

Managing Gender Diversity in the Ethiopian Government

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Abstract

The issue of human diversity has become a pressing global concern as interaction among people significantly increases because of dynamic demographic, political, economic, and socio-cultural changes. This paper attempts to investigate how gender diversity is managed in the Ethiopian government. The study reveals that women's representation in decision-making positions, such as those held by political appointees and senior officials, is poor, with women primarily being concentrated in low-level clerical jobs in the Ethiopian government. Further, there is a considerable disparity in the representation of women government employees among regional states. Moreover, approximately one-third of the nearly 80 ethnic groups in Ethiopia were not represented at all. Therefore, as a multiethnic and federal nation, Ethiopia needs to reconsider its personnel policies designed to promote gender diversity and ethnic representation in its public sector.

Keywords: Gender diversity, managing diversity, representation, government, Ethiopia

I. Introduction

The Federal Democratic Republic of Ethiopia (hereinafter, Ethiopia) is a nation endowed with diverse cultures, religions, languages, and ethnic groups, where women make up a little more than half of the total population. Along with South Africa, Ethiopia was one of two African nations that sent ground troops to the Korean War. In fact, the First Kagnew Army Battalion arrived at the front in 1951. The Third Kagnew Battalion that arrived in 1953 stayed through the

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signing of the armistice into 1954 (Abebe, 2019). Consequently, South Korea (hereinafter Korea) built a welfare center in Ethiopia for the nation's Korean War veterans in 2019 (Yonhap News, 2019). International development projects are also increasing in Ethiopia through the Korea International Cooperation Agency (KOICA). Despite the increase in recent international cooperation between Ethiopia and Korea, there is a lack of research in Korea on regional studies of Ethiopia and public management. Research on gender diversity in human resource management in Ethiopia will thus help to fill this gap.

Workforce diversity recognizes the reality that people differ in many ways, visible or not, but mainly in age, gender, marital status, social status, disability, religion, personality, ethnicity, and culture (Pynes, 2013). The diversity of human characteristics intrinsically affects individuals' values, opportunities, and perceptions of self and others at work. Recent research has revealed that diversity management concern has broadened from affirmative action programs to taking advantage of different workforces in organizations to improve organizational effectiveness, efficiency, and productivity. The issue of gender diversity is fast becoming an inevitable reality for contemporary organizations as record numbers of female workers are joining the formal workforce (Ansari et al., 2016). Moreover, among the United Nations' 17 Sustainable Development Goals (SDGs), number 5 is the achievement of gender equality and empowerment of all women and girls.

According to the World Bank (2019), gender equality can enhance productivity, improve development outcomes for the next generation. Consequently, in past decades, the Ethiopian government has made a substantial effort to introduce several enabling policies and legal reforms that promote gender mainstreaming. In this regard, the 1994 Ethiopian Education and Training Policy confirms the prevalence of gender-related problems and calls for a comprehensive and relentless effort to change societal biases, stereotypes, and prejudices. The policy acknowledges the contribution of women and girls to development endeavors and encourages the cultivation of a contribution in society at large through education (Sime and Latchanna, 2016). In 2017, Ethiopia ranked 121st out of 160 countries in the UNDP's Gender Inequality Index Rank (UNDP, 2017). Among women ages 25 and older, only 11.2% had at least some secondary education, compared to 21.4% of men of the same age group (UNDP, 2017). Despite the government's promises of gender equality initiatives, women accounted for only 37% of the government

employees in 2017/18 (MoCS, 2018), which indicates that Ethiopia still has a long way to go in order to meet gender parity.

