

**Addis Ababa University**

**College of Developmental Studies**

**Center for Gender Studies**

**Exploring Opportunities and Challenges of Gender Mainstreaming Process in Safety and Security Service Department of Economic Commission for Africa in Addis Ababa**

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**A Thesis Submitted to Addis Ababa University College of Developmental Studies Center for Gender Studies in Partial Fulfillment for the Requirement of Master of Arts in Gender Studies**

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**Addis Ababa, Ethiopia**

## DECLARATION

I, the undersigned, declare that this thesis is my original work and has not been presented for Masters in any other University and that all sources of materials used for this thesis have been accordingly acknowledged.

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## **LIST OF ACRONYMS/ABBREVIATIONS**

ACGD:	African Centre for Gender and Development
AGD:	Africa Gender and Development
ACW:	African Centre for Women
AWPS:	African Women's Progress Score board
BPA:	Beijing Platform for Action
CEDAW:	Convention on the Elimination of All Forms of Discrimination against Women
CSW:	Commission on the Status of Women
CWD:	Committee on Women and Development
DFID:	Department for International Development
ECOSOC:	Economic and Social Council
EIGE:	European Institute for Gender Equality
HRM:	Human Resource Management
HRSS:	Human Resource Service Section
FGD:	Focal Group Discussion
GM:	Gender Mainstreaming
GSI:	Gender Status Index
INGO:	International Non-Governmental Organization
IFRCRCS:	International Federation of Red Cross and Red Crescent Societies

MOLSA:	Ministry of Labor and Social Affairs
SSS:	Safety and Security Service
UNECA:	United Nation Economic Commission for Africa
UNDP:	United Nation Development Program
UNDSS:	United Nation Department of Safety and Security
UNSWAP:	United Nation System -Wide Action Plan
WAD:	Women and Development
WID:	Women in Development

## Abstract

*This study entitled Opportunities and Challenges of Gender Mainstreaming Process in the Safety and Security Service department of Economic Commission for Africa in Addis Ababa has conducted with the main objective to explore the existing Gender Mainstreaming practices in line with Opportunities and challenges in the study department. In order to achieve this objective qualitative research approach was used. For selecting participants of the study purposive sampling technique was applied. To gather the necessary data, the study employed interview, document review and observation.*

*The major findings of the study reveals that, by recognizing the importance of gender equality and the empowerment of women, gender issues are clearly articulated and included with specified objectives and mandates on the strategic plan of United nation Department of Safety and Security and gender policy of Economic Commission for Africa. Practically female security officers are highly underrepresented in all managerial level and gender imbalance was highly observed. Majority of the respondents had not clear understanding about the concept of Gender and Gender mainstreaming. Due to; the so called gender focal person of the study department has been working mainly as administrative assistance very few works are done by the office with regard to gender. The partnership between the Economic Commission for Africa and Africa Union to enhance gender mainstreaming strategy, the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (Maputo Protocol), the Solemn Declaration on Gender Equality in Africa, the existence of Economic Commission for Africa gender policy and United nation Department of Safety and Security strategy on Gender Equality and women were identified as a good opportunity to implement gender mainstreaming strategy whereas the external entry barriers to join the Safety and Security Service department such as: small number of female applicants with compared to male counterpart, lack of language skill, confidence and competency, lack of awareness for internet technology and information gap to follow vacancy was identified as a challenge for female security officers. Thus, to mitigate the factor that hindering Gender mainstreaming strategy rather than depending on the external factor, the department should be take internal organizational encouragement method.*

# CHAPTER ONE

## 1. Introduction

This chapter deals with the background of the study, statement of the problem, objectives of the study, significance of the study, scope of the study, limitations of the study, organization of the study, and concept and definitions of key terms.

### 1.1. Background of the Study

According to European Commission (1997) definition Gender Mainstreaming “is the integration of the gender perspective into every stage of policy processes—design, implementation, monitoring and evaluation with a view to promoting equality between women and men. It means assessing how policies impact on the life and position of both women and men and taking responsibility to re-address them if necessary.”

Although, this definition concentrates on gender equality as the ultimate goal, at the contextual and operational level, gender mainstreaming must involve better workings and awareness of differences and what a perspective actually is. This is better spelt out under the United Nation definition which states “Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. Moreover, it is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not continued so as to achieve gender equality” (UN ECOSOC, 1997).

However, the definition of this gender mainstreaming is more than just a strategy for achieving gender equality. It is an instrument that offers various benefits and assists in achieving good governance. One of the first benefits is an improvement in the quality of the policy pursued in and by an organization. Because gender mainstreaming requires thorough knowledge of the target group relies on gender analyses of policy domains, the implementation of the policy becomes more effective. Since gender mainstreaming is a process that is applied throughout the organization, the various organizational components will be better able to harmonies their policy

implementation and planning. This too leads to more efficient and coherent policy making. In addition, the analyses and dissemination of their results lead to more transparency (Council of Europe, 1997).

As a global strategy, Gender mainstreaming was clearly endorsed for promoting gender equality in the Platform for Action at the United Nations Fourth World Conference on Women held in Beijing, China in 1995. Mainstreaming was not a completely new strategy at that time. Rather it was in response to consistent lessons that have emerged from at least twenty years of experience of addressing women's needs in development work. As an alternative to earlier strategies for promoting gender equality, the mainstreaming strategy had been under development for a number of years prior to the Beijing conference. The Beijing Conference was, however, an important landmark for mainstreaming in that governments, NGOs and international organizations gave political legitimacy to the strategy (Hannan, 2000).

In Africa, gender mainstreaming is being taken into account in the areas of; education, payment, representation, employment, opinion and family. The whole society, including governments and other organizations are taking up the responsibility of reducing gender-based discrimination (Hafner and Pollack, 2002). In recent years, gender mainstreaming in Africa has gone through a process of mobilization through involvement of various state and non-state actors. Through empowerment, people are beginning to realize that for gender equality to be effective, collective action is needed by everyone (Walby, 2005). States are trying hard to eliminate cultural factors that hinder gender mainstreaming as well as mobilizing human and financial resources to ensure that gender mainstreaming is effective (Beall, 2010).

In relation to this, Ethiopia has been part of global movement in support of the advancement of gender equality. For instance, National Policy on Ethiopian Women, which was issued in 1993, and support structures for policy implementation have been put in place.

In the study area so called the United Nations Economic Commission for Africa (ECA) also has long recognised the importance of gender equality for Africa's economic and social development and has made due effort to align its policy and operations with relevant ECOSOC resolutions and other mandates on gender equality. In 1996, it adopted a policy statement which instructs all

ECA Divisions/SROs to include a gender perspective in all their outputs to member States. And the Commission has had a dedicated programme supporting member States on gender equality and the empowerment of women currently being implemented by the Social Development Policy Division/African Centre for Gender (ACG) since 1998 (African centre for Gender, Gender mainstreaming strategy Document (2015).

From the above statement we can understand that; currently the concept of gender mainstreaming is everywhere and it is worldwide but, to what extent gender mainstreaming activities are mainstreamed in the actual practice of gender mainstreaming process rather than concept in international organizations specifically in Safety and Security Sector are important questions that need further investigation through research. Therefore, assessing the existing gender mainstreaming process and practice in relation to challenges and opportunities in international organizations specifically in Economic Commission for Africa (ECA) namely in the department of Safety and Security Service (SSS) was the aim of this study.

## **1.2.Statement of Problem**

Researches have been conducted globally about gender mainstreaming. These researches have observed the issue in different aspects and have come up with different findings so as to answer their objectives.

A UN survey conducted in 1997 showed that 70% of the 189 countries which participated in the Beijing Conference had drafted a National Action Plan for the implementation of Platform for Action. However, in regards to the actual implementation of policies, the picture was more unclear and a wide range of problems and barriers became apparent, as there seemed to be a gap between commitments made and actual policy practices. This has continued to be the trend many years after (Todes and Sithole, 2007).

Furthermore, Hannan (2000) conducted research on the Assessment of Gender Mainstreaming and Empowerment of Women in Sub-Saharan Africa from concept to action of gender mainstreaming in operational activities. The researcher revealed that a number of serious misconceptions around gender mainstreaming have developed which linked to lack of understanding to basic concepts such as "gender" and "gender equality" and also considerable

uncertainty among staff members in many organizations as to what mainstreaming actually entails in operational terms also the political dimensions of promoting gender equality are largely ignored.

Moreover, Judith (2014) also conducted research on the challenges facing implementation of gender mainstreaming in selected government ministries in Nairobi, Kenya. And found that, gender mainstreaming in government ministries still faced major challenges in terms of awareness, resource mobilization, patriarchy systems and policy functionality. Moreover, according to the National Action Plan for Gender Equality document (2006), many of the development goals, policies, strategies or targets of poverty reduction developed without considering gender as matters.

In support of this, Biresaw Geremew (2014), conducted research on gender mainstreaming BOFED, BOE and Women Affairs Offices and found that women were highly under represented except in the case of Women's Affairs Offices and the proportion of women employees in the professional and scientific category were very low compared to their counter parts in the two sector bureaus. The same source further revealed that despite, the Federal Democratic Republic of Ethiopia Constitution, National Policy on Ethiopian Women, National Action Plan for Gender Equality, Plan for accelerated and sustainable development to end poverty and Women Development Package are identified as opportunities for gender mainstreaming practice: Lack of commitment on the part of decision-making bodies, lack of gender awareness and sensitivity and lack of appropriate linkages between gender focal persons were the major challenges that hindered the process of gender mainstreaming activities in the study sectors.

According to the Gender Mainstreaming Manual for Labor and Social Affair Sector (GMMLSA, 2012), the Government of the Federal Democratic Republic of Ethiopia has taken different measures to avail the opportunity for women to exercise their democratic rights and benefit from the fruits of their labor on an equal basis with men in an atmosphere free of out dated male chauvinist attitudes. The FDRE constitution has also created supportive provisions to bring gender equality. International and regional conventions ratified, protocols signed, agreements and commitments entered pertinent to the cause of women are the integral part of the law of the land.

Despite, such great commitment to reduce the deep rooted problem in Ethiopian women, as shown by different studies (Emebet, et al, 2004, MOWA, 2006) women are less represented than men in the formal sector. For instance, in 2002 among all government employees, women constituted only 32.1 percent, while men made up of 67.8 percent. These sources further revealed that women concentrate in routine type and low paying jobs. The gender budget Analysis study also noted that women's income earning is estimated at less than 33 percent compared to over 72 percent for men (MOFED, 2004).

ECA is an activist and consistently promotes gender mainstreaming and highly encourages gender parity in its gender policy. In this regard, A Gender Parity target has been set in all recruitment modalities, advertised Job Openings include a statement strongly encouraging applications from qualified women candidates. And also, the resolution was adopted by the General Assembly to achieve 50/50 gender distribution in all categories of the posts within the United Nation system (ACG, Gender mainstreaming strategy Document, 2015). However, with all these privileges practically the indicator of the representation of women in different position and professional level is much lower than male counterpart (HRM score card strategic document of UNECA, 2017). This document further revealed that, as a whole in UNECA the number of women representation in different position and professional level is much lower than male counterpart. For instance, there are 100 positions where 90 are encumbered (60 males and 30 female) and 10 are vacant. And the current representation of women is 33%. In the Safety and Security Service department as one of the UNECA department the number of female security representation in different position is dominated by male officers. Therefore, this research attempts to study the problem and give critical analysis the reason behind this gender gap and identify challenges that hindered the study department gender mainstreaming activities.

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

#### **1.3.1. General Objectives**

The major objective of this study is to explore and identify the existing Gender Mainstreaming practices and its challenges in Safety and Security Service department of Economic Commission for Africa in Addis Ababa.

### **1.3.2. Specific Objectives**

By considering the major objective, this research aimed to answer the following specific issues.

- ✓ To assess how gender issues are addressed in the strategic plan of Safety and Security service department of Economic commission for Africa in Addis Ababa.
- ✓ How do Gender Focal Persons coordinate and implement Gender Mainstreaming practice in Safety and Security Service section department.
- ✓ To assess the existing opportunities to mainstream gender issues in the Safety and Security Service Department.
- ✓ To assess the challenges or constraints faced by Safety and Security service department in the process of gender mainstreaming practice.

### **1.4. Research Questions**

The study was guide by the following research questions:

1. How gender issues are addressed in the strategic documents of the study department?
2. What are the duties and responsibilities of gender focal persons?
3. What opportunities are there for implementing gender mainstreaming in Security and Safety Service Department?
4. What are the major challenges/problems that hinder gender mainstreaming implementing practice in Safety and Security Service Department?

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

This research has its own contribution for different areas. First of all the Economic Commission for Africa specifically, the Safety and Security Service would be benefited from the research by identifying the real experience of gender mainstreaming and challenges. Therefore, the commission can use the research as source of information. Universities and students will also use this research as bench mark for conducting research on other similar organizations and policy makers will benefited to know the gap in areas of gender mainstreaming specifically in international security sector.

## **1.6. Scope of the Study**

This research is delimited geographically and conceptually. Geographically, the research delimited to Economic Commission for Africa that is hosted in the capital city of Ethiopia, Addis Ababa. Among many departments of Economic Commission for Africa, Department of Safety and Security Service (SSS) was focus of the research. Conceptually, the research focused on how the strategic plan give attention to gender mainstreaming, opportunities of implementing gender mainstreaming and challenges the commission faces in implementing it.

## **1.7. Limitations of the Study**

Specific limitations of the study were focus on literature gap. The researcher couldn't found any researches that were conducted on gender mainstreaming in international Security Sector. Specifically in any one of UN five duty station no attempt was made to identify implementation of gender mainstreaming strategy process in security sector department. Another limitation of the study was the researcher cannot develop FGD, since the SSS staffs work by shift. Duet to this facts the researcher cannot gate the minimum requirement to organize FGD. Therefore, the researcher hopes that these limitations would be taken into consideration while reading this study paper. Finally, the usual qualitative research drawbacks are considered as a limitation of the study as well.

## **1.8. Organization of the Paper**

The study was organized into six chapters. Chapter one is an introduction part that contains background of the study statement of the problem, research objectives, Significance of the Study, Scope of the study and Limitations of the Study. Chapter two gives a brief overview of the related literature that the researcher used to support the studied subject. Chapter three deals with about the research design and methodology, which contains the research design, population and Sampling techniques, method of data collection, data collection instruments, document review, data analysis methods, credibility of data, collection procedure and research ethics. Chapter four is deals with data presentation, analysis and interpretation of the respondents reflection data gathered through interview and document review. Chapter five includes discussion, conclusion and general recommendations based on the findings of the study.

## **CHAPTER TWO**

### **2. Literature Review**

This section deals with different literatures related to the subject under discussion. It mainly focuses on some concepts of gender mainstreaming, the need of gender mainstreaming, Theoretical and Conceptual Frame works, goal and objectives of gender mainstreaming, the stages of Gender Mainstreaming process, elements and tools of gender mainstreaming, Gender mainstreaming in a security framework, Gender and Gender mainstreaming policy in UNECA, the practice of Gender Mainstreaming process in Safety and Security Sector and responsible body for gender mainstreaming process.

