert level. The three directors of the three departments have signed agreements with the General Director of WAGD and the three directors have signed agreements with their respective experts for taking assignments of implementing the BSC.

Information obtained from the interviews with PAAAD and General Director of WAGD in MOFA on the translation (implementations) of the different policies into the context of MOFA, revealed that the implementation of the different policies such as Ethiopian Women's Policy, NAPGE and women's development package and above all the UN gender mainstreaming policy (Conventions Signed by Ethiopia) and other policies onto the context of MOFA is very much related to the gender mainstreaming process going on in MOFA. So, the information explained that WAGD is in the process of implementing the different policies in translating them into the context of MOFA through the process of formulating gender mainstreaming policy or guideline and strategy.

In the interview, with PAAAD and General Director of WAGD in MOFA, the information of the respondents on what WAGD is doing in MOFA to bring a change in gender mainstreaming in implementing different policies at the moment, responded that the activities WAGD is doing has been explained in relation to gender mainstreaming policy development. Still other preconditions for gender mainstreaming in MOFA, the focus group discussion with WAGD reflected that there are three forums established from different divisions of MOFA in relation to WAGD's gender activities. One is the forum which contains WAGD, Human Resource Management General Directorate and Top Management of MOFA. This forum is approved by the concerned body of MOFA to function, and so it has started to mainstream gender in MOFA.

According to the interview with PAAAD and General Director of WAGD in MOFA, the other two forums are proposed, but not yet approved. One proposed forum is where WAGD, plan, budget and capacity building bodies of MOFA are members of the forum. The other proposed forum is women diplomats forum where it has committee of three members. This forum is believed to have about forty (40) women diplomats, from different divisions of MOFA, as members.

At the moment, rules and regulations are being prepared on the objectives of the forum. The information from the interview also disclosed that although these two forums are not yet approved,

there are still hints (green lights) from the top management on the acceptance of the two proposals. As to WAGD's relationship with other organizations outside of MOFA in implementing the different policies, the information from focus group discussions with WAGD's staff members explained that WAGD has relationship with Ministry of Women's Affairs (MOWA) and the People's Representatives, Women's Affairs Standing Committee in that it reports to them in writing quarterly and in the form of the presentation. With regard to WAGD's relations with legal bodies, the information added that there is information exchange, when required, between the two.

#### **4.1.2 Foreign National Security Policy and Strategy**

With respect to foreign national security policy and strategy, different questions were raised by the researcher as a result of her assessing the foreign affairs and national security Policy and Strategy document. According to information from focus group discussion with WAGD staff members on whether WAGD participated in the development or revision of MOFA's Policy and Strategy, it was revealed that it was not a member of the formulation or revision committee or task force as WAGD was not established in the year 2002, the time the policy document was developed and revised.

The information obtained from focus group discussion conducted with WAGD of MOFA staff members on the revision of MOFA's policy and strategy, to assess gender concerns, reflects that the assessment of the policy document for gender concern is not done, and so it is not yet revised. According to the assessment of the policy and strategy document of MOFA, there is no gender content included in it. On the whole, there is no mention of gender issue in the whole policy document conceptually except on page 44 where it says ".....his/her readiness ....." the pointers for the two genders are used. On the other hand, on page 43 "man" and "man power" are used instead of "human beings" and "human power" respectively (MOFA, 2002:43-44). Such use of language denotes that the document does not use gender sensitive language.

However, according to the focus group discussion with WAGD of MOFA, it is getting ready by taking first step measures to assess the policy and strategy document for revising it by integrating gender into all programs of MOFA.

#### **4.1.3 Affirmative Action**

Qualitative information obtained from interviews with PAAAD staff members of WAGD and the general directorate on the implementation of international and national opportunities of affirmative actions reflected that most of the opportunities of the affirmative actions are not being implemented fully. The UN and African platforms which state that at least 30% of female workers should be placed

in decision-making is being exercised by placing considerable number of women in the decision-making. However, according to the interview, the number of women in the decision-making is far below 30%. This is because out of the sum total of employees in the head office assigned to the positions of director, general director, state Minister and Minister 5 (15.6%) are women and 27 (84.4 %) are men, and . Employees with consulate and ambassador positions are 44 in the Embassies. Out of this, 3 (6.82%) are women and 41 (93.18 %) are men (MOFA,WAGD,2007d).

The information also reported that since WAGD does not have knowledge of the affirmative action on foreign scholarships, it has not implemented it. With regard to implementing the affirmative opportunity placed in the Ethiopian constitution, the interview showed that all activities are done in the Department of Policy and Affirmative Action to give support to women; That is in response to article 35 of the constitution. WAGD and the department bearing the name “Policy and Affirmative Action” were purposely established so as to implement gender mainstreaming activities in general and practice affirmative actions on women in particular. The information from the interview also showed that since the affirmative action in the constitution is translated into different sectoral proclamations, policies, guidelines, its implementation is clearly seen in these terms. So, the interview gave additional information that affirmative opportunities given to women for employment in proclamation number 517/99 E.C are not fully implemented. The information further disclosed that in contrast to this affirmative actions, the criteria in MOFA for employing new graduates (males and females) holding first degree is that they should have a minimum cumulative G.P.A of 2.5 where this criteria is common to both males and females. In connection to this, information obtained from interviews conducted with WAGD of MOFA reveals that either staff of WAGD or employees of the organization do not have special gender knowledge when they were assigned. Special gender knowledge is not criteria for recruitment, assignment or promotion in WAGD.

In the interview, the information on affirmative action guidelines also revealed that since WAGD in collaboration with human resource management General Directorate has given attention to affirmative action affairs for women, they have developed an Affirmative Action Implementation Guideline draft (MOFA August, 2007) based on proclamation number 517/99 E.C to promote gender equality. As to what extent affirmative action is integrated for women employees and external customers of MOFA, these interviews explained that there are affirmative action opportunities integrated in the guideline of affirmative action for women employees only while there are no such opportunities for women external women customers in the sector.

From the document of affirmative action implementation guideline draft (MOFA, August 2007b) assessment, it was found that the affirmative action opportunity given to women to be implemented in the guideline are the following: with regard to selection (screening) and employment, with regard to training and capacity building, promotion, transfer, assignment, and compliant appeal. The information also disclosed that WAGD has formulated affirmative action package as part of balanced score card (BSC) recently, in 2009.

The information from focus group discussion with WAGD on whether the external factors (national and international contexts) are opportunities or constraints revealed that the national and international contexts are more of opportunities than constraints. On the other hand, the information disclosed that the opportunities are not fully implemented into practice. Of course, there are good beginnings registered in this regard; however, the beginnings of implementation of the opportunities are not fully practiced.

#### **4.1.4 Systems of the Organization (MOFA) with regard to Gender**

As part of systems of the organization (MOFA) with regard to gender, organizational culture and management style were assessed from the interview with WAGD.

**(a) Organizational Culture :** With regard to the organizational culture, the interview with WAGD of MOFA was “Is there a guideline that protects women from harassment? “The answer was that up to now there is no such guideline. But in the future there is a plan to develop a guideline that protects women from being harassed. From the information obtained on organizational culture the respondents of MOFA mentioned that there is no sexual harassment reported as a problem by women. Nevertheless, they reported that there is no rule, regulation or guideline in the organization (MOFA) that protects women from sexual harassment and suggested that there is a need for formulating a guideline. With regard to stereotyped gender roles in the organization, the information disclosed that most managerial posts are occupied by men and positions such as secretary, cleaner are roles of women. Generally, all drivers are men. The information with respect to the influence of the organization by the socio-economic environment revealed that the organization (MOFA) is influenced not only by national contexts but also international environments. It also reflects that the presentation of men and women in the decisions-making positions of the organization is a reflection of the objective reality of gender relationship in the organization.

As part of the system of the organization (MOFA) with regard to gender, the following two documents were assessed. In the Ministry of Foreign Affairs magazine called ‘Wustet’ form 1

November 7, Tikimit 2000 E.C (2007 G.C), in the column, “Kerswo-Lersiwo” ( from you to you) in page 17 – 22 an article entitled “A positive start, to be strengthened,” written by Women Affairs General Directorate, is contained (MOFA, September 2007c). In the article, the concept of gender mainstreaming in the context of the real world of the ministry of foreign affairs is given. In other words, the major positive achievements gained in gender mainstreaming in the Ministry of Foreign Affairs are contained.

“Zare Begna Yibika” (MOFA, April 2007a) is a poem which reflects the subordination of women up-to now. So the poet says in his poem that but now it is enough and that the subordination and humiliation of women should stop in this very moment of our generation.

**(b) Management Style:** With regard to gender mainstreaming in management style, the information collected from the interview with WAGD of MOFA showed that the management is positive in promoting gender equality and empowerment of women, which is reflected by its assigning human resource and budget for running activities of WAGD.

#### **4.1.5 Organizational Structure**

The Women’s Affairs Division called Women’s Affairs General Directorate is one of the divisions in the higher position next to the Minister and state Minister in the structure of the organization. It has equal status with the other divisions. In the structure, it (WAGD) reports to the Minister. However, in the structure of the embassies, gender is not institutionalized as Women’s Affairs body and there is no gender focal point, either.

#### **4.1.6 Planning and Research**

The study reflects that an item of gender is contained in the strategic plan of MOFA 2006- 2010) (MOFA, 2006b). Since the strategic plan was formulated before the establishment of Women’s Affairs Directorate and the organizational structure was prepared, the activities included in the duties and responsibilities of the structure are not fully placed in the five years strategic plan of MOFA (2006-2010 G.C). So, as a result, what is included in the strategic plan is only of women employees of the organization and not gender integration in the sector as a whole. With regard to the Guiding Annual Plan of 2007 (2000 E.C) of the organization (MOFA, 2006a), it does not include gender ideas at all although Women Affairs Directorate is already established and gender concerns are included in the structure and duties and responsibilities of the directorate. Moreover, the strategic plan is not taken into the Guiding Annual plan. Similar to plan, gender items are included in

research as indicated in the structure of WAGD of MOFA, as a result of the Business Process Reengineering (BPR) study.

#### **4.1.7 MOFA's Relationship with External Actors**

**Networking with Economic External Actors:** To find out gender mainstreaming aspects regarding networking with economic external actors, the organizational structure of the head office was assessed. Based on this, MOFA has relationship with the economic sector and other organizations as it is contained in the duties and responsibilities of WAGD of (see Annex 5) (pp. 87-89).

**Net-working with international governmental organizations (INGOs):** With regard to the international governmental organizations, Ethiopia has close relationship with the embassies, UN and AU in Addis Ababa in terms of the economy, but gender in the economy is not entertained as economy is entertained in the foreign policy.

**Relationship (Networking) with Embassies in Ethiopia:** With regard to the networking with the Embassies in Ethiopia, Netherlands Embassy and Ireland Embassy are supporting gender activities in Ethiopia, by providing capacity building programmes.

**Networking with international non-governmental organizations (INGOs):** With regard to networking with international non-governmental organizations such as IIRR and OXFAM have active involvement in gender mainstreaming or gender concern in Ethiopia, by providing capacity building programmes.

#### **4.1.8 Mission, Vision etc and Inputs and Output of MOFA**

**Mission, Vision and Values of MOFA:** From observations on mission, vision and values which are indicated in Annex 4,(p.85 ) it was found that gender is not integrated into these items.

#### **4.1.9 Observations on inputs and outputs of MOFA**

**Observation on Inputs of MOFA:** Physical resources distribution and utilization such as latrines and managerial chairs were observed. With regard to latrine, it was found that there are latrines meant for men and women in the underground floor. But the latrines are far away from the offices in the third and fourth floor; which makes them inconvenient for women when they are pregnant and in their menstrual period and for both sexes (genders) when their health is not in good condition.

With regard to managerial chairs, it is found that the chairs of managers by chance fit the women managers, but some chairs don't fit the women managers specially if they are short which this implies

that the chairs were not purchased by considering the biological difference of men and women in their physical nature as the radical feminism theory reflects.

**Observations on Outputs of MOFA:** From observation on major products and services such as the services indicated in Annex 4, it was revealed that gender is not integrated into these services.

#### **4.1.10 HIV/AIDS, Appointment and Employment in the International Organizations**

**HIV/AIDS:** The information from the interview with staff members of PAAAD and RMPCBD of WAGD on women and HIV/AIDS revealed that the HIV/AIDS issue is handled by a task force of HIV/AIDS of MOFA and so it doesn't head the task force. However, WAGD, has responsibility to enable women employees to take care of themselves from HIV/AIDS including different diseases. In this terms, it works with the task force of HIV/AIDS in MOFA.

**Appointment and Employment in the International Organizations:** With regard to women's participation in appointment and employment in the international organizations, the information from the interview reflected that WAGD is working with concerned bodies to achieve such goals. On the whole, WAGD is working to achieve its objectives with regard to HIV/AIDS appointment and employment in international organizations as placed in its duties and responsibilities in Annex 5.

On the whole, according to the information from the interview with Women's Affairs Standing Committee of Peoples Representatives and MOWA, WAGD is performing well at the policy level in general.