Ethiopian women have been marginalized in all aspects of their socioeconomic life. On the basis of the Ethiopian Demographic and Health Survey of 2011 (2011, DHS), Beyene (2015) argued that, overall, women owned property at a lower rate than men; for those between 15 and 49 years old, roughly 27% of men own a house or land alone or jointly, compared to roughly 13% of women. A 2010 study by the Population Council and the United Nations Population Fund (UNFPA) also gives a clue into patterns of female property ownership in seven regions, where 95.8% of rural women owned their own place, compared to 45.8% of urban women (Beyene, 2015). New efforts are also underway to extend credit to women and to provide loans for small business development; the gains are found to be modest, however. The 2010 Population Council and UNFPA survey of women in seven regions found, for instance, that only 5% of urban respondents and 6% of rural respondents had received small amounts of credit to start or expand businesses. Ethiopian women also have quite a low rate of saving: the same study showed that only 14% of urban women and 8% of rural women had saved money for emergencies and other purposes, with urban women saving more than their rural counterparts (Beyene, 2015).

Moreover, given the low status of women in society and unequal power relationships between men and women in Ethiopia, various forms of gender-based violence and harmful traditional practices (HTPs) are practiced. In 1988, about 88 practices were identified as HTPs, some harmful to both genders and some to women only (Women, 2014). Out of the HTPs that are inflicted on women, female genital mutilation (FGM), early marriage, and marriage by abduction are the most common ones, and many are victims of such practices that are still present in Ethiopia in varying degrees (Women, 2014). The prevalence of FGM appears to have decreased by 24% nationally since 1997, while in regions considered “strongholds” of the practice such as Tigray, Amhara, and Oromia, the rates declined to 53.4%, 22.4%, and 26.7%, respectively (Women, 2014). A comparison of prevalence across ethnic lines and age groups indicates great variations in FGM prevalence amongst these groups, from 87.5% in Afar to 10.4% in Gambella (Women, 2014). Other regions with high FGM prevalence include Dire Dawa, Somali, and Harari, at 82.1%, 71.9%, and 69.4%, respectively (Women, 2014). It is worth noting, however, that multiple factors have contributed to the decrease in most HTPs, notably the legislative measure against violation of women’s rights.

This paper examines various legal documents such as the constitution, national women's policy, and domestic and international anti-discrimination instruments to analyze Ethiopia's gender diversity management. Statistical abstracts issued by government agencies, such as the Central Statistics Agency (CSA), Ministry of Civil Service (MoCS), and Ministry of Education (MoE), as well as surveys conducted by international organizations such as the UNDP's Human Development Index, were also examined and analyzed. This paper first reviews related literature on managing diversity and representation, followed by a summary of gender equality policies and laws in Ethiopia and a brief overview of the government workforce and status of female employees in the federal and regional states. Finally, the paper ends with a discussion of the findings and a conclusion.

II. Literature Review on Managing Diversity and Representation

Diversity refers to the differences underlying attributes or non-observable differences, such as working styles, values, and personality types, as well as differences in culture, socioeconomic background, spirituality, professional background, experience, organizational culture, and group tenure (Pynes, 2013; Denhardt & Leland, 2003; Milliken & Martins, 1996). A diverse workforce is considered an apt response to diversity in customers/markets resulting from the internationalization of businesses, as well as a valuable resource for organizations with a learning and creative orientation (Ansari et al., 2016). Diverse competencies, various perspectives, and a range of skills are considered an important competitive edge for today's organizations. Survival of future organizations thus depends on their cultural settings, because leveraging the talents of a diverse workforce to provide value-added services to a diverse marketplace is essential for survival and growth in the coming century. However, as Adler (1986) shows empirically, it is not enough just to establish heterogeneous working groups; it is also necessary to manage such diverse working groups. Milliken and Martins (1996) emphasize that diverse teams are often creative and effective, but they are more likely to fail if their diversity is not positively and effectively managed.

Management of diversity, according to Pynes, consists of a "management process to create a supportive work environment for employees and to fully include all of them in order to make the organization more productive" (Pynes, 2013). Diversity management is predicted to be one of the most significant organizational issues of the current and coming decades. Literature on

raising awareness about workforce diversity and possible employer initiatives to manage the same has increased since the early 1990s (Soni, 2000). In the course of managing diversity, leadership can play a pivotal role in mentoring employees to facilitate inclusion by demonstrating inclusivity and respect for diversity (Boekhorst, 2015). Managing diversity also refers to developing organizational structures and processes that effectively utilize diversity and creating an equitable and fair work environment for employees of all racial/ethnic and gender groups (Kreitz, 2008; Soni, 2000).

