

**Women Empowerment Practice In Ethiopian Federal Civil Services:
The Case of Five Selected Ministries**

**By
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School of Social Work**

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**Women Empowerment Practice in the Ethiopian Federal Civil Services:
The Case of Five Selected Ministries**

Addis Ababa University School of Graduate Studies MSW Examining Committee

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Dedication

This research paper is dedicated to all women civil servants who have diligently been serving their country and denied or constrained from their self-development efforts.

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Acronym

AFWA	Armed Forces Wives Association
AU	African Union
APRM	African Peer Review Mechanism
CEDAW	Convention on the Elimination of all forms of Discrimination against Women
CSS	Clerical and Support Staffs
DoE	Degree of Empowerment
EFDR	The Ethiopian Federal Democratic Republic
ESPS	Ethiopian Society of Population Studies
EWVSA	Ethiopian Women's Volunteer Services Association
EWWA	Ethiopian Women Welfare Association
EWWA	Ethiopian Women's Work Association
EYWCA	Ethiopian Women's Christian Association
FGD	Focus Group Discussion
GAD	Gender and Development
GDI	Gender-related Development Index
GEM	Gender Empowerment Measures
GOs	Governmental Organizations
GTP	Growth and Transformation Plan
HDI	Human Development Index
MDG	Millennium Development Goal
MoA	Ministry of Agriculture
MoE	Ministry of Education
MoFA	Ministry of Foreign Affairs
MoFCS	Ministry of Federal Civil Service
MoWYCA	Ministry of Women, Youth and Children Affairs
NGOs	Non-governmental organizations
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
REWA	Revolutionary Ethiopia's Women's Association
REYA	Revolutionary Ethiopia's Youth Association
LDs	Leader respondents
LLPs	Lower Level Professional Staffs
UN	United Nations
UNDP	United Nations Development Program
WADs	Women Affairs Directorates
WCC	Women's Coordinating Committee
WID	Women in Development

Abstract

This study was conducted to examine factors contributing to women empowerment/disempowerment practice under the Ethiopian Federal Civil Service. A total of 194 Civil Servant Women (of which 10 serving in Leadership positions, 64 in other Profession Science Positions and 120 in Semi-Professiona, Clerical and Fiscal Positions) from five purposively selected Ministries, i.e. Women, Youth and Children Affairs, Federal Civil Service, Education, Agriculture and Foreign Affairs were participated in the study. Methodologically, mixed method is used and data were collected from primary and secondary sources. Structured and semi-structured interview instruments were developed and used. The study took Agency and Opportunity Structure (independent variable), Degree of Empowerment (mediating variable), Development Outcome (dependent variable) and Age, Educational Background, Work Experience, Position and Income (controlling variable) as the conceptual framework. A five point Likert Scale questioner was also used to measure the level of the research participants' agreement/disagreement on empowerment practices and the influence of each variable on the process of empowerment in the institutions covered under the study. Univariate, bivariate and multivariate analysis were used to analyze the collected data. Findings showed that all the variables are significant predictor of development outcome. The study revealed that among the controlling variables position has significant influence on degree of empowerment and development outcome. Age and monthly income have significant but weak correlation with opportunity structure and degree of empowerment. It was also found that there is no statistically significant correlation between educational background, work experience and development outcome. The qualitative findings showed the existences of supportive legal frameworks, structure and improvement in the asset and capabilities of the agencies of women in the federal civil service system. However, unfavorable attitude and the continued culture of patriarchy found to be the major obstacle that impacted negatively the existence of the required degree of empowerment and prevented women civil servants from enjoying their legal rights of equality in every aspect.

Keywords: *Empowerment, Gender equality, Gender Mainstreaming, Civil Service, Agency, Opportunity Structure, Degree of Empowerment, Development Outcome.*

Chapter I

Introduction

1.1. Background of the Study

Civil Service is one of the major occupational sectors that cater for significant proportion of Ethiopian Women. As a reflection of women's traditional position in the society, however, women's profile in number and quality within the civil service structure is very low. This is greatly attributed to cultural and structural influences or barriers.

Culturally, women are associated with maternity and the role they play in a family (Lindsey, 2005; Walby, 1990). The role of women in procreation said to have created basis for their discrimination (CEDAW: 1979). The society taking a man as a head of family and a breadwinner, bestowed up on him all the decision-making power of the family including the issues that affect the woman's and girl's personal life. A woman, on the other hand, is expected to be homemaker, socialize and caretaker under the guidance and support of a man (Lindsey, 2005, Best and Williams in Matsunoto, 2001).

Though these structured roles the society framed as norm are believed to put women in a disadvantaged position, both men and women are well socialized to accept the role assigned to each and lived and continued to live with it. No matter how much a woman participates in production processes, she is identified as "jobless" under the title "housewife" due to the mere fact that she is engaged in unpaid activities (Lindsey, 2005).

Socially constructed realities created systemic denial of access to opportunities and resources like education and employment resulted in lack of self-confidence and low self-esteem, which in turn, constrained women from participation, competition and engagement in formal paid employment (UNFPA, 2005).

Cognizant of these facts, the Government of Ethiopia has demonstrated its commitment and moved decisively to advance the agenda first, by affirming gender equality

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and women empowerment as its major policy area in its Transitional Charter. Secondly, highlighting the importance of engaging women and other excluded and disadvantaged segment of the country's population in its development endeavor, it has issued the first women policy in 1993. The Women's Policy primarily aims at institutionalizing the political, economic and social rights of women (Women's Policy, 1993.)

Following the reforms of the country's administrative structure and the endorsement of the constitutions, women are granted constitutional rights of equality to men and affirmative action to promote gender equality and women's empowerment (EFDR Constitution, 1995). Furthermore, the civil service laws as well as the labour laws have provided for the equal rights of women in employment and protection of maternity rights, as well as the right to be free from workplace violence.

Consistent to these, the government created new structure at the public offices with the Ministerial restructuring Proclamation No. 691/2010 with the mandate of ensuring increased participation and benefits of women in political, economic and social endeavors of the county. Moreover, the structures of government offices were amended to incorporate Gender Affairs Offices at the Department/Directorate level to play a leading role towards strengthening and facilitate gender issues in their respective institutions. Empowering women and ensuring their benefits is also stated to be one of the strategic pillars of the Growth and Transformation Plan (GTP) 2010/2015 of the country.

Nationally enacted and amended laws and the international legal instruments adopted at different times aim at changing the social and cultural patterns of conduct of men and women. These instruments are meant to eliminate prejudices, customs and all other practices which are based on the idea of inferiority or superiority of either of the sexes or on stereotyped roles for men and women.

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Since the adoption of the United Nations Charter in 1945, there are continued international efforts of expanding opportunities towards gender equality and women empowerment. Recognizing women empowerment and gender equality as powerful multipliers of development efforts, international and regional governmental (GOs) and non-governmental organizations (NGOs) have been working towards equality and beneficence of women. Millennium Development Goal (MDG) is one of the programs devised by the international community to address the issue of poverty of which gender equality is one.

Despite all international, regional and national strategies, government's political will, legal and structural instruments to increase women's empowerment at all levels in general and in the Federal Civil Service in particular, barriers are evident in women's participation in decision-making. The tradition of holding top and middle level decision-making power still favors men to an overwhelming degree (APRM Ethiopia Country Report 2011 pp.289-90, MoFED, 2012, PMWASS, 2004).

Therefore, this research aims at examining factors that influence women empowerment effort of the government in achieving the GTP. To this end, the study assesses Gender Empowerment Measures (GEM) (UNDP, 2000) on the actual level of participation and status of the federal civil servant women and shows the level of existing disparity. The research also tries to review international instruments, nation laws, institutional policy frameworks and societal culture and attitudes that have been in place to facilitate and advance gender equality and women empowerment in relation to the civil servant women's asset and capabilities. Finally, the study elaborates on opportunities enjoyed or challenges faced by women civil servants and on the way forward and informs decision-makers on what to do to increase or boost achievements of the targeted goal of gender equality on the GTP timeframe.

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1.2. Statement of the problem

Government reports and various studies conducted on women empowerment practices in Ethiopian confirm that women participation in political, economic and social endeavors in general and in the civil service structure in particular holds low profile (ESPS, 2008; APRM Report, 2011; Tarik, 2012; MoFED, 2012). Due to deep rooted and long-lived patriarchal system influence and experience, low status characterizes virtually every aspect of women's lives (APRM Report 2011). This attributes to socio-economic and cultural status of women, exacerbated by institutional/structural factors that resulted in gender-based division of labour, rights, responsibilities, opportunities, and access to and control over resources. Status of women in employment and decision-making areas, among other things, are main manifestations of gender disparity.

Achieving gender equality, however, is a time consuming process, since it challenges one of the most deeply entrenched human attitudes and practices. Despite the intense efforts of many agencies and organizations and numerous inspiring successes, women in the Ethiopian Federal Civil Service are largely occupying low-level and clerical position (APRM Report, 2011). The continuity in the status quo of women's engagement in low level positions is an empirical evidence to support the argument that women empowerment takes far more than changes in law or devising best strategies and policy to change the unjust practices. Though these changes in law, policy and structure are necessary conditions or means, they are not sufficient conditions or end in themselves (Emebet, n.d.). Sound public policies and investments are central for achieving MDGs and accelerating economic growth, but they are not enough (UN Department of Public Information, 2008).

Therefore, the research focused on evaluating whether or not the women empowerment practices in the Ethiopian Federal Civil Service brought changes in the status of women civil servants by exploring the major predictors that impacted prevailing practice on the overall working conditions of female employees serving at different levels towards achieving gender equality and women empowerment goals of the Growth and Transformation Plan.

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1.3. Significance of the Study

Ethiopia has developed a five-year Growth and Transformation Plan (GTP), which is meant to bring an overall social change by the year 2015, considers gender equity as one of its eight pillars (MoFED, 2010). There is also an international initiative with the goal of poverty alleviation by the year 2015, Millennium Development Goal (MDG), which takes women empowerment and gender equity as one of its objective (Goal 3). Taking these and other national, regional and international initiatives into account in addition to demographic feature of women that accounts half of the population, women's important but neglected roles in a society and unbalanced opportunities they experience; it would be of paramount importance to focus on evaluating the practical implementation of the GTP including the strategies and policies enacted toward achieving the targeted social transformation and thereby take timely corrective measures.

Based on the domains of empowerment - state, private sector and society (Narayan, 2006), it would be relatively easier for the government to enforce laws, regulations, policies and strategies of women empowerment in its own structure where there is relatively able agency of women to set an example and create an opportunity of benchmarking to the remaining two domains: private sector and society. Empowered civil servant women would play significant role in inspiring other women and girls and serve as role models.

Moreover, women empowerment and gender equity is one of the prominent human rights and socio-economic development agenda that governments are required to take into account while developing their national programs. Hence, taking the subject as a research agenda, would contribute to the national and international efforts towards ensuring social justice, dignity and worth of the person, which are core values of social work. Research in the sector would help identify not only gaps but also evidences and good practices that need to be scaled up and replicated through changing policies and practices.

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1.4. Scope of the Study

The research was conducted at micro, mezzo and macro levels in selected Federal Civil Service organizations covered under the research. Hence, the target population of the research mainly consisted of Civil Servant Women who hold leadership, professional Science and Semi-Professional, clerical and fiscal positions in public organizations covered under the study. The research population was categorized by position they hold, which helped the assessment of empowerment practice at each level.

1.5. Limitation of the Study

The study focused on the federal civil servant women where there are enlightened and better-experienced agencies of women in the country who can clearly understand and measure issues related to empowerment practices. Though the research generated useful findings and recommendations that could help trigger in-depth and broader studies and/or influence policies decisions; it has not managed to incorporate observations and views of the male leaders and male civil servants of the organizations. The researcher is forced to narrow the scope to ‘only women’ due to scarcity of time, finance and other necessary logistic. Nonetheless, it is believed that the findings of research present the true picture of women’s status in the country’s civil service.

Since the study population is located in highly structured government institutions, it was very much difficult to get respondents and informant easily. Unfortunately, data collection time corresponded with a high time for civil servants as it was the budget year’s closure. Especially women at the top and middle level management were very busy with meetings and preparation of the coming New Year plan and yearly progress report. The worst situation while gathering data was that performance appraisal meetings of almost all organizations covered under the study were taking place at venues outside Addis Ababa that made the plan of conducting FGD and interviews very difficult. This constrained the

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gathering of as much information and data as planned. There were also socio-cultural factors that influenced genuine and frank responses that reveal the true picture of practices in relation to harassment and violence women experience at workplaces.

The researcher, taking the advice of the respondents at the validity test, had taken measures to minimize the effect of the data collection challenges by preparing three different measuring scales that classified the respondents according to the position they hold to make the items of maximum number to 25. The study also used structured and semi-structured interview instruments, used snowball method and conferred to beneficence.

1.6. Conceptual Framework

In order to better understand and measure women empowerment in the civil service context a mix of frameworks developed by different scholars and institution was used to measure women empowerment practices in the five selected Ministries under the Federal Civil Service. Empowerment measurement developed by Narayan (2006) and Alsop and Heinsohn (2005) identified two dependent variables, i.e. agency and opportunity structure, a mediating variable, degree of empowerment, and an outcome or dependent variable, development outcome. In addition to this, women empowerment measure model developed by CARE Norway (2009) takes policy and attitude as independent variable that predict nine explicit development outcomes (dependent variables).

Narayan (2006) shows the correlation of conceptual frameworks categorizing economic and human capital, capacity to aspire and organizational capacity under the agency of the poor and openness of institutions; fragmentation and behaviors of dominate groups and state implementation capacity under the opportunity structure.

Alsop and Heinsohn (2005) on the other hand hypothesized that agency and opportunity structure in association with the degree of empowerment a person or group experiences. They further explained that the degrees of empowerment (DoE) can be

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measured by assessing (1) whether a person has the opportunity to make a choice, (2) whether a person actually uses the opportunity to choose, and (3) once the choice is made, whether it brings the desired outcome (actualized choice).

Agency and opportunity structure, on the one hand, and degree of empowerment (DoE), on the other, are assumed to be in a reciprocal relationship. Stating agency is expressed by the asset endowments, the authors clarify that the better a person's assets and the more favorable their opportunity structure, the higher the framework expects their DoE to be. Similarly, enhancements in a person's DoE are expected to enhance assets and opportunity structure. For example, the higher a woman's assets and the more favorable her opportunity structure, the more likely she is to take effective action against an abusive husband. In taking effective action (achieved choice), the woman might increase her assets (her self-confidence, awareness of women's rights) and also contribute to changes in the opportunity structure (the more women become empowered to act against abusive husbands, the less likely domestic abuse will remain an accepted practice (Alsop and Heinsohn, 2005).

They further explain the conceptualization of assets and opportunity structure is useful for understanding the underlying reasons and dynamics that shape the degrees of empowerment of different actors, and for identifying activities and strategies for improving people's empowerment. Changes in assets or the opportunity structure are likely to precede changes in degrees of empowerment. Identifying assets and opportunity structure indicators is, therefore, useful for evaluating intermediate impacts of investments in empowerment.

Asset and capability indicators are said to be endowments that can be human, psychological, political, economic/material (both physical and financial) and social. Whereas, the presence and operation of the formal (laws and regulations) and informal (norms and customs) institutions determine the opportunity structure, whether individuals and

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groups have access to assets/resources and whether these people can use the assets to achieve desired outcomes (Narayan 2006).

Alsop and Heinsohn (2005) show the importance of distinguishing between different degrees of empowerment for two reasons:

First, it helps to identify indicators that adequately reflect an empowerment outcome. For example, the outcome of woman's non-participation on the recent election could be due to lack of information (disempowerment) or informed, but decided to use her right of inaction (empowerment).

Second, the distinction between different degrees of empowerment makes it possible to capture gradual advancements in the empowerment status of respondents, i.e.; taking effective action (achievement of choice), being aware of the rights and have access to authorities (existence of choice) and make use of the right to achieve/define oneself (use of choice).

All the scholars agree that development outcome arises from the interactions of agency, opportunity structure and degree of empowerment (Alsop and Heinsohn, 2005; Narayan, 2006). As dependent variable, development outcome has the hypothetical and reciprocal relations with the independent variables (agency and opportunity variable) and the intermediary variable (degree of empowerment) (Alsop and Heinsohn, 2005). If there are able agencies of women and if there is enabling environment of opportunity structure (both formal and informal) there will be high degree of empowerment where empowered agencies (development outcome) can be created and vice-versa. The framework further explains how development outcomes in turn impact on the agency and opportunity structure to develop to the highest level, as empowerment is the process and both a means and an end in itself.

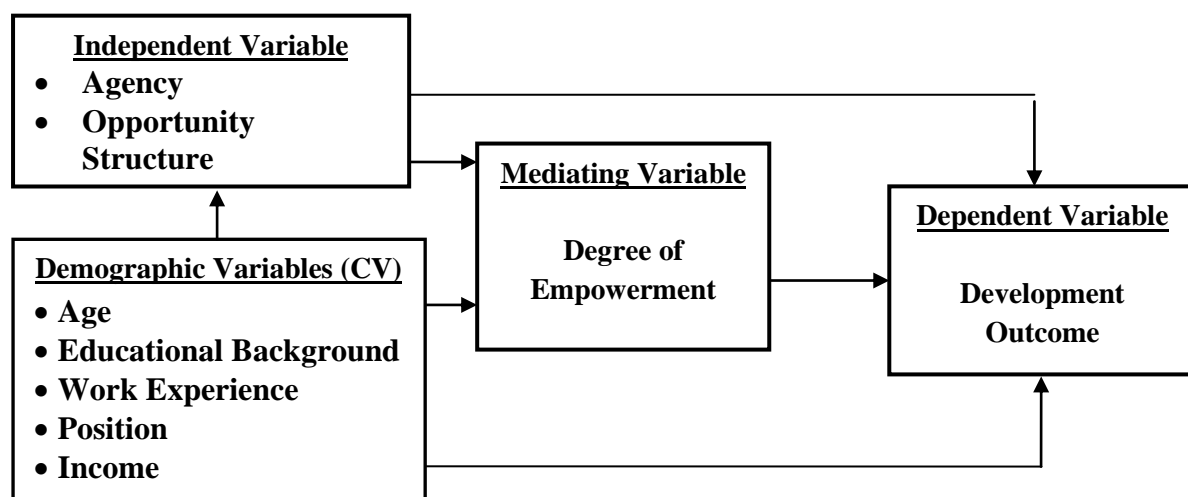
As the authors advice the researchers to contextualize the framework to their specific research objective and mix different variables, this study also took the outcome indicator variables identified on the guideline prepared for implementation of baseline study for

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women's empowerment by CARE Norway (2009). The guide takes policy and attitude as crosscutting indicators in measuring women empowerment. By measuring the two (policy and attitude) the guideline stipulates nine common women's empowerment outcomes. Policy and attitude can be categorized in the formal and informal relations under the opportunity structure identified by Alsop and Heinsohn (2005) and Narayan (2006). Thus, the research used five of the nine common outcomes listed in the guideline, which are found to be relevant to measure development outcome of the civil servants. These are improved women's capacity, women's control over assets, women's participation in decision-making, attitudes of men and women towards women's empowerment and women's satisfaction with the availability and quality of opportunities (CARE Norway, 2009). The research also used demographic variables such as age, education, income and positions held by the civil servant women as controlling variables.

Taking the above-mentioned variables in each author's framework into account; the following indicators were used as measurement tools in the present study:-

Figure 1. Predictors of Women's Empowerment



Adopted from: Narayan (2006), Alsop and Heinsohn (2005) and CARE Norway (2009)

The measurement includes two explicit causal frameworks: one specifying how empowerment influences development outcomes and the other specifying the determinants of

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empowerment itself (Alsop and Heinsohn, 2005). The following are the conceptual and operational definitions of the key words used in the entire study.

Conceptual Definition of Terms

Empowerment: enhancing an individual's or group's capacity to make choices and transform those choices into desired action and outcomes (Alsop and Heinsohn, 2005).

Agency: actor's ability to make purposive/meaningful choices; that is, the actor is able to envisage options and make a choice (Alsop and Heinsohn, 2005). Agency is at any time seen as an active conscious-subjective action. A gency is that the individual is able to monitor her experience and give reasons for her actions. It is defined as reasoning and knowledge, where experience involves social learning and applying the knowledge in particular contexts. Through reflexive monitoring (praxis) people rationalize their social conduct (Tucker 1998, p. 80 cited in Biseswar, 2011. P. 56).

Asset: refers to material assets, both physical and financial that enable people to withstand shocks and expand their horizon of choices. All assets and capabilities contribute to an actor's capacity to make meaningful choices (Narayan, 2006. p.10).

Capabilities: are inherent to individuals and enable them to use their assets in different ways to increase their well-being (Narayan, 2006).

Capacity to aspire: is the forward-looking capacity of individuals and groups to envision alternative and to aspire to different and better futures (Narayan, 2006).

Adaptive preference: one in which marginalized groups internalize low possibilities for themselves because of their life experiences (Narayan, 2006).

Opportunity Structure: the institutional context in which choice is made or the formal and informal contexts within which actors operate (Alsop and Heinsohn, 2005; Narayan, 2006).

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Formal institutions: include the law, rule, regulations, and implementation process upheld by states, markets, civil society, and international agencies (Alsop and Heinsohn, 2005, Narayan, 2006).

Informal Institutions: include norms of social solidarity, superiority, social exclusion, helplessness, and corruption that can subvert formal rules (Alsop and Heinsohn, 2005, Narayan, 2006).

Degree of Empowerment: Variable that is hypothesized to associate with the agency and opportunity structure measured by assessing existence of choice, use of choice and achievement of choice. Desire to choose and making a choice are treated as discrete degrees of empowerment, i.e. 1) having awareness and information about a given situation; 2) having the will to act, 3) making a decision, and 4) achieving the desired outcome (Alsop and Heinsohn, 2005).

Civil Service: a person employed permanently by federal government institution; provided, however, that it shall not include the following: a) government officials with the rank of state minister, deputy director general and their equivalent and above; b) members of the House of Peoples' Representatives and the House of the Federation; c) federal judges and prosecutors; d) members of the Armed Forces and the Federal Police including other employees governed by the regulations of the Armed forces and the Federal Police (Proclamation No. 515/2007)

Operational Definition

Civil Servant: a woman who self reported to be employed permanently by federal government institution including government officials with the rank of state minister, deputy director general and their equivalent and above. This redefinition of respondents helped the research to assess the women's decision-making-power distribution and effective exercise of power.

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Age: refers to the number of years that a civil servant Women lived during the data collection time. It is a continuous variable and is limited from 18 to 60 (included) for this study purpose.

Educational Background: It is the categorical variable showing the respondent's level of education attended measured by three ordinal measure were (1) is Certificate/Diplomat; (2) is Undergraduate Degree and (3) is Graduate Degree i.e.; MA/MSC or PhD.

Work Experience: refers to the years of service respondents rendered during the data collection time. It is a continuous variable and is limited from 5 – 42 (included) years for this study purpose.

Position: categorical variable that refers to the job title the respondent's hold during the data collection time measured at a nominal scale.

Income: refers to the remuneration the respondent's earn during the data collection period. It is a continuous variable.

Agency: women civil servant respondents whose asset and capability endowments measured at a nominal scale.

Opportunity Structure: is the structural and institutional context, both formal and informal, in which the respondent belonged during the data gathering time measured at a nominal scale.

Degree of Empowerment: the available choices in the Federal Civil Service organization that the respondents enjoyed in empowering themselves; the respondent's capacity to choose and choices actualized by respondents measured at a nominal scale.

Development Outcome: A four/five item interval scale measure in which the respondents indicated as to how they agree with a positive statement towards goal attainment.

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1.7. Research Objectives

The study evaluates impact of women empowerment practice in Federal Civil Service organization covered under the study focusing on predictors of women empowerment and gender equality. The study aims at measuring the impact of women empowerment practice of the selected Federal Civil Service Ministries by assessing the status of women civil servants and generating factual data. Moreover, it also aims to present useful recommendations that would contribute to the achievement of the GTP and creating more enabling environment and empower women. Specifically the study:

- Assesses the impact of demographic factors on independent variable (agency and opportunity structure), mediating variable (degree of empowerment) and dependent variable (development outcome);
- Examines whether the asset and capability of the Federal Civil Servant agencies of women contribute to their own empowerment/disempowerment;
- Assesses whether the opportunity structure (both formal and informal) that are in place facilitate/hinder women's empowerment and gender equality (development outcome);
- Examines the relationship between degree of empowerment and development outcome;
- Examines the relationship between agency and degree of empowerment
- Examines the relationship between opportunity structure and degree of empowerment
- Assesses whether degree of empowerment contributes to the relationship between agency and development outcome;
- Reviews whether degree of empowerment contributes to the relationship between opportunity structure and development outcome;
- Assesses the relationship across agency, opportunity structure, degree of empowerment and development outcome.

1.8. Research Questions and Hypotheses

1. Do the controlling variables (age, educational status, work experience, position and monthly income) have correlation with the independent variables (agency, opportunity structure), intermediary variable (degree of empowerment) and dependent variable (development outcome)?

Hypothesis 1: All controlling variables have significant correlation with independent, mediating and dependent variables.

2. Is there any relationship between agency and development outcome?

Hypothesis 2: There is significant relationship between agency and development outcome.

3. Is there any relationship between opportunity structure and development outcome?

Hypothesis 3: There is significant relationship between opportunity structure and development outcome.

4. Is there any relationship between degree of empowerment and development outcome?

Hypothesis 4: There is significant relationship between degree of empowerment and development outcome.

5. Is there any relationship between agency and degree of empowerment?

Hypothesis 5: There is significant relationship between agency and degree of empowerment.

6. Is there any relationship between opportunity structure and degree of empowerment?

Hypothesis 6: There is significant relationship between opportunity structure and degree of empowerment.

7. Does degree of empowerment mediate agency and development outcome?

Hypothesis 7: Degree of empowerment mediates agency and development outcome.

8. Does degree of empowerment mediate opportunity structure and development outcome?

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Hypothesis 8: Degree of empowerment mediates opportunity structure and development outcome.

9. Does the degree of empowerment mediate the two independent variables (agency and opportunity structure together) and the outcome variable (development outcome)?

Hypothesis 9: Degree of empowerment mediates independent (agency and opportunity structure) and outcome (development outcome) variables.

1.9 Structure of the study

This study is divided into six chapters covering the main elements of the study aiming at verifying its objectives and hypotheses. Chapter One includes introduction that starts with the background on the status of women in the Federal Civil Service and shows how women have so far been excluded from the enjoying the opportunity that existed in equal terms with their men counterparts. This background is followed by a statement of the main problem the study will deal with, the significance and limitation of the study, the concepts this research bases itself on as a framework, the objective, research questions and, finally, hypotheses that are used to conduct this research.

The Second Chapter lays down the literatures reviewed and defines the concepts of women empowerment and civil services. Here the research also tries to compare the women empowerment practices under the three consecutive regimes in Ethiopia, namely the Emperor, the Derg and the current EPRDF governments. Next, it tried to examine the international, regional and national legal and policy frameworks that the country adopted for women's empowerment and gender equality. This chapter also contains the report/research review that are believed to demonstrate the status of women in the Ethiopian Federal Civil Services in particular and the women empowerment practice in Ethiopian at large.

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In Chapter Three the research method part, the research design, sampling and sampling techniques, data gathering tools and data analysis procedures were discussed in depth.

Qualitative and Quantitative findings were summarized and presented in Chapter Four. It starts with presenting descriptive analysis of demographic data of participants using controlling variables followed by ANOVA tests to show differences in respondents' observation of the variables that affected the women civil servants status. Then comes the bi-variate and multivariate analyses in more elaborated manner. The qualitative findings that were done to triangulate the quantitative findings are also transcribed and presented following the quantitative analysis.

In Chapter Five the discussion on the findings, the study's implication for research, Social Work practice and policy is presented in detail followed by discussion on the existing opportunity and challenge in the Federal Civil Service for women empowerment practice the can facilitate/hinder gender equality – the 8th pillar of the GTP. The aim is to trigger the policy makers, academics, researchers, scholars, activists or individuals' attention to clearly see beyond what has been done so far, the issue of women's empowerment in the Federal Civil Service is still in the sidelines. Doing so, the researcher believes, will enable them to take it as one of the focus area and to further the cause of women empowerment and gender quality.

Finally, Chapter Six is devoted to conclusion, recommendation and ethical consideration. Proper references and annexes are also part that appear afterwards as per the standards of the social work research.

Chapter II

Literature Review

2.1. Empowerment

Empowerment—that is, enhancing an individual's or group's capacity to make choices and transform those choices into desired actions and outcomes (Alsop and Heinsohn, 2006. p 5). It is increasing an individual's ability to shape his or her life (Narayan (2006). defines empowerment as the expansion of assets and capabilities of poor people to participate in, negotiate with, influence, control and hold accountable institutions that affect their lives. The key elements determining the ability are stated to be internal constraints, particularly individuals' perceptions, preference, and aspirations; external constraints, such as discrimination and the family, economic, social, cultural and political context, and assets, including human capital (Stern, Nicholas et al., 2005). External obstacles, they elaborate, may prevent individuals from taking advantage of economic opportunities and participating in growth. These obstacles range from discrimination based on gender, race, ethnicity, caste, religion, or language to corruption, cronyism and capture of the state by powerful groups that exclude poor people from the benefits of public policies. The dynamics of empowerment are largely about reducing and overcoming these obstacles and promoting the acquisition of assets (Stern, Nicholas et al., 2005).

Empowerment thus refers to the expansion in people's ability to make strategic life choices in a context where this ability was previously denied to them (Kabeer, 2001). He stressed that changes in the ability to exercise choice can be thought of in terms of changes in three inter-related dimensions which make up choice: resources, form the conditions under which choices are made; agency which is at the heart of the process by which choices are made; and achievements, which are outcomes of choice. These dimensions are inter-dependent because changes in each contributes to, and benefits from, changes in the others.

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Thus the achievements of a particular moment are translated into enhanced resources or agency, and hence capacity for making choices, at a later moment in time (Kabeer, 2001).

Empowerment also refers to increasing the spiritual, political, social, and educational, gender or economic strength of individuals and communities that are labeled to be dimension of empowerment (Narayan, 2006). Malhotra, Schuler and Boender (2002) have synthesized and list the most commonly used dimensions of women's empowerment, drawing from the frameworks developed by various authors. They suggested that women's empowerment needs to occur along the following dimensions: economic, socio-cultural, familial/interpersonal, legal, political, and psychological.

Further examining each dimension, they explain these dimensions are very broad in scope, and within each dimension, there are ranges of sub-domains within which women may be empowered. The following table demonstrates how the dimensions are explained at each level.

Table 1:

COMMONLY USED DIMENSIONS OF EMPOWERMENT AND POTENTIAL OPERATIONALIZATION IN THE HOUSEHOLD, COMMUNITY, AND BROADER ARENAS

Dimension	Household	Community	Broader Arenas
Economic	Women's control over income; relative contribution to family support; access to and control of family resources	Women's access to employment; ownership of assets and land; access to credit; involvement and/or representation in local trade associations; access to markets	Women's representation in high paying jobs; women CEOs; representation of women's economic interests in macroeconomic policies, state and federal budgets
Socio-Cultural	Women's freedom of movement; lack of discrimination against daughters; commitment to educating daughters	Women's visibility in and access to social spaces; access to modern transportation; participation in extra-familial groups and social networks; shift in patriarchal norms (such as son preference); symbolic representation of the female in myth and ritual	Women's literacy and access to a broad range of educational options; Positive media images of women, their roles and contributions

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Familial/ Interpersonal	Participation in domestic decision-making; control over sexual relations; ability to make childbearing decisions, use contraception, access abortion; control over spouse selection and marriage timing; freedom from domestic violence	Shifts in marriage and kinship systems indicating greater value and autonomy for women (e.g., later marriages, self selection of spouses, reduction in the practice of dowry; acceptability of divorce); local campaigns against domestic violence	Regional/national trends in timing of marriage, options for divorce; political, legal, religious support for (or lack of active opposition to) such shifts; systems providing easy access to contraception, safe abortion, reproductive health services
Legal	Knowledge of legal rights; domestic support for exercising rights	Community mobilization for rights; campaigns for rights awareness; effective local enforcement of legal rights	Laws supporting women's rights, access to resources and options; Advocacy for rights and legislation; use of judicial system to redress rights violations
Political	Knowledge of political system and means of access to it; domestic support for political engagement; exercising the right to vote	Women's involvement or mobilization in the local political system/campaigns; support for specific candidates or legislation; representation in local bodies of government	Women's representation in regional and national bodies of government; strength as a voting bloc; representation of women's interests in effective lobbies and interest groups
Psychological	Self-esteem; self-efficacy; psychological well-being	Collective awareness of injustice, potential of mobilization	Women's sense of inclusion and entitlement; systemic acceptance of women's entitlement and inclusion

Source: Malhotra, Schuler and Boender (2002): p 13.