#### **2.1.The Concept and the Development of Gender Mainstreaming**

Gender refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/time-specific and changeable. Gender determines what is expected, allowed and valued in a women or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader sociocultural context (Hannana, 2001).

The Economic and Social Council (ECOSOC) Agreed Conclusions 1997/2 provided a clear definition of the mainstreaming strategy as “the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.”

In support of this, Gender equality is a goal that has both equity and efficiency. In the context of a human rights approach to development, the promotion of gender equality is an important end in itself, concerned with social justice and fairness (UNESCO, 2005). According to a reference

manual prepared by Commonwealth Secretariat (2001), the advantage of gender mainstreaming approach is that it allows for the advancement of gender equality and equity regardless of whether it is women or men who are disadvantaged and whose position needs to be addressed.

The concept of gender mainstreaming grew out of frustration with strategies for integrating women into development devised in the 1970s and 1980s that showed a little response towards improving gender equality. Gender mainstreaming term appeared for the first time in international text after the third UN World Conference on Women (Nairobi, 1985) in relation to the debate within the UN Commission on the Status of Women (CSW) on the role of women in development and was explicitly adopted in the Fourth World Conference on Women (Beijing, 1995) as a result of the low impact that different policies, programs and actions were achieving in terms of equality for women in society. Since then, several international and national organizations have adopted a gender mainstreaming strategies (UNDP, 2004).

The concept of gender mainstreaming aims to build upon the following two approaches of involving women in development – both of the approaches are still present in development practices today – The women-in-Development (WID) and Gender-and-Development (GAD) approach (UNDP, 2004).

### **2.1.1. The Women-In-Development (WID)**

The Women-in-Development (WID) approach aims to integrate women into existing development processes in order to address the exclusion of women. It often involves special women's projects, or women's components in integrated projects, designed to increase women's productivity or income, or to help ease their household tasks roles and responsibilities (IFRCARCS, 2003).

The movement emerged in 1970s following the documentation of women's key productive roles in agriculture and industry. The previous exclusion of women in development projects and programs led to an emphasis on women-specific projects. The rationale was that if women's productivity and income were improved, development would be more effective.

WID was strengthened by various international conferences on women. The United Nations decade for women between 1975 and 1985 focused on sensitizing people to women's role in

development, as well as concentrating on research and advocacy for women. However, WID approach has several limitations. It saw women as a group and not as individuals with a variety of needs and interests, »lumping« women into one category and it focus on women-specific projects excludes men and treats women's problems in isolation to their relations with men, in both the private and the public sphere (IFRCARCS, 2000).

### **2.1.2. The Gender-And-Development (GAD)**

As a consequence of the failure of many women-specific projects and programs to address gender inequality, 1980s saw a gradual shift towards a Gender-and-Development (GAD) approach. This approach recognizes the greater value of gender as an analytical concept, as a lens that directs attention towards social and cultural processes and factors, as important in addressing subordinate position of women. GAD approach examines interventions in terms of their differential effects on women and men and the relationships between women and men. GAD approach does not look at women in isolation but, enable differences between women and men, and between different groups of women to become visible (IFRCARCS, 2003).

Furthermore, GAD approach is an analytical approach which considers both women's and men's roles and responsibilities within the community and their relationship to each other. Since 1993, GAD has amid to promote, inspire and support development policy and practice which furthers the goal of equality between women and men. this shift from women in development (WID) to GAD took place in the contest of deteriorating economic in North and increasing indebted ness in the South promoted by the financial institutions with their emphasis on economic liberalization, market led growth, the rolling back of the state and cuts in public expenditure. A corresponding shift took place in relation to women whose multiple roles in society were increasingly recognized by development agencies. Therefore, the aim of GAD is sustainable reshaping of the power variables, in equal participation of men and women in decision-making positions (Moser 1993).

## **2.2. Different Policy Approaches to Development**

### **2.2.1. Welfare and Equity Approaches**

The welfare policy approach, which was introduced in the 1950s and 1960s, focused on women in terms of their reproductive role. The underlying assumptions behind this approach were the fact that women are passive recipients of development rather than participants in development, and mother hood is the most important role of women in society (Helen. D, 2002). This source further stated that the welfare approach ignores the productive roles of women and seeks to strengthen women's roles as providers of welfare services to family members.

Unlike the welfare approach, equity approach recognized that women are active participants in the development process through their productive and reproductive roles. In discussing this approach, Tegegne (1999) explained that the equity approach starts with the basic assumption that economic growth strategies have negative impact on women and acknowledges that they must be brought into the development process through access to employment and market opportunities. He further indicated that this approach was also concerned with the fundamental issue of equality in both public and private spheres of life. According to Moser (1993), however, this approach did not receive much acceptance from third world governments who considered it as irrelevant Western exported feminism to the third world women. Though equity approach is viewed by third world governments as irrelevant, some third world countries continue to use this approach since it focused on fundamental issue of equality between women and men.

### **2.2.2. The Gender Efficiency and Gender Empowerment Approaches**

Efficiency approach, advocates working with in mainstream development organizations drew on gender analysis to bring concerns with women and gender difference into the "mainstream" of development for the first time. Its strategy was to argue, in the overall development context of structural adjustment policies, that gender analysis makes good economic sense. That argued that understanding men's and women's roles and responsibilities as part of the planning of all development interventions helps targeting, improves project effectiveness and ensures that women, as well as men, can play their part in national development. The efficiency approach succeeded to a degree in bringing a concern with women and gender into the mainstream of

development, but at the expense of focusing on what women could do for development, rather than on what development could do for women (Helen. D, 2002).

Empowerment approach, intended working with women at the community level building organizational skills and self-esteem through participation in determining needs and managing change. This approach opened up space for women to determine their own needs but empowerment was too often misinterpreted as an end rather than a means. This could result in projects delivering empowerment to poor women, with development practitioners apparently knowing better than poor women themselves what their true needs were (Helen. D, 2002).

### **2.3. Theoretical and Conceptual Frame works**

The necessity to recruit more female officers in security institutions is discussed in different theories: The Feminist theory which tries to understand causes of gender inequality.

#### **2.3.1. The feminist theory**

The feminist theory considers gender as the socially constructed roles and relationships between men women, boys and girls. Humans are often taught to act, feel and think differently depending on whether we are born female or male. These social roles are fluid and vary depending on the specific ethnic, religious, class and geographic community that one is born into. In contrast, biological differences between males and females, such as hormones, reproductive organs and genetic differences are largely fixed. When referring to biological rather than socio cultural differences between women and men, the term ‘sex’ is used as a consequence, these socially constructed gender roles have determined African women and men’s differential access to education, employment, political power, etc., all of which influence the security threats that they face and their ability to access security and justice. In this context, gender roles constitute one of the key factors that construct the different security experiences, needs, priorities and actions of men, women, girls and boys (Carver and Terrell, 1996).

### **2.4. What is Gender Mainstreaming?**

Gender mainstreaming as a strategy emerged from the evolving experience gained from the “Women in Development” and “Gender and Development” approaches during the 1980s.

It was recognized that a shift in approach to gender is required in policy levels and within development organizations themselves. Many development organizations began to adopt the strategy of integrating women into “mainstream” projects and programs, rather than establishing separate women’s projects. Fundamentally, gender mainstreaming means that, men and women should benefit equally from all of the organization’s policies and practices.

Significantly, gender mainstreaming differs from a “women in development” (WID) approach in that it takes as its starting point a thorough and rigorous analysis of the development situation, rather than a priori assumptions about women’s roles and problems. Experience has shown that gender issues differ by country, region and concrete situation. At the same time, experience has also shown that rigorous, gender sensitive analysis invariably reveals gender differentiated needs and priorities, as well as gender inequalities in terms of opportunities and outcomes. Gender mainstreaming seeks to redress these problems (Neimanis, 2005).

Then, it was defined by the (ECOSOC, 1997) as “a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of the policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.

With a mainstreaming strategy gender concerns are seen as important to all aspects of development, for all sectors and areas of activity, and are a fundamental part of the planning process. Responsibility for the implementation of gender policy is spread across organizational structures, rather than concentrated in small central units (UNDP, 2004).

In support of this, Gender mainstreaming is the process of assessing the implications for women and men of any planned action, policy or program, in all areas and at all levels before any decisions are made and throughout the whole process (Sida, 2015).

ILO (1996-2017), Mainstreaming is not about adding a “women component” or even a gender equality component” into an existing activity. It goes beyond increasing women’s participation; it means bring the experience, knowledge, and interest of women and men to bear on the development agenda.

Similarly, (UN, 2005), Gender mainstreaming is thus, a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of any initiative, so that women and men benefit equally and inequality is curtailed. The ultimate goal is to achieve gender equality.

Furthermore, Gender Equality means that the rights, responsibilities and opportunities of individuals will not depend on whether they are born male or female. Equality does not mean "the same as"—promotion of gender equality does not mean that women and men will become the same. Equality between women and men has both a quantitative and a qualitative aspect. The quantitative aspect refers to the desire to achieve equitable representation of women increasing balance and parity, while the qualitative aspect refers to achieving equitable influence on establishing development priorities and outcomes for women and men. Equality involves ensuring that the perceptions, interests, needs and priorities of women and men (which can be very different because of the differing roles and responsibilities of women and men) will be given equal weight in planning and decision-making (UN,2001).

According to Hananan (2000), Gender mainstreaming implies that the development of objectives, identification of activities under taken, and definition of anticipated outcomes (including the indicators for measuring progress) should be influenced by the need to promote greater equality between women and men. In this context it is clear that the most important step must be incorporating greater attention to gender perspectives and the goal of promoting gender equality in policy development and in the planning, programming, budgeting and monitoring processes of an organization. For this to become a reality, six clear steps can be outlined for operationalizing the mainstreaming strategy.

- Identify the gender perspectives of the sector area/issue, though, for example, use of gender analysis, focusing on both issues of representation and content.
- Identify what is required for more actively promoting gender equality in the sector area/issue.
- Identify the opportunities existing in different work-tasks, and additional actions which might also need to be taken.

- Develop a clear plan of action, with objectives, activities and expected outcomes, including indicators for measuring progress.
- Include this plan of action in overall planning documents—medium-term plans, program budgets and performance evaluations.
- Implement a system for regular and systematic follow-up and recording of results and lessons learned which feeds back into regular planning, programming and follow up systems. This source further revealed that, considerable awareness, commitment, knowledge and capacity (skills) are required if all staff are to work effectively with gender mainstreaming. Development of effective, practically oriented competence development programs is an essential ingredient for successful implementation of gender mainstreaming.

## **2.5. The Need of Gender for Mainstreaming**

### **2.5.1. Why Gender Mainstreaming Important?**

According to Mehra and Rao Gupta (2006) Gender mainstreaming was adopted mainly to address the perceived failure of previous strategies such as women-specific projects to bring about significant changes in women's status. There was widespread consensus that the failure of women-specific projects in the 1970s and 80s was due to their marginalization. Gender mainstreaming was designed to overcome this marginalization and to bring gender equality issues into the core of development activities. Gender mainstreaming ensures that policy-making and legislative work is of higher quality and has a greater relevance for society, because it makes policies respond more effectively to the needs of all citizens – women and men, girls and boys. Gender mainstreaming makes public interventions more effective and ensures that inequalities are not perpetuated. Gender mainstreaming does not only aim to avoid the creation or reinforcement of inequalities, which can have adverse effects on both women and men. It also implies analyzing the existing situation, with the purpose of identifying inequalities, and developing policies which aim to redress these inequalities and undo the mechanisms that caused them.

As said by Strasbourg (1998), Gender mainstreaming is an important strategy. Moreover, there are several specific reasons underlining the added value of:

- **It puts people at the heart of policy making:** Mainstreaming equality issues may contribute to underlining the need to base and to evaluate any single policy according to its impact on the concrete situation of individuals and social groups, be they women or men, with their particular endowments and needs. Such an approach will improve the practice of basing and evaluating general policies and it will introduce, among politicians and public opinion, a learning process of paying attention to the broad effects of policies on citizens' lives. Gender mainstreaming may also be away of placing very crucial facets to women's and men's lives on the agenda, facets that have not been items of attention in the past. Mainstreaming gender equality may be a step forward to a more human and less economic approach of the general development and management of contemporary democratic societies. By taking the gender equality perspective into account, policies will be better defined in terms of the real needs of women and men. The lives of all people, both women and men, will thus improve. In this sense, gender mainstreaming is a real win-win strategy.
- **It leads to better government:** Gender mainstreaming should lead to better informed policy making and therefore better government. It will challenge the assumption that policies are gender neutral which they never are and reveal the hidden assumptions on reality and values. It will lead to a greater transparency and openness in the policy process.
- **It involves both women and men and makes full use of human resources:** until now, work for the promotion of gender equality has mostly been under taken by a few women. Gender mainstreaming would involve many more people, both women and men. It would also make clear that society now a day is dependent on using all human resources, and the experience of both women and men. It acknowledges the shared responsibility of women and men in removing imbalances in society.
- **It makes gender equality issues visible in the mainstream of society:** Gender mainstreaming will give a clear idea of the consequences and impact of political initiatives on both women and men and of the balance between women and men in the area concerned. Gender equality issues will become visible and will be integrated into the mainstream of society, whereas until now they have always been on the side lines. It should how that gender equality is an important societal issue with implications for all and for the development of society, and that it is not just a 'cost' or 'luxury'. Gender mainstreaming recognizes that the

imbalance between women and men cannot be efficiently combated without the interest, involvement and commitment of the political system and of society as such. It will change attitudes towards gender equality, too often negative, and launch a new debate on quality issues, from a different angle to the use alone.

- **It takes into account the diversity among women and men:** It is generally acknowledged that women and men are not a homo genus group. In order to, pay due attention to this diversity, policies and policy instruments have to allow for taking diversity into account. Gender mainstreaming may be able to target better the particular situation of different groups of women where specific equality policies have so far not been successful, because it leaves room for diversity. From a gender mainstreaming perspective, the problem is not the fact that there are differences but that they are connected to a hierarchical ranking and that there is a danger of measuring all citizens to a male norm. In this sense gender mainstreaming goes a step further than merely working towards gender equality. It leaves room for nonhierarchical diversity in general, be it in terms of sex, race, class or a combination of factors. In other words, it takes into account that human beings are not abstract subjects, but that they have particular identities. This side effect of mainstreaming as a strategy to promote gender equality is a positive one for the whole of society.

According to UNESCO (2003), gender mainstreaming increasingly helps to highlight the following qualities in an organization:

The focus of equal opportunities policy, and views on equitable distribution of resources;

- Whether policy takes account of the aspirations, interests and perceptions of men and women;
- Support for equal opportunities policy and gender mainstreaming at all levels of the organization;
- Availability of resources, both financial and human, to formulate and implement policy;
- Engendering of knowledge, skills and attitudes on emancipation and gender equality, and availability of gender expertise;

- Identification of responsibilities and accountability for gender policy and gender mainstreaming.