Effective diversity management of organizations enables them to address social responsibility and enhance organizational performance (Ewoh, 2013). In this regard, organizations championing diversity provide leadership and social responsibility such as mentoring, succession planning, family-friendly programs, flexible work arrangements, and training (Sabharwal, 2014). When organizations sincerely value and embrace diversity by linking it to work processes and strategies, the result is a significant improvement in teams and groups (Ely & Thomas, 2001).

The theory of representative bureaucracy is also crucial in promoting gender diversity, the moral basis of its merit, and its symbolic effects on notions of democratic inclusion (Kim, 1993; Kim, 1994; Kim et al., 2016; Fitzpatrick & Richards, 2019). Representative bureaucracy extends democratic ideals to the public sector. If the diverse elements of a society are represented in decision-making bodies, then society's diverse needs and interests will be served. Furthermore, representative bureaucracy suggests that public organizations should reflect the demographic composition of the population they serve (Andrews & Johnston, 2013). The exclusion of women from the mainstream is tantamount to wasting a precious human resource, which, if managed properly and efficiently, can make a valuable contribution to society's overall economic and social well-being (Yang, 2011).

III. Gender Equality Policies and Laws in Ethiopia

Despite Ethiopian women's social and political marginalization, their organized movement for political, economic, and social rights is longstanding, dating back to the second half of the early 20th Century, when the country was under the imperial regime, which survived until 1974. That movement was characterized by the formation of the Ethiopian Women Welfare Association in 1935 (Emebet, 2010). The achievements of the association were limited, mainly because of its

very narrow base and focus on membership drawn mainly from the higher rank of urban society in Addis Ababa by neglecting the majority of rural women and raising funds and sponsoring projects for urban women (Bekana, 2019;). A consequence of the socialist regime (1974–1991) was that trade unions and professional associations emerged in towns, and a Youth Association was set up for the young (of both sexes). One notable action was the establishment of the Revolutionary Ethiopia Women’s Association in 1980, which represented a more systematic engagement and association of women at the grassroots level than ever before, despite being viewed as a political organization that did not benefit women (Bekana, 2019). Following the overthrow of the socialist Derge regime in 1991 and the coming to power of the Ethiopian People's Revolutionary Democratic Front (EPRDF), Ethiopia underwent several radical reforms toward more democracy initiated with the endorsement of the transitional charter of 1991.

Consequently, Ethiopia has introduced various major gender equality policy reforms to promote more female representation since the 1990s, recognizing the critical roles women have played in socioeconomic development efforts (Beyene, 2015). The 1995 Constitution of the Federal Democratic Republic of Ethiopia (CFDRE), which is consistent with international legal instruments, guarantees the rights of women and equality with men in economic, social, and political aspects (Government of Ethiopia, 1995). In connection to employment, it addresses women’s rights in hiring, promotion, pay, and transfer of pensions (CFDRE, Art. 35(3)). Furthermore, considerable effort was made to bridge the gender gap in development through affirmative action and prioritizing critical areas of concern in gender mainstreaming through policies and program interventions. Ethiopia introduced affirmative action programs as a prime policy in order to enhance access and equality in employment, as well as economic, political, and educational opportunities for disadvantaged groups in society.

The 1993 “Women’s National Policy” was the first policy shaped with a formal institution and introduced to deal specifically with women’s affairs in Ethiopia (Bekana, 2019;). The institution was first established as “The Women’s Affairs Office” under the Prime Minister’s Office and has evolved into “The Women, Youth and Children’s Affairs Ministry.” The objectives of the policy include creating a conducive environment for speeding up equality between men and women so that women can participate in political, economic, and social affairs on an equal basis with men and to ensure that women are not excluded from either enjoying the fruits of their labor or performing public functions and participating in decision-making (Bekana,

2019). Other policies and strategies that directly focus on facilitating equality between men and women include the 2006 National Action Plan on Gender Equality and the Women's Development and Change Program Implementation package also of 2006.