They also note that measuring empowerment indicators in these various dimensions should happen at different levels of social aggregation, such as the household, community and broader areas (i.e. regional, national and global). Alternative terminology to refer to the same levels of social aggregation, are the micro or local level, the intermediary level and the macro level. Mason explains that “a certain degree of empowerment at one level does not necessarily reflect the same degree of empowerment at other levels.” The authors of the World Bank conceptual model (Alsop and Heinsohn, 2006.) argue that it is at the intersection of these dimensions and levels of aggregation, one can measure the extent to which a woman

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is empowered. This is reflected in their model showing how individuals experience different degrees of empowerment.

Sociological empowerment often addresses members of groups that social discrimination processes have excluded from decision-making processes through - for example - discrimination based on disability, race, ethnicity, religion, or gender (Lindsey, 2005).

Promoting empowerment also involves examining organizational culture, structure and processes and identifying where these may conflict with empowerment goals, e.g. in terms of accountability. Efforts should be made to address these organizational issues, through retraining in participatory approaches, increasing the accountability of the organization to beneficiaries, increased flexibility in funding procedures and greater transparency in relationships with communities and organizations (Oxaal and Baden 1997).

Generally, as Zimmerman (1990) stated:

Empowerment theory is an enigma. It also differs across levels of analysis. At the individual level, empowerment includes participatory behavior, motivations to exert control, and feeling of efficacy and control. Organizational empowerment includes shared leadership, opportunities to develop skills, expansion, and effective community influence (Zimmerman, 1990. pp. 169 -70).

Women's empowerment is, therefore, defined as the process of correcting gender disparity in a society that leads to improving the condition and status of women in all spheres (household as well as community level) (UNFPA, 2008). It further states the operational definition of Women's status as:

The degree of women's access to and control over material resources (including food, income, land and other forms of wealth) and social resources (including knowledge, power and prestige) within the family, in the community, and in the society at large. It is a multidimensional concept, which purports to measure a woman's ability to control resources, her ability to choose and control different outcomes, and above all to enhance her self-esteem (UNFPA, 2008. P.10).

Women's empowerment and gender equality discourse, in a historical perspective, has moved through various phases during the past two decades: from women in development

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(WID) to gender and development (GAD) (Fikremarkos Merso, year not stated). Women's movements developed in the 1970s demanding political, economical and social equality in society in order to be able to take an active part in development processes, and proclaimed the policy women in development (WID) (Ryan, 2007). It was further stated that WID clearly recognizes that gender equality and women's empowerment are essential for addressing the central development concerns of poverty and insecurity, and for achieving sustainable, people-centered development.

Taking Women's empowerment and their full participation on the basis of equality in all spheres of the society, including participation in decision-making process and access to power as fundamental for the achievement of equality, development and peace, the Beijing Platform for Action identifies gender equality as a goal and mainstreaming gender equality as the strategy of women's overall empowerment (BPfA, 1995).

Gender mainstreaming is the (re)organization, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels at all stages, by the actors normally involved in policy making (Council of Europe, 1998). It is also defined as the process of assessing the implications for women and men for any planned action in legislation, policies or programmes, in any area and at all levels with the ultimate goal of achieving gender equality (United Nations, 2003).

The women's empowerment was measured using different indicators. The Gender-related Development Index (GDI) is a measurement for gender inequalities in the three dimensions covered by the Human Development Index (HDI), i.e. life expectancy, education, and income. Another tool used is the Gender Empowerment Measure (GEM) which seeks to measure relative female representation in economic and political power. It considers gender gaps in political representation, in professional and management positions in the economy, as well as gender gaps in incomes. The United Nations Human Development Report (2009)

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classifying under the Low Human Development countries, ranked Ethiopia 85th in the gender empowerment measure and its components. Both international gender related measures (GDI and GEM) use the following indicators as a framework of measurement:

- **Education:** measured by the literacy gap between men and women and by male and female enrolment rates in primary, secondary and tertiary education.
- **Participation in the economy:** measured by the percentage of women and men in paid jobs, excluding agriculture, and by the income ratio of men to women.
- **Empowerment:** measured by the percentage of women in professional, technical, managerial and administrative jobs, and by the number of seats women have in parliament and in decision-making ministerial posts.

As to Mosedale:

Empowering women has become a frequently cited goal of development interventions. However, while there is now a significant body of literature discussing how women's empowerment has been or might be evaluated, there are still major difficulties in so doing. Furthermore many projects and programmes which espouse the empowerment of women show little if any evidence of attempts even to define what this means in their own context let alone to assess whether and to what extent they have succeeded. Instead traditional development goals, such as better health or increased income, are cited as evidence of empowerment. In such cases it is not clear what is added by using the word 'empowerment' (Mosedale, 2005. P.1-2).

However, Mosedale (2005) stipulates that there are four aspects which seem to be generally accepted in the literature on women's empowerment. Firstly, to be empowered one must have been disempowered. It is relevant to speak of empowering women, for example, because, as a group, they are disempowered relative to men. Secondly, empowerment cannot be bestowed by a third party. Rather those who would become empowered must claim it. Development agencies cannot therefore empower women—the most they can achieve is to facilitate women empowering themselves. They may be able to create conditions favorable to empowerment but they cannot make it happen. Thirdly, definitions of empowerment usually include a sense of people making decisions on matters, which are important in their lives and

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being able to carry them out. Reflection, analysis and action are involved in this process, which may happen on an individual or a collective level. There is some evidence that while women's own struggles for empowerment have tended to be collective efforts, empowerment-orientated development interventions often focus more on the level of the individual. Finally, empowerment is an ongoing process rather than a product. There is no final goal. One does not arrive at a stage of being empowered in some absolute sense. People are empowered, or disempowered, relative to others or, importantly, relative to themselves at a previous time.

According to Longuew (2002, 1995) Empowerment is said to have five levels: (1) welfare –where the material needs are to be met; (2) access – women gain access to resources such as land, labor, credit, training, marketing facility, public service and benefits on an equal basis with men; (3) conscientization – where women are expected to believe that gender roles can be changed and gender equality is possible; (4) participation – where women have equal participation in decision-making in all programs and policies; and (5) control – where women and men have equal control over factors of production and distribution of benefits, without dominance or subordination.

Taking empowerment as a process, both as a means and an end, and identifying agency, opportunity structure, degree of empowerment and development outcome to be a measuring variable of empowerment, Alsop and Nina (2005) showed how empowerment should be measured. According to them:

The extent or degree to which a person is empowered is influenced by personal agency (the capacity to make purposive choice) and opportunity structure (the institutional context in which choice is made). Asset endowments are used as indicators of agency. These assets may be psychological, informational, organizational, material, social, financial, or human. Opportunity structure is measured by the presence and operation of formal and informal institutions, including the laws, regulatory frameworks, and norms governing behavior. Working together, these factors give rise to different degrees of empowerment that are measured by the existence of choice, the use of choice, and the achievement of choice (Alsop, 2005. P.4).

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Taking policy and attitude as a cross-cutting indicator of women empowerment CARE Norway (2009) developed the Guidelines for the Implementation of Baseline Study for Women's Empowerment Programmes funded by NORAD (2009-13) stated the following nine outcomes to be expected out of any women empowerment practice:

(1) Existence and enforcement of women's rights laws and policies; (2) Attitudes of men and women towards women's empowerment; (3) Women's control over assets in the household (4) Women's capacity to cope with economic shocks; (5) Women's participation in decision making at community level (6) Women's perception of social inclusion in the community; (7) Women's satisfaction with the availability and quality of Sexual and Reproductive Health (SRH) services; (8) Women's information and decision making regarding their SRH; (9) Attitudes of men and women regarding Gender Based Violence in particular regarding domestic violence, harassment, early marriage, Female Genital Circumcision etc (CARE Norway, 2009. P.4).

2.2 Women Empowerment Practices under the Three Consecutive Regimes

2.2.1 Imperials Era

Ethiopia has a long recorded history of women's significant role on the overall socio-economic and politico-military developments of the country (Ayrorit, 2013; Burgess, 2013). The legendary Queen Sheba of the Axumite kingdom; the founder of the Zagwe dynasty, Queen Yodit; and Empress Eleni, who had, exerted political influence for over half-a-century in the 15th Century Ethiopian politics were few among the prominent women personalities in Ethiopian history. Moreover, the brave warrior *Dele-Wan-Bara*, the daughter of Imam Mahfuz, governor of Zayla and wife of the ruler of the Adal kingdom, nicknamed 'Ahmed Gragn'; the 18th Century great Empress Mentewab who was regent at the Gondar palace; Empress Taytu Betul, a strong and the strategist wife of Emperor Menelik II, were also among those women who hold a remarkable place in the history of Ethiopia (Burgess, 2013). Nevertheless, their significant contribution in all spheres of the country's affairs could not match with the general women's status in then and today's Ethiopia (Biseswar, 2011). Empress Taytu could genuinely be considered unique and the predecessor of women's rights

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in the country because she initiated the consideration of some serious women's issues. She realized the need and stubbornly persistence in promoting girls' education that could be taken as the first step she achieved. She had also observed the problems of arranged marriages and started addressing it in her own right and introduced a kind of divorce compensation to women. These issues, as to Ayrorit (2013), show that the Empress started to reflect on many issues linked to women and that her agency was in the process of self-transformation and change. Empress Zewditu, the daughter and successor of Emperor Menelik, was the first woman to be crowned in her own right in Ethiopian history. But, beside this, Bahru (2002) stated, there was nothing during her rule that could have been attributed to her. She was found to be more concerned with religion than politics. Empress Zewditu was followed by Ras Tafari Mekonnen, the son of Menelik's cousin, Ras Mekonnen, in 1930 (Bahru, 2002). He was married to Empress Menen, who had an equally traditional upbringing and was extremely devoted to the Orthodox Church. These two followers of Empress Taytu grossly failed to show the same type of affiliation or concern for women's issues that Taytu had (Ayrorit, 2013).

Women's active involvement in Ethiopian modern politics can be traced back to over half-a-century although hardly with any clear-cut policies and principles concerning their participation (Biseswar, 2011). The Ethiopian Women's Volunteer Service Association (EWVSA), which was formed during the Italo-Ethiopian War in 1935, was the first nationwide association launched by some women members of the nobility with the primary goal of creating a favorable environment for aid from the International Red Cross Association during the 1935-41 Italian invasion of Ethiopia. Originally, it was established for supporting resistance fighters against the Italian occupation by supplying provisions and food for the resistance fighters. After the war, the EWVSA that was dissolved in 1936 was reestablished and renamed as the Ethiopian Women Welfare Association (EWWA). The focus of the

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association shifted mainly to education and training young women in handicrafts, better child-care, cooking, secretarial work etc. In order to perform its activities, the association established schools, clinics and orphanages for the poor with branches in various cities. EWWA had branches in various cities throughout the country and administered by local people and local funds. The organization focused on bringing back women into their prior position after the end of the war (Zenebework in Biseswar, 2011). The Armed Forces Wives Association (AFWA) was another association that was organized in the 1950s to support widows and children of the resistant fighters following the Italo-Ethiopian war. AFWA was originally established as a welfare organization with limited scope of protecting only the wellbeing of particular group of women and children whose spouses and fathers were in the battlefield. Ethiopian Young Women's Christian Association (EYWCA) that was established in the 1960s was mainly engaged in voluntary and charity oriented activities without a much contributing role in driving the gender problem into the national scene (Paulo in Bisesware, 2011). Ethiopian Women's Work Association was started by Princess Tsehai, the Emperor Haile Selassie's daughter on 20 August 1934. This association was engaged on opening schools, providing literacy and vocational training to women, maternal and health clinics, orphanages and assistance to widows and destitute children and mothers. It had branch offices in five towns (Seltene, in Biseswar, 2011). As the associations were meant to address the warfare and social issues at first and then to serve as philanthropic, they were unable to include women of all walks of lives. The leadership of these associations was devoid of any political activism due to their close links to the ruling family. This means that it not only refrained from challenging the Emperor's laws and policies, but also failed to galvanize political consciousness among women or encourage female leadership (Semagne in Biseswar, 2011). In general, the women's institutions activity in the 1950's focused only on addressing practical needs of women.

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The first modern schools emerged during the rule of Emperor Menelik (Bahru, 2002) No girls attended this newly established school although a proclamation was made by Emperor Menelik in 1907 to include girls in education. Emperor Haile Selassie also developed a new education policy that emphasized building more schools and giving education an “Ethiopian character”. This included, among others, to incorporate Ethiopian Orthodox Christianity and home economics in the curriculum (Bahru, 2002; Zenebework in Biseswar, 2011). Eventually, the first girls’ school was opened in 1931 by Emperor Haile Selassie, named after Empress Menen, his wife with students, mostly belonging to the nobility (Bahru 2002). The entrance of girls into the education system brought a shift in the education curricula in line with the traditional expectations of women to become housewives and mothers. And, though more and more women started entering schools, their curricula remained interlocked with traditional perceptions that perpetuated women’s natural inferiority (Ayrorit, 2013). Emperor Haile Selassie had not consider women’s advancement an issue, did not design special measures for women’s emancipation and also did nothing to alter traditional gender perceptions in society. Though very few in number, most of the educated women were also not sensitive to their own problems and functioned as part of society, abiding by their feminine roles. Some found employment in the emperor’s bureaucracy (Biseswar, 2011).

Moreover, women and men of the lower strata did not, and could not, benefit from modern education as it was widely inaccessible. Their lives, therefore, remained largely untouched and continued in isolation of changes that took place at state level (Biseswar, 2011). Men could join the public workforce in the newly developed public and service sectors whereas women remained domesticated and excluded. Though a university was opened in 1951, it started its function with 25 male students (Balsvik in Biseswar, 2011). This shows the level of women’s exclusion during the imperial era. Their political and social

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consciousness remained low and the involvement in most of the male students' activities was insignificant. This started changing during the late 1960s when female students started to become actively engaged in politics through the student unions (Ayrorit, 2013).

Given the historical participation of women in the country's political, social and economic affairs, Bisesware (2011) stated it was only in the fifties that the first woman managed to gain access to higher education in the country. After 1952 the number started to climb very slowly and the worldwide upheavals of the second wave of the women's movement of the 1970s in the US and in Europe touched the Ethiopian students and its influences initiated discussions on the "woman question" looking at it through a Marxist lens. After wards, in the year 1971 at the eleventh congress of the Ethiopian Students Union in Europe, the "woman question" was discussed for the first time. This was in fact the very first time that "issues of women" were recognized and realized to be a problem within the whole political context and it became an eye-opener to many Ethiopian students residing abroad at the time. They formed an Ethiopian Women's Study Group in the US and a similar one in Europe. The "Women question" became an integral part of the student union abroad. The active engagement of students on the issue led to initiatives to transfer the issue back home through newsletters and calls. Meanwhile the students' and societal revolt in Ethiopia reached a peak, transforming into a massive uprising against the Emperor in 1974. (Biseswar, 2011).

2.2.2 The Derg

When the Derg took political power in the country in 1974, it dramatically changed the political course from monarchy to socialism. The basic issue in Marxism was the believe it had that "no revolution could succeed without women forming an integral part of it" (Marx *et al* in Biseswar, 2101). This idea was seen from various angles, such as women's participation in the labour force, women's education, women's participation in the various

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associations and organizations, and so on. It is this active engagement of women in public and political life that has been used as an important indicator of their emancipation. Because, “Socialism was based on the premise that the active participation of both women and men in the revolutionary struggle as (Vogel in Bisesware, 2011) stressed.

The first move of the Derg which the large number of women took part was the “Zemecha” or “Development through Cooperation Campaign” where the regime dispatch students and teachers to the rural areas and used them to win over mass support for its revolutionary “Ethiopia Tikdem” campaign (Clapham in Biseswar,2011). That is how the Zemecha became instrumental in the spread of the “woman question” to some of the remotest corners of the country with the aim of initiating a national mass women’s movement (Biseswar, 2011). Some of the issues that were initiated by these students such as cultivation, poultry raising, hygiene, building of latrines, basic mother and child care, were taken over by the Derg-led the Women’s Coordinating Committee (WCC).

The Soviet type “woman question” was used to wipe out all aspects of discrimination that made women inferior including marriage, divorce, domestic slavery, religious prejudices, and so on, assuming that women were crushed in household drudgery and intended to release them from this scourge (Biseswar, 2011). The assumption was that once women were removed from the household, they would be totally emancipated (Marx et al. in Biseswar, 2011). Prompted by the socialist ideology, Biseswar explained the Derg handled the “woman question” by formulating its own discourse included the use of flashy and catchy phrases and slogans as a means to alleviate women’s problems. Some of these included: “The revolution cannot succeed without the full participation of women”, “*dirib diribrib yesetoch chikona*” (The oppression of women is double and multiple: class and gender) (Biseswar, 2011). All the former women associations and their belongings were band and confiscated by the Derg nationalization scheme. In 1975, the Derg established the Provisional Office for

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Mass Organization Affairs (POMOA) (Bahru, 2002). Within POMOA a Woman's Coordinating Committee (WCC) was set up promoting the Derg's vision on the "woman question". Woman's Coordinating Committee was also spreading its wings by setting up branch offices in the different regions of the country in order to accommodate the increased demands of women and facilitate a better outreach and approachability to women. Considering their achievements which included the conscientizing and mobilizing of women, at the later date, WCC was fully staffed by Derg appointees among whom many lacked radicalism or any level of awareness of women's issues (Biseswar, 2011).

After the revolution in 1974, women's agency was yet again to be contained through the Derg's education policies. While women's education gained a boost due to the Derg's "education for all" proclamation, the consequent curricular reform crippled their independent thought development (Clapham, 1988). And although there were records that the literacy level of women had increased during this time, only a quarter of all school-age girls were enrolled at primary level and less than half of those were found to continue their education to Grade Two. The military government upheld its predecessor's stance of not intervening in cultural matters. Using flashy slogans such as "without women's participation the revolution will not reach its goal", "women's equality shall be assured in socialism", or "Ethiopian women shall struggle for the fulfillment of the Workers Party of Ethiopia objectives" to attract girls' and women's attention to education throughout the country (Ministry of Education in Bisesware, 2011) appeared to be aimed at securing increased female involvement without having to make any concerted effort in the field.

At the later date, the Revolutionary Ethiopia's Women's Association (REWA) and the Revolutionary Ethiopia's Youth Association (REYA) were established in September 1980 by the Derg (Halliday and Molyneux in Bisesware, 2011). According to the proclamation number 188 of 1980, REWA had the following tasks:

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- to propagate the theory of Marxism-Leninism with a view to raising their political consciousness and cultural standards;
- to prepare women to occupy their appropriate positions in society and to take an active part in socialist production;
- to make every effort to ensure that the rights of women as mothers were recognized and that they are properly cared for;
- to prepare women to join hands with their class allies and to take an active part in the struggle to build a socialist Ethiopia (REWA in Biseswar, 2011).

The Association had engaged in numerous activities and indeed brought the issue of women's rights agenda to the fore front. It was involved in activities of socio-economic nature, in the elimination of harmful traditional practices against women, in organizing programs to enable women to be represented in various committees, in facilitating training opportunities for women abroad; in organizing and conducting awareness raising campaigns for women's rights; in opening a number of income-generating enterprises and solving the problem related to unemployment (Ayrorit, 2013).

Though women's literacy and education was aggressively promoted and amusing results were registered, it was criticized for not aiming at women's emancipation and empowerment. The dropout of women's education in both urban and after they could sign their name or read is cited as a sign. The continuation of the trend of women's employment in low-income, low-status jobs during the Derg regime was also taken as a good demonstration of the failure in the Derg's Women empowerment strategies and policies (Bisesware, 201; Ayrorit, 2013). Since the professional sphere had equally undergone gender stratification, once women started entering this domain, they were employed in limited feminine areas of work, mainly in the soft sectors of teaching, nursing and secretarial services. The majority of women were employed in the informal sector, such as construction work, factories, sales and

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marketing services. Employment within these sectors meant low income capacity, barely at the level of subsistence. It was noted that equal terms of employment did not apply to work, which was classified as an exclusively male function (Hanna in Bisesware, 2011).

Furthermore, in the political spheres, the WPE has set up Women's Affairs Division at the level of the Party's Central Committee with branches throughout the administrative structures of the country (Biseswar, 2011). One could argue that the military regime instrumentalized REWA to channel its policies and extend its control from top to bottom. As a political instrument, REWA was mainly set up to serve the party's interest, and was ordered to "collect contributions to producers' cooperatives, famine victims, and other official campaigns, and expected to turn out their members for official occasions like the welcome of visiting notables". Biseswar criticized "The promotion of Women's rights issues was not part of REWA's agenda, nor was REWA in any position to influence any policy regarding women's rights". To this end, women's committees were taken over by the government, restructured along its political ideology and manned by its own selected personnel. They were turned into an instrument of control. However, the very issue of organizing people into different sections by the Derg served only one purpose – to exert control over them. (Clapham in Bisesware, 2011).

Nevertheless, the status of women during the military regime was in a relatively more progressive position than the imperial era (Ayrorit, 2013). Women's associations have changed the composition of their leadership from a few nobilities to that of the mass representatives and broadened their focus upon the rural communities. Likewise scopes of operations have been widened considerably from short term socio-economic needs towards women's political participation (Burgess, 2013).

Though the creation of association and the legal frameworks are believe to increase the women's participation, the women's inaction took its highest level (Biseswar, 2011).

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Most women continue to blame “Red Terror” of the past for their reluctance to take the lead or initiate an agenda of action for the emancipation of women, withdrawing in a state of fear. It has scarred an entire generation of women’s psyches to such an extent that they are still haunted by the thought of that time. It succeeded in subjecting women to state control. It instilled such tremendous fear in them that many became apathetic. After the Red Terror, women and men were turned into silent, non-challenging and apathetic observers of state orders. Voluntarism gave way to involuntary expressions of support for government endeavors. Responding massively to government calls became the safety net left for the individual (Melakou in Biseswar, 2011).

Generally, the Derg’s societal structures left little room for women to explore their agency and pursue their own emancipation independently from the state-led “woman question” paradigm. As a result, Biseswar (2011) concluded that there was no trace of any form of women empowerment supported by feminist leadership or activities in the country during the Derg regime.

2.2.3 EPRDF

After coming to power of the Ethiopian People’s Revolutionary Democratic Front (EPRDF) in 1991, measures have been taken by the government in order to promote gender equality in the political, legal and socio-economic spheres since the adoption of the transition charter. In 1992, a Women's Affairs Office was created within the Prime Minister's Office responsible for coordination and monitoring of Women's Affairs activities at a National level there by creating conducive environment for the implementation of policy at various levels and indifferent sectors. Similarly, Women’s Affairs Bureaus were established at federal, regional and Woreda (district) levels to implement the Women’s Policy and monitor various activities undertaken at regional level.

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Subsequently, a series of legislative and institutional reforms were initiated and implemented since 1993 (that are discussed under the policy review section) through education, employment, advancement of women. Likewise, the establishment of non-governmental organizations and professional associations has played a significant role in bringing changes in the lives of women and make them active participants of the development process.

However, Bisesware (2011) claimed all these new structures had clear roles which mainly included the advancement of the ruling party's interests and he called them as mere instruments to facilitate government directives and policies. He cites eight explanations for the problems he foresees as hindering the women's empowerment and emancipation that emanated from the new structures and the National Policy on Ethiopian Women in due process:

The first major problem emerging from the WAO was directly embedded in its manner of emergence. Bisesware (2011) explained "emergence" should be seen as a key factor in determining its credibility and level of cooperation in society. As to him, WAO was without doubt a political instrument emerging from the ruling EPRDF/TPLF party. This particularity immediately raised suspicion in civil society (a suspicion that could be traced back to the emergence of REWA as the political arm of the Derg regime). As a political instrument, he stressed, the WAO was first and foremost dependent and accountable to the government.

The second problem linked to the WAO emerged from its placement or location within the whole political structure. Placement, as to Biseswar, is crucial, because it can determine freedom, independence, commitment and effectiveness of operation. Given a democratic regime, such a placement would have been the most strategic and ideal positioning because it would imply that it stood at the heart of the state. This in turn would

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provide the WAO with the much needed influence and power to “function as a ‘watchdog’ and be instrumental in influencing the planning process across all development sectors” (Byrne *et al* in Biseswar). It could also exert stronger influence while it links with other government organs and departments throughout the country.

The third problem facing the WAO mentioned to involve its structuring, which exacerbated its already fragile image in society. With autocratic tendencies guiding the political culture in the country, the WAO was equally hierarchically structured. This means that the ministerial Women’s Affairs Bureaus (WABs) and regional Women’s Affairs Departments (WADs) were positioned at a lower level, taking orders from the WAO.

The fourth problem of the WAO, Bisesware (2011) argues to directly link to its low capacity. He mentioned, the initial staffing in the WAO, WABs and WADs had been conducted through the appointment of party cadres, where being a “woman” and a party member was treated as sufficient to head such desks. Their academic expertise, level of education and qualifications in gender issues was never considered significant. This ineptness, as to him, was to be remedied by on-the-job training. With such low levels of gender awareness, commitment to the genuine concerns of women’s empowerment/emancipation was completely missing.

The fifth problem was stated to concern the understaffing of the WAO offices, a situation which placed additional constraints on their institutional capacity. Bisesware (2011) stated that many of the offices were staffed by only one person who was directly appointed, and one “expert”. Some regional branches were even found to lack a focal person. Others, he further claimed, were at loggerheads with recruited staff who refused to become the government’s puppets, claiming that they were given misguided instructions on gender and women’s rights.

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The sixth problem was associated with budgeting. Bisesware (2011) stressed, government budgets remained limited and funds were often diverted to issues of national priority such as HIV/AIDS, poverty reduction, and so on. The WAO and respective WABs and WADs were often left with marginal budgets to manage their affairs.

The seventh problem which he stated to be the most serious shortcomings of the WAO, laid in its focus. After its formation it embarked on a welfarist approach (immediate basic needs relief and service delivery). This approach said to addressed women's issues in isolation from the rest of society and was quite popular in the 1960s. After the 1980s some New Women's Machineries in other countries shifted to a Gender and Development (GAD) approach although, given the situation of each country, many just made a rhetorical shift and continued to practice Women in Development (WID). This as to Bisesware (2011) could be attributed to various factors which generally boiled down to the kind of funds available (most donors and governments are not keen on GAD due to its radical demands for structural changes), capacity (NWMs are often staffed by poorly qualified staff who lack the capacity to move beyond the WID understanding), the unique situation of women in each country (where many are not ready yet to jump the WID-ship), or simply because of the radicalism embedded in GAD that makes it undesired for fear of a backlash. The persistent WID use in the Ethiopian context has led to an increased theorization and marginalization of women's concerns. Even gender mainstreaming tends to be absorbed within this approach (reformist) while in fact its prerequisites are more radical.

The eighth problem, as to Bisesware, found within the structure of WAO was the lack of a feminist base. He said, many employees in this machinery simply lacked the level of critical consciousness and independence due to being mere political appointees with low academic qualifications. Quick-fix training courses were sponsored by the government in an attempt to remedy this situation and treated as a form of capacity building. However, such

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moves carried serious consequences in terms of loyalty and accountability. Their accountability, he underlined, was directed to the ruling party, instead of the women whom they were supposed to represent (Setegn in Bisesware, 2011). These women not only grossly failed to commit themselves to the WID/GAD agenda but they would never dare to take up a radical stance on GAD simply because they cannot challenge the government.. He concluded by questioning the entire existence of the WAO exclaimed “did its mandate really differ from REWA”?

Women’s empowerment/emancipation has never formed a serious part of the Imperials’ agenda. The Derg and latter the EPRDF, captured women’s empowerment/emancipation and steered it to a situation where it does not upset the status quo and the quest for changes remain at a minimum. There were serious flaws within the “woman question” paradigm itself. There seemed to be a gap between theorizing and practice (Bisesware, 2011; Ayrorit, 2013). The gender ideology is thus fully established as universal mainly because of its continuous use where women conform and consent to its practice and where it is not considered as a significant issue to be challenged.

Considering the “historical” data available, women in Ethiopia have always remained on the sidelines with regard to the development of the country (EFDR Constitution, 1994). They have been treated as marginalized and second-class citizens when it comes to participation in education, employment and holding of higher political/decision making powers. On the other hand, though different from regime to regime, they have been granted full rights in relation to education and employment opportunities (Burgess, 2013, Ayrorit, 2013, Bisesware, 2011). Their lack of leadership, critical thinking, feminist consciousness and a clear vision for women’s emancipation, has resulted in them continuing to be sidelined and manipulated. Despite women’s contribution to the overall economic development through both remunerated economic and unpaid domestic activities, they have had limited

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access to employment opportunities in comparison with men (APRM Ethiopia Country Report, 2011). This is due to their limited access to education and vocational training. In particular, their lower educational attainment has direct impact in accessing to formal sector jobs, which ultimately caused the concentration of women in low paid production jobs with limited career prospects. Furthermore, the burden of household chores, lack of exposure and contacts, limited access to information and traditional attitudes are also some of the causes that limit women's aspirations (Biseswar, 2011). There are a number of barriers that influence women's empowerment/participation in education and employment (Ayorrit, 2013). The next section briefly explains these barriers.

2.2.4 Women Empowerment Barriers

Socio-cultural and economic constraints

It is known that the unequal status of women in Ethiopia has resulted from the socio-cultural norms which are deeply entrenched in society (MoFED, 2012). The existing socio-cultural practices played a great role not only for women's oppression but also were a major obstacle to their empowerment (Ayorrit, 2013). Such societal norms are likely to impede women's access to full citizenship as they prescribe different treatment for men and women. Deeply gendered socio-cultural norms, sex-stereotypes, harmful traditional practices, and patriarchal ideologies limit women's chances for successful educational pursuits and confine their rights. Women in Ethiopia traditionally have been consigned to strict societal roles that limited their activities to household chores and childcare activities while men perform activities outside home. In particular, women in the rural areas are heavily burdened in the household as they are expected to wake up so early, to clean, get children ready for school, do the cooking, washing and sacrifice their carrier and aspirations (Ayorrit, 2013). As is the case in other patriarchal structures, women in Ethiopia are similarly expected to play sex-stereotype roles that have marginalized them to low-wage jobs and denial of access to

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education. Women's lack of access to higher education and their concentration in caretaker jobs are important explanations for their economic and social subordination (Lindsey, 2005; Ayrorit, 2013; Walby, 1990).

Culture

As it is observed in any traditional society, the Ethiopian culture takes its roots by highly differentiated femininities and masculinities, and the valuation of masculinity above those of femininity (Bisesware, 2011). Ideas about Masculinity and femininity are to be found in all areas of social relations; to make up the patriarchal structures by representation of gender, which is part of the process that makes up cultural notions which individuals come to adopt personal identities as masculine or feminine, and how the content of these are determined (Walby, 1990. P.90). She further explains the most traditional approach to sexual difference is to see masculine and feminine identities as reflecting biological structure of bodies, hormones, muscles and geneses. The discourse of femininity defined women as being contained within the family, and marriage was a central ambition. The feminine ideal was one of selflessness, fragility and dependence on a husband or father. This involved the absence of work outside the home for money. Philanthropy, which might appear as work outside the house, did not transgress the feminine ideal because it did not involve payment. Masculinity, on the other hand, involved an orientation to the outside world, beyond the family and household. Further explains women faced a dilemma over the stigmatizing consequences if they entered activities in the 'male' or 'public' sphere (Walby 1990).

Socialization of such gender role is considered to take place primarily during childhood, during which boys and girls learn the appropriate behavior for their sex (Lindsey, 2005). Masculinity entails assertiveness, being active, lively and quick to take the initiative. Femininity entails cooperativeness, passivity, gentleness and emotionality. Training in one or the other set of gender attributes is considered to start from birth in every aspect of their

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lives, encouraged or discouraged from greedy feeding. Socialization proceeds with a set of rewards and punishments, ranging from changes in tone of voice to physical chastisement (Lindsey, 2005). Although the set up of sex-role stereotypes varies between cultures, all share women's inferior position in common. Sex-role stereotypes are well established in early childhood. The male child is valued more than the female child by the parents, siblings and the community. In other words, traditional practices and religious norms discriminate women from infancy throughout their lifetime (Ayrorit, 2013).

To this end, Ethiopian women too live under conditions where group identity is strongly promoted. They are expected to abide by their cultural practices and strive for the common good of all women and men in society and not individual women's desires alone (Biseswar, 2011). Therefore, educating girls were also seen as Westernizing, undermining men's natural superiority (Ayrorit, 2013). Given the time frame and context of Ethiopian society, women rarely deviated from the norm. The risk of becoming an outcast in their community contributed to their compliance to practices that directly undermined their own rights. They simply had no choices. The community (often within a religious cultural setting), was after all seen to provide security and protection.

However, Αψροριτ (2013) εμπηασιζεδ, it is not only stereotypes, religious indoctrination or fear of alienation that keeps such traditional and cultural perceptions of women intact, it should also be attributed to the women themselves who have failed to make an ideological departure from this and transform themselves. It is known that women abide by social control (obey social rules) even when no sanctions would follow. It is a matter of an internalized hidden audience that enforces the rules □ πατριαρχηψ.