## **2.6. The Goals and Objectives of Gender Mainstreaming Strategy**

Gender mainstreaming is a strategy that integrates women's and men's different concerns and interests into the planning, implementation, monitoring and evaluation stages of all policies, programs, projects, policies and laws and in all economic, political and societal spheres. It thus ensures that political programs or services are analyzed and evaluated regarding their impacts on gender equality and that appropriate action is taken to achieve gender equality, so that women and men benefit equally. The ultimate goal of gender mainstreaming is to achieve gender equality (ECOSOC, 1997).

According to AU Gender policy the main purpose of the Gender Policy is to establish a clear vision and make commitments to guide the process of gender mainstreaming and women empowerment to influence policies, procedures and practices which will accelerate the achievement of gender equality, gender justice, nondiscrimination and fundamental human rights in Africa.

And the main goal is to adopt a rights' based approach to development through evidence based decision-making and the use of gender-disaggregated data and performance Indicators for the achievement of gender equality and women's empowerment in Africa. It seeks to promote a gender responsive environment and practices and undertake commitments linked to the realization of gender equality and women's empowerment in Member States, and at the international, continental, regional and national levels. And also, the AU gender policy was created with the objectives of:

- To advocate for the promotion of a gender responsive environment and practices
- To initiate and accelerate gender mainstreaming in institutions, legal frameworks, policies and programs
- To promote the development of guidelines and enforcement of standards against sexual and gender-based violence

- To develop a Gender Management System (GMS) within the AU
- To address gender-based barriers to the free movement of persons and goods across borders throughout the Continent;
- To promote equitable access for both women and men to and control over resources
- To facilitate the implementation of remedial measures to address existing inequalities in access to and control over factors of production including land.

## **2.7. The Stages of Gender Mainstreaming Process**

According to, Status of Women Canada, 1996, Gender mainstreaming is not a strategy to be put into action once, it should be a constant red thread throughout the whole policy process. All moments are important for mainstreaming. It should already intervene at a very early stage, during the first preparatory phases, but it should in no case be limited to that phase. Gender mainstreaming strategies are to be implemented in several stages during the policy making process. The following key stages can be identified:

- **Policy preparing and planning stage:** at this initial stage, problems and challenges are identified, defined and analyzed, their scope and importance are considered, and the desired out comes is defined, broad policy answers are developed and the persons or groups concerned are identified. Mainstreaming is important at this stage, because top which up until known ever were, will be considered from a gender perspective. This will lead to the taking into consideration of gender equality in a much broader range of policy areas. In fact, gender mainstreaming should start as early as possible, because the earlier a gender equality perspective is integrated in the policy process, the more probable it is that policies will really take gender into account and not just add a gender paragraph at a later stage.
- **Policy deciding stage:** During this stage, decision is taken on what problems and challenges should be addressed, there by considering the preparatory work of the former stage and the political scope of problems and challenges. This determines whether issues receive a place on the political agenda and what means are allocated to them. Gender mainstreaming will increase the attachment of importance to topics that have formerly

been defined as ‘only concerning women’, and the number of such topics that receive a place on the agenda. Looking at potential policy problems and challenges from a gender perspective while defining political priorities, will lead to a new ranking of problems and are consideration of funds for merely allocated to them.

- **Policy implementation stage:** Once the issues have been detected and analyzed, the broad goals and policy lines defined and priority allocated to them, these issues have to be put into practice. This includes the elaboration of concrete actions. Introducing mainstreaming in the first stages is no guarantee that a gender perspective will effectively be taken into account when policies are implemented analyst, is and actions are two different things. There are big steps between detecting a gender issue, endorsing the principle of gender equality and implementing policies which take this issue into account. It is there for every important to mainstream at this stage and to accompany and support carefully the actors concerned.
- **Policy evaluating stage:** It is and more common for policies to be assessed, in order to determine how far the goals, set out have been reached and how useful a given policy has proved to be. The aim of mainstreaming at this stage is to evaluate the effects of policies on the current gender relations. Given its input in the policy preparing and planning process, this is especially important: evaluations serve as a starting point for the development of new policies. It is clear that these policy stages could be split up into a much broader range of smaller stages, allowing for a more detailed description of the policy process. It is also clear that these stages cannot always be precisely distinguished from each other in practice, nor do they necessarily follow each other in a chronological order. None the less except for the evaluating process, the described stages are always present in the policy process and should be used as an indication for putting gender mainstreaming into practice. It might be too complicated to implement gender mainstreaming in all those stage at the same time. The question then is which stages are most appropriate to start mainstreaming? The policy deciding process is the most important starting point, given the crucial role of this process in determining what will be taken onto the political agenda. The policy evaluating process is a relatively easy starting point for gender mainstreaming. This stage is an inherently critical phase in the policy

process and it serves as a basis for developing new policies. However, this stage of the policy process is not always the most developed one. The policy preparing and planning process and the policy implementing process are more difficult stages to start mainstreaming, given the fact that they involve specialized and detailed knowledge of gender issues. Yet, as mentioned before, they are crucial stages for gender mainstreaming, too.

## **2.8. Elements and Tools of Gender Mainstreaming**

According to, EIGE (2016), Gender mainstreaming cannot be implemented with one single tool. Since it is a process whereby a gender equality perspective is integrated into a range of different processes and tasks, a variety of methods and tools that support its implementation are therefore used in the different operational work flows of a particular field of activities. It is vital to select methods that suit the specific procedures and working routines of a particular organization as well as developing tools that have been custom-made to suit requirements. The long term aim is that gender mainstreaming methods are incorporated directly into existing processes, work flows and specialist subject content. This is so that gender mainstreaming is not seen as an “extra task”, but one that is fully integrated into standard working routines.

This source further revealed that, an effective implementation of gender mainstreaming requires preparation and organization. People in decision making positions can make a particular difference here, as they have more power to introduce changes. Thus, the key elements to consider are as follows:

- **Preparation:** set up a plan for the implementation of gender mainstreaming, define steps and milestones, assign tasks and responsibilities and formalize and communicate the plan.
- **Resources:** sufficient resources need to be made available; effective gender mainstreaming requires a budget and time think about resources for awareness raising and capacity building initiatives. The use of special (external) expertise might also be considered.

- **Stakeholder involvement:** close liaison with all policy stakeholders is essential throughout the policy cycle to take on board the concerns expectations and views of the target groups. It is recommended that opportunities and structures for stake holder involvement and consultations be cemented into the policy process.
- **Monitoring and evaluation:** set in place accountability mechanisms to ensure an adequate follow up of implementation and progress. Foresee regular reporting and share results.
- **Knowledge generation:** building up knowledge on gender equality and good practices in gender mainstreaming contributes to making the approach more effective. You can contribute to the institutional learning by collecting data and on indicators, reporting on progress and facilitating experience exchange.
- **Gender expertise:** this expertise should be internal, but the use of special external expertise might be considered as well.

In support of this, Strasbourg (1998), a lack of adequate tools and techniques might mean that mainstreaming will be badly implemented or not implemented at all. Gender mainstreaming might require the need to develop new policy tools and to adapt existing ones. The same source further revealed that, the gender mainstreaming strategy to be implemented and in order to optimize its chances for success it identified that, the following necessary prerequisites or facilitating conditions should be needed.

- **Political will:** The state must define gender equality as one of its main objectives. Gender mainstreaming should be made a political issue. NGOs can be important in helping to create this political will. The government should in addition issue a 'mission statement' stating clearly its intention to main stream the gender equality perspective into all policies and programs, and indicate that the objective is that these programs and policies will effectively promote and lead to gender equality.
- **Specific gender e quality policy:** Such as:

- ✚ Equal opportunities legislation and anti-discrimination laws: equality legislation serves as a safe guard against discrimination, not least on the labor market. This legislation is a necessary basis for the promotion of equality.
  - ✚ The existence of mechanisms such as equality ombudsman or equality commissions or councils for protection against discrimination.
  - ✚ A strong national equality machinery (administrative organization) with sufficient tools and resources (both human and financial) to exert influence on policy at all levels.
  - ✚ Specific equality policies and actions to address specific women's or men's interests.
  - ✚ Research and training on gender equality issues and awareness-raising about gender equality.
- **Statistics:** Data on the current situation of women and men, and on current gender relations, are absolutely necessary for mainstreaming. The problem is not only that statistics are not always segregated by sex, but also that data can be gender biased. Good statistics comprise data that are relevant for both women and men and that are split up by sex as well as by other background variables.
  - **Comprehensive knowledge of gender relations:** As mainstreaming is not a goal in itself, but a strategy to achieve gender equality, it presupposes that the necessary knowledge of gender relations is available for policy makers. Not all knowledge can be developed in gender equality machineries and, therefore, sufficient research in gender studies has to be carried out and made available.
  - **Knowledge of the administration:** Gender mainstreaming involves the reorganization, development, implementation and evaluation of policy processes, as well as information about the qualities of the administrative system. This includes knowledge of the location of gender expertise, but also on policy process aspects: what actors are normally involved, which steps are normally taken, who is normally responsible.

- **Necessary funds and human resources:** Financial means are an absolute prerequisite for gender mainstreaming, as for any other policy strategy. Mainstreaming implies allocation of existing funds. Even if countries show the necessary political will and have comprehensive gender equality policies and detailed knowledge of gender relations at their disposal, this will not enable them to adapt existing policy techniques and tools, set up new channels of cooperation and provide the necessary gender training for policy makers. All these aspects mentioned require financial means. It would be very short sighted to take only the immediate costs of gender mainstreaming into account.
- **Participation of women in political and public life and in decision making processes.** It is obvious that it will be difficult to obtain the political will for gender mainstreaming if women are not fully involved in political and public life and in decision making in general. Therefore, it is important that women enter political and public life in much greater numbers. It is especially important that women enter decision making processes, to ensure that the various values, interests and life experiences of women are taken into account when decisions are made. It is obvious that not every woman is necessarily an advocate for women's issues, but, as a matter of fact, most advocates for balanced gender relations are women. Besides, experience shows that in countries where a greater number of women participate in decision making, changes are more considerable and take place at a quicker rate.

According to Hannan (2000), a number of key elements for successful mainstreaming have been identified.

- Firstly, that there has to be a clear goal to mainstream gender perspectives and attention to gender equality. Mainstreaming will not occur automatically. It is not enough to make this goal clear in overall policy documents – it must be made clear in the context of specific processes and activities and explicitly expressed in all important documents.
- Secondly, there must be a consistent approach to mainstreaming gender equality must be systematically mainstreamed throughout processes and interventions. It should not be attempted 'here and there' or 'now and then'. It is not enough to include attention to

gender equality in the so called` soft´ sectors or in areas where it is traditionally accepted that women are involved or affected.

- Thirdly, attention to gender equality should be explicit the mainstreaming strategy should make gender equality aspects visible. There is a misconception that mainstreaming makes gender equality aspects invisible that mainstreaming means not making issues explicit but presuming that they are an inherent part of processes and interventions without needing to be given special attention.

Then out common statement "You can't see gender perspectives or track them because they are mainstreamed "is a completely incorrect standpoint. It is very important to understand that the mainstreaming strategy implies that special attention should be given to gender perspectives and the goal of promoting gender equality, and that these aspects must be explicitly treated and made very visible.

This study further revealed that, the Beijing conference established clearly that gender analysis was the basis for implementation of mainstreaming. It is stated that for all areas of societal development" before decisions are taken, an analysis is made of the effects for women and men, respectively".

A manual on gender and gender mainstreaming of ECA (1997), identified a number of gender mainstreaming elements that must be addressed to effect gender mainstreaming satisfactorily. Thus, such as surveys related to gender issues, statistics, gender training, gender awareness workshop, gender disaggregated data etc. are listed in the manual as elements of gender mainstreaming.

In support of this, in African center for Gender, Gender mainstreaming strategy Document of (2015), for effective implementation of gender mainstreaming the following strategic elements are identified:

- Political commitment and accountability by managers in supporting and following-up the implementation of gender mainstreaming actions in the sub-programs;

- ECA corporate culture supports, encourages and rewards codes of conduct and behavior that ensure gender equality;
- Gender equity within ECA results in women and men working in interaction on equal terms at all hierarchical levels and areas of responsibility;
- Skills and competencies on gender issues enable staff to navigate gender relations in the work place;
- ECA's business model adequately reflects a shift towards entrenching gender mainstreaming in all business processes and ensure outcomes based on results based management.

In other hand, according to MOLSA (2012) Gender mainstreaming manuals for labor and social affairs sector, it is essential to apply relevant tools and methods in the process of adapting gender mainstreaming strategy. A large number of techniques and tools have been developed to mainstream gender. Such as: Gender awareness and gender sensitivity training programs, Sex disaggregated data and gender statistics, Gender analysis, Gender indicators and indexes, and Gender Budgeting and Gender Audits.

According to Helen.D, (2008), to implement gender mainstreaming strategy effectively, awareness creation is a major tool. The effective training uses participatory methods such as case studies, brainstorming, and problem solving to allow participants to actively engage with the subject matter, and learn by doing.

Furthermore, according to Ministry of Women, Children and Youth Affairs' National Gender Audit Manual (2012), Gender Mainstreaming is a nationally accepted strategy for promoting gender equality in Ethiopia. Therefore, every sector is expected to mainstream gender and ensure that gender perspectives and attention to the goal of gender equality are central to all activities including planning, implementation, monitoring and evaluation. A gender audit enables every sector to systematically take stock of and address the status of gender equality in all aspects of its operations and work. It helps every sector to identify areas of strength and achievement including innovative policies and practices of gender implementation process. As well, it helps identify continuing challenges and weaknesses that can be used as a foundation for gender action

planning. Through the assessment and planning process, every sector recognizes its own potential and can be able to make informed decisions about how best to address the challenges it faces to design gender equitable programs.

### **2.9. Policy Implementation in Gender Mainstreaming Process**

Knowledge and awareness of Organizational policy is a useful starting point for gender mainstreaming (Helen. D, 2008). In support of this the effective implementation of gender mainstreaming strategy depends critically on the skills, knowledge and commitment of the staff involved in policy making, planning, management and implementation (Helen. D, 2015). According to Mehra and Gupta (2006) policy implementation process is associated to a complex network involving critical variables, which shape the path that implementation may possibly take. In consequence of the increasing recognition and importance of policy implementation, several sets of rules to ensuring policy implementation have been developed. Gender mainstreaming also involves a reorganization of policy processes because existing procedures and routines are all too often gender-blind or gender-biased.

In contrast to the standard assumption of policy makers and policy-making organizations that their work is gender-neutral, it has been proven several times that gender differentials are not recognized in regular policies, and that assumptions include biases in favor of the existing unequal gender relations (Verloo and Roggeb, 2003).

Gender mainstreaming also constitutes a clear example of policy succession or policy adaptation, promoted by the desire to overcome the limitations of existing policies, and the need to respond to a changed a policy environment. It also ensures that initiatives do not only respond to gender differences but seek to reduce gender inequality (Rosetti, 2008).

