

Running Head: OPPORTUNITIES AND CHALLENGES OF GENDER MAINSTREAMING

Opportunities and Challenges of Gender Mainstreaming in Selected Sector Bureaus
in Addis Ababa

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IN ADDIS ABABA**

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July 2007

DECLARATION

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

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Table of Content

ACKNOWLEDGEMENTS	i
ACRONYMS	ii
ABSTRACT	iii
CHAPTER ONE: INTRODUCTION	1
Background	1
Statement of the Problem.....	3
Objectives of the Study	5
Significance of the Study	6
Description of the Study Setting	7
Scope and Rationale for Selecting Sector Bureaus	8
Definition of Important Terms	9
Organization of the Study	10
CHAPTER TWO: REVIEW OF RELATED LITERATURE	12
Concepts of Development	12
Development Approaches to Gender Issues	13
Different Policy Approaches to Development	14
What is Gender Mainstreaming?	16
Goal and Objectives of Gender Mainstreaming	17
Why is Gender Mainstreaming Important?.....	19
Elements of Gender Mainstreaming	20
Dimensions of Gender Mainstreaming	21
Gender Mainstreaming and Goal 3 of MDGs	22
Gender Gaps in Different Socio-Economic Sectors	23
International Experiences and Practices of Gender Mainstreaming	25
Practices of Gender Mainstreaming in the National Context	27

CHAPTER THREE: RESEARCH DESIGN AND METHODS -----30

Sources of Data ----- 31

Sampling -----31

Study Sample -----32

Methods of Data Collection -----32

Data Collection Procedures -----33

Data Analysis -----34

Ethical Considerations -----34

Limitations of the Study -----35

CHAPTER FOUR: FINDINGS AND ANALYSIS OF THE STUDY----- 36

Characteristics of the Informants -----36

Situation of Women and Men Employees in the Study Sectors-----37

Women and Men Employees in Decision-Making Positions -----39

Knowledge and Understanding of Gender and Gender Mainstreaming -----40

Institutional Machineries and the Current Nomenclature -----42

Institutional Machineries for Gender Mainstreaming Practice -----43

Gender Mainstreaming Practice in Development Plans - -----46

Techniques and Tools used for Gender Mainstreaming Practice-----49

Capacity and Gender Training --- -----51

Current Opportunities for Gender Mainstreaming Practice -----53

Major Challenges for Gender Mainstreaming Practice -- -----56

Requirements for Effective Gender Mainstreaming Practice -----61

CHAPTER FIVE: DISCUSSION OF THE MAJOR FINDINGS----- 63-74

CHAPTER SIX: CONCLUSION, RECOMMENDATIONS AND IMPLICATIONS-75

Conclusion -----75

Recommendations -----77

Implications of the Study -----80

REFERENCES

APPENDICES

ACRONYMS

BOE	Bureau of Education
BOFED	Bureau of Finance and Economic Development
CEDAW	Convention on the Elimination of Discrimination against Women
CSA	Central Statistical Agency
ECA	Economic Commission for Africa
EWLA	Ethiopian Women Lawyers Association
FCSA	Federal Civil Service Agency
FDRE	Federal Democratic Republic of Ethiopia
GAD	Gender and Development
GMIF	Gender Mainstreaming Implementation Framework
IDT	International Development Targets
IIED	International Institute for Environment and Development
MDGS	Millennium Development Goals
MOE	Ministry of Education
MOFED	Ministry of Finance and Economic Development
MOWA	Ministry of Women's Affairs
MOWR	Ministry of Water Resources
NAP-GE	National Action Plan for Gender Equality
NGOs	Non-governmental Organizations
PASDEP	Plan of Accelerated and Sustainable Development to End Poverty
SDPRP	Sustainable Development and Poverty Reduction Program
SIDA	Swedish International Development Agency
TEG	Transitional Government of Ethiopia
TTC	Teacher Training College
UNES	Women's Affairs Office
WDIP	Women in Development

ABSTRACT

The general objective of this study was to assess the current gender mainstreaming practices in selected sector bureaus in Addis Ababa. It also aimed to examine the existing opportunities to mainstream gender issues and to explore the challenges faced by the study sectors in the process of gender mainstreaming practice. In order to meet these objectives, the study used qualitative research methods to explore the current gender mainstreaming practices in the study sectors. Consequently, purposive sampling was used to select the informants and discussants of the study.

The findings showed that women are highly under represented in the two sector bureaus (BOFED & BOE) in higher level positions except in the case of Women's Affairs Office. The informants and discussants of the study who are currently working in the area of planning did not have clear ideas on gender and gender mainstreaming concepts. Gender focal persons in the two sector bureaus did not properly function their tasks due to the existence of unclear mandate and lack of capacity to coordinate and implement gender mainstreaming practices in their respective sector bureaus. The study sector bureaus did not fully employ and use different tools and techniques for gender mainstreaming practices. Lack of commitment on the part of decision-making bodies and lack of appropriate linkages between gender focal persons and Women's Affairs Office were the major challenges identified in the study. The findings also indicated that unless appropriate and context specific programs and projects are designed at national level in general and at the City level in Particular, the mere presence of policy and strategic documents do not make sense as far as the issues of gender mainstreaming are concerned .Thus, in order to minimize the prevailing gender gaps in the study sectors, the need to implement gender mainstreaming practice is second to none.

CHAPTER ONE

INTRODUCTION

Background

Gender mainstreaming as a concept was introduced in 1985 during the United Nations Third-World Conference on Women in Nairobi, which is now almost over twenty years (Liket Consultancy Group, 2004). In supporting this historical development, International Institute for Environment and Development, IIED (2003) stated that mainstreaming is defined as situating gender issues at the center of policy decisions, institutional structures and resource allocation. The concept was adopted as a strategy at the 1995 Fourth International Conference on Women.

Gender mainstreaming is the current international approach to advancing gender equality and equity in society. With regard to this, the Commonwealth Secretariat (2001) noted that at the level of national government, gender mainstreaming involves incorporating a gender perspective into all policies, plans, programs and projects to ensure that these impact on women and men in an equitable way.

Moreover, men's and women's empowerment and their full participation on the basis of equality in all spheres of society are fundamental for the achievement of sustainable development (MOWR, 2005). In relation to this, Dixon & Anker (1988), argued that the principle of integrating men and women equally in the development process both as participants in planning, policy making and as beneficiaries has now become widely accepted by governments throughout the world.

Ethiopia has been part of this 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. Fetenu & Sosena (2002), in their study of gender mainstreaming strategy, indicated that equal rights provisions in the 1995 Constitution, the newly amended Family Law and Government's ratification of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) demonstrate the existence of political will and enabling environment for pursuing the objectives of gender equality in the country.

However, Fetenu and Sosena (2002) argued that the speed with which these are put in practice to ensure women's and men's equal access to resources, opportunities and treatment, so critical to equitable, participatory and sustainable development has not been as expected . In the same framework, Topia, E. (2001) supports the above explanation in such a way that although the fact that men and women are always assumed to be part of the development process, the latter have sometimes remained invisible to development planners and policy makers.

Different sources (MOWA, 2006 & MOFED, 2004) explained that gender inequality is one of the features of Ethiopian society. As a result, there is unequal power and economic relation between women and men. In almost all spheres of life, women are more disadvantaged than men. To address gender mainstreaming in development plans or programs is, therefore, not only about equity but also about social justice; it is also about development and poverty reduction (MOFED, 2004). An official document released from the Ministry of Women's Affairs Office (2006) further stated that countries will not be able to combat poverty

and HIV/AIDS pandemic, and ensure sustainable development without a deliberate attempt to overcome gender inequality.

From the foregoing arguments, it is possible to understand that gender mainstreaming is the core strategy to eliminate gender inequalities and which in turn helps to ensure sustainable development in a given country. In other words, equal rights; opportunities and responsibilities for women and men are practical pre-conditions for sustainable development (MOWA, 2006). Currently, there is a rich and extensive documentation and literature that deal with gender issues. There is no doubt that gender is on the national agenda. But to what extent gender activities are mainstreamed in development plans particularly in government organizations are important questions that need further investigation through research. Thus, the aim of this study is to assess the existing gender mainstreaming practice; examine the current opportunities to mainstream gender in development plans and explore the challenges that may affect gender mainstreaming activities in Finance and Economic Development Bureau, Education Bureau and Women's Affairs Office located at city level in Addis Ababa.

Statement of the Problem

In the contemporary developing societies like ours, the length and breadth of human problems have become deeper. A study conducted on 'Gender, Development and Migration Linkages in Ethiopia' indicated that issues like gender inequalities, marginality, underdevelopment and respect for human rights are coming to be the major concerns of policy makers, administrators and the society at large (Alebachew, 2001). However, gender structures in different government ministries or bureaus in Ethiopia in general and in Addis Ababa in particular have not had the necessary human resource to target the issue (MOE,

2004). The same source further revealed that in some bureaus experts have been assigned on top of their own responsibilities and in some others there is only one person to follow the whole activity. This implies that without having proper institutional structure it will be difficult to integrate the issue of gender in development programs.

Absence of appropriate institutional mechanisms has been recognized as a serious constraint or challenge to the implementation of policies and has hampered efforts towards gender equality (MOWA, 2006). As a result, institutional mechanisms suffer from a list of problems that hinder the implementation of gender mainstreaming in government sectors including limited role in decision-making, shortage of staff, budgetary limitation and unclear mandate to implement gender and gender related activities in government machineries for the advancement of women in the country. In support of this , a recent survey conducted by Federal Civil Service Agency, FCSA (2006) on the ‘Status of Women and Men Employees in Ethiopia’ indicated that lack of capacity, accountability; strategic direction and formal process of monitoring have been serious impediments to the implementation of policies and laws in most civil service agencies in Ethiopia.

Though this situation reflects the existing phenomena in the country, the Government of Ethiopia has given gender due attention by placing issues related to it as its major area of concern. In this regard, the efforts made to incorporate gender issues in the country’s Constitution, to formulate and to implement National Policy on Ethiopian Women and to institutionalize gender issues by establishing different structures from national to regional levels deserve mentioning (MEDaC, 1997). Despite such a high commitment, gender disparities persist in all areas of life. According to the United Nations Human Development

Report of 2003 cited in Gender Budget Analysis Study (2004), the gender related development index is estimated at 0.346 for Ethiopia, which is ranked 137 among 144 countries.

According to the National Action Plan for Gender Equality document (2006), many of the development goals, policies, strategies or targets of poverty reduction did not incorporate gender issues. For example, SDPRP acknowledges the need for gender sensitivity in the education and health policies and programs for equitable development and poverty reduction, but did not directly state the importance of women in decision making to poverty reduction (MOWA, 2006). Yelfign further confirmed the above argument in such a way that “many documents produced in the country like SDPRP did not properly integrate gender issues and most of the indicators are not supported by gender disaggregated data” (2004, p.113).

Though a number of positive steps have been taken to address gender gaps in different socio-economic sectors in the country in general and in Addis Ababa in particular, much has not been done in the area of gender mainstreaming activity particularly in government sectors. This being the case to my knowledge, no research attempt is made in the area of gender mainstreaming practice in government bureaus in Addis Ababa.

Objectives of the Study

The overall objective of the study is to assess and to examine the existing gender mainstreaming practices inline with opportunities and challenges prevailing in selected bureaus in Addis Ababa. Besides, the study has the following specific objectives:

- To assess the current gender mainstreaming practices in selected government bureaus in Addis Ababa namely Finance and Economic Development Bureau (BOFED) , Education Bureau (BOE) and Women’s Affairs Office (WAO)
 - How do gender focal persons coordinate and implement gender mainstreaming practice in their respective sector bureaus (BOFED & BOE)?
 - To what extent gender issues are addressed in the five-year strategic plan of the City Government?
- To examine the existing opportunities to mainstream gender issues in the above mentioned selector bureaus
- To explore the challenges or constraints faced by those selected bureaus in the process of gender mainstreaming practice.

Significance of the Study

The Government of Ethiopia has entered into force to promote gender equality and empower women by the year 2015 (MOFED, 2005). Thus, gender equality and women’s empowerment are the third of the Millennium Development Goals, operationalised with reference to the elimination of gender disparity at all levels of education. Bringing about gender equality requires, however, the mainstreaming of gender throughout GOs and NGOs development programs or plans and in particular addressing the specific challenges to gender equality existing in a given setting.

Therefore, conducting research on opportunities and challenges of gender mainstreaming in selected sector bureaus can be helpful in many ways. First, it can provide

information about the issue of gender mainstreaming for public sectors, NGOs and other stakeholders. Secondly, it will shed some light for those who are involved in policy making and planning processes and enable them to address problems related to gender inequalities. Thirdly, the study can serve as the basis upon which various specific studies on gender issues can be made. Finally, the results of the study will contribute something in the effort to achieve gender related MDGs in the country.

Description of the Study Setting

Addis Ababa the federal capital of Ethiopia is situated at 9⁰North (latitude) and 39⁰ East (longitude) at about the center of the country (WAO, 2006). According to the source obtained from the five year strategic plan document of the City Government (2006), Addis Ababa as a capital city was favored by a host of geographical factors which include approximation to geographical center of the country with the national advantage for effective administration of the country; location on the margin between *wena dega* and the *dega* zones on the South facing site and the availability of extensive flat land for expansion and development. The role of Addis Ababa as a seat of federal government has helped the city to be the home of many national, continental and international organizations that has both national and international significance.

