

THE STATUS OF GENDER MAINSTREAMING IMPLEMENTATION: THE CASE OF SELECTED GOVERNMENT SECTORS IN CITY GOVERNMENT OF ADDIS ABABA

¹Nigus Mengistie Abebe, ²Azeb Gebeya Berhe, ³Tegegn Gebeyaw Wassie (PhD. Candidate)

¹Lead researcher, ²Senior researcher, ³R&D Director

Research and Development Directorate,

Addis Ababa Management Institute, Addis Ababa, Ethiopia.

Abstract

Gender disparity in politics, social and economic spheres and unclear status of Gender mainstreaming implementation is the basic concern of all sectors and leaders in order to achieve gender equality in 2030. Hence, the purpose of this study is to assess the status of gender mainstreaming implementation in selected public sectors of Addis Ababa City Government. The study deployed mixed research approach. Questionnaires, personal in-depth interview, Focused Group and desk review were the main data collection instruments used in the study. A total of 384 sample respondents were randomly selected for the survey questionnaire while key informants were purposively selected. The quantitative and qualitative data were analyzed concurrently using descriptive and inferential statistics. The study found that in most sectors gender mainstreaming tools such as gender specific planning, trainings, gender analysis, auditing, Monitoring & Evaluation, accountability and empowerment issues were weakly implemented in most of the sectors. The implementation status of Gender mainstreaming indicates significant difference between sectors but insignificant difference between administrative levels. Hence, the overall status of Gender mainstreaming in the studied sectors is found to be Gender Awared (moderate). The result implies that all sectors need to focus on gender mainstreaming tools, accountability system and working on women empowerment to improve the status of Gender mainstreaming.

Key Words: *Gender mainstreaming tools, women empowerment, Gender mainstreaming status*

Introduction

The concept of gender issues into the mainstream of society was clearly established as a global strategy for promoting gender equality in the Platform, which was adopted at the United Nations Fourth World Conference on Women conducted in Beijing in 1995. In 2000, gender equality and women's empowerment principles were included in the Millennium Development Goals (MDGs) framework and embodied by goal 3. In addition, sustainable development goal five (SDG 5) calls for the "achievement of gender equality and the empowerment of women and girls" and presents gender priorities in a bolder manner than its predecessor by relating them to economic, political and social aspects (UNIDO,2015).

Many countries, including Ethiopia, have been committed to incorporate gender mainstreaming into policies, programs and projects (National Policy on Ethiopian Women, 1993). In this regard, the Addis Ababa City Government Bureaus of Women, Children and Youth Affairs was established with proclamation number 361/2003 to achieve gender equality, a society that respects and protects the rights and privileges of children and creation of a vibrant and productive youth that actively participate in the development of gender equality at 2030.

A recent need assessment conducted by Addis Ababa Management Institute as well as the frequent discussion made with Women and Children's Affairs Bureau of Addis Ababa indicated the presence of irregularities in gender mainstreaming implementation in public sectors. Indeed, absence of clear understanding on the current status of gender mainstreaming implementation and the existence of gender-based violence deserves as independent research, so far, there is no any specific research conducted to see the status of gender mainstreaming in the city. In this regard, lack of clear understanding of the status of gender mainstreaming and failure to take corrective action timely could aggravate existing gender disparities in the city which could further negatively affect the sustainable development effort of the country and ultimately lead to failure in achieving gender equality agenda. Hence, the objective of the study is to assess the status of gender mainstreaming in the city government of Addis Ababa.

Research Methods

The study used mixed research approach with descriptive and explanatory research methods. In the study, both primary and secondary data sources were used. To gather primary data, Semi-structured interview, focus group and survey questionnaires were used while the secondary data were collected by document review.

Both probability and non-probability sampling methods were employed to select representative samples. Purposive sampling method was used to select public sectors. The probability sampling followed by multistage sampling were used. Hence, the ten sub-cities were clustered into three based on their performance and one sub-city from each cluster was randomly selected and thus a total of three sample sub-cities were selected.