Patriarchy

Patriarchy is a system in which the role of men is considered as supreme and authoritative in the social organization of society. Walby (1990, P. 20.) defined patriarchy as

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a system of social structures and practices in which men dominate, oppress and exploit women. By social structure she intends to avoid the biological determinism and the notion that every individual man is in a dominant position and every woman in a subordinate one. Emphasizing on structures to have causal effects upon each other, both reinforcing and blocking, but are relatively autonomous, she further explains the need to conceptualize patriarchy at different levels of abstraction. At the most abstract level, she further explained, it exists as a system of social relations i.e. capitalism, racism etc. At a less abstract level patriarchy is composed of six structures: (1) the patriarchal mode of production, (2) patriarchal relations in paid work, (3) patriarchal relations in the state, (4) male violence, (5) patriarchal relations in sexuality and (6) patriarchal relations in cultural institutions. Defining structures as emergent properties of practices, Walby further explained concretely that in relation to each of the structures, it is possible to identify sets of patriarchal practices which are less deeply sedimented.

As “Culturally-imposed meanings are deep-rooted, taken-for-granted, unexamined and dominant while experimentally-acquired meanings are closely felt, experienced, intimate and uniquely interpreted” (Kasper in Biseswar, 2011), and due to the long lived patriarchal structures in the country women in Ethiopia are highly socialized to accept and live by the rules and regulations that defined their responsibilities and status, that obviously is their subordination. Moreover, Biseswar (2011) stated lack of a feminist consciousness in the women’s part further aggravates the neglect and exclusion of women and gender issues from policies to practical levels. And it is precisely what deliberately nurtured and taken for granted thinking of men know “what is best for women”. Given the historic situation, the question is now whether there is enough effort and space in the Federal Civil Services to change the status of women civil servants to venture on the paths of feminism and whether they are willing to do so?

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Both Ayrorit (2013) and Biseswar, (2011) underlined on the needs to be understood that women's agency is a historical, patriarchal product which places great restrictions on their freedom aimed at maintaining the status quo. It is encoded in their subjectivity. This causes the independent choices women make to lack freedom, and is influenced by the patriarchal setting that determines what is normal and just. Consequently, they showed how the women's agency is not independent, but highly indoctrinated.

As a result, they lined out that how women's subordination is unconscious process, meaning that women do not realize that they willingly play into the hands of patriarchal rule and powers. They cannot realize that because patriarchy is overwhelming and embedded in every part of the societal fabric from schools, to workplaces, to societal gatherings and families. That is to say, customary and religious laws, which are based on the ideologies of the patriarchal order largely, promote women submissiveness.

Religion

Eck and Jain in Ayrorit (2012) stated that the English word "religion" comes from the Latin *religio* which means "to bind". They see religion thus "as the bond of kinship which binds together, or binds people to god". They add that religion includes meaning-making, image-making and the creation of an ordered world, a cosmos. This ordered world, as Ayrorit (2013) discussed, includes various forms of social relations, including gender.

As the dominant religious group in Ethiopian society, Orthodox Christianity was proclaimed the principal source of religious cultural identity of the nation to the point of fusion with the political power of the state (Bahru, 2002). Within Islam, women were equally marginalized and removed from public and religious lives. They were segregated into separate quarters for prayers, kept religiously illiterate and not allowed to take up leading roles in Islam (Ayrorit, 2013).

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Historically, the church also held the monopoly over traditional education. This form of education was also reserved for boys from the nobility and remained so throughout the historical periods in Ethiopia. The church was not private, neutral or objective in its teachings. It had a strong interest in the preservation of the status quo and controlled the ideological base of the country by not only providing the state with religiously educated staff but also advising the state (or emperor) on political matters.

Women within the patriarchal Christian and Islamic religions has no access to Church or Islamic education (Zenebework, and Pankhurst in Bisesware, 2011) Instead, they found their individuality and independence curbed, a situation still prevalent at present. Changing realities, including the legal environment and global exposure, have little impact on these traditional perceptions. They are in fact so embedded in the day-to-day lives of women that very few nuances remain that could eventually lead to change.

With the introduction of modernization during the regime of Emperor Haile Selassie, the patriarchal Orthodox Church was a strong resistant to modern education especially against the education of women. However, some inroads for women's education were created, benefiting a few noble, elite women.

Given the powers of religion that were protected by the state, its influences on women were all-encompassing. In this regard Antrobus in Biseswar (2011) accuses religion of robbing women of their agency and making them into mere puppets who act in accordance with biased internalized religious social norms reproducing their own subordination. Religion denies women individuality and denies them an independent opinion. The worst part of indoctrination is not only that converted women will believe anything they are told by their religious leaders, but they actively start defending those. Such total surrender and devotion often emerges from the "fear" cultivated by religion, where people become afraid to

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challenge or question it. Religious illiteracy is further used to indoctrinate women on their ascribed roles and responsibilities in society (Biseswar, 2011).

Despite the separation between state and religion, religious influences are historical and form part of women's stock of knowledge. Such consciousness is difficult to counter and this explains why women willingly abide by practices that prevent their emancipation.

Structural and political barriers

Like in many developing countries, women in Ethiopia face structural and political barriers that hinder their rights to equality in the social, economical and political sphere. In addition to cultural and customary barriers, negative attitudes and sex-stereotyped perceptions as reviewed earlier; gender inequality has also been attributed to structural and political barriers (Ayorrit, 2013). Ayorrit identified four shortfalls in this regard, that include firstly, lack of accessibility and affordability to major information sources and bureaucratic barriers preventing access to information to women. For example, access to the radio, TV and the internet remains low in Ethiopia, particularly in rural areas which, she explains, makes many women ignorant of the existence of laws that recognize their rights and can be invoked for their protection.

Secondly, adherence to traditional roles and discriminatory attitudes that often starts within the family then further reinforces by the media and the school. Such portrays of men and women may have a significant influence on children's development. This stereotyping also emphasizes the tendency for decision-making and leadership positions to remain the domain of men and further strengthens male supremacy in the public arena.

Thirdly, the underrepresentation of women in most levels of government structures and in leadership positions especially in ministerial and other executive bodies have prevented them from having a significant impact on many key institutions of the government.

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Finally, and most importantly, is the failure to actively engage men in gender equality work. Gender has long been seen as women's responsibility and gender equality as women's agenda. This has been demonstrated in various occasions related to gender. Therefore, Ayrorit suggested active engagement of men is crucial for the promotion of gender equality in a sustainable manner as gender equality is not possible without the active involvement and support of men. It is stated that "Unless men's practices, attitudes, and relations change, efforts to promote gender equality will face an uphill struggle" (Ruxton in Ayrorit, 2013).

Legal challenges

Sex-based discriminatory practices in Ethiopia did exist not only in the traditional and cultural practices of society, but also were affirmed in the legal system. Such discriminatory laws were repealed since 1994 after the promulgation of the FDRE constitution. (Please refer, Legal reforms part) However, as the damages done were not easy to adjust up to present, almost all the legal and structural instruments remained on paper and served tokenism that practice.

2.3 Civil Service

A paper produced by Adebabay (2011. P.2) presents civil service as follows:

The civil service is the lifeblood of any government. It is because; the implementation of government policies and strategies is highly dependent on the courage and passion of civil service. When the capacity of the civil service to discharge its responsibility is low, the implementation of government policies and strategies will fall in a trap.

He further states that the civil or public service is broadly defined as those employees of the state who are covered by the national and civil service laws. In Ethiopian context Civil servants are government employees that are governed by the Federal Civil Servant's Proclamation number 515/2006. The public service as a profession, it developed and espoused the value of probity, neutrality, and fairness, among many others. It has embraced

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the merit principle in setting up career structures from recruitment to promotion (Adebabay, 2011).

The Ethiopian Civil Service was said to establish formally during the reign of Emperor Menelik II in 1907, with the aim of ensuring orderly and efficient arrangement for the workings of government (Getachew and Common, 2006).

Evolving through different structures and proclamation with the change of governments, the Ethiopian civil service adopted merit principles that ascertained professionalism. The new structure was created with proclamation No. 691/2010 where the Ministry of Civil Service was given the powers and duties, among other things, to ensure that a competent and effective civil service is established; ensure that the recruitment and selection of the federal civil servants is based on merit system, ensure that competence and performance related pay and reward system is established for the civil service; evaluate its effectiveness and make necessary adjustments; and follow up and ensure the proper enforcement of federal civil servants' administration laws. Loyalty, neutrality, transparency, diligence, punctuality, effectiveness, impartiality are the guiding values of the Ethiopian Civil Service.

The centralized civil service structure was changed with the federal state structure and power is devolved to the regions to create their own civil service Bureaus. The Federal Civil Service Ministry, overtaking the mandates given to the Civil Service Agency, is mandated to manage civil service under the federal structure with the powers and duties to supervise the implementation of this Proclamation, regulations and directives issued. In exercising its powers, the Ministry is given the right to examine files and other records by sending inspectors to government institution or by ordering them to submit such files and records; require the concerned official or other civil servants to give oral or written explanation. Where it discovers that the law is infringed or a discriminatory act is committed it has the

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right of ordering the rectification of the irregularities; suspend the execution of the matter until decision is made thereon; cause the taking of administrative measures against the official or the civil servant responsible for the act.

The Federal Civil Servants Proclamation (Proclamation No. 515/2007) stipulates equal pay for equal work and nondiscrimination among job seekers or civil servants in filling vacancies because of their ethnic origin, sex, religion, political outlook, disability, HIV/AIDS or any other ground are decreed in the proclamation. In this civil service proclamation, it was also stated that a vacant position shall be filled only by a person who meets the qualification required for the position and scores higher than other candidates. However, in recruitment, promotion and deployment preference shall be given to: a) female candidates; b) candidates with disabilities; and c) members of nationalities comparatively less represented in the government office, having equal or close scores to those other candidates.

A pregnant civil servant, according to the proclamation, is given an entitlement to paid leave for medical examination in accordance with a doctor's recommend throughout her pregnancy period. She might also have a paid leave before delivery if recommended by a doctor. Moreover, a period of 30 consecutive days of maternity leave with pay preceding the presumed date of her confinement and a period of 60 consecutive days of maternity leave after her confinement. If the pregnant civil servant delivers before the completion of the first 30 days prenatal leave, the unused prenatal leave will be granted after her confinement.

The Civil Service proclamation clearly states the necessity of training to improve the civil servants capability and attain better performance or to prepare them for higher responsibility based on career development. This responsibility is bestowed upon the institution. It states that:

The government institutions shall have the duty to identify the training needs of the institution and the civil servants and to prepare plans and budget for training and thereby ensure that civil servants receive the necessary training and furnish information thereon to the Agency (Proclamation 515/2007. P. 3558).

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The Proclamation has parts that regulate the disciplinary action with the objectives of rehabilitating a delinquent civil servant when she can learn from her mistakes and become a reliable civil servant. Accordingly, depending on the gravity of the offence, it classifies penalties may be imposed on a civil servant for breach of discipline, i.e. oral warning; written warning; fine up to one month's salary; fine up to three month's salary; down grading up to the period of two years; and dismissal in their sequential manner. Out of these the first three are classified as simple disciplinary penalties while the later three are classified as rigorous penalties. It further states that a civil servant, who is demoted in disciplinary penalties, shall be reinstated to her former position at the lapse of the period of punishment to a similar available vacant post, without any promotion procedures.

2.4 International, Regional and National Legal and Policy Frameworks for Women Empowerment

2.4.1 International Instruments

The need to ensure equality of women and men reserved international attention since the establishment of the United Nation. The preamble of the United Nations Charter (1945) states the determination of the Peoples of the United Nations to reaffirm faith in fundamental human rights, in the dignity and worth of the human person, in the equal rights of men and women and of the nations' large and small.

Based on the UN Charter's equality principle, the Universal Declaration on Human Rights of 1948 stressed states determination to promote social progress and better standards of life in larger freedom. Article 21 of the declaration ensures the right to take part in the government and the right of equal access to public services for everyone.

Declaration on the Elimination of all forms of Discrimination Against Women in 1967 and the Convention on the Elimination of all forms of Discrimination against Women

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(CEDAW) of the 1979 are the legally binding instruments dealing exclusively with human rights of women to equality and non-discrimination, the rights already been enshrined in the major human rights instruments.

Article 7 of CEDAW (1981) reinforces that state parties shall take all appropriate measures to eliminate discrimination against women in the political and public life of the country and, in particular, shall ensure to women, on equal terms with men, the right to participate in the formulation of government policy and the implementation thereof and to hold public office and perform all public functions at all levels of government and to participate in nongovernmental organizations and associations concerned with the public and political life of the country.

The United Nations Millennium Development Goals (MDG) devising different goals expected to be accomplishing by the year 2015, identified Women Empowerment and Gender Equality to be one of the agenda in its poverty reduction. It takes closing of gender gaps in education, the share of women in wage employment and the proportion of political seats held by women as indicators. Goal three in the UN MDGs includes the following resolution:

To promote gender equality and empowerment of women as effective ways of combating poverty, hunger and disease and to stimulate development that is truly sustainable” (UN Millennium Declaration 55/2, 2000. P. 5).

2.4.2 Regional Instruments

African Union (AU), in Article 4 (L) of the Constitutive Act specifically provides that the African Union shall function in accordance with the promotion of gender equality, thereby making the promotion of gender equality one of the goals of the AU (AU, 2009). It has adopted different protocols like Protocol to the African Charter on Human and People’s Rights, the Rights of Women in Africa, the Solemn Declaration on Gender Equality in Africa (SDGEA, 2004), The Road Map for the African Women’s Decade: 2010-2020 (AUWGDD,

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2009) and the Post Conflict Reconstruction and Development adopted by the Heads of State and Government in 2006, and the Gender Policy. Locating gender machinery in the office of the Chairperson of the Commission, it plans to ensure that the principle of promoting gender equality is adhered to and to facilitate gender mainstreaming with the Commission itself and the AU as a whole (AU, 2009).

Ethiopia has ratified a number of international and regional human rights instruments including the International Convention of Civil and Political Rights (ICCPR), Convention on Economic and Social and Cultural Rights (CESCR), the Child Rights Convention (CRC), Convention for the Elimination of All forms of Discrimination against Women (CEDAW), The Beijing Platform for Action (PFA), Convention against Torture, and the African Charter (PMWASS, 2004, Fikremarkos Merso, year not stated).

2.4.3 National Instruments

Policy Framework:

The Federal Democratic Republic of Ethiopia has demonstrated an unequivocal commitment to addressing gender inequalities that deter long lasting changes and equitable development by creating conducive legal, administrative and policy environment in the country (MoFED, 2011).

A range of policies emphasize the critical role of gender, including the Transitional Charter (1991), National Policy of Ethiopian Women (1993), National Population Policy (1993), the Health Policy (1993), the Educational and Training Policy (1994), the Constitution (1995), the Development and Social Welfare Policy (1996), the Culture Policy (1997), Natural resource and Environmental Policy (1997), the Agricultural Development Led Industrialization Strategy (2001), and others. Many of these policies explicitly call for

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the elimination of discrimination against women and promote women's equal participation and benefit of economical, political, social and leadership in all sectors.

Formulated in 1993, the main aim of the National Policy on Ethiopian Women is to address gender inequality in social, economic and political areas, and to devise major strategies to address gender issues in the country. It has also an objective of facilitating conditions conducive to the speeding up 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, to ensure that their human rights are respected and they are not excluded from the enjoyment of the fruits of their labour or from performing public functions and being decision-makers. Improving the level of income of women by facilitating opportunities and woman-friendly conditions in the workplace was stated to be a priority area. Eliminating prejudices and customary practices that promote the idea of male supremacy to enable women to access public resources, to hold public office and to participate in the decision making process at all levels was among the three objectives (Women Policy, 1993).

The Development and Social Welfare Policy (1996) based on the principles of equality and justice, it particularly targets on gender issues among others. It is envisaged to create a harmonious environment by eliminating harmful traditional practices like abuses (both verbal and physical) and neglect. It also targets to eliminate all forms of discrimination against women with respect to technical training, formal sector employment, and working conditions, as well as access to healthcare services. The policy promotes conditions that enable low-income women to lighten their workload and play a meaningful role in the social economic and political life. The policy describes that one of the major causes of social problems is the economic dependence of women. The policy also articulates that the issue of gender should be mainstreamed in all programs, projects, and services.

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Ethiopia's national development framework, Plan for Accelerated and Sustained Development to End Poverty (PASDEP) states that "unleashing the potential of Ethiopian women" is one of the key areas identified in the fight against poverty. According to PASDEP, promoting gender equality is an essential part of the development strategy that aims to enable all people – men, women, boys, and girls - to escape poverty and improve their standard of living (MoFED, 2006).

The Growth and Transformation Plan (2011 – 2015) has taken gender equality and women empowerment as one of its eight pillars.

Legal Framework:

Owing to the international community's focus on women empowerment and the national system change in relation to peoples economic, political and human rights, significant legal measures have been taken by the Government to address gender inequality in all spheres, of which the major ones are the following:

The Ethiopian Constitution granted the right of affirmative action to its women citizens. Article 35, No.3 states:

The historical legacy of inequality and discrimination suffered by women in Ethiopia taken into account, women, in order to remedy this legacy, are entitled to affirmative measures. The purpose of such measures shall be to provide special attention to women so as to enable them compete and participate on the basis of equality with men in political, social and economic life as well as in public and private institutions (EFDR Constitution, 1994. P. 93).

The Article also reiterates principles of equality of access to economic opportunities, including the right to equality in employment and land ownership. Moreover, Article 25 of the EFDR Constitution guarantees all persons equality before the law, and prohibits any discrimination on grounds of gender.

International and regional conventions ratified, protocols signed, agreements and commitments entered are integral part of the law of the land -the 1995 EFDR constitution.

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The constitution has provision in this regard. Articles 25, 34, 35 and 89/7 of the constitution affirm equality in all spheres and protect the fundamental rights of women. The constitution has basic provisions that are instrumental to redress the legacy of inequality women suffered.

The revised Federal Civil Servants' proclamation No. 515/2007 ensures women's constitutional rights to affirmative action concerning recruitment, promotion, deployment, training and the creation of violence free working environment, which is free from sexual violence. It also offers maternity leaves of one month before delivery and two months thereafter.

Institutional framework:

The National policy on Women entails institutional mechanism put in place to efficiently and effectively implement the policy and legal frameworks mentioned above. The Women's Affairs Office was first setup at the Prime Minister's office, has now evolved into a full-fledged Ministry of Women, Youth and Children Affairs with its own budget and human and material resources. The Ministry is a member of the council. Proclamation No. 691/2010 gives the following mandate to the Ministry.

- (1) Create awareness and movement on the question of women, children and youth;
- (2) collect, compile and disseminate to all stakeholders information on the objective realities faced by women, children and youth;
- (3) ensure that opportunities are created for women and the youth to actively participate in political, economic and social affairs of the country;
- (4) encourage and support women and the youth to be organized, based on their free will and needs, with a view to defending their rights and solving their problems;
- (5) design strategies to follow up and evaluate the preparation of policies, legislations, development programs and projects by federal government organs to ensure that they give due considerations to women and youth issues;
- (6) undertake studies to identify discriminatory practices affecting women, facilitate the creation of conditions for the elimination of such practices, and follow up their implementation;
- (7) devise means for the proper application of women's right to affirmative action guaranteed at the national level and follow the implementation of same;
- (8) ensure that due attention is given to select women for decision-making positions in various government organs;
- (9) follow up the implementation of treaties relating to women and children and submit reports to the concerned bodies (Proclamation No. 691/2010. pp. 5656-7.).

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Women's machineries are also established at different levels to coordinate gender activities undertaken nationwide. These machineries established in the sector Ministries are accountable to their respective Ministries. Their major responsibility is to mainstream gender in their respective sectors.

Gender mainstreaming is a commitment that countries made at the Fourth World Conference on Women held in Beijing, China in 1995. A component of gender mainstreaming as to Emebet (n.d.) include activities undertaken to address gender in different policies, plans, and programmers, as well as any effort of facilitation to address gender issues in various initiative.

The women's machineries in sectors have working relationships with the Ministry of Women's Affairs. The women's affairs departments and bureaus share their quarterly and annual progress reports while the ministry provides capacity building support to these institutions like training. Annual forums are held to share experiences and map out future directions for gender activities in the country.

2.5 Ethiopian Women Empowerment and Gender Equality

Report/Research Review:

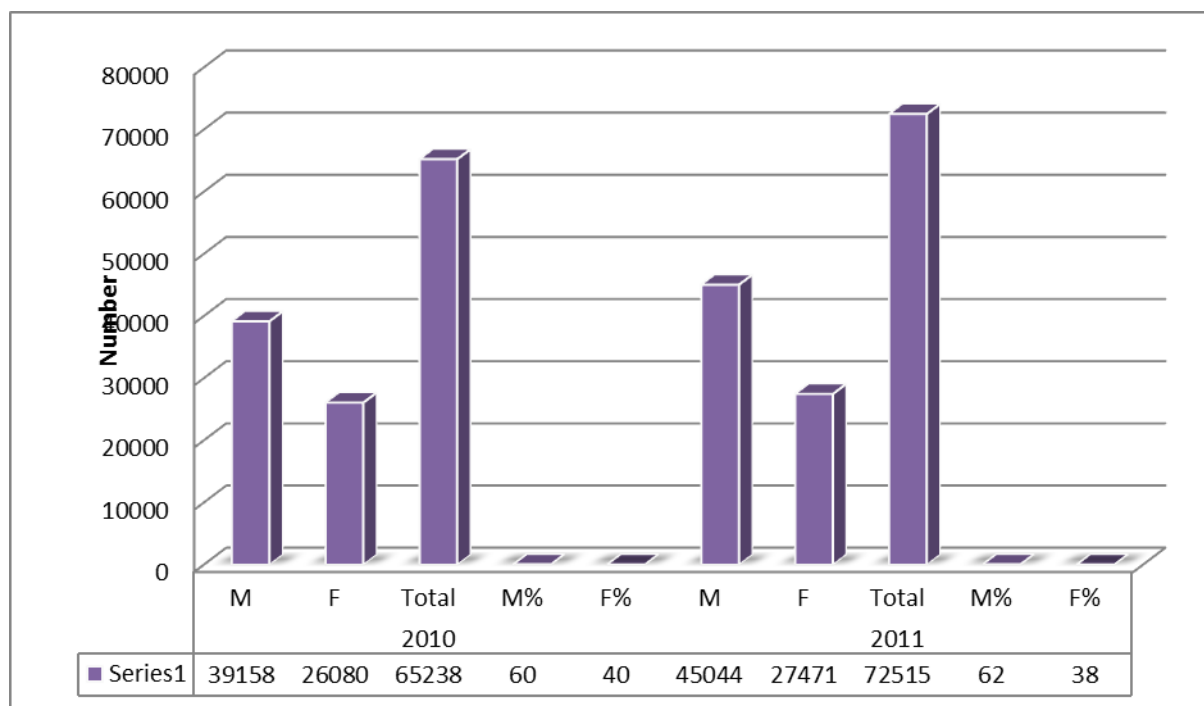
As literatures confirm, Women Empowerment can be measured by the percentage of women in professional, technical, managerial and administrative jobs, the research tried to establish facts on the women's status in the Ethiopian Federal Civil Services structure as a clear demonstration of the levels women's status and of women empowerment practice and its effectiveness. To this end, the following are summary of the Human Resources Statistics issued by the Ministry of the Federal Civil Service (2011) which identifies the overall status of the Ethiopian civil servant women in relation to their male counterpart under different

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category. The Statistics show the profile of the Federal Civil Service Position held by each gender as of the end of 2011.

Out of the total Federal Civil Servant occupational positions in the year 2010, 60% were held by male while the total position held by female were only 40%. After a year, which is the end of the first year after the GTP, even though there was an increase of nearly 11% in the total Federal Civil Service positions, the proportion of the women’s share decreased by 2% while the positions held by male increase by the same amount (2%) (see Figure 2).

FIGURE 2
FEDERAL CIVIL SERVICE PERMANENT EMPLOYEES
SUMMARY IN 2010 AND 2011



Source: Human resources statistics issued by the MoFCS (2011).

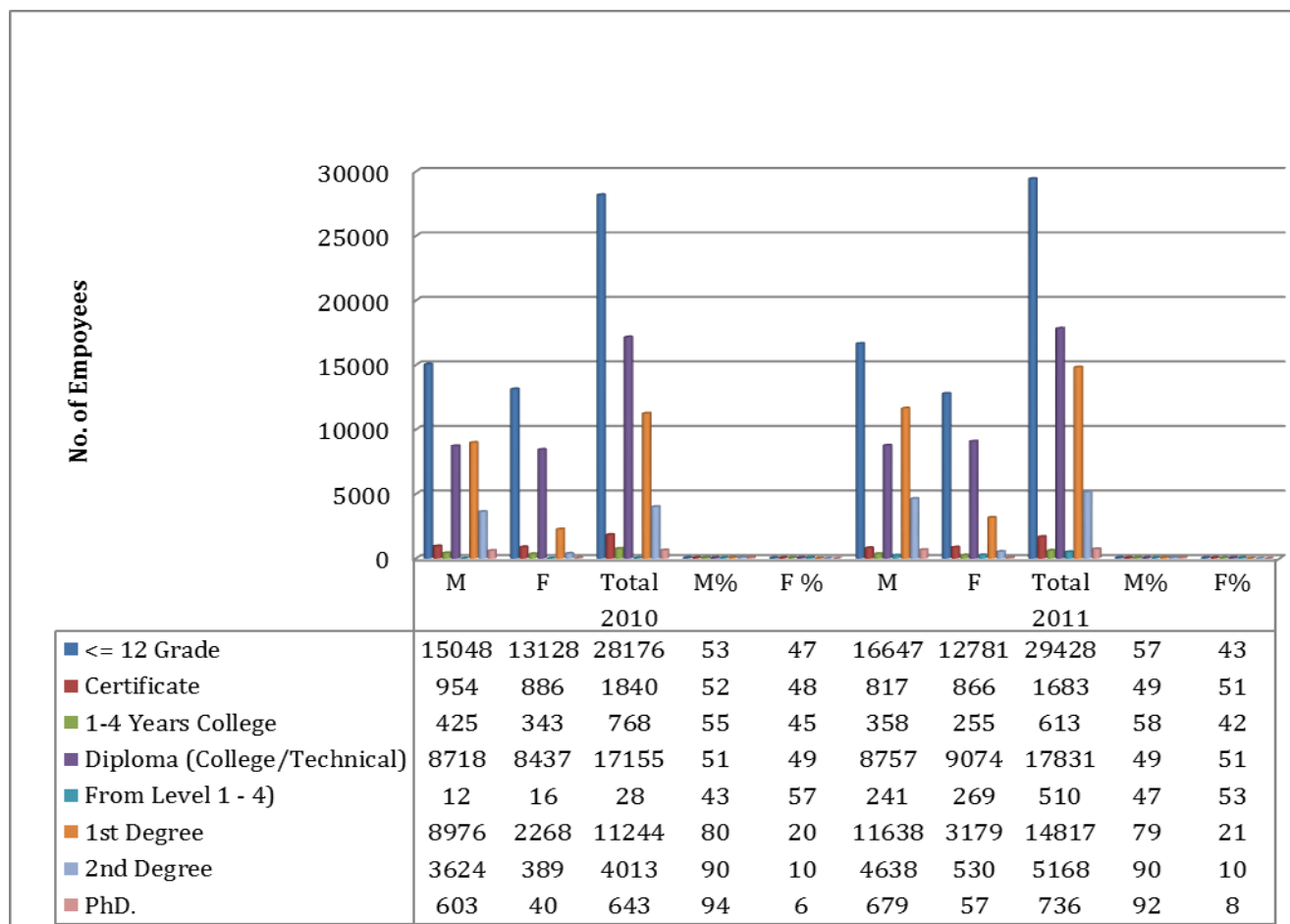
In order to elaborate the distribution of the women civil servants’ position in relation to their asset endowments, the research focused on reviewing the sample population from different perspective. Therefore, the total Federal Civil Service work force population figure

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showed above will be re-examined using asset measurements like, educational background, type of service, age, years of experience and level of income.

The Figure below demonstrates the civil servant women’s educational status decreases while one moves from the bottom to up. However, compared to the 2010 with 2011 educational status, there was an increase of 2% percent in the PhD and Diploma holders and certificate by 3% respectively. On the other hand, there was decrease in percentage of the remaining educational status up to 4%. The final two higher educational levels, 2nd degree and PhD were shared 90 to 10 and 92 to 8 Percent by each gender in the year 2011 (see **Figure 3** below).

FIGURE 3
FEDERAL CIVIL SERVICE PERMANENT EMPLOYEES
STATISTICAL SUMMARY OF 2011 VERSUS 2010 BY LEVEL OF EDUCATION

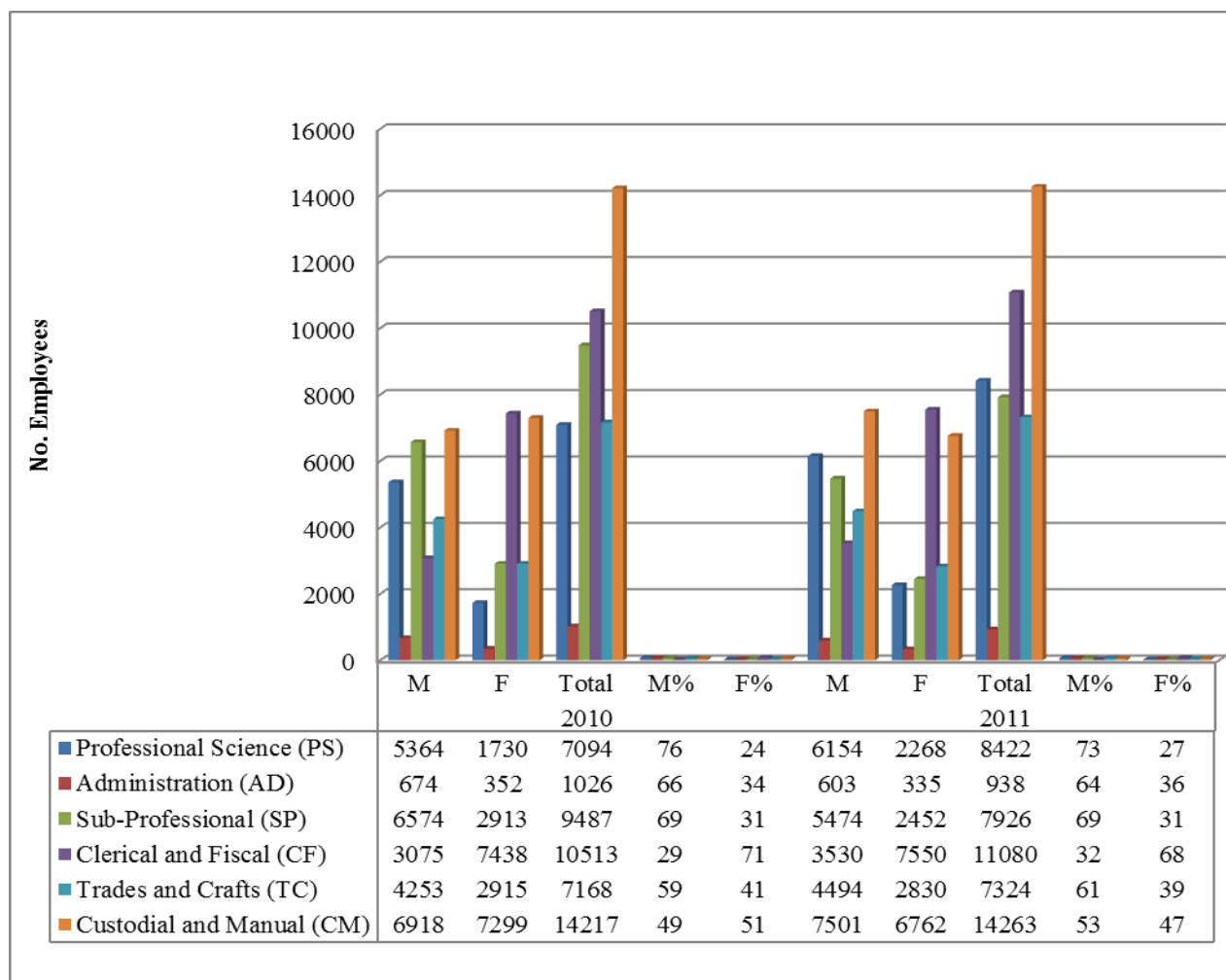


Source: Human resources statistics issued by the MoFCS (2011).

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The next Chart demonstrates the combination of civil service task force by position. Though there is a 3% decrease in 2011 compared to the 71% in the year 2010, the women civil servants are highly concentrated on the clerical and fiscal (CF) positions. The next position where there is large concentration of women is in Custodial and Manual (CM) 47%. When reviewed from lower level support position up to professional, the same low concentration of women at the higher positions repeats itself here. Even if there were 1328 additional posts of the PS in the year 2011, 790 (59.5%) was occupied by male while female filled the remaining (See **Figure 4**).