Planners who are entrusted with policy making hold in accurate assumptions about women's specific activities and this has led to neglect of women's real needs and over exploitation of their labor. Women are not only seen as a neglected resource but are also overburdened and undervalued (Prugl and Lustgarten, 2006). The actual policy of gender mainstreaming also consisted of some similarities across the different organizations e.g. gender analysis, gender

training, monitoring and evaluation, a combined approach to the placement of responsibility, where all staff members are responsible but supported from gender specialists (moser, 2005)

According to Endalkachew Lemma (2014), inadequate gender policy awareness and limited policy implementation and less priority for organizational gender issues were a challenge for effective implementation of gender mainstreaming strategies and a major cause for gender imbalance. This source further indicates that, unfavorable recruitment procedures to gender mainstreaming such as: the HR manual contains limited gender issues, limited motivation on the job announcement, unfavorable evaluation criteria, selection dependency on education and experience and hiring units 'stereotype attitude were considered as limitations on the organization human resource management potentially hindered the gender mainstreaming activities.

From the challenges experienced with policy implementation of gender mainstreaming organizational barriers, policy evaporation and issues of instrumentalism are the major one. Policy evaporation, which means that “good” policy intentions fail to be followed through in practice, is explained by several factors such as; a lack of staff capacity and their understanding of gender mainstreaming terminology, lack of ownership and barriers related to organizational culture, recruitment and working procedures (Merha and Gupta, 2006), (Moser and Moser, 2005), (Moser)

According to, Biresaw Geremew (2014), the lack of commitment on the part of decision making bodies, lack of gender awareness and sensitivity, in sufficient resources both financial and human, unclear mandate, limited amount of budgetary allocations were the major challenge for effective implementation of gender mainstreaming strategies process.

Weak accountability: Mechanisms to ensure that the staff implemented the mainstreaming strategies were weak. Budget allocations were also deemed to be inadequate and Lack of ongoing training and communication: limited the degree to which gender mainstreaming totally entered organizational cultures are factors that limit effective implementation of gender mainstreaming process (James. S, 2005).

The same source further revealed that, four factors that are essential element for effective gender mainstreaming process in the work of development NGOs:

**Political will:** It should start at the very top of the organization. The leadership should make a public commitment to gender mainstreaming, realign their organizational mission statement accordingly and communicate this effectively to staff. Political will should be reflected in actions to change the organization's policies, procedures, and systems. Actions should include, but are not limited to, hiring a gender coordinator with extensive experience, forming a gender task force, developing a gender action plan and providing budget support to gender activities.

**Technical capacity:** Organizations should conduct a gender audits to assess the current level of gender awareness and, based on that work, they should enhance gender expertise of staff, produce and use gender analysis and training material. They also need to make changes in technical and project approaches.

**Organizational culture:** It is important to influence/change the values and views on gender that prevail within organizations. These changes can be achieved through approaches such as ensuring gender balance on technical and administrative teams, involving men as partners not as obstacles to gender mainstreaming, and by providing public recognition of staff and community members who are positive gender role models.

**Accountability:** Accountability measures should be put in place. They may include requiring gender indicators for monitoring and evaluating project processes and outcomes, ensuring that gender is integrated throughout annual plans and reports, and requiring that all field requests for funding demonstrate gender integration.

Furthermore, according to African center for Gender, Gender mainstreaming strategy Document (2015), In 2011, an assessment was undertaken to ascertain the extent to which various sub-programmes within the ECA were responding to gender issues and concerns in their planning and output orientation. The assessment acknowledged that there was a general understanding in ECA that addressing gender in its work was critical. However, it noted that: generally the approach to mainstreaming gender in programming in the commission is discretionary and unplanned, Some sub-programmes were silent on gender in their planning frameworks with no

clear gender responsive target and indicators and with no clear indication as to whether sex- and gender-disaggregated data was used to inform planning. The approach used to manage gender responsive performance was fragmented with each Division/SRO having the discretion on how to integrate gender into their programmes and almost all the outputs that were anticipated to contribute towards promoting gender equality and the empowerment of women were funded from extra budgetary sources which limits the ability of the Commission to systematically integrate and institutionalize gender responsive initiatives and activities.

### **2.10. Gender Mainstreaming in a Security Framework**

According to any frame work for analyzing gender and security needs to address the challenges not only of increasing women’s access, participation and visibility and giving it equal value, but also confronting the male dominated security and military ‘domain’ (European security review, 2007). This source further describe that, the main aspects of gender mainstreaming for security and conflict areas include: gender equality and promoting mainstreaming, gender balance in decision making; human rights; gender training and gender perspective in the rule of law and justice.

In support of this, according to Jacobsson and Krister (2007), due to the following reason gender mainstreaming strategy must be integrated into Security framework.

- First, because gender mainstreaming and equality is a globally mandated requirement instrumental in achieving the Millennium Development Goals, and in implementing the Beijing ‘Platform for Action ‘from the 4<sup>th</sup> World Conference on Women (1995), the Cairo Program of Action (from the UN International Conference on Population and Development (ICPD) 1994), the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).
- Second, because it is important to use the whole pool of humanity, not just half of it: when men and women participate in decision making, better results are achieved.

However, practically the security related work, remains mostly a male-dominated field—usually because of the gender roles perceived to be associated with security management. Some individuals see females as weaker and as an easier target for criticism of their work and

recommendations. These same individuals tend to second-guess women, regardless of their skills and experience. This is difficult because right away, there is a sense that a woman must prove something to validate herself and gain acceptance as a female Security (Christine P, 2011).

Similarly, according to David turner (2018), Safety and Security related work is male dominated industry but, it doesn't have to be. Some people may think that there are certain benefits from having male security officer because of their physical strength. However, security teams do include women who are excellent at their job.

In support of the above statement David du Tort (2015), for security related work, long working hours and shifts are especially challenging for female security officer after work. As women, most of the household tasks remain their responsibility. In contrast, male security officers cope with fatigue after their working shift by 'sleeping a few hours' or by 'relaxing and drinking with friends. For female security officer, shift work is especially challenging when it comes to balancing work and family life, because they generally carry the additional responsibility of unpaid household tasks. Shift work, therefore, places an extra burden on families, especially women, as traditional roles of men and women still apply.

According to Tekabo H/Micheal (2010), in the EFP women police officers are not proportional to men police in number and rank. For example, the ratio of women police officers to men is 4:100. When women police officers are compared with men police officers in everyday activities, the acceptance of women police officers in leadership positions by higher ranking officers is very low. Policies, proclamations, rules, regulations, and soon regarding women police officers have been instituted, but practically fail to support women police. There is even an accepted internal inferiority among women police officers themselves.

This source, further address that, some religions and cultures do not formally allow women to join security forces like the police.

### **2.11. Gender and Gender Mainstreaming Policy in UNECA**

According to, the African Union's Mechanisms to Foster Gender Mainstreaming and Ensure Women's Political Participation and Representation document of (2013), the Economic and Social Council (ECOSOC) of the UN established the ECA in 1958 as one of the UN's five

regional commissions. The ECA's dual role as a regional arm of the UN, and as part of the regional institutions, positions it well to support member states' efforts to address challenges and to take gender issues to the top of the African development agenda. The ECA is committed to putting gender at the fore front of its programs as an institutional response to the Beijing and Dakar mandates and commitments to gender mainstreaming.

The ECA Conference of Ministers meeting in February 1975 ratified the clauses of Resolution 269 regarding the integration of women in the development process and the creation of the African Centre for Women (ACW). In 1996, it adopted a policy statement which instructs all ECA Divisions to include a gender perspective in all their outputs to member States. Then, within the UN system, the ACW is the only regional structure directly responsible for the coordination of women/gender and development programs in Africa. In this capacity, it works in conjunction with national, sub-regional and regional structures and plays the role of catalyst by fostering the mainstreaming of gender in the strategic orientation of the ECA, its out puts and activities.

To this effect, the ECA has developed a program for gender mainstreaming and a gender aware policy and program formulation. To facilitate an effective monitoring mechanism on gender equality and women's advancement, the ECA introduced the African Gender and Development Index (AGDI), designed to measure the gap in the status of women and men in Africa and to assess the progress made by African governments in implementing the gender policies they have developed. The AGD is a composite index consisting of two parts, a Gender status index (GSI) and the African Women's Progress Score board (AWPS).

In August 2001, the ACW changed its name, following a decision made by the Executive Secretary of the ECA. It was then named the African Centre for Gender and Development (ACGD). It accounts for its activities at the Conference of Ministers through the Committee on Women and Development (CWD). The CWD is mandated to orient the policies of the ECA into areas concerning gender equality and to advise the ECA on the implementation of appropriate for the follow-up and evaluation of the implementation of the African Platform for Action.

Currently, the ACG has also been mandated to spearhead the process of ensuring a Commission-wide adherence to the relevant ECOSOC resolutions on gender mainstreaming and to meet all the UN-SWAP performance standards by the due dates. Consequently, the role of ACG in this process is to support and strengthen the capacity of ECA Divisions to undertake gender mainstreaming by ensuring that the outputs delivered by all sub-programs in ECA addressing gender equality dimensions.

Furthermore ACG specifically focus on:

- Providing technical and advisory support to the substantive Divisions/SROs/IDEP;
- Generating and dissemination statistical evidence on the state of gender mainstreaming;
- Assisting in developing tools to do gender-based analysis.

According to ECA gender mainstreaming strategy, Gender Policy for ECA encapsulating mandate and all aspects of operations is under formulation, informed by the recommendations of the ECA Task force on Gender Parity as well as through systematic consultations with various segments of ECA staff. Initial implementation mechanisms have been kick-started by the Division of Administration/HRSS with support from ACG as follows:

- An Administrative instruction from the Executive Secretary on his commitment to achieve 50/50 gender parity among all serving staff members in the professional and higher categories by 2019 has been developed and is under implementation;
- A Gender Parity target has been set in all recruitment modalities;
- Advertised Job Openings include a statement strongly encouraging applications from qualified women candidates;
- Equal Gender representation on statutory bodies is guaranteed (AP members) CRB, CRP, CRP;
- Hiring Managers ensure female candidates are carefully reviewed at the time of short – listing against published job openings, and convoke the maximum number of female applicants who meet the basic criteria as set –out in the job opening;

- Hiring managers and assessment panels are consistently educated by HRSS to ensure gender sensitivity and balance in the recruitment/assessment process.

Furthermore, in creating an enabling environment for lactating female staff members, ECA has designated a nursing facility in line with provisions of the ST/ SGB/2003/14 to allow ECA female staff to nurse their infants or express milk in a suitable and secure space.

## **2.12. The Practice of Gender Mainstreaming Strategies in Safety and Security Sector**

In 1997 the UN Economic and Social Council (ECOSOC) adopted GM as a strategy to be systematically used in all areas of work throughout the UN system, particularly in development, poverty eradication, human rights, humanitarian assistance, budgeting, disarmament, peace and security, and legal and political matters.

In support of this, the United Nation Safety and Security (UNDSS) on Strategy Gender Equality and the Empowerment of women strategy (2015-2019), it recognizes the important of gender equality and empowerment of women. The strategy clearly outline that the gender equality is not only numbers and parity, but, about cultural changes that recognize the value and importance gender diversity bring to the workplace. And it has a gender equality strategy with three goals:

- To establish an inclusive and enabling organizational culture, free from gender bias and discrimination;
- To improve gender parity at all levels in UNDSS.
- To strengthen resilience through improved planning for gender-responsive operational results.

And like other Departments of the Secretariat; is moving forward into an era of greater parity and opportunity for all staff, irrespective of gender.

Considering this, the UNECA safety and as one department in charge of maintaining, protection of UNECA staff and properties from any physical damage and responding to different forms of insecurity faced by men, women, girls and boys inside the premise and outside of the premise depend on the situation.

### **2.13. Who is Responsible and Accountable for Gender Mainstreaming Process?**

According to Hannan (2000), Responsibility for promoting gender equality rests with management within the United Nations system. This was clearly pointed out in both the ECOSOC Agreed Conclusions 1997/2 and the letter of the Secretary General to all heads of departments, agencies and funds in October 1997. The Secretary General emphasized that senior managers will be fully accountable for the implementation of these agreed conclusions (ECOSOC 1997/2). Management must develop clear policies and approaches and demand competence and accountability from staff. Gender specialists in organizations are not responsible for the promotion of gender equality, but should be seen as resources to the organization, particularly to the management. It should not be up to gender specialists and gender focal points person to demand much needed changes in mandates, status, and resources to allow them to function more effectively. It should be in the interests of managers to take this initiative themselves. Managers should consider what specialist resources are required to support them in carrying out their important responsibilities for promoting gender equality and rethink, as necessary, mandates, status (including location and access to decision making process) and resources of specialists and focal points.

The same source addresses that, effective accountability mechanisms must also be utilized for ensuring that all staff gives adequate attention to promotion of gender equality in their work. Ensuring adequate attention to gender perspectives and the goal of gender equality in medium term plans, program budgets and performance assessments (monitoring) is one important means of ensuring accountability. Clear directives and instructions from management is a precondition for effective use of these processes, as well as adequate follow-up. Another accountability mechanism could be to develop simple annual contracts between top management and middle level management outlining clearly what concrete actions will be taken in the annual work program to promote gender equality. These should, in turn, be translated into annual contracts between middle level management and staff. A formal process of follow-up of the second tracts could be established which would feed into the staff performance assessment (PAS).

In support of this, according to Helen .D (2008), the role of gender focal person to promoting Gender mainstreaming involves: Thinking strategically about where efforts and available

resources should be focused., Identifying and taking advantage of opportunities and “entry points” to mainstream gender., Seeking out allies (internally and externally) Mobilizing resources., Providing convincing justifications for the relevance of gender mainstreaming to the organization and its activities., Facilitating the development and monitoring of gender policy and action plans, Developing and monitoring systems and procedures form mainstreaming gender, Developing and supporting gender mainstreaming skills, knowledge and commitment with professional colleagues and partners i.e. through training, guide lines and support.

According to Helen .D ( 2008), however to implement the role of gender focal person effectively commonly face the following constraints: lack of clarity about their roles and responsibilities, lack of management support, no additional time/resources allocated to their gender focal person role, women staff members selected as focal points on the basis of their sex rather than their commitment to the issues, relatively junior staff members selected as focal points but lacking the authority and seniority to undertake this role effectively. The potential for introducing change from below in an organization accustomed to hierarchical top down forms of decision-making is inevitably limited, huge demands on their personal and professional initiative and resilience, many existing gender analysis methodologies and training packages are oriented to data gathering/analysis at the community/project level. A lot of this is not directly relevant to gender focal points operating at a policy level.

However, the finding indicates that gender focal persons did not properly function their tasks with striking similar constraints that include an unclear institutional mandate and their subordinate in their respective bureaus 'hierarchy. Their status as implementers or facilitators is not clearly drawn in their respective bureaus. As result, they do not have their own job descriptions and their networking patterns with in the bureau and outside their bureaus is weak (Biresaw Geremew, 2014).

To summarize the topic: numerous authors have expressed their concern for gender mainstreaming based on the literature review. Gender mainstreaming is a process whereby a gender equality perspective is integrated into a range of different processes and tasks, a variety of methods and tools that support its implementation are used in the different operational work flows of a particular field of activities. And it was designed to bring gender equality issues into

the core of development activities. And it ensures that policy-making and legislative work is of higher quality and has a greater relevance for society, because it makes policies respond more effectively to the needs of all citizens – women and men, girls and boys. For the effective implementation of Gender mainstreaming strategy it is vital to select methods that suit the specific procedures and working routines of a particular organization as well as developing tools that have been custom-made to suit requirements. To facilitate an effective monitoring mechanism on gender equality and women's advancement the ECA has developed a program for gender mainstreaming and a gender aware policy and program formulation.