#### **4.2 Exploring the Nature of Gender Issues in Women's Trafficking**

Needed data are collected to find out the nature of gender issues in women's trafficking with regard to protecting women from trafficking. Information collected from the interview with women's and children's Trafficking Follow-Up Department staff members and General Director of WAGD on protecting Women from trafficking revealed that they are doing their level best to protect women from trafficking. In relation to protecting women from trafficking, according to focus group discussion with WAGD staff members, the Department of women's trafficking have established relationship with Ministry of Social Affairs and Ministry of Women Affairs to deal with this issue. However, there are problems with respect to this. One key problem is there is no WAD in the Ministry of Social Affairs at the moment. According to the information, there was WAD before the establishment of the Ministry of Women's Affairs before three years. However, after the establishment of MOWA, the WAD was taken to Ministry of Women's Affairs. With regard to guideline for performing against women's trafficking, the information revealed that there is no such guideline. Data from the interview with general director and staff members of the

Department of Women's and Children's Trafficking Follow-Up and staff members of RMPCBD of WAGD on education, training and capacity building programs to reduce Women's Trafficking revealed that up to now such programs have not yet started. The participants added that they are preparing to organize such programs which would be practical in the near future. This question was asked after reviewing the duties and responsibilities of Women's and Children's Trafficking Department from the organizational structure of the head office (MOFA, October 2006c).

The interview with General Director and staff members of the Department of Women's and Children's Trafficking Follow Up on the problems of handling women's and Children's Trafficking together reflected that it is not a problem to handle them together. The problem in relation to this is that in the duties and responsibilities of the department, the activities with respect to children's trafficking are not included.

From the assessment of the structure of WAGD in MOFA, it was indicted that one of the objectives of WAGD of MOFA is "to ensure that Ethiopian Women's (residing abroad) rights are respected. In this respect to reduce and even avoid women's trafficking" (MOFA, October 2006). This objective of WAGD is also ratified in different conventions of UN. According to the document of MOFA, this objective of WAGD is given to women's and children's Trafficking follow up Department as its duties and responsibilities. The department has thirteen duties and responsibilities as can be seen in annex 5. To achieve its objectives (goals), the department of Children's and Women's Trafficking follow-up Department has potential human resource assigned three persons.

### **4.3 Assessing Gender Roles in Resource Mobilization (Foreign Aids, Loans and Technical Support), Plan, Research and Capacity Building**

#### **4.3.1 Gender Roles in Resources Mobilization**

According to the information from the interview with staff members of RMPCBD of WAGD and MRDTCRPD of EBAGD on the role of gender in resource mobilization (Foreign Aids, Loans and Technical Support), it was found that males play great role in resource mobilization as they are assigned in the decision-making positions of the resource mobilization (Foreign Aids, Loans and Technical Support).

The information of the interview added that the existing human resource in the two departments are headed by men directors. That is, the directors of RMPCBD of WAGD and MRDTCRPD of

EBAGD are men. The staff members of the two departments of WAGD and EBAGD are also all men.

#### **4.3.2 Gender Roles in Planning and Research**

With regard to Gender Role in planning and research, the information from the interview with RMPRCBD of WAGD and MRDTCRPD of EBAGD added that women do not usually have roles to participate in planning, that is; strategic and annual guiding plans. It also revealed that the same is true for research. Similar in resource mobilization, males play greater role than females in research and planning for the same reason that females are not usually assigned in the decision-making positions.

The information also stated that if by chance women are in the departments or divisions of resource mobilization, plan, research or in other decision-making positions, they can have roles in these items. However, if they are not members of each item, they are not deliberately be made to participate in them. The interview with General Director of MOFA on its membership of the board of coordination where the economic organizations outside of MOFA are members, revealed that WAGD is not a member. As to membership of WAD of the economic organizations in the Board of Coordination, the respondents replied that they have no idea on this as WAGD is not a member by itself.

From the information of the interview with WAGD of MOFA participants, WAGD was established about three years ago around May 1998 E.C (2006 G.C). According to the information, this was the time; the Ministry of Foreign Affairs had started to work on the reform program that is the business process reengineering (BPR). As final part of the process of the BPR, MOFA has formulated a new organizational structure.

The interview also disclosed that WAGD is not usually a member of committee or taskforce of planning, research and resource mobilization. As to the guideline on how to integrate gender, the information of the interview confirmed that there is no guideline on how to integrate women to have roles in resource mobilization (loans, aids & technical support), plan and research.

#### **4.3.3 Gender Roles in Capacity Building**

With regard to capacity building, the information collected from the interview conducted with staff members of RMPRCB Department of WAGD on the role of gender in capacity building, it showed that females are not represented in the training committee so that they have a say for women and to implement the affirmative action on training. Similarly, in the development or formulation of

<sup>1</sup>training policies and similar guidelines, females are not deliberately assigned to be members of a committee or task force of material development or formulation; specially, before the women's affairs General Directorate was established such responsibilities are gender stereotyped.

The information collected from the interview conducted with General Directorate of WAGD on building the capacity of women so that they have roles in decision making showed that there are no programmes or projects that focus on building the capacity of women in the fields they work or in other fields. However, women were encouraged to continue higher education either in their own or through other means by themselves.

On the other hand, the information added that capacity building programmes were provided to women such as assertiveness training and gender awareness trainings. As a result of such trainings, women are becoming aware of their stereotyped roles in their profession. Some of the women are already capacitating themselves through continuing higher education on distance, extension, or summer, etc programmes with the aim to hold higher decision making positions. Here is a case story in these terms with a woman whom I met during the focus group discussion.

### **Case Story**

*Tejitu<sup>1</sup> is an employee of MOFA working as a secretary. She was only grade twelve complete when she was employed. She is thirty five years of age now. She said that she thought that she was born only to type and be a secretary. So, she never thought of changing the job. She also never hoped to be a director or hold similar positions, she assumed that only males are born to be assigned in higher positions. Now, she added that she has participated in different trainings organized by WAGD of MOFA, where she has got gender awareness and assertiveness trainings. As the result of these trainings, she was encouraged to continue her studies for first degree in Management. She said that after her graduation she hopes to be either an ambassador of her country abroad or to be assigned in one of the higher positions in the head office or the embassies.*

In connection to this case story, the document of gender disaggregated data of employees' of MOFA positions and qualification in the Head of Office and the Ethiopian Embassies (Missions) in 2007-2008 as indicated in Annex 7 was assessed. Based on the assessment of the document, most managerial positions are held by males whereas, in the lower positions women are placed.

---

<sup>1</sup> . Fictive name

With regard to gender role in capacity building, particularly for women to come to decision-making positions, different gender awareness workshops were conducted by WAGD. Since its establishment, according to the interview conducted with WAGD. Some of the themes of gender awareness training workshops conducted are the following:

- Training on basic gender concepts.
- Training on the concept of gender mainstreaming.
- Training given to capacitate women. (So that they would be assertive).
- Training given on affirmative action with regard to the relationship of gender with ethnic group and people with special needs.

#### **4.3.4 Human Resource Distribution in MOFA**

With regard to the sex ratio at the various levels of the organization in terms of qualification and position, the information of the interview on human resource distribution showed that the number of females in the higher decision-making positions is less than the number of males generally. Similarly in the higher qualification, the number of men is more than the number of women. This response of the participants is supported in the document review of employees' gender distribution data as can be seen in Annex 8 (MOFA, WAGD 2007d).

With regard to gender distribution data of the head office (Ministry of Foreign Affairs), out of 369 employees, 224 (60%) are men and 145 (40%) are women. With regard to the positions they are assigned, the gender gap is noticed in the higher positions. In this respect, the first four higher positions can be seen. Out of the sum total of employees assigned to the position of director, general director, state Minister and Minister 5 (15.6%) are women and 27 (84.4 %) are men. Women are 7 (11.6%) and men are 53 (88.33%) out of 60 employees. From third to first secretary employees are 49 in number where women are 9 (18.37%) and men are 40 (81.63%). As attaché and graduate attaché, 6(21.43%) employees are women and 22 (78.57%) employees are men. From this data, the number of women in the higher decision-making position is very low as compared to the number of men (See Annex 8).

The other point is that there are positions which are stereotyped as female roles and not male roles and vice-versa as can be seen in Annex 8. This is observed in “from secretary to executive secretary I” where the employees in this profession are all females and no male is in this profession. On the other hand, in the positions driver, spokes person and Liaison officer and transport and transistor, men (males) are assigned as 100% and no female in those positions. Similarly, the stereotyped roles

are also clearly seen in the decisions-making position in the lower management (positions) of the head office as can be seen in Annex 8. In the five lower positions namely, archives desk officer, cleaners, chief, diplomatic valise, general service supervisor and clerks supervisor are all women (100%) whereas only floor attendant is 50% male and 50% female.

With regard to gender distribution data of Employee in the Ethiopian Embassies (MOFA, WAGD, 2007-2008), out of 225 employees, 184 (81.8%) are men and 41 (18.2 %) are women. With regard to positions of embassies, the gender gap is noticed in the higher positions. The gender gap can be seen in four positions. Employees with consulate and ambassador positions are 44. Out of this, 3 (6.82%) are women and 41 (93.18 %) are men. Out of the employees from advisor I up to Ministerial post, 3 (4.2%) are women and 67 (95.71 %) are men. For the position from third to first secretary, 9 (16.36 %) are females and 46 (83.64 %) are males which makes 55 employees all together. With regard to attaché, there are 32 employees. This means, 10 (31.25 %) are women and 22 (68.75%) are men.

From this data, it is clear that the number of women, in the higher decision making positions are very low. Some positions are reflections of stereotyped gender roles, like the position from secretary to executive secretary I is limited to only women. When it comes to the qualification of the employees with respect to gender distribution, the data states the following: Out of 175 employees who have first degree (BA or BSC) and above, 29 (16.75%) are women and 146 (83.43%) are men. Out of 172 employees who have completed grade 12 up to advanced diploma 105 (61.05%) are women and 67 (38.95%) are men.

In the third type of qualification, that is below grade 12, out of 22 employees, 11 (50%) are females and 11 (50%) are males. From this data, it is clearly seen that the higher educational qualification, the wider the gender gap will be. The gender gap is 83.43% men to 16.75% women. If this gap has to be narrowed, MOFA has to work onto produce 33.25% qualified women at higher level to make 50% qualified women. Similar to qualification of the head office, in the qualification of the embassies the gender gap is wider in the higher qualification. Such gender gap is observed with employees of the embassies with first degree (B.A or BSC) and above. Here the number of females is 24 (13.71%) and males 151 (86.29%). On the other hand, in the qualification of employees from grade 12 up to advanced diploma, women are 30 (68.83) and men are 17 (36.17%). This difference has occurred because this very qualification has relationship with the stereotyped role of women in position.

#### **4.3.5 Observation on Human Resource Distribution in three Departments of WAGD and two Departments of EBAGD in MOFA**

From the observation on two General Directorates, specifically, in three departments of WAGD and two departments of EBAGD, the existing human resource distribution in the departments of the two General Directorates was assessed in terms of number, gender and position.

**In WAGD (In Three Departments):** The existing human power in the three departments is eight persons and in WAGD General Director office is two persons. All together they are ten. The gender distribution of the directorate general in terms of profession (including the secretary) is eight professionals at the movement. Out of these professionals four are females and four are males.

With regard to the three females, one is the Directorate general who worked as an Ambassador of Ethiopia to different countries for about twelve years. The other is the director of Policy and Affirmative Action Department who served as a diplomat in one of the Ethiopian embassies. The third one is an expert who also served as a diplomat in one of the Ethiopian embassies.

**In EBAGD (In Two Departments):** The existing human power in the two departments of EBAGD is eight persons and in EBAGD office is two persons. All together they are ten. Out of these professionals, two are females and eight are males. With regard to the eight males one is the Directorate General of EBAGD and two are Directors of the two Departments. The five males work as advisors, senior advisors, first and second secretary and as an attaché. With regard to the two females one is the secretary of EBAGD General Director and the other one is an attaché.

#### **4.4 Exploring the Extent of Gender Gaps in the Foreign Business Affairs with particular focus on promotion of Foreign Trade, Tourism and Selection of Investors at FTITDD of EBAGD in MOFA**

##### **4.4.1 Promotion of foreign trade (import- export) with regard to Gender Mainstreaming**

In the promotion of foreign trade (import- export) MOFA's responsibility is to serve as a bridge in facilitating the relationship among the global, national and local governments in the markets sector. With regard to import-export trade, nowadays there is a trend that more attention is given to export trade than to import trade by the Ethiopian government. The question here is what special support is given to Ethiopian women.

On the other hand, information obtained from the focus group discussion with WAGD and EBAGD of MOFA on cooperation with WAD of Ministry of Trade and Industry in relation with the core function foreign Trade (import-export) reveals that there is no official cooperation or relationship of

working together guided by a guideline though WAGD of MOFA has arranged share of experience of women entrepreneurs in the form of trade fair and exhibition for Ethiopian women such as the one arranged in Ghana.

In connection to this, the information obtained from the interview with WAGD and EBAGD of MOFA, WAD of Ministry of Trade and Industry and Women's Entrepreneurs and Exporters and Importers Associations reveal that there is no special measurable support different from men arranged to encourage women to participate in the export trade; that is, there is no different priority given to women so as to implement the affirmative action placed in the constitution. Women's Affairs Department (WAD) of Ministry of Trade and Industry on its part is working towards gender equality in the foreign trade by establishing and organizing women exporters and importers associations. It also signs agreements, for example, with ILO, to get financial and technical support. In such agreement WAGD of MOFA has not involved and even does not have knowledge about it. Based on the agreements, different skill trainings and exhibitions were undertaken for women.

The collected information from interview conducted with the Addis Ababa women entrepreneurs' Association and Ethiopian women Exporters and Importers on the relationship with and contribution of MOFA and Ministry of Trade and Industry in import and export trade reveals that the Association have relationship with both Ministries. Whereas, Cooperation with women individuals or associations in relation to tourism, it was reported that there are no relationships.