There has been a constant reorganization of the city administration for the last several years. Currently, Addis Ababa, with an area of 530. 21 km² is divided into ten sub-cities and ninety-nine Kebeles. Addis Ababa is a host of many GO, NGO and private business organizations. Apart from the ten sub-city administrations, there are about thirty-seven sector bureaus, agencies and commissions currently functioning at city level in Addis Ababa. Taking

into account the scarcity of resources, the study is delimited to cover only three sector bureaus namely Education Bureau, Finance and Economic Development Bureau and Women's Affairs Office located in Addis Ababa.

Scope and Rationale for Selecting Sector Bureaus

With regard to the scope of the study, some selected bureaus in Addis Ababa namely Bureau of Finance & Economic Development (BOFED), Women's Affairs Office (WAO), and Education Bureau (BOE) have been taken as the point of reference. Then, the study focuses on the above-mentioned government bureaus for the following reasons:

- The City Administration Bureau of Finance & Economic Development is fully responsible to prepare and allocate budget resource formula for different sector Bureaus and sub-cities based on the decentralization principle of budget administration. BoFED through policy studies & plan commission office has also been given the power to prepare long and medium term physical and socioeconomic development plans or programs of the city. To this effect, it becomes appropriate for the researcher to assess gender-mainstreaming practice in development plans.
- One of the duties and responsibilities of the City Administration Women's Affairs Office is to provide continuous education through various mechanisms on gender and equal rights of women. The Office has also the mandate to follow-up whether or not the rights of women are respected in the implementation of policies and laws in the City Government. Hence, based on these reasons the Office seems appropriate to be included in the study so as to assess the major challenges that hinder gender and gender related activities.

- As far as Education Bureau is concerned, two of the MDGs are related to education, namely Goal two achieving universal primary education and Goal three promoting gender equality and empower women as it concerns the elimination of gender disparity in primary and secondary education at all levels. In view of this, education bureau is significantly important to look into gender mainstreaming practice in the above-mentioned sector.

Definition of Important Terms

Most of the definitions of terms used in this study are adapted from related literatures. Some of the definitions are modified to suit the study.

Opportunities: Political stability, decentralization, expansion of Information Communication Technology and the presence of good governance can be considered as opportunities or favorable conditions so as to bring accelerated and sustainable development in a particular country. Opportunities in this context refer to the existing national policies, legal instruments and gender sensitive development plans that might facilitate or create conducive environment for gender mainstreaming practice.

Challenges: These are obstacles or impediments that hinder effective gender mainstreaming practice in selected bureaus.

Development Plans: Development plans comprise sets of interrelated activities that can be implemented over some specific period of time for the development of a national economy. Here, development plan refers to the City Government's five-year strategic development plan.

Bureaus: Executive organs established at City level by Addis Ababa City Government with specific powers, duties and responsibilities.

Gender: Refers to the socially constructed roles and responsibilities assigned to men and women in a given culture or location. Gender identity is learned and changes over time. It, therefore, differs from one place to another and not to women or men but the relationship between them (MOWR, 2005).

Sex: Identifies biological difference between men and women. In other words, sex is the basis for the different reproductive roles between men and women.

Sex Disaggregated Data: Is data gathered for men and women separately. Disaggregated data by sex can give the staffs of organizations to see the results of the research are the same or different for men and women (MOWR, 2005).

Gender mainstreaming: Is the process of assessing the implications for women and men of any planned action, including legislations, policies or programs, in all areas at all levels. For the sake of this study, it refers to the integration of the needs and concerns of women and men in the design, resource allocation, execution and evaluation of development plans or program (UN cited in Fetenu & Sosen, 2002).

Gender equality: Refers to an equal sharing of power between men and women, equal access to social and economic services, administrative and managerial positions, equal pay for work of equal value and equal seats in parliament (MOWR, 2005).

Organization of the Study

This study examines opportunities and challenges of gender mainstreaming practice in selected government sector bureaus in Addis Ababa. The study report is organized in six parts. The first part is an introductory discussion that incorporates background, statement of the problem, objectives, significance, study setting, scope and rationale for selecting sector

bureaus and definition of key terms. The second part gives a brief overview of literatures related to the subject under discussion. Some of these include concepts of development, development approaches to gender issues, concepts of gender mainstreaming, goal and objectives of gender mainstreaming, elements and dimensions of gender mainstreaming, gender gaps in different socioeconomic sectors, international and national experiences of gender mainstreaming practices.

Part three deals with research design and methods, which begins with sources of data, study population, sampling, methods of data collection, process of data collection, data analysis and ethical considerations and limitations of the study. Part four is about analysis and findings of the study. In this part, women and men employees in decision making positions, understanding of gender and gender mainstreaming, institutional mechanisms for gender mainstreaming practice, gender mainstreaming practice in development plans, current opportunities for gender mainstreaming practice and major challenges for gender mainstreaming practice are singled out and discussed briefly using pertinent qualitative data. Part five deals with discussion of the major findings and the final part discusses conclusion, recommendations and implications of the study.

CHAPTER TWO

REVIEW OF RELATED LITERATURE

This section deals with different literatures related to the subject under discussion. It mainly focuses on some concepts of development, concepts of gender mainstreaming, goal and objectives of gender mainstreaming, elements of gender mainstreaming, efforts made so far to address gender issue etc.

Concepts of Development

Development is a term whose meaning varies with context but based on the notion of well-being of individuals and groups whose levels of vulnerability may differ. According to Gemeda (2003), development involves an increased participation of all members of a society to enable people to take charge of their own lives and benefit the disadvantaged and vulnerable groups.

In the current global thinking, development should also be an integrated, holistic process that meets people's economic, social, political and cultural needs and improves the quality of life for all. This understanding of development includes the concepts of human development which is measured not only on the basis of economic indicators such as Gross National Product (GNP) but also variables referring to health, education and gender equalities (BOFED, 2006). As Ethiopian Women Lawyers Association, EWLA (2002) highlighted, the concept of development must embrace the following points:

- Enabling people to develop a sense of self-respect and respect for others, while cultivating respect for work in order to lead a meaningful life as human beings;

- Enabling people to liberate themselves from dependency and extend the scope of their choices so that they may become what they want to be.

From this explanation one can understand that the need to promote and strengthen people's participation in development process cannot be questioned. In other words, development involves the encouragement and strengthening of people's participation in the effort to eliminate poverty and work towards the general improvement of the livelihood of society.

Development Approaches to Gender Issues

During the 1970s, the issue of women and their marginalization was brought into the international agenda. This resulted in two approaches of development that is, Women in Development -WID and Gender and Development - GAD (Moser, 1993). Women in Development (WID) approach focused specifically on women and sought to integrate them into the development process by making more resources available to them in an effort to increase their efficiency in their existing roles (ECA, 1997). The WID approach, despite its change in focus from one of equity to one of efficiency, is based on the understanding rationale that development processes would proceed much better if women were fully incorporated into them (Moser, 1993). Moser further states that WID focuses mainly on women in isolation, promoting measures such as access to credit and employment as the means by which women can be better integrated into the development process.

Due to the limitations that prevailed in WID approach, there was a shift to an emphasis on Gender and Development (GAD) approach. This approach seeks to base interventions on the analysis of women's and men's roles and needs in an effort to empower women and improve their position in relation to men in ways which benefit and transform society as a

whole (ECA, 1997). The focus in Gender and Development (GAD) is not on women but on gender relations, that is, the relations between men and women in a variety of settings. This approach views women as active agents not as passive recipients of development but not assume that women have perfect knowledge or understanding of their social situation. This approach starts from a holistic perspective. That is, it looks at the totality of social organization, economic and political life in order to understand the sharing of particular aspects of society (Young & Philip, 1998).

Different Policy Approaches to Development

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 motherhood is the most important role of women in society (MEDaC, 1997). 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.

Anti-Poverty and Efficiency Approaches

Anti-poverty approach emphasized the need for developing anti-poverty programs that would specifically target women. In support of this idea, Dixon & Anker (1988) pointed out that this approach mainly focused on women's productive role on the basis of the conviction that poverty alleviation requires increased productivity of women in low-income households. Moreover, anti-poverty approach shifted to focus on tackling poverty without challenging the structural causes of poverty, especially for women. As a result, this approach looks at women's problems as those of underdevelopment not subordination.

Consequently, the efficiency approach to development was taken as a solution to the economic crisis of developing nations that came about in relation to foreign debt problem. In the context of scarce resources and the need for stabilizing economies, governments largely looked towards tapping potential resources for development. It was largely felt that women's labor can be channeled into the productive sector, and can also be used efficiently for providing services in the reproductive sphere (MEDaC, 1997). The above mentioned policy approaches to development mainly focused on women specific activities. The researcher

strongly argued that these activities alone cannot bring sustainable development in a given society. Development calls the active participation of both actors (women and men) equally for the socio-economic development of a particular country.

What is Gender Mainstreaming?

Gender mainstreaming is a strategy adopted by the Beijing Conference (1995) for pursuing gender equality. According to the United Nations Economic and Social Council cited in the Amhara Region gender mainstreaming strategy document (2002), it is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in any area and at all levels . Likewise, a working definition of United Nations Development Program (UNDP) on gender mainstreaming as quoted by Joka, B & Fetenu (1997) is a process of identifying and taking full account of the relationships between men and women in all of an agency's policies, programs, administrative and financial activities at every level.

According to Machacha & Alexander (2004), mainstreaming process starts from the analysis of the purpose, mandate and functions of an institution, sector or development instrument. They also explained that mainstreaming can be beyond integration by maintaining a discrete set of activities and ensuring specific areas of responsibility for gender and by outlining context specific and time bound action plans and financial commitments. This explanation indicates that gender mainstreaming is beyond the integration of women's concern in development process rather it entails addressing gender issues in all development programs or projects. In other words, it is the very opposite of a strategy of segregating gender issues into separate women's projects.

Goal and Objectives of Gender Mainstreaming

The goal of gender mainstreaming is to ensure an equal and equitable access to resources and benefits for both men and women in order to contribute to human development, sustainable economic growth and poverty reduction. On the other hand, according to source obtained from Gender Mainstreaming Strategy Document of the Amhara National Regional State (2002), the objectives of gender mainstreaming are:

- To provide a framework for action that will ensure access to resources and benefits for both men and women in a given setting;
- To help identify key priorities and strategic actions required to promote gender equality;
- To foster a climate wherein the needs of women and men are consciously and routinely taken into account;
- To promote the inclusion of gender concerns in all stages of programs, project and policy development and in the budgets, administrative arrangements and procedures;
- To enable the identification of the main constraints that work against women's equal rights to productive resources and opportunities;
- To establish a monitoring and evaluation system for assessing gender responsiveness of policies, programs and projects.

More over, the goal and objectives of gender mainstreaming have similar implications both in government and international organizations. Fore instance, United Nations Education, Social and Cultural Organization (UNESCO), in its mid-term strategy document for the year

2002-2007 identified the objectives of gender mainstreaming as follows. This is shown in the box below:

Box .1

- Promote full and equal education for women and men, girls and boys throughout life; i.e. eliminate gender disparities; achieve gender equality in education - with a focus on life-long learning and basic education - through the provision of gender responsive learning environments and equitable access to appropriate and gender-responsive education programmes for all members of society, in particular to women and girls in difficult conditions;
- Encourage the equal access to knowledge and career opportunities in all fields, notably in communication, the arts and cultural industries, science, technology and engineering;
- Encourage and promote women's creativity and freedom of expression by supporting their cultural activities, research, networking, exchange of information and collective mobilization;
- Support the broad and active participation of women in the media, in information networks and the development of information and communication technologies and support the development and use of ICTs as a resource for the empowerment of women and girls;
- Promote and protect the human rights and opportunities of all young and adult women and men, boys and girls, through the promotion and further implementation of existing normative instruments, notably the Convention on the Elimination of all Forms of Discrimination against Women (UNESCO's GMIF, 2003).

Why is Gender mainstreaming important?

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). Gender inequality is also,

however, a source of economic and social inefficiency that prevents the achievements of other goals. More importantly, the question one may wish to ask is why the issue of gender is taking up so much attention, energy and resources of many nations and governments? This question can be well addressed by a Ghanaian Education Deputy Minister, Kwaben Kyere cited by Elizabeth et al (2000, p.4) as follows:

It is a desire of every nation to achieve total, sustainable and accelerated development. Total national development can be said to be achieved when the entire population of men, women and children are educated, enlightened and are in a position to contribute meaningfully towards national development. The challenges and the expectations of the next millennium compel every one to be concerned about the many women and children who have been deprived, marginalized and discriminated against over the years; and as a result of which many nations are saddled with poverty, unemployment and social injustice. The intention of gender mainstreaming is two fold: to bridge existing gender gaps and to ensure gender equitable and sustainable development.

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.

Elements of Gender Mainstreaming

Programs and projects affect women and men differently. Therefore, in gender mainstreaming, certain key elements must be addressed to effect gender mainstreaming satisfactorily. A manual on gender and gender mainstreaming from ECA (1997) identified a number of gender mainstreaming elements. Such as surveys related to gender issues, statistics, gender training, gender awareness workshop, etc are listed in the manual as elements of gender mainstreaming. For the sake of this discussion; increased gender sensitivity and gender disaggregated data are highlighted below. To this end, prior to program planning, an important strategy for all those involved in program planning, including policy makers, planners, program officers etc, is increased gender awareness and sensitivity (ECA, 1997). This is to say that gender sensitization workshops help to increase the awareness of men and women and to establish them as productive groups that need mainstreaming.