## CHAPTER THREE

### 3. Research Methodology and Design

This chapter deals on the research design and methodology, which contains the research design, population and Sampling techniques, method of data collection, data collection instruments, document review, data analysis methods, trustworthiness of data, data collection procedure and research ethics

#### 3.1. Research Design

A research design is “a plan or blue print of how you intend to undertake the research” (Mouton, 1996). This study mainly used qualitative research approach. In the qualitative approach the collection of data is in the form of words, phrases and sentences or pictures or both. Qualitative research is essential to use whenever previous research and theories yield scanty information about the topic and issues and when researchers want to enhance the validity of their interpretations by drawing on the experiences of those most involved in the research setting itself (Pope, Lovell & Brandl, 2001). Moreover, it is characterized by its aims, which relate to understanding some aspect of social life, and its methods which (in general) generate words, rather than numbers, as data for analysis (Patton and Cochran, 2002).

The reason why the researcher mainly used qualitative method in this study is due to the fact that objectives of the study would be answered in a better way when this approach is used and the other reason was it was important to understand the feelings and experiences of participants through the application of the approach. On the other hand through considering the goal of research, this research aimed to describe the phenomenon, rather than explanatory or experimental. Gray (2004) stated that, descriptive design describes an accurate profile of persons, events or situations by describing the existing conditions and attitudes through interpretation of techniques. Cooper and Schindler (2006) further explain that; a descriptive research design is one of the best since it is accurate and current facts are exhibited through data collection in human contexts. The study therefore considered the design most appropriate to explore and identify the opportunities and challenges facing during and on the process of gender mainstreaming implementation in Safety and Security Service department of ECA. Thus,

opinions and experiences of the participant can be properly collected through qualitative approach.

### **3.2. Population and Sampling Techniques**

The sum total of all the units of analysis is called the population or universe (Bailey, 1987). In support of this (Welman and Mitchell, 2005) define population as a full set of cases from which a sample is taken. Consequently, the population of this study was mainly focus in the department of Security and Safety Service (SSS). The total population of this department was 138. Therefore, the total number of this department was population of the study.

Sampling is the process of selecting a group of subjects for a study in such a way that the individuals represent the larger group from which they were selected (Walliman, 2011). Pauline (1998) explains the concept of sampling as “the process of selecting a sample from the target population.

To select samples, the researcher was used purposive sampling procedure. Based on the objective of the study and the characteristics of the information, the researcher selected 45 key informants from the study population SSS staffs purposively. As Patton and Cochran described “*Samples in qualitative research are usually purposive. This means participants are selected because they are likely to generate useful data for the study* (Patton and Cochran, 2002). Thus, the selecting criteria’s were been leaders, who were mainly and directly responsible to managing the officer in SSS department, female security officers (includes senior and junior officers), gender focal persons, the HRSS experts who were directly authorized to manage the staffs of SSS and gender and gender mainstreaming experts from the ACG were included purposely in the study.

**Table: 1 Description of the Respondents**

Position of respondent	Number of respondents	Tool used	NO. Female	NO. Male
Security and Safety Service	40	Interview	16	24
Human Resources Service Section (HRSS)	2	Interview	1	1
African Center for Gender (ACG)	2	Interview	1	1
Gender focal Person	1	Interview	1	-
Total 45				

### **3.3. Research Method**

Research methodology is very essential while conducting any type of research; it helps to follow how the study can be accomplished. As Creswell described, “...the specific research method that involves the forms of data collection analysis, interpretation that researchers propose for their studies” (Cresswell, 2014). In this used both primary and secondary source of data collection methods prioritizing one another accordingly.

#### **3.3.1. Primary Sources**

The researcher used primary data source that is direct information. Data that has been observed, experienced or recorded close to the event are the nearest one can get to the truth, and are called primary data (Walliman, 2011). The author also stated primary data are the first hand and most immediate recording of a situation which provide information about virtually any face to our life and surroundings. Therefore, key informant interview was used to collect data.

To make key informant interview semi-structured interview guideline was prepared through reading literature pertinent to the objective of the study. Semi structured interview is one that contains structured and unstructured sections with standardized and open type questions. Consequently, the primary sources of data were collected by interviewing. Therefore, key

informant interview was used with different categories of key informants to collect data and triangulate the finding.

### **3.3.2. Secondary Sources**

Written sources that interpret or record primary data are called secondary sources (Walkman, 2011). Thus, to supplement the primary data, secondary sources of information were collected through extensive review of Documents. Such as: ECA Gender Mainstreaming Strategies, Gender policy of ECA, UNDSS strategy on gender equality and Empowerment of women, HRM score card strategic document of UNECA and HRM staff list document were reviewed to build the findings of the study and make the research credible.

### **3.4. Data Collection Instruments**

In this study, three types of data collection instruments were developed and implemented. This enabled the researcher to obtain basic information from the respondents to set objectives. These data collection instruments were interviews, researcher's personal observation and document reviews.

#### **3.4.1. Interview**

The interview essentially contains semi –structured questions for all interviewees which help to gather data on similar subjects. However, since the study is used a qualitative approach and requires in-depth information from the informants, depending on the status, position and profession of the informants; during the interview the researcher was raised different questions for each group. As, a leader, officer, gender focal person and gender expert understand the concept of gender mainstreaming differently, the questions provided, for each respondent to gather real data were different.

For the purpose of analysis, the interview guide was divided into three groups of informants, for leaders, for Gender experts and for focal persons and for female security officers. Depending on the position of the informants from 20 minutes to two-hour interview had been allotted for each of interviewee, the fact that the intention of the researcher was to get genuine reflection of the informant 'opinion, thoughts, practical experiences, and professional comments as a result to acquire substantial information to the study.

### **3.4.2. Document Review**

Key documents such as ECA Gender Mainstreaming Strategies, Gender policy of ECA, UNDSS strategy on gender equality and Empowerment of women, HRM score card strategic document of UNECA, HRM staff list document and AU Gender policy were reviewed and incorporated to develop the findings of the study.

### **3.4.3. Observation**

Observation was one of the instruments of the researcher used as a means of gathering information. The researcher observed male and female security officer representation at all managerial level.

### **3.5. Data Analysis**

After carefully gathered relevant information, the researcher analyzed data starting from the first interview and amended questions to get more in depth information. Therefore, qualitative coding analysis was applied and sub-concepts were categorized into concepts and concepts were categorized in to themes.

### **3.6. Data Collection procedure**

In order to collect the required data for the study, data collection procedure were started with the researcher obtaining a letter of cooperation from Addis Ababa University center for Gender Studies. A permit was then acquired from the Safety and Security Service of UNECA, before starting the interview. After permission was granted, the interviews were held with key informants.

### **3.7. Credibility**

Trustworthiness is used in qualitative research to check the credibility of data. According to Walliman (2011) , Credibility of data refers to their freedom from error or bias. In quantitative research the terms validity and reliability used.

**Validity:** Validity refers to whether or not a method measures what it is intended to measure in relation to a theoretical framework and empirical definitions (Esaiasson, 2005).According to, Golafshani (2003) Validity determines whether the research truly measures that which it was

intended to measure or how truthful the research results are. Validity refers to the appropriateness of an instrument. It is the degree to which results obtained from the analysis of data actually represent the phenomena under study. A valid instrument should accurately measure what it is supposed to measure (Orodho, 2002). Content related validity was used to ascertain the validity of questionnaire. The reason for conducting a validity test was to determine the suitability, clarity and relevance of the instruments for the final study. Ambiguous and inadequate items were revised in order to elicit the required information and to improve the quality of the instruments.

In this study in order to enable comparison and increase validity of the findings, interviews, researcher's personal observation and document reviews were used as data collection instrument. Accordingly, different documents were reviewed and three groups of informants were interviewed to triangulate the finding.

**Reliability:** It is a measure of the degree to which a research instrument yields consistent results or data after repeated trials (Mugenda and Mugenda, 2003). Therefore, the researcher consulted prior individuals who conducted research on the area, member checking which when coding data which check whether respondents' responses are translated as they said and literatures will be also reviewed. Reliability is high if the analysis of documents and interviews is correct (Esaiasson, 2005).

Thus, in this study to confirm the reliability of the finding the reviewed documents and the data collected by interviewing the informants of the study were analyzed.

### **3.8. Ethical Consideration**

In the first place, the thesis advisor and the center for Gender studies primarily approved the thesis proposal. In addition, the researcher followed logical procedures in every stage of data collection processes. Accordingly, the subjects of the study and the respondents were introduced about the purpose of the study then informed consent was acquired from the respondents. Therefore, on the basis of these ethical principles, efforts were made to get the verbal consent of the respondents and confidentiality were assured and kept throughout the process of this research work.

## CHAPTER FOUR

### 4. Findings, Analysis and Interpretation

This section deals with the analysis and presentation of data obtained from primary and secondary sources of information gathered by using different techniques employed in the process of data collection methods.

#### 4.1. Background of Participants

Table. 1. Composition of Participants in their sex category, age structure, work experience and educational level.

SN	Description	The most Senior officers	Senior officers	Junior officers	Gender focal person, Gender and HRSS Experts	Total
1	<b>SEX</b>					
	Male	11	17	-	2	26
	Female	4	7	5	3	19
2	<b>Age Group</b>					
	25-35 Years			4		4
	31-40 Years		7	3		10
	40-49 Yeas	3	8	2	4	17
	50 and above Years	12	2			14
3	<b>Work Experience</b>					
	2-5 Years			9	4	13
	6-15 Years		17			17
	16 and above Years	15				15
4	<b>Educational Level</b>					
	1 <sup>st</sup> Degree	10	12	7		29
	2 <sup>nd</sup> Masters	5	5	2	4	16
5	<b>Code</b>	1-15	16- 32	33-41	42-45	

(Source: UNECA HRSS, 2016)

As we understand from the data female numbers of respondents were nearly equal to male respondents. As the data showed there is a balanced gender representation from both sexes. With regard to age category majority of the respondents were found to be the most senior staffs of 50 and above years. Most of the respondents had experience with the organization more than five years, only the female junior officers had two and half years' experience in UNECA. The researcher had taken minimum criteria for all respondents to have a minimum of more than two years' service to the organization to have realistic responses for each of the questions. The other relevant information about the respondents was their educational status; hence, most of the respondents were found with a first degree and none of the respondents were below first degree.

#### **4.2. Data Presentation on Gender Related Categories**

Table 2: Number of female and male Security officers in their level of work experience in UNECA.

<b>Work experience</b>	<b>Number of Men and Women</b>		<b>Total</b>
	<b>Female</b>	<b>Male</b>	
<b>2 -5 Years</b>	15	13	28
<b>6-15 Years</b>	8	78	86
<b>16and above Years</b>	4	20	24
<b>Total</b>	<b>27</b>	<b>111</b>	<b>138</b>

(Source: UNECA HRSS, 2016)

As shown in Table 2 above, the proportion of women security officers was 27 in number whereas the men security officers are 111 in number. That is, the majority of the security officers are men. The proportions of both male and female junior security officers are equal. However, the most senior and senior officer are men. On the other hand, despite, the numbers of female officers are less than men officers the number of women officers is increasing from time to time.

### 4.3. Data Presentation in leadership position

Table: 3. Men and Women Security officers in leadership (Decision-Making) Positions

Leadership position	Number of men and women		Total
	Female	Male	
Section / department heads	0	1	1
Deputy department heads	0	1	1
Sub - Section/ department heads	1	1	2
Team leader	3	11	14
Deputy team leader	1	13	14
<b>Total</b>	<b>5</b>	<b>27</b>	<b>32</b>

For the purpose of this study, deputy team leaders and above are categorized in decision making position. Based on this, senior decision making positions in the study department are dominated by men.

As indicated in table 3 women security officers were underrepresented almost in all levels of leadership position. As per shown in table 2 the large number of most senior security officers were men. Due to this fact, the number of women in leadership/ decision making position was dominated by men security officers.

### 4.4. Gender Mainstreaming Practice in Safety and Security Service Department

The major objective of this study was to explore the existing Gender Mainstreaming Practice in line with Opportunities and challenges in Safety and Security Service Department. In this regard, to know the real practical activities of the department in relation to gender mainstreaming, it was the aim of the researcher to gather opinions from the key informants about their awareness and knowledge of gender and gender mainstreaming concepts and policies.

#### **4.4.1. Knowledge of Gender and Gender Mainstreaming Concepts**

The primary question for all the respondents commonly asked was what they knew about the concept of gender and gender mainstreaming. In view of this, opinions and perceptions of the informants were explored and presented below.

Majority of informants of the study who were currently working in the department did not have clear ideas on the concepts of gender and gender mainstreaming. According to these informants, Gender means a study about women to avoid discrimination. Whereas gender mainstreaming is about the combination of both men and women, and it is a policy to avoid the discrimination of women. Furthermore, as said by these key informants all gender related issues were concern of gender department. In relation to this, one of the interviewee (Code: 4) said: -

Gender is about the combination of both men and women. Whereas, Gender mainstreaming, is a policy to avoid the discrimination of women. In general, both Gender and Gender mainstreaming deals about women. But, these concepts are well understood by those who are working in gender department and ask them.

Those participants of the study whose duties and responsibilities directly focused on gender and gender related activities Such as Gender focal persons of the study department, Gender experts of ACG and HRSS experts were explained the concept of gender and gender mainstreaming in a broad way. Concerning this participant (Code: 42) defines gender and gender mainstreaming in the following way: - *“Gender is socially and culturally defined role difference between men and women and gender mainstreaming is a strategy to bring gender equality between men and women.”*

#### **4.4.2. Awareness of Gender Related Policy**

In relation to policy the main question asked for all participant were; what they know about any gender related policies. Accordingly, as the data shows majority of the respondents had general understanding of Zero- tolerance policy of ECA on sexual harassment and abuse of authority. Consequently, since ECA has different gender related proclamations, declarations and policies why and how most of the informants were familiar with this policy was another question for the

researcher. As said by those key informants worked in, sub-section department heads, team and deputy team leaders; despite ECA has different gender related policy, due to, Zero- tolerance policy of ECA on sexual harassment and abuse of authority is forwarded from chief administrative SSS for all officers through via email frequently and serious measure was taken for gender related violence previously they were familiar with the policy. Regarding this, an interviewee (code: 6) said: *“Even if, it is difficult to remember now the name of gender policy; the UNECA has different gender related policy, protocols and declarations. For instance; UNECA has zero tolerance policy for any type of gender based violence or sexual harassment.”*

The same reflection forwarded from other respondent (Code: 26) for the same question about her awareness towards gender related policy and responded:- *“I believe there is a gender related policy in ECA. Even though, I am not well aware on the detail policy document except the Zero-tolerance policy of ECA.”*

On the other hand, some of the respondents had not clear idea about gender related Policy’s. According to these respondent’s gender and gender mainstreaming strategy were considered as a policy and they tried to explain gender policy in relation to women only. On this point one of the interviewee (code: 30) said *“I think, gender and gender mainstreaming by itself is gender policy and the policy focus for the equality of women”*.