The information added that the association's relationships with WAGD of MOFA and WAD of Ministry of Trade and Industry in import and export trade reveals that Ministry of Trade and Industry has contributed a lot to the Association in that it has organized, skills training, workshop and exhibition. Moreover, the information mentions that WAGD of MOFA has also organized share of experience workshops for women such as in Ghana. Still, the information shows that the Association commented that women importers, and, especially exporters need more skill training on share of experience workshops, trade fare and exhibitions to be arranged and organized again. In connection to this, different documents were reviewed. With regard to foreign Business Affairs with particular focus on promotion of foreign Trade (Import-Export), investment (Selection of investors) and Tourism, some ideas of gender are included in the document of organizational structure of MOFA, specifically in WAGD's structure However, the gender concern or Gender gap in these items is not clearly identified in the document of the foreign policy and strategy.

## **Gender with regard to Tax and Customs Duty in Foreign Trade**

According to observation on tax exemptions in foreign trade (import export) with regard to gender, it shows that the duty free and tax exemption privileges on foreign trade are equally provided to women and men. There is no special privilege given to women in these terms. Data collected from the interview with WAD of Revenue and Customs Authority. The data also revealed that there is no legal frame work in the gender dimension of tax to empower women and enable them participate in foreign trade (import-export). From the focus group discussion with WAGD of MOFA , it was reflected that MOFA and MOFA does not have official relationship with Revenue and Customs Authority with regard to gender.

## **Women's involvement in the Illegal Foreign Trade**

Group discussion with Adama (Nazret) customs Authority Branch representatives on illegal foreign trade import and export activities from Djibouti to Addis Ababa and from Addis Ababa to Djibouti with respect to gender, pointed out that there are reasons for women to get involved in the illegal import and export. One reason is that women in Ethiopia as in any other developing countries are poor. As a result of this, women can not work in the formal sector and are forced to work in the illegal import and export trade.

So to facilitate the illegal foreign trade, women bribe themselves in kind and go out to have sexual affairs with different men involved in the illegal foreign trade (import- export) activities on the way from Addis Ababa to Djibouti. This type of bribing in relation to illegal import and export has a negative impact on women. The negative impacts are the followings:-

One is women may face unwanted pregnancy and may lose their life in getting rid of the unwanted pregnancy again illegally. The other is there could be social instability on the side of women. Still another one is women may die as a result of contradiction created in the enforcement process of the illegal import-export.

The men with different professions such as drivers, traders, customs police, other government representatives etc...may get financial advantage in addition to having sex relationship with women in the illegal import-export. Considering the ugly situation of women in the illegal export, the Ethiopian government has tried to solve the problem and save women victims. However, to solve the problem efficiently and effectively, there is no coordination among sector organizations concerned in the illegal foreign trade. For example, there is no coordination or cooperation among MOFA, Ethiopian Customs Authority (Ministry of Revenue) Ministry of Trade and Industry Ministry of Agriculture and Transport Authority, etc...in practice through guideline.

#### **4.4.2 Promotion of Ethiopian Tourism and Gender Mainstreaming**

According to the information from the interview of head of WAD of the Ministry of Culture and Tourism, it is found that Ethiopia has adopted the slogan of the year 2007 of tourism day which says “Tourism opens doors for women (Tourism, 2007). In response to the slogan, the ministry of culture and tourism gave rewards to women who are engaged in hotel services for tourists and women who produce handicrafts for the consumption of tourists. This was revealed in the information from the interview with head of WAD of Ministry of Culture and Tourism. Furthermore, the information disclosed that workshops, exhibitions, and trainings were organized in response to the slogan.

#### **Cooperation with the Ministry of Tourism and Culture**

According to the information collected from the interview with head of WAD of Ministry of Tourism and Culture and WAGD of MOFA on the cooperation or communication with regard to gender mainstreaming in tourism sector, it is found that there is no relationship created between them with regard to gender mainstreaming in tourism sector.

#### **4.4.3 Gender Mainstreaming in Investment with particular focus on Selection of Investors**

In accordance to the economic core function related to foreign investors and Ethiopians residing abroad investing in Ethiopia in employing women the data collected from the interview with head of women’s Affairs sector of the confederation of Ethiopian trade union manifested that there are sexual harassments reported as there are no regulations or guidelines to protect women from harassment are not available. According to data collected from head of WAD of workers confederation, women working in the Flower Development Companies are harassed sexually and face job insecurity and other harassments. The severe harassments committed by foreign investors are handled by court.

On the other hand, in relation to foreign investors and Ethiopians residing abroad investing in Ethiopia, there is no such remarkable relationship (cooperation) among MOFA, the Investment Agency, Ministry of Trade and Industry and Women’s Affairs of the Confederation of Ethiopian trade Union with regard to women employed by such investors according to the data from focus group discussion with WAGD. Furthermore, there is no rule that binds economic core functions of investment in general related to foreign investors and Ethiopians residing abroad investing in Ethiopia, and the Ethiopian government through MOFA with respect to employing women either in the formal or informal sector according to the data from head of WAD in workers confederation.

With respect to employing women in the investment sector by giving special consideration, the information added that there are no such agreements available. The information also disclosed that women and men are equally exploited with regard to payment.

#### **4.5 Locating the Nature of Gender Integration in the Mobilization of Resources (Foreign Financial Aid, Loans and Technical Support) at MRDTCRPD of EBAGD in MOFA**

Information collected from interview with WAGD of MOFA and WAD of Ministry of Finance and Economic Development on foreign financial loans aid and technical support reveals that out of the foreign aid and technical support the country gets no amount or percentage that goes purposely to the promotion of gender equality at the sectoral level. The information also showed that there are no rules regulations or guidelines on assigning financial and technical support or loans Ethiopia gets from foreign donors countries, etc... According to MOFA respondents, there is a budget allocated for WAGD, for gender purposes at the organizational level.

The other information revealed was women do not generally have equal access and control of the organization's different resources as more men and very few women are in the higher positions. The interview conducted by the researcher with MOFA, revealed that one department in the women's Affairs General Directorate is concerned in mobilizing resource (finance and physical) Consequently, it has established relationship with the concerned bodies at the organizational level with different departments of the organization and at the sectoral level with other organizations. Furthermore, the information of the Interview showed that three organizations: MOFA, Ministry of Finance and Economic Development and Ministry of Women's Affairs work with regard to resource mobilization for gender purposes.

The information found from the interview with the head of WAD of Ministry of Finance and Economic Development and RMPCBD of WAGD and MRDTCRPD of EBAGD in MOFA, showed that WAGD's and EBAGD's potential relationship with the Ministry of Finance and Economy is observed in that three of them are involved in resource mobilization.

From the organizational structure document review, with regard to the nature of gender integration of mobilization of resources for development and technical cooperation (Foreign financial loans, Aids and Technical support), some ideas of gender are included in the organizational structure of MOFA, specifically in WAGD's structures and the foreign policy and strategy of MOFA documents. However, the gender integration in these items is not clearly identified in the foreign policy and strategy document.

## **CHAPTER 5: INTERPRETATIONS OF THE RESEARCH FINDINGS**

This chapter focuses on the discussion of major research findings. Analysis of findings are based on theoretical perspectives of the study, the literature reviewed, assessment of international and national contexts, policies and strategies, national legal frame work, external and internal components of foreign Affairs relations sector. The interpretation concentrates on the outcomes of primary sources carried out in two General Directorates of MOFA and MOFA's Coordination with other sector organizations, associations, confederations related with core functions of MOFA.

The promotion of the advancement of women can not be seen separately from the overall context of economic, social and political developments of any given country. Women's participation in the newly created social environment condition must also be evaluated within the perspective of the overall process of development in Ethiopia. Policies to promote economic, social and political development must guarantee opportunities for women's full participation in decisions that affect them. Based on this, gender mainstreaming in the current situation of MOFA is discussed as follows.

### **5.1 Gender Gaps Identified at the Policy Level**

The literature reviewed in the study reflected that promoting gender mainstreaming activities to achieve gender equality in foreign polices and affirmative action, in protecting women's trafficking, in gender roles, resource mobilization (loans, aids and technical support), planning, research, business affairs(foreign trade, investment and tourism)and gender dimensions in resource mobilization have positive impact on a country's and thereby on an organization's poverty reduction programs in particular and in all rounded development in general.

Moreover, there are international commitments and policy considerations such as ratified UN Conferences on gender equality on the strategy of gender mainstreaming to come to gender equality. In spite of such global advancements, gender mainstreaming to achieve gender equality is not ensured in most settings. Various reforms, programmes, policies action plans were observed in different documents of gender mainstreaming activities in Ethiopia, which affected MOFA and its selected areas of this study. The documents, which were designed in respect to the ratified UN Conferences on gender equality, are women's policy (FDRE, 1994) the constitution (Article 35) (FDRE, 1995), the revised family law(FDRE,2000), SDPRP, PASDEP other revised documents from the perspective of gender.

In relation to gender mainstreaming in the country, MOFA's documents and organizational structure were analyzed with respect to gender.

**Policy Gaps:** The SDRP document, which addresses a number of issues, has no provisions of foreign relationship sector from the point of view of gender. The foreign relations sector not being considered in SDPRP from the point of view of gender reflected that the foreign relations sector with respect to gender was not taken as category in the poverty reduction programme. On the other hand, the foreign relations sector is one of the priorities of the recent reforms made in Ethiopia for poverty reduction. As a result of this, the Ethiopian foreign policy and strategy was developed. In this policy and strategy, gender concern is not included.

**Gaps in Policy Implementation:** Assessment of the international and national commitments and policy considerations the organizational structures of MOFA and study findings show that there are gaps between policy provisions and actual implementation in terms of gender mainstreaming. Particularly, the opportunities given to women contained in the structure of WAGD as duties and responsibilities are not implemented fully. Studies show that women do not usually participate in policy formulation.

The Affirmative Actions provided by UN, African platform, and (CSA 1999) also are not implemented fully, specially, in balancing gender in the decision-making positions and higher qualifications in education. Findings also show that gender roles are stereotyped. In connection with this, the structure of Ethiopian Embassies do not include gender focal point or gender representative body. In this case, WAGD can face problems in it translating its duties and responsibilities in the relationship of gender with Ethiopian Embassies placed in the structure as there is no focal point in the Ethiopian Embassies in actual implementation.

**Theoretical Perspectives Analysis:** As the radical feminism theory is based on the strategy or approach of gender mainstreaming, the government of Ethiopia has already started to implement gender mainstreaming by integrating gender into all its programs, projects, plan, etc. of development. In the same way, the Ministry of Foreign Affairs has integrated gender into its programs, projects etc. This is reflected in two ways. One is the establishment of Women's Affairs Directorate and the other is the structure of women's affairs directorate in the organizational structure of the head office (Ministry of Foreign Affairs) and the assignment of employees.

As gender mainstreaming is an approach (a journey) towards gender equality and yet there are already gender gaps noticed in the Ministry. So, to fill the gender gaps, the Ministry has developed gender affirmative action guideline (manual) as one measure to be used in the organization. The affirmative actions taken are measures that help to entertain gender equity until gender equality is

reached. The idea that gender concern is of women and has to be entertained only in women affairs departments, organizations, or directorate in this case, is changing to some extent as a result of gender awareness trainings. The new transformational idea of change is that gender should be integrated in all programs projects, plans, etc of development. It is based on this that gender is integrated not only in the development programs but also into the poverty reduction program of the country (NAPGE,2006).

At the Ministry of Foreign Affairs level, gender concern is a theme not only at the organization level (employees) but also at the sector level where gender should be integrated into the five core functions of the Ministry of Foreign Affairs (MOFA October 2006c). The five core functions are to be implemented in the Head office (MOFA) and in the Ethiopian Embassies abroad in collaboration with sector organizations involved with core functions. In such relations, gender should be integrated into all the core functions. In general, in transformational change, by using the gender practical needs, the aim is to come to gender strategic needs.

**Foreign Policy and Strategy:** To come to the whole policy document analysis the Ministry of Foreign Affairs being the bridge between the national context and the outside world, the foreign policy document has not integrated anything of gender sensitivity. Above all, the foreign policy document analyzed has been revised recently in 2002. This is the time when government commitment with respect to gender has reached its peak. Preparation of women's policy, Article 35 of the constitution which promote women's equality with men, the establishment of women's affairs department (Bureaus, Sectors) ratified UN conference of Beijing on gender equality, review of other documents from the perspective of gender and revision of family law are some of the reflections of the government commitment. So the surprise is that the foreign policy was not revised in light of this. As a result, it has become gender blind rather than gender sensitive.

**Gender Policy and Strategy with regard to strategic planning:** Until gender policy and strategy of MOFA is developed, the Balanced Score Card (BSC), revised form of the remaining two years (2009-2010) of the strategic plan of five years (2006-2010), is to be used. Although the strategic plan of five years (2006-2010) contains some ideas of gender with respect to women employees, it does not include ideas of women who are involved in the sector of core functions, whereas the foreign sector is prioritized in the reform for the purpose of poverty reduction of the country.

**Affirmative Action:** WAGD in collaboration with Human Resource Management of MOFA, has developed affirmative action guideline. The guideline was adopted from the affirmative action placed in proclamation 262/94 E.C and the revised one numbers 517/99 E.C for employment, promotion and transfer, particularly, which states that if men score up to 3% more than women, women would be selected for the competition. However, the guideline is not implemented as it should (fully). Moreover, the guideline does not entertain women who are involved in the core functions of MOFA; that is, women involved in economic affairs, for such women there is not any other affirmative action guideline, either. MOFA has assigned women in the different decision-making positions. Nevertheless, the number of women in the decision making position is few. In this respect, MOFA has not translated fully the affirmative action given internationally in UN and African flat form which states that at least 30% percent of women should be placed in decision-making and the affirmative action given in the document prepared by Civil Service Agency which states that out of the 100% annual foreign scholarship given Ethiopian, 30% of it should be given to women and the remaining 70% is divided equally between women and men.