FIGURE 4
FEDERAL CIVIL SERVICE PERMANENT EMPLOYEES
STATISTICAL SUMMARY OF 2011 VERSUS 2010 BY TYPE OF SERVICES



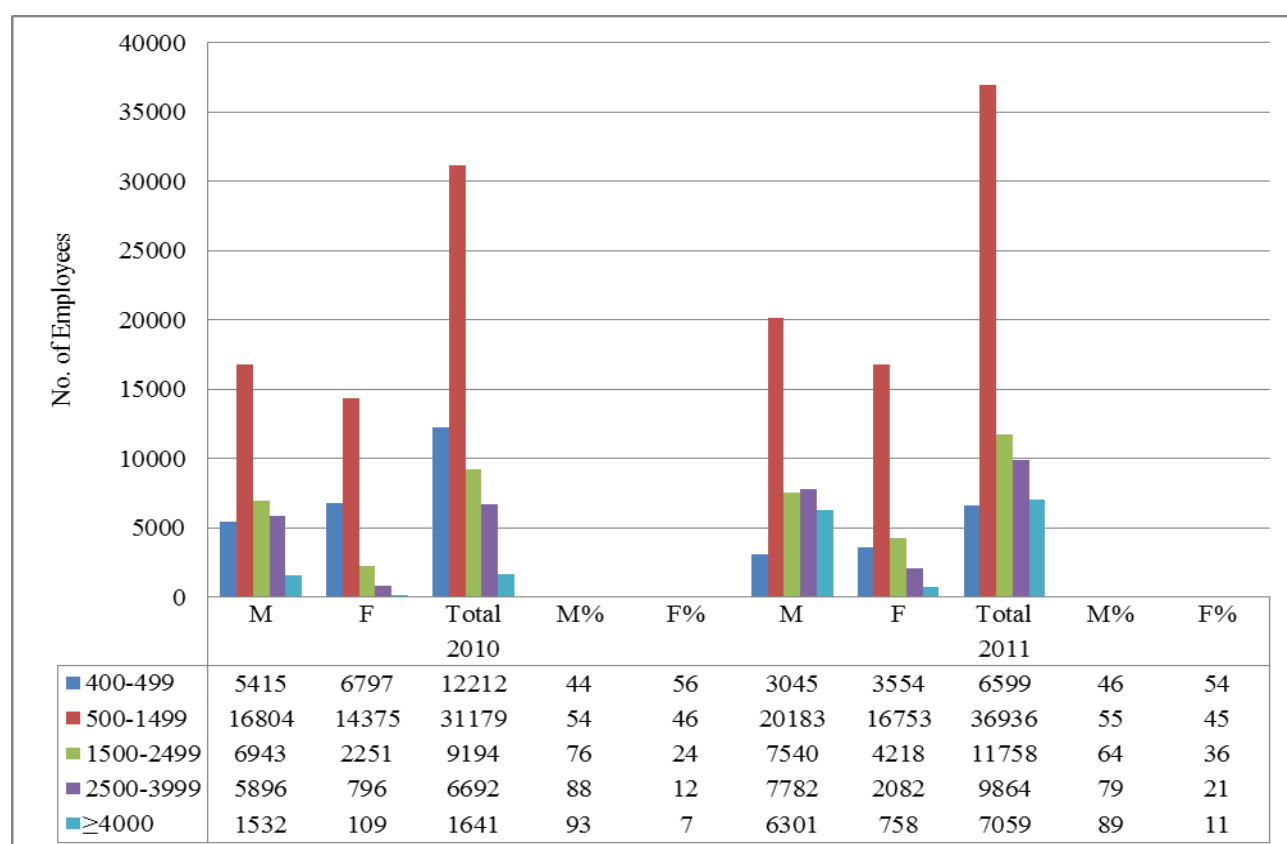
Source: Human resources statistics issued by the MoFCS (2011).

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Consistent with the trend exhibited in other Charts, here also women civil servants under the federal structure situated in position attached to lower income. Out of the 27,471 (100%) female civil servants 3,554 (13%) earn 400.00 – 499.00; 16,753 (61%) earn 500.00 – 1499.00; 4,218 (15%) earn 1500.00 – 2,499.00, 2,082 (8%) earn 2500.00 – 3999.00 and 758 (3%) earn ≥ 4000.00 whereas out of the total 45,044 (100%) male civil servants 6,301(14%) earn ≥ 4000.00 ; 7,782 (17%) earn 2500.00 – 3999.00; 7,540 (17%) earn 1500.00 – 2,499.00; 20,183 (45%) 500.00 – 1499.00; and 3,045 (7%) earn 400.00 – 499.00. Though the highest concentration of civil servants lies under next low pay rates, 500.00 – 1, 4900.00 percentages of female holds the lions share here. The salary scale which is equal or greater than 4,000 also can be taken as indicators for the number of male and female in the decision-making status or at the senior expertise positions: 89% are male while 11% are female.

FIGURE 5

**FEDERAL CIVIL SERVICE PERMANENT EMPLOYEES
STATISTICAL SUMMARY OF 2011 VERSUS 2010 BY SALARY RANGE**

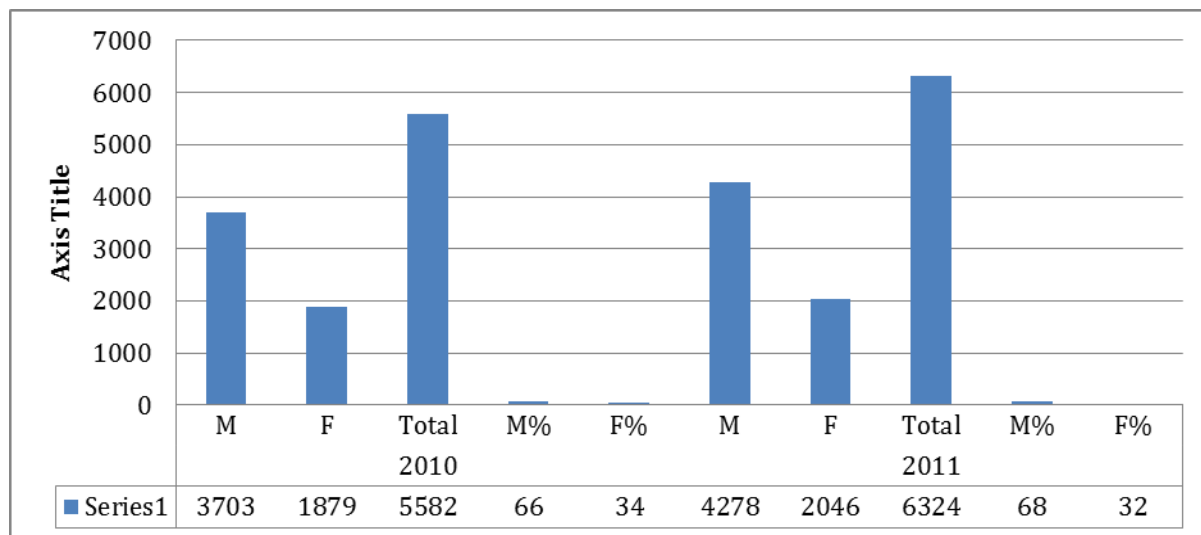


Source: Human resources statistics issued by the MoFCS (2011).

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From the table below, one can easily identify that there is high level of inequality in employment opportunity. Moreover, from an equal baseline in 2010, there is a decrease of 2% in recruitment even if, 742 more job opportunities were created in the first GTP year (see **Figure 6** below).

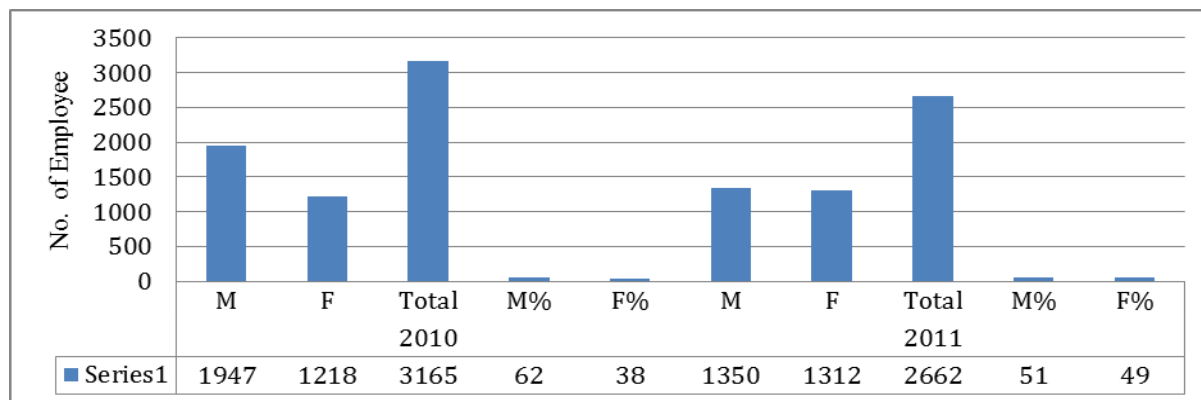
FIGURE 6
FEDERAL CIVIL SERVICE PERMANENT EMPLOYEES
STATISTICAL SUMMARY OF 2011 VS 2010 BY NEW RECRUITMENT



Source: Human resources statistics issued by the MoFCS (2011).

Promotion opportunity is found to be the only value that shows relatively positive progress. Though chances for promotion decreased by 503 in 2011 versus 2010, there is 11% increase in the chance of female civil servants. But the figure was still low compared with chances enjoyed by male.

FIGURE 7
FEDERAL CIVIL SERVICE PERMANENT EMPLOYEES
STATISTICAL SUMMARY OF 2011 VERSUS 2010 BY PROMOTION

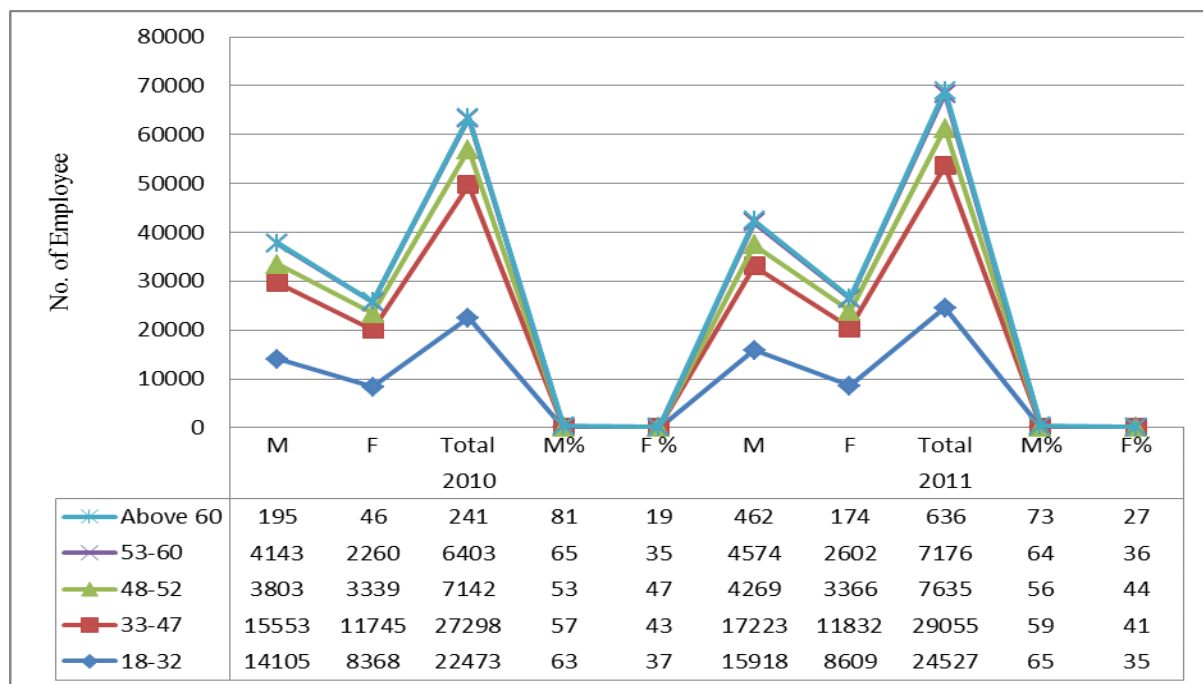


Source: Human resources statistics issued by the MoFCS (2011).

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Reviewing the employees under their age category also shows a decreasing tendency in percentage in the year 2011 on the productive age category while there is a relative increase in the older age.

FIGURE 8
FEDERAL CIVIL SERVICE PERMANENT EMPLOYEES
STATISTICS OF 2011 VS 2010 BY AGE



Source: Human resources statistics issued by the MoFCS (2011).

When viewing the general Federal Civil Service in its type of education, the major asset that makes a big difference in the occupational status of both men and women, it is easy to understand the gap. From the chart below the majority of female civil servant rests on from reading and writing to 12th grade, the concentration of female here is only 43% while male hold 57%. Out of the total workforce, 58% of female civil servants have educational background of Accounting, Book keeping and Secretarial Science Diploma. In comparison to female, the educational level of male civil servants is high in “other not stated elsewhere classified” and “not stated” types. But this seems not to matter as the male’s figure always appears higher in any other assets.

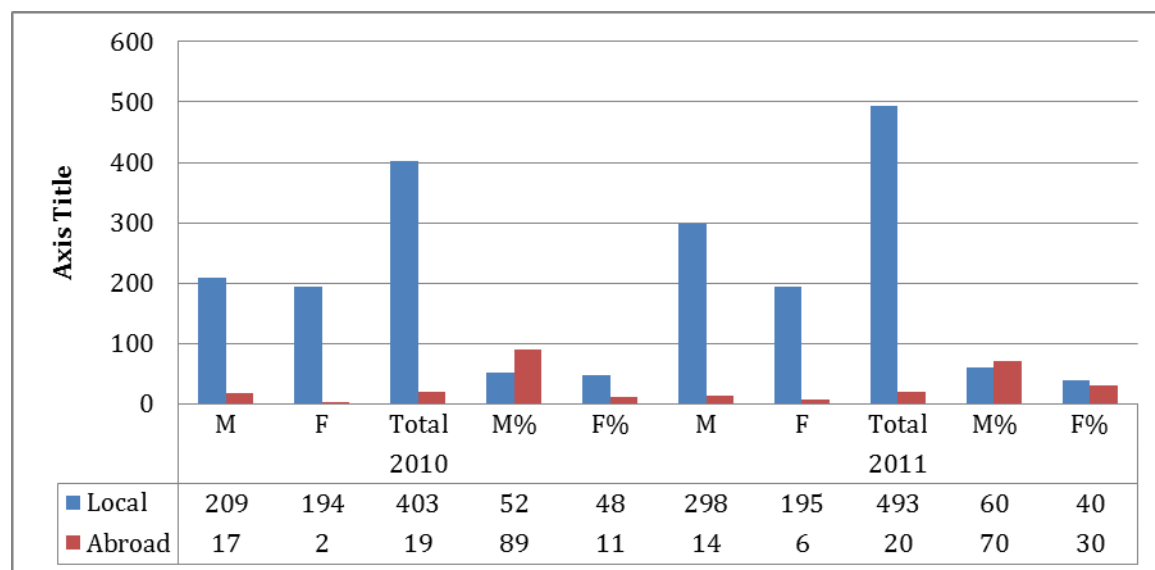
TABLE 2
***FEDERAL CIVIL SERVICE PERMANENT EMPLOYEES STATISTICAL SUMMARY
 OF 2011 VS 2010 BY TYPE OF EDUCATION***

Type of Education	M	F	Total	M%	F%
General Education	16679	12788	29467	57	43
Teaching and Education Science	435	133	568	77	23
Art	170	52	222	77	23
Humanities	1331	305	1636	81	19
Religion and Theology	10	2	12	83	17
Social and Behavioral Sc.	2322	419	2741	85	15
Comm. and Bus. Admin.	5736	7918	13654	42	58
Law and Jurisprudence	963	273	1236	78	22
Natural Science	1971	237	2208	89	11
Math. and Computer Sc.	1259	316	1575	80	20
Medical and Health Sc.	3099	1670	4769	65	35
Engineering	2087	190	2277	92	8
Architecture and Town Plan.	55	7	62	89	11
Agri., Forestry and Fishery Sc.	1937	254	2191	88	12
Home Economics	52	106	158	33	67
Mass Com. and Documentation	971	802	1773	55	45
Not Elsewhere classified	4089	789	4878	84	16
Not stated	1878	1210	3088	61	39

Source: Human resources statistics issued by the MoFCS (2011).

Accessing training opportunities both local and abroad is at the same disposition of inequality. Surprisingly, percentage of local training opportunity given to female decreased in 2011 (40%) compared with 2010 (48%) even if the opportunity increased. But, compared to the 2010 (11%), there is increase in percentage of the number of training opportunity granted to women in 2011 (30%) (See **Figure 9** below).

FIGURE 9
FEDERAL CIVIL SERVICE PERMANENT EMPLOYEES
STATISTICAL SUMMARY OF 2011 VS 2010 BY TRAINING



Source: *Human resources statistics issued by the MoFCS (2011).*

The charts and table clearly display that there is disparity in the status and access to recourses of female and male at any measure. This implies that contrary to the efforts being undertaken since the Transitional Charter to empower women and to bring about gender equality, the disparity still goes on in the Federal Civil Service structure.

In support of the above statistical data, the Ethiopian government in its' self-assessment report to the African Peer Review Mechanism noted that:

... although the federal government has tended to follow a tempered approach so that all groups are given an opportunity to take civil service jobs, thereby ensuring that the civil and public service generally reflect the country's social composition, it has not reserved political positions, at federal or regional level, for women and other marginalized or neglected groups (APRM, 2011. P. 101.).

It also stated that "...low status characterizes virtually every aspect of girls' and women's lives."

Traditionally, women in Ethiopia have been consigned to strict societal roles, based on cooking, raising children, and a muted voice in decisions affecting them. ... While women

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and men are equally eligible for public functions and have the same voting rights, only a relatively small proportion of women are actually elected or occupy senior governmental positions (APRM Ethiopia Country Report 2011 pp.289-90).

Discussing the Achievements and Challenges of Gender Mainstreaming in Leadership and Decision Making at the Federal Level in Ethiopia Deribe et.al (2013) observed that:

Though the presence of government instruments, institutional commitments and strategies can be taken as a turning point for the existing improvements of gender mainstreaming, there is still a pronounced gender gap in leadership and decision-making positions at the federal level. The existing proportion of females in leadership and decision-making positions at the three branches of government in the country does not attain the minimum 30.0 percent of the international standard as stated by the IPU (2010). Such a significant gender disparity in leadership and decision-making positions implies that the implementation of gender mainstreaming is at an infant stage and taking a sluggish pace. Failing to successfully mainstream gender in political participation and decision-making would further maintain the existing male dominance (Deribe, Hibret and Terefe, 2013. P. 73.).

Another survey conducted by the Central Statistical Authority (CSA, 2004) confirms women's underrepresentation in the formal sector of employment. It shows that women account for less than half (43%) of the total employees in the country. Considering the percentage of female employees from the total number of employees by employment type, the highest was in domestic activities (78%) and followed by unpaid activities (59.3%). In other types of formal employment (e.g. government, NGOs, private organizations), the percentage of female workers is less than 35%. On the other hand, the survey showed overrepresentation of female workers in the informal sector. About 58% of working women work in the informal sector whereas the percentage of working men in the informal sector was 37.7 % (CSA, 2004).

Reporting women's under-representation among professionals and skilled workers but over represented among clerks, Hallward-Driemeier and Gajigo (2011) argue the significant pay differences partly, might be as a result of this gender occupational segregation. They further viewed differences across occupations could be accounted for lower female

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investment in human capital, stereotype that influence women's choices of professional/occupational area and discrimination.

Ethiopia, acknowledging all the gaps in gender disparity and women's low status in every aspect, has been trying to take pragmatic measures (Emebet, n.d). The establishment of Women Affairs Office first, under the Prime Minister's Office and upgrading it to the Ministerial government tier as an expression of the Government's commitment to gender equality and women's empowerment have been important milestones. However, she exclaims:

Though the structure of the national gender machinery was planned to reach the grassroots and implement the various provisions in Ethiopian Women's Policy, its effectiveness has not been impressive (Emebet, n.d. P.6.).

She reasons out that this is due to placement of the structures in a position where they cannot be part of decision-making; limitations in financial and human resources, lack of clarity in the mandates of the women's affairs structure and decentralization, which has made accountability between federal Women Affairs Directorates (WADs) and regional Women Affairs Bureaus (WABs) challenging.

Emebet (n.d) identified, the availability of aware and committed women in top position as one of the conditions for promoting gender mainstreaming which assumes the employment and promotion of women. She also noted the contribution of the Women Affairs Directorates to ensure the affirmative action provisions stipulated for women during recruitment, training and promotion. Encouragement given to women during training by providing information and support was also mentioned to be demonstration of mainstreaming.

However, the working relationship between the Women Affairs Directors and other parallel departments and the relationship of the WADs in each Ministry with the Ministry of Women's Affairs were identified as a gap that hindered the smooth operation of the offices.

Generally, lack of capacity of WADs in terms of educated and skilled personnel to follow-up, monitor and evaluate the activities of the different divisions and department from

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the perspective of gender, inadequate financial resources, high turnover of experts, lack of support from relevant bodies, lack of space, loose connection of the Bureaus of Women's Affairs with Woreda Offices, and the consequent unavailability of sex-disaggregated data, lack of horizontal linkages with parallel departments during planning and reporting, the unavailability of similar structures or gender focal persons at regional level and below, lack of accountability, non-involvement of the WADs in projects right from the outset were identified as a challenge in the process of gender mainstreaming (Emebet, n.d).

Summary

Empowerment is the process of giving power for powerless. Gender equality and women empowerment, as a process, generally revolves around and entails the women's capacity to act and the fertile ground to exercise those capabilities. The interaction between the agency of women and the environment that permits or deters them in their action, the opportunity structure, will define the degree of empowerment that exists in the system. If there is a better degree of empowerment, then there will be development in the agency's capacity to act, which is the outcome. The outcome in turn influences both the ability of the actor and the system where the function of empowerment takes place.

The legal and institutional frameworks of the country, part of the opportunity structure, can be taken as opportunities that lay fertile ground for the accomplishment of the GTP plan on women. Legal and policy documents reviewed above confirm that formal structures required for the women's empowerment are in place in Ethiopia. However, the existence of unfavorable informal structure negatively impacted the functionality of the formal structures that were meant to be instrumental. This accounts of the influence of the long-lived patriarchy and unfavorable attitude of both men and women and lack of female activism that can take women's empowerment and gender equality into practical terms.

As briefly reviewed above, although women's organizations have been in existence since the late 1930s, the earliest ones were mainly engaged in welfare activities. In spite of some favorable practices for women, they hardly performed any sustainable activities

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towards tackling women's deep-rooted discriminatory practices in a well-organized manner. Women's issues have not been recognized and addressed as a right for many years. This was due to the lack of proper understanding, awareness and commitment of the leaders. The aim of women's organizations during the Imperial regime was neither to fight the gender discriminatory practices nor was it to create awareness among women concerning their positions. Hence, the organizations did not facilitate women to secure their rights and struggle for their participation in various spheres of life. Although women's issues have come out as an agenda since the 1974 Ethiopian revolution, not much has been done in practice regarding the position and rights of women during the military regime. Women's associations at the time were much more practically engaged in activities of the Workers Party of Ethiopia implementing political agendas of the ruling military power.

Nevertheless, since the change of regime in 1991 and the introduction of the federal administrative structures, women have been involved in achieving their rights through legal reforms and development of policies and programs. As explained earlier, the societal norms and values give women a relatively inferior status and a diminished position in every aspect of life. This manifests itself in considerable gender gaps in education, employment, economic and political power which further marginalized women within society. Women have poorer access to well-paid jobs than do men. Although the removal of barriers by law to women's access to the rights and benefits could be considered a first step on the path to equality, it may not bring about their full participation in all aspects of social life unless supported by practically implementable measures that could undo centuries of injustice and impediments. Particularly in Ethiopia, merely lifting the barriers through formal laws is not sufficient to bring about changes as discriminatory practices are deeply-seated in society.

Hence, it can safely be concluded that the abolition of discriminatory laws and the guarantee of equal rights per se would not bring about profound changes in women's rights.

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In other words, equality of opportunities in substantive terms will not be achieved unless active measures are taken to redress the existing social and economic inequalities. It is, therefore, imperative to take steps to increase women's participation, including increasing women civil servants access to resources, allocating sufficient budget, enforcing accountability and responsibility of the gender offices and strengthening the implementation of the already introduced affirmative action measures with the goal of achieving gender balance in all branches of government, as well as in decision-making positions.

However, the literatures reviewed show the status of women in the Federal Civil Service still remaining to hold low profile. The research has reviewed gender disaggregated data to examine the positions held by female civil servants verses male counterparts which is taken as instrument to examine the functionality of legal, policy and structural instruments in relation to the informal structure that is believed to have immense influence, next to the methodology part.

Chapter III

Research Method

3.1. Research Design

The study involved mixed methods of evaluative research design that explored the government's women empowerment policies, strategies, program and their practical implementation under the selected Federal Civil Service organizations.

Considering the scholars' (Alsop and Heinsohn, 2005, Narayan, 2006) suggestion of using mixed methods when conducting research on empowerment related issues, the research applied both quantitative and qualitative data collection methods to gather information from both primary and secondary sources. The quantitative data was used to conduct Gender Empowerment Measure (GEM) of the UN Women based on the share of positions held by each gender while the qualitative data gathered helped exploring the experiences, behavior and attitudes of respondents towards disparity.

Primary data was collected using a five point Likert scale questionnaire. Qualitative information was largely gathered using key informant interviews with both structured and unstructured interview tools. Organizing Focus Group Discussions in three different groups was found to be impossible due to the timing. Secondary data that have helped the research to generate important information in relation to the research questions were also reviewed.

Creswell (2009, pp 14-5) states using mixed methods enables triangulating data sources and as a means for seeking convergence across qualitative and quantitative methods. He divided mixed methods into three procedures, namely, (1) sequential mixed methods procedure where the researcher seeks to elaborate on or expand on the findings of one method with another method. In this procedure the research can begin with a quantitative, survey method in which a theory or concept is tested with a large sample following up by a qualitative interview involved detailed exploration with a few cases or individuals or vice

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versa; (2) concurrent mixed methods procedure, those in which the researcher converges or merges quantitative and qualitative data in order to provide a comprehensive analysis of the research problem, where the qualitative addresses the process whole the quantitative, the outcomes); and (3) transformative mixed methods procedures in which the researcher uses a theoretical lens that provides a framework for topics of interest, methods for collecting data, and outcomes or changes anticipated by the study. Within this lens could be a data collection method that involves a sequential or a concurrent approach.

This research applied the sequential mixed methods procedures throughout data collection and report presentation to keep consistency. First, the quantitative data were collected and based upon the results, the interview questions were developed, interviews were conducted and findings are presented in the same manner. The findings were mixed in the discussion part.

3.2 Sample and Sampling Techniques

The research used a combination of sampling techniques to frame the sample. Accordingly, purposive sampling method was used to select the location of the sample from the source population. After the location of study population was identified and the proper size of sample was determined random and snowball sampling techniques were applied to make the data collection process easy, smooth and manageable.

Source population

The source populations were Civil Service Organizations under the Federal structure. These organizations are believed to be places of high probability for government gender equality and women empowerment laws, policies and strategies implemented properly to facilitate and promote the general social change programs of the country. As it is impossible to cover all the Federal Civil Service organizations due to various constraints especially of time and finance, focusing only on the Ministries was taken as the solution. However, as

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there are 20 Ministries and 10% of the total population is a minimum requirement of sample size for any research, the researcher opted for the 25% to increase the generalizability of the research finding to the total population, hence, selected only five (5) ministries using purposive sampling. Accordingly, taking their direct relation to the topic the two ministries, namely, Ministry of the Federal Civil Service and Ministry of Women, Youth and Children Affairs were selected first from the Ministries list. The remaining three ministries, Ministry of Foreign Affairs, Ministry of Education and Ministry of Agriculture were selected out of the importance and relevance they have towards the achievement of the nationwide development efforts and the foreseen international experience they share due to their functional engagements.

Study population

Taking 10% as a minimum percentage of sample size, the research took 25% of the total women civil servants from each public institution covered under the study. Accordingly, the following gender segregated sample frames of each organization on their women population is taken to calculate the total sample size:

TABLE 3
SAMPLE SIZE SELECTION

Ministry	Total No. of Female Employees	Sample size (25%)	Remarks
MoFCS	127	25	27 were in exclusion criterion
MoA	586	60	345 were in the exclusion criterion
MoWYCA	115	29	Taken totally due to lack of records on population at each level
MoFA	105	26	“
MoE	243	61	Taken from HRS (2011)
	1026	201	

Sources: Civil Service Ministry's Bulletin (2013) Personnel Record as of May 2012 and Ministry of the Federal Civil Service, Human Resource Statistics List of Permanent Employees (as of June/2011)

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After determining the sample size the research tried to identify the number of female in relation to their position to make sure that the right type of questionnaire be distributed to all. According to the key informants at each Ministry, the total decision making power held by women in the five Ministries is 19. Out of which only 10 decision-making position holders (50%) were reached. As it was difficult to identify the right figures of female in relation to their positions in each Ministry, 250 questionnaires were distributed.

Collected data were coded feed into SPSS (20) in into their own category (CSSs, LLPs and LDs) in the sequence of their return from respondents. Finally, the data fed in different worksheets of the group were merged into one data sheet for analysis. Upon collection of quantitative data, the qualitative data collection was done with willing participants using random sampling first from among the participants of the survey followed by the snowball techniques to grant consent of interview participants. This way the research succeeded to get only 10 willing participants for the interview (see page 93). Transcribing interview data was done each day that helped the researcher to include the her observation with fresh memory.

Inclusion criteria

The civil servant women who are staff members of the selected Ministries who have equal or greater than five years of experience and serving at top and middle levels of decision-making/Leadership (LDs), lower-level Professional Science (LLPs), Clerical and Support Staffs (CSSs) positions with permanent employment status were eligible to participation. The rationale for inclusion criteria is that only the permanent employees who have served for two years minimum are eligible to enjoy all the privileges offered by the civil services like, promotion, training etc. and as empowerment is time consuming and process by its own nature the researcher believed taking permanent employee with the equivalent or greater five years experience would increase the reliability and generalizability of research findings.

Exclusion criteria

Civil servant women who are serving in Trade and Crafts (TC) and Custodial and Manual (CM) positions in addition to the employee who fail in the selected position but, who have less than five years of experience, temporary/contract/daily employment status were excluded from participation. As these employees are not legally intitled to the privileges and access to recources appart from their salary, and less than five years of services are taken as inadequate lived experience to grasp the larger context of the working environment the research excluded them to avoid baises and heasty generatlization.

3.3 Data Gathering Tools

Both primary and secondary data were collected to have empirical evidence-based analysis and synthesis.

In order to understand women's empowerment practices and have a clear picture on the issue by taking gender empowerment measure on the distribution of civil service positions in the Ethiopian Federal Civil Service organizations, secondary quantitative data were collected and analyzed to show the total positions in the Federal Civil Service held by men civil servants versus the positions held by female in each category from top level management up to clerical positions.

The researcher developed relevant questionnaire, in depth interview guides and checklists to assess the basic factors that impacted the women empowerment practice of the Ethiopian Federal Civil Services and the observation of women to it in which a sample from each level of the target population were used for the study.

Quantitative:

Constructing Dimensions and Indicators of Women Empowerment Practice Index

The predictors and indicators offered by *the Narayan (2006), Alsop and Heinsohn (2005)* from whom the Conceptual Framework was adopted in this research found to be difficult to match with the context of the research objective. Considering the scholars

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suggestion of contextualizing the framework to fit into the purpose of the research, the Perception of Work Environment Index (PWEI) used by Faisal (2010) in his work entitled “Measuring Perception of Work Environment among Educated Female Public Servants in Pakistan” was adopted. However, the adoption of the PWEI was only partial and items that are irrelevant for the research were substituted. In substitution process of items, empowerment measurement indicators stated in the National Gender Mainstreaming Guidelines of the Ministry of Women, Youth and Children Affairs (2010) and Levels of Empowerment: Summary of indicators listed by Albertyn’s (2005) were referred.

Based on variables of measures stated in the conceptual framework, agency, opportunity structure, degree of empowerment and development outcome, the researcher developed a five point likert scale questionnaire to collect data. In order to observe the level of empowerment in relation to the position holder’s hierarchy location, three partially different questioners were developed containing the values that are common to all levels plus some specific vales to each position. For example, items related to decision-making experience appear only on the questionnaire prepared for female top and middle-level management position holders. Apart from this, values related to knowledge, capacity building, attitude, respect, self-esteem, benefit, access, cooperation and support and conducive and violence free environment are left to be the same for all. The rationale behind is that these values are common empowerment and social work values to be experienced and shall be enjoy by every women irrespective of the position and social status they hold.