In addition to this, the World Bank (1998) signifies its importance in such a way that lack of gender-disaggregated information is a major impediment to effective development planning. The same source also found that without such information, policy makers are unable to formulate gender sensitive policy, and without timely feedback on performance and problems in the field, implementers are unable to adapt and react to necessary changes.

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. More importantly, gender disaggregated data provide

useful tools for planning and for facilitating the integration of gender concerns into programs. (ECA, 1997).

Dimensions of Gender Mainstreaming

Gender mainstreaming has two dimensions. These are internal or organizational and external dimensions of gender mainstreaming (Liket Training & Consultancy Group, 2004). According to this consultancy group, organizations are the products of society and reflect the values of society in their functioning and decision-making. They can be gendered in terms of physical arrangement, management style, organizational culture, decision-making, resource allocation.

On the other hand, external dimension of gender mainstreaming focuses on major development programs which can answer questions like: are development interventions affecting men and women differently? What are the causes of poverty for men and women? Are gender issues considered to be at the center of the development agenda? (Liket Consultancy Group, 2004). This explanation suggests that internal dimension of gender mainstreaming mainly involves the organizational mandate and the area of work, organizational history and culture, current personnel, organizational routine and procedures.

Gender Mainstreaming and Goal 3 of MDGs

The MDGs, signed by all 191 member states of the United Nations are a pledge to meet eight development goals by the year 2015. Like all other State Members of the United Nations, the Ethiopian Government has also adopted the Millennium Declaration from which the Millennium Development Goals (MDGs) emerged. As highlighted in the Millennium

Development Goals Needs Assessment Report, one of the 8 goals of the MDGs is to promote gender equality and empower women (MoFED, 2005).

The need assessment report prepared by MOFED (2005) further revealed that, the target of the MDGs on gender equality appears to be associated mainly with eliminating gender disparities in primary and secondary education but the road map includes three additional indicators of gender equality such as literacy rates, the share of women working in non agricultural jobs and the proportion of seats women holds in national parliaments. This can be illustrated in the table below.

Table 1: International Development Goals, Targets and Indicators

Goal (MDG 3)	Promote gender equality and empower women.
Target (IDT 4)	Eliminate gender disparity in primary & secondary education Preferably by 2005 and to all levels of education no later than 2015.
Indicators for monitoring	. Ratios of girls to boys in primary, secondary & tertiary education; . Ratio of literate females to males among 15–24-year-olds;
Progress	. Share of women in waged employment in non-agricultural sector; . Proportion of seats held by women in national parliament.

Source: World Bank cited in Budget Analysis Report, 2004

The MDGs needs assessment report also indicated that improvements in gender equality and empowerment are closely related to other MDGs such as the reduction of child and maternal mortality, and halting the spread of communicable diseases. Indirectly, it also contributes to other goals such as goal one of reducing poverty and hunger by decreasing the vulnerability of women, decreasing population pressures through decreased fertility (MoFED,

2005). One can observe that there is a direct linkage between gender mainstreaming and MDGs in general and that of goal three of MDGs in particular. Thus, mainstreaming gender in development programs in Ethiopia is important and significant so as to achieve the objectives of MDGs in the country.

Gender Gaps in Different Socio-Economic Sectors

Ethiopia is facing structural and persistent poverty that affects large proportion of population. It is widely acknowledged that although females and males share most of the burden of poverty, the problem affects them differently because of their gender differentials (MOFED, 2004). This situation is clearly reflected in a number of indicators that show the gaps between the benefits men and women get and the differential treatments extended to them.

Gender gap in education prevails at all levels of systems. For instance, data from Ministry of Education (2004) cited in National action Plan for Women noted that the National Gross Enrollment Ratio (GER) for primary education was 88 percent for boys and 71.5 percent for girls with much wider gaps in the Regional States (NAP-GE, 2006). Furthermore, the gender inequality in education widens as one goes up higher in the educational ladder. According to statistical data from Ministry of Education cited in SIDA's study, in the academic year 2000, among the students who managed to enter colleges at diploma level, only 24.4 percent were women against 75.6 percent for men (SIDA, 2003).

The Health status of the Ethiopian population is very low due to several combined factors that reinforce each other. Health indicators in Ethiopia remain near the bottom of world rankings; with one of the highest maternal mortality ratios (MMR 870/ 100 000 (MOWA,

2005). The health problem is more pronounced among females than males. As highlighted in Gender Budget Analysis Study conducted by MOFED (2004) due to biological and gender related issues, Ethiopian females face more accurate and health problems than males. A study titled “Well-Being and Poverty in Ethiopia” suggested that illness is both widespread and frequent in Ethiopia (World Bank, 2005). The results of this study also found that the average incidence of poor health varies regionally as well as between men and women.

African Gender and Development Index, Ethiopian Trial study (Emebet et al, 2004) also pointed out that poverty and cultural influences have significant impact on the health of the population in general and that of women in particular. This study further revealed that violence against girls and women, Female Genital mutilation (FGM), early marriage, abduction and rape, unfair distribution of labor that exposes girls and women to high energy expenditure and severe physical and psychological stress, and nutritional depletion as a result of unfair food distribution in the household and nutritional taboos and others all contribute a lot for the existence of gender gaps in the area of health sector.

According to several studies, 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 (Emebet, et al, 2004; MOWA, 2006). 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).

On the other hand, women are more represented than men in the informal sector. According to the UN Millennium Development Goals Report of 2005 cited in women’s

situation study conducted by BOFED (2006), over 60 percent of people working in the family enterprises without pay are women in the world while men accounted only 39 percent. In Ethiopia, the reality does not seem different from the world. As to the informal sector in urban areas at national level, of the total 997 380 workforce engaged in this sector, 598 296 (60 percent) were females and only 40 percent were males (CSA, 2004). The above explanation showed that the great disparity of representation is evident in the area of employment between men and women.

International Experiences and Practices of Gender Mainstreaming

As gender is a development issue, focus has been given at regional and international level. For this reasons, different organizations both government and non-government have incorporated gender issues in policies, strategies and plans and have undertaken various interventions. For instance, in Cambodia gender parity constraint among teachers in rural and remote areas is a problem (MOE, 2004). In other words, there are fewer female teachers in rural areas compared to urban areas. One reason is the absence of female role models. Female students are also restricted to travel to secondary schools that are located in far places. This also lowers the number of trainees in rural areas. To minimize the problem, policies to address gender parity constraints have been in place. To give an example, female Teacher Training College candidates were recruited by lowering admission criteria, commonly known as positive discrimination or affirmative action and urban female teachers were deployed to rural and remote areas through incentive pay (MOE, 2004).

The practice of gender mainstreaming is being implemented in different African countries based on each country's existing socioeconomic situations. For instance, Ghana's

commitment and aspiration to mainstream gender equality across public policy and in the planning and delivery of services can be cited here. As a result, all government ministries have been mandated to establish women's desk or to appoint gender focal persons to ensure that prompt action is taken on issues concerning women (Elizabeth et al, 2000). According to these authors, over the last few years, a wealth of experience has built up in Ghana to mainstream gender equality in different contexts. This includes work to mainstream gender equality at the level of national sectoral policy, as well as within district level planning processes. This source also found that there is a growing experience of addressing issues of gender equality within the workplace, both in staffing and in aspects of work culture.

For instance, an integrated approach to gender equality as part of an explicit national policy can be found in the education sector of Uganda. According to the source obtained from a reference guide for gender equality in sector wide approaches prepared by Development Assistance Committee (2002), the Ugandan government announced the Universal Primary Education (UPE) initiative: free education for up to four children per family, two of which are to be girls, plus all orphans. As a result of this policy, enrolment figures went up dramatically. To enable the implementation of the policy, the Uganda Education Strategic Investment Programme (ESIP) 1998-2003 was developed and rapidly supported by a group of donors. This source further revealed that the positive policy environment for gender issues is more strengthened by the support for gender equality matters by the country's leadership and by the Ministry of Finance.

Practices of Gender Mainstreaming in the National Context

According to different sources, a number of policy declarations have stressed the need for women to take part in different economic, social and other sectors in order to bring about the desired change. As a result, policies which incorporated gender issues and concerns were issued for their implementation. These include the Federal Democratic Republic of Ethiopian Constitution, the national policy on Ethiopian women, national population policy, health and education polices and other sector polices and strategies.

First and foremost, the FDRE constitution adopted in 1995 has properly dealt with the issue of gender equality, equity and human rights in several articles. A separate article (35) has been included with the view to address the specific needs and problems of women. Article 35 (3) of the FDRE constitution cited in Ministry of Education's Gender Mainstreaming Guideline Document (2004, p.18) states as:

...in recognition of the history of inequality, and discrimination suffered by women in Ethiopia, women are entitled to remodel and affirmative measures. The purpose of such measures shall be to enable women compete and participate on the basis of equality with men in political, economic and social life, and to gain access to opportunities and in public and private institutions.

The National Policy on Women adopted in 1993 aims at facilitating conditions conducive to the speeding up of equality between men and women so that women can participate in the political, social and economic matters of their country on equal terms with men. It also emphasizes ensuring their rights to own property as well as their other human rights are respected and that they are excluded from the enjoyment of the fruits of their labor or from performing public functions and becoming decision makers.

Following the declaration of the National Policy on Ethiopian Women, and in compliance with its strategies, the challenge then was to create a government structure through which the implementation of the policy can be materialized. To this end, the Women's Affairs Office under the Prime Minister Office which actually now becoming an independent ministry (Ministry of Women's Affairs) has been established as a national machinery for the advancement of women. Consequently, women's departments at federal government agencies and women's affairs offices in all regional states including Addis Ababa and Dire Dawa has been established to create favorable condition for the implementation of women's policy and follow up and monitor various activities undertaken at regional level (Gemed, 2003).

The National Population Policy (TGE, 1993) also states raising the economic and social status of women by freeing them from the restrictions and drudgeries of traditional life and making it possible for them to participate productively in the larger community as one of its areas of focus. Removing all legal and customary practices militating against the full enjoyment of economic and social rights by women including the full enjoyment of property rights and access to gainful employment is also another important objective of the policy

According to Ethiopia's Education and Training Policy (1994) education will be geared towards reorienting society's attitude towards the value pertaining to the role and contribution of women in development. The mechanism set as strategy for this include, creating various channels of communication to promote girls education using available media and other channels. Moreover, efforts have been done to narrow the gender gap in different levels of the education system. For this reason different researches that have clearly identified problems of girls' education have been undertaken (MOE, 2004).

Another effort made by the government to address the issue of gender can be also seen from the point of view of the Women's Development Initiatives Project (WDIP) that offers particularly poor women in rural settings critical economic opportunities to help fight their desperate situation (PRSDP, 2002). This official document also states that recent changes in the family code, and attempts made by the sector ministries, commissions, and authorities to institute sectoral policy guidelines to address gender issues within their operational framework, have resulted in an improvement in the policy environment and programmatic directions. However, over time it has been observed that progress in women's lives is not proportionate to the progress made in the policy and legal environment. This calls for expediting the socio-economic development process with the required gender sensitivity in all development programs in general and that of exercising gender mainstreaming practice in particular.

By and large, in order to enable women fully participate in the socioeconomic and political arena and benefit thereof, the existence of policies is a prime concern. In this regard, in view of the existing policy framework in the country, one can argue that there is a favorable policy environment to empower women in all aspects of life regardless of the implementation of the above mentioned policies which is of course beyond the scope of this paper.

CHAPTER THREE

RESEARCH DESIGN AND METHODS

This study mainly employed qualitative research methods. However, some quantifiable secondary data were gathered and analyzed to complement and elaborate the qualitative data. These data were gathered from the selected bureaus' strategic plans, annual performance reports, personnel records and other related documents. More specifically, semi-structured interviews based on open-ended questions were used. Interviews allow person-to-person discussion that can lead to increased insight into people's thoughts, feelings and behavior on important issues. Among the advantages that can be derived from interviews are its flexibility and its ability to observe non-verbal behavior that expressing their viewpoints on the subject of interest. The interviewer has the opportunity to ask and direct questions using the personal contact with the respondent depending on the interview situation (Daniel Kojo, 2 001).

The reason why the researcher mainly used qualitative method in this study is due to the fact that data related to the issue of gender and gender mainstreaming can be collected by taking into account the views and opinions of deputy bureau heads, department heads, team leaders, planners and gender experts currently working in their respective organizations. Thus, opinions and experiences of the respondents can be properly collected through qualitative approach.

Sources of Data

This study used both primary and secondary sources of data.

Primary Sources: The primary sources of data were collected by interviewing Deputy Bureau Heads, Department Heads and Team Leaders currently working in their respective sectors. As part of primary sources, focus group discussions were also conducted with senior experts and planners by taking into account their gender, educational background and other variables.

Secondary Sources: To supplement the primary data, secondary sources of information were collected through extensive review of published and unpublished documents. Apart from this, gender mainstreaming guidelines, gender training manuals, workshop proceedings of selected organizations that are working on gender issues were consulted. Other key documents such as national policies, development strategies and academic journals related to the study objectives were reviewed and incorporated to enrich the findings of the study

Sampling

It is true that probability sampling may not be always required for all studies. Some research situations call for non-probability sampling techniques. In this study, non-probability sampling was employed to select the informants of the study. In this regard, the informants were purposively selected on the basis of the researcher's judgment and prior knowledge to get the required data. In other words, the researcher planned to choose purposive sampling technique based on the conviction that when department heads, team leaders, planners, and gender experts working in their respective organizations are included in the sample, reliable information would be gathered.