Although affirmative action implementation guideline is formulated, it is not implemented in the sector as it should specially, the recruitment procedure is so strict that it requires a G.P.A of 2.5 and above as a criterion. Consequently, it has become difficult for women to be employed in more numbers. On the other hand, gender knowledge is not criterion for recruitment, assignment or promotion in WAGD.

**Organizational Structure:** The relationships of the Directorate with the programs are only given in the duties and responsibilities of the Directorate General. How the directorate could work with the other programs is not identified clearly. When the Directorate general of women's Affairs and policy is compared with other sector organizations it is at the highest level. Because the Directorate General includes three departments under it where as the other sector organization have women's Affairs department as the highest level. The analysis is seen from the definition point of view of gender mainstreaming. How is gender mainstreaming in the Ministry of Foreign affairs implemented according to the concept.

This can be seen from the points discussed in the previous chapters (parts). Although the women's Affairs directorate general is established only about two years ago, there are considerable activities done. The establishment of women's affairs at directorate general level different from other sector organizations which have only a women's affairs department, shows the commitment of top management of MOFA with regard to gender. Another commitment of the top management is

expressed in the organizational structure of the head office where the Women's Affairs Directorate General is organized in three departments where the human power is also potentially with eleven human powers.

With regard to human resource development, the Ministry has developed a guideline at a draft level for implementing affirmative action with respect to employment, appointment, assignment, promotion, and training of women employees. Such initiatives are highly encouraging as they are not usually found in other sector organization. However, similar to the Affirmative Action Guideline prepared for employees, there is no Affirmative Action Guideline for women who are involved in the core functions.

In the structure, according to document review and collected data from MOFA reflected that there is communication among the division of MOFA, cooperation with sector organizations involved in the core functions of MOFA and relationship with NGOs, INGOs and embassies of different countries in Ethiopia with respect to gender. The new organizational structure contains two organizational structures where one is of the Head Office of the Ministry of Foreign Affairs and the other one is that of the embassies (abroad) missions. The women's affairs general directorate is contained in the structure of the head office. Whereas there is no even gender focal point in the embassies.

With regard to reporting, in the organizational structure of MOFA, WAGD reports to the Minister of MOFA. Whereas in the Balanced Score Card (BSC), that is, in the revised strategic plan of 2006-2010 of MOFA, WAGD reports to the state minister. Such change is done for the smooth running of the work. So, it is still a positive measure.

**Human Resource:** In terms of human resource, the Women's Affairs General Directorate contains directorate general, secretary and three departments of Women's Affairs and policy Directorate that have two experts and one head department all together eleven human power is assigned in the structure. On the other hand in other sector organizations it varies from one head department and one secretary to one head, two to four experts, all together, there are up to six human powers in the women's Affairs Departments of other sectors.

Although the Women's Affairs Directorate general was established recently, (some two years ago) that is later than the other sector organizations, it has gained quite considerable achievements.

As compared to other Women's Affairs Departments of other sector organizations, the Women's Affairs Directorate General has more number of human powers (resource). However, compare to its duties and responsibilities contained in the structure, the assigned human power are less. This is

because the Women's Affairs Directorate General is involved in major programs. One major program is that it works in the organization (MOFA) with employees women and men in general and women in particular and with other divisions of MOFA at directorate general level.

The second one is the program that it potentially works within the country with sector organizations involved with core functions of MOFA, women organizations, IGOs, and NGOs found in the country. Still another one is that it works with Ethiopians, embassies and other countries abroad.

So, because of all these, the assigned potential persons, eleven in number is not enough. Moreover, there is still a gap of human resource of the General Directorate between the potential human resource of the structure which holds eleven and the existing human power which is eight. All these programs have common theme of integrating gender into the five core programs as a sector, into support programs and into all activities, programs, projects and documents of the organization.

**Human Resource Development Assessment in Relation to the Affirmative Action:** When the assignment of human resource in the head office is viewed with the opportunities given to women in the Beijing and African platform which states that the representation of women in the decision making of an organization should be 30% it is a below in the first three or four position. When the number (percentage) of women in the decision head office is compared making at the assignment of women in Philippines in 2003 is also lower. In the Missions (Ethiopian Embassies) the number of women is the first three with positions is not also in accordance to the privileges given in Beijing and African platform with the aim to increase the number of women in decision making. In the Missions, the number of women in the current year (2008 G.C) the percentage of women is still lower than the one in Philippines (Annex 8).

### **Constraints in Implementing the Policies**

With regard to the recruitment criteria of MOFA that women or men should have a G.P.A of 2.5 is one of the contributions for the lower number of women occurrence in MOFA when compared to that of the men. This criteria is seen from three perspectives, one perspective is gender mainstreaming is a journey towards gender equality. To come to gender equality, gender mainstreaming strategy should be helped by another strategy, called affirmative action. With regard to affirmative active also called positive discrimination, it is given in Article 35. Article 35 of the constitution which states in short that since women were disadvantaged. Previously special affirmative action should be given now. So in light of this, it is clear that some points are missing in the criteria. It does not go with gender mainstreaming principle and the points contained in Article 35 of the constitution.

Another perspective proclamation 515/2007 G.C of Civil servants revised version of proclamation 262/2002 G.C of civil servants which states that during computation of promotion, requirement, and transfer if males score 3% points more than females, females are considered to win the computation. With regard to this, it is found that the criterion, has not considered the opportunities given in the proclamation of civil servants. The third perspective is the standardized G.P.A for first degree is cumulative G.P.A is 2:00. This standard is internationally as well as nationally accepted.

Hence, taking this Idea (concept) and the other two perspectives discussed above in to account, the standardized cumulative perspectives G.P.A 2.00 can be considered as starting cumulative G.P.A for women.

Another constraint for implementing the policy is that there are no guidelines that help to translate and implement the different policies, structures, etc into action. Furthermore, there are no gender awareness programs arranged for the management body although the management body is positive for gender mainstreaming. Apart from this, since the establishment of WAGD is recent, it is not well organized to implement the policy fully although there are good beginnings.

### **Gender Mainstreaming in the External Components** **Assessment of Gender Mainstreaming in the External Component of MOFA**

**In the International Context:** International context as opportunities Ethiopia has signed agreement ratified convention on gender mainstreaming on development activities in general and economic growth in particular from the context of international relations.

These agreements, and ratified conventions are again included in article 9 of the Ethiopian constitution. However the opportunities are not exploited to the maximum according to the study and document review of Foreign policy & Strategy, (MOFA, 2002).

**In the National Context:** In the national context it is clearly seen that the Ethiopian government is committed to gender mainstreaming in the development agenda, in general. To this end, the government of Ethiopia has committed itself to women's advancement through different policy declarations. The commitment of the government is reflected in the constitution, new economic policies and development strategies, National population policy, health, and education policies. etc All these commitments of government are considered as opportunities by the different sectors, including the Ethiopian foreign relations sector. When it comes to the implementation of the opportunities, it is found that the opportunities of the national context are not fully implemented in practice by MOFA.

**External Actors:** MOFA's relationship with IGO's , INGO's and Embassies in terms of gender and economy; that is, in foreign trade, tourism, foreign loans and aid, and women's employment by foreign investors, is not exploited fully to the maximum. On the other hand, the country is implementing the strategies and policies of poverty reduction program of which the foreign economic relation sector is one of them. From this point of view, there is a gender gap observed in translating the poverty reduction program into the foreign economic relation center.

**Cooperation with Economic Sector Organizations:** MOFA's relationship with economic sector organization is placed in the duties and responsibilities of WAGD of MOFA, but in the real relationship, according to the study, both sides do not have remarkable cooperation although there are some entities of start. In this sense there is a gender gap noticed against the national plan of action for gender equality integrated with poverty reduction of the country which is translated from gender mainstreaming of Beijing flat form of 1995.

**Gender Mainstreaming in Items Related to the Economic Diplomacy:** With regard to promoting women's empowerment in the print media, two articles are contained in the recent two magazines. This is a good beginning. However, when compared to the two main objectives of the foreign sector, that is, the economic diplomacy & public diplomacy, more promotion of gender in general and of women in particular on print media as well as electronic media should have been made.

### **Items Connecting in terms of MOFA as External and Internal Components**

With respect to gender mainstreaming in items connecting in terms of MOFAs external and internal components, the following are reflected in the study.

- a) In the mission: The mission and its translation into the long-term goals do not include gender item for the external customer.
- b) Out put: Mission, long-term objectives and services such as the functions of MOFA are not linked with respect to gender.
  - Monitoring evaluation does not have disaggregated data system.
- c) Input: There is no guideline regulation which guides what percentage or amount of the foreign aid, loan technical support should be assigned to gender activities.

### **5.2 The Nature of Gender Issues Explored in Women's Trafficking**

With regard to women's trafficking that it is included in the women's affairs General Directorate as one Department Called "Children's and Women's Trafficking" shows the management of MOFA's commitment to protect women from trafficking. As a department, it has its own duties and

responsibilities. In connection to its duties and responsibilities, it is only the duties and responsibilities in relation to women and not in relation to children. In this respect there is no clear cut relationship of the two. The department's relationship with other organizations outside of MOFA such as with Ministry of Social and Welfare Affairs is placed in the structure of MOFA. But how it works is not clearly identified.

### **5.3 Gender Roles Assessed in Resource Mobilization (Foreign loans, Aids and technical support), plan, Research and Capacity Building**

According to human resource distribution data of MOFA either in the Head Office or in the Embassies, most of gender roles are stereotyped. Most managerial positions are held by men and in most lower positions, women are assigned. There are different reasons for such results. One reason is that women's number in the higher qualification is lower than that of men's. This is because when women are more qualified than they are assigned in the higher decision making positions. On the other hand, some of the females who are qualified have not occupied high positions as they should.

The other reason is that the criteria for the recruitment in MOFA is the requirement of cumulative GPA 2.5 and above. This criteria has contributed to the low number of women in MOFA. Furthermore, the different affirmative action opportunities given in the different documents are not applied to increase the number of women in the decision making positions.

### **5.4 The Extent of Gender gaps Explored in the Ethiopian Foreign Business Affairs with Particular Focus on Promotion of Foreign Trade, Investment and Tourism**

#### **A. Business Affairs (Import –Export Trade)**

With regard to foreign trade ( import- export ) there are good beginning that have been achieved by MOFA and Ministry of Trade and industry in arranging trade exhibitions in such as at Ghana and Addis Ababa in collaboration with ILO in capacity building of women in import and export trade. However, this is not enough when compared to the goal of MOFA in promoting import and export trade with regard to gender. Especially, in meeting the national action plan for gender equality (NAPGE) integrated with poverty reduction programme there is still a need for MOFA and Ministry of Industry to work together more on promoting gender mainstreaming in foreign trade (import- export trade).

In relation to import – export, gender and tax exemption and customs duties free usually are related. However, in the study it is found that the relationship of gender and tax exemption and customs duty free are not considered against the affirmative action placed in the constitution.

Women. Involved in import – export trade.

Though there are some initiatives in supporting women importers and exporters through their Associations and forms, there are more needs to be fulfilled in building the capacity of women and in making information accessible to them. In relation to the import – export the impact of illegal import export on women engaged in it is not taken into account according to the study .

In the study, women engage themselves in the illegal import export because of their being poor; that is most of them can not take part in the formal and legal import export trade. As a result, they pay money and at the same time they have affairs with men so that their illegal import export materials circulate safely. However, the result is that there are possibilities that these women could be affected by HIV AIDS related diseases where they in turn transmit such diseases to others.

## **B. Tourism**

With regard to Tourism, the Ministry of Culture and Tourism is working in organizing trainings and arranging exhibitions by its own. This initiative is a good start. In connection to this, it is found that Ministry of Culture and Tourism is not working together with MOFA or vice versa. This has resulted from both sides that they are not aware that they should work together on the tourism sector.

More over, in the study, women do not usually have access to information as they are occupied in the three roles. On there hand, the very nature of tourism is international. In this international setting women should be promoted so that they would participate and be beneficiaries of tourism sector.

## **C. Ethiopian Women Employed by Foreign Investors and Ethiopians Residing Abroad Investing in Ethiopia**

In regard to this, there are no agreements made with the foreign investors to employ women as a criterion in return to the customs duty free, tax extirpations and tax holiday privileges they get. Since there are no such agreements, the investors con hire and fire woman as they wish depending on the answer to the question of sexual relationship .As a result of this, women are vulnerable to sexual harassments as there are no agreements or guidelines to protect them.

### **5.5 Nature of Gender Integration Located in the Mobilization of Resources foreign financial aid, loans and technical support Ethiopia gets from foreign countries**

Regarding economical cooperation in general, and foreign financial aid, loans and technical support in particular, it is found that out of the foreign financial and technical support in the form of foreign loans and aid which Ethiopia gets, there is no percentage amount assigned for gender promotion or for supporting women as it is noticed in Philippines experience. In Philippines 5-10% of foreign financial technical support is assigned for gender promotion purposes.

## **CHAPTER 6: SUMMARY, CONCLUSION AND RECOMMENDATIONS**

This chapter includes the major findings discussed earlier and in concluding, it makes mention of gender concerns and gender gaps in the MOFA. Following the conclusion, certain recommendations are suggested that strengthen the gender concerns and fill the gender gaps observed in the MOFA.

### **6.1 Summary**

Gender equality is a global issue where most governments of different countries agreed that one of the strategies to achieve gender equality is gender mainstreaming. These agreements are included in the UN gender concerns held in different conferences. In response to the UN gender mainstreaming concerns, the Ethiopian government entered commitments through ratifying gender mainstreaming conventions. Consequently, it had issued national policies and action plans to support its different gender mainstreaming activities in different organizations. Gender inequalities persist regardless of these efforts because of gender power relation which is patriarchal gender relations in communities reflected in the different governmental organizations.