Accordingly, questionnaire containing 23 Items for Top and Middle Level Decision-making position holders, 25 Items for Lower Level Professional Science position holders and 24 Items for Semi-Professional, Clerical and Support Staff position holders were used. Item are arranged under variable category where they fall, i.e. under the independent, intermediary or dependent variable to help the analysis accurately summerize and measure the level to which a respondent believes her own capacity to exists (agency) in relation to the opportunity structure facilitated the degree of empowerment to increase her exercise of equal rights both

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as a woman and a civil servant and changed her working life at large – the outcome. Each item is measured on a five point Likert scale. Of the five options for rating each item, option 1 represents complete disagreement, option 2 represents partial disagreement, option 3 represents lack of certainty or neutrality, and option 4 and 5 represent partial and complete agreement with an item respectively. The mid-point of each index is the point of neutrality. Scores above this level represent positive perceptions, while scores below this level signify dissatisfaction with prevailing conditions. Due to time constraints validity test was done only with two gender experts, a private consultant and a Director for Gender Office in the Federal Civil Service Ministry. Both accepted the scale as it is and advised the findings to be supported by the qualitative inquiry to triangulate the results. They commented ‘numbers cannot show the process, which is equally important for empowerment practice’.

The items categorized under the Agency (by asset endowment) were intended to measure the opinions of the respondents on their capacity, knowledge and self-image contributing towards their own empowerment. The second category, the opportunity structure informed the study on perceptions of respondents regarding the existence and facilitation of policy and attitude issues (formal and informal) towards gender equality and women empowerment practice of the civil service. Similarly, the items in the third category looked into the respondents’ opinion on the choices they made from the available opportunities and the extent of actualization of their choices. Finally, the fourth elements in the items list affirms the end effect of the empowerment efforts the respondents experienced. The score of the four variables is calculated by summing the itemized values categorized under each variable. For example the Score of Agency in the Likert Scale for Top and Middle Management position holders is:

$$\text{Agency} = A1 + A2 + A3 + A4 + A5 + A6$$

Terms in equation (1) stand for score of respondent on Agency, Item 1, Item 2, Item 3, Item 4, Item 5 and Item 6 respectively.

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Three negatively worded items in the scale were reverse coded and wordings have been changed in the analysis table to bring it in line with result of the items which will appear with (*) to indicate the reverse coding while reporting.

Establishing Scale Reliability

Table 3 below shows number of items, range, midpoint and Cronbach Alpha reliabilities of Women Empowerment measures and sub-scales.

TABLE 4
**RELIABILITY TEST FOR WOMEN EMPOWERMENT PRACTICE MEASURE:
NUMBER OF ITEMS AND CRONBACH ALPHA RELIABILITIES FOR EACH
CATEGORY**

Dimension	CSSs (N = 120)		LLPs (N = 64)		LDs (N= 10)	
	Cronbach's Alpha	No. of Items	Cronbach's Alpha	No. of Items	Cronbach's Alpha	No. of Items
Agency	0.620	6	0.619	6	0.526	6
Opportunity Structure	0.764	8	0.825	8	0.751	6
Degree of Empowerment	0.454	6	0.437	7	0.514	6
Development Outcome	0.689	4	0.757	4	0.665	5
All dimensions	0.841	24	0.877	25	0.799	23

*Cronbach's alpha reliability coefficient normally ranges between 0 and 1. The closer Cronbach's alpha coefficient is to 1.0 the greater the internal consistency of the items in the scale. It is based upon the formula: $\alpha = r k / [1 + (k - 1) r]$

Where α is the size of alpha coefficient, k is the number of items considered and r is the mean of the inter-item correlations. The following rules of thumb are usually used by social scientists for assessment of alpha reliability coefficients: $\alpha > 0.9$ is Excellent, $\alpha > 0.8$ is Good, $\alpha > 0.7$ is Acceptable, $\alpha > 0.6$ is Questionable, $\alpha > 0.5$ is Poor, and $\alpha < 0.5$ is Unacceptable (Gliem and Gliem, 2003).

3.4. Data Analysis

Both the quantitatively gathered data were summarized using Excel (2007) and SPSS (Statistics 20) softwares. Out of 250 questionnaires distributed, only 194 were filled properly. While coding the responses, 10 were found to be inappropriate. The other 6 questionnaires were filled by female who are categorized under the exclusion criterion. 16 were discarded from analysis. The remaining 40 were not collected due to refusal to participate.

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The results were summarized using figures and tables to provide some descriptive information. Univariate [Analysis of variance (Anova), One-Sample Statistics(c)], Bivariate and Multivariate Analysis were used to analyze the collected data. To this end, using the Anova, it is assumed that the mean with 95% of confidence interval shows 3 as the moderate value. Therefore, observation that fall under >3 show the highest agreement level of the respondents, while <3 represents the lowest agreement (disagreement) level that each group confirms. To analyze if there is significant difference among the responses of each group, the p -value with <0.05 was taken as a sign of significant differences among the observation of the responding group and if the p -value is >0.05 it is taken as there is no significant difference. In addition, the qualitative information gathered through interviews were transcribed and narrated by themes under the finding part to support quantitative findings.

Chapter IV

Findings

This chapter presents quantitative and qualitative findings of the study. First, the descriptive analysis of all the variables independent (agency and opportunity structure), controlling (age, monthly income, educational background, position and work experience), intermediary (degree of empowerment) and dependent (development outcome) variables are presented. Second, descriptive analyses, the results of the univariate, bivariate and multivariate analysis are presented. This includes the analysis of the dependent and the independent variables and answers for the research questions and the accompanied hypotheses of the study. Finally, results obtained from interviews are presented under thematic hypothesis.

4.1. Descriptive (Quantitative) Analysis

The results of the descriptive analysis for all the variables: position, age, monthly income, educational background and work experience (controlling variable), agency and opportunity structure (independent variable), degree of empowerment (intermediary variable) and development outcome (dependent variable) are presented below.

Profile of Sample Population

In this study, 210 civil servant women of different position from five purposively selected ministries participated in filling the questionnaire and out of which 194 questionnaires were found to be appropriate and used for analysis.

TABEL 5

**SUMMARY OF DEMOGRAPHIC FACTORS OF PARTICIPANT CIVIL SERVANT
WOMEN BY POSITION AND EDUCATIONAL BACKGROUND
(CATEGORICAL VARIABLE)**

Position	N/%	Educational Background		
		Cert./Diploma	Undergraduate	Graduate*
Support and Clerical Staff	120 (61.9%)	102 (85.0%)	18 (15.0%)	-
Lower Level Professionals	64 (33%)	5 (7.8%)	55 (85.9%)	4 (6.3%)
Leaders	10 (5.2%)	-	-	10 (100%)
Total	194 (100%)	107 (55.2%)	73 (37.6%)	14 (7.2%)

* Graduate meant women civil servant respondents who are MA/MSC/PhD holders.

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The majority of participants were civil servant women who hold support and clerical position 120 (61.9%), 64 (33%) from the lower level professional positions and 10 (5.2%) of participants were from the leader position holders. The participant's age ranges from 25 to 59 ($M=39.27$, $SD=7.318$). The average age is found to be 39.27. Their average work experience is ranging from 5 to 40 years ($M= 16.47$, $SD=8.308$). Their income ranges from Birr 980.00 – 4883.00 ($M=Birr 2,129.71$, $SD=841.015$). The majority of participants lie under the educational category of Certificate/Diploma (107/55.2%) while 73 (37.6%) are undergraduates and only 14 (7.2%) are graduates.

TABEL 6

SUMMARY OF DEMOGRAPHIC FACTORS OF PARTICIPANT CIVIL SERVANT WOMEN BY AGE, WORK EXPERIENCE AND MONTHLY INCOME (CONTINUOUS VARIABLES)

Controlling Variables	Position	N/%	Min	Max	Mean	Std. Dev.
Age	Support and Clerical Staff	120 (61.9%)	25	59	40.07	8.336
	Lower Level Professionals	64 (33%)	27	51	37.00	7.318
	Leaders	10 (5.2%)	34	48	44.20	4.264
	Total	194 (100%)	25	59	39.27	8.053
Work Experience	Support and Clerical Staff	120 (61.9%)	5	40	17.75	8.673
	Lower Level Professionals	64 (33%)	5	30	13.48	7.140
	Leaders	10 (5.2%)	10	25	20.20	4.264
	Total	194 (100%)	5	40	16.47	8.308
Monthly Income	Support and Clerical Staff	120 (61.9%)	980.00	2500.00	1732.06	440.07
	Lower Level Professionals	64 (33%)	1040.00	4456.00	2529.95	744.49
	Leaders	10 (5.2%)	3985.00	4883.00	4340.00	227.21
	Total	194 (100%)	980.00	4883.00	2129.71	841.02

In the measuring variable, agency, there are question in relation to the women's asset that are, their knowledge, occupational preferences, trust and belongingness, sense of security and aspiration for the better future. Through questions under the opportunity structure the

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research tried to find out whether the female civil servants feel the availability and effectiveness of the formally established legal frameworks in addition to their own believes and informal structures like others attitude has facilitated or hindered their empowerment. Under the degree of empowerment setup, the question is framed to check whether there is a choice for women; they have capacity to making choices to maximize their benefits out of the existing choice and whether they actualized choices that lead to their empowerment i.e. development outcomes. Finally, in the fourth category the question tries to find out the respondents view on development outcome they feel they enjoyed.

Accordingly, the following are the summary of mean and standard deviation of the participant's observation on each variable.

TABEL 7

***DESCRIPTIVE DATA INDICATING WOMEN'S RESPONSES ON EACH VARIABLE
BY RESPONDENTS GROUP (N = 194)***

Variables	Respondent's Position a	N	Min	Max	Mean	Std.Dev.
Agency	Support and Clerical Staffs	120	2.50	5.00	3.72	0.550
	Low Level Professionals	64	2.00	5.00	3.79	0.636
	Leaders	10	3.33	4.83	3.93	0.460
	Total	194	2.00	5.00	3.75	0.576
Opportunity Structure	Support and Clerical Staffs	120	1.38	5.00	2.88	0.688
	Low Level Professionals	64	1.38	4.50	2.93	0.822
	Leaders	10	2.50	4.33	3.50	0.707
	Total	194	1.38	5.00	2.93	0.744
Degree of Empowerment	Support and Clerical Staff	120	1.50	4.50	2.57	0.623
	Low Level Professionals	64	1.57	4.14	2.80	0.561
	Leaders	10	2.00	4.17	2.95	0.643
	Total	194	1.50	4.50	2.67	0.614
Development Outcome	Support and Clerical Staff	120	1.50	5.00	2.94	0.693
	Low Level Professionals	64	1.00	5.00	3.13	0.819
	Leaders	10	2.00	4.20	3.38	0.614
	Total	194	1.00	5.00	3.03	0.740

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From the descriptive statistical summary above, it is found out that the respondents in the three categories confirmed that the agencies of women at any employment status, whether they are in the support and clerical staff ($M = 3.72$, $SD = 0.550$), low-level professional ($M = 3.79$, $SD = 0.636$) or leaders ($M = 3.93$, $SD = 0.460$) group, believed in themselves to have the required level of asset endowments for the positions they hold. The first two groups, CFS and LLPS, share observation of neutrality ($M = 2.88$, $SD = 0.688$) on the availability of functional opportunity structure that permits and facilitates women empowerment. To the contrary, the LDs group tends to agreement ($M = 3.50$, $SD = 0.707$) on the functionality of the opportunity structure. All the three groups came to an agreement on their observation that affirmed disagreement inclined to neutrality on the existence of enabling degree of empowerment ($M = 2.57$, $SD = 0.623$; $M = 2.80$, $SD = 0.561$ and $M = 2.95$, $SD = 0.643$ respectively) that prevails in the Federal Civil Service, which finally affected the observation of development outcome to tend to neutrality ($M = 2.94$, $SD = 0.693$; $M = 3.13$, $SD = 0.819$ and $M = 3.38$, $SD = 0.614$ respectively).

The overall observation of participants on the Agency lies on near to an agreement ($M = 3.75$, $SD = 0.550$). The functionality of the opportunity structure towards women empowerment in the civil service is rated on neutral scale ($M = 2.93$, $SD = 0.744$) while the degree of empowerment is rated a little bit above disagreement and below neutrality ($M = 2.67$, $SD = 0.614$). Development outcome that is believed to be indicator of the functional women empowerment practice that leads to gender equality is rated on neutral scale by participant women civil servants i.e. $M = 3.03$, $SD = 0.740$.

The next step this research followed was to check on whether there is difference in observation among groups of respondents on the variables measurement and found out that there is a significant difference in observation on predictors' opportunity structure and degree of empowerment (see Table 8 below).

TABLE 8
ANOVA PRESENTATION ON DIFFERENCE IN TERMS OF THE FOUR
VARIABLES AMONG THE THREE GROUPS OF RESPONDENTS

Variables	Difference	Sum of Sq.	df	Mean Sq.	F	Sig.
Agency	Between Groups	0.532	2	0.266	0.801	0.450
	Within Groups	63.425	191	0.332		
	Total	63.957	193			
Opportunity Structure	Between Groups	3.570	2	1.785	3.300	0.039*
	Within Groups	103.323	191	0.541		
	Total	106.893	193			
Degree of Empowerment	Between Groups	3.027	2	0.514	4.148	0.017*
	Within Groups	69.698	191	0.365		
	Total	72.725	193			
Development Outcome	Between Groups	2.836	2	1.418	2.637	0.074
	Within Groups	102.734	191	0.538		
	Total	105.570	193			

*. The mean difference is significant at the 0.05 level. $p = <0.05$

There is a statistically significant difference among the three groups of respondents (Support and Clerical Staff, Lower Level Professional and Leaders); $F(2,194) = 3.300$, $p < .05$ and $F(2, 194) = 4.148$, $p < .05$. Further post hoc analysis was done to identify where exactly the difference lies. Accordingly, the pair wise ranking revealed that the perception of the Leaders group (at the mean of 3.50) towards the opportunity structure found to be more positive and significantly different from the two other groups (Support and Clerical Staff, at the mean of 2.89 and Lower Level Professionals at the mean of 2.93). Though, the Anova results show difference on the Degree of Empowerment (0.0170), the post hoc analysis doesn't show where the difference lies.

The table under presents the highest and the lowest endorsements about the women empowerment measures of the civil servant women under study. There were 24 items (statements) for Support and clerical staff, 25 items for Low Level Professionals and 23 items for Leaders in the women empowerment scale. Scale items were rated on a five-point Likert-scale where a rating of one (1) indicates strong disagreement and a rating of five (5) indicates strong agreement. Data analysis for the rated items includes examination and comparison of means for each scale item within the group and between groups.

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Items are ranked based on their mean rating by participant women. The item mean ranged from $M = 4.54$ to $M=1.90$ for the support and clerical staffs; $M = 4.61$ to 2.16 to the lower level professionals while $M = 4.10$ to 3.20 for Leaders (Please see Tables 9, 10 and 11 for the details).

THE HIGHEST AND LOWER MEAN SCORE OF THE ITEMS OF WOMEN EMPOWERMENT MEASURE SCALE BY GROUP OF RESPONDENTS

TABLE 9

The Support and Clerical Staff

<i>Ranking</i>	<i>Top five statements</i>	<i>N</i>	<i>Mean</i>	<i>S D</i>
1 st	I have good knowledge of my duties and responsibilities	120	4.54	0.634
2 nd	I am well aware of my rights both as a civil servant and as a woman	120	4.30	0.717
3 rd	As a civil servant I feel high sense of security and confidence in maintaining my employment status and career development	120	3.83	0.876
4 th	The organization expects me to demonstrate knowledge of organizational vision, mission, objectives and strategic plans and facilitates access to information that has helped me to understand the overall goal of the organization	120	3.69	0.896
5 th	There is an encouraging attitudinal change towards women support and clerical staffs' ability and contribution	120	3.63	0.851
<i>Ranking</i>	<i>Bottom five statements</i>	<i>N</i>	<i>Mean</i>	<i>S D</i>
20 th	Due to the empowering practices in the organization women serving at the clerical and non-professional position are encouraged to work towards self-development	120	2.24	1.092
21 st	Chances are facilitated for support and clerical position holder women to access resources for career development that would help them to aspire for a better future	120	2.21	1.060
22 nd	Outstanding contribution of the support and clerical staff towards the success of the organization is well recognized and rewards of capacity building opportunities are granted	120	2.04	1.103
23 rd	*There are conducive legal framework, political will and leaders demonstrated good will and commitment to proactively encourage women to make use of the existing choices that challenged old attitude formed through socialization and culture influence	120	1.95	1.129
24 th	Support and clerical position holders' effort for self-development are well appreciated, supported and rewards like position change and promotion are automatic upon completion	120	1.90	0.947

*Reversely coded to adjust the effect of negative worded statement

TABLE 10
Low Level Professionals' Observation

<i>Ranking</i>	<i>Top five statements</i>	<i>N</i>	<i>Mean</i>	<i>S D</i>
1 st	As a member of the organization I believe have a role to play towards the success of organizational goal.	64	4.61	0.789
2 nd	I am well aware of my rights both as a civil servant and as a woman	64	4.47	0.689
3 rd	I have equal access to information that are helpful to facilitate my duties as a member of the organization	64	4.03	0.975
4 th	Never experienced harassment at workplace sexual or otherwise	64	3.86	1.271
5 th	There are equal opportunities to women and men to compete for organizational resources like promotion, scholarships, on the job training and etc.	64	3.44	1.082
<i>Ranking</i>	<i>Bottom five statements</i>	<i>N</i>	<i>Mean</i>	<i>S D</i>
21 st	There is a planned and budget supported effort of empowerment that would prepare women for top and middle level decision-making and professional positions	64	2.72	1.175
22 nd	Effective remedial measures are put in place so that work and domestic responsibilities of female staff do not affect each other	64	2.48	1.247
23 rd	My organization supports personal effort for career development and rewards like position change and promotion are automatic upon completion	64	2.36	1.160
24 th	Chances are facilitated for women to choose the area of assignment that would help them to develop their capacity to aspire for a better future	64	2.22	1.015
25 th	*There are conducive legal framework, political will and leaders demonstrated good will and commitment to proactively encourage women to make use of the existing choices that challenged old attitude formed through socialization and culture influence	64	2.16	1.158

*Reversely coded to adjust the effect of negative worded statement

TABLE 11
Leader's observation

<i>Ranking</i>	<i>Top five statements</i>	<i>N</i>	<i>Mean</i>	<i>SD</i>
1 st	I am engaged in the job I am interested in	10	4.10	0.568
2 nd	I have equal access to information that are helpful to facilitate my duties as a member of the organization	10	4.10	0.738
3 rd	The restructuring of government office to incorporate Gender Affairs Directorate contributed towards increasing and expanding opportunities, beneficence, decision-making role number and quality of women's at top and middle-level	10	4.10	0.738
4 th	I have the right educational background, job specific skill, and relevant work experience that makes me best candidate for the job	10	4.00	0.943
5 th	As I am treated with respect and dignity, both as a leader and a woman, I enjoy the working environment. Thus, I have special sense of trust and belongingness to my organization.	10	3.90	0.738
<i>Ranking</i>	<i>Bottom five statements</i>	<i>N</i>	<i>Mean</i>	<i>SD</i>
19 th	There is a planned and budget supported effort of empowerment that would prepare women for top and middle level decision-making and professional positions	10	3.10	1.449
20 th	Recognition of leader's ability is gender neutral	10	2.90	0.994
21 st	Existence and enforcement of laws, regulations and policies facilitated women's beneficence and ensured gender equality in the Federal Civil Service.	10	2.80	1.033
22 nd	*There are conducive legal framework, political will and leaders demonstrated good will and commitment to proactively encourage women to make use of the existing choices that challenged old attitude formed through socialization and culture influence	10	2.60	1.350
23 rd	*There is conducive environment that offers women variety of choices and women have required level of self- image, self-esteem, self-confidence and capacity to make use of these choices that overcome cultural and social influences	10	2.20	1.033

*Reversely coded to adjust the effect of negative worded statement

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The descriptive statistics presented above provides a univariate summary of the responses of women for reach measure: independent, controlling, mediating and dependent variables and provides the background information for further multivariate level analysis and test of hypothesis. The following section presents analysis mainly of relationship between the independent and control variables with the dependents or outcome variable as well as the effect of the mediating variable. Moreover, it provides answer to the research questions and proves the accompanying research hypotheses.

4.2. Bivariate Analysis

Hypothesis 1: Demographic variables (age, educational status, work experience, position and monthly income are significantly correlated with independent variables (agency, opportunity structure), mediating variable (degree of empowerment) and dependent variable (development outcome).

Correlation analysis of age, educational status, work experience, position and monthly income with agency, opportunity structure, degree of empowerment and development outcome was done to test the effect of controlling variables on independent, mediating and dependent variables. The results show that age is significantly correlated with opportunity structure ($r = .142^*$) while position is correlated with degree of empowerment ($r = .203^{**}$) and development outcome ($r = .163^*$) and monthly income with degree of empowerment ($r = .142^*$) correlation is significant at $r < 0.05$ and $r < 0.01$ level (see Table 12 below).

TABLE 12

CORRELATION OF CONTROLLING VARIABLES (AGE, EDUCATIONAL STATUS, WORK EXPERIENCE, POSITION AND MONTHLY INCOME) WITH INDEPENDENT VARIABLES (AGENCY AND OPPORTUNITY STRUCTURE), MEDIATING VARIABLE (DEGREE OF EMPOWERMENT AND DEPENDENT VARIABLE (DEVELOPMENT OUTCOME (N = 194)

Variables		Agency	Opportunity Structure	Degree of Empowerment	Development Outcome
Respondents' Age	Pearson Correlation	0.035	.142(*)	0.081	0.068
	Sign. (2-tailed)	0.626	0.048	0.263	0.344
	N	194	194	194	194
Educational Status	Pearson Correlation	0.050	0.012	0.112	0.046
	Sign. (2-tailed)	0.489	0.866	0.119	0.528
	N	194	194	194	194
Work Experience	Pearson Correlation	0.057	0.136	0.074	0.038
	Sign. (2-tailed)	0.434	0.060	0.305	0.602
	N	194	194	194	194
Position	Pearson Correlation	0.088	0.137	.203(**)	.163(*)
	Sign. (2-tailed)	0.223	0.057	0.005	0.023
	N	194	194	194	194
Monthly Income	Pearson Correlation	0.137	0.107	.142(*)	0.071
	Sign. (2-tailed)	0.058	0.139	0.049	0.327
	N	194	194	194	194

*. Correlation is significant at the 0.05 level (2-tailed).

**. Correlation is significant at the 0.01 level (2-tailed).

4.3 Multivariate Analysis

Hypothesis 2: Agency is significantly associated with development outcome.

A simple regression, using development outcome as dependent variable and agency as independent variable was done to test the effect of X on Y , $Y = \beta_0 + \beta_1 X + e$. The result shows that agency significantly predicts development outcome ($\beta = 0.714$, $R^2 = .309$, $F(1,193) = 85.911$, $p < .001$) (refer Table 13 below).

TABLE 13

**SIMPLE REGRESSION ANALYSIS OF AGENCY PREDICTING DEVELOPMENT
OUTCOME (N = 194)**

Variables	Unstandardized Coefficients		Standardized Coefficients
	B	Std. Error	Beta
Agency	0.714***	0.077	0.556
R ²			0.309
F			85.911***

a) Dependent Variable: Development Outcome, *** $p < .001$

Hypothesis 3: There is significant relationship between opportunity structure and development outcome.

A simple regression, using development outcome as dependent variable and opportunity structure as independent variable was done to test the effect of X on Y , $Y = \beta_0 + \beta_1X + e$. The results show that opportunity structure significantly predicts development outcome ($\beta = 0.633$, $R^2 = .0.406$, $F(1,193) = 131.180$, $p < .001$) (refer Table 14 below).

TABLE 14

**SIMPLE REGRESSION ANALYSIS OF OPPORTUNITY STRUCTURE
PREDICTING DEVELOPMENT OUTCOME (N = 194)**

Variables	Unstandardized Coefficients		Standardized Coefficients
	B	Std. Error	Beta
Opportunity Structure	0.633***	0.055	0.637
R ²			0.406
F			131.180***

a) Dependent Variable: Development Outcome, $p < .001$

Hypothesis 4: There is significant relationship between degree of empowerment and development outcome.

A simple regression, using degree of empowerment as intermediary variable and development outcome as dependent variable was done to test for the effect of M on Y , $Y = \beta_0 + \beta_1M + e$. The results show that degree of empowerment is significant predictor of degree of empowerment ($\beta = 0.568$, $R^2 = .223$, $F(1,192) = 54.962$, $p < .001$) (refer Table 15 below).

TABLE 15
SIMPLE REGRESSION ANALYSIS OF DEGREE OF EMPOWERMENT
PREDICTING DEVELOPMENT OUTCOME (N = 194)

Variables	Unstandardized Coefficients		Standardized Coefficients
	B	Std. Error	Beta
Degree of Empowerment	0.568***	0.077	0.472
R ²			0.223
F			54.962***

a) Dependent Variable: Development Outcome, *** $p < 0.001$

Hypothesis 5: Agency is significantly associated with degree of empowerment.

A simple regression, using development outcome as dependent variable and agency as independent variable was done to test the effect of X on M , $M = \beta_0 + \beta_1 X + e$. The result shows that agency significantly predicts degree of empowerment ($\beta = 0.395$, $R^2 = .137$, $F(1, 193) = 30.533$, $p < .001$) (refer Table 16 below).

TABLE 16
SIMPLE REGRESSION ANALYSIS OF AGENCY PREDICTING DEGREE OF
EMPOWERMENT (N = 194)

Variables	Unstandardized Coefficients		Standardized Coefficients
	B	Std. Error	Beta
Agency	0.395***	0.071	0.370
R ²			0.137
F			30.533***

b) Dependent Variable: Degree of Empowerment *** $p < .001$

Hypothesis 6: There is significant relationship between opportunity structure and degree of empowerment.

A simple regression, using degree of empowerment as dependent variable and opportunity structure as independent variable was done to test for the effect of X on M , $M = \beta_0 + \beta_1 X + e$. The results show that opportunity structure significantly predicts degree of empowerment ($\beta = 0.409$, $R^2 = .0246$, $F(1, 193) = 62.565$, $p < .001$) (refer Table 17 below).

TABLE 17
SIMPLE REGRESSION ANALYSIS OF OPPORTUNITY STRUCTURE
PREDICTING DEGREE OF EMPOWERMENT (N = 194)

Variables	Unstandardized Coefficients		Standardized Coefficients
	B	Std. Error	Beta
Opportunity Structure	0.409***	0.052	0.496
R ²			0.246
F			62.565***

b) Dependent Variable: Degree of Empowerment, $p < .001$

Hypothesis 7: Degree of empowerment mediates the relationship between agency and development outcome.

Baron and Kenny's (1986) four steps approach, which was previously used in Abebe's (2011) study in Addis Ababa, is employed to test the mediation effect of degree of empowerment. A stepwise regression analysis, using development outcome as dependent variable, agency as independent variable and degree of empowerment as an intermediary variable was done to test the mediation effect of degree of empowerment. In this approach several regression analyses are conducted and significance of the coefficients is examined at each step. As the first (1st) step analysis of relationship between agency and development outcome (Table 13); relationship between degree of empowerment and development outcome (Table 14) and the second step (2nd) analysis of relationship between agency and degree of empowerment (Table 16) are significant, the third (3rd) step analysis was done to see the mediation effect of degree of empowerment on the relation between agency and development outcome. Multiple regression analysis was done to test the mediation effect of X and M on Y , $Y = \beta_0 + \beta_1 X + \beta_2 M + e$. The results show that agency and degree of empowerment together significantly predict development outcome ($\beta_1 = 568$, $\beta_2 = 0.371$, $R^2 = .391$, $F(1,192) = 61.320$, $p < .001$). Therefore, this hypothesis proved to be not valid because degree of empowerment has no mediating effect on the relationship between agency and development outcome (refer Table 18 below).

TABLE 18
MULTIPLE REGRESSION ANALYSIS FOR AGENCY AND DEGREE OF EMPOWERMENT PREDICTING DEVELOPMENT OUTCOME (N = 194)

Variable	Model 1	Model 2
Agency	0.714***	0.568***
Degree of Empowerment		0.371***
R ²	0.309	0.391
F	85.911***	61.320***

a) Dependent variable = Development outcome *** $p < .001$

Hypothesis 8: Opportunity structure together with degree of empowerment significantly predict development outcome.

As the analysis above show that all relationship between agency, degree of empowerment and development outcome are significant (Table 18) and the first and second steps analysis of the relationship between opportunity structure with both development outcome and degree of empowerment are also significant (Tables 14 and 17) the third (3rd) step analysis was done to see the mediation effect of degree of empowerment on the relation between opportunity structure and development outcome. Multiple regression analysis was done to test the mediation effect of X and M on Y , $Y = \beta_0 + \beta_1X + \beta_2M + e$. The results show that opportunity structure and degree of empowerment together significantly predict degree of empowerment ($\beta_1 = 0.531$, $\beta_2 = 0.249$, $R^2 = .438$, $F(1,192) = 74.469$, $p < .001$ and $< .01$). Therefore, as study proved that degree of empowerment has no mediating effect on the relationship between opportunity structure and development outcome the hypothesis found to be invalid (refer Table 19 below).

TABLE 19
MULTIPLE REGRESSION ANALYSIS FOR OPPORTUNITY STRUCTURE AND DEGREE OF EMPOWERMENT PREDICTING DEVELOPMENT OUTCOME (N = 194)

Variable	Model 1	Model 2
Opportunity Structure	0.633***	0.531***
Degree of Empowerment		0.249**
R ²	0.406	0.438
F	131.180***	74.469***

a) Dependent variable = Development outcome, *** $p < .001$; ** $p < .01$

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Hypothesis 9: Degree of empowerment mediates the relationship between dependent variable (development outcome) and independent variables (agency and opportunity structure).

As both the multiple regression analysis in the third step show significant relation, the fourth (4th) step analysis was done taking both the independent variable to test the effect of X and M on Y , $Y = \beta_0 + \beta_1X + \beta_2X + \beta_3M + e$. The results show that both independent (agency, opportunity structure) and intermediary (degree of empowerment) variables are significant predictor of development outcome ($\beta_1X = 0.416$, $\beta_2X = 0.386$ and $\beta_3M = 0.185$, $R^2 = .506$, $F(1,192) = 64.790$, $p < 0.01$) (refer Table 20 below).

TABLE 20
**MULTIPLE REGRESSION ANALYSIS FOR AGENCY, OPPORTUNITY
STRUCTURE AND DEGREE OF EMPOWERMENT PREDICTING
DEVELOPMENT OUTCOME (N = 194)**

Variable	Model 1	Model 2	Model 3
Opportunity Structure	0.633***	0.479***	0.416***
Agency		0.420***	0.386***
Degree of Empowerment			0.185*
R2	0.406	0.489	0.506
F	131.180***	91.219***	64.790***

a) Dependent Variable: Development Outcome *** $p < .001$ and * $p < .05$

As the results of stepwise analysis (See Table 20) for agency, opportunity structure and degree of empowerment predicting development outcome shows all the independent and mediating variables to have significant relationship with dependent variables, the mediating variable, degree of empowerment is proved, contrary to the hypothesis, not to mediate between the independent variables (agency and opportunity structure) and the dependent variable (development outcome).

4.4. Qualitative Findings

This part deals with data gathered using key informant interviews in thematic orders. By doing so the research tries to triangulate quantitative data gathered from primary and secondary data sources. Interview questions were framed using the four measuring variables; agency, opportunity structure, degree of empowerment and development outcome. The

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responses of respondents are classified using the position each respondent hold. The following are the summary of the findings:

Profile of Interviewees

Out of the 194 sample population, only 10 were found to be willing to participate in the interview. No matter hard the researcher had tried to increase the number, it is found to be difficult given the data collection time coinciding with the report and planing time in the civil service environment.

TABLE 21
PROFILE OF INTERVIEWEES

Code	Age	Position	Educational Background	Years of Service	Remark
CSS 1	34	CSS	BA	13	Intereiw was done in her office on June 4, 2013 by taking note as it was impossible to take recorder.
CSS 2	49	CSS1	Diploma	27	As she prefered to tlak with no formal recording, it was done by just note taking in her office on June 8, 2013.
CSS 3	32	CSS	BA	10	Both recording and notetaking was done as per the respondent's request of off-the record issues on June 14, 2013
CSS 4	28	CSS	BA	7	“ “
CSS 5	26	CSS	Diploma	8	She wanted me just to listn to what she has to say and to write it latter as she was so busy to hold the interview though I went there with appointment giving the gestions two days before June 11, 2013.
LLP 1	32	LLP	MA	10	Interview took place in her office on June 12, 2013. It was fully recorded using sound recorder.
LLP 2	41	LLP	BA	19	Intereiw was done in her office by taking note on June 13, 2013
LLP 3	39	LLP	BA	14	She prefered our conversation not to be recorded, thus, the interview was conducted by note taking in her office on June 19, 2013.
LD 1	46	LD	MA	25	Interview took place in her office on June 17, 2013. It was fully recorded using sound recorder.
LD 2	47	LD	BA	24	She prefered structured interview and opted to give her asnwer in writing. I have presented all my questions in writing and collected the answers on June 20, 2013.