Similarly, an interview was made with Gender Focal Person, gender expert of ACG and HRSS experts. According to these participants; ECA had different gender related policies to ensure gender equality and women’s empowerment. Among these policies; Gender Equality Policy, Zero- Tolerance Policy of ECA on Sexual Harassment and Abuse of Authority, Hiring employee’s policy, and Job advertising policy were the major one. In relation to this one of the interviewee (code: 44) described as follows: *“As UNECA is one of the international organization it has different gender related policy so as to ensure gender equality.”*

#### **4.4.3. Gender Awareness trainings**

According to UNDSS strategies Capacity assessment and capacity development were the tasks identified in the strategy. Accordingly, to ensure capacity development accomplishment of online mandatory training by all personnel were the first measure to create awareness for all

staffs. For instance, completion by all personnel of the system wide online foundation training “*I-Know Gender*” on gender equality and the empowerment of women is mandatory (UNDSS, 2015).

In relation to capacity development, to know the practical practice of the strategy except focal person of the SSS department, gender experts of ACG and HRSS experts other informants were requested to answer whether they are taken any gender and gender mainstreaming related awareness training or not. And if they took, how they are benefited and how the trainings are being provided for them was the major question that was forwarded. As said by, informants and according to the researcher observation, every two years all of them are taken gender and gender mainstreaming related online mandatory trainings such as: “*I-Know Gender*” an Introduction to Gender Equality for UN staff and Prevention of Work place Harassment, Sexual Harassment, and Abuse of Authority in the Workplace and were certified. Due to, the content of course are fixed, the type and kinds of exam is always similar, due to the training was taken only in online and staffs were evaluated only by having certificate, some of the informants only took the exam part of the training without attended the reading part of the course and some other were certified by the support of their colleagues rather than self-effort. And others were took the training only for the purpose of certification rather than for gaining general knowledge. Were rationales that limited the employees less benefited from the trainings. Despite, all the participants were certified some participants were not remembered what they took. Participant (code: 30) described well about the issue raised above stated that:-. In relation to this point, the interviewee (code: 30) said: “*Yes I have taken training about gender: but I don’t remember what I have learned. I have attended the training only for the purpose of certification rather than knowledge gain.*”

Furthermore, according to the researcher observation and the response of majority of the informants of the study; due to, the sameness of content of these two course over time, and also similar type and kinds of exam; majority of the informant did not expect new concept from the course. In relation to this one of the informants (code: 34) said: “*In my experience the gender related course is forwarded only on-line and their contents and the type of exam are always the same.*”

However, some of the participants stated that trainings delivered for them had enabled to get knowledge about gender and gender mainstreaming. Consequently one of the participants described her view as follows:

I have taken online mandatory training and I benefited from it. For example, due to the training I know about Gender and prevention of sexual Harassment and Abuse through United Nation Personnel-Working (code: 9).

Furthermore, the researcher requested all informants to answer whether they have taken face to face gender awareness training or not. In relation to this except gender focal person, HRSS experts and ACG experts other informants were not invited to participate for any kinds of face to face gender awareness training. However, they are frequently attending different kinds of security related face to face training. Regarding this point the researcher requested Gender focal persons of the department, gender experts of HRSS and ACG about why the officers are not invited and participated on face to face training. According to these key informants; to deliver face to face gender awareness training, human and budget resource is not an issue. Rather as the UNDSS gender equality strategy underlines; by considering the online training as awareness creation tool all UN staff should take on-line gender awareness training which is mandatory. As a result, all SSS department officers were taken the on-line training and evaluated by their certification. One of the informant (Code: 12) affirmed the above common reflection by saying: - *“Despite, I have seen several gender awareness training were conducted in ECA premise I have never been invited on any of gender awareness training.”*

The same reflection forwarded from another informant of Gender focal person (Code: 44) for the same:-

By considering the on-line training as awareness creation, the department is not experienced in giving face to face gender awareness training. By recognizing this gap already the department has planned to create face to face gender awareness training/workshop.

#### **4.5. Gender Issue in Strategic Plan of Safety and Security Service Department**

Exploring how gender issues are addressed in the strategic plan of Safety and Security Service department was one of the primary specific objectives of this study. To know the real practical activities of the department in relation to gender mainstreaming, it was the intent of the researcher to gather information by extensive review of documents and from opinions of the key informants. Accordingly, the mainstreaming strategic document of ECA was reviewed. According to the review, the ECA gender mainstreaming strategy had the overall objective of mainstreaming a gender perspective into ECA's work program to ensure that gender equality and women's empowerment is pertinent to and informs all of ECA programming. The strategy had 3 main components all of which are mutually reinforcing, so that the gender mainstreaming response is coherent and sustainable. The three components were: ECA Gender Policy, Gender Parity Marker and Capacity development program on gender mainstreaming.

Furthermore, to explore how gender issues are addressed in the strategic plan, the UNDSS (2015-2019) strategy on Gender Equality and women empowerment was reviewed. As the review showed, the strategy was prepared with three goals: to promote a more gender inclusive and enabling organizational culture in the department, gender parity in its staffing, and more gender responsive- Safety and Security Service to the UN community. And it recognizes the importance of gender equality and the empowerment of women.

#### **4.6. The Gender Focal Point Persons**

Theoretically, on the ECOSOC Agreed Conclusions of 1997/, the role of gender focal points person is clearly identified. Similarly, the UNDSS (2015-19) strategic document on gender and empowerments of women were reviewed. Accordingly, the roles and responsibilities of gender focal points are as follow:

- Act as a facilitator for the gender strategy by regular communication on implementation progress to team members, including seeking feedback and input on progress.
- Gathering, reviewing and providing updates on the implementation progress of the strategy to the gender advisers

- Promote gender awareness of the gender issues and gender-sensitive work environment in the division/section, and support the relevant division in achieving gender equality and the empowerment of women.
- Assist the department in addressing UNDSS staff key issue of concern in line with the organization goals in promoting gender equality.
- Act as departmental focal point in accordance with ST/SGB/2008/12-as modified by the current HR provisions- by conveying concerns to the divisional focal point in the Gender Coordination team.

In relation to this to know what the practice look like, and to achieve the second specific objective of the study, respondents are requested to answer what they know about the practical duties and responsibilities of gender focal person. However, none of the respondents (code: 16-39) have any clear information about the existence of the gender focal person in the department; due to this facts they don't know the role and responsibilities of gender focal person. In relation to this one of interviewee (code: 8) said *“Since I have been here I haven't ever heard anything about gender focal point person.”*

Another respondent (code1-15, 42 and 43) reflected their view. According to these respondents, there is one person who is mainly working as administrative assistant additionally as Gender focal person for the study department. And as stated by these informants gender focal person means people who are working in gender department and responsible to follow the situation of gender related agenda. Regarding this, one of the interviewee (code: 30) said: *“We have one focal person in our department. But, she is mainly working as administrative assistance. And as I think, the role and responsibility of focal person is focus on gender relate issues”*.

Correspondingly, an in-depth interview was made with Gender focal person of the department. According to her response, she is working mainly as administrative assistance and being a gender focal person is another additional task for here. And as stated by her, she is working as gender focal person based on UNDSS gender strategy document. Further she said that

I think most officers know me as administrative assistant. Thus, it is true that, may not familiar whether I have been working as gender

focal person or not. To support the implementation of the UNDSS gender strategy, I have been working with gender advisory and HRSS. But, am not experienced in working and dealing with officers about gender and gender related issues (Code: 44).

Regarding this, the interview was made with ACG department of UNECA. And the interviewee said: -

As I know in all departments within UNECA there are gender focal person. Their role and responsibilities are clearly identified and for any update information they communicate with gender advisory (code: 42).

Furthermore, the interview was made with HRSS expert of UNECA. And the interviewee said: -

*During vacancy announcement and while the SSS department hiring new employees the gender focal person of the department was experienced in dealing with as about gender related issues (code: 43).*

#### **4.7. Opportunities and Challenges for the Implementation of Gender Mainstreaming Strategy**

##### **4.7.1. Opportunities of Gender Mainstreaming Practice in Safety and Security Service**

As the information from the review of the ACG gender mainstreaming document (2015), shows at present, there are multiple opportunities and entry points within ECA. These are: A clear cut opportunity likely to enhance gender mainstreaming comes from the strategic partnership forged between the ECA and the African Union. Over the last decade, the African Union has produced considerable number of normative frameworks on gender equality and the political, social, economic and cultural rights of women. Notable among these are: The Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (Maputo Protocol) and the Solemn Declaration on Gender Equality in Africa. Among its many strategic features the Maputo Protocol calls on governments to integrate a gender perspective in their policy decisions,

legislation, development plans, programs and activities in all spheres of life. Support for gender mainstreaming in the AU Organs and Member States is also clearly articulated in the AU Gender Policy (ECA gender mainstreaming strategy document, 2015).

On the other hand the informant of the study were outlined the existence of ECA gender policy as a major opportunity to implement the gender mainstreaming strategy. According to these participant; as the main goals of gender mainstreaming strategy is gender equality; to implement this strategy and to achieve gender equality within ECA and also in the study department, ECA gender policy is used as a tool and also it is a good opportunity. For instance within this policy it encourages and used as a bench mark to give especial attention for gender related issue. In relation to this, the informants from HRSS experts (Code: 43) affirmed the above common reflection by saying:-

The existence of ECA gender policy is used as tool to function the department task. For instance, we are hiring employee based on the policy. Within the policy, since gender related issues are clearly outlined and addressed with strong mandates it is a good opportunity to implement GM strategy.

The identical reflection also forwarded from (Code: 44) and she said: - *“The existence of ECA gender policy is used as bench mark to give special attention for gender related issue in our department.”*

Another strategic document that was described by informant as a good opportunity to implement gender mainstreaming strategy was the existence of the United Nation Safety and Security (UNDSS) on Strategy Gender Equality and the Empowerment of women strategy. In relation to this according to one informant (code: 44) of the study department within this strategic document gender equality and empowerment of women is highly recognized. Moreover, the goals of this international document were:

- To establish an inclusive and enabling organizational culture, free from gender bias and discrimination;

- To improve gender parity at all levels in UNDSS.
- To strengthen resilience through improved planning for gender-responsive operational results.

Furthermore, to know how the above identified international instruments are practically implemented as good opportunities, except the HRSS experts and ACG gender expert other informants of the study requested to answer how they were seen being women and/or men for the study department. Accordingly, having equal treatment was described as good opportunity. According to these informants before they join the section and to be candidate both men and women have equal chance. And also after they joined the department both male and female officers have equal right and treated equally for any promotion. In relation to this, according to the informants of the study from administrative office (code: 44) however, both male and female have equal right and treated equally for any competition and promotion, if both male and female have equal grade, capacity and performance; the first priority will be given for female. Further she said that:

However gender gap is still a big issue, both male and women have equal chance to apply for the vacancy and we highly encourages female candidate to apply. Then after, being female and male is not our concern. After selection both male and female officers are evaluated equally for any promotion. Because, both have equal right, they are working equally and paid the same.

Similarly, the interview with (code: 11) team leaders an he said:

As I know both male and female candidates have equal opportunity: They are evaluated equally, there is no discrimination based on gender. So, having equal access and treatment by itself is good opportunity for both male and female.

Furthermore, the interview with (code: 32) senior officers and she said: *“In my knowledge for any promotion for example, for mission, to be work in the office both male and female officers have equal access and treated equality based on their competency.”*

In support of the above idea according to informant from leaders group response, within the study department for any promotion the evaluation criteria may be; efficiency, exam and seniority. Based on these criteria both male and female officers are treated and evaluated equally. And based on the evaluation criteria if both male and female have equal grade the first chance will be given for female officer. Further he said that: *“Based on the organization prey-seated policy both male and female officers are treated equally (code: 1).”*

Moreover, practically having breast feeding time and paternity leave were identified as a good opportunity by informants of the study. Furthermore, as said by the informants’ of the study these opportunities are good to create smooth working environment by solving economic and social related issue within a society. In relation to this, one of the respondents (code: 3) said:

In my point of view being female and or male officer has great opportunity. For instance, female officer has not only maternity leave also they have breast feeding time for one year after they gave birth. For male officer if his wife is giving birth he has paternity leave for one month. Furthermore, as a common having equal chance for mission based on competency also another good opportunity.

In relation to this point, another respondent from the administrative office gave her feedback on the opportunities of female officer before and after giving birth and she forwarded her own reflection as follows said:

At the beginning, nature of safety and Security work, needs physical presence and standing for long time. Due to this fact, for female officer after they gave birth, it will be difficult for limited time. In this situation, until they recover themselves they assigned at comfortable place within department (code: 44).

Still, the interview was made with informant (code: 34) and she said: *“Practically having breast feeding time for one year is really it’s a good opportunity not only individual female security officer it’s also good for all family.”*

#### **4.7.2. Challenges Faced by Safety and Security Service in Practice Gender Mainstreaming Strategy**

Exploring the challenge that hinder gender mainstreaming process in the Section of Safety and Security was the major objective of this study. In relation to this, to achieve the pre- determined objectives of the study observing the gender ratio balance is crucial. Consequently, according to Table 2 of the Data Presentation on Gender Related Categories, out of 138 officers only 27 were female and the rest 111 offices were male. In this regard, all respondents were requested to reason out why the numbers of female officers were low while the United Nation Department of Safety and Security department has been advocating gender equality in its policy and various strategic documents. Thus, all respondents have given their own reflection and explanation. Accordingly, except ACG gender expert and HRS expert other respondents confirmed that the numbers of female officers were lower than male officers. And the researcher tried to know the challenge that brought this gender imbalance within the study department.

The respondents from the group of sub-section department heads, team and deputy team leaders and the gender focal person were commonly reflected their opinion due emphasis on the external entry barriers to SSS department such as: small number of female applicant for Safety and Security work. As said by these informants; before they are a Security officer they have worked in different military related field. Such as: Police, Defense force, Marine, aviation and other military field). But, for such field, due to negative attitude and lack of acceptance from the society women participation for such field the involvements of females are less compared to male. Because of this reason while they were tried to hiring more female officer the number of female applicants were very small in number compered to male counterpart. In-relation to this, one of the informant (code: 14) said: -

It is true that, the numbers of female officer are lower than men. In my opinion to work as professional security officer it needs military and related field back grounds. But, due to different reasons the

number of females' participant is dominated by male in military related field. For example, our society prefers and accepted the involvement of male for military related task than female. This indicates that the number of female is limited from the source. So, this may be the reason that limits women participation.

Similarly, another informant (code: 44) from the administration offices of SSS gave her feedback on the imbalance of gender distribution and she forwarded her own reflection as follows:

Despite the gender policy of ECA is 50/50; practically we haven't achieved this gender balance in our department, But to answer the question why and how this gap has happened? From the beginning the backgrounds of both male and female officers were from military or military related field. During advertising even though, we encourage the participation of female; the female candidates are very few in numbers. So, this reason affects and limits the participation of women and also challenge for effective implementation of gender mainstreaming strategy.