Study Sample

In this study, different categories of respondents such as Deputy Bureau Heads, Department Heads and Team Leaders on the one hand, and planners and gender experts on the other hand participated. The total numbers of participants included in the study were thirty. Of whom, twelve were interviewees and eighteen were focus group discussion participants. More specifically, interviewed subjects included in the study were two deputy bureau heads, one office head, four department heads and five team leaders. The remaining subjects were those who participated in the focus group discussions held in the study sectors.

Methods of Data Collection

In this study, four types of data collection instruments were developed and utilized to increase the breadth of information obtained from the respondents of the study. The methods of data collection include semi-structured interviews; focus group discussion, checklists and document analysis.

Semi-structured interview: These interviews were made with deputy bureau heads, department heads and team leaders covered in the study sectors by maintaining privacy and comfort of the respondents. The total numbers of the interviewees were 12. The researcher has managed the overwhelming majority of individual interviews. The interviewees are all first and second degree holders and can also express their views and opinions properly. As a result, the researcher did not use tape recorder during the time of interview session. The major contents included in these data collection instruments were views and opinions of deputy bureau heads, department heads and team leaders on gender and gender mainstreaming practices ,

opportunities and challenges for gender mainstreaming practices , requirements for effective gender mainstreaming practices , etc

Focus Group Discussion: The focus group discussions were another qualitative data collection method used in this study. This was undertaken in such a way that after having the necessary data from the respondents through interview, three separate FGDs were employed to triangulate the unclear ideas and information related to the subject under study. Some of the team leaders interviewed previously were invited to participate in the FGDs. This is because of the fact that the researcher strongly believes that invitation of the respondents from one category of interview technique to the other category (FGDs) would increase the breadth and reliability of the data collected for this study. The three FGDs were managed by the researcher and the note taking process was conducted by one fourth year undergraduate student. There were a total of 18 discussants (10 males and 8 females). Each focus group had 6 discussants. The FGD participants were those team leaders, planners, gender experts both junior and senior experts currently working in their respective organizations. The major issues raised during the focus group discussions include knowledge and understanding of gender and gender mainstreaming , the practices of gender mainstreaming in the study sectors , the current opportunities that might facilitate gender mainstreaming practices in their respective sector bureaus and the challenges or constraints that hinder gender mainstreaming practices , etc.

Checklists and Document Analysis: A checklist was also prepared to extract data from personnel records, performance reports and other written documents. In addition, key documents such as national policies and strategic plans were reviewed and incorporated to enrich the findings of the study.

Data Collection Process

A number of preliminary visits were made to study sector bureaus located in Addis Ababa. During this time, secondary data sources pertaining to the study subject under discussion were reviewed and discussions were also held with the respective staff on how and when to make discussions with the respondents. Then, the administration of the data collection instruments was realized during this visit. To this end, the researcher has successfully completed the fieldwork by creating smooth relationship with individuals working at organizations included in the study.

Data Analysis

With regard to data analysis, soon after the completion of the fieldwork, data collected through various sources were recorded, coded and transcribed according to their order of categories by the researcher. In other words the field notes were first checked for accuracy and completeness then recorded and coded according to the themes of the study subjects. In view of that the data were typed by using the word processor and then it was sorted and categorized into major themes for content analysis and interpreted to reach in the stage of the findings of the study.

Ethical Considerations

In the first place, the thesis advisor and the Graduate School of Social Work 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 from the respondents

and responsible officials of the organizations covered by the study was obtained to discuss with and interview them about the subject under discussion. Therefore, on the basis of these ethical principles, efforts were made to get the verbal consent of the respondents and confidentiality would be assured and kept through out the process of this research work.

Limitations of the Study

The researcher supposes that, in one way or the other, this thesis work might reflect some limitations. Among these, lack of comprehensive data in the study sectors and the scarcity of relevant sources related to gender mainstreaming in the Ethiopian situation have been the greatest challenges that the researcher encountered during the process of the study. Thus, the researcher hopes that these limitations would be taken into consideration while reading this study paper.

CHAPTER FOUR

FINDINGS AND ANALYSIS OF THE STUDY

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.

Profile of the Informants

The table below shows sex composition, age structure, educational level and work experiences of both the informants of the interviews and focus group discussion participants. The total number of participants in the study was thirty, of whom eighteen were males and twelve were females. When we look at the age structure, twenty informants and discussants fall under the age ranges of 25-39 whereas the remaining ten were 40 and more. Regarding the educational level, twenty-one and nine participants in the study were first and second degree holders respectively. In the same table, sixteen informants and discussants had three up to ten years of work experience and fourteen of them had more than ten years of work experience. Detail profiles of the study participants are shown in the table below.

Table 1: Characteristics and Profile of the Informants

No	Description	Interviewees	FGDs	Total
1	Sex	12	18	30
	Male	7	10	17
	Female	5	8	13
2	Age	12	18	30
	25-29	2	4	6
	30-34	2	5	7
	35-39	3	4	7
	40-44	2	3	5
	45-49	2	1	3
	50 and above	1	1	2
3	Work Experience in yrs	12	18	30
	3 - 5	3	2	5
	6 – 10	4	7	11
	10 years & above	5	9	14
4	Level of Education	12	18	30
	First Degree	8	13	21
	Second Degree	4	5	9

Situation of Men and Women Employees in the Study Sectors

Positions in the civil service are grouped into specific job series within seven broad occupational categories. These occupational categories are professional and scientific; administrative; semi-professional; clerical and fiscal; trade and crafts; custodial and manuals and special classification (FCSA, 2006). On the basis of these classifications, an attempt was made to assess the employment situation of men and women in the study sectors.

Table 2: Men and Women Employees by Occupational Categories

Categories	Employment Sectors								
	BOFED			BOE			WAO		
	M	F	T	M	F	T	M	F	T
Custodial Manual	8 (42.1)	11 (57.9)	19 (100)	13 (50)	13 (50)	26 (100)	1 (100)	0 (0)	1 (100)
Trade & Crafts	11 (100)	0 (0)	11 (100)	15 (100)	0 (0)	15 (100)	0 (0)	1 (100)	1 (100)
Cleric&Fiscal	15 (31.2)	33 (68.8)	48 (100)	9 (39.1)	14 (60.9)	23 (100)	0 (0)	1 (100)	1 (100)
S.Professional	3 (15.8)	16 (84.2)	19 (100)	24 (68.6)	11 (31.9)	35 (100)	0 (0)	0 (0)	0 (0)
Administrative	4 (57.1)	3 (48.9)	7 (100)	2 (50)	2 (50)	4 (100)	0 (0)	0 (0)	0 (0)
P& Scientific	47 (82.4)	10 (17.6)	57 (100)	41 (89.1)	5 (10.9)	46 (100)	2 (25)	6 (75)	8 (100)

As shown in the Table 2 above, the proportion of women employees is 48 percent for BOFED and 30.2 percent for BOE. On the other hand, the total number of employees in WAO is very low (8) compared to the two sector bureaus (BOFED & BOE). Whereas the proportion of women employees in WAO is 75 percent, that is, the majority of the employees are women. The proportion of women employment or gender mix in BOFED is nearly equal to that of men but the proportion of women employees in BOE is much less than their men counterparts.

Moreover, the proportion of women employees by occupational groups indicate that 57.9 percent were in custodial and manual occupations for BOFED and 50 percent for BOE

which shows very high representation of women employees in low status jobs. On the contrary, about 17.6 percent were in professional and scientific category for BOFED and 10.9 percent for BOE. Based on these occupational categories, one understands that the proportion of women employees in professional and scientific category is very low in the two sector bureaus (BOFED & BOE). Another interesting finding from this data is that 75 percent of women employees were in professional and scientific category in Women's Affairs Office.

The total number of employees in WAO compared to the other two sector bureaus covered in this study is very low. As illustrated from the table above, the total number of employee currently working in Women's Affairs is 8. Of whom, 6 of them are women including Office head, and two department heads. Not only the organizational structure and number of employees in WAO is different from the two sector bureaus but also the mandate and decision-making position given to WAO is not equivalent to like that of the two sector bureaus .In other words, the two sector bureaus (BOFED and BOE) are cabinet members of the City Government whereas WAO is not placed at a cabinet level in the City Government. From this, one understands easily that WAO has a limited role in providing technical support for line sector bureaus in the implementation of gender mainstreaming practices in Addis Ababa.

Men and Women Employees in Decision-Making Positions

Senior decision-making positions in the study sectors are dominated by men except that of in the case of Women's Affairs Office. For the purpose of this study, team leaders and above are categorized in decision making positions.

Table 3: Number of Men and Women in Decision -Making Positions

Positions/ Types of Committees	Study Sectors								
	BOFED			BOE			WAO		
	M	F	T	M	F	T	M	F	T
Bureau heads	1	0	1	1	0	1	0	1	1
D.Bureau heads	1	0	1	1	1	2	0	0	0
Dpt. heads	8	1	9	4	0	4	0	2	2
Division or Service heads	5	0	5	4	1	5	0	0	0
Team Leaders	13	4	17	6	2	8	0	0	0
Management	16	2	18	14	4	18	0	0	0
Recruitment& Promotion	4	1	5	4	1	5	0	0	0
Discipline	4	1	5	5	1	6	0	0	0
Scholarship	3	1	4	4	1	5	0	0	0

As indicated in Table 3 above, women are highly underrepresented in higher level positions such as Bureau Heads, Deputy Bureau Heads, Department Heads and Team Leaders (see Table 3). In other words, the proportion of women increases towards the lower end of the positions ladder. The great disparity of representation is also evident in the participation of women employees in different committees in the study sectors. Data collected from these sectors show that women are less represented than men in different committees (Table 3).

Knowledge and Understanding of Gender and Gender Mainstreaming

First and foremost, it is important and significant to know the knowledge and understanding of those actors who involve in planning, implementing, monitoring and evaluation of different programs or projects in the selected sector bureaus. In view of this, opinions and perceptions of both the informants and focus group discussants were explored and presented below.

Those informants and focus group discussants of the study such as planners and senior experts who are currently working in BOFED and BOE did not have clear ideas on concepts such as gender and gender mainstreaming. However, those interviewees and focus group discussants whose duties and responsibilities directly focused on gender and gender related activities had better understanding of the concepts. For instance, an interviewee from Women's Affairs Office attempted to define gender and says "gender is a socially and culturally defined difference between men and women and gender mainstreaming is a strategy to bring gender equality between men and women."

Other discussants who have also less work experiences or junior experts currently working in their respective sector bureaus did not have clear ideas and concepts like gender and gender mainstreaming. According to these informants, gender means women and in turn women mean gender. Another interviewee from Bureau of Finance and Economic Development said "I do not know the definition of gender and gender mainstreaming, however, I think these concepts are well understood by those who involve in gender and gender related works." Still another interviewee had little knowledge what gender and gender

mainstreaming means and even he was not in a position to say about these issues. As a consequence, he expressed his opinion on gender in the following manner:

The abstract nature of gender terminologies, lip service at policy level, the pressure of donors that is, many procedures and technical issues which are donor driven can be factors that limit the development and understanding of gender terminologies or concepts on the side of many development workers including my self.

From this perspective, planners, senior experts and junior experts who are currently working in BOFED and BOE have little knowledge on concepts such as gender and gender mainstreaming. Similarly, planners and senior experts who have been working in the area of planning, yet have no idea of how to integrate the issue of gender in their practical work. Given such an attitude, one can conclude from this data that the issue of gender and gender mainstreaming among development practitioners including planners has not yet gotten a fertile ground to develop.

Those informants who are currently working as deputy bureau heads and department heads in the two sector bureaus in general and in Women's Affairs Office in particular had better understanding on concepts like gender, women in development, gender and development and gender mainstreaming. However, planners, senior experts and junior experts who were also the informants and discussants of the study both in BOFED and BOE, did not properly understand gender as a socially constructed roles and responsibilities assigned to women and men in a given society.

Institutional Machineries and the Current Nomenclature

An interview question was raised for both the informants and discussants to give their own comments on the existing nomenclature of institutional machineries for the advancement

of women. This is to know whether this nomenclature does have negative effects on gender advocacy work or not. According to their responses, the current nomenclature of institutional machineries for the advancement of women such as Ministry of Women, Women's Affairs Office or Bureaus, Women's Policy and Women Departments have negative effects in their day to day gender advocacy works. In relation to this, one interviewee who is currently working as a department head in BOE said:

There is a need to change the name and the practice, let us refer gender as gender and women as women. If one looks at the women's policy, it exclusively deals with women, but not men. There is no gender, not even between the lines. When we raise the use of gender it would have to include men also. They do not have to be marginalized when a proper gender approach is used.

Contrary to the above idea, discussants from WAO affirmed that name change would not make any difference. What is needed is advocacy work at all levels including the presence of top leadership support, adequate budget allocation, qualified professionals in the area of gender and development. Regarding the change in the nomenclature of institutional machineries in Ethiopia, the researcher's own observation is included here to confirm the above mentioned idea. For instance, under the Ministry of Education at federal level, there was women's affairs department but recently this institutional machinery has been changed into gender department. However, reasons for change to this institutional machinery are beyond the scope of this paper.