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Agency:

Interview participants were asked how they view their own agency in relation to their capacity to make effective choice. They were asked to discuss by assessing their assets endowments and capabilities. Accordingly, all Clerical and Support Staffs (CSSs) interviewed accepted that they have lower educational background that kept them to earn lower income. CSSs claim lower remuneration puts them in a difficult position to support their self-development needs. However, most of them are happen to be engaged in furthering their studies in public and private universities while few already got their first degree in different disciplines. When asked how they were encouraged to continue their study, all CSSs respondents give credit to the information ear of globalization and technology transfer that helped them to understand the importance of education and self-development. Respondent CSS 1 exclaimed, how can you survive in this competitive world unless you equip yourself with technology and information? Five of them reponded positively to have the competency their positions require of them, which goes in confirmity with the quantitative findings of ($M=3.72$). CSSs also believe that without them any civil service office would turn into anarchy. CSSs claim that it is their presence that creates conducive working environment for others (professionals and leaders) to undertake their functional duties effectively.

Especially women in the secretarial positions whom I interviewed (CSS 1, CSS 2, CSS 3) proudly speak of their contribution to the organizations overall achievement, claiming that they are the only civil servant who really work eight hours and more a day. They explain the opportunity their positions provide them in accessing organizational information including confidential ones. As the position puts them at the center of communication and public relation, that requires them to read, speak and write, they claim to have a life time learning opportunity the job naturally offer for knowledge building. They also highlighted the extra effort and time that their job requires of them including late hours and weekends of their

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private time for free. They, claim this gives them best opportunity to develop their capabilities.

The Low Level Professionals (LLPs) also firmly believe that they have all the asset and capabilities required for their position in agreement with the qualitative findings of ($M=3.79$). They feel they are better-empowered agents of the country's civil service.

Leaders interviewed observe their capacity to be instrumental for the success of their organization as confirmed by their rating of ($M=3.93$). They are quite confident about their capabilities and performances. Respondent LD2 explains that experience makes her better every day. LD2 claims to change her style to compare herself with anyone around her and started to compare herself in terms of times. She believes she is by far better than who she was yesterday in every aspect. LD2 stressed "that is how you empower yourself to make a difference". She advised keeping oneself informed of world events and news in addition to developing a habit of reading would enhance the agency of women.

Interviewee LD1 accounts preferences of women for their concentration in the support, clerical and fiscal positions. Due to stereotype, lack of opportunity or influences of other socio-economic factors women's concentration for lower stratum starts from the choice of study fields. LD1 further states that in schools women tend to study art/social science than natural science. With all the affirmative actions taken regarding third level education, only few portions of women join the higher education. Again very few of them manage to complete and graduate their higher studies.

Even after graduating, women lock themselves far from updating with current information and upgrade their educational standings, which impacted their career development at large. They are also hesitant to accept higher and challenging positions for fear of conflict with their household and family responsibilities.

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Opportunity Structure

Asked to explain about the existence of legal frameworks that facilitate their empowerment, CSSs interviewed confirmed their knowledge of different laws the country enacted and adopted in order to facilitate women's empowerment and to bring about gender equality. The maternity leaves were instrumental in facilitating their roles as a mother. Equality of employment opportunity is commended by some of the interviewees (CSS1, Ccss3, Ccss5) while other claim that their position is the only 'women's job' next to the informal unpaid sector which exempt them of competition (CSS2, CSS4). The affirmative action of 3% in competitions like employment and promotion in addition to the 70% and 30% scholarship chances allotted to be shared by women and men in common and only for women respectively are well known to them. However, all of them stated that their position doesn't allow them to compete with men, as it is the 'only women position'. Due to this there is often a tendency of neglecting our contribution to the overall institutional goal attainment. For example, said respondents CSS 2 and 4 in our Ministry the Secretarial positions are labeled as a 'good for nothing' - the jobs as useless to be taken as appropriate work experience for any other professional position. Stereotypes and attaching women in the CSS positions to low capacity to perform is common attitudinal problems, respondents CSS 1, CSS 3 and CSS 5 claimed.

Questioned on the availability and functionality of the opportunity structure, LLPs said the enactment of legal instruments could be stated as one of the best opportunity in the country's civil service. However, the functionality is in question due to many factors. Explaining this fact, the respondents claim, even if they have similar educational background and work experience for line functions, there is a tendency of preference from the leaders' side to recruit women for the support than line functions (LLP 2 and LLP3). Interview LLP 2 said even their colleagues sometime expect clerical assistance like filling from them. Three

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of the (LLP 1, LLP 2 and LLP 3) observed that recognition of their ability is very much in question always and sometimes women are required to exert extra effort to demonstrate their capacity as compared to their male counterparts.

Regarding access to organizational resources like information, (LLP 1, LLP 3 and all CSSs) say it all depends on the attitude and willingness of the leaders, while LLP 2, LD 1 and LD2 confidently give all the credit to globalization of the information era and the technological transfer. They believe, it should be you who empower yourself with the wisdom of manipulating the freely available opportunity and make use of it. Appreciating the knowledge sharing experiences with seniors as important value in the civil service, depending only on it would be to the disadvantage of the women as it is rare to find out good mentors who take women's empowerment and gender equality as part of their responsibility.

All Interviewees commonly felt that there is an attitude of easily relating inefficiency with womanhood from the leaders' part the point which affected the creation of functional degree of empowerment rated at ($M=2.67$) where the CSS rated it ($M=2.57$) the LLPs at ($M=2.80$) and LDs at ($M=2.95$). They also unanimously mentioned the women's use their rights of maternity excessively that contributes to unfavorable attitude towards the professional women employment opportunity. While appreciating the maternity related leaves and other medical related treatments, they advised women not to contribute to the stereotype in absenteeism.

Respondent LLP2 raised lack of accountability as a major structural mal-functioning. As to her, the main function of the women empowerment practice under the Federal Civil Service is to make sure that all policies, programs and strategies are gender-mainstreamed. She further states that gender-mainstreaming is just an initial phase in women empowerment. The important step to empower women is to properly implement/bring the function on the ground to benefit women by encouraging women to participate. Like the high focus to check

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on the gender-mainstreaming, there should be well organized system that checks the proper implementation and accountability in case of mal-function. The matter of accountability, as to her, has a lions share for dysfunctional opportunity structure in the current Federal Civil Service's women empowerment effort.

On the implementation of affirmative actions LLPs emphasized on lack of clarity in interpreting the exact value of giving 3% additional point to favour women competitors. The guideline of the Federal Civil Service grants affirmative action for women while competing with men for employment and promotion. If the two competent stands equal or slightly differ, then the female should be granted the affirmative action of 3%. This is taken in different context at different ministries. Some think they first should stand equal to grant the 3-point for a woman to win. Or if the man gets 100 and the female candidate gets 97, the female would be selected to the posts. However, cognizant of the fact that women are far beyond equality in all walks of life, though it is better than nothing, they claim that affirmative action is too small to address the gap.

Asked to explain the contribution of the WAD, the respondents appraise the contribution of the Gender Affairs Offices as minimal or insignificant. Professional women who serve under the lower echelon of some ministries believe that it has contributed nothing for the women's empowerment and they even question the necessity of having a separate office. All LLPs and CSSs stated the personnel of this structure lack commitment and knowledge to promote and fight for gender equality. While LLP 2, explaining that empowerment is a process that needs cumulative effect than an overnight change, she appreciate the mere fact of having the women empowerment and gender equality as an agenda and as part of structure in every Ministry and as a member of the Minister's Council by itself can be taken as an achievement as it provides a better platform to promote gender empowerment.

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The LD respondents analyzed the practice of gender equality and women empowerment in the Federal Civil Service emphasizing the necessity of examining legal framework that takes the issue of women as one of the countries macro level economic-social and political agenda. All interviewees of the three categories expressed the presence of fertile legal and policy framework and high political will to promote the women's issue taking it as instrumental for the country's development efforts.

All interviewees believe that this has been expressed in different forms of incorporating gender issues in all the national programs including the Growth and Transformation Plan of 2010 -2015 being one of the eight pillars, by creating structures that promote gender issues in each Federal Civil Services structure. However, they claim lack of real practice of taking these instruments to the ground and making tangible changes in their lives.

In answering question on the contribution of WAD's, LD respondents explained that the Women affairs structure's main duty to be gender mainstreaming. Implementing gender mainstreamed plans and evaluating empowerment efforts, they claim, to rest on each sector and accountability falls with the implementing and evaluating sector. LDs, however, stressed the lack of specific budgeted plan aimed at effectively promoting gender empowerment efforts at all levels of the government.

Degree of Empowerment

Asked if there is any choice put forward to them to empower themselves, all interviewees in the CSSs claim that we can say that there is no choice put forward to us to empower ourselves. There is totally no scholarship (both local and abroad) or any other formal learning opportunity to be given to women at the support, clerical or fiscal positions, the organizations' women empowerment has nothing to do with their status. Three

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respondents (CSS1, CSS 3 and CSS 4) claim that we are destined to fight to our own empowerment within totally hostile environment.

The CSSs said, even if there is no planned and budget supported capacity building opportunity that would bring us changes in our careers, most of us are trying our level best to self - improve our educational status with the hope of better future. In spite of their multiple responsibilities: office workload, household chores and pursuing educational development opportunities, women at the clerical and support staff position are able to bring about changes in their human capital. Respondent CSS1 stated her dismay saying that we witnessed our colleagues who have fought hard and paid hard scarifies of limited recourse, to change their educational level aspiring for better job opportunities and career development were forced to accept assignments on the beginners positions of professional science 1 (PS1), after so many years of services (8 – 23) or to choose to continue serving at the support positions they hold. Though, the proclamation of the Ethiopian Civil Service 515/2007 decrees the only reason to demote a civil servant from his/her position is when he/she is found to commit serious offense (to be reinstated to his/her former position at the lapse of the period of punishment) women at the Ethiopian Civil Service especially of the Executive Secretarial positions are require to be demoted from the positions they secure with their diligent service of more than 20 year for the mere fact that they upgraded themselves and requested to serve in the positions that match their new educational background in some ministries covered under the study. Some other ministries under the same structure permitted promotion recognizing the experiences while others allowed assignment on professional positions parallel to their current position grade.

The CSSs claim that, the women empowerment practice in the Federal Civil Service is not a matter of having rules and regulation or the availability of capable women. “ It is highly

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dependent on the attitude of the leaders (both men and women) towards women in the lower stratum”.

Asked about the role of the Gender Affairs Directorate in facilitating their empowerment and in bringing about gender equality, the CSS and LLP interviewees share their feeling of distrust. Rather than promoting our agenda and help us to get access to resources, the GADs backed the decisions of the management, taking itself as one of them, Interviewee “CSS 3” claimed. Though they are assigned in different administrative committees to voice the concerns of the women employees and to make sure that every policy, strategy, program and plan are gender mainstreamed to the best benefit of the female civil servants, they play the reverse role of communicating the management’s decision to the disfavored women. In the new assignments took place in their respective Ministry, some of the interviewees (CSS 2 and 4) conferred, it was the Women’s Affairs Directorate General officers who were assigned to explain how the experiences of any Secretarial Sciences position including Executive once were irrelevant. They remind that the assignment policy of the said ministry in some part states that all disciplines and educational background are relevant for its line function. It also states that working experience of any position is considered as relevant if it happens to be after a diploma level. However, it states that member of the organization who have presented new qualification should start from the beginning position. Obviously, the number of women members of the organization who presented new educational qualification was outweighing the males.

What makes things worse, the CSS emphasize, is that the indifference shown by the Federal Civil Service Ministry, who was assigned to make sure that civil service laws are properly implemented. Though it was notified of the demotion of so many women who have served in one position for 8 to 23 years were assigned to a beginner’s position, it just accepted and approved the assignments without asking why? This shows a serious gap in

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check and balance in the Federal Civil Service to make sure that formal laws are not influenced by informal norms and attitudes of the decision-makers.

The CSS respondents did not deny the moderate contribution of the new structure in relation to the creation of harassment free working environment. It also served as a point of venting tense emotions for some (CSS 1 and CSS 5) at times of need to speak out grievances. Though it has no significant rapport of protecting and promoting women's interests of capacity building and career development, it serves as a point of releasing emotional feelings.

Asked about what they think the main problems are in the institutional relationship both formal and informal, the respondents identifying stereotype, leaders' unfavorable attitude, malfunction of structures, lack of capacity building and career development opportunity or support for self-initiated development, low access to institutional resources and lack of accountability, as the main hindering factors for women empowerment and gender equality in the Federal Civil Service, they request for facilitation of chances of capacity building and career development for the CSS group. The CSS respondents stressed the women empowerment and gender equality target of the GTP can only be achieved, if focus is put towards them. They claim out of the total Federal Civil Service, the CSS position holders are the second largest population. Therefore, without their inclusion in the development and capacity building efforts, the achievement of the GTP in its timeframe is impossible.

The LLP who took part in the interview stressed on need to expand the availability of choices. Acknowledging the availability of short term training opportunity and on the job and job related skill development; they commit to make extra effort to get educational opportunities that would facilitate career development that can make women more competent to take decision-making positions.

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Interviewed LDs feel, though it is not to the required level, there are different choices for women to empower themselves and compete to equality. They argue that, despite efforts made for the last 22 years, the availability of women actors and their capacity to use the available choices still far from the expected level. Women who were approached to be assigned in different high level posts have been refusing to accept the offer due to lack of confidence and low self-esteem. According to interviewee LD1, even if her Ministry offers 100% choices for female first, it can't manage getting qualified agencies of women for employment or promotion.

They also refrained from denying the hostile environment in some offices, both from male and female colleagues. Especially interviewee LD3 said that she sometimes feels at odd about the reactions of people at the leadership towards women issues. "As the Head of the Office you are required to check whether the issue of gender is well incorporated in each and every plan and program with the right budget. But after the incorporation, the GAD has no right to question functional sections/departments about implementation of the plan", she explains.

Development Outcome

Asked whether there is change in the women's status that can be cited as development outcome impacted by the women empowerment practices in their respective Ministries, the CSS respondents confer to say that there is an attitude change in the women part to engage in personal development and to aspire for more opportunity. But they claim more should be done to make use of the legal rights and opportunities put in paper to be practically applicable to bring about changes in the women's status in the Federal Civil Service.

In agreement with the CSS's response, the LLPs also appreciated some improvements in attitude and in women's access to resources; they demand the establishment

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of systems that hold leaders and other stakeholder to account in implementing the gender-mainstreamed strategies, plans and programs.

LD respondents are also in agreement with the other two groups regarding the development outcomes achieved so far to be moderate in every aspect.

Questioned about the main challenges that hinder women empowerment effort in their organization, CSSs identified, lack of budget supported capacity building and career development opportunities, attitude of both leaders and colleagues towards their capacity and to some extent their attitude and adopted preference influenced their empowerment. Moreover they stated lack of commitment and capacity of the Gender Affairs Directorate Offices to expand choices for women empowerment.

LLPs identified attitude, insufficiency and lack of clarity in meaning of the 3% affirmative action granted to women, unequal ground of competition that favors men to continue enjoying the privileges of access to different resources, inefficiency of the new structure to promote the interest of the women adequately and lack of accountability in implementing gender-mainstreamed policies and programs as the major constraints of women empowerment and gender equality practices of the Ethiopian Federal Civil Service.

LDs on the other hand claim the main constraint to be lack of commitment and effort from the women's side to their own empowerment. They also agree on the existence of unfavorable attitude of both the leaders, colleagues and the women themselves. Respondent LD2 exclaimed that though her Ministry offers 100% priority for women to access the available opportunity like employment, promotion and career development, often there is no competent agency of women who can make use of the available choices. Linked to this Respondent LD1 stressed the problem to start from the unavailability of qualified women in the market in the first place. In the market, as to her, women found to be concentrated in

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semi-professional, clerical, physical and manual labour than technical, administrative and managerial positions.

Lack of clarity on responsibility and relation between different gender offices and the Ministry of Women, Youth and Children Affairs is cited as one of the hindering factors for organized movement of gender empowerment in the Federal Civil Service Structure.

The interviewee LDs advised that all women have to work towards their own empowerment. Moreover, using the guideline of the MoFED, Ministries should attach required budget for each women empowerment effort so that women empowerment and gender equality be achieve in the Federal Civil Service with the GTP timeframe.

Chapter V

Discussion

The main purpose of this study is to evaluate the impact of women empowerment practices in the Ethiopian Federal Civil Service focusing on factors predicting development outcomes. In addition, the study also sought to explore the relationship between dependent variable (development outcome – which is women empowerment), the independent variables, (agency and opportunity structure), mediating variable (degree of empowerment). It is also meant to see the correlation between the controlling variables (age, educational background, work experience, position and income) with the remaining variables. This section provides discussion of major findings of the study in the context of previewed literature and theory.

5.1. Discussion of Descriptive Findings

A total of 194 civil servant women were participated in this study. As I predicted, the majority of respondents found to be from clerical and support staff. At the beginning it was thought professionals and leaders, especially the Gender Office Directors, would be proactive participants. However, clerical and support staff civil servant women happen to be some how active and willing participants. Generally speaking low motivation of participation was observed and it required a lot of hard work and snowball was instrumental approach I used to secure consent and succeed in data collection.

The study was designed to include those women who have served in the Federal Civil Service structure for ≥ 5 years and who are 23 and above years of age. The average age was 39.27 with the average work experience of 16.47 years. The other continuous variable in the demographic factor was monthly income with the average of Birr 2129.71. The average salary the majority of respondents (CSS) earning was Birr 1732.06, while the LLPs earn average Birr 2529.95 and the third (LDs) earn an average of Birr 4340.00 per month. Controlled by position, out of the 194 research participants 61.9% are situated at the Clerical

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and Support Staff positions, 33% at the lower level professionals and the remaining 5.2% on the Leaders position. Categorized by educational background 107 (55.2%) have Certificate/Diploma, 73 (37.6%) hold undergraduate and the remaining 14 (7.2%) hold graduate degrees. These demographic features go in complete agreement with the statistical summary done on the Human Resources of the Federal Civil Servants.

The other major variables were measured by using the respondent's position category. Results of scale on an independent variable agency show the agency's of women to possess the required level of assets endowments and capabilities above the moderate level of 3 and below the agreement level of 4. CSS rated the agencies – the ability to make effective choice – on the mean 3.72; while the LLPs and LDs rated it on the mean of 3.79 and 3.93 respectively. The second independent variable, opportunity structures was rated at the mean of 2.93, near to moderate agreement. The mean of the three groups rating at this point found to be significantly different at the p -value of $p = <.05$. The post hoc analysis done confirmed that rating of the two groups (CSS and the LLPs) below the moderate level at the mean of 2.88 and 2.93 respectively while the rating of the third group (LDs) is near to the agreement level with the mean of 3.50. Explaining the matrices of relationship between variables both Narayan (2006) and Alsop and Nina (2005) explained the effect of having an asset to access available opportunities demonstrated clearly in the finding of the descriptive data. Due to their asset endowment that helped them to access other resources, leaders are believed to have favorable observation on opportunity structure.

The intermediary variable, degree of empowerment, is theorized to be created out of interaction between agency and the opportunity structure. Also and Heinsohn (2005) described the DoE to be measured by looking at the availability of choices (emanating from the opportunity structure), the capacity to make choice (which is dependent on the actors ability to make choice – Agency) and the actualized choices – an outcome. The results show

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that this is the variable that falls a bit far from disagreement and below the moderate level at the mean of 2.67. I believe that this has to do with the effect of the observation on the opportunity structure. Though the Anova presentation on difference at the degree of empowerment was also significant at p -value, $p = <.05$, the post hoc analysis doesn't show where the difference lies. CSSs, LLP and LDs conferred their rating below moderate value 3, i.e. 2.57, 2.80 and 2.95 respectively. As it is a mediating variable that mixes the agency's asset endowments and capabilities to make effective choices with the formal and informal opportunity structure, more effort should be exerted to improve the degree of empowerment in the Federal Civil Service. From the literatures reviewed, it is evident that there is strong legal and institution framework. Moreover, different reports confirm the government's commitment and resolve to promote gender equality. The sources of the low rating of the participants on degree of empowerment are from the unfavourable informal structure, the norms and attitudes (See tables 7, 8 and 9). The Qualitative findings also confirmed lack of the availability of created opportunity and favorable attitudes that can facilitate the women's empowerment and gender equality in the Federal Civil Service structures.

The outcome variable, development outcome, was rated exactly at neutral scale with the mean of 3.03. All the three groups came to an agreement at this point too. They confirmed the moderate level of achievements by rating at mean of *CSS* -2.94, *LLP* - 3.13 and *LDs* - 3.38 respectively. The qualitative findings confirmed that there is no significant outcome except improved attitudes due to lack of the availability and access to resources and the practicability of laws.

5.2. Discussion of Bivariate and Multivariate Findings

The first hypothesis test was done to see if any of the demographic factors (age, educational status, work experience, position and monthly income) are significantly correlated with the independent variables (agency, opportunity structure) mediating variables

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(degree of empowerment) and dependent variable (development outcome). The correlation analysis done showed that only age to have significant positive relation with the opportunity structure ($r = .142^*$). Position was found to have significant positive correlation with degree of empowerment at ($r = .203^{**}$) and with development outcome ($r = .163^*$). Monthly income also found to have significant positive correlation with degree of empowerment ($r = .142^*$). Educational background and work experience were found to be in no significant correlation with all the variables. This is confirmed in the qualitative findings that though the women in the CSS improved their educational qualifications they were denied the chance of having better position in the Civil Service due to the mere fact that they were serving at the lower positions, no matter how they are proved to be capable in discharging responsibilities at the higher level. The non-significant correlation of educational background and work experience with agency is found to be inconsistent with the literatures (Narayan, 2006). If one possesses human capital, it is believed that it is a plus for its capacity to decide. It is also believed that the more a woman gets senior in terms of her work experience the greater her self-confidence and respect by others and this enhances here psychological and informational assets. This confirms the qualitative finding expressed by CSS respondents stating that improvement in their educational status and having longer service were not recognized for improving their employment status or position. The correlation of position with degree of empowerment and development outcome and income with degree of empowerment goes in line with the theory (positive correlation). If a woman has the capacity to decide – to make meaningful choice, her degree of empowerment is said to be high and vis-versa. The correlation of age with opportunity structure also support the literature, the more you know the informal and formal structure the more you become able to exploit the available opportunities.

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The second hypothesis was done to see the relationship between agency and development outcome. As the literatures assume (Alsop and Nina, 2005; Narayan (2006), result confirmed significant relation to exist between agency and development outcome. Most literature reviewed confirmed that the reason for the concentration of women civil servants at the lower stratum largely accounts for their low asset endowments and capabilities impacted by economic, social, political and cultural factors. Though most respondents believe to have functional agency their jobs required, interviewed leaders claim that much should be done both at micro and macro level to build the assets endowments and capabilities of women in order to bring about gender equality in the Federal Civil Service structure. This research found the claims that empowerment cannot be bestowed from outside and can only be achieved through the women themselves to be true. Though there are quite a lot of legal and institutional frameworks created, they are not able to impact on women in the civil serves to rate their own agency on the highest level rating of complete agreement.

The third hypothesis was done to check whether the opportunity structure has significant relation with development outcome. Findings proved opportunity structure to have significant relationship with development outcome. However, the rating given to the existence of functional formal and informal interaction in the Federal Civil Service, participants found to remain neutral. I believe this is due to the doubt they have on the informal structure. In order to empower women, there must be strong legal framework with facilitative informal relations. In addition to the legal framework reviewed in the literature part, the three groups approved the existence of perfect legal and institutional framework. However, they believe that the attitude of men and women especially that of leaders exacerbated by culture and socialization factors to be the main constraints in the opportunity structure. Both qualitative and qualitative data showed that there is still the tendency of attaching gender bias (in favor of males) to performance appraisal, selection and assignment

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on decision-making positions particularly to the line and support functions. There is a tendency of preference to assign women on support function like, Finance and Human Resource management than line or core functions' management and leadership. There is also high tendency of undermining the contribution of positions traditionally assumed to be 'women's position' - such as secretarial positions – including the position holders themselves. The second constraint identified here is the capacity of leaders to clearly understand the concept of women empowerment in its full sense. Most of the leaders interviewed relate the women empowerment work with gender-mainstreaming. Though the Women, Youth and Children Affairs Ministry through the establishment proclamation is clearly mandated to control the women's empowerment effort of the government, they think that their main responsibility to be making sure that all policies and strategies are gender mainstreamed – leaving aside the responsibility of implementation and accountability of the same to respective sector Ministries. As a result the accountability of ministries for their action and inaction is left unchecked. There is also lack of clarity on the implementation of affirmative action and it was also said to be insufficient, which calls for the attention of revision.

The fourth hypothesis, related to the significance of the relationship between degree of empowerment and development outcome found to be statistically significant. Based on literatures one can easily understand that if choices are available and there are able agencies that can choose from the opportunities put forward to them, there is a high probability of actualizing choices – which is the outcome (Alsop and Heinsohn, 2005). The results of this research are found to be in consistency with the theory. Due to near to moderating rating at the degree of empowerment, there is moderate level of development outcome in the Ethiopian Federal Civil Services. The statistical summary of this research indicated that the predictor that is a bit far from the lower rating of disagreement is degree of empowerment.

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See Table 7) Because participants of this research, including leaders, rated it at lower level it affected the results of the study starting from the Cronbach Alpha results. This, I believe could be due to the respondents' observation of lack of available choices and capacity to choose in the civil service structure. Though there are well established legal, policy and institution frameworks, they fail to create choices for women civil servants to be empowered. Chances to access civil service resources like employment, promotion, and training are far from equality (See Figures 2, 4, 5, 6, and 7). According to CCs and LLP interviewees, recognition of women civil servants' contribution and rewards attached to them are said to be lacking in the federal civil services system. Though legal frameworks are in place, due to the influence of informal institution – unfavourable attitudes – excluding women from opportunities still continues to appear in covert forms that hinders women from experiencing their legal rights.

The fifth and the sixth hypotheses were meant to check the significance of the relationships between the independent variables with mediating variable. It is proved that there is statistically significant relationship between both agency and opportunity structure with degree of empowerment. As Alsop and Heinsohn predicted, the interaction of agency and opportunity structure significantly affected the existence of degree of empowerment. Due to the moderate observation of the women civil servants serving in the CSS and LLP on the opportunity structure, they also came to rate the presence and functionality of the degree of empowerment above disagreement and below neutral/moderate scale (See Table 7). Leaders on the other hand rated the opportunity structure near to the agreement level, but failed to rate degree of empowerment the same way. They rated it near to the moderate scale (See Table 7). The rating of the leaders found to be inconsistency with the literature. If they rate the independent variables at the agreement rating, according to the theory, the degree of empowerment is expected to be rated also at the agreement scale (Alsop and Heinsohn, 2006). Looking at the research findings as and as to the qualitative responses of the LDs, this, I

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believe, concerns on the availability of planned and budget supported empowerment practices in the Federal Civil Service, in addition to their doubts on the capacity of women in making effect choices. Moreover, the leaders observed gender biases on recognition of ability and performance.

The last three hypotheses, i.e. H7, H8 and H9 are focused on checking the mediation effect of the degree of empowerment between the predictors and outcome variables, separately and in combination. As all relations among variables found to be statistically significant at the p -value of $p < .001$ (see Table 17), $p < .01$ (see Table 18) and $p < .05$, it is found that degree of empowerment doesn't mediate the relationship between the independent and dependent variables.

As described in the conceptual framework, degree of empowerment was expected to mediate between the predicting (agency and opportunity structure) and outcome (development outcome) variables. Though the study proved the mediation doesn't exist, it proved strong relations that exist among variables. As the first independent variable (agency) was rated at the agreement scale and the second independent variable (opportunity structure) was rated on neutrality, it affected the degree of empowerment to be at below the moderate level, which finally affected the outcome variable (development outcome) to exist at the neutral rating. From the descriptive results, one can easily understand that the observation of all the three groups are similar except on the opportunity structure, where leaders believed there is preamble opportunity structure, while the remaining two groups rated it below the neutral scale.

5.3. Implication for Research, Social Work Practice and Policy

One of the contributions of this study, from the research point of view is the adoption of different measurement scales and indicators from different literature to develop new measurement scale that matches with the context of civil service to measure women

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empowerment. Tools used for data collection were developed in English and then translated into Amharic using back translation methods. To have full picture of the issue I commend others to involve on researching two areas that this research missed. This includes reviewing of overall organizational plans with respect of gender and researching on the perspectives of male leaders and civil servants. For those who wish to continue exploring further I wish to suggest to them to carefully examine and amend the instruments I develop before adopting.

This study has several implications for social work practice. Social work is a profession that allies itself with the disadvantaged group of society. It mostly works towards favoring the unflavored and gives emphasis in helping people to help themselves. Women are from the disadvantaged segment of the society who have been excluded from participation and enjoyment of different rights. Taking women empowerment and participation issue as a research area would contribute to the fulfillment of social work statutory duty –knowledge creation and informing the policy makers on the gaps to address the issue properly. It also helps to raise public awareness and sensitization, in addition to informing the women themselves of their rights as a woman and as a civil servant. In this respect, I believe this research indicated gaps with their source and the remedial action to be taken to take women efforts one step ahead.

Based on the findings the following are identified to be main contributing factors that have policy implication to gender disparity and to impact negatively on the practical implementation of the women's empowerment efforts in the Federal Civil Services.

Agency

At micro level, both qualitative and quantitative data revealed that there is high concentration of women in the low educational status that have negatively affected their other assets like, positions they hold and income level attached to it. It also kept them from sharing

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limited capacity building opportunities. Women in the civil service also demonstrated adaptive preference for the role given to them by the structured division of labor.

Opportunity Structure

At macro level, the formal structure, the research participant women mentioned that considering the low status women hold in long history of the civil service; they believe that the 3% affirmative action devised to encourage women's employment and promotion found to be very minimal – almost better than nothing. In addition it lacks clarity and different Ministries give different interpretation during implementation.

The second concern raised was lack of accountability. Even though there are well tailored constitutional and legal frameworks that require facilitation and action at each and every level for women empowerment, including the GTP plan, there is no mechanism of attaching this plan with the require budget and measuring the practical implementation. Moreover, due to lack of ownership, there is no proper mechanism to check on and take appropriate actions on malfunctions and inactions.

The most cited and visible problem lies at the meso level, where the implementation and interpretation of laws in relation to performance take place, on the informal structure. The attitude of both women and men especially on the leadership are found to be the most hindering factor for women's empowerment and gender equality in the Federal Civil Service. These account for the socialization effect that created stereotype and unfavorable attitude on both genders. Due to this, there is lack of supportive environment that helps and appreciates women's personal effort of self-development.

The inefficiency of the women's affairs structures (gender offices) is also accounted for lack of commitment and knowledge on the part of the office holders. Horizontal and vertical relations of the Gender Affairs Offices with other functional offices and the Ministry of Women, Youth and Children Affairs Ministry on gender issues are blurred, which created

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difficulty in implementing gender-mainstreamed policies and in evaluating their degree of effectiveness.

Degree of Empowerment

The women empowerment effort of the ministries covered under the study is viewed to have lower level degree of empowerment. The main hindering factors lie on lack of planned and budget supported capacity building choices offered for women civil servants especially at the CSS positions.

The degree of empowerment is negatively affected by problems identified in the agencies capacity and adaptive preference in relation to hindering opportunity structure, especially the informal one. For the degree of empowerment to be at a required level of functionality both the values of agency (human, political, economic social/organizational and psychological assets and capabilities) should appear in harmony with permeability of the formal (legal, policy and strategy) and informal structures (norms, cultures and behaviors of leaders at the decision-making position) (Alsop and Nina, 2005; and Narayan, 2006).

Development Outcome

Despite all the efforts, the women's status and levels of participation still holds low status at all levels. The Federal Civil Service is still unable to offer increased benefits of equality that increases women's access to organizational resources. Generally, there are gaps in availability, equality and quality of opportunities provided to women to upgrade the overall quality of the women's working life. This, in turn, challenges the plans of having more women at the decision-making positions at the end of GTP timeframe.

5.4. Opportunity and challenge exist in the Federal Civil Service for women empowerment practice that can facilitate/hinder gender equality – the 8th Pillar of the GTP

5.4.1. Opportunities

The following are identified as opportunities that can be taken as facilitating women empowerment practices:-

Agency

There are increasing self-initiated women's personal development efforts that can be taken as a fertile ground for gender equality. Especially, civil servants under the CSS category seem to understand the matrix of empowerment. If one possesses a good level of human asset, it would impact on its' economic asset and goes up to the level of control over decision-making power. Recognition of their own capacity and rights both as the civil servant and a woman is also an asset that would contribute towards practice of empowerment.

Opportunity Structure

All national, regional and international instruments and the government's political will and resolve are the prime opportunity that laid down the foundation for issue to take the agenda at macro level. The creation of women affairs structures attaches equal importance to the legal frameworks. The efforts that have been made to incorporate gender issue in every policy and strategy of the country can be taken as important instrument to aware and sensitize citizens. Especially making gender issue one of the pillars of the GTP development agenda has a positive influence to fasten the tone of changes in the lives of working mothers.

International focus and forum of cooperation on matter affecting the women's life is another well-untapped opportunity to be used as the means of women empowerment.

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Degree of Empowerment

Viewed from the number of women aspiring for a better future and the existence of supportive formal structure there is a fertile ground for creating and strengthening a functional degree of empowerment.

Development Outcome

Though minimal, there is an attitudinal change of both men and women on the women's capacity to perform.