Still another informant (Code: 21) from the group of deputy team leaders gave his opinion and he described his views as: *" I have been working for the last 26 years in the SSS department what I observed is that I observed is that the number of female applicant was less than male counterpart."*

Another informant is reflected their view in related to another external entry barrier such as: lack of language skill, confidence and competency. According to the respondent's response to work as UNECA security officers in addition to military related physical tactical experience at list communicating with one of UN official language is mandatory. But, most of female candidate were excluded during interview. That is, due to the lack of confidence and language communication skill. One of the senior interviewee (code: 28) replied his personal reason and said: -

For example, I have military back ground. But, in my experience most of male colleagues are joined into different INGOs. On the

other hand, except few of female colleagues almost all are working in the former institution. So, as I think due to different factors, such as: Work load and double responsibility most of females are lack eagerness to be competent.

In support of this point, deputy team leader interviewee said: -

Honestly speaking female security officers are vigilant, hard worker and very eager for their job. But the problem is there are a few in number; this is due to the fact that most of female candidates are excluded during interview due to lack of communication, confidence and competency.

Likewise, according the response of the informants' from the group of team leaders; for effective security work the presences of both male and female security officers are crucial and mandatory. For instance, to conduct physical search and also to search any materials such as: bag, and luggage, male officer needs to search male customer and also female officer needs to search female customers. To do this task effectively communication, confidence should be present. However, most of female candidates are excluded during interview due to the lack of these competency elements. One of the informant (Code: 5) affirmed the above common reflection by saying:-

As we know, for security work the presence of both male and female is mandatory and it is crucial and for the sec of effective security service competence of the person should come first before gender prioritizing.

Furthermore, the respondents gave their reason for the cause of gender imbalance in related to lack of awareness for internet technology and information gap to follow vacancy. As stated by these informants' due to all of the vacancies are advertised using internet, most females are face lack of awareness how to apply for vacancy and they are not familiar in searching update information through via of internet. And if may get opportunity of internet and information about the announcement of vacancy, it is also face challenge to send their application letter before closing date. And also not only access to internet they are also far from information about how to join the department. As a result, the number of female applicant is small in number and directly

or indirectly limits their representation. Regard this point, one of the respondents from team leader group said:

Females face lack of awareness how to apply for vacancy and they are not familiar in searching update information through internet. And not only access to internet they are also far from information about how to join the department (code: 6).

Still, the interview was made with informant (code: 35) found from the group of senior officers and she said:

In my personal opinion most of the women's are far from update information. For instance, while we meet with our colleagues we prefer to deal about our personal lives. Rather than looking for update information to change our live.

Similarly, the respondent from administrative office reflected her views in as follow, and she said;

In the first place female applicants are few in number when we camper to male counterpart. This may be happening due to the lack of awareness how to use internet technology and information a gap about the announcement of the vacancy and how to fill the application latter. So, to solve this issue we have planned to create awareness creations meeting with female officer those are working in different national military departments (code: 44).

Furthermore, the respondents are requested to point out the challenges encountered within the section while they are working as a Security officer. Consequently, to have answer for this concept respondent are requested to answer how they see being female and/or male for Security and Safety. Then, the respondents in the study explored number of challenges or constraints faced while they are working within the section.

According to, the respondent's response: for Safety and Security Service being female and /or male have different impact in each individual. The nature of work such as: standing for long time

affect female and male differently. For instance, for female at the time of menstruation and at the time of early pregnancy standing for long hours is painful and it is hard. In addition to this, irregular working hours also affect female security officer differently.

With regard to this, informants (code, 8) said: *Since the work environment is depending on physical activity it leads female officer to physical fatigue. So, the working time is challenge for our colleague's female officer*".

Similarly, an interview was made with one of female junior security officer (Code: 35). According to her response, despite, the payment is good relative to other institution for Safety and Security Service not only being female being married women also make the challenge double. She further reported her view as

In my experience, being married female officer and not married officer also has different meaning. Let me share you my experience; before I was not married or single female officer I was enjoyed a lot and I don't remember any challenge that faced me. But, after I married the thing is completely changed. As the responsibility from home increase, the challenge of being female officer for Safety and Security Service also increase.

On the other hand, female respondents are reflected their view in which is not reflected by male respondents. According to, these respondent's response: because, they are female, lack of respect and considering as weak are the major challenge experienced from external customer and staffs will they are on duty.

**Lack of respect:** In relation to this point. According to one of female informant (code: 12) viewed: Despite, female officers are working the same as our colleagues male officer and our organization also has full trust and confidence on female security officers, especially while we are alone or two female officer on duty the customer has not accept our instruction. But for the male officer they didn't try to refuse any instruction and if we are with male officer it is normal. In addition to this, for any information the external customers were asking male officer rather than female officer. And further explained her views as: *"The external customer including other*

*staffs they have low expectation and respect. For instance, while we give instruction the acceptance they show for us is not like for male officer. They told us which is not told to men.”*

**Considering Weak:** According to the informants: However, female officers are active and hard worker, the external customers and staffs are justified as weak. As the interviewee (code: 6) said: *“As I think, despite, we have physical difference by nature; we are not weak and lazy. But, customer and staffs are considered female as physically weak and shiny”*.

## **CHAPTER FIVE**

### **5. Discussion, Conclusion, and Recommendation of the Major Findings**

This is the final chapter of the thesis and it deals with discussion of the findings, conclusions and recommendations of the study.

#### **5.1. Discussion**

Findings and Analysis of the study was presented in line with the identified objectives of the research. Accordingly, this section discusses the major findings that lead to the conclusion and recommendation of the study.

#### **Women and men officers in decision making position**

To know the practice of the gender mainstreaming strategy process in the study department assessing the representation of both men and women in decision making managerial role is crucial. Because, it is especially important that both women and men enter decision making processes, to ensure that the various values, interests and life experiences of both are taken into account when decisions are made.

But, women's share of decision-making and leadership is small or can be systematically excluded from direct participation in decision making on the grounds that others can speak for them. Likewise, in study department except that of sub-section department heads number of women in in different leadership/ decision making position was dominated by men security officers. Out of 32 leadership/ decision making position only 5 are female whereas the rest 27 are occupied by male counterpart. Likewise, the HRM score card strategic document of UNECA (2017), address that, within the United Nation system, practically the indicator of the representation of women in different position and professional level is much lower than male counterpart.

#### **Knowledge of Gender and Gender Mainstreaming concepts**

To see how the gender mainstreaming strategy process is implemented assessing the knowledge of informant for gender related concept is essentially important. Because as Helen. D (2015),

depicted on her study “...*the effective implementation of gender mainstreaming strategy depends critically on the skills, knowledge and commitment of the staff involved in policy making, planning, management and implementation.*” And considerable awareness, commitment, knowledge and capacity (skills) are required if all staff are to work effectively with gender mainstreaming for development of effective, practically oriented competence development programs is an essential ingredient for successful implementation of gender mainstreaming ( Hananan, 2000). Similarly, when knowledge of gender relations is available in several places in the administrative system, it will facilitate gender mainstreaming to a great extent (EIGE, 2016). However, the finding showed that; expect gender focal person of the study department, ACG gender expert and HRS expert, majority of the respondents had not clear understanding about the concept of Gender and Gender mainstreaming. Their understanding was linked only with women.

### **Awareness of gender related policy**

Having awareness about the organizational policy is crucial for everybody to know rights and responsibilities while performing organizational duty and also for effective implementation of pre- seated policy. As Helen.D (2008), depicted in her study “...*knowledge and awareness of Organizational policy is a useful starting point for gender mainstreaming*”. Awareness is a pro-active process designed to tackle inequalities which discriminate against either men or women (Manase and Makoni 2003).

Similarly, in the finding indicated that, despite, ECA has different gender related proclamations, declarations and policies majority of the respondents had general understanding and they were familiar with Zero- tolerance policy of ECA on sexual harassment and abuse of authority. According to these majorities of informants view because, of this policy is forwarded from chief administrative SSS for all officers through via of email commonly and serious measure was taken for gender related violence previously they are conscious for this policy.

On the other hand, the finding depicted that, the Gender focal persons, gender expert of ACG and HRSS experts were familiar with different gender related policies. But, only the awareness of these informants is not enough to implement gender related policy effectively. Since all the

informants had different roles and responsibilities within the study department respective of their position, inadequate policy awareness leads for ineffective gender mainstreaming strategy. In support of this finding, inadequate gender policy awareness and limited policy implementation and less priority for organizational gender issues were a challenge for effective implementation of gender mainstreaming strategies (Endalkachew Lemma, 2014). The lack of gender awareness will be the major challenge for the effective implementation of gender mainstreaming strategies process (Biresaw Geremew, 2014).

### **Gender Awareness trainings**

For the study department on-line training is used as tool to create gender awareness. With regard this, the UNDSS strategy on gender equality and empowerment of women address the Mandatory completion by all personnel of the system wide online foundation training “I Know Gender” on gender equality and the empowerment of women. Based this, all informant of the study were taken an Introduction to Gender Equality for UN staff and Prevention of Work place Harassment, Sexual Harassment, and Abuse of Authority in the Workplace and they are certified.

However, the aim of the training was not only certificate rather stands to create awareness, as the finding revealed majority of the informants were except certificate they didn't evoke the concept of the course what they took. In relation to this according to the researcher observation and the response of the informants of the study; this happened due to, the content of these course are fixed time to time, the type and kinds of exam is always similar and also due to the training was taken only in online and staffs were evaluated only by having certificate. So, as the study outcome showed the tool that the department used to create awareness was not effective to equip the informants of the study with gender related concept. In support of this finding, a lack of adequate tools and techniques might mean that mainstreaming will be badly implemented or not implemented at all. Gender mainstreaming might require the need to develop new policy tools and to adapt existing ones (Strasbourg 1998). Thus, effective training uses participatory methods such as case studies, brainstorming, and problem solving to allow participants to actively engage with the subject matter, and learn by doing (Helen.D, 2008).

The finding also indicated that, except gender focal person, HRSS experts and ACG experts other informants were not familiar for any kinds of face to face gender awareness training so far. As gender focal person outlined her view, because of, the UNDSS gender equality strategy underlines; all SSS department officers were taken the on-line training and evaluated by their certification.

### **Gender issue in strategic plan of Safety and Security Service Department**

To distinguish how gender issues are addressed in the strategic plan of the study department, extensive review of documents the ECA gender mainstreaming strategy (20015), were reviewed in detail. Accordingly, the finding indicates that, within this strategic document Gender issues are clearly articulated and included with specified objectives and mandates. For instance this strategic document had ECA Gender Policy, Gender Parity Marker and Capacity development program on gender mainstreaming.

And inside the ECA policy: to achieve 50/50 gender parity among all serving staff members UN by 2019, an administrative instruction way made by Executive Secretary, Advertised Job Openings include a statement strongly encouraging applications from qualified women candidates, Equal Gender representation on statutory bodies is guaranteed, Hiring managers and assessment panels are consistently educated by HRSS to ensure gender sensitivity and balance in the recruitment/assessment process and in creating an enabling environment for lactating female staff members, ECA has designated a nursing facility in line with provisions of the ST/SGB/2003/14 to allow ECA female staff to nurse their infants or express milk in a suitable and secure space,

Furthermore, the UNDSS (2015-2019), strategy on Gender Equality and women empowerment was reviewed. As the review showed, the strategy was prepared with three goals:

- To promote a more inclusive and enabling organizational culture in the department,
- Greater gender parity in its staffing,
- And more gender responsive- Safety and security service to the UN community.

And it recognizes the importance of gender equality and the empowerment of women. The reviewed further revealed that, the strategy was undertaking Capacity assessment and capacity development tasks to ensure appropriate implement of the strategy. The vision of this strategic document is; A Department that values and supports gender equality, free from bias and discrimination and mission of this strategic document is; to provide a professional workplace that strives for gender equality allowing all personnel to realize their potential in a fair, respectful and valued way.

### **The Gender Focal Point Persons**

According to review of documents theoretically language, the role and responsibilities of gender focal person is: Act as a facilitator for the gender strategy by regular communication on implementation progress to team members, including seeking feedback and input on progress, Gathering, reviewing and providing updates on the implementation progress of the strategy to the gender advisers, Promote gender awareness of the gender issues and gender-sensitive work environment in the division/section, and support the relevant division in achieving gender equality and the empowerment of women, Assist the department in addressing UNDSS staff key issue of concern in line with the organization goals in promoting gender equality (UNDSS on gender equality and empowerment of women, 2015).

Practically according to the response of gender focal person and HRSS expert; while hiring a security officer for the study department it acts as a facilitator for gender related issues by communicating with HRSS experts. For instance, during vacancy announcement to encourage the involvement of female candidate it communicate with HRSS expert. Furthermore, according to the response of ACG gender mainstreaming expert; in addressing the progress of gender mainstreaming strategy; the focal person of the study department is communicate with gender advisers of ACG.

But, to promote gender awareness, for security officers nothing is not done by the gender focal person. As the finding showed, expect informants of those are the most senior staff and ACG gender expert; other informants have not sure about the existence of gender focal person in their department. And there is no direct relation with the informants of the study. This is happened due

to; the gender focal person of the study department has been working mainly as administrative assistance and being gender focal person is additional task for the assigned gender focal person. However, lack of budget and human resource are not a problem for the study department. Likewise, according to Helen.D (2008), to implement the role of gender focal person effectively commonly face the following constraints: lack of clarity about their roles and responsibilities, lack of management support, no additional time allocated to their gender focal person role. Correspondingly, Biresaw Geremew (2014), due to constraints that include an unclear institutional mandate gender focal person did not properly perform their tasks.

### **Opportunities of Gender Mainstreaming Practice in Safety and Security Service**

According to review of document, for the implementation of gender mainstreaming strategy the existence of international instrument such as: The Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (Maputo Protocol) and the Solemn Declaration on Gender Equality in Africa are a good opportunity for the study department in implementing gender mainstreaming strategy. Among its many strategic features the Maputo Protocol calls on governments to integrate a gender perspective in their policy decisions, legislation, development plans, programs and activities in all spheres of life. Furthermore, the partnership between the ECA and Africa Union to enhance gender mainstreaming in all departments of ECA is a good opportunity (ECA Gender mainstreaming Strategy, 2015).

Moreover, according gender focal person of the study department and HRSS expert view the existence of the United Nation Safety and Security (UNDSS) on Strategy Gender Equality and the Empowerment of women strategy and the ECA gender policy are depicted as a major opportunity to implement the gender mainstreaming strategy within the study department. In support of this finding, the formulation of gender policy is a golden opportunity to implement gender mainstreaming strategy effectively by involving many staff, appropriate stakeholder's to the organization as possible (Helen. D, 2008). Similarly, Biresaw Geremew (2014), in his finding described that the existence of international, national and internal policies, strategies and procedures as a good opportunity to implement gender mainstreaming strategy.

In addition to the existence of international and organizational instruments practically having equal treatment for any kinds of promotion were described by all informants of the study as good opportunity. This is because, to be promoted for better position and for mission both male and female security officers are evaluated by competency based exam, efficiency and level of seniority. Similarly, Gender mainstreaming is thus, a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of any initiative, so that women and men benefit equally and inequality is curtailed. The ultimate goal is to achieve gender equality (UN 2005).