From sub-cities, the total sample woredas were determined with proportional stratified sampling method, $n_1 = n \cdot p$ (Kothari, 2004) and a total of seven sample woredas from their respective sub-cities were selected using simple random sampling. Lastly, the 384-sample size were determined by the formula

$$n_0 = \frac{Z^2 pq}{e^2} \quad \text{Cochran, (1977).}$$

The quantitative data from 361 questionnaires were analyzed using descriptive and Inferential statistics. The study made use of Kruskal Wallis Test to explore the difference between the implementation status of gender mainstreaming among sectors and Administrative levels (Woredas, sub-Cities and Bureau levels). The qualitative data from FGD and 15 interviewees were used concurrently to augment the quantitative data analysis.

Results and Discussions

Socio-Demographic Characteristics of Survey Respondents

The study was conducted in three sub-cities and seven Weredas as well as in ten selected bureaus of Addis Ababa city Administration. The sub cities are Yeka, Gulele and Kirkos. The sex structure of sample respondents indicates that 183 (50.7%) were Females and 178 (49.3%) were males. This indicates that nearly equal participation of females and males was attained in the study. On the other hand, the respondents' composition in terms of administrative level indicates that 210 (58.5%) were from Woreda, 109 (30.4%) from Sub city, and 40 (11.1%) of the respondents were from center (Bureaus).

With regard to respondents age, 148 (41.2 %) of them are categorized with age group of 20 to 30 years, 154(42.9%) between 31to 40 years and 7 (1.9%) are above 51 years. In terms of educational background, 296 (82.2%) of the respondents had first degree. Regarding job position of sample respondents, 46 (12.8%) were Bureau/Office heads, 108 (30%) Core Process owners and 150 (41.7%) Senior Experts.

Implementation of Gender Mainstreaming Tools

There are different gender mainstreaming tools to achieve gender equality at 2030. These are gender planning, gender training, analysis, Auditing, Gender monitoring and evaluation are the major tools to mainstream gender issues at all levels of the society. The leveling / status/ measurement criteria were customized from the national standard and focus on major gender mainstreaming tools, accountability and empowerment practices (UNDP,2018). Each of gender mainstreaming tools are discussed as follows.

Gender planning

table 2: gender as part of strategic plan

Item		Gender as part of strategic plan			Total	
		Yes	No	no information		
Administrative Level of Sector	Woreda	Count	119	55	33	207
		% within Administrative Level of Sector	57.5%	26.6%	15.9%	100.0%
	Sub-city	Count	87	13	7	107
		% within Administrative Level of Sector	81.3%	12.1%	6.5%	100.0%
	Bureau	Count	31	7	2	40
		% within Administrative Level of Sector	77.5%	17.5%	5.0%	100.0%
Total		Count	237	75	42	354
		% within Administrative Level of Sector	66.9%	21.2%	11.9%	100.0%

Source: Field survey, 2020

As can be seen from Table 2, on average 66.9% of the respondents explained that gender issue is incorporated in the strategic plan of their organization. to put separately, 57.75% of the respondents from Woreda level confirmed that the selected government offices have gender plan in their strategic plan. Likewise, at sub city and bureau level, 81.3% and 77.5% of respondents respectively confirmed that gender as part of their strategic/annual plan. on the other hand, the remaining respondents explained that they have no any gender goal in their strategic plan or they do not have information about it. This is similar to the study of Bishaw conducted in 2015 in Amhara region in which gender was not exhaustively incorporated in the strategic plan of the studied sectors.

On the contrary, the data obtained from FGD and interviewees of higher officials from the three government bodies indicated that, there is no specific gender goal in the strategic plan; rather it is planned as a cross-cutting issue with other issues such as HIV, disability and environment issues. But among the studied sectors, Plan and Development Commission has neither gender nor cross-cutting issue plan incorporated in its strategic plan.

Regarding the performance of gender plan implementation, on average at all studied sectors and administrative levels, it is found to be low whereas in few sectors (such as in Education Bureau, Women and Children Affairs, Job Creation and Enterprise Development and Health Bureau) the performance is relatively better than other sectors. Hence, the result implies that in most of the study sectors in the three government bodies, gender is not considered as a specific plan but overlaps with other issue and the overall implementation of gender plan is low.