Institutional Mechanisms for Gender Mainstreaming Practice

The mere existence of National Policy on Ethiopian Women is no guarantee for its implementation. The necessary mechanisms for its implementation such as structures for

coordination and monitoring is equally critical. Women's Affairs Office at City level and women affairs teams in sub-city and Kebele levels and gender focal persons located at different sector bureaus need to be put in place to coordinate and implement gender mainstreaming activities at all levels. In this regard, attempt was made to assess the current institutional mechanisms prevailing in the study sectors.

In order to get better information on the existing institutional mechanisms and functions, interviews and discussions were conducted with Women's Affairs staff. Several issues were raised related to the duties and responsibilities of the Office. According to their responses; the Office has two departments and has also teams that follow up the Women's Affairs within the 10 Sub-Cities in Addis Ababa. It was also mentioned that the Office has 1 Office head, 2 department heads, 3 senior and 2 junior experts, and 10 team leaders currently working in their respective Sub-Cities. The Office is currently accountable to Civil and Social Affairs Bureau, which is a cabinet member of the City Government having horizontal relationship with all sectors as desired.

The main duties and responsibilities of the Office are mainly working on gender mainstreaming and women specific activities. According to a study conducted by Addis Ababa Women's Affairs Office and Acton Aid Ethiopia (2006) on 'Assessment of Women and Girls Situation in Addis Ababa' good experiences that have been done include :

- Training of 800 home to home female trainers on HIV , gender , nutrition and women rights who provided home based training for low income households ;
- Establishment of Girls' Forum in 62 secondary schools where steering committee was established and empowerment training provided ;

- In order to make the aforementioned activities sustainable, Women Teachers' Forum has been established in the same schools.

Although the Office has been undertaking the above mentioned gender related activities, its current structure does not allow performing its duties and responsibilities properly since the Office is not placed at a cabinet level. The discussants added that the current Office structure not being established as a bureau has incapacitated it to perform its duties and responsibilities properly.

Gender Focal Persons: Theoretical discussions show that gender focal persons should be able to act as a principal resource persons and reference points in a particular organization or agency. With this guiding principle, assessment was made to explore the activities of gender focal persons in their respective sector bureaus. Accordingly, gender focal persons were established in different line bureaus in Addis Ababa. However, their duties and responsibilities are not clearly stated and even known by their respective organizations. The situation of gender focal persons in the two study sector bureaus that is, in BOE & BOFED is presented in the next paragraphs. According to one informant from Education Bureau, there is a gender focal person within the bureau. He further added that a woman who has been assigned as a gender focal person is currently working as head of Audit Service within the Bureau of Education. As a result of this, a woman who is assigned as a gender focal person in BOE has encountered so many difficulties in managing her competitive time demands and responsibilities. Similarly, there is also a gender focal person within the Bureau of Finance and Economic development Bureau. In the same way, a woman who is assigned to be a gender

focal person is currently working as a development cooperation expert within the Finance and Economic Development Bureau.

As indicated above, the role of gender focal persons is to act as resource persons, complementing and supplementing the work of gender specialists, thereby extending more widely the outreach of a gender work within an organization. In many ways, however, gender focal persons have not been successful as indicated in Bureau of Finance and Economic development as well as in Bureau of Education.

As it is observed during data collection process, gender focal persons who are currently assigned in the above mentioned bureaus tend not to be gender experts themselves. Rather, they are young and inexperienced and they are not provided any gender training. As a result, they lack the capacity to influence and implement gender and gender related activities in their respective sector bureaus.

Gender Mainstreaming Practice in Development Plans

One of the objectives of the study is to assess and analyze the practice of gender mainstreaming in development plans focusing on the five year strategic plan of the City Government in Addis Ababa. As indicated in the previous section, one of the duties and functions of Bureau of Finance and Economic Development is to prepare short, medium and long-term development plans of the City. It is, therefore, important to analyze this strategic plan from gender perspective so as to understand the extent to which it addresses gender concerns in line with the City Government's commitment. In this regard, attempt was made to look through the strategic plan preparation process.

Besides, an interview was made with the strategic plan team leader who was also the informant of this study as to how the strategic plan preparation process was conducted. According to his response, different kinds of activities were carried out to conduct this strategic plan process. Some of these activities are presented below.

- Established steering committee, which was chaired by the Head of Finance and Economic Development Bureau. Members of the committee were representatives of different line bureaus in Addis Ababa.
- Established technical committee, which was chaired by head of one of the departments in Finance and Economic Development Bureau. Members of this technical committee were professionals drawn from different line bureaus in Addis Ababa.
- Conducted the situational analysis of the City so as to get adequate data for plan preparation.
- Came up with the first draft strategic plan document after a series of multitude challenges.

Based on this assessment, the technical committee that was chaired by the department head with close support of Finance and Economic Development Bureau formulated the strategic plan and presented it for discussion to collect relevant inputs from stakeholders. From this perspective, one can understand that the first stage in plan or policy formulation process, that is, situational analysis or need assessment, problem identification and issue recognition was practiced and included in the five year strategic plan making process.

According to the team leader of the strategic plan, who was also the informant of this study, from the beginning, Women's Affairs Office was not the member of both the steering

committee as well as the technical committee. However, the Office was invited to contribute and integrate women's issue in the strategic plan after the first draft document was produced.

Similarly, an interview was made with one of the department head in Women's Affairs Office, who was also the informant of this study. According to her response, from the beginning Women's Affairs Office was not invited to be the member of both the steering committee and technical committee. She further reported her views as:

In the first place, Women's Affairs Office was not invited to be the member of both the steering committee and the technical committee. In fact, in its current status, the Office might not be member of the steering committee because it is not a cabinet member. Instead of this, Civil and Social Affairs Bureau can be the member of the steering committee since Women's Affairs Office is currently accountable to this umbrella bureau. However, we tried to raise our voice and integrate women's issue in the strategic plan document.

The five year strategic plan (2006-2010) of the City Government has the following objectives

- Reduce poverty through accelerated and sustainable development; and
- Bring social, economic and environmental development through accelerated and sustainable development and secure and sustain good governance.

In order to achieve these broad and general objectives, key strategic issues and alternative strategies are identified in the strategic plan document to achieve the above stated objectives.

The seven strategic issues or problems indicated in the strategic plan document is the fact that gender issue is not considered to be as a development agenda. To alleviate or find out solutions for the aforementioned strategic issues or problems, alternative strategies were designed and indicated in the strategic plan document. The strategies are presented below (the Amharic version was translated into English by the researcher)

- Institutionalize gender issues in all sectors and at all levels ;

- Create conducive environment for women especially for disabled women to participate and benefit from any socio-economic and political spheres ;
- Commitment for the implementation of constitutional rights of women;
- Raise the level of awareness of the executive bodies to know the integration of gender population and development and follow the direction of gender centered development.

By doing all these, the strategic plan seems sound. It forecasts almost in all sectors of the specific strategies to deal with the socio-economic and political problems which the population are facing in general and women in particular. Unfortunately, when we look at the strategies of the five year plan of the City Government, there is no specifically stated provision as to how and when women would be involved and benefited from the strategic plan.

Techniques and Tools used by the Study Bureaus for Gender mainstreaming practice

Techniques and tools such as statistics, surveys, gender mainstreaming guidelines and checklists are important instruments for putting gender mainstreaming into practice.

Regarding this, an interviewee from BOE said:

We do not have systematic and comprehensive techniques and tools prepared in our bureaus to mainstream gender issues. However, some initiatives are being practiced such as preparation of annual education abstract, preparing elementary level curriculum, publishing text books and ensure the availability of teaching aid materials in compliance with education policy and strategy.

As it is evident from the informants and discussants of the study, Addis Ababa Education Bureau has been preparing annual educational abstract which contains all basic educational information with regard to the performance of the education and training system

in the City Government of Addis Ababa. The abstract mainly contains data on basic indicators of the performance of the education system at all levels, from kindergartens to Teacher Training Colleges in Addis Ababa. The publication contains both descriptive and analytical summary of the number and ownership of schools, enrolment, teachers, sections etc (BOE, 2005). The data from the annual education abstract prepared by BOE are further disaggregated by level of education and sex in order to see the city and sub-cities situation in education sector.

Techniques and tools used for gender mainstreaming practice by Bureau of Finance and Economic Development are not much known by informants and discussants. With regard to this, an informant from BOFED said:

We have not developed clearly stated indicators or techniques for gender mainstreaming practice, but we gave training for our staff and line bureaus' experts on project planning, monitoring and evaluation, population and development.

Moreover , as far as techniques or tools for gender mainstreaming practice is concerned, a team leader from BOFED, who was also the informant of the study said “we have been preparing urban development indicators which can show the socio-economic situation of Addis Ababa but we did not conduct surveys or any other researches in the area of gender.” Similarly, another discussant from BOFED replied “we gather, analyze, distribute population and geographical development information, prepare general land maps, design strategies for the public to benefit thereof, but we did not prepare specific tools, guidelines or checklists for gender mainstreaming practice.”

Likewise, there are no indicators or techniques prepared by Addis Ababa Women's Affairs Office for gender mainstreaming practice. In connection to this, a department head from WAO, who was also the informant of the study, remarked the current situation that prevails in the Office as follows:

We did not prepare techniques and tools for gender mainstreaming practice such as gender indicators, gender mainstreaming guidelines and checklists. Currently, the Office does not have experts who are able to prepare such kinds of tools. But if we get capacity building or long-term training on how to prepare the aforementioned tools and techniques, we will be able to prepare the above indicated techniques or tools which are very important for gender mainstreaming practice.

As it is evident from the informants and discussants of the study, it is difficult to say that the study sector bureaus were employing fully the techniques and tools for gender mainstreaming practice which were expected to include techniques or tools such as sex disaggregated data, development indicators which are important for monitoring and evaluation procedures, researches, gender data base, etc. However, the initiatives currently practiced by Education Bureau in preparing annual educational statistics can be considered as a positive step as far as techniques and tools of gender mainstreaming are concerned.

Capacity and Gender Training

It is true that development of people is a specialized function and is one of the fundamental operating functions of human resource management. It is increasingly being realized that men and women employees are the human assets in an organization and expenditure on training in various fields in general and in the area of gender in particular is an

investment in human capital (Rudrabas, 1979). With regard to this, interviews and discussions were conducted with both the informants and discussants of the study.

Accordingly, there were different kinds of responses. Of the three focus group discussions held in the study sector bureaus, focus group participants in Women's Affairs Office had confirmed that they took short-term training in the area of gender except those discussants who have joined the Office very recently. On the other hand, planners and senior experts who were FGD participants in Bureau of Finance and Economic Development and in Bureau of Education did not get training in the area of gender. Nevertheless, deputy bureau heads and department heads that are currently working in their respective sector bureaus got gender awareness training.

Consequently, planners and senior experts who have been working in BOFED and BOE further replied that they have encountered difficulties when they plan, implement, monitor and evaluate different programs and projects in their respective sector bureaus. This findings show that, adequate gender-sensitization training was not given for planners and experts particularly for those who are working in the above mentioned bureaus, i.e. BOFED & BOE.

According to UNESCO (2005), effective gender training program at organizational level can result in the following advantages. Firstly, it helps to raise the level of awareness and understanding of gender equality issues and their related concepts and language; secondly, it might support changes in attitudes and behavior and strengthen the vision, capacity and processes needed to build a more gender-responsive organizational culture; thirdly, it provides staff members with the skills necessary to appropriately ensure the effective integration of

gender equality issues in all stages of the programming and project cycle, thereby broadening the institution's mainstreaming efforts and reinforcing its capacities to achieve major national gender targets; and finally it promotes the integration of gender equality issues in programmes at the national level in general and in organizational level in particular .

Current Opportunities for Gender Mainstreaming Practice

The second objective of the study requires assessing the existing opportunities that might help to facilitate the implementation of gender mainstreaming practice in the study sectors. In view of this, interviews and FGDs were held with the informants and discussants of the study. According to their responses, national instruments or official documents such as the Constitution, National Policy on Ethiopian Women; National Action Plan for Gender Equality; the third Five Year National Strategic Plan commonly known as Plan of Accelerated and Sustainable Development to End Poverty (PASDEP); Women's Development Package etc were mentioned and identified by the informants and discussants of the study as the current opportunities for gender mainstreaming practice.

With respect to the national instrument, it is crucial to begin with the FDRE Constitution. Article 35 of the Constitution entitled women's rights through its several provisions address the issue of women. For instance, the following provisions indicated in the Constitution relate to women's economic and social status. Some of these are employment, property, health, customary practices and affirmative action, etc. Specifically, Article 25 of the Constitution guarantees equality in all matters related to employment. Consequently, Article 42(1d) supports the rights of female workers to equal pay for comparable work.

In a related development, women are accorded equality in acquisition and management of property, including land, and equal participation in policy making decision. Special attention is given to maternity rights by guaranteeing women the right to decide the number of children and 3 months maternity leave which is clearly reflected in the Family Law. Moreover, the State is obliged to prohibit laws or customary practices that harm women. In addition, Article 35(3) permits affirmative and remedial measures to rectify the consequences of historical discrimination against Ethiopian women (FDRE Constitution, 1995).

The other point worth mentioning here by the informants and discussants is the presence of National Action Plan for Gender Equality. The goal of this five year (2006-2010) National Action Plan as indicated in the document is to contribute towards the attainment of equality between men and women in social, political and economic development. Moreover, the objectives of this National Action Plan as stipulated in the official document are:

- To enhance women's and girls economic empowerment ;
- To enhance the role and benefits of women in environmental management and protection ;
- To promote equal access and success in education and training for women and girls ;
- To improve women and girls reproductive rights , health and HIV/AIDS status;
- To reduce violence against women and girls and improve their human rights ;
- To increase women's access to all levels of decision making in particular in political and public spheres.