The patriarchal gender relation determines the socio-economic status of women in the different governmental organizations. Formulation of women's national policy, the Ethiopian constitution of 1995 in its Article 35, revision of family law, PASDEP coordinated with NAPGE and other gender commitments of the Ethiopian government, affirming women's equal right has worldly brought intended changes in reality. Although these gender commitments of the Ethiopian government institutionalize gender systems, these gender systems fail to challenge the existing societal gender perspectives on gender mainstreaming aspects in the MOFA. With regard to gender mainstreaming aspects in the MOFA, they are affected by multiple factors. The major factors affecting the gender mainstreaming aspects in the MOFA are summarized as follows:

#### **6.1.1. Gender Mainstreaming System**

Gender mainstreaming system in Ethiopia was started in the MOFA some four years ago by establishing Women's Affairs General Directorate (WAGD) structure as contained in the organizational structure of the Head Office of MOFA. The structure of WAGD consisting three departments, under it has its own objectives, duties, responsibilities and potential human resources assigned. The three departments of WAGD, in turn, have their objectives, duties, responsibilities and potential human power. WAGD, having similar status as the other General Directorates of MOFA, reports to the minister according to the structure. But recently, in the revised part of the

strategic plan (BSC), WAGD reports to the state Minister for the smooth running of the activities to be done. All this is a good policy move as compared to WADs of the economic sector organizations which their WADs are established only as one department with two to four or six human power.

#### **6.1.2. Foreign Policy and Gender Policy (Strategy) of MOFA**

Though Foreign policy and strategy is issued in 2002, it has not included gender concerns. Gender policy and strategy is not yet developed in which WAGD in particular and MOFA in general can be guided.

#### **6.1.3. Affirmative Actions, Human Resource Distribution in MOFA, WAGD and EBAGD**

Affirmative actions implementation guideline is developed to increase the number of women in MOFA. However, in reality the number of women is less than that of men in general. Particularly, the number of women in the decision-making positions is not only few, but also none. From the study finding, it is reflected that the criterion in the MOFA for employing new graduates (males and females) holding first degree that they should have a minimum of cumulative GPA of 2.5, has contributed to the low number of women in the MOFA. This criterion is against the international and national affirmative action opportunities given to women. With regard to human resource in WAGD and EBAGD, there is a difference between the potential human power assignment and the existing human power assignment. Specially, the existing human resource in WAGD is eight whereas the potential human resource assignment is eleven. With regard to its duties and responsibilities, eleven is even less number according to the study.

#### **6.1.4. Gender Roles and Decision Making**

In most managerial positions in the MOFA (head office and embassies), men are assigned, whereas in most lower positions, women are assigned. Furthermore, there are duties and responsibilities only occupied by men such as driver. On the other hand, there are also duties and responsibilities which are only roles of women such as secretary and cleaner. In this case, the division of labor in the MOFA is gender stereotyped. Study findings reveal that most women in the study area are marginalized from decision-making positions found at different levels (ANNEX 7). The study further reflects that most women in the study area do not participate in the formulation of policies, strategic plans, high positioned committees, board, etc...

### **6.1.5. Gender Mainstreaming System in Business and Economic Affairs**

WAGD's relationship with WADs of the economic sector organizations and associations is placed in WAGD's duties and responsibilities. Based on this, it has established coordination with them. Particularly, with regard to foreign trade, WAGD has started to work with WAD of Ministry of Trade and Industry by organizing trade fair for women such as in Ghana. In relation to this, WAGD has relationship with Women Associations of Entrepreneurs, Exporters and Importers in providing them information of the foreign trade. But still, they need to work together more in promoting foreign trade. With regard to tourism and selection of investors, WAGD and the WADs of Tourism and Culture and Workers Confederation have not done much. Especially, with regard to selection of investors, there is a need for a guideline that protects women from any harassment by foreign investors as the study shows. Regarding women involved in the illegal import and export trade, the study also indicates that there is a need for guideline or policy that handles the case of such women.

With respect to resource mobilization (financial aids, loans and technical support), the management of MOFA has allocated budget for gender mainstreaming at the organizational level. As to resource mobilization (financial aids, loans and technical support), Ethiopia gets from the foreign country, the findings revealed that no amount is assigned for gender purposes to be used at the national level either at the WAD of Ministry of Finance and Economic Development level or at WAGD of MOFA level.

### **6.1.6. Gender Mainstreaming in Vision, Mission, Organizational Values, Plan, Research and Services MOFA Provides**

With these items, except in plan and research, there is no mention of gender at all. With regard to strategic plan, there is certain idea of women employees and not of external women customers. Even the one of women employees, the opportunities given in the structure are not translated into the strategic plan. Similarly, what is even in the strategic plan is not transferred to the annual guiding plan of the year 2007.

However, in the revised part of the strategic plan (2006-2010) called BSC (Balanced Score Card) which serves for two years (2009-2010), gender is to be mainstreamed into four perspectives from which the BSC is designed. They are capacity building, workflow, customer and national interest perspectives. These perspectives are interrelated in the order mentioned above. In the formulation of strategic plan, women are not deliberately made to participate unless by chance, they are entitled

because of their duties and responsibilities. With regard to research, gender is mainstreamed only in the BPR study but in other research studies it is not included.

## **6.2 Conclusion**

From the analysis part, it is clear that there are positive achievements with regard to gender and gender gaps noticed that need to be filled. Based on this, conclusions are given as follows:

- ❖ One of the positive achievements is that the Women's Affairs is established at Directorate General level which makes it to be at equal level with other divisions of the Ministry of Foreign Affairs, but at the highest level when compared with other sector organization's women affairs departments.
- ❖ The Ministry of Foreign Affairs(MOFA) being the bridge between the national context and the outside world, the foreign policy and strategy document of MOFA has not integrated anything of gender sensitivity.
- ❖ There is no either gender mainstreaming policy or strategy that enables MOFA to integrate gender into all its programmes and activities.
- ❖ A department is established to handle women's trafficking together with children's trafficking. While the case of women's trafficking is contained in the duties and responsibilities of the department, the case of children's trafficking is not included.
- ❖ In handling the case of women's trafficking, there is no working guideline between MOFA and other concerned sectors such as Ministry of Social and Welfare Affairs and Ministry of Women's Affairs.
- ❖ Gender roles are stereotyped in the MOFA in general. The distribution of human resource in resource mobilization, planning, research and capacity building is also gender stereotyped. The participation of women in different committees, task force, board, etc. either as chair person or a member is low. In general, most managerial decision making positions are occupied by men.
- ❖ With regard to foreign trade and tourism, women involved in import, export, in production of material and service providing for tourists respectively are not supported in the context of affirmative actions placed in articles 35 of the Ethiopian constitutions(FDRE,1995). Moreover, it was understood from the analysis that women are not usually accessible to information with regard to foreign economic relations.
- ❖ The potential cooperation (coordination's) between MOFA and the economic sector organization placed in the duty and responsibilities of WAGD in terms of foreign trade,

tourism, foreign loans and aid and women's employment by foreign investors is not changed into action although there are some beginnings.

- ❖ Women engaged in illegal import-export are vulnerable to attacks of HIV/AIDS, other disease and impacts.
- ❖ Women are vulnerable to all types of harassments and job insecurity when they work with foreign investors as there is no guideline, agreement or a rule that helps women during employment by foreign investors.
- ❖ There is no decision or agreement made as to what amount or percentage to assign for the purpose of gender activities from the foreign loans, aids and technical support Ethiopia gets. Consequently, there is no assigned percentage or amount for the purpose of gender activity at sectoral or national level.
- ❖ With regard to gender mainstreaming in resource mobilization (foreign loan, aids and technical support), plan, research, it is found that there is a start in integrating gender to this items. But, still there is a need for more to be done in this respect.
- ❖ While the organizational structure of the head office contains Women's Affairs General Directorate, the organizational structure of the Ethiopian Embassies does not include, gender elements in relation with the General Directorate of Women's Affairs.
- ❖ The Directorate General potentially containing eleven human power is positive, but when such human resource is compared to the program activities included in the organizational structure of the Women's Affairs General Directorate, it shows there is still a need for more human resource.
- ❖ According to the gender disaggregated data analysis of both the head office and the embassies, the number of women in the higher qualification and higher positions is less than those of men.
- ❖ The activities to be done are only in the organizational structure, and are not translated in the strategic plan, guiding annual plan of the organization and other guidelines. The relationships of the directorate with the bodies concerned with its programs are only given in the duties and responsibilities of the Directorate General. How the Directorate could work with the concerned bodies to implement its programs is not identified clearly.
- ❖ The Directorate General is not a member of the board related with core functions. With regard to promoting gender in general and women in particular in the foreign sector in relation to core functions, it is not entertained in the strategic plan, guiding yearly plan, and

even in the print media. Apart from this, there is no Affirmative Action Guideline that entertains women who are involved in the core functions.

### **6.3 Recommendations**

The Ministry of Foreign Affairs is an implementing organization of the foreign relation sector that creates ties with the external world. One of its objectives is to achieve the national interest by bringing about rapid development through reducing poverty. On the other hand, gender issue is development issue and it is part of the national interest. So, if gender issue is not entertained in the policy it means one part of the national interest is left out. So, for the national interest to remain 100% in the foreign relation sector, the recommendations will concentrate on filling the gender gaps noticed in the analysis. Hence, the following are recommended;

- ❖ To integrate gender into all activities and programs of MOFA, gender mainstreaming policy and strategy should be developed.
- ❖ The affirmative action guideline of MOFA should be implemented so as to make women to be beneficiaries. Since this affirmative action guideline does not entertain external customers such as women involved in the economic sector, another affirmative action guideline for such women should be formulated.
- ❖ To avoid confusion of handling women's and children's trafficking, either the case of handling children's trafficking should be included in the duties and responsibilities of the Department of Women's and Children's Trafficking or the children's affairs should be taken out from the title.
- ❖ There should be working guideline between MOFA and other concerned organizations such as Ministry of Social and Welfare Affairs and Ministry of Women's Affairs, in handling women's trafficking.
- ❖ The existing gender stereotyped role of human resources distribution in MOFA should be balanced. Moreover, the participation of women in every activity, in decision-making positions, committees, task force, etc, should be ensured and balanced.
- ❖ With regard to foreign trade and tourism, women involved in import, export, in production of material and service providing for tourists respectively should be supported in the context of affirmative actions placed in articles 35 of the constitution(FDRE,1995). In addition to this, information should be made accessible to women engaged in the foreign business and economic sector.

- ❖ The potential cooperation (coordination) between MOFA and the economic sector organizations placed in the duty and responsibilities in terms of foreign trade, tourism, foreign loans and aid and women's employment by foreign investors should be changed into action and what is started already should be strengthened.
- ❖ A means should be sought in order to protect women from attacks of HIV/AIDS, other disease and other impacts as a result of engaging in illegal import-export.
- ❖ There should be a guideline, agreement or a rule that helps women when they are employed by foreign investors so that all types of harassment would be avoided in this context.
- ❖ There should be a decision as to what amount or percentage to assign for the purpose of gender activities at the sector (national) level from the foreign loans, aids and technical support Ethiopia gets.
- ❖ With regard to gender mainstreaming in resource mobilization (foreign loan, aids and technical support), plan and research, more has to be done to ingrate gender into these items even if there is a start in integrating gender to such items.
- ❖ A means should be sought to fill the gender gaps noticed in translating and exploiting the opportunities in the international and national contexts.
- ❖ The relationship between MOFA and the external sectors placed in the duties and responsibilities should be implemented into practice.
- ❖ To increase the number of women in MOFA head officer and embassies in general:
  - a** proclamation number 517/2007 and Article 35 of the (1995 FDRE) constitution should be considered in implementation.
  - b** the criteria for the entrance in employment into MOFA as C.G.P.A2.5 and above need to be lowered to the standard C.G.P.A 2.00.
- ❖ To increase the number of women in the decision-making positions of MOFA in the head office and Embassies, the UN and African Plat Form which states that 30% of women should be in the decision-making should be implemented.
- ❖ To make women beneficiaries and participants of all programs of MOFA, the affirmative actions given in the UN and African plat form to increase the number of women and in Civil Service Agency to promote women in foreign scholarship education should be changed into action.
- ❖ The mission, vision, objectives, policies, strategic plans (short and long term) should be revised to include gender issues.
- ❖ The foreign policy and strategy of MOFA should be revised in the context of gender concern.

For gender mainstreaming in the program of foreign policy that should be considered are the following

- a) The affirmative action in article 35 of FDRE Constitution should be translated into the policy document.
  - b) The international conventions with regard to gender, ratified by Ethiopia, should be adapted and a way of translating them into action should be sought.
  - c) All government commitment of gender concern should be included in the policy.
  - d) So, in general, the Ministry of Foreign Affairs being the implementing organization that should create ties with the external world. In creating such ties, one of its objectives is to achieve the national interest by bringing about rapid development by reducing poverty. On the other hand, gender issue is a development issue and it is part of the national interest. So, in this regard, gender should be entertained in the policy.
- ❖ The potential human power assigned in the structure of women's affairs be fulfilled.
  - ❖ To fill the gender gap observed in higher qualifications and higher positions, a means for women's education and training at different levels should be devised. This is because the higher qualification and the higher positions are interrelated. It is when women are more qualified in education that they reach the higher (highest) position.
  - ❖ The activities to be done by WAGD placed in the organizational structure should be translated into the strategic plan and guiding annual plan of the organization.
  - ❖ The relationships of the directorate with the bodies concerned with its programs which are placed in its duties and responsibilities should be translated in to action. The relationship can be clear by preparing a guideline on how the directorate could work with the concerned bodies to implement its programs. In other words, there should be clear relationships, with other directorate generals of the head office, with embassies, with other sector organizations involved in the core functions.
  - ❖ To play an active role in integrating gender into the core functions, WAGD should be a member of the board related with core functions.
  - ❖ To promote gender in general and empower women in particular in the foreign relations sector in relations to the core functions should be entertained in the strategic plan, guiding yearly plan, as well as in the print media. In addition to this, a guideline should be prepared that entertains women customers who are involved in the core functions of MOFA.