Gender Training

table 3: gender trainings given to employees

Gender training given to all employees		Frequency	Valid Percent
Valid	Strongly Disagree	63	17.9
	Disagree	115	32.7
	partially Agree	77	21.9
	Agree	65	18.5
	Strongly Agree	32	9.1
Total		352	100.0

Source: Field survey, 2020

Regarding gender training, respondents were asked whether employees in their organization received gender related trainings or not. Only 27.6% of the respondents gave positive response that gender training was given to all employees. On the other hand, 50.6% of the respondents disagree that gender training is given to all employees while 21.9% of them partially agree on the issue.

table 4: adequacy of gender training by administrative level

Item		Sufficient gender training			Total	
		Yes	No	no information		
Administrative Level of Sector	Woreda	Count	45	146	15	206
		% within Administrative Level of Sector	21.8%	70.9%	7.3%	100.0%
	Sub-city	Count	36	68	3	107
		% within Administrative Level of Sector	33.6%	63.6%	2.8%	100.0%
	Bureau	Count	17	20	2	39
		% within Administrative Level of Sector	43.6%	51.3%	5.1%	100.0%
Total		Count	98	234	20	352
		% within Administrative Level of Sector	27.8%	66.5%	5.7%	100.0%

Source: Field survey, 2020

Respondents were asked in their organization whether the gender training was adequate or not. As shown in table 4, on average 66.5% of the respondents replied that there is no sufficient gender training in each selected sector at the three administrative levels (Woreda, Sub City and Bureau).

table 5: employees' awareness to execute gender policy

Gender awareness of all employees to execute gender policy		Frequency	Valid Percent
Valid	S. Disagree	39	10.9
	Disagree	104	29.0
	partially Agree	109	30.4
	Agree	79	22.0
	S. Agree	28	7.8
	Total	359	100.0

Source: Field survey, 2020

Similarly, respondents were asked about employees' awareness to execute gender policy in their respective organization. In this regard, only 29.8% of the respondents agree/ strongly agree that all staffs have good gender mainstreaming awareness to implement gender policy while 30.4% of them partially agree on the issue. About 39.9% of the respondents disagree that gender mainstreaming awareness of their staffs to implement gender policy. The result indicates that there is lack of sufficient awareness to execute gender policy at each level of administration in Addis Ababa.

Gender Analysis

table 6: gender analysis implementation

Variables	Response	Frequency	Percent
Existence of gender analysis document every year	Yes	128	36.2
	No	171	48.3
	No information	55	15.5
Sex disaggregated data	Yes	227	64.1
	No	92	26
	No information	35	9.9

Source: Field survey, 2020

As shown in the Table above, 48.3% of the respondents replied that their organization did not conduct gender analysis every year. Moreover, 15.5% of them replied that they have no any awareness about the mainstreaming tool of gender analysis in their offices. In sum, about 63.8% of the respondents confirmed that gender analysis was not properly implemented every year in their respective organization.

Gender Auditing

Gender auditing is direct assessment of effective implementation of gender policies, programs and projects (Hunt, 2000). Gender audit is also considered as an important tool that provides a clear picture of an organization's gap and strength in order to address gender concerns.

table 7: gender auditing and gender M&E

Variables	Response	Frequency	Percent
Gender Audit document produced every year	Yes	58	16.5
	No	206	58.5
	No information	88	25
GM monitoring and evaluation checklist	Yes	135	37.9
	No	164	46.1
	No information	57	16

Source: Field survey, 2020

As depicted in the above Table, only 16.5% respondents replied that gender Audit was conducted whereas 58.5% of the respondents argued that gender auditing was not conducted every year. In addition, the data obtained from key informants shows that, most organizations did not make gender Audit assessment. This implies that, gender Auditing tool is not effectively implemented in sample public organization.

Regarding gender Monitoring and evaluation tool, 37.9% of the respondents argue that gender monitoring and evaluation is conducted in their organization, but 46.1% of them confirmed the absence of gender monitoring and Evaluation in their organization. Hence, the result implies that gender monitoring and evaluation has not been effectively implemented in the study organizations.

Women Empowerment

table 8: respondents’ opinion on women’s empowerment

Variables	Response	Dis agree	Partially agree	Agree	Strongly agree	Total
Equal number of women at decision making position	Frequency	88	61	114	96	359
	Percent	24.5	17	31.8	26.7	100
women Equal saying and influence at decision making positions	Frequency	63	65	129	102	359
	Percent	17.5	18.1	35.9	28.4	100
women are competent and confident to make decision	Frequency	34	103	120	102	359
	Percent	9.4	28.7	33.4	28.4	100
women equitable balance and benefited at pay, economic and social issues	Frequency	60	94	117	90	361
	Percent	16.6	26	32.3	24.9	99.7

Source: Field survey, 2020

As can be seen from table, about 58.5% of the respondents confirmed equal number of women at decision making position as compared to men. In addition, 64.3% of them agree/ strongly agree that women have equal say and influence in decision making positions. About 61.8% of the respondents agree/ strongly agree that women are so confident and competent as male in decision making at sub city and bureau level.