Another significant area of affirmative action in Ethiopia is related to employment in the federal and regional civil services. Despite its principles of non-discrimination "among job seekers or civil servants in filling vacancies," the Civil Servants' Law provides that in recruitment, promotion, and deployment, preferences shall be given to female candidates; candidates with disabilities; and members of nationalities comparatively less represented in the government office, having equal or close scores to other candidates (Federal Civil Servants Proclamation No. 515/2007, Art. 13(3)). Accordingly, the Ethiopian government ensures women's constitutional rights to affirmative action at the time of employment, promotion, and deployment, which promotes women's representation in government sectors. With respect to family-based support, the recent Federal Civil Servants Proclamation No. 1064/2017 provides that every government institution shall establish a nursery where female employees can breastfeed and have their infants taken care of (Proclamation No. 1064/2017, Art. 48(6)).

In addition, the Ethiopian government has passed numerous orders and acts, such as pension and labor proclamations, in order to reform existing laws and redress gender discrimination practices. Accordingly, both the Public Servants' Law and the Labor Law that regulate the private sector ensure women's rights. Upon the formation of an employment contract, for instance, sex-based discrimination is prohibited in compensation and employment, and women are granted paid maternity leave. With respect to decision-making and leadership positions, women's participation in political organizations and their holding legislative seats is deemed to be recognized as well. Ethiopia's election law provides a form of affirmative action. Related to this, the revised political parties' registration proclamation No. 573/2008 provides that the number of female candidates nominated for elections can be taken as one of the determining factors for receiving government assistance (Proclamation No. 573/2008, Art. 45(1) & (2)). This is a clear incentive for political parties to promote more women to run for office and fill political positions.

Ethiopia, as a member of the global and African community, ratified the international instruments that protect and promote the rights of women and gender equality. It has ratified the Convention on the Political Rights of Women (CPRW) in 1953 and the Convention on

Elimination of All Forms of Discrimination against Women (CEDAW) in 1981 (Women, 2014) and has made the provisions of these conventions an integral part of its law (CFDRE, Art. 13). Ethiopia has also adopted the principles of the 1995 Beijing Platform for Action (BPA), and in terms of regional conventions, Ethiopia ratified the African Charter on Human and People’s Rights, in 1998 (Women, 2014).

IV. Brief Overview of the Government Workforce in Ethiopia

The modern civil service in Ethiopia dates back to the reign of Menelik II, Emperor of Ethiopia from 1889 to his death in 1913, when nine ministries were established in 1907 to ensure the efficient arrangement of government activities (MoCS, 2012). That system, however, was characterized by inadequate structures, inefficient and ineffective service delivery, imperial interference, and a lack of pertinent rules and regulations (MoCS, 2012). In 1962, the first civil service law came into being with regulation No. 1/1962. Since then, a variety of civil service legislation has been passed, including the 1995 CFDRE, which gives legal ground for the establishment of a democratic federal state, with the nine regional states and two city administrations empowered to manage public administration and service delivery responsibilities in their respective regions (CFDRE, 1995, Art. 52(1)).

<Table 1> Trend of government employees in Ethiopia (1962–2018)

Year	Total	Female	%Female
1962	46,701	N/A	N/A
1965	52,488	N/A	N/A
1970	77,741	N/A	N/A
1975	101,147	18,206	17.9
1980	128,610	22,150	17.2
1985	195,833	43,134	22.0
1990	236,410	59,202	25.0
1995	293,452	85,315	29.0
2000	349,658	107,340	30.7
2005	424,067	139,685	32.9
2010	854,316	280,227	32.8
2015	1,394,763	490,234	35.2
2018	1,742,404	645,063	37.0

Source: MoCS (2018), p. 5.