According to Ministry of Finance and Economic development (2005), this National Action Plan for Gender Equality is intended to mainstream gender into policies and programs for more gender equitable poverty reduction outcomes. Specific gender elements include to mainstream and articulate gender concerns on broad policy processes including PASDEP and MDGs; to strengthen gender analysis and overall gender sensitivity of PASDEP monitoring and evaluation system; and to strengthen the Women's Affairs Office institutional structures and functions and identify entry points or activities for enhancing gender mainstreaming across government policies and programs.

The above mentioned National Action Plan for Gender Equality seems sound because it addresses important elements of gender concerns. However, the major problem is lack of capability of translating this National Action Plan into practice. To this end, the informants and discussants of this study agreed that there was no problem of such kind of national action plan document but more of importance was its interpretation and practicalities. In relation to this, one informant puts the following remark:

As of my understanding this national action plan for gender equality released by Ministry of Women Affairs is a good opportunity for gender mainstreaming practice but I am not sure to what extent and how this national action plan is being implemented. I am also doubtful to what extent public agencies are aware of this national action plan particularly; those sector bureaus operating at City level in Addis Ababa. I strongly believe that all stakeholders should be aware of this national action plan because the issue of gender mainstreaming should not be left to a single entity rather it calls the involvement of concerned bodies at all levels.

Another strategic document that is considered and discussed as an opportunity for gender mainstreaming practice is the formulation of Plan of Accelerated and Sustainable Development to End Poverty (PASDEP). Most of the informants replied that this national

strategic document addresses gender as a cross cutting issue. It is possible to substantiate their ideas by taking typical cases from this strategic document (2005) as follows:

- Liberating women from low-productivity tasks , and increasing their participation in the workforce and social and political processes of the country ;
- Safeguarding rights such as access to land , credit and other productive resources are central to the strategy; and
- Deprivations, such as longer working days, violence and discrimination against women and girls.

Another opportunity cited by the informants of the study for gender mainstreaming practice is the recent development of integrated package for women. According to the informants, the newly designed women's development package issued by the government through Ministry of Women Affairs comprises many components. The package makes it clear that gender inequality , low level of women's participation in decision making process , inadequate political leadership are women issues that hinder the transformation process as far as women's rights is concerned. The focus group participants further justified this development package as an opportunity for gender mainstreaming practice by taking examples. According to their responses, recent debates and discussions were held with the majority of women residing at Sub-City and Kebele levels so as to have clear understanding on the newly designed development package for women in Addis Ababa.

Major Challenges for Gender Mainstreaming Practice

The third objective of this study is to assess and examine the major challenges or constraints that hinder gender mainstreaming practice in the study sectors. In this regard,

informants and discussants were requested to point out the challenges encountered in their respective sector bureaus. Both the informants and discussants in the study explored a number of challenges or constraints faced by their respective bureaus in the process of implementing gender mainstreaming practice. Some of these major challenges will be presented here in the subsequent section.

Lack of Commitment: Commitment plays crucial role for the success of any activity .In gender mainstreaming the question of commitment cuts across the board. Commitment at the highest level would lead to the allocation of space and resources for mainstreaming gender in development plans and programs. It is commitment that would motivate program managers and experts to take on gender mainstreaming in their work and ensure that competence in gender mainstreaming reaches into different aspects of development.

Having this guiding principle in gender mainstreaming work in mind, the researcher tried to assess whether or not decision-making bodies are committed in the study sector bureaus .This was carried out by raising different open ended questions to focus group discussion participants. According to their response, lack of commitment among decision making bodies such as the City Government, bureau heads, deputy bureau heads etc are reflected in various ways. Non-existent or inadequate budget allocation for gender and development works, lack of training in the area of gender, the issue of accountability, etc is worth mentioning as far as the issues of commitment are concerned. This can be justified by the participants mentioning the following practical examples.

As to the problems and challenges, it was understood in the discussion held especially in Women's Affairs Office that there is shortage of budget, usage of common pool in

administrative matters (the Office does not have its own administrative pools) , lack of human resource, lack of accountability, absence of strong mechanisms for implementation and monitoring and evaluation. The informants and discussants of the study further revealed that except the salary of staff in Women’s Affairs Office, the Office seeks donor funding for other programs.

As far as inadequate budget resource allocation for gender and gender related activities is concerned, this situation is evident in the City Government’s five year strategic plan document. That is , of all 19.6 billion estimated Birr allocated to implement the strategic plan for the next five years in Addis Ababa , limited amount of budget (5.53 million estimated budget) is allocated for gender and gender related works though the source of this amount of budget is not indicated in the strategic document .

Lack of Gender Awareness and Sensitivity: The existence of gender awareness and sensitivity among staff in a particular organization is significantly important to undertake gender and development works. To that end, attempt was made to assess gender awareness and sensitivity from both the informants and discussants of the study. According to the researcher’s observation during interview and discussion sessions, most of the informants and discussants of the study are not aware of gender issues. Similarly, lack of gender awareness and sensitivity was also observed among decision making bodies currently working in the study sector bureaus. Apart from the researcher’s observation, the majority of the informants and discussants of the study believed that gender and gender related activities are generally only for those focal persons assigned in each sector bureaus.

The findings of this study also indicated that lack of gender awareness and or resistance to gender equality principles are formidable challenges that can not be tackled only by the so called gender focal persons assigned in each sector bureau. It was also found that attitudinal problems on the part of individuals both educated and uneducated, men and women employees undermine the efforts made so far by gender focal persons assigned in their respective sector bureaus. With respect to attitudinal problems of gender awareness, gender focal persons currently working in the two study sector bureaus (BOFED and BOE) remarked their views and opinions as follows:

There is always tendency to push all women's issue to gender focal persons as if isolated from other social and development issues. There is also little or no support from top level managers. Most of them do not give us the necessary support so as to facilitate gender and gender related works at all levels within an organization.

Moreover, other discussants remarked the situation as “the policies are there, but when we really try to make gender a cross cutting issue in our organization, it becomes very difficult because no one gives due attention.” It was also mentioned that there is no staff commitment or support to promote the issue of gender. Those people particularly working in the decision making positions who were also the informants of the study further disclosed as saying “we are interested to promote gender in our institutions, but when it comes to the practical level, no one is doing it. It is only gender focal persons who push for the promotion of gender issues.”

The informants from Women's Affairs Office also reported that the attention given to gender training by line bureaus is inadequate and sometimes, there is strong resistance from decision makers. They further replied that those sent to gender training by sector bureaus to our Office are mostly women and clerical staff. So that it is really difficult to integrate and

promote the issue of gender even within the organization, where people assume themselves gender sensitive. These kinds of attitudinal problems on gender can significantly affect gender mainstreaming practices in all public agencies in general and that of in the study sectors in particular.

Another discussant pointed out the challenges she encountered while she was working as a gender expert as “titles related to my position such as they call me *Yetkeberu* (respectfully but not in a real sense) Ambassador who is representing all women. When men are gender resource persons, they dress different ridiculing names such as woizero, woizerit etc. That is why men are reluctant to accept positions at gender desks.” She further reported that people do not respect our job and there is also misunderstanding and misinterpretation of gender issue. That is, taking gender as a feminist or women’s only issue. According to her, most people do not consider gender as human rights, societal, national and international issues.

As far as the challenge of gender mainstreaming activity is concerned, it is the challenge in which Women’s Affairs Office encounters. According to the informants, since its establishment the Addis Ababa Women’s Affairs Office has been focusing on organizing and conducting gender awareness training to a cross section of the City Government’s population. Despite the human resources and time invested in training, facilitation, coordination, implementation of national women’s policy, the Office staffs have encountered structural and technical barriers in their work. The informants and discussants further reported that among the key challenges the Office is currently facing the lack of sufficiently qualified number of staff to effectively carry out its mandate, inadequate training in gender analytical skills, and lack of access to working tools or methodologies are among the key constraints or challenges

mentioned. However, there is a tendency to utilize standard materials and approaches at all levels.

More often, absence of such standard materials like monitoring and evaluation indicators affected the Office's capacity to attract policy makers and sector planners to provide gender training workshops for decision making bodies. Besides, lack of capacity also hindered the Office from undertaking impact assessment of its activity since its establishment. More importantly, female employees in sector bureaus designated by each sector bureau managers to serve as focal persons do as volunteers, with no critical mechanisms for accountability, or as imposition. These focal persons have also little link with Women Affairs Office. As a result, the responsibility for advocacy, coordination, networking, capacity building, etc entrusted to Women's Affairs Office, therefore, remain unaddressed.

Requirements for Effective Gender Mainstreaming Practice

An interview guide was prepared for informants and discussants in order to get their suggestions for effective implementation of gender mainstreaming practice in their respective sector bureaus. Their suggestions mainly focused on measures that should be taken at national, city and organizational levels. To this end, discussions and interview responses are summarized and presented in the subsequent paragraphs.

Most of the informants and discussants argued that national women's policy can not substitute gender policy. The majority of the informants agreed that although national women's policy mentions women's role in decision making, it lacks a focused analysis of the serious implication of the absence of women from the arenas of decision making. They also

replied that in addition to lack of sufficient assessment of women's health, the policy document failed to show the link between women's low status and their poor health. Thus, with such kinds of limitations prevailing in the policy document, the need to formulate gender policy with broad objectives in the country is timely important to improve gender mainstreaming practice at all levels in the country in general and in Addis Ababa in particular.

It was also mentioned by the informants in such a way that at city level, here in Addis Ababa, the City Government should promote the status of Women's Affairs Office to bureau level. To this end, the status of this machinery for women should be at par with other sector bureaus and have direct access to the highest decision making bodies at all levels in Addis Ababa. Besides, strong gender focal persons or units need to be put in place so as to effectively implement gender mainstreaming practice in sector bureaus in Addis Ababa.

CHAPTER FIVE

DISCUSSION OF THE MAJOR FINDINGS

Findings and Analysis of the study was presented inline with the stated objectives of the research. Consequently, this section discusses the major findings that lead to the conclusion and implications of the study.

Men and Women Employees in Decision-Making positions

One way to test the readiness of sector bureaus for pro-active gender mainstreaming practice is to assess the number of women in leadership or managerial roles. The roles women could play in the economic, social, political and cultural spheres of the society are quite immense. Notwithstanding the fact that women contribute a lot in the development process of a particular country like ours, their representation in the socio-economic and political ladders is very low.

Moreover, heads of regional bureaus are political appointees, yet women are not chosen as bureau heads except in the case of the women's affairs bureaus. The vast majority of women in the civil services work are also middle level managers or secretarial staff. Although 40 percent of government employees in Ethiopia are women, 71 percent of them are concentrated in the low paid jobs or in the lower levels of the civil service positions (Women's Affairs Office & World Bank, 1998).

Similarly, the findings also indicate that women are highly underrepresented in the study sector bureaus in higher level positions such as bureau heads, deputy bureau heads,

department heads and team leaders except in the case of Addis Ababa Women's Affairs Office. Various barriers hold women back from advancing to top positions. These include socio-cultural, organizational and psychological factors. According to the Federal Civil Service Agency (2006), the socio-cultural factors include gender-stereotyping assignments, lack of recognition of jobs held by women, distrust of women's professional capacities, under representation of women's skills and poor appreciation of the quality of work done by women.

Knowledge and Understanding of Gender and Gender Mainstreaming

Conceptual understandings on issues like gender and gender mainstreaming are essential preconditions for those development practitioners and planners who are involved in planning, implementing, monitoring and evaluation of development plans or projects. In this regard, the findings indicate that most informants and focus group participants did not have clear ideas on gender and gender mainstreaming. However, those interviewees and focus group discussants whose duties and responsibilities directly focused on gender and gender related activities had better understanding of the concepts.

Experiences and interviews show that the issue of using the terms, gender and women interchangeably is creating an understanding as to whether gender issues are practical problems or not. Most often, in meetings, workshops and or conferences and related gatherings of concerned people, including development practitioners, people use the two terms and the issues attending them interchangeably.

Likewise , many of the study participants especially FGDs in the above mentioned sector bureaus (BOFED & BOE) did not realize gender mainstreaming as a strategy for

bringing about gender equality through creating space for everyone – women and men in the organization as well as in communities to contribute the process of articulating a shared vision of sustainable human development . Gender mainstreaming is not only women’s issue , it is not just about improving access or of balancing statistics , it is not about having well written statements or policy documents rather it is a pro-active process designed to tackle gender inequalities which can and do discriminate between the two parties or men and women .

The findings also indicate that prior to program planning, an important strategy for all those involved in program planning, including policy makers, planners, program officers, etc is increased gender awareness and sensitivity. Experiences also show that gender sensitization seminars and workshops help to increase the visibility of women and men, establish them as a productive group, and need mainstreaming.

Institutional Mechanisms for Gender Mainstreaming Practice

Appropriate institutional mechanisms or structures are important to influence different government policies and programs and in turn to implement these policies and programs in a particular sector. Hence, having such kinds of mechanisms and structures with a mandate at different levels can help to implement policies and address women’s concerns. However, one has to look if these mechanisms or structures have the proper mandate, management capacity and resources to undertake the tasks.