In one hand, indicates that according to the informants of the study from administrative office despite, both male and female have equal right and treated equally for any competition and promotion, if both male and female have equal grade, capacity and performance; to encourage female security involvement the first priority will be given for female. Similarly, according to ECA gender policy (2015), hiring Managers ensure female candidates are carefully reviewed at the time of short – listing against published job openings, and convoke the maximum number of female applicants who meet the basic criteria as set – out in the job opening.

Besides, especially to solve economic and social related issue within a society, practically having breast feeding time, paternity leave, and good payment also identified as a good opportunity by all group of informants of the study. In support of this, creating an enabling environment for lactating female staff members, ECA has designated a nursing facility in line with provisions of the ST/ SGB/2003/14 to allow ECA female staff to nurse their infants or express milk in a suitable and secure space (ECA gender mainstreaming strategy document, 2015).

### **The Challenges Faced by the Safety and Security Service Department in Practice Gender Mainstreaming Strategy**

In the study department gender ratio imbalance is highly observed. According to the researcher observation, informants' response and information gathered from document review out of 138 officers only 27 were female and the rest 111 offices were male. As a result female security officers are dominated by male officer while the UNECA and UNDSSS department has been advocating gender equality in its policy and various strategic documents. Likewise, the HRM

score card strategic document of UNECA, (2017), address that, within the United Nation system, practically the indicator of the representation of women in different position and professional level is much lower than male counterpart. As a whole in UNECA the number of women representation in different position and professional level is much lower than male counterpart. In contradiction of to this finding, the ECA gender mainstreaming strategy (2015) document directs, the resolution was adopted by the General Assembly to achieve 50/50 gender distribution in all categories of the posts within the United Nation system.

To this end, the informants in the study mentioned challenges or constraints that brought gender imbalance ratio in the study department. Some of these challenges include: the external entry barriers to SSS department such as: small numbers of female applicant compere to male counterpart, lack of language skill, confidence and competency, lack of awareness for internet technology and information gap to follow vacancy.

**Small numbers of female applicant compere to male counterpart:-** One of the findings of the study that the respondents' reflected and could also be a potential reason for gender ratio imbalance in SSS department is female applicant related issues. Except the gender expert from ACG as said by all informants of the study to be a security officer it needs to have military related back grounds such as: Police, Defense force, Marine, aviation and other military field. And due to negative attitudes and lack acceptance the participation of women from the society for these kinds of military field, from the begging the involvement of female are small compared to male counterpart. And despite, the announcement of vacancies highly encourages female to apply, from this small number at the source, the applicants for SSS department are very small in number and there will be a factor for gender ratio imbalance in the study department.

In relation to this (Tekabo H/Micheal 2010) in here study depicted that, in the EFP women police officers are not proportional to men police in number and rank. For example, the ratio of women police officers to men is 4:100. In support of this, (David T, 2018 and Christine P, 2011), in there finding explained that, Safety and Security related work is male dominated industry and some people may think that there are certain benefits from having male security officer because of their physical strength.

**Lack of language skill, confidence and competency:** - another external factor pointed out by informants from the group of team leaders, senior security officers, HRSS experts and gender focal person; as potential Cause for gender ratio imbalance are lack of language skill, confidence and competency: As stated by these informant group, to work as UNECA security officers in addition to military related physical and tactical experience at list communicating with one of UN official language is mandatory and at the same time for effective security work the presence of both male and female is mandatory and it is crucial. But, due to different factors, most of females were not eager to upgrade themselves. Consequently, they faced lack of confidence and lack of communication skill. As a result, most of female candidates are no competent enough compered to male counterpart and they are excluded during interview and only a few competent females are joined the department. Likewise, traditionally, women are often underrepresented at the community level. A number of factors combine to bring this about. These include traditional attitudes concerning the role and status of women, and also aspects of women's own work burden, knowledge, skills and confidence (Helen.D, 2008).

**The lack of awareness for internet technology and information gap to follow vacancy:-** another external potential factor depicted by informants from the group of team leaders, senior security officers and gender focal person are; the lack of awareness for internet technology and information gap to follow vacancy. According these group of informants response due to all of the security related vacancies are advertised using internet, most females are face lack of awareness how to apply for vacancy and they are not familiar in searching update information through via of internet. And if may get opportunity of internet and information about the announcement of vacancy, it is also face challenge to send their application letter before closing date. And also not only access to internet they are also far from information about how to join the department. As informant from the senior group confirmed while most women's are meet with their colleagues they prefer to deal about their personal lives. Rather than looking for update information to change their live. As (Endalkachew Lemma, 2014), depicted in his study; limited motivation on the job announcement, unfavorable evaluation criteria, selection dependency on education and experience and hiring units 'stereotype attitude were considered as limitations on the organization human resource management potentially hindered the gender mainstreaming activities.

Furthermore as said by gender focal person of the study department, by acknowledging the gap in relation to follow vacancy, the study department administrative office by support of gender focal person they are already have planned to generate awareness creations meeting with female officer those are working in different national military departments.

On the other hand, according to the informants of the study after they joined the study department, being male and female security officer for security work has different implication and they accept the nature of work differently. For instance, the nature of the work such as: Standing for long hours, lack of respect and considering as weak by external customer and staffs were identified as a challenge by female informant while they are on duty.

**Standing for long hours:** As said by the female informants of the study, for female officers especially at the time of menstruation and at early pregnancy standing for long hours is painful and it is hard. And also for married officer the challenge is double. As they are married, since social responsibility are increased, the lack to have enough rest. In support of this finding; for security related work, long working hours and shifts are especially challenging for female security officer after work. As women, most of the household tasks remain their responsibility. In contrast, male security officers cope with fatigue after their working shift by ‘sleeping a few hours’ or by ‘relaxing and drinking with friends. For female security officer, shift work is especially challenging when it comes to balancing work and family life, because they generally carry the additional responsibility of unpaid household tasks. Shift work, therefore, places an extra burden on families, especially women, as traditional roles of men and women still apply (David. T, 2015).

**Lack of respect:** as depicted by both female and male informants of the study, despite female officers are working the same as their colleagues male officer especially while they are alone or two female officer are on duty the customer has not accept their instruction. However, for the male officer they didn’t try to refuse any instruction and if female officers are assigned at post with male officer it is normal. Furthermore, as the female informants of the study indicated, for any information most of the external customers need to ask male officer rather than female officer. In support of this, David turner (2018), for Safety and Security related work some people may think that there are certain benefits from having male security officer because of their physical strength. However, security teams do include women who are excellent at their job.

**Considering Weak:** another **challenge** depicted by majority of informants was: although, female officers are hard worker, the external customers and staffs were justified them as physically weak and shiny. However, they are not weak and lazy as justified by external customers and other staffs. In support of this, Christine P, (2011), practically the security related work, remains mostly a male-dominated field—usually because of the gender roles perceived to be associated with security management. Some individuals see females as weaker and as an easier target for criticism of their work and recommendations.

## **5.2. Conclusion**

The study came with the following final conclusions, after critically assessed the informants' responses and thoroughly reviewed the overall activities of Safety and Security Service Department in its gender mainstreaming activities.

Due to the fact that, most of senior security officers were men. Women security officers were underrepresented almost in all levels of leadership position and the senior decision making position in the study sector was dominated by men.

Except gender focal person of the study department, ACG gender expert and HRSS expert, other informants of the study had not clear understanding about the concept of Gender and Gender mainstreaming.

However, ECA has different gender related proclamations, declarations and policies, except the Zero- tolerance policy of ECA on sexual harassment and abuse of authority, informants of the study were not familiar with them. Thus, the study concluded that, lack of gender related policy awareness is an issue for the study department.

For the study department taking online training is the major tool to create awareness about gender. However, the tool is not as such effective and not fruitful to achieve the pre-seated goal.

By, recognizing the importance of gender equality and the empowerment of women, despite, gender issues are clearly articulated and included with specified objectives and mandates on the strategic document of the study department. Practically gender gap is an issue for the study department. Implementation is not beyond the written document.

However, promoting gender awareness of the gender issues and gender-sensitive work environment in the division/section is identified as the role and responsibilities of gender focal person under UNDSS strategic document, nothing is not done by the gender focal person of the study department to create gender awareness for the informants of the study department. And being gender focal person is additional task for the assigned gender focal person.

The existence of international instrument such as: The Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (Maputo Protocol) and the Solemn Declaration on Gender Equality in Africa and the partnership between the ECA and Africa Union to enhance gender mainstreaming strategy. And the existence of organizational instrument such as ECA gender policy and UNDSS on Strategy Gender Equality and the Empowerment of women strategy are depicted as a major opportunity to implement the gender mainstreaming strategy within the study department. Based on the existence of these document having equal treatment for any kinds of promotion, having breast feeding time and paternity leave are the indicators of the implementation.

Though, the ECA gender policy directs the resolution was adopted by the General Assembly to achieve 50/50 gender distribution in all categories of the posts within the United Nation system. Practically in the study department out of 138 officers only 27 were female and the rest 111. As a result gender ratio imbalances were highly observed.

The external entry barriers to SSS department such as small number of female applicants with compared to male counterpart, lack of language skill, confidence and competency, lack of awareness for internet technology and information gap to follow vacancy was identified as a challenge.

For majority of female informants of the study, standing for long hour, was challenge while they are on duty. And they assume that the external customer and staffs are dis-respect and considered as a weak because of they are female.

### **5.3. Recommendation**

Even if, the ECA gender mainstreaming strategy document directs, the resolution was adopted by the General Assembly to achieve 50/50 gender distribution in all categories of the posts within the United Nation system. For the study department gender ratio imbalances were highly observed and Women security officers were underrepresented almost in all levels of leadership position. In relation to this external entry barrier to SSS department such as: less number of female applicants compared to male counterpart, lack of language skill, confidence and competency, lack of awareness for internet technology and information gap to follow vacancy was identified as a challenge for the effective gender mainstreaming strategy. Thus, to mitigate this limitation rather than depending on the external factor, the department should be take other internal organizational encouragement method.

Despite, the ECA has different gender related policies, strategies, declarations and proclamations; due to the Zero- tolerance policy of ECA on sexual harassment and abuse of authority is forwarded from chief administrative SSS for all officers through via of email frequently and serious measure was taken for gender related violence previously, the majority of the informants had general understanding and they were only familiar with this policy. But, those all relevant documents about gender in general should go beyond declaration. Mean that there should be good opportunity to create awareness about all policies will be vital for all security officers to know their rights, duties and responsibility. The study department should be work on policy awareness creation. And also, since written and soft copies of document is available within the department all the staffs of the study department should be read and aware by them self.

However, under the UDSS gender strategy document; Promoting gender awareness of the gender issues and gender-sensitive work environment in the division/section is identified as the role and responsibilities of gender focal person. practically, due to; the gender focal person of the study department has been working mainly as administrative assistance and being gender focal person is additional task for the assigned gender focal person to promote gender awareness, for security officers nothing is not done by the gender focal person of the study department. Thus, for effective implementation of the prey-determined roles and responsibility, the gender focal person

should be eager. And also the study department should be give special attention and support for the assigned gender focal person.

Taking mandatory online- training by all staffs were the only method and major tool to create awareness about gender for the study department. And it was not effective to create gender related awareness. Thus, to mitigate this limitation the online training evaluation and follow up strategy should be change media of offering the training and should be practical based rather than just being certified via only answering online questions. It also needs special follow- up and if possible there should be face to face training schedule. The training should serve as awareness creation tool rather than simply collecting online attendance certificate.

Standing for long hours, lack of respect and considered as weak by external customer and staffs were a major challenge for female security officers. To mitigate the challenge that facing female officers the study recommends that; Female officers should have to be developing self-confidence and should have to be doing continues regular exercise in order to be strong physically and mentally.

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**APPENDIX I**

My name is Sewunet Girma. I am Master Student in Addis Ababa University College of Developmental Studies Center for Gender Studies. Currently, I am doing my master thesis which in tattle with “Exploring Opportunities and Challenges of Gender Mainstreaming Process in Security and Safety Service: The Case of Economic Commission for Africa in Addis Ababa.

The major objective of this study is to explore the existing Gender Mainstreaming Opportunities and challenges in Safety and Security Service department of Economic Commission for Africa in Addis Ababa. Therefore, in order to meticulously realize the stated objectives of this thesis work, collecting relevant data from the potential sources is has significant impact on the analysis of the thesis according to its objectives.

This is, therefore, to kindly request you to be my respondent. Some of you are chosen purposely and some of you are chosen randomly to participate in the study and I would like to assure you that everything you are about to tell/disclose will remains strictly confidential. To keep anonymity I don't need your real name or address.

Thanking you in advance for you cooperation and I would like to inform you that if you have questions or need more information and clarification please do not hesitate to contact me.

**I. Interview guides prepared for Department head, sub- section department heads, team leaders and deputy team leaders:**

1. What do you know about the concept of gender and gender mainstreaming?
  - Who is the responsible body for gender mainstreaming process?

2. What does the current gender mainstreaming practice look like in your Department especially in relation to Security and Safety service work?
3. How do you see the gender ratio balance (men to women)?
4. What are the duties and responsibilities of gender focal persons in your department?
5. What do you know about any gender related policies (for example in terms of hiring staff or employees, screening committees, to prevent or to solve sexual harassment)?
6. How do you see gender perspective in all decision-making processes?
7. How gender awareness trainings are being provided for staff in your department?
8. What changes gender mainstreaming strategy brought for your department?
9. What opportunities are there for implementing gender mainstreaming in Security and Safety Service Department?
10. How do you see being women and/or men for Security and Safety service work?
11. What are the major challenges/problems that hinder gender mainstreaming implementing practice in Security and Safety Service Department?
12. What ways of improving the implementation of gender mainstreaming would you recommend?

## **II. Interview guides prepared for Gender experts and for focal persons**

5. What are the gender mainstreaming processes in ECA?
6. What are the responsibilities of focal persons in relation to gender mainstreaming?
  - 6.1.(How you think strategically about where efforts available and resources, how you identify gaps and opportunities).
7. How do you see the gender ratio balance (men to women)?
8. How do you see gender mainstreaming process? Do you have any monitoring mechanism? If yes, what are these monitoring mechanisms?
9. What changes gender mainstreaming strategy brought in ECA?
  - How this change came?

10. To what extent these changes include Safety and Security Service department?
11. What opportunities are there for implementing gender mainstreaming in Safety and Security Service Department?
12. What are the major challenges/problems that hinder gender mainstreaming implementing practice in Safety and Security Service Department?
13. What ways of improving the implementation of gender mainstreaming would you recommend?

### **III. Interview guides prepared for Senior security officers**

1. What do you know about the concept of gender and gender mainstreaming?
2. How do you see the gender ratio balance (men to women)?
3. Have you taken any gender and gender mainstreaming related awareness training? If yes, how much benefited form it? And how gender awareness trainings are being provided for you in your department?
4. How do you see being women and/or men for Security and Safety service work?
5. What are the opportunities to work as a security officer for both men and women?
6. What are the challenges that you have seen and/or faced in relation to gender?
7. What ways of improving the implementation of gender mainstreaming would you recommend?