On the other hand, the interview data indicated that women have showed improvement in few sectors at higher leadership positions such as in women and children affair bureau, education sector, few sub-city prosecutors’ offices, and in Addis Ababa city Administration council but there are gaps at lower level of Administrations (Woredas) in empowering at decision making and economic positions.

In addition, the data obtained from document review revealed that, from 298 higher officials 27.5% of them are women, from 272 middle managers 29.7% of them are women and from 434 lower managers 31% of them are women. Generally, from 1004 total positions women occupied only 29.7% of the leadership positions (i.e from higher to lower positions). Hence, the data triangulation implies that practically women empowerment is not sufficiently implemented in the city.

Technical capacities for GM implementation

Technical capacity of leaders and experts are the basic elements for implementation of gender tools such as Gender planning, training, budgeting, analysis auditing and any gender related concepts to fill the gap in gender disparities (UNDP, 2007). In this regard, this study attempted to assess respondent’s opinion about the technical capacity of leaders and experts in implementing the so far discussed gender mainstreaming tools.

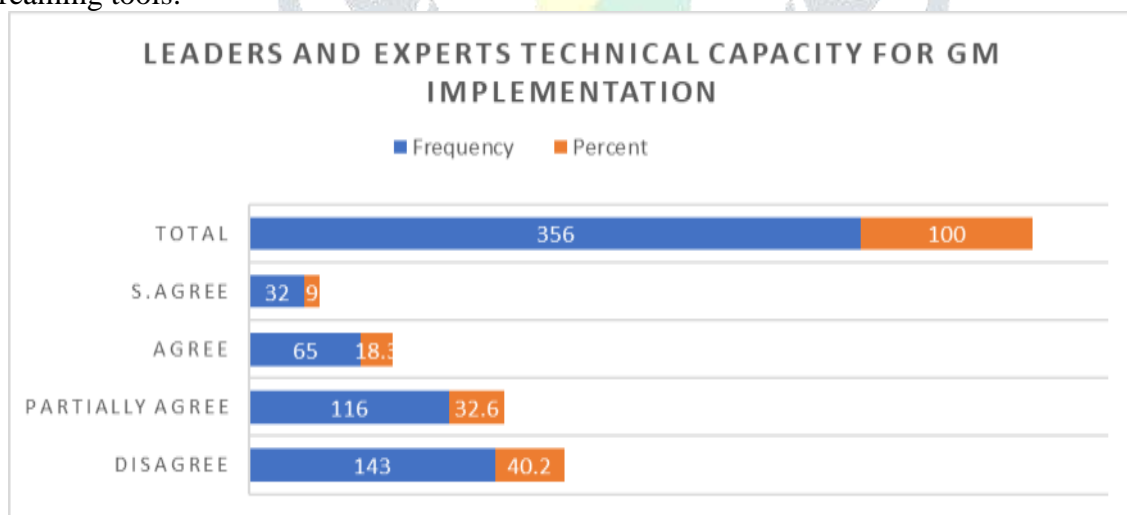


Figure1: leaders and experts’ technical capacity for GM implementation

Source: Field survey, 2020

About 40.24% of the respondents replied that leaders and experts have not the required knowledge, skill and attitude to implement gender mainstreaming tools. In addition, 32.6% of them partially agree on the technical capacity of leaders and experts. Only 27.2% of respondents have agree/strongly agree that leaders and experts do have the required technical capacity to implement GM tools. This concurs to the study of Meier and Celis’s (2011) Belgian gender mainstreaming policies that provides evidence of a strong technocratic bias. The overall result of this study indicates that, 72.8% of respondents believed that leaders and experts at all administrative levels do have knowledge, skill and attitude gaps towards implementation of gender mainstreaming tools.

Accountability

Accountability needs high leadership demand within their spheres of responsibility for how the strategy has been applied and make sure that consequences are drawn from the results of internal and external evaluations and appraisals.