## REFERENCES

- African Development Bank (ADB) (2003–2004). *Gender, Poverty and Environmental Indicators on African Countries*, Statistics Division Development Research Department, Volume IV.
- Berg, Elvia Van den (2003). *Towards Gender Equality in Your Organization* SNV Botswana, Den Haag, Netherlands.
- Cagatay, Nilufer (October 2001). *Trade, Gender and Poverty*, United Nations Development Program.
- Civil Service Agency (CSA) (1999). *A Guideline of Foreign Education (Scholarship)*, Addis Ababa, Ethiopia.
- Dunbar, Roxanne (2004). *Radical Feminism from the Text. Feminist Theory: The Intellectual Traditions (Third Edition)*, Ontinuum, New York. London.
- Economic Commission for Africa (ECA) (December 2002). *A Conceptual and Analytical Framework for Gender Mainstreaming in National Accounts and National Budget: Words need numbers to influence them* Publications of Economic Commission for Africa, Addis Ababa.
- Elson, Diane (December, 2004). *Engendering Government Budgets in the context of Globalization (s): International Feminist Journal of Politics*, Routledge, University of Essex, UK.
- Federal Democratic Republic of Ethiopia (FDRE) (1995). *The Constitution: Article 9,35 and 86*: Addis Ababa.
- Federal Democratic Republic of Ethiopia (FDRE) (2000). *The Family Law*: Addis Ababa.
- Federal Democratic Republic of Ethiopia (FDRE) (2008). *Package of Development for Rural and Urban*: Addis Ababa.
- Federal Democratic Republic of Ethiopia (FDRE) (2007). *Proclamation Number 515/2007 Proclamation of Government Employees*: Addis Ababa.
- Transitional Government of Ethiopia (TGE) (1993). *Women's Affairs Policy*: Addis Ababa.
- Fontana, Marzia, Joekes, Susan & Musica, Rachel (January 1998). *Global Trade Expansion and Liberalization: Gender Issues and Impacts*, BRIDGE.
- Henderson, Conway W (1998). *International Relation: Conflict and Cooperation at the Turn of the 21<sup>st</sup> Century*, McGraw - Hill, U.S.A.
- Larigo, Alfred A.R (December 2002). *A Conceptual and Analytical Framework for Gender Mainstreaming in National Accounts and National Budget*, Economic Commission for Africa, Appendix 1: Addis Ababa.

- Leedy, Paul. D. & Ormrod, Jeanne Ellis (2001). *Practical Research: Planning and Design* (7<sup>th</sup> edition), Upper saddle River, New Jersey, Columbus, Ohio.
- Ministry of Culture and Tourism (MCT) (September 27, 2007). *Tourism Opens doors for women: Poster carrying the slogan of September 27, 2007*, Tourism Day, Addis Ababa.
- Ministry of Finance and Economic Development (MOFED) (2002). *Sustainable Development and Poverty Reduction Program (SDPRP)*, Addis Ababa.
- Ministry of Finance and Economic Development (MOFED) (2007). *Plan of Action for Sustainable Development and Ending Poverty (PASDEP)*, Addis Ababa.
- Ministry of Foreign Affairs (MOFA) (August 2007b). *Affirmative Action Implementation Guideline*, Addis Ababa.
- Ministry of Foreign Affairs (MOFA, WAGD) (June 2006a). *Annual Plan of 2007 (2000 E.C) June , 2006 (Sene 1999 E.C)*, Addis Ababa.
- Ministry of Foreign Affairs (MOFA,WAGD) (2007d). *Employees' Gender Disaggregated Data (Amharic version)*, Addis Ababa.
- Ministry of Foreign Affairs (MOFA) (1997). *Excerpts from New Guidelines on Ethiopia's Foreign Policy*, Ethioscope, Vol. 3, No. 1.
- Ministry of Foreign Affairs (MOFA) (November 2002). *Foreign Affairs and National Security Policy and Strategy (English version)*, Ministry of information press Audio visual Department: Addis Ababa.
- Ministry of Foreign Affairs (MOFA) (September 2007c). *Kersiwo Lersiwo (Amharic version, Newsletter, No 27*, Addis Ababa.
- Ministry of Foreign Affairs (MOFA) (December 2006d). *Organizational structure of The Ethiopian Embassies (Missions) (Amharic version)*, Booklet II, Addis Ababa.
- Ministry of Foreign Affairs (MOFA) (October, 2006c). *Organizational structure of the Head Office (Amharic version)*, Booklet I, Addis Ababa.
- Ministry of Foreign Affairs (MOFA) (July,2006b). *Strategic Plan 2006-2010 (1998 – 2002 E.C,* Addis Ababa.
- Ministry of Foreign Affairs (MOFA) (April,2007a). *Zare Begna Yibika, Yohanis Fanta, Diplomacyiachin (our Diplomacy) Amharic version, 2<sup>nd</sup> Year, Number 4*, Addis Ababa.
- NAP-GE (2006). *National Action Plan for Gender Equality (NAP-GE)*, Women's Affairs Office of the Prime Minister: Addis Ababa.
- Republic Act Number 272131 (1995). Manila, Philippines.

- Santos, Aida F, Conda, Eleanor. C & Natividad, Maria Dulce F. (1999). *Towards a Gender-Responsive Legislation ( volume 1) – Basic concepts* :Manila, Philippines.
- Stichter, Sharon. B., & Parpart, Jane. L.(1998). *Patriarchy and Class: African Woman in the Home and the Work Force*, Westview Press, Inc, BOULDER & LONDON.
- True, Jacque (November 2003). *Mainstreaming Gender in Global Public Policy*, International Feminist Journal of Politics 5 : 3 (November).
- UNDESA/DAW (1995). *United Nations Division for the Advancement of Women Department of Economic and Social Affairs*. Fourth World Conference on Women, Beijing. Retrieved on January 10,2007 from, <http://www.un.org/womenwatch/daw/beijingdeclaration/html>.
- UNDPUN/DESA/DAW (2000). *United Nations Development Programme, and United Nations Department of Economic and Social Affairs, Division for the Advancement of Women. Assessment of Gender Mainstreaming in Sub-Saharan Africa. A Review of UNDP Supported Activities*. United Nations: New York.
- UNECOSOC (1998). *UN, Economic and Social Council Commission on the Status of Women report of the forty-second session , 2-13 March 1998* retrieved on March, 11,2007 from <http://www.un.org/womenwatch/osagi/pdf/ECOSOCA1997.2.PDF>.
- Wanyeki, L Muthoni, Longwe, Sara Hlupekile, Nzomo, Maria (2003). *Perspectives on Gender Discourse Gender Dimensions of NEPAD. (2/03)* Heinrich Boll Foundation, East and Horn of Africa Region: Nairobi, Kenya.
- Weedon, Chris (1997). *Feminist Practical Poststructuralist Theory, 2<sup>nd</sup> ed*, Blackwell. Publishing.
- Wee, Vivienne and Heyzer, Noeleen (1995). *Growth and Improvement in Asia and the Pacific and the NICs, The Near NICs and the Aspiring NICs Gender, Poverty and Sustainable Development Towards Holistic Framework of Understanding and Action*: New York, Engender Center For Environments, Gender and Development PRte Ltd.
- Zuckerman, Elaine & Garrett, Ashe (2003). *Do Poverty Reduction Strategy Papers (PRSPs) Address Gender A gender Audit of 2002 PRSPS ?* ,A Gender Action Publication.

## **LIST OF ANNEXES**

Gender mainstreaming as a strategy came up in the fourth world conference on women at Beijing declaration and platform for action in September 1995. In response to this, the Ethiopian Government has expressed its concern to address gender there by to fight poverty in the country. As part of fighting poverty, the Ethiopian government through its Ministry of Foreign Affairs is promoting economic growth and public diplomacy in the foreign relations sector at the moment. Side by side with this, the Ministry of Foreign Affairs, has shown gender concern by establishing women's Affairs General Directorate.

With these opportunities, it has become necessary to assess aspects of gender mainstreaming in MOFA , particularly, in two General Directorates, WAGD and EBAGD in MOFA. So, it is based on this that the researcher, Mulu Woldemariam Gebrehiwot M.A student in gender studies wants to assess the existing situations of Ethiopian economic in international relations with respect to gender. So, any information collected in relation to this study is for the assessment of gender mainstreaming in the Ethiopian economic international relations.

### **Annex 1. Interview Guide**

#### **1. Questions Regarding Policy and Affirmative Action Affairs**

##### **1.1 Questions to General Director of WAGD and Staff of Policy and Affirmative Action Affairs Department**

- a/ Is there gender policy and gender strategy that serve in ensuring gender equality and women's empowerment for MOFA as a whole? If not why?
- b/ Is gender linked with the policy and strategy of MOFA?
- c/ What affirmative action is integrated for employees and customers of MOFA?
- d/ Is your department implementing the affirmative action placed in
  - i/ proclamation 262/94 E.C and the revised one numbers 517/99 E.C for employment, promotion & transfer, particularly, which states that if men score up to 3% more than women, women would be selected for the competition?
  - ii/ the affirmative action given internationally in UN and African flat form which states that at least 30% percent of women should be placed in decision making?
  - iii/ the affirmative action given in the document prepared by Civil Service Agency which states that out of the 100% annual foreign scholarship given to Ethiopian, 30% of it should be given to women and the remaining 70% is divided equally between women and men?

- e/ What affirmative action is integrated for employees of MOFA in the following items?  
Organizational Structures, the structure of Women's or Gender's Affairs body, human resource (Personnel), Financial & Physical Resources, Culture of the Organization and management style
- f/ What affirmative action is integrated for external customers of MOFA in the following items?  
Strategic plan, guiding annual plan and other programs of MOFA?

**1.2 Questions of WAGD's General Directorate staff members of PAAAD and RMPCBD of WAGD**

- a/ Have you assessed and revised systems, documents, ( guidelines, policy, etc) and organizational culture of MOFA that result in gender gap?
- b/ What have you done to enable women to take care of themselves form different diseases including HIV/AIDS and do you work with other concerned bodies in this terms?
- c/ What activities are done to enable Ethiopian women participate in the appointment and employment in the international organizations?

**1.3 Questions to for Women Affairs Standing Committee in House of People's Representatives Ministry of Women Affairs**

- a/ According to the WAGD of quarterly report of MOFA, what development is recognized?

**2. Questions regarding the nature of gender issues in women's and children's Trafficking Follow-up affairs**

**2.1 Questions to General Director of WAGD and women's and children's Trafficking Follow-up Department of MOFA Staff Members Department of WAGD in MOFA**

- a/ what have you done to protect women from trafficking?
- b/ Is there a guideline that helps in performing against women's trafficking?
- c/ What problems do you face in handling both women's and children's trafficking?

**2.2 Questions to General Director of WAGD and women's and children's Trafficking Follow-up Department Staff Members and staff members of RMPCBD of WAGD**

To reduce women trafficking, what activities are done on education, training and capacity building?

**3. Questions regarding Gender Roles in Resource Mobilization, Plan, Research, and Capacity building Department of WAGD in MOFA.**

**3.1 Questions to Resource Mobilization, Plan, Research, and Capacity Building Department (RMPCBD) of WAGD in MOFA.**

- a/ Does your department have a guideline that guides on how to integrate women to have roles in resource mobilization, plan, research and capacity building.

- b/ What is the gender role in the capacity building program in your institute EIIPD?  
As trainer? Training committee? Training policy development? As training facilitator?

### **3.2. Questions to MRTCRPD of EBAGD**

- a/ What does your department do to women so that they have roles in resource mobilization, planning and research

## **4. Questions to Identify gender gaps in Ethiopian Foreign Business Affairs with particular focus on promotion of foreign trade and tourism.**

### **4.1. Questions to PAAAD of WAGD**

### **4.2. Questions to FTITDD of EBAGD in MOFA**

- a/ What activities are done to promote foreign trade (import and export trade) and Tourism with respect to gender?
- b/ In foreign trade and tourism, do you have relationship with resource mobilization department of WAGD in MOFA?
- c/ Do you have relationship with other organization outside of MOFA that work in foreign trade and tourism in relation to gender?

### **4.3 Questions to WAD Ministry of Trade and Industry**

- a/ Do you have relationship with Ministry of Foreign Affairs in terms of foreign trade import and export and gender?

### **4.4 Question for Investment Agency**

- a/ Explain your relationship with foreign investors and Ethiopian investors residing abroad with respect to gender specifically in employing women.

### **4.5 Interview question for WAD of Ministry of Tourism and Culture**

- a/ Have you communicated with the women's Affairs body of MOFA to mainstream gender into the tourism sector together with it (MOFA)?

### **4.6 Interview question for women Entrepreneurs and Import-Export Associations**

- a/ What are the contributions of MOFA and Ministry of Trade and Industry to Women importers and exporters?

### **4.7 Interview question guide for WAD of the confederation of Ethiopian trade union.**

- a/ What is the relationship of the confederation with MOFA, ILO and Ministry of Trade and Industry?

## **5. Questions Regarding Gender Dimensions of mobilization of resource for development and technical co-operation ( foreign financial aid, loans and technical support) Affairs**

### **5.1. Questions to Resource Mobilization, Plan, Research, and Capacity building Department (RMPCBD) of WAGD in MOFA.**

- a/ How does your department mobilize resources?