5.4.2. Challenges

Factors stated above to impact the gender disparity could be taken as challenges at each variable. Here under are challenges identified under thematic items;

Agency

The adaptive preferences that the women civil servants developed from their life experience and fatigue resulted from unmet need that are demonstrated to protect them from being proactively demanding their constitutional rights of being favored and protected.

Opportunity Structure

The highly rated threat for women empowerment and gender equality is attitude, especially of decision-makers. Both sexes are believed to have unfavorable attitude towards women's ability and performance capacity. There is also stereotyped position preferences and high tendency of attaching women civil servants at any educational background or work experience with the support position rather than line functions with technical expertise.

Degree of Empowerment

Lack/unavailability of choices for women civil servants on capacity building opportunities are believed to be one of the major problems in the Federal Civil Service. Difficulty in changing ones position in relation to changes in educational/professional development is also mentioned to be equally hindering factor to increase women at the

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professional and decision making position. Lack of supportive measures for self-initiated capacity building and career development efforts, lack of budget supported plans and programs that brings enacted laws and policies down to earth so that changes in the lives of women civil servants be materialized.

Development Outcome

Lack of women's access to resources and opportunities in the civil service structure starting from employment opportunity to decision-making powers are exhibited to be still the main challenges.

Chapter VI

Conclusion and Recommendations

6.1. Conclusion

The data collected were analyzed using a series of statistical tools, mainly simple and multiple regression analysis. The major findings of the study showed that controlling the demographic factors, there is correlation between age and opportunity structure; position with degree of empowerment and development outcome and monthly income with degree of empowerment. The results also showed educational background and work experience not to have correlation with any variable.

The study identified that there is statistically significant relationship among the predicting/independent variables (agency and opportunity structure) and outcome/dependent variable (development outcome). The relationship between degree of empowerment and development outcome also found to be significant. As all variables have significant relationship among themselves, the results showed that degree of empowerment has no mediation effect on both independent (agency and opportunity structure) and dependent (development outcome) variables.

Based on the findings, it is possible to conclude that the women empowerment practice in the Ethiopian Civil Service is rated by participants to be at the scale of moderate rating, that is neutrality. The only variable rated near to an agreement is Agency. The other two variables, opportunity structure and development outcome were rated at moderate scale, while the most important variable, degree of empowerment that leads to development outcome is rated below moderate scale. The qualitative finding also clearly showed the presence of all legal and structural frameworks without muching resources and favorable attituded to create the required level of degree of empowerment.

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Therefore, this research comes to an agreement with different scholars and government reports on the status of women in the Federal Civil Service to still appear far from equality. The inequality is not only in number, but most importantly in terms of the quality of opportunities they enjoy. The women empowerment practice in the Federal Civil service structures is observed to be more of legal – political than being economic/socio-cultural/psychological, contributing to the over all meaningful change in the working and living conditions of the civil servant women by establishing system that enables women to access resources and brining about changes in the long-lived patriarchal unfavorable attitude towards women.

6.2. Recommendation

This research has tried to examine the issue of women empowerment and gender equality practices of the Federal Civil Services focusing on five selected Ministries at each level of analysis i.e. micro, meso and macro. Based on the findings and analysis, I recommend the following measures:

At Micro Level

On the part of the agencies of Federal Civil Servant women, the research recommends the continuation of self- development efforts to increase their ability to choose. The civil servant women shall also proactively initiate and participate on creating favorable conditions for their own development. To this end, organizing themselves under the umbrella of “Civil Servant Women’s Association” would be instrumental. Women who hold the Gender Offices should play the role model and set example for the new generation to counter the unfavorable attitudes, stereotypes that claim women are not able enough to hold decision-making position and to lead which requires a feminist stand.

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At Meso Level

As attitude of both sexes found to be the major hindering factor at the interactional/meso level, increasing the coordinated and continuous effort of awareness raising and gender sensitization is crucial through application of relevant strategies (peer to peer support and empowerment, mentoring etc.) To this end, conduct periodic gender audit to review the implementation of plans developed to realize women empowerment/gender equality and taking appropriate actions are mandatory. Organizing and ensuring the participation of feminist women than politicians in general and leadership of Gender Offices in particular are instrumental in these processes.

At Macro Level

The first and timely focus should be placed on redefining the responsibilities of each stakeholder towards women empowerment to address the accountability issue. The gender-mainstreamed plans, strategies and policies can only be practical if and only if the issue of accountability attached to each foreseen results of action or inaction. Gender is a crosscutting issue that needs the attention of all stakeholders and each should be held accountable in their own right for implementation. Leaders should be appraised on the basis of chances and choices they created for women at their respective area of responsibility and support they attach to women to enable them to make effective choices from the available opportunities the created. Leaders also should check and report on the actualized choices the women civil servants enjoyed.

Second, planned capacity building opportunities with the required budget that entail basic change in civil servant women's human capital should be created with special attention to women civil servants who serve under the semi-professional, clerical and fiscal and other lower stratum position, which account for more than half of the civil servant population. Empowerment efforts that exclude the majority would not yield targeted results.

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Third, create conducive environment that supports mentoring and personal career development and capacity building efforts of the women; work environment that rewards special contributions of women at each level.

Fourth, revising affirmative action and other women rights related laws and guidelines and aligning them with the current socio-economic situation would facilitate the achievement of targeted women empowerment and gender equality.

Fifth, research based gender audit focusing on policy and practice. This would enable to address the high prevalent gap of getting up-to-date gender segregated data. To this end, as all instruments used for data collection in this research are developed and used for by adopting indicators and scales from different scholars and from different materials mentioned under the methodology part, it is recommended to conduct further validation and amendment before adoption.

6.3. Ethical Consideration

Conferring to the ethical procedure that shall be fulfilled by a researcher, self-introduction, topic and purpose briefing was carried out to respondents and to institution where desk review was done by submitting the introductory letter issued by the School of Social work. This has made the engagement process smooth. Confirmation on strict adherence to the social work ethical values of confidentiality and anonymity of all the information gathered also granted to all involved. With positive rapport created in due process, informed consent in writing was made with some research participants who were willing to do so, while respecting the respondents will of not to do so in some cases – accepting only the oral consent given for participation. During the research process, mater of beneficence, (both direct and indirect) were issues raised and addressed accordingly.

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Annexes

Annex 1:

Statement of Certification

This is to certify that this thesis work, “Women Empowerment Practice in Public Organizations under the Ethiopian Federal Civil Services”, undertaken by Enanu Belay for the partial fulfillment of Masters of Social Work (MSW) at Addis Ababa University, is an original work and not submitted earlier for any degree either at this University or any other Universities.

Research Advisor: Abebe Assefa Abate (PhD.)

Date: _____

Annex 2:**Declaration**

I, Enanu Belay, declare that this work entitled “Women Empowerment Practice in Public Organizations under the Ethiopian Federal Civil Services”, is the outcome of my own effort and study and that all sources of materials used for the study have been acknowledged. I have produced it independently except for the guidance and suggestions of the research Advisor.

This study has not been submitted for any degree in this University or any other Universities. It is offered for the partial fulfillment of degree of Masters of Social Work.

By: Enanu Belay

Signature _____

Date _____

Annex 3

**Addis Ababa University
School of Social work**

Questionnaire on “Women Empowerment Practice in Public Organizations under the Ethiopian Federal Civil Services”

Dear Respondent,

My name is Enanu Belay. I am working on my Masters study in Masters of Social Work (MSW) Extension Program in Addis Ababa University Graduate School of Social Work. I have to conduct research and produce a thesis paper as a requirement to fulfill my study. To this end, I selected the topic “Women Empowerment Practice in Public Organizations under the Ethiopian Federal Civil Services”.

As you are well aware women empowerment and gender equality is one of the pillars of the Growth and Transformation Plan of our country. By the end of the year 2014/15, the plan expects to achieve equality of women in decision-making. This study intends to measure the level of women empowerment in the Ethiopian Federal Civil Service towards achieving the GTP goal in the planned timeframe. As a female civil servant, I believe, it would in your best interest to involve in evaluation of this type. Your participation is valuable for the successful completion of the study. The information you are giving will be handled with high sense of anonymity and confidentiality. Thus, I ask you to freely tell me the extent to which you agree or disagree with each statement. Please also note that you have all the right to withdraw from giving your opinion any time you like doing so.

Do you agree to take part by responding the following questions?

Yes continue

No Thank You!

Demographic Data:

1. Age _____
2. Educational Background: At time of employment _____ Current _____
3. Years of Experience _____
4. Rank/Position _____
5. Monthly Income: At time of employment _____ Current _____

N.B. If convenient to you, I would be very much grateful to collect your answers by May 30, 2013.

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Annex – 4 (1) Questionnaire to be filled by Clerical and Support Position Holders (back translated into Amharic)

Type of Variable	Item No.	Questions and Filters	Coding Categories					
			Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	
Agency by Asset Endowments	Item 1	I have good knowledge of my duties and responsibilities						
	Item 2	The organization expects me to demonstrate knowledge of organizational vision, mission, objectives and strategic plans and facilitates access to information that has helped me to understand the overall goal of the organization						
	Item 3	My role and contribution to the overall achievement is very well recognized and rewarded						
	Item 4	I am well aware of my rights both as a civil servant and as a woman						
	Item 5	As I am treated with respect and dignity in all my work related and personal issues in the organization both as a staff and a woman, I enjoy the working environment. Thus I have special sense of trust and belongingness to my organization.						
	Item 6	As a civil servant I feel high sense of security and confidence in maintaining my employment status and career development						
Opportunity Structure	Item 7	Employment, selection and promotion procedures are free from gender bias						
	Item 8	Employees at the support and clerical positions are given career development, job related skill s training, capacity building opportunities						
	Item 9	Support and clerical position holders' effort for self-development are well appreciated, supported and rewards like position change and promotion are automatic upon completion						
	Item 10	Effective remedial measures are put in place so that work and domestic responsibilities of female staff do not affect each other						
	Item 11	Outstanding contribution of the support and clerical staff towards the success of the organization is well recognized and rewards of capacity building opportunities are granted						
	Item 12	Male bosses/colleagues treat female subordinates fairly and cooperate when help is needed						
	Item 13	The restructuring of government offices to incorporate Gender Offices contributed towards increasing and expanding opportunities, beneficence and quality of women civil servants						
	Item 14	Never experienced harassment at the workplace sexual or otherwise						

WOMEN EMPOWERMENT...

Type of Variable	Item No.	Questions and Filters	Coding Categories					
			Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	
Degree of Empowerment	Item 15	The implementation of affirmative action has contributed to expand choices, increase the number and quality of women civil servants at each career ladder						
	Item 16	Chances are facilitated for support and clerical position holder women to access resources for career development that would help them to aspire for a better future						
	Item 17	There is a violence and harassment free environment and women civil servants are encourage to report any such an attempt						
	Item 18	*There is tendency of undermining contribution of gender segregated jobs (like secretarial and archives) to the overall success of the organization						
	Item 19	*Though there is conducive environment that offers women variety of choices, the women lack capacity to make use of these choices due to negative self- image, less self-esteem and low self-confidence they have for themselves as a result of cultural and social influences						
	Item 20	*Though there are conducive legal framework, political will and able agencies of women to make use of the existing choices , leaders lack good will and commitment to facilitate women's empowerment due to attitude formed through their socialization and culture towards women's positions						
Development Outcome	Item 21	Due to the empowering practices in the organization women serving at the clerical and non-professional position are encouraged to work towards self-development						
	Item 22	Women's access and control over organizational resource has increased						
	Item 23	There is an encouraging attitudinal change towards women support and clerical staffs' ability and contribution						
	Item 24	Generally, I am satisfied with the availability, equality and quality of opportunities personal development and better future that keeps me to remain proud civil servant						

* Questions reverse rated to avoid negative worded statements

These are Semi-professional non-professional positions giving support to the line function of the organization.

WOMEN EMPOWERMENT...

Annex – 5 (1) Questionnaire to be filled by Lower-level Professional Position Holders

of Type Variable	Item No.	Questions and Filters	Coding Categories				
			Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Agency by Asset Endowments	Item 1	As a member of the organization I believe have a role to play towards the success of organizational goal.					
	Item 2	My role and contribution to the overall achievement is very well recognized and rewarded					
	Item 3	I am well aware of my rights both as a civil servant and as a woman					
	Item 4	I have equal access to information that are helpful to facilitate my duties as a member of the organization					
	Item 5	As I am treated with respect and dignity, both as a staff and a woman in all my work related and personal issues in the organization, I enjoy the working environment. Thus, I have special sense of trust and belongingness to my organization.					
	Item 6	As a civil servant I feel high sense of security and confidence in maintaining my employment status and career development					
Opportunity Structure	Item 7	Selection, employment and promotion procedures are free from bias against women					
	Item 8	Female employees are given career development, job related skills training and capacity building opportunities					
	Item 9	My organization supports personal effort for career development and rewards like position change and promotion are automatic upon completion					
	Item 10	Recognition of worker's abilities is gender neutral					
	Item 11	Effective remedial measures are put in place so that work and domestic responsibilities of female staff do not affect each other					
	Item 12	There is support from the leadership to mentor women civil servants in discharging their responsibility and achievement of their career development efforts					
	Item 13	The restructuring of government office to incorporate Gender Office/Directorate General contributed towards increasing and expanding opportunities, beneficence and quality of women civil servants at each level					
	Item 14	Never experienced harassment at workplace sexual or otherwise					

WOMEN EMPOWERMENT...

Annex – 5 (2)

of Type Variable	Item No.	Questions and Filters	Coding Categories				
			Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Degree of Empowerment	Item 15	There are equal opportunities to women and men to compete for organizational resources like promotion, scholarships, on the job training and etc.					
	Item 16	There is a planned and budget supported effort of empowerment that would prepare women for top and middle level decision-making and professional positions					
	Item 17	Chances are facilitated for women to choose the area of assignment that would help them to develop their capacity to aspire for a better future					
	Item 18	The implementation of affirmative action has contributed to expand choices, increase the number and quality of women civil servants at various levels					
	Item 19	There is a violence and harassment free environment and women civil servants are encouraged to report any such an attempt					
	Item 20	*Though there is conducive environment that offers women variety of choices, the women lack capacity to make use of these choices due to negative self- image, lows self-esteem and lack of self-confidence they have for themselves as a result of cultural and social influences					
	Item 21	*Though there are conducive legal framework, political will and able agencies of women to make use of the existing choices , leaders lack good will and commitment to facilitate women's empowerment due to attitude formed through their socialization and culture towards women's positions					
Development Outcome	Item 22	Existence and enforcement of laws, regulations and policies facilitated women's beneficence and ensured equality in the federal civil service.					
	Item 23	Women's access and control over organizational resource has increased					
	Item 24	There is an encouraging attitudinal change from both men and women towards women's ability and capacity to perform and aspire for a better future					
	Item 25	Generally, I am satisfied with the availability, equality and quality of opportunities for life time learning, personal development and opportunity for better future that makes me proud to remain civil servant					

* Questions reverse rated to avoid negative worded statements

N.B. Lower Level Professionals include Professionals who are severing in different functional position that are not part of decision-making

WOMEN EMPOWERMENT...

Annex – 6(1) To be filled by Top and Middle Level Decision-making Position Holders (Leaders)

Type of Variable	Item No.	Questions and Filters	Coding Categories					
			Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	Agree
Agency by Asset Endowments	Item 1	I am engaged in the job I am interested in						
	Item 2	I have the right educational background, job specific skill, and relevant work experience that makes me best candidate for the job						
	Item 3	I have equal access to information that are helpful to facilitate my duties as a member of the organization						
	Item 4	I feel I have full control in making personal decisions and I am fully involved in the organizational decision-making process on matters that affect my own and others' lives						
	Item 5	As I am treated with respect and dignity, both as a leader and a woman, I enjoy the working environment. Thus, I have special sense of trust and belongingness to my organization.						
	Item 6	As a civil servant I feel high sense of security and confidence in maintaining my employment status and career development.						
Opportunity Structure	Item 7	Women are assigned in leadership positions of line or support functions without taking their gender into account						
	Item 8	Recognition of leader's ability is gender neutral						
	Item 9	Colleagues respect female leaders' decisions and cooperate when help is needed with work						
	Item 10	Female colleagues who have vertical and horizontal relation encourage each other's achievement and cooperate when help is needed with work						
	Item 11	The restructuring of government office to incorporate Gender Affairs Directorate contributed towards increasing and expanding opportunities, beneficence, decision-making role number and quality of women's at top and middle-level						
	Item 12	Never experienced sexual or other forms of harassment at the workplace						
	Item 13	Chances are facilitated for women to choose the type of assignment that would help them to develop their capacity to aspire for a better future						
	Item 14	There is equal access for women and men to organizational resources like, information, career development, leadership capacity building exposure and long and short training programs						

WOMEN EMPOWERMENT...

Annex – 6(2)

of Type Variable	Item No.	Questions and Filters	Coding Categories				
			Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Degree of Empowerment	Item 15	There is a planned and budget supported effort of empowerment that would prepare women for top and middle level decision-making and professional positions					
	Item 16	The implementation of affirmative action has contributed towards expanding choices and increasing number and quality of women civil servants at top and middle - levels					
	Item 17	*Though there is conducive environment that offers women variety of choices, the women lack capacity to make use of these choices due to negative self- image, low self-esteem and lack of self-confidence they have for themselves as a result of cultural and social influences					
	Item 18	* Though there are conducive legal frameworks that offer women variety of choices, political will, and able agencies of women to make use of the existing choices, leaders lack good will and commitment to facilitate women's empowerment efforts due to attitude formed through their socialization and culture towards women's positions					
Development Outcome	Item 19	Existence and enforcement of laws, regulations and policies facilitated women's beneficence and ensured gender equality in the federal civil service.					
	Item 20	Women's access and control over organizational resource has increased					
	Item 21	Women's participation in decision-making has increased					
	Item 22	There is an encouraging attitudinal change of men and women towards women's ability and capacity to perform					
	Item 23	Generally, I am satisfied with the availability, equality and quality of opportunities for life time learning, personal development and opportunity for better future that makes me proud to remain civil servant					

* Questions reverse rated to avoid negative worded statements

N.B. Top and Middle Level Decision-making include, Ministers, State Ministers, Director Generals, Directors up to Section Heads

WOMEN EMPOWERMENT...

Annex - 7 Information sheet for Interview**Addis Ababa University, School of Social work, Study on “Women Empowerment Practice in Public Organizations under the Ethiopian Federal Civil Services”.**

Dear Interviewee,

My name is Enanu Belay. I am working on my Masters study in MSW Extension Program in Addis Ababa University Graduate School of Social Work. I have to conduct research and produce a thesis paper as a requirement to fulfill my study. To this end, I selected the topic “Women Empowerment Practice in Public Organizations under the Ethiopian Federal Civil Services”.

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

Moreover, some of the questions might be very personal and difficult to answer or to talk about but it might be helpful for many others to change the situation you feel uncomfortable. Therefore, please try to discuss every aspect of the questions. There is no right or wrong answer. You are just kindly requested to share your experience. You may stop the interview or leave to answer questions that might make you uncomfortable. However, your answers have their own contribution to understand the issues and help women empowerment efforts in the country.

Thanking you in advance for your cooperation, I would like to inform you that the interview will take approximately 15-25 minutes. If you have questions or need more information and clarification please do not hesitate to contact me on the following address:

Enanu Belay

Tel: 0911-049970

Email: dankalfi@yahoo.com

Do you agree to be interviewed?

Yes continue to the next page No Thank You!

WOMEN EMPOWERMENT...

Annex 8 – SSI Guide/Questions for Top and Middle Level Decision-making Position Holder Women (to be translated into Amharic Language)

Agency

- Are you happy with your work and your career development process? If yes how? If no why?

Opportunity Structure

- Do you think there are favorable legal framework and political will that facilitates WE in your organization?
- Do you think that leaders in your organization demonstrate positive attitude towards your contribution?
- Do you think colleagues (both male/female) in your organization demonstrate positive attitude towards your leadership?
- How do you explain the role of horizontal/vertical working relations of your organization in empowering you to be effective in your work?

Degree of Empowerment

- What are the choices/opportunities exist to empower yourself as a female leader in discharging your responsibility?
- What are gender specific challenges you faced in actualizing those choices?
- How do you tackle these challenges and achieved to exercise your choice?

Development Outcomes

- How effective and efficient you are in exercising your decision-making power? Explain it in relation to the formal and informal support you receive from the organizational setup.

WOMEN EMPOWERMENT...

Annex 9 – SSI Guide/Questions for Low-level Professionals, Semi-Professionals, and clerical Position Holder Women (to be translated into Amharic Language)

Agency

- Do you believe there is supportive environment for your professional/personal development?? If yes how? If no why?
- Is there any women empowerment program in your organization? What benefits do you foresee from the women empowerment program of your organization?

Opportunity Structure

- Do you believe that women empowerment has got due attention by the leadership in your organization? ? If yes how? If no why?
- Are there any career development/capacity building programs organized to you that can facilitate the role/status change in your work life - like awarding scholarship? If yes What? If no why?
- Does your organization encourage your personal effort in career development/capacity building and facilitate changes of careers with due consideration of your past service/experience? If yes how? If no why?
- Do you think that leaders in your organization demonstrate positive attitude towards personal/organizational WE practice? ? If yes how? If no why?
- Is there supportive environment that takes your role as a mother and community builder and positively responds to your problem at pregnancy, childcare and family related issues? ? If yes how? If no why?
- Is there any mechanism established to report any workplace violence or sexual harassment? If yes how? If no why?

Degree of Empowerment

- What opportunities do exist to improve women's capacity in your organization? If no, why?
- What are constraints that hinder women from enjoying their rights of equal opportunities?
- What do you think should be done to improve the situation?

Development Outcome

- Have you ever experienced special treatment in relation to your Gender in accessing organizational resources/asset that might resulted in basic change in work life? If yes how? If no why?
- If yes, please explain the type of opportunities granted to you and the change you experienced.
- If no, please explain why? And what should be done?

Annex - 9**Informed Consent Form** *(to be translated into Amharic Language)*

First of all I would like to thank you for taking your time and participating in this study. This is just to remind you that we need to enter into an agreement of informed consent and to kindly request you to sign this form.

Thank you once again.

I, the undersigned, participated in the study on “**Women Empowerment Practice in Public Organizations under the Ethiopian Federal Civil Services**” on my own free will and interest after being oriented about the purpose of the study. I also reserve my right of withdrawal at any time I like doing so.

Interviewee name:- _____

Signature:- _____

Date:- _____

WOMEN EMPOWERMENT...

በአዲስ አበባ ዩኒቨርሲቲ

የሶሻል ወርክ ትምህርት ቤት

«በኢትዮጵያ ፌዴራል ሲቪል ሰርቪስ ሥር በሚገኙ መንግሥታዊ ተቋማት ውስጥ ሴቶችን የማብቃት እንቅስቃሴ ላይ ለሚደረግ ጥናት የ ተዘጋጀ መ ጠይቅ

ውድ መጠይቅ ሞዴል

እኔ እናኑ በላይ የተባልኩ በአዲስ አበባ ዩኒቨርሲቲ በሶሻል ወርክ ትምህርት ቤት በማታው ኘሮግራም የማስተርስ ትምህርቴን በመከታተል ላይ የምገኝ ሲሆን፤ «በኢትዮጵያ ፌዴራል ሲቪል ሰርቪስ ሥር የሚገኙ መንግሥታዊ ተቋማት ሴቶችን የማብቃት እንቅስቃሴ» በሚል ርዕስ የመመረቂያ ጥናታዊ ጽሁፍ በማዘጋጀት ላይ እገኛለሁ።

እንደሚያውቁት ሴቶችን ለውሳኔ ሰጪነት ማብቃትና ጾታዊ እኩልነት ሀገራችን የነደፈችው የአምስት አመት የዕድገትና ትራንስፎርሜሽን እቅድ አንዱ ምሰሶ ነው። ዕቅዱ በዚህ የዕቅድ ዘመን ማብቂያ (2007) በውሳኔ ሰጪነት የሴቶችን እኩልነት ማረጋገጥ ላይ እንዲደረስ ይጠብቃል። ስለሆነም ይህ ጥናት በኢትዮጵያ ሲቪል ሰርቪስ ሥር በሚገኙ መንግሥታዊ ተቋማት በአሁኑ ወቅት የሚደረገው ሴቶችን የማብቃት ሁለንተናዊ እንቅስቃሴ ያለበትን ደረጃ በመለካት በዕድገትና ትራንስፎርሜሽን ዕቅዱ የተቀመጠውን ግብ ከጊዜ ሰሌዳው አንፃር ሊያሳካ እንደሚችል ለመፈተሽ ይፈልጋል። እርስዎም እንደሴት የመንግሥት ሠራተኛ በዚህ የግምገማ ጥናት ለመሳተፍ ፍላጎትዎ እንደሚሆን ሙሉ እምነቴ ነው። የእርስዎ በጥናቱ መሳተፍ ጥናቱ በተሳካ ሁኔታ ለመጠናቀቁ ከፍተኛ ድርሻ ይኖረዋል። የሚሰጡኝን መረጃ በከፍተኛ ኃላፊነት በምስጢር እንደምጠብቅና በዚህ ምክንያት ማንነትዎ እንዳይታወቅ እንደሚደርግ ቃል እገባለሁ። ስለሆነም በአባሪነት የተያያዘውን መጠይቅ አንብበው የሚስማማበትን ወይም የማይስማሙበትን መጠን በተመለከተው መሠረት እንዲገልፁልኝ በትህትና እጠይቃለሁ። መጠይቁ ላለመሙላትም ሆነ መረጃ መስጠትዎን በሚፈልጉበት ጊዜ ለማቋረጥ የሚችሉ መሆኑንም ከወዲሁ በትህትና እንገልፃለን።

በጥናቱ ለመሳተፍ ፍቃደኛ ነዎት?

አዎ ይቀጥሉ! አይ አመሰግናለሁ!!

ግላዊ መረጃ

1. ዕድሜ _____
2. የትምህርት ደረጃ: ሲቀጠሩ _____ ወቅታዊ/አሁን _____
3. የአገልግሎት ዘመን _____
4. የሥራ ደረጃ _____
5. ወርሃዊ ገቢ: ሲቀጠሩ _____ ወቅታዊ/አሁን _____

ማስታወሻ:- የሚመችዎ ቢሆን ግንቦት 21 ቀን 2005 መጠየቁን ሞልተው ሊያስረክቡኝ ቢችሉ ከልብ አመሰግናለሁ!!

WOMEN EMPOWERMENT...

በከፍተኛና መካከለኛ የውሳኔ ሰጪነት ቦታዎች በያዙ ሴቶች የሚሞላ መጠይቅ

የመለኪያው ዓይነት	የጥያቄ ቁጥር	ጥያቄዎች/ማጣሪያዎች	መለያ መደቦች				
			የጥያቄ አልሰማግላም	ጠቅላይ ማህተም	ገለልተኛ	እስማማላሁ	የጥያቄ አሰማማላሁ
ማለሰጠ (ባለት ሰብዓዊዎች ሆነ ቁሳዊ ሃብት)	ጥያቄ 1	በምወደው የሥራ መስክ ነው የማገለግለው					
	ጥያቄ 2	ተፈላጊው የትምህር ዝግጅት፣ ተዛማጅ ክህሎትና ተገቢው የሥራ ልምድ ያለኝ በመሆኑ ለሥራው ብቁና ተመራጭ ነኝ					
	ጥያቄ 3	እንደመሥሪያ ቤቱ ባልደረባ ሥራዬን ለማቀላጠፍ የሚረዱ መረጃዎች ለማግኘት ለሚያስችሉ የመረጃ ምንጮች እኩል ቅርበት አለኝ					
	ጥያቄ 4	የግል ውሳኔዎችን ለመውሰድ የሚያችል አቅም አለኝ፤ በመሥሪያ ቤቱ ውስጥ የራሴንም ሆነ የሌላውን ሠራተኛ ህወይት በሚነኩ የውሳኔ ማሳለፍ ሂደትም ሙሉ ተሳትፎ አደርጋሁ					
	ጥያቄ 5	እንደአመራርና እንደ ሴትም በአድናቆትና አክብሮት ስለምታይ በሥራዬ አካባቢያዊ ሁኔታ ደስተኛ ነኝ፤ ስለዚህ ሰድርጅቴ ልዩ አመኔታና የባለቤትነት ስሜት አለኝ					
	ጥያቄ 6	የመንግሥት ሠራተኛ እንደመሆኔ መጠን ከፍተኛ የሆነ የሥራ ደህንነት ይሰማኛል፤ የቅጥር ሁኔታዬና ሙያዊ ዕድገቴም ቀጣይነት እንደሚኖረው አርግጠኛ ነኝ					
የዕድል መዋቅሩ	ጥያቄ 7	ሴቶች ጽዎታቸው ታሳቢ ሳይደረግ በሙያዊም ሆነ በድጋፍ ሰጪ ኃላፊነት ቦታዎች ላይ ይመደባሉ።					
	ጥያቄ 8	ለአመራር ብቃት የሚሰጥ ዕውቅና ከጾታ ልዩነት የፀዳ ነው					
	ጥያቄ 9	የሥራ ባልደረቦች የሴት አመራሮችን ውሳኔ ያከብራሉ፤ በሥራ ድጋፍ ሲፈለግም ይተባበራሉ፤					
	ጥያቄ 10	በቀጥታም ሆነ የጎንዮሽ ግንኙነት ያላቸው ሴት የሥራ ባልደረቦች አንዳቸው የአንዳቸውን መልካም ውጤቶችን ያበረታታሉ፤ በሥራ ድጋፍ ሲፈለግም ይተባበራሉ፤					
	ጥያቄ 11	በመንግሥት መሥሪያ ቤቶች ያሉ መዋቅራዊ አደረጃጀቶች ለውጥ የሥርዓተ-ጾታ ቢሮዎች እንዲኖሯቸው መደረጉ የሴት ሠራተኞችን ዕድል በማስፋት፣ ተጠቃሚነታቸውን በማሳደግና በከፍተኛና መካከለኛ ደረጃ ያሉ ውሳኔ ሰጪ ሴቶች የሚጫወቱትን ሚና በቁጥርም ጥራትም በማሳደር አስተዋጽኦ አድርጓል					
	ጥያቄ 12	ጾታዊም ሆነ ሌላ አይነት ትንኮሳዎች በሥራ ቦታ አጋጥመውኝ አይውቁም					

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የመለኪያው ዓይነት	የጥያቄ ቁጥር	ጥያቄዎች/ማጣሪያዎች	መለያ መደቦች				
			ገቢዎች	አልባሽማም	ገቢዎች	ገቢዎች	አልባሽማም
የማብቃት ደረጃው	ጥያቄ 13	ሴቶች በምርጫቸው ወደፊት ችሎታቸውን በማሳደግ ለተሻለ ዕድል እንዲነሳሱ በሚያደርጋቸው የኃላፊነት መስክ ለመመደብ የሚያስችል ዕድል ተመቻችቶላቸዋል					
	ጥያቄ 14	ወንዶችና ሴቶች ሠራተኞች እንደ መረጃ፣ የሙያዊ ዕድገት፣ የአመራር ብቃት ማሳደጊያ፣ ለአጭርና ረጅም ጊዜ ሥልጠናዎች እና የደረጃ ዕድገት ለመሳሰሉ የመሥሪያ ቤቱ ሃብት የአኩል ተጠቃሚነት ዕድል አላቸው።					
	ጥያቄ 15	በድርጅቱ በዕቅድ የተያዘና በበጀት የተደገፈ ለከፍተኛና መካከለኛ የውሳኔ ሰጭነትና ለሙያዊ የሥራ መደቦች የሚያዘጋጅ ሴቶችን የማብቃት ጥረት አለ።					
	ጥያቄ 16	ለሴቶች የሚደረገው ልዩ ድጋፍ ምርጫቸውንና ተጠቃሚነታቸውን በማስፋት፣ በከፍተኛና በመካከለኛ የአመራር ቦታዎች ላይ ያሉ ሴቶችን ቁጥርና ብቃት በማሳደግ አስተዋጽኦ አበርክቷል።					
	ጥያቄ 17	ለሴቶች የተለያዩ አማራጮችን የሚያቀርብ አመቺ ከባቢያዊ ሁኔታ ቢኖርም ሴቶች ባይገቡት ባህልና ማህበራዊ ተፅዕኖ ምክንያት ለራሳቸው ያላቸው ግምት፣ ክብርና በራስ የመተማመን መንፈስ አሉታዊ መሆን እድሉን በአግባቡ ከመጠቀም አግዷቸዋል					
	ጥያቄ 18	ለሴቶች የተለያዩ ምርጫዎችን የሚያቀርብ አመቺ የህግ ማዕቀፍ፣ የፖለቲካ ፈቃደኝነትና ያሉትን ዕድሎች ለመጠቀም ችሎታ ያላቸው ሴቶች ቢኖሩም መሪዎች ያደጉበት ማህበረሰብ እና ባህላቸው ለሴቶች የሚሰጠው ልማዳዊ ቦታ ባሳደረባቸው የአመለካከት ችግር ምክንያት ሴቶችን ለማብቃት የሚደረጉ ጥረቶችን በማሳለጥ ረገድ ፈቃደኝነትና ቁርጠኝነት ይገባላቸዋል					
የዕድገት ውጤቱ	ጥያቄ 19	የተለያዩ ህጎች፣ ደንቦችና ፖሊሲዎች መኖር እና ተፈጻሚነታቸው የሴቶችን ተጠቃሚነት ከማሳለጡም በላይ በፌዴራል ሲቪል ሰርቪሱ ውስጥ ጾታዊ እኩልነትን አረጋግጧል።					
	ጥያቄ 20	በመሥሪያ ቤቱ የሴቶች ድርጅታዊ ሃብቶችን የመጠቀምና የመቆጣጠር ዕድሎች ጨምረዋል					
	ጥያቄ 21	በውሳኔ መስጠት የሴቶች ተሳትፎ ጨምሯል					
	ጥያቄ 22	የሴቶችን ችሎታና የመፈጸም አቀም አስመልክቶ በወንዶችና በራሳቸው በሴቶች አመራሮችም በኩል አበረታች የአመለካከት ለውጥ አለ					
	ጥያቄ 23	በአጠቃላይ ለህይወት ዘመን ትምህርት፣ ለግል ዕድገትና ለተሻለ መጪ ዘመን በእኩልነት የምጠቀምበት ጥራት ያለው ዕድል መኖሩ ስላረካኝ ኩሩ የመንግሥት ሠራተኛ ሆኜ እንድቀጥል አድርገናል።					