With regard to institutional mechanisms for the advancement of women, Addis Ababa Women’s Affairs Office has been established at city level with different structures through sub-city and Kebele levels. Apart from the powers, duties and responsibilities mentioned in

the City Government's Executive Organ Establishment Proclamation No/2/2003, Women's Affairs Office has also stipulated the following policy objectives as part of its duties, powers and responsibilities:

- Facilitating conditions conducive to the speeding of equality between men and women so that women can participate in the political , social and economic life of their country on equal terms with men and ensuring that their right to own property as well as their other human rights are respected and that they are not excluded from the enjoyment of their fruits of their labor or from performing public functions and being decision makers ;
- Eliminating , step by step, prejudices as well as customary and other practices that are based on the idea of male supremacy and enabling women to hold public office and to participate in decision making process at all levels (TGE , 1993) .

Though these policy objectives are highly committed to preserve equal participation of women with men , the facts on the ground seem different from the commitments explained in various policy statements .In support of this , the information obtained from the informants and discussants affirmed that Women's Affairs Office , as an institutional mechanism for the advancement of women suffer from a list of handicaps that hinder the implementation of gender mainstreaming including limited role in decision making , shortage of staff , budgetary limitations and lack of technical capacity to give assistance for line sector bureaus in the process of gender mainstreaming practice .

Similarly, the informants and discussants confirmed that the existing situation of the Office does not help to properly implement the practice of gender mainstreaming as it is not placed at the cabinet level. For this reasons, the Office can not vote, argue or suggest on issues concerning gender.

Gender Focal persons in the two Sector Bureaus

According to review of documents and experiences of different sector bureaus, gender focal persons vary in rank in their respective organizations, in their knowledge base on gender, in their level of interest and commitment and in the scope of their responsibility. Their effectiveness is affected by these considerations and the program context in which gender is defined.

Theoretically speaking, gender focal persons must be able to act as a principal resource person and reference point in their respective organizations on gender disaggregated information at least for two mutually exclusive activities. On the one hand, to identify and understand the cross-cutting hierarchies of difference of inequality, including gender inequalities, in all aspects of political, social and economic life. And on the other hand , to identify the gender impact of macro-economic policy and planning decisions ; monitor changes in the status of women in their respective organizations; developing locally relevant gender indicators if necessary (UNESCO , 2005) .

However, these theoretical sayings did not come to true when we look at the situation of gender focal persons in the two sector bureaus i.e. in Bureau of Finance and Economic Development and in Bureau of Education. To this end, findings indicate that gender focal

persons did not properly function their tasks in the two sector bureaus, with strikingly similar constraints that include an unclear institutional mandate and their subordinate position in their respective bureaus' hierarchy. Moreover, gender focal persons are expected to play an important role in influencing those in decision-making positions to take gender experts and gender equality and women's empowerment seriously. However, it is recognized that gender focal persons in the study sectors undertake this responsibility in addition to regular duties.

It was also found from the findings of the study that job descriptions of gender focal persons are not always available and mandates seldom clear. In other words, their status as implementers or facilitators is not clearly stated in their respective bureaus. The mere existence of gender focal persons is not a guarantee for effective implementation of gender mainstreaming practice. Therefore, the role of gender focal persons should rely on the following exclusive activities such as stimulate the wider inclusion of gender concerns and intensified responses to women's needs in different programs or projects; support the coordination and evaluation units' effort currently functioning within an organization or sector bureau; collect and disseminate best practices and relevant information that can enhance the gender responsiveness of programs or projects (UNESCO, 2005). The aforementioned activities are by no means important for gender mainstreaming practices in sector bureaus whether or not these activities are accepted by government organizations.

Gender Mainstreaming Practice in Development Plans

In a federal system of government like Ethiopia, indicative plans, partnership or stakeholder plans are more participatory than other traditional types of plans. Various types of planning can be identified. These include comprehensive planning, rational planning, blue print

planning, process planning, strategic planning, indicative planning, etc (MOFED, 2005).

According to the source obtained from Ministry of Finance and Economic Development, three national five year development plans or strategic plans have been prepared since 1992 in Ethiopia. These are known to be the first five year, second five year, and third five years development plans. The third five year development plan is the current national development plan commonly known to be Plan of Accelerated and Sustainable Development to End poverty (PASDEP) that covers from the year 2006 to 2010.

Following these national plans as initial point of reference, regional states have been preparing their own development plans based on the objective realities that exist in each regional state. However, different experiences are observed in Addis Ababa City Government. The informants and discussants from Addis Ababa Bureau of Finance and Economic Development reported that due to various uncertainties prevailing in the City, the above mentioned types of development plans had not been prepared in Addis Ababa since 1992. It is the current five year strategic plan (2006-2010) prepared by Bureau of Finance and Economic Development in Addis Ababa.

Addis Ababa Bureau of Finance and Economic Development is responsible to prepare short, medium and long-term development plans of the City Government. The bureau is also mandated to coordinate plans of sub-cities, inspect the local development plans prepared by sub-cities with a view of their acceptability and gives decisions thereof, in so doing builds up the capacities of the sub-cities. With these powers and responsibilities given to the bureau, the five year strategic plan of the City is prepared by Bureau of Finance and Economic development in collaboration with other line sector bureaus in Addis Ababa. According to the

informants and focus group discussions conducted in Bureau of Finance and Economic Development, the five year strategic plan was based on the study conducted by technical committee whose members consisted of professionals from line bureaus in Addis Ababa. This technical committee composed of different experts conducted a study, which shows the situational analysis of Addis Ababa.

Having mentioned all these processes, the most important thing that must be noted here is that to what extent gender issues are addressed in this strategic plan document. During committee formation and plan preparation process, Addis Ababa Women's Affairs Office was not involved. According to the strategic plan team leader who was also the informant of this study, from the beginning, Women's Affairs Office was not the member of both the steering committee as well as technical committee. However, the Office was invited to contribute and integrate women's issue in the strategic plan after the first draft document was produced.

The findings indicate that Women's Affairs Office was not involved in both steering committee and technical committee during plan preparation process. This is because of the fact that currently Women's Affairs Office is not placed to be as a cabinet member. The non-existent of Women's Affairs Office in such plan preparation process indicates that there is lack of political leadership support in the process of gender mainstreaming practice. Different experiences show that the goals and objectives of gender mainstreaming can be achieved when there is political leadership support and genuine budgetary allocations for effective implementation of gender perspective development plans or programs. So that lack of active participation on the part of Women's Affairs Office due to accountability issue in the five year

strategic plan preparation process might have its own limitations as far as the issue of gender is considered in the process of participatory planning approach.

Moreover, the extent to which gender dimensions have been fully addressed in the strategic plan is not much clear. In other words, although, it is indicated in the strategic plan document that gender is a cross cutting issue, gender issues are not routinely addressed in the objectives of the strategic plan. Besides, gender disaggregated data are limited to some specific sectors such as education and health. It is critical to desegregate data for each of other components indicated in the strategic plan document such as environment, population, decision-making, employment etc and to set up a gender monitoring and evaluation system.

With regard to techniques and tools for gender mainstreaming practice, the findings of the study indicated that there are no clearly stated and well established mechanisms in the study sector bureaus. However, the practice of preparing tools and techniques such as educational abstracts with sex disaggregated data are positive steps that should be further strengthened and replicated in other line sector bureaus in general and in BOFED and WAO in particular.

Current Opportunities for Gender Mainstreaming Practice

Opportunities can be the existing circumstances that might prevail in a given country such as favorable political environment, workable, participatory and people centered development policies, strategies and plans, etc. More specifically, the current opportunities for gender mainstreaming practice identified by the informants and discussants include FDRE Constitution, National Policy on Ethiopian Women, National Action Plan for Gender Equality

(NAP-GE), Plan of Accelerated and Sustainable Development to End Poverty (PASDEP), Women's Development Package, etc.

It is true that the existence of national instruments, policies and development plans, in one way or the other contribute a lot for effective implementation of gender mainstreaming practice in different sector bureaus. However, many development workers, informants and discussants of the study including the researcher questioned the actual implementation of these national instruments, policies and development plans.

This is because of the fact that interviews and discussions held with the study participants particularly those engaged in higher decision making bodies including planners and experts currently working in their respective sector bureaus revealed a high degree of unfamiliarity with national instruments, policies and strategies. Fewer, still have access to policy and strategic documents.

Even though, the presence of the above mentioned instruments and strategic documents are undeniable, most of the informants and discussants of the study questioned the practical and considerable interventions taken by the government. They further affirmed that, unless appropriate and context specific programs and projects are designed and implemented, the mere presence of policy and strategic documents alone do not make sense as far as the issue of gender inequality is concerned.

Major Challenges for Gender Mainstreaming Practice

Challenges or problems that might affect any development process can also significantly affect gender mainstreaming practices in different public sectors. This is because

of the fact that gender mainstreaming means paying sustainable attention to equality between men and women in development, policies, strategies and operations. To this end, the informants and discussants in the study mentioned a number of challenges or constraints that hinder gender mainstreaming work in their respective sector bureaus. Some of these challenges include lack of commitment on the part of decision making bodies, lack of gender awareness and sensitivity, insufficient resources both financial and human, unclear mandate, limited amount of budgetary allocations and lack of appropriate linkages within and among line sector bureaus , etc .

Findings indicate that lack of gender awareness and resistance to gender equality principles are formidable challenges that can not be tackled only by gender focal persons assigned in each sector bureaus. It was also confirmed by the informants that gender mainstreaming can not be achieved with out gender awareness, sensitivity and analytical skills of those involved in promoting gender and development works.

The focus group discussion participants also reported that a systematic training program designed for various levels of personnel and given on continuous basis with concrete linkages to the particular sector under review is a must. Incorporation of gender dimensions in project or program document does not automatically mean full implementation of gender mainstreaming practice.

The findings of the study also show that horizontal and vertical linkages are weak at a formal level in Women's Affairs Office. To coordinate women in development activities in sectoral plans, Women's Affairs office should have adequate or appropriate linkages with other line sector bureaus and with gender focal persons located in sector bureaus. Given the

enormity of the problems facing women, this Office can not improve the conditions of women on its own. There is a need to involve core bureaus like Finance and Economic Development Bureau.

Findings in the study further revealed that Women's Affairs Office has little or no information on the activities of sector bureaus and little connection with BOFED. This constitutes another critical organizational limitation to the capacity of Women's Affairs Office. In addition to this, qualitative data collected from the informants and discussants also revealed that lack of gender disaggregated data, which is critical for planning, monitoring and evaluation purposes are critical problems that each sector bureaus encountered in their day-to-day activities.

Another challenge pointed out by the discussants is the existence of unclear mandate on the part of gender focal persons located in the two sector bureaus. Gender focal persons in sector bureaus need to have clear mandate and responsibility to coordinate and implement gender mainstreaming practice in their respective bureaus. Moreover, gender focal persons need to share experiences and gain lessons through networking. Attendance in relevant meetings in and out side the City should be encouraged to update knowledge and build alliances with like-minded organizations or sector bureaus. Each sector bureau should encourage and support the exposure of women's NGOs currently operating in Addis Ababa to benefit from networking opportunities

Gender mainstreaming is a transformational process requiring changes in personal attitudes, behaviors and working habits of individuals within an organization. Changes in an organizational culture should be reflected in the case of gender inclusive languages and avoidance of stereotyping in communication portrayal and behavior.

CHAPTER SIX

CONCLUSION, RECOMMENDATIONS AND IMPLICATIONS OF THE STUDY

This section deals with conclusion and implications of the study. First and foremost, the following specific conclusions are made based on the findings of the study.

Conclusion

Senior decision making positions in the study sector bureaus are dominated by men except in the case of Women's Affairs Office. As indicated in the findings of the study, women are highly under represented in higher-level positions such as bureau heads, deputy bureau heads, department heads and team leaders. The findings also show that the proportion of women employees in the professional and scientific category is very low compared to their counter parts in the two sector bureaus.

With regard to knowledge and understanding of gender and gender mainstreaming, most informants and discussants did not have clear ideas on the issue under discussion. However, few informants and discussants whose duties and responsibilities directly related to gender and gender related activities had better understanding of the concepts.

The findings also revealed that the existing naming or nomenclature of institutional machineries for the advancement of women such as women's affairs office, women policy etc does have negative effects on gender advocacy work. Such a naming or nomenclature may have implications due to the fact that women policy or women's affairs office stands only for women.

Addis Ababa Women's Affairs Office, as an institutional machinery for the advancement of women suffers from a list of handicaps that hinder the implementation of gender and gender related activities. Some of these handicaps or constraints include limited role in decision-making, shortage of staff, budgetary limitations and lack of capacity to give technical assistance for line sector bureaus as the Office is not placed at the cabinet level.

Gender focal persons are located in the study sector bureaus to coordinate and implement gender mainstreaming activity in their respective bureaus. However, the findings indicate 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 a result, they do not have their own job descriptions and their networking patterns within the bureau and out side their bureaus is weak.

Addis Ababa Bureau of Finance and Economic Development is responsible to prepare short, medium and long-term development plans of the City Government. The bureau is also mandated to coordinate plans of sub-cities, inspect the local development plans prepared by sub-cities with a view of their acceptability and gives decisions thereof, in so doing builds up the capacities of the sub-cities. With this powers and responsibilities given to the bureau, the five year strategic plan of the City is prepared by Bureau of Finance and Economic development in collaboration with other line sector bureaus in Addis Ababa.

The extent to which gender dimensions have been fully addressed in the strategic plan of the City Government is not much clear. Although it is indicated in the strategic plan document that gender is a crosscutting issue, gender issues are not routinely addressed in the

goal and objectives of the strategic plan. Besides gender disaggregated data are limited only to specific sectors such as education and health.