- b/ Does your department work with other divisions of MOFA and other organizations outside of MOFA which work in resource mobilization.
- i/ If your department works with other divisions of MOFA and other organizations, is there an overlapping with respect to resource mobilization for gender purposes?
- ii/ Who are the beneficiaries of the resource mobilized?
- Women employees of MOFA? How?
  - Women customers of MOFA? How?
- c/ Are the activities of WAGD contained in duties and responsibilities of WAGD integrated in the strategic plan and annual guiding plan of MOFA?
- d/ In the strategic plan of MOFA and guiding annual plan, is gender integrated in the duties and responsibilities of the different divisions of MOFA?
- e/ Is gender mainstreamed in the research (assessment implementation and evaluation) of MOFA ?
- f/ What has been done already and what is planned for the future to capacitate women employees and women customer with regard to the Economic diplomacy?

## **5.2 Questions to MRDTCRPD of EBAGD in MOFA**

- a/ In mobilizing resource, that is, foreign financial aid, loans and technical support, do you consider gender in these aspects?
- b/ In resource mobilizing, what percentage of the foreign financial aid, loans and technical support is assigned for empowerment of women?
- c/ In resource mobilizing (foreign financial aid, loans and technical support), do you have relationship with resource mobilization department of WAGD in MOFA and other organizations outside of MOFA that work in resource mobilization?

## **5.3 Questions to WAD of Ministry of Finance and Economic Development.**

- a/ Out of the foreign and the technical support you get, do you assign a certain amount for gender purpose? How much or what percentage of the foreign Aid you get do you assign?

## **Annex 2. Focus Group Discussions /FGD/ Guide**

### **2.1 Group Discussion Guides**

#### **2.1.1 Group Discussion Guides for WAGD'S Staff Members of MOFA**

- a/ Was your general directorate a members in the policy developing /designing/revising committee/task force?
- b/ Has your General Directorate revised the policy and other documents of MOFA to assess gender concerns are linked or not?

- c/ Does your Directorate have contract with other general directorates of MOFA with regard to gender? In what terms?
- d/ Does your general directorate have direct relationship with EBAGD of MOFA in terms of “gender and economic and Business Affairs? In what terms?
- e/ In the structure of MOFA there are support Bodies /advisory Bodies established, namely “National Board of Coordination” “advisory Bodies” “managerial Board” and “EIIPD” is WAGD a member or a participant in these support Bodies?
- f/ Does your General Directorate have relationship with other organization outside of MOFA with regard to gender, in terms of policy, affirmative actions, planning research trafficking, business affairs and economic cooperation?

**2.1.2 Group Discussion Guides for EBAGD staff members of MOFA**

- a/ Does your general directorate work on business affairs and economic cooperation with WAGD in terms of gender
- b/ Does your general directorate integrate gender in its all activities specifically, planning, implementation evaluation, research etc
- c/ Do you raise the issue of gender in your relationship with other economic and Business organization association and other related ones?

**Annex 3 Development of Gender Mainstreaming and “The Five Levels of Women’s Empowerment  
A. Development of Gender Mainstreaming ( Berg, 2003:28)**

Welfare	<p>Earliest approach, 1950-70. Its purpose is to bring women into development as better mothers. Women are seen as passive beneficiaries of development. It recognizes the reproductive role of women and seeks to meet practical gender needs in that role through top-down handouts of food aid, measures against malnutrition, and family planning. It is non-challenging and, therefore, still widely popular.</p>
Equity	<p>The original women in development approach, used in the 1976-85 women’s decade. Its purpose is to gain equity for women who are seen as active participants in development. It recognizes the triple role, and seeks to meet strategic gender needs through direct state intervention giving political and economic autonomy, and reducing inequality for men. It is criticized by some as western feminism, is considered threatening, and is unpopular with governments.</p>
Anti-poverty	<p>The second women in development approach, a toned-down version of equity, adopted from the 1970’s onwards. Its purpose is to ensure that poor women increase their productivity. Women’s poverty is seen as a problem of underdevelopment, not of subordination. It recognizes the productive role of women, and seeks to meet the practical gender need to earn an income, particularly in small-scale income generating projects. It is most popular with NGOs.</p>
Efficiency	<p>The third now predominant, women in development approach, adopted particularly since the 1980s’ debt crisis. Its purpose is to ensure that development is more efficient and effective through women’s economic contribution, with participation often equated with equity. It seeks to meet practical gender needs while relying on all three roles and an elastic concept of women’s time. Women are seen entirely in terms of their capacity to compensate for declining social services by extending their working day. Very popular approach.</p>
Empowerment	<p>The most recent approach, articulated by Southern women. Its purpose is to empower women through greater self-reliance. Women’s subordination is expressed not only because of male oppression but also because of colonial and neo-colonial oppression. It also emphasizes that women’s experience is tempered by other factors such as class, race and age, and that action is necessary at different levels to combat oppression. It openly acknowledges that the key issue is power-that women have to get more of it in order to change their position. It recognizes the role and seeks to meet strategic gender needs indirectly through bottom-up mobilization of women, often through meeting practical gender needs.</p>

Source: Berg, 2003

## **B. Five levels of Women's Empowerment ( Wanyeki et al, 2003:36)**

1. Welfare is here defined as the lowest level at which a development intervention may hope to close a gender gap. By welfare we here mean an improvement in socio-economic status, such as improved nutrition where women are given these benefits, rather than producing or acquiring such benefits for themselves. This is therefore a zero level of empowerment, where women are the passive recipients of benefits, which are given from on high.
2. Access is defined as the first level of empowerment, since women improve their own status, relative to men, by their own work and organization arising from increased access to resources. For example, women farmers may improve their production and general welfare by increased access to water, to land, to the market, and to skills training. But this access level is defined as one where women are given increased access (perhaps by some project intervention from on high, which is beyond their control), and not by their own action to demand and acquire increased access.
3. Conscious ion is defined as the process by which women realize that their lack of status and welfare, relative to men, is not due to their won lack of ability, organization or effect. It involves the realization that women's relative lack of access to resources actually arises from the discriminatory practices and rules, which give priority access and control to men. Conscious ion is is therefore concerned with a collective urge to action to remove one or more discriminatory practices that impede women's access to resources.
4. Mobilization means women's collective action to analyze and identity the discriminatory practices that stand in their way, and collective and strategic action to remove these discriminatory practices.
5. Control is the level that is reached when women have taken action so that there is gender equality in decision making over access to resources, so that women have achieved direct control over their access to resources, and are no longer given resources merely at the discretion of men, or by the whim of patriarchal authority.

### **Annex 4. MOFA's Vision, Mission, Objectives, core functions, major Service and strategic and annual guiding plan**

#### **A. MOFA's Vision, Mission, Objectives, core functions, major Services Vision (MOFA, October, 2006c)**

Federal Democratic Republic of Ethiopia Ministry of Foreign Affairs' vision is building a country that plays an exemplary role in regional as well as Africa's peace, economic development and integration, and raising the number of development partners.

## **Mission**

Implementing successful economic diplomacy based on careful consideration and analysis of all available options for the realization of Ethiopia's national interests (MOFA, Oct.2006c)

## **Objectives of the organization**

With the view to contributing its share in realizing speedy economic development, a democratic order and stability in the country, the Ministry focuses on the following (MOFA, Oct, 2006c) major activities:

1. Engages in bilateral and multilateral diplomacy to promote, advance and defend the country's national interest.
2. Conducts public diplomacy to ensure that the country's domestic strategies in the fight against poverty receive wide and effective support internationally, both from governments and civil society; and carries out public relations activities among citizens and nationals so that the country's diplomacy stands in strong domestic support.
3. In collaboration with, different government offices, recruits and provides the necessary support to potential investors promotes trade and tourism and solicits additional development finance and technical support.
4. Extends support to Ethiopians in the Diaspora and foreign nationals of Ethiopian origin to increase their participation in the democratic and development endeavors of the country.

## **Core functions of MOFA**

The current five core functions which are under the two pillars: economic and public diplomacy of MOFA are the following: Business Affairs (selection of investors and promotion of trade and tourism), political affairs, economical, finance and technical cooperation /loans and AID/, public diplomacy and public relations and consistency affairs.

With these core functions, MOFA works with other sector organizations involved with these core functions. Hence, to facilitate its activities a board of members of sector organizations is formed.

### **Major Services of the Ministry**

1. Participation in the democratic and development endeavors of the country. (MOFA, Oct,2006c)
  - Verification of incoming and outgoing documents.
  - Issuing of diplomatic and service passports.
  - Issuing of diplomatic as well as service visas.
2. Rendering different services to the Ethiopian Diaspora and foreign nationals of Ethiopian origin.

## **B. Strategic Plan of MOFA 1998 – 2002 E.C (2006-2010 G.C)**

In the strategic plan, (MOFA, July 2006b) the following gender concern is included

Objective	Activities	Time of activities					Indicators	Expected Result	Responsible body
		2006	2007	2008	2009	2010			
		2006	2007	2008	2009	2010			
To improve human power, to enhance modern system and create efficient & effective human power under human resource development	To enable the number of women employees of the organization and their participation increase	✓	✓				Women's Affairs Directorate will be established to be responsible of women affairs and implement women's affairs policy. To design system and formulate guideline that strengthens women's participation	To achieve 10-20 % women's balanced participation with men in the organization	- Top management of the organization- Women's affairs general directorat

**Source: MOFA, July 2006b**

## **Annex 5: Duties and Responsibilities of the two general directorates of MOFA together with in their departments (MOFA, October, 2006c)**

### **A. Duties and Responsibilities of Women's Affairs General Directorate**

- 1 It designs a strategy and implements the women's Affairs policy in translating it to the objective reality of the Ministry.
2. It makes sure that affirmative action is applied in the organizations employment selections, assignment, promotion and
3. It arranges suitable conditions for Ethiopian women so that they are assigned in different decision making position at different levels.
4. It monitors that gender concern is integrated in the Ministry strategies, plans, guidelines, etc. It also participates in the formulation of such documents.
5. It monitors that every research work reflects gender in general and women in particular.
6. It assesses, identifies and tries to avoid the systems, documents (guidelines, policy, etc) and organizational culture of the Ministry that results in gender gap.
7. It enables internationally famous women to participate in all conditions where the Ministry

is to promote economic and public diplomacy. In this respect, it works with public diplomacy general directorate.

8. It supports women of the Ministry to participate in different activities.
9. It makes experience sharing with different sector organizations. Based on this it improves systems of the organizations with respect to gender.
10. It supports women employees of the organization to organize among them.
11. It monitors and implements current support to women who become victims of either natural or artificial emergencies.
12. It collects researches and studies on women by government and non-government organizations and gives support to ministry of women affairs. In this respect, it works with the embassies or councils.
13. It represents women employees in the Ministry.
14. In collaboration with Ministry of Women's Affairs, it participates in international conferences and implements decisions passed and adapts lessons gained.
15. It arranges conditions to get technical support to capacitate women.
16. It promotes and supports women entrepreneurs by providing financial and technical support.
17. It creates networking with organizations that work on capacity building.
18. To enable women to take care of themselves from different diseases including HIV/AIDS and works with other concerned bodies.
19. It works to enable Ethiopian women participate in the appointment and employment in the International organizations.
20. In this respect, it collaborates with international organizations and Ethiopian worker's confederations with regard to capacitating women, with collaboration of the Ministry of women affairs, it supports the activities to promote development in the international stages.
21. It organizes data of women who go abroad for work and makes a follow up.
22. It makes a follow-up of women who go abroad on illegal basis.
23. In collaboration with Ministry of social affairs, it works with government and non-governmental organizations on the theme of illegal trafficking. In this regard, it also works with Ethiopian Embassies or councils.
24. With regard to Ethiopian women who go abroad for work, it follows-up their living condition and then looks for a means if there is violation of their rights.

25. It arranges conditions for women to go abroad for work on legal condition with collaboration of the Ministry of social affairs.
26. It signs bilateral agreements so that women's rights and security are respected when they go abroad for work.
27. In collaboration with the Ethiopian embassies, it facilitates ways on how to take measures on the doer of attacks on Ethiopian women working abroad. In this regard, it designs a strategy on how to get support from international organization.
28. To reduce women's trafficking it benchmarks foreign countries of best experiences together with the Ethiopian embassies. In this regard, it takes data from the embassies or councils.
29. To reduce women's trafficking it works on education, training and capacity building.
30. Through the embassies, it takes measures on agencies who promote women's trafficking.
31. It enables the federal police to get supports from International organization for the deal of women's ant-trafficking.
32. In collaboration with concerned diplomatic missions or embassies and Ethiopians residing abroad directorate general, it handles the case of Ethiopian women imprisoned abroad as a result of their going illegally.
33. To prevent women's trafficking it works with countries where the Ethiopian women usually go. Especially it works with immigration, police and court of such countries and with Ethiopian embassies in these countries.
34. In the process of implementing its activities, it makes relationship with the division of MOFA and with other sector organizations concerned with its issues.
35. It prepares and presents its annual plan to the top management considering the organization's guiding plan which is based on the organization's strategic plan. After the required resource is approved by the top management, it implements its plan.

**B. Duties and responsibilities of the three departments of WAGD in MOFA**

**B. (I) Duties and Responsibilities of the policy and Affirmative Action Affairs Department**

- a) It designs a strategy and implements the women's Affairs policy in translating it to the objective reality of the Ministry.
- b) It makes sure that affirmative action is applied in the organization's employment selections, assignment, promotion etc.