As shown in Table 1, the data from the Ethiopian civil service since its commencement in 1962 was not gender-disaggregated until 1973/74. The total number of civil servants in 1962 was only 46,701, increasing to 101,147 in 1975. The increase in the percentage of women from 1995 to 2010 is deemed to be extremely low (3.9%) compared to the period from 2010 to 2018, which saw an increase of 4.2%. Even with this increase, women's representation is still quite low (37%) according to 2017/18 data (MoCS, 2018); this is particularly ironic given that women make up more than half of Ethiopia's population.

V. Female Employees in the Federal and Regional States

Ethiopia has been divided into nine ethnically based and politically autonomous regional states (Afar; Amhara; Benishangul-Gumuz; Gambella; Harari; Oromia; Somali; Tigray; and Southern Nations, Nationalities, and Peoples) and two chartered cities (Addis Ababa and Dire-Dawa). The number of female employees in Addis Ababa City's administration is more than half of its total public servants (53.3%), as shown in Table 2. The proportion is higher than the other federal city administration, Dire-Dawa (40.7%), the federal government (41.3%), and the national average (37%). Addis Ababa City's advantage is that it has been the political, commercial, and cultural hub of the country since 1886. Addis Ababa City has also been the residence of the African Union since its inception, as well as the residence of many international diplomats. Under these circumstances, the city's high number of female public servants is hardly surprising.

Following Addis Ababa, the states of Tigray (43.7%) and Harari (43.6%) also registered a reasonably high number of female civil servants. Surprisingly, however, less than one-third of government employees in the states of Somali and Afar are female, accounting for only 23.2% and 29.3%, respectively. These regions were historically marginalized and pastoralist communities, with significant ongoing socioeconomic problems. Among Ethiopia's four developing regions of Afar, Benishangul-Gumuz, Gambella, and Somali, Benishangul-Gumuz is doing well, with female employees making up 37.6% of public employees, which is higher than Ethiopia's largest region, Oromia (34.2%), and the Southern Nations, Nationalities, and Peoples (31.2%). It is thus necessary for the federal government and regional states to work together to achieve proportional female employee representation as provided in Ethiopia's Constitution and policy documents.

<Table 2> Aggregate Data of Female Government Employees in the Federal and Regional States

Category		Total	Female	% of Female
Federal Government	Federal	158,617	65,441	41.3%
Regional Governments	Afar	35,658	10,431	29.2%
	Amhara	367,301	148,458	40.4%
	Benishangul-Gumuz	30,278	11,402	37.6%
	Gambella	22,369	7,618	34.1%
	Harari	6,412	2,800	43.6
	Oromia	515,624	176,416	34.2%
	Southern Nations, Nationalities, and Peoples (SNNP)	310,419	96,973	31.2%
	Somali	71,647	16,721	23.3%
	Tigray	100,173	43,844	43.7%
(Chartered) City Governments	Addis Ababa	115,398	61,500	53.3%
	Dire-Dawa	8,508	3,459	40.7%
Grand Total		1,742,404	645,063	37.0%

Source: MoCS (2018), p. 3.

1. Female Government Employees in Decision-Making Positions

The extent to which women participate in decision-making and governing roles may depend on their representation in legislative bodies, political appointments, and the senior managerial positions they hold in government and businesses. Female employees are found to be extremely underrepresented in government decision-making positions (28.2%), even though the number varies by sector. As shown in Table 3, among sub-divisions of managers such as chief executives, senior officials, and legislators, women accounted for only 14.6%, and among legislators and senior officials, they accounted for less than 10%. Women accounted for about 24% of political appointees, which is better than the managerial positions mentioned above. Unsurprisingly, the

proportion of women in managerial positions is remarkably high in the hospitality and retail sectors; among hotel and restaurant managers, women account for 46% and 44% of the positions, respectively.