ማስታወሻ፡- ከፍተኛና መካከለኛ ደረጃ ውሳኔ ሰጪዎች ሚኒስትሮችን፣ ሚኒስትር ዴኤታዎችን፣ ዳይሬክተር ጄኔራሎችንና ዳይሬክተሮችን እስከ ከፍል ኃላፊዎች ድረስ ያጠቃልላል።

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በዝቅተኛ ደረጃ የሥራ መደቦች ላይ በሚያገለግሉ ባለሙያዎች የሚሞላ መጠይቅ

የመለኪያው ዓይነት	የጥያቄ ቁጥር	ጥያቄዎች/ማጣሪያዎች	መለያ መደቦች				
			ሆጥም አልሰማም	ሌልሰማም	ገለልተኛ	እስማማለሁ	ሆጥም እስማማለሁ
ግለሰብ (ባላት ሰብዓዊም ሆነ ቁሳዊ ሃብት)	ጥያቄ 1	እንደ መሥሪያ ቤቱ ባልደረባ ለድርጅቱ ግቦች መሳካት የምጫወተው ድርሻ አለኝ ብዬ አምናለሁ					
	ጥያቄ 2	ለድርጅቱ አጠቃላይ ውጤት መሳካት የኔ ሚናና የማበረከተው አስተዋጽኦ ተገቢው ዕውቅና ተሰጥቶታል፤ የተለያዩ ማበረታቻዎችንም አግኝቼበታለሁ					
	ጥያቄ 3	እንደመሥሪያ ቤቱ ባልደረባ እና እንደሴት ያሉኝን ሙብቶችና ግዴታዎች በሚገባ አውቃለሁ					
	ጥያቄ 4	እንደመሥሪያ ቤቱ ባልደረባ ሥራዬን ለማቀላጠፍ የሚረዱ መረጃዎች ለማግኘት ለሚያስችሉ የመረጃ ምንጮች እኩል ቅርበት አለኝ					
	ጥያቄ 5	እንደባልደረባና እንደ ሴትም በአድናቆትና አክብሮት ስለምታይ በሥራዬ አካባቢያዊ ሁኔታ ደስተኛ ነኝ፤ ስለዚህ በድርጅቱ ልዩ አመኔታና የባለቤትነት ስሜት አለኝ					
	ጥያቄ 6	የመንግሥት ሠራተኛ እንደመሆኔ መጠን ከፍተኛ የሆነ የሥራ ደህንነት ይሰጣኛል፤ የቅጥር ሁኔታዬና ሙያዊ ዕድገቴም ቀጣይነት እንደሚኖረው እርግጠኛ ነኝ					
የዕድል መዋቅሩ	ጥያቄ 7	የምርጫ፣ የቅጥር እና የዕድገት ሂደቶች ከጾታዊ መድልዎ ነፃ ናቸው					
	ጥያቄ 8	ሙያዊ ለውጥ የሚያስገኙ የትምህርት ዕድሎች፣ ከሥራ ጋር ተያያዝነት ያላቸው ክህሎቶች ሥልጠናና የአቅም ግንባታ ዕድሎች ለሴት ሠራተኞች ይሰጣሉ					
	ጥያቄ 9	ድርጅቱ በግል ጥረቴ ለማደርገው የሙያዊ ዕድገት/ለውጥ ለሚያመጡ ትምህርቶች ድጋፍ ያደርግልናል፤ በአዲሱ ሙያዬ የሥራ መደብ ለውጥና እድገት ትምህርቴን እንዳጠናቀቁ ወዲያው በመስጠትም ያበረታታኛል					
	ጥያቄ 10	ለሠራተኞች ችሎታ የሚሰጥ ዕውቅና ከጾታዊ መድልዎ የፀዳ ነው					
	ጥያቄ 11	የሴት ሠራተኞች የሥራና የቤት ውስጥ ኃላፊነቶች እንዳይጋጨ አስፈላጊው የድጋፍ ርምጃዎች ተመቻችተዋል					
	ጥያቄ 12	ሴት ሠራተኞች ኃላፊነታቸውን ለመወጣት በሚያደርጉት ጥረትና በሙያዊ ዕድገታቸው ከአመራሩ የምክርና የማስተማር ድጋፍ አለ።					
	ጥያቄ 13	በመንግሥት መሥሪያ ቤቶች ያሉ መዋቅራዊ አደረጃጀቶች የሥርዓተ-ጾታ ቢሮዎች እንዲኖሯቸው መደረጉ ዕድሎችን በማስፋት፣ ተጠቃሚነታቸውን በማሳደግ ሴቶች የመንግሥት ሠራተኞችን ቁጥርና የአገልግሎት ጥራት በየደረጃው በማሳደግ አስተዋጽኦ አድርጓል					
	ጥያቄ 14	ጾታዊም ሆነ ሌላ አይነት ትንኮሳዎች በሥራ ቦታ አጋጥመውኝ አይውቁም					

WOMEN EMPOWERMENT...

የመለኪያው ዓይነት	የጥያቄ ቁጥር	ጥያቄዎች/ማጣሪያዎች	መለያ መደቦች				
			፲፱፻፶፱ አልሰማላም	፳፻፲፱፻፶፱	፲፱፻፷፭	፳፻፲፱፻፶፱	፲፱፻፶፱ አልሰማላም
የማብቃት ደረጃው	ጥያቄ 15	ወንዶችና ሴቶች ሠራተኞች እንደ የደረጃ ዕድገት፣ የትምህርትና ሌሎች የሥልጠና ዕድሎች፣ በመሳሰሉ የመሥሪያ ቤቱ ሃብት እኩል የተጠቃሚነት ዕድል አላቸው።					
	ጥያቄ 16	በድርጅቱ በዕቅድ የተያዘና በበጀት የተደገፈ ለከፍተኛና መካከለኛ የውሳኔ ሰጭነትና ለሙያዊ የሥራ መደቦች የሚያዘጋጅ ሴቶችን የማብቃት ጥረት አለ።					
	ጥያቄ 17	ሴቶች ሠራተኞች በምርጫቸውና ወደፊት ችሎታቸውን በማሳደግ ለተሻለ ዕድል እንዲነሳሱ በሚያደርጋቸው የሥራ መደብ ለመመደብ የሚያስችል ዕድል ተመቻችቶላቸዋል					
	ጥያቄ 18	ለሴቶች ሠራተኞች የሚደረገው ልዩ ድጋፍ ምርጫቸውንና ተጠቃሚነታቸውን በማስፋት፣ በከፍተኛና በመካከለኛ የአመራር ቦታዎች ላይ ያሉ ሴቶችን ቁጥርና ብቃት የማሳደግ አስተዋጽኦ አበርክቷል።					
	ጥያቄ 19	ከጥቃትና ከትንኮሳ የፀዳ የሥራ አካባቢ አለ፣ እንደነዚህ አይነት ሁኔታዎች ሲከሰቱም ሴት የመንግሥት ሠራተኞች ሪፖርት እንዲያደርጉ ይበረታታሉ					
	ጥያቄ 20	ለሴቶች የተለያዩ አማራጮችን የሚያቀርብ አመቺ ከባቢያዊ ሁኔታ ቢኖርም ሴቶች ባደጉበት ባህልና ማህበራዊ ተፅዕኖ ምክንያት ለራሳቸው ያላቸው ግምት፣ ክብርና በራስ የመተማመን መንፈስ አሉታዊ መሆን እድሉን በአግባቡ የመጠቀም ችሎታ ያንሳቸዋል					
	ጥያቄ 21	ለሴቶች የተለያዩ ምርጫዎችን የሚያቀርብ አመቺ የህግ ማዕቀፍ፣ የፖለቲካ ፈቃደኝነትና እነዚህን ዕድሎች ለመጠቀም ችሎታ ያላቸው ሴቶች ቢኖሩም መሪዎች ያደጉበት ማህበረሰብ እና ባህላቸው ለሴቶች የሚሰጠው ልማዳዊ ቦታ ባሳደረገባቸው የአመለካከት ችግር ምክንያት ሴቶችን ለማብቃት የሚደረጉ ጥረቶችን በማሳለጥ ረገድ ፈቃደኝነትና ቁርጠኝነት ይገባላቸዋል					
የዕድገት ውጤቱ	ጥያቄ 22	የተለያዩ ህጎች፣ ደንቦችና ፖሊሲዎች መኖር እና ተፈጻሚነታቸው የሴቶችን ተጠቃሚነት ከማሳለጡም በላይ በፌዴራል ሲቪል ሰርቪሱ ውስጥ ጾታዊ እኩልነትን አረጋግጧል።					
	ጥያቄ 23	በመሥሪያ ቤቱ የሴቶች ድርጅታዊ ሃብቶችን የመጠቀምና የመቆጣጠር ዕድሎች ጨምረዋል					
	ጥያቄ 24	የሴቶችን ችሎታና የመፈጸም አቀም አስመልክቶ በወንዶችና በራሳቸው በሴቶች አመራሮችም በኩል አበረታች የአመለካከት ለውጥ አለ					
	ጥያቄ 25	በአጠቃላይ ለህይወት ዘመን ትምህርት፣ ለግል ዕድገትና ለተሻለ መጪ ዘመን በእኩልነት የምጠቀምበት ጥራት ያለው ዕድል መኖሩ ስላረካኝ ኩሩ የመንግሥት ሠራተኛ ሆኜ እንድቀጥል አድርጎኛል።					

ማስታወሻ:- ዝቅተኛ ደረጃ ባለሙያዎች በተለያዩ ሙያዊ የሥራ መደቦች የሚያገለግሉና የውሳኔ ሰጪነት ባህሪያት በሌላቸው የሥራ መደቦች የሚያገለግሉ ሠራተኞችን ያጠቃልላል።

WOMEN EMPOWERMENT...

በመለስተኛ-ሙያዊ እና በድጋፍ ሰጪና ሙያዊ ባልሆኑ የሥራ መደቦች ላይ በሚያገለግሉ ሠራተኞች የሚሞላ መጠይቅ

የመለኪያው ዓይነት	የጥያቄ ቁጥር	ጥያቄዎች/ማጣሪያዎች	መለያ መደቦች					
			ሆስፒታል	አልሰማማም	ሌላ	ገለልተኛ	አስማማለሁ	ሆስፒታል
ግለሰብ (ባለት ሰብዓዊም ሆነ ቁሳዊ ሃብት)	ጥያቄ 1	ስለሥራ ድርሻዬንና ስለኃላፊነቴ ተገቢው እውቀት አለኝ						
	ጥያቄ 2	ስለ መሥሪያ ቤቱ ግብ፣ ተልዕኮ፣ ዓላማና ስትራቴጂያዊ ዕቅድ ማወቅ ስለሚጠበቅብኝና ለዚህ የሚረዱ መረጃዎችን እንዳገኝ ሁኔታዎች ስለተመቻቸልኝ ስለድርጅቱ አጠቃላይ ድርጅታዊ ግብ እንድረዳ ይረዳኛል						
	ጥያቄ 3	ለድርጅቱ አጠቃላይ ውጤት መሳካት የኔ ሚናና የማበረከተው አስተዋጽኦ ተገቢው ዕውቅና ተስጥቶታል፤ የተለያዩ ማበረታቻዎችንም አግኝቼበታለሁ						
	ጥያቄ 4	እንደመሥሪያ ቤቱ ባልደረባ እና እንደሴት ያሉኝን መብቶችና ግዴታዎች በሚገባ አውቃለሁ						
	ጥያቄ 5	እንደባልደረባና እንደ ሴትም በአድናቆትና አክብሮት ስለምታይ በሥራዬ አካባቢያዊ ሁኔታ ደስተኛ ነኝ፤ ስለዚህ ሰድርጅቱ ልዩ አመኔታና የባለቤትነት ስሜት አለኝ						
	ጥያቄ 6	የመንግሥት ሠራተኛ እንደመሆኔ መጠን ከፍተኛ የሆነ የሥራ ደህንነት ይሰማኛል፤ የቅጥር ሁኔታዬና ሙያዊ ዕድገቴም ቀጣይነት እንደሚኖረው እርግጠኛ ነኝ						
የዕድል መዋቅሩ	ጥያቄ 7	የምርጫ፣ የቅጥር እና የዕድገት ሂደቶች ከጸታዊ መድልዎ ነፃ ናቸው						
	ጥያቄ 8	በመለስተኛ ባለሙያና ድጋፍ ሰጪ የሥራ መደቦች ለሚያገለግሉ ሴት ሠራተኞች ሙያዊ ለውጥ የሚያስገኙ የትምህርት ዕድሎች፣ ከሥራ ጋር ተያያዝነት ያላቸው ክህሎቶች ሥልጠናና የአቅም ግንባታ ዕድሎች ይሰጣሉ						
	ጥያቄ 9	በመለስተኛ ባለሙያና ድጋፍ ሰጪ የሥራ መደቦች ለሚያገለግሉ ሴት ሠራተኞች በግል ጥረታቸው በሚያደርጉት የሙያዊ ዕድገት/ለውጥ ትምህርት በመሥሪያ ቤቱ ሁኔታዎችን የማመቻቸትና የገንዘብ ድጋፍ ይደረጋል፤ በሚያቀርቡትም የትምህርት ማስረጃ መሠረት በአዲሱ ሙያቸው የሥራ መደብ ለውጥና በዝቅተኛ መደብ የሰጡት አገልግሎትን ታሳቢ ያደረገ ዕድገት ወዲያው በመስጠትም ያበረታታል						
	ጥያቄ 10	የሴት ሠራተኞች የሥራና የቤት ውስጥ ኃላፊነቶች እንዳይጋጩ አስፈላጊ የሆኑ የድጋፍ ርምጃዎች ተመቻችተዋል						
	ጥያቄ 11	ለመሥሪያ ቤቱ ተልዕኮ መሳካት ልዩ አስተዋጽኦ ለሚያበረክቱ በመለስተኛ ባለሙያና ድጋፍ ሰጪ የሥራ መደቦች የሚያገለግሉ ሴት ሠራተኞች በድርጅቱ ልዩ እውቅናና አቅማቸውንም እንዲያሳድጉ የተለያዩ ዕድሎችና ማበረታቻ ይሰጣቸዋል						
	ጥያቄ 12	አለቆችና ባልደረቦች የበታች ሴት ሠራተኞችን በተገቢው ሁኔታ ያስተናግዷቸዋል፤ የሥራ ድጋፍ ሲጠይቁም ይተባበሯቸዋል						
	ጥያቄ 13	በመንግሥት መሥሪያ ቤቶች ያሉ መዋቅራዊ አደረጃጀቶች የሥርዓተ-ጾታ ቢሮዎች እንዲኖሯቸው መደረጉ ዕድሎችን በማስፋት፣ ተጠቃሚነታቸውን በማሳደግ ሴት የመንግሥት ሠራተኞችን ቁጥርና የአገልግሎት ጥራት በየደረጃው በማሳደግ አስተዋጽኦ አድርጓል						
	ጥያቄ 14	ጾታዊም ሆነ ሌላ አይነት የሥራ ቦታ ትንኮሳዎች አጋጥመውኝ አይውቁም						

WOMEN EMPOWERMENT...

የመለኪያው ዓይነት	የጥያቄ ቁጥር	ጥያቄዎች/ማጣሪያዎች	መለያ መደቦች				
			ጠቅላይ አልባሽ	ጠቅላይ ለጠቅላይ	ጠቅላይ ለጠቅላይ	ጠቅላይ ለጠቅላይ	ጠቅላይ ለጠቅላይ
የማጣቀሻ ደረጃው	ጥያቄ 15	ለሴት ሠራተኞች የሚደረገው ልዩ ድጋፍ ምርጫቸውንና ተጠቃሚነታቸውን በማስፋት፣ በእያንዳንዱ የሙያ መሰላል የሴቶችን ቁጥርና ብቃት ደረጃ የማሳደግ አስተዋጽኦ አበርክቷል።					
	ጥያቄ 16	በመለስተኛ ሙያዊ እና በድጋፍ ሰጪ የሥራ መደቦች የሚያገለግሉ ሴት ሠራተኞች ወደፊት ችሎታቸውን በማሳደግ ለተሻለ ዕድል እንዲነሳሱ በሚያደርጋቸው የሙያ ዘርፎች ትምህርትና ስልጠና እንዲያገኙ በድርጅቱ ሃብት የመጠቀም ዕድል ተመቻችቶላቸዋል					
	ጥያቄ 17	ከጥቃትና ከትንኮሳ የፀዳ የሥራ አካባቢ አለ፣ እንደነዚህ አይነት ሁኔታዎች ሲከሰቱም ሴት የመንግሥት ሠራተኞች ሪፖርት እንዲያደርጉ ይበረታታሉ					
	ጥያቄ 18	በስፋት ለሴቶች የተተው በሚባሉ እንደ ጽህፈት፣ ሂሳብና መረጃ ማደራጀት ባሉ የሥራ መደቦች የተሰማሩ ሠራተኞችን ለአጠቃላይ የድርጅቱ ተልዕኮ መሳካት የሚያበረክቱቱን አስተዋጽኦ የማሳካት ዝንባሌ አለ።					
	ጥያቄ 19	ለሴቶች የተለያዩ አማራጮችን የሚያቀርብ አመቺ ከባቢያዊ ሁኔታ ቢኖርም ሴቶች ባደጉበት ባህልና ማህበራዊ ተፅዕኖ ምክንያት ለራሳቸው ያላቸው ግምት፣ ክብርና በራስ የመተማመን መንፈስ አሉታዊ በመሆኑ እድሉን በአግባቡ የመጠቀም ችሎታ ያንሳቸዋል					
	ጥያቄ 20	ለሴቶች የተለያዩ ምርጫዎችን የሚያቀርብ አመቺ የህግ ማዕቀፍ፣ የፖለቲካ ፈቃደኝነትና እነዚህን ዕድሎች ለመጠቀም ችሎታ ያላቸው ሴቶች ቢኖሩም መሪዎች ያደጉበት ማህበረሰብ እና ባህላቸው ለሴቶች የሚሰጠው ልማዳዊ ቦታ ባሳደረባቸው የአመለካከት ችግር ምክንያት ሴቶችን ለማብቃት የሚደረጉ ጥረቶችን በማሳለጥ ረገድ ፈቃደኝነትና ቁርጠኝነት ይገባላቸዋል					
የዕድገት ውጤቱ	ጥያቄ 21	በመሥሪያ ቤቱ የሚካሄደው ሴቶችን የማብቃት ተግባር በመለስተኛ ሙያዊ፣ በድጋፍ ሰጪና ሙያዊ ባልሆኑ የሥራ መደቦች የተሰማሩ ሴት ሠራተኞች ራሳቸውን ለማሳደግ እንዲበረታቱ አድርጓል					
	ጥያቄ 22	በመሥሪያ ቤቱ የሴቶች ድርጅታዊ ሃብቶችን የመጠቀምና የመቆጣጠር ዕድሎች ጨምረዋል					
	ጥያቄ 23	የሴቶችን ችሎታና የመፈጸም አቀም አስመልክቶ በወንዶችና በራሳቸው በሴቶች አመራሮችም በኩል አበረታች የአመለካከት ለውጦች አሉ					
	ጥያቄ 24	በአጠቃላይ ለህይወት ዘመን ትምህርት፣ ለግል ዕድገትና ለተሻለ መጪ ዘመን በእኩልነት የምጠቀምበት ጥራት ያለው ዕድል መኖሩ ስላረካኝ ኩሩ የመንግሥት ሠራተኛ ሆኜ እንድቀጥል አድርጎኛል።					

ማስታወሻ:- መለስተኛ ሙያዊ፣ ድጋፍ ሰጪና ሙያዊ ባልሆኑ የሥራ መደቦች ላይ የተሰማሩትን ሴት ሠራተኞች ያጠቃልላል።

WOMEN EMPOWERMENT...

አባሪ 5

በአዲስ አበባ ዩኒቨርሲቲ

የሶሻል ወርክ ትምህርት ቤት

በኢትዮጵያ ፌዴራል ሲቪል ሰርቪስ ሥር በሚገኙ መንግሥታዊ ተቋማት ውስጥ ሴቶችን የማብቃት ተግባርዊ እንቅስቃሴዎች ላይ ለሚደረግ ጥናት የተዘጋጀ መጠይቅ

ውድ ቃለመጠይቅ ሰጪዬ

እኔ እናኑ በላይ የተባኩ በአዲስ አበባ ዩኒቨርሲቲ በሶሻል ወርክ የትምህርት ቤት በማታው ኘሮግራም የማስተርስ ትምህርቴን በመከታተል ላይ የምገኝ ሲሆን፣ በኢትዮጵያ ፌዴራል ሲቪል ሰርቪስ ሥር የሚገኙ መንግሥታዊ ተቋማት ሴቶችን የማብቃት እንቅስቃሴ በሚል ርዕስ የመመረቁዎ ጥናታዊ ጽሁፍ በማዘጋጀት ላይ እገኛለሁ።

ስለሆነም እርስዎ ላዘጋጀሁት ቃለመጠይቅ መላሽ እንዲሆኑኝ በትህትና እጠይቃለሁ። በጥናቱ እንዲሳተፉ የመረጥኩዎት በአጋጣቢ መሆኑንና የሚሰጡኝንም መረጃ በከፍተኛ ኃላፊነት በምስጢር እንደምጠብቅ ላረጋግጥልዎ እወዳለሁ። ለዚህ ሲባል ማንነትዎ እንዳይታወቅ ስለሚደረግ ስምዎ ወይም አድራሻዎ አያስፈልገኝም።

በተጨማሪም እንዳንዶቹ ጥያቄዎች ምናልባት በጣም የግል ህይወትዎን የሚነኩ እና ለመመለስም አስቸጋሪ ሊሆኑ ቢችሉም፣ ምናልባትም ብዙዎችን እርስዎን ምቹት እንዳይሰማዎ ካደረግዎ ሁኔታ እንዲወጡ ሊረዳ ይችላል ይሆናል። ስለዚህ የጥያቄዎቹን ሁሉምን ጎን በማየት ለመመለስ ጥረት እንዲያደርጉ በአክብሮት እጠይቃለሁ። ትክክል ወይም ስህተት የሚባሉ መልሶች የሉም። ልምድዎን እንዲያካፍሉኝ በትህትና እጠይቃለሁ። ምላሽዎ ርዕሰ-ጉዳዩን በሚገባ ለመረዳትና አገሪቱ ሴቶችን ለማብቃት የምታደርገውን ጥረት ለማገዝ የራሳቸው አስተዋጽኦ ይኖራቸዋል።

ቃለ-መጠይቁን ለማድረግ ቀጠሮ እንዲይዙልኝ በትህትና እየጠየኩ፣ ከዚህ ጋር አባሪ በተደረገው ጥያቄ ላይ ውይይት ለማድረግ ከ15:00 - 25:00 ደቂቃ እንደሚፈጅ ለመግለጽ እወዳለሁ። ለሚያደርጉልኝ እገዛም በቅድሚያ እያመሰገንኩ፣ ጥያቄ ወይም ተጨማሪ መረጃ እና ማብራሪያ የሚጠይቁ ቢሆን በሚከተለው አድራሻ የሚያገኙኝ መሆኑን በትህትና እገልጻለሁ።

እናኑ በላይ

ሞባይል:- 0911 - 04 99 70

ኢ.ሜይል:- dankalfi@yahoo.com

በቃለመጠየቁ ለመሳተፍ ፈቃደኛ ነዎት

አዎ ይቀጥሉ! አይ አመሰግናለሁ!!

WOMEN EMPOWERMENT...

በከፍተኛ እና መካከለኛ ውሳኔ ሰጪነት ለሚያገለግሉ ሴት ሠራተኞች የተዘጋጀ የቃለመጠይቅ መሪ ጥያቄዎች

ግለሰቧ (ባላት ሰብዓዊም ሆነ ቁሳዊ ሃብት)

- በሙያዊ ዕድገትዎ ሂደትና በሥራዎስ ደስተኛ ነዎት? ምላሽዎ አዎ ከሆነ እንዴት? አይ ከሆነ ለምን?

የዕድል መዋቅሩ

- በድርጅትዎ ሴቶችን በማብቃት ረገድ የተመቻቸ ህጋዊ መሠረት እና የፖለቲካዊ ፈቃደኝነት አለ ብለው ያምናሉ? ምላሽዎ አዎ ከሆነ እንዴት? የለም ከሆነ ለምን?
- በድርጅትዎ ያሉ መሪዎች እርስዎ ለሚያደረጉት አስተዋጽኦ ጥሩ አመለካከት አላቸው ብለው ያምናሉ?
- በመሥሪያ ቤትዎ ያሉ ሴትና ወንድ ባልደረቦች እርስዎ አመራር ጥሩ አመለካከት አላቸው ብለው ያምናሉ?
- በመሥሪያ ቤትዎ ያለው የቀጥታና የጎንዮሽ ግንኙነት ሥራዎን ውጤታማ በመሆን መንገድ እንዲያከናውኑ ያለውን የማብቃት ድርሻ እንዴት ይገልጹታል?

የማብቃት ደረጃው

- እንደሴት መሪ ኃላፊነትዎን በብቃት ለመወጣት የሚያስችልዎት ምን ምርጫ/ዕድል አለዎት?
- እነዚህን ዕድሎች ለመጠቀም ከጽዎታዎ ጋር በተገናኘ ምን ፈታኝ ሁኔታዎች አጋጠመዎት?
- ፈታኝ ሁኔታዎችን በማለፍ ምርጫውን/ዕድሉን ለመጠቀም ምን ዘዴ ይጠቀማሉ?

የዕድገት ውጤት

- የውሳኔ ሰጪነት ሥልጣንዎን በመጠቀም ረገድ ምን ያህል ብቁና ውጤታማ ነኝ ብለው ያስባሉ? ድርጅቱ ውስጥ ካለው መደበኛና መደበኛ ያልሆነ የሥራ ግንኙነትና ድጋፍ ጋር እያገናኙ ቢያብራሩልኝ።

WOMEN EMPOWERMENT...

በዝቅተኛ ደረጃ ባለሙያዎች፣ በመለስተኛ ሙያዊ እና በድጋፍ ሰጪ መደቦች የሚያገለግሉ ሴት ሠራተኞች የተዘጋጀ የቃለመጠይቅ መሪ ጥያቄዎች

ግለሰቧ (ባላት ሰብዓዊም ሆነ ቁሳዊ ሃብት)

- ሙያዊም ሆነ የግል ዕድገት ጥረትዎን የሚያበረታታ ደጋፊ የሥራ አካባቢ አለብለው ያምናሉ? ምላሽዎ አዎ ከሆነ እንዴት? አይ ከሆነ ለምን?
- በድርጅትዎ ሴቶችን ማብቂያ ኘሮግራም አለ? ምላሽዎ አለ ከሆነ ከኘሮግራሙ ምን ጥቅም/ለውጥ ይጠብቃሉ? ከሌለም ምን መደረግ አለበት ይላሉ?

የዕድል መዋቅሩ

- በድርጅትዎ የሚገኙ ኃላፊዎች ሴቶችን ለማብቃት ለሚደረገው ጥረት ተገቢውን ትኩረት ሰጥተዋል ብለው ያምናሉ? መልስዎ አዎ ከሆነ እንዴት? አይ ከሆነ ለምን?
- በሥራ ደረጃዎ ወይም በሥራዎ ላይ ለውጥ የሚያመጣ የሙያዊ ዕድገት የትምህርት ዕድል ወይም አቅም ግንባታ ሥልጠና ተመቻችቶልዎት ያውቃል? ምላሽዎ አዎ ከሆነ ምን? አያውቅም ከሆነም ለምን?
- በመሥሪያ ቤትዎ ሙያዎን ለማሳደግ ወይም አቅምዎን ለመገንባት በግል የሚያደርጉትን ጥረት በማድረግ የገንዘብም ይሁን የማበረታቻ ድጋፍ በማመቻቸትና በሚያቀርቡት ማስረጃ መሠረትም አገልግሎትዎን ባገናዘበ መልኩ የሥራ ለውጥና ዕድገት እንዲያገኙ ያደርጋል? ምላሽዎ አዎ ከሆነ ምን? አያደርግም ከሆነም ለምን?
- በድርጅቱ ለሚደረግ ሴቶችን የማብቃት እንቅስቃሴም ሆነ ሴቶች በግላቸው ራሳቸውን ለማብቃት ለሚያደርጉት ጥረት የመሥሪያቤቱ መሪዎች ጥሩ አመለካከት አላቸው ብለው ያምናሉ? ምላሽዎ አዎ ከሆነ በምን ይገለጻል? አያደርግም ከሆነም ለምን?
- በመሥሪያ ቤትዎ እናትነትዎንና (ከሆኑ) የማህበረሰብ ገንቢ ሚናዎን በመገንዘብ በእርግዝና ጊዜ፣ ልጆችን በመንከባከብና ከቤተሰብዎ ጋር በተያያዙ በሚያጋጥሞች ችግር አጋኝቶ የሆነ የሥራ አካባቢ አለ? ምላሽዎ አዎ ከሆነ ምን? የለም ከሆነም ለምን?
- በሥራ ቦታ ለሚያጋጥምዎት ጾታዊ ጥቃት፣ ትንኮሳም ይሁን ሌሎች ጥቃቶች ሪፖርት የሚያደርጉበት አሠራር ተፈጥሯል? ምላሽዎ አዎ ከሆነ ምን? የለም ከሆነም ለምን?

የማብቃት ደረጃው

- በድርጅቱ የሴቶችን አቅም ሰመገንባት የሚያስችልዎት ምን ምርጫ/ዕድል አለ? ምላሽዎ አለ ከሆነ ምን? የለም ከሆነም ለምን?
- በድርጅቱ ሴቶች የእኩል ዕድሎች መብታቸውን ለመጠቀም ከጽዎታዎ ጋር በተገናኘ ምን ፈታኝ ሁኔታዎች አሉ?
- ፈታኝ ሁኔታዎችን ለማሻሻል ብለውም ለማስወገድ ምን መደረግ አለበት ይላሉ?

የዕድገት ውጤት

- ሰጡት ሠራተኞች በሚደረገው ልዩ ድጋፍ የሥራ ህይወትዎን መሠረታዊ በሆነ መንገድ የቀየረ የድርጅቱን ሃብት የመጠቀም ዕድል አጋጥምዎት ያውቃል?
- ምላሽዎ አዎ ከሆነ ምን ዕድል እንደተሰጥዎትና ምን ለውጥ እንዳገኙ ቢያብራሩ?
- የለም ከሆነም ለምን እንደሆነና ምን መደረግ እንዳለበት ቢያብራሩ?

WOMEN EMPOWERMENT...

በመረጃ የተደገፈ ስምምነት

ውድ የጥናቱ ተሳታፊ

ከሁሉ አስቀድሜ ውድ ሰዓትዎን ወስደው በጥናቱ ላይ ስለተሳተፉ ለማመስገን እወዳለሁ። በጥናቱ ለመሳተፍ በመረጃ የተደገፈ ፈቃደኛነትዎን ስለመስጠትዎ በተመለከተ ስምምነት መፈራረም እንደሚኖርብን እያስታወስኩዎ ይህንን ቅጽ ፈርመው እንዲልኩልን በትህትና አጠይቃለሁ።

በድጋሚ አመሰግናለሁ።

እኔ ስሜና ፊርማዬ በስተመጨረሻ የተመለከተው ብኢትዮጵያ ፌዴራል ሲቪል ሰርቪስ ሥር በሚገኙ መንግሥታዊ ተቋማት ሴቶችን የማብቃት እንቅስቃሴ በሚለው ጥናት ተገቢው ገለፃ ከተሰጠኝ በኋላ በራሴ መልካም ፈቃድ እና ፍላጎት ተሳትፍዋለሁ። ባስፈለገኝም ጊዜ ተሳትፎዬን የማቋረጥ መብቴን እጠቀማለሁ።

ቃለመጠይቅ የቀረበለት ሰው ስም _____

ፊርማ _____

ቀን _____