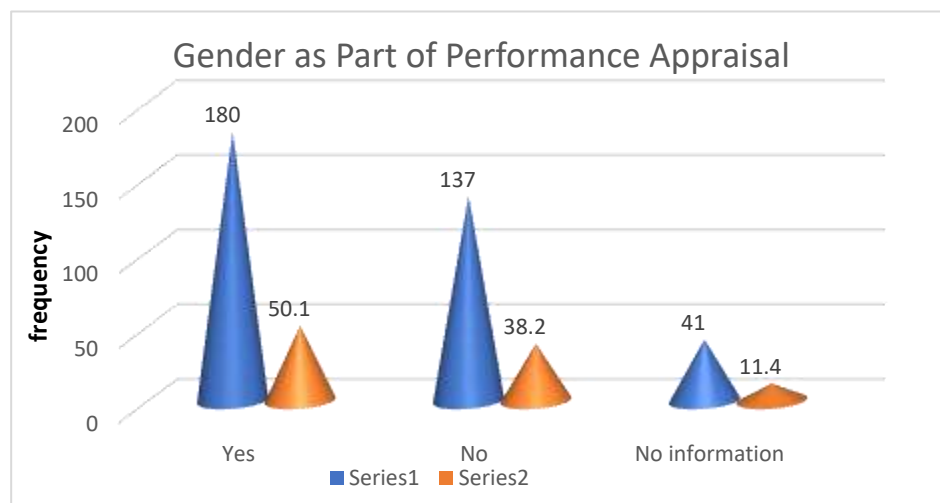


Figure 2: Performance appraisal criteria
Source: Field survey, 2020

The result of this study in Figure 2 shows that, 50.1% respondents argued that, gender issue was considered during performance appraisal and 38.2% of the respondents disagree with the existence of gender in performance appraisal criteria.

Moreover, the Figure above revealed that, 51.9% of those actors are not accountable for their failure in GM implementation and, 20.4% of them partially agree on the accountability of leaders and experts. In other words, the result indicates that 72.3% of them indicates there were no accountability for GM failure.

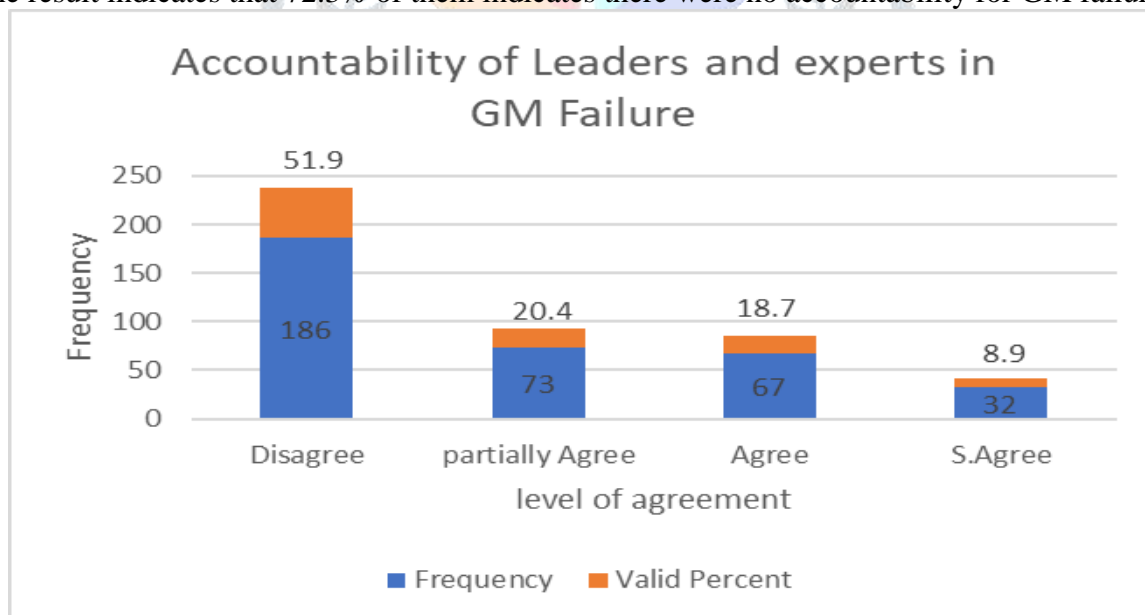


Figure 3: Accountability features of Leaders and Experts in GM Failure

Source: Field survey, 2020

As the data obtained from key informants, few of the interviewee explained that gender issue is part of their performance appraisal like Job creation and Enterprise bureau but most of the sectors were not considered it. Likewise, the focus group discussant shows that lack of accountability in GM leads to poor performance. In additions, according to key informants and focus group discussants, the judiciary review is not properly and continuously conducted on the legislators and executive bodies. Hence, it cannot be made sectors to be accountable for their failure in gender mainstreaming implementation. This result is similar to the finding of