- c) It arranges suitable conditions for Ethiopian women so that they are assigned in different decision making position at different levels.
- d) It assesses, identifies and tries to avoid the systems, documents (guidelines, policy, etc) and organizational culture of the Ministry that results in gender gap.
- e) It enables internationally famous women to participate in all conditions where the Ministry is to promote economic and public diplomacy. In this respect, it works with public diplomacy general directorate.
- f) It supports women of the Ministry to participate in different activities.
- g) It supports women employees of the organization to organize among them.
- h) To enable women to take care of themselves from different diseases including HIV/AIDS and works with other concerned bodies.
- i) It works to enable Ethiopian women participate in the appointment and employment in the International organizations.

**B (II) Duties and Responsibilities of women and Children Trafficking Follow up Department**

- a. It organizes data of women who go abroad for work and makes a follow up.
- b. It makes a follow-up of women who go abroad on illegal basis.
- c. In collaboration with Ministry of social affairs, it works with government and non-governmental organizations on the theme of illegal trafficking. In this regard, it also works with Ethiopian Embassies or councils.
- d. With regard to Ethiopian women who go abroad for work, it follows-up their living condition and then looks for a means if there is violation of their rights.
- e. It arranges conditions for women to go abroad for work on legal condition with collaboration of the Ministry of social affairs.
- f. It signs bilateral agreements so that women's rights and security are respected when they go abroad for work.
- g. In collaboration with the Ethiopian embassies, it facilitates ways on how to take measures on the doer of attacks on Ethiopian women working abroad. In this regard, it designs a strategy on how to get support from international organization.
- h. To reduce women's trafficking it benchmarks foreign countries of best experiences together with the Ethiopian embassies. In this regard, it takes data from the embassies or councils.
- i. To reduce women's trafficking it works on education, training and capacity building.
- j. Through the embassies, it takes measures on agencies who promote women's trafficking.

- k. It enables the federal police to get supports from International organization for the deal of women's ant-trafficking.
- l. In collaboration with concerned diplomatic missions or embassies and Ethiopians residing abroad directorate general, it handles the case of Ethiopian women imprisoned abroad as a result of their going illegally.
- m. To prevent women's trafficking it works with countries where the Ethiopian women usually go. Especially it works with immigration, police and court of such countries and with Ethiopian embassies in these countries.

**B. (III) Duties and Responsibilities of Resource Mobilization Plan Research and Capacity Building Department**

- a. It monitors that gender concern is integrated in the Ministry strategies, plans, guidelines, etc. It also participates in the formulation of such documents.
- b. It monitors that every research work reflects gender in general and women in particular.
- c. It assesses, identifies and tries to avoid the systems, documents (guidelines, policy, etc) and organizational culture of the Ministry that results in gender gap.
- d. It makes experience sharing with different sector organizations. Based on this it improves systems of the organizations with respect to gender.
- e. It monitors and implements current support to women who become victims of either natural or artificial emergencies.
- f. It collects researches and studies on women by government and non-government organizations and gives support to ministry of women affairs. In this respect, it works with the embassies or councils.
- g. It arranges conditions to get technical support to capacitate women.
- h. It promotes and supports women entrepreneurs by providing financial and technical support.
- i. It creates networking with organizations that work on capacity building.
- j. To enable women to take care of themselves from different diseases including HIV/AIDS and works with other concerned bodies.
- k. It works to enable Ethiopian women participate in the appointment and employment in the International organizations. In this respect, it collaborates with international organizations and Ethiopian worker's confederations with regard to capacitating women, with collaboration of the Ministry of women affairs, it supports the activities to promote development in the international stages.
- l. To reduce women's trafficking it works on education, training and capacity building.

m. It prepares and presents its annual plan to the top management considering the organization's guiding plan which is based on the organization's strategic plan. After the required resource is approved by the top management, it implements its plan.

### **C. Duties and Responsibilities of EBAGD together with Its Departments**

The duties and responsibilities of EBAGD is to promote foreign Business affairs and economic cooperation.

#### **C (I) Duties and Responsibilities of Promotion of Foreign Trade (import- export) and Tourism Department**

In the promotion of foreign trade (import- export) and tourism, MOFA's responsibility is to serve as a bridge in facilitating the relationship among the global, national and local governments in the markets sector.

#### **C (II) Duties and Responsibilities of Selection of Investors Department**

In the selection of investors the general directorate plays a big role so as to facilitate investment in our country (Ethiopia).

#### **C (III) Duties and Responsibilities of Regarding Economic Cooperation Department**

With regard to Economic cooperation, the General Directorate of MOFA facilitate in getting loans financial support (loans and aids) and technical support.

### **Annex 6 Components of Gender Mainstreaming Aspects in a Current Situation of an Organization**

The three components of gender mainstreaming aspects in a current situation of an organization are the external components, internal components and items linking (connecting) the external and internal components (Berg, 2003).

#### **1. The external components**

**a) External Factors:** Factors are the political, economic, technical, social and culture factors that influence the organization. The environment within which an organization exists influences its performance, creates opportunities and threats, influences the demand for its products and services, and provides possibilities for collaboration and competition.

**b) External Actors:** Actors are those groups that the organization is directly dealing with. Examples of actors are the government, the donor agencies, and target groups.

#### **2. The Internal Components**

**a) Policy and equal Rights and Opportunities:** If the organization has formulated on equal rights policy, it will be easier for it to bring gender issues into its mainstream of work. Even in the

absence of a formal policy, the general thinking about women's empowerment can still be positive and therefore conducive for the development of such a policy.

**b) Strategy and activities in the field of equal rights and opportunities for women :**It will be easier for an organization to 'mainstream' gender if it has a gender strategy. If there is no written strategy, an assessment is done of the ad hoc strategy to determine whether it is conducive to women's empowerment.

**c) Organizational structure: Here** the organizational structure is assessed to determine whether it creates opportunities for or constraints to equal gender relations. A top down hierarchical structure can become a significant obstacle for cross organizational policies such as equal rights and opportunities for women, since these policies require inter-sectoral co-ordination and co-operation. It is also important to know how gender has been institutionalized in to the structure of the organization.

**d) Human resources:** Here we look at issues of quantity and quality (gender knowledge and other skills). In general, an organization is more likely to successfully integrate gender concerns in its work if it tries to provide equal opportunities for women within its own ranks.

**e) Financial and physical resources :**The capacity of an organization to improve the position of women is also determined by the availability of funds and physical resources. A lack of resources to support activities for women may be due to a general scarcity of resources or to a low priority given to such activities.

**f) Organizational culture :**The organizational culture can be seen as the personality of the organization. Obtaining insight into the attitudes and perceptions of staff towards the emancipation of women is important in assessing the barriers that gender mainstreaming might encounter. The organization's attitude to learning and change is also an important factor in mainstreaming gender.

**g) Gender Awareness Workshop: The** aim of a Gender awareness workshop is to sensitize staff on the concept of gender and on gender issues. Gender is often not well understood, and these cause some of the resistance to working towards gender equality. The workshop should help open people's eyes and bring gender issues to the fore in the organization.

To this effect, the workshop should employ participatory, experiential learning techniques such as case studies, group work, individual and group exercises brain streaming sessions and problem posing. Topics to be covered are the difference between gender and sex. "Gender roles in Ethiopia, in the organization and in the target group", "Values, beliefs, stereotypes and assumptions.", and "Forms of gender dominance".

### **3. Items Linking (connecting) the external and internal Components**

**a) Output:** The output of an organization comprises all material and immaterial products and services delivered by the organization to its various target groups (client).

It is essential to describe output in terms of products and/ or services produced and delivered. The performance of the organization is measured by the quality and quantity of these outputs.

**b) Mission:** The mission is the overall objective and main approach that explains why the organization exists, what it wants to achieve and what means it has to reach its goals

A good mission indicates both possibilities and limitations – what the organization should do and what it should not do.

**c) Inputs:** The inputs of the organization include all the resources available for generating its products and services.

### **Annex 7 Potential Human Power ( resource ) Assignment in the two General Directorates**

#### **WAGD'S Potential Human Power (Resource) Assignment ( MOFA, October 2006c)**

- 1. Policy and Affirmative action Department:** - The potential human power assigned in this department is three. They are the director, first secretary and attaché.
- 2. Women's & Children's trafficking Affairs follow-up Department:-** The potential human power assigned in this department is three. They are the director, advisor II and attaché.
- 3. Resource Mobilization, Research, plan and capacity Building Department:-** The potential human power assigned is three. They are the director, advisor I and third secretary.

#### **EBAGD'S potential Human Power Assignment (MOFA, October 2006c)**

The potential human resource assigned in EBAGD is given as follows.

- 1. Economic Business and Technological Information (Data) Analysis Department:-** The potential human resource (power) assigned in the are director, advisor II, attaché second and third secretaries of Economic, Business and technological Information (Data) Analysis Department of EBAGD in MOFA. All together, they are five persons.
- 2. Foreign Trade Investment and Tourism Development Department:-** The potential human resource assigned in are the director, Senior advisor, first secretary and two attaches. All together, they are five persons.
- 3. Mobilization of Resource for Development Department :-** The potential human resource assigned in and Technical Cooperation, Research and plan Department are the director, advisor and first secretary of sources, research and plan and senior advisor, second secretary and attaché of implementation, follow-up and evaluation all together they are five persons.
- 4. Developing and Land - locked Countries Affairs Department:-** The potential human resource assigned for are the director, advisor II, attaché, advisor I third secretary of Developing and Land-locked Countries Affairs Department All together, they are five persons.

**Annex 8: Tables of Human Resource Distribution (Assignment) in the Different Positions and Qualifications**

**Table A. Assignment in the different positions in the Head Office (MOFA; WAGD,2007d)**

No	Position	Male	Female	Sum total
1	Director general director, state Minister and Minister	27 (84.4%)	5 (15.6%)	32 (100%)
2	Advisor, Advisor I & II and senior Advisor	53 (88.33%)	7 (11.67%)	60 (100%)
3	Third to first secretary	40 (81.63%)	9 (18.37%)	49 (100%)
4	Attaché and graduate Attaché	22 (78.57%)	6 (21.43%)	28 (100%)
5	Secretary executive secretary (I)	-	32 (100%)	32 (100%)
6	Driver	17 (100%)	-	17 (100%)
7	Cleaners, messengers & receptionist	10 (18.87%)	43 (81.13%)	53 (100%)
8	Registrar & Documentation	16 (44.4%)	20 (55.6%)	36 (100%)
9	Cadet	9 (60%)	6 (40%)	15 (100%)
10	Guard, Gardner, maintenance and daily labors	12 (75%)	4 (25%)	16 (100%)
11	Spokes person and liaison officer	3 (100%)	-	3 (100%)
12	Finance jobs	4 (57.14%)	3 (42.86%)	7 (100%)
13	Transport & transistor	4 (100%)	-	4 (100%)
14	Diplomatic vales and diplomatic and service passport clerk	1 (33.33%)	2 (66.67%)	7 (100%)
15	Librarian, information desk, postperson, telephone	5 (71.43%)	2 (28.57%)	7 (100%)
16	Supervision and stage manager	1 (50%)	1 (50%)	2 (100%)

Source = (MOFA, WAGD,2007d)

**Table B. Decision Making Positions in the Lower Management (Position) of the Head Office**

No	Qualification	Male	Female	Sum total
1	Archives Desk Officer	-	1 (100%)	1 (100%)
2	Cleaners' Chief	-	1 (100%)	1 (100%)
3	Diplomatic Valise	-	1 (100%)	1 (100%)
4	Floor Attendant	1 (50%)	1 (50%)	2 (100%)
5	General service supervisor	-	1 (100%)	1 (100%)
6	Clerks supervisor	-	1 (100%)	1 (100%)

Source = (MOFA, WAGD, 2007d)

**Table C. Assignment In the Embassies (MOFA: WAGD 2007)**

No	Position	Male	Female	Sum total
1	Consular, Ambassador	41 (93.18%)	3 (6.82%)	44 (100%)
2	Advisor I , Ministerial post	67 (95.71%)	3 (4.29%)	70 (100%)
3	Third to first secretary	46 (83.64%)	9 (16.36%)	55 (100%)
4	Atache	22 (68.75%)	10 (31.25%)	32 (100%)
5	Secretary executive secretary (I)	-	15 (100%)	15 (100%)
6	Cadet	3 (75%)	1 (25%)	4 (100%)
7	Cleaners, messengers& receptionists	5 (100%)	-	5 (100%)

Source :- MOFA & WAGD(2007d)

**Table D Gender Distribution Data of the Head Office (Ministry of Foreign Affairs) With regard to Qualification**

No	Qualification	Male	Female	Sum total
1	First degree (B.A or BSC) and above	146 (83.43%)	29 (16.75%)	175 (100%)
2	From Grade 12 up to advanced diploma	67 (38.95%)	105 (61.05%)	172 (100%)
3	Below Grade 12	11 (50%)	11 (50%)	22 (100%)

Source = (MOFA, WAGD,2007d)

**Table E Gender Disaggregated data of Employee of the Ethiopian Embassies (Missions ) / With regard to Qualification**

No	Qualification	Male	Female	Sum total
1	First degree (B.A or BSC) and above	151 (86.29%)	24 (13.71%)	175 (100%)
2	From Grade 12 up to advanced diploma	17 (36.17%)	30 (68.83%)	47 (100%)
3	Below Grade 12	-	-	-

The qualification of three male is not known

Source = (MOFA, WAGD,2007d)

**Annex 9 The Organizational structure of the Ethiopian Embassies (Missions) (MOFA, December, 2006d)**

The organizational structure of the Ethiopian embassies, contained in Book let 2 (MOFA December 2006d), is given in figure as follows:

**The Organizational structure of the Ethiopian Embassies  
(Missions) (MOFA, December, 2006d)**