The FDRE Constitution, National Policy on Ethiopian Women, National Action Plan for Gender Equality, PASDEP, Women' Development Package etc are identified as opportunities for gender mainstreaming practice. However, most of the informants and discussants strongly questioned the practical considerable interventions taken by the government. They further affirmed that unless appropriate and context specific programs and projects are designed, the mere presence of policy and strategic documents alone do not make sense as far as the issues of gender mainstreaming practices are concerned.

Moreover, Lack of commitment on the part of decision-making bodies, lack of gender awareness and sensitivity, lack of appropriate linkages between gender focal persons and Women's Affairs Office were the major challenges that hindered the process of gender mainstreaming activities in the study sectors.

Recommendations

The findings of the study showed that the current National Policy on Ethiopian Women can not substitute gender policy. Thus , the need to formulate gender policy with broad objectives in the country is timely important and significant to improve gender mainstreaming practice at all levels in the country in general and in the study sectors in particular.

The issue of gender requires further research. After conducting research then it would be possible to design short and long term strategy. The relationship between sector bureaus at city level and some others, which are not part of government agencies, should be studied to

improve gender mainstreaming implementation. It is important to link with on-going and planned research activities of various sector bureaus to look into the gender dimension of the research areas. Attention should be given to dissemination of research findings, which could be used for dialogue and lobbying purposes.

The existing institutional machinery for the advancement of women (WAO) located at city level in Addis Ababa is not a cabinet member in the City Government. Currently, the Office is accountable to Addis Ababa Civil and Social Affairs Bureau. The City Government should promote the status of Women's Affairs Office to bureau level. To this end, the status of this machinery for women should be at par with other sector bureaus and have direct access to the highest decision making bodies at all levels in Addis Ababa.

Gender focal persons and gender units can act as advocates for women's interests, provides leadership on women's issue, provide technical support on mainstreaming gender to other sector bureaus. Besides, institutional machineries for the advancement of women, like Women's Affairs Office at City level should monitor and hold mainstreaming accountability for progress on gender equality. As a result, technically equipped, resourced and influential machinery for the advancement of women should be put in place at the city level. Powerful advocacy work must be carried out to mobilize constituents to demand policy change and accountability.

Implications of the Study

Based on the overall findings and specific conclusions made, this study on gender mainstreaming in selected bureaus may have several implications for development in general and social work practice in particular.

Implications for Development: In the current global thinking, development should be an integrated, holistic process that meets people's economic, social, political and cultural needs and improves the quality of life. As it has been evident from the previous discussion, one of the objectives of gender mainstreaming is to bring gender equality between women and men. So that gender mainstreaming can be a means for development as gender and development are the two sides of the same coin.

The issue of women is also incorporated in the MDGs. The MDGs are the common agendas that they commit the international community to have an expanded vision of development, one that vigorously promotes human development as the key to sustaining social and economic progress in all countries including Ethiopia (MOFED, 2005). Gender equality is an element of issues of human right and at the heart of achieving the MDGs. It is a prerequisite to overcoming hunger, poverty and disease. If development, particularly human development is not engendered it is endangered (UN cited in BOFED, 2006). In support of this, the following specific implications of the study are presented in the subsequent sections.

Considering the issue of gender in development planning is not only the issue of considering human right but it is also making development equitable and holistic, and making development for all by all. Equality between men and women should be promoted in ways that are appropriate to each particular context. This begins with an understanding of the current status of men and women, their relations to each other and the interconnections between gender and other socio-cultural factors.

Men and women have different experiences and different levels of access to and control over resources, even in the same context, policies and programs affect them

differently. Thus, development efforts should not only aim to advance equality between women and men as an outcome, but should also advance equality through out by applying gender analysis in planning, consultations, design, implementation and evaluation.

Implications for Social Work Practice: Social work grew out of humanitarian and democratic ideals and its values are based on respect for the equality and dignity of all people. It also addresses the barriers, inequalities and injustices that exist in society (IASSW, 2004). Taking these values and principles of social work into consideration, one can understand easily the relationship between gender mainstreaming and social work. As it is indicated in the findings of the study, there is gender gap in employment, decision making positions and in different committee representations in the study sectors. In order to minimize the existing gender gaps identified in the study sectors, the need to implement effective gender mainstreaming practice is nonnegotiable.

Similarly, social work profession promotes social change, problem solving in human relations and the empowerment and liberation of people -women and men to enhance well being. More importantly, social workers have a responsibility to promote social justice, in relation to society generally, and in relation to the people with whom they work. This means social workers have a responsibility to challenge negative discrimination on the basis of characteristics such as ability, age, culture, gender and other physical characteristics (IASSW, 2004). From this perspective, both gender mainstreaming and social work profession can play significant role to address barriers, gender inequalities and injustices that exist in the society in general and in the study sector bureaus in particular.

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APPENDIX. I

Addis Ababa University

Graduate School of Social Work

Opportunities and Challenges of Gender Mainstreaming in Selected Sector Bureaus in Addis Ababa

Introduction

These semi-structured interview guides, discussion guides and checklists are prepared to collect data and write master of social work thesis on “Opportunities and Challenges of Gender Mainstreaming in Selected Sector Bureaus in Addis Ababa.” The objective of this study is to assess and examine the existing gender mainstreaming practices inline with the current opportunities and challenges prevailing in selected sector bureaus in Addis Ababa. In order to attain the stated objectives of this thesis work, collecting relevant and reliable data is highly significant.

Thus, interview guides, FGDs guides and checklists are prepared to the respective informants and discussants of the study. Accordingly, this paper consists of four parts:

A/ Interview guides prepared for deputy bureau heads, department heads and team leaders;

B/ Focus group discussion guides for gender experts and planners

C/ Checklists to extract data from personnel records, statistics and performance reports

D/ Document Analysis

I. Interview guides prepared for deputy bureau heads /department heads and team leaders

Personal Data: Code number of the interviewee -----, sex -----, Age----- Academic background: Field of study ----- Level of education ----- Current position ----- Service in the current position in years ----Total services in years ----- Date of Interview-

1. Knowledge and level of understanding on gender and gender mainstreaming

- What do you know about the concept of gender and gender mainstreaming?
- How gender is related to development? Why it is a crosscutting issue?
- Why gender mainstreaming in development plans?

2. What does the current gender mainstreaming practice look like in your sector bureau /office?
3. Gender mainstreaming calls the involvement of all stakeholders. What key role does your bureau/office play in communicating and creating awareness regarding Ethiopia's commitment in gender issues and international conventions and agreements?
4. Is there gender policy in the country? If not why?
5. In your opinion do you think that the existing National Women's policy can substitute gender policy? If not why?
6. What do you comment on the existing National Women's Policy?
E.g. its objective, strategies and overall content of the policy
7. Did you observe some elements of gender in the policy document?
8. If yes, what are these elements of gender incorporated in the National Women's Policy document?
9. What do you comment on the existing nomenclature of institutional machineries such as ministry of women, women's bureau or offices, women affairs department etc?
10. Does such kind of nomenclature have negative effect on gender advocacy work? If yes how and to what extent?

Issues related to Gender Focal Persons

1. Are there gender focal persons located in your sector bureau /office?
2. If yes how do gender focal persons function in your sector bureau/office?
3. How many of them have not yet established gender focal persons? And
4. What kind of support Women's Affairs Office provides for gender focal persons located in other sector bureaus in Addis Ababa?
5. Are the duties and responsibilities of gender focal persons clearly stated in your respective sector bureaus?

Issues related to capacity building and training

1. Short term and long term gender trainings given to the staff for the last two years
2. Women's Affairs Office and gender focal points at all levels should have access to training and retraining opportunities to build their capacity for policy implementation. How did you explain this process in your sector bureau/office?
3. What are your target areas of training? Decision makers, Planners, Community leaders

Issues related to Gender Mainstreaming guidelines, checklists, sex disaggregated data, surveys, etc

1. Do you have guidelines, manuals, checklists, which are in use to facilitate gender mainstreaming in your bureau/office? If not why?
2. Did your bureaus/office carry out a kind of survey related to gender issues? If not why?
3. Is there gender data base in your organization /office? If not why?
4. How do you compile and use sex disaggregated data in planning, monitoring and evaluation of projects?

Issues related to the existing opportunities and challenges of gender mainstreaming in development plans

1. What are the current opportunities to mainstream gender in development plans? Try to relate your explanations inline with the following points:
 - Policy environments, International and National Instruments
 - Institutional machineries for the advancement of women
 - Positive driving forces in implementing gender mainstreaming practices
2. What are the major challenges/problems that hinder your respective bureau/office in implementing gender mainstreaming practice? Try to relate your explanations with the following points:
 - Problems related to lack of technical capacity
 - Problems related to lack of appropriate structure
 - Issues related to lack of authority
 - Issues related to political leadership support
 - Problems related to human and financial resources
 - Issues related to budgetary resource allocations
 - Negative driving forces in implementing gender mainstreaming practices
 - Specify others if any

3. What do you suggest to improve the current practices of gender mainstreaming in development plans? What roles are expected to be done in your respective bureaus/offices and at all levels?

At national level -----

At city level (City Government of Addis Ababa) -----

At Bureau/Office Level -----

At Sub-city level/ Kebele Level-----

II. Discussion Guides Prepared for FDG Participants

Direction: For each of the following questions, you are kindly requested to discuss in a group and provide precise and true statements. The researcher would like to promise you that all your responses will be kept confidential and used only for the purpose of this study.

1. Knowledge and level of understanding on gender and gender mainstreaming
 - What do you know about the concept of gender and gender mainstreaming?
 - How gender is related to development? Why it is a crosscutting issue?
 - Why gender mainstreaming in development plans?
2. Is there gender mainstreaming practice in your sector bureau? If yes, how do you explain these practices?
3. What does gender planning practice look like in your sector bureau? How do you explain the relationship between gender and planning?
4. Is there gender policy in the country? If not why?
5. In your opinion do you think that the existing National Women's policy can substitute gender policy? If not why?
6. Did you observe some elements of gender in the policy document?
If yes, what are these elements of gender incorporated in the National Women's Policy document?
7. What do you comment on the existing nomenclature of institutional machineries such as ministry of women, women's bureau or offices, women affairs department etc?
Does such kind of nomenclature have negative effect on gender advocacy work? If yes how and to what extent?

8. Issues related to capacity building and training in the area of gender and development. Did you get training in gender and development? , If yes, was it easy to put this training into practice? If not, why?

9 .What are the existing opportunities to mainstream gender in development plans or programs?

- Positive driving forces in implementing gender mainstreaming practices

10. What are the challenges and constraints your respective bureaus or offices face in implementing gender mainstreaming practices? Explain briefly and try to relate your discussion with the following points:

- Problems related to lack of technical capacity/ lack of training in the area of gender
- Problems related to lack of appropriate structure
- Issues related to lack of authority
- Issues related to political leadership support
- Problems related to human and financial resources
- Issues related to budgetary resource allocations
- Negative driving forces in implementing gender mainstreaming practices
- Specify others if any

11. What do you suggest to improve the current practices of gender mainstreaming in development plans? What roles are expected to be done in your respective bureaus/offices and at all levels?

At national level -----

At city level (City Government of Addis Ababa) -----

At Bureau/Office Level -----

At Sub-city level/ Kebele Level-----

III Checklists to extract data from personnel records, statistics & performance reports

1. Number of men & women employees currently working in study sectors by type of occupational groups

No	Occupational Group	Male	Female	Total
1	Custodial & Manual (CM)			
2	Trade & Craft (TC)			
3	Clerical & Fiscal (CF)			
4	Sub-professional (SP)			
5	Administrative (AD)			
6	Professional & Scientific (PS)			

2. Number of men & women employees in decision-making positions

No	Positions	Male	Female	Total
1	Bureau heads			
2	Deputy bureau heads			
3	Department heads			
4	Division heads			
5	Team leaders			

3. Participation & representation of men & women employees in different committees

No	Type of committee	Male	Female	Total
1	Management Committee			
2	Recruitment & Promotion			
3	Discipline Committee			
4	Scholarship/Training			

IV. Document Analysis

Apart from different literatures, policy and strategic documents used in the study include: National Policy on Ethiopian Women, FDRE Constitution, and National Action Plan for Gender Equality, The City Government's Five Year Strategic Plan Document, etc.

APPENDIX .II

Verbal Consent Form for Participants of the Study

My name is Bireasw Geremew. I am from the Graduate School of Social Work at Addis Ababa University. I am currently collecting data for my Thesis project entitled "Opportunities and Challenges of Gender Mainstreaming in Selected Sector Bureaus in Addis Ababa." As part of my assessment, I am talking several issues related to the subject of my study with those selected officials and experts in the study sectors. I will use the information for the fulfillment of the thesis requirement and if necessary the study report may be submitted to concerned bodies, which would use the information to plan relevant interventions that would address gender issues

Confidentiality and Consent

I may forward interview questions on practices of gender mainstreaming that some informants may find difficult to answer. I am not going to talk to any one about what you tell me. Your answers are completely confidential. Your name will not be written on this form and will ever be used in connection with any of the information you tell me. You do not have to answer any question that you deemed unnecessary and you may end this interview at any time you want. However, your honest answer to these interview guides will help me better understand the practices of gender mainstreaming in selected sectors. I would greatly appreciate your help in responding to answer this study. Would you be willing to participate?

Signature of Interviewer -----

Informants have given informed consent verbally-----