Bangani, A. & Vyas-Doorgapersad, S. (2020) which stated that the South African government lacks accountability in gender mainstreaming. Therefore, the result implies that even though few sectors were tried to be accountable in their poor performance, there is a wide range of gaps in accountability on Gender issues.

Status of Gender Mainstreaming

According to the Ethiopian ministry of women and children affairs, gender mainstreaming status can be categorized as gender responsive if the result is greater than 75%, gender sensitive if its performance level is from 46 to 75%, gender aware if it is between 10 to 45% and gender blind if the organizational performance is below 10% (Ethiopian ministry of Women & Children affairs, 2011). Accordingly, this study assessed the implementation status of gender mainstreaming in the selected public sectors and their respective administrative levels.

Table 9: status of gender mainstreaming across administrative levels

No.	Measurement criteria	Max. weight	Woreda average	Sub-city Average	Bureau Average	Overall average
Gender mainstreaming pre-conditions						
1	Existence of gender Policy and directives	3.5	1.5	3.5	1.05	1.23
2	Existence of gender structure	1.4	1.4	1.4	0.7	1.05
3	Human resource/ gender expert	3.5	3.25	3.5	1.75	2.54
4.	Sufficient budget with budget code	10.5	0	8.75	2.1	2.4
5	Gender analysis	9	0	7.5	2.7	2.5
6	Accountability	3.5	0	1.17	0.7	0.53
7	Gender audit document	10.5	0	0	0	0
Gender mainstreaming and women empowerment						
8	Gender goal in strategic plan/ annual plan)	14	10	14	9.8	11.41
9	performance of gender plan	24.5	8.74	16.3	8.57	9.8
10	Gender monitoring and evaluation	5.6	2	5.6	2.24	2.7
11	Affirmative actions	7	6	7	4.5	5.43
12	Work done on women empowerment	7	2	7	2.8	3.14
Total average		100	34.86	75.72	37.56	42.73
status			G.Awar ed	G.Respo nsive	G.Aawar ed	G.Awar ed

Source: Data obtained from document review, 2020

The measurement criteria in table 9 above indicates that the status of Weredas in GM implementation is, on average, at the level of gender aware (34.86%), the average status of sub-cities is at the level of gender responsive (75.72%) and that of Bureaus is found to be gender aware (37.56%). Overall, the average level of GM implementation in the selected three government bodies at the three administrative levels is computed as 42.73%, implying a gender aware GM status.

A Kruskal Wallis mean rank test was made to see the statistical difference across sectors and administrative levels in implementing gender mainstreaming. The test result shows a significant difference between mean rank of sectors at bureau level (Chi-square, $\chi^2(7=24.12)$, $p=0.001$) while it is insignificant (Chi-square (2=4.196 $P=0.123$) between the administrative levels (woreda, sub city ad bureau). Hence, it demands further effort and commitment to ensuring effective implementation of gender mainstreaming tools.

CONCLUSION

There are wide ranges of gaps in implementing gender mainstreaming tools in the studied public sectors. Gender planning did not get attention and treated simply as a cross cutting issue just for the sake of political consumption. The overall implementation of gender analysis, auditing, monitoring and evaluation, empowerment, and accountability were found weak. Furthermore, limited technical capacities of leaders and experts in terms of knowledge, skill, and attitude to implement GM tools were observed in the studied sectors at all administrative levels.

The overall implementation status of gender mainstreaming in the studied sectors was at the level of gender aware, implying a moderate level. The implementation status of gender mainstreaming was found to have significant difference across sectors while it was insignificant between administrative levels. The implication is that gender mainstreaming strategy has been poorly implemented and hence gender equality agenda at 2030 cannot be achieved unless additional commitment is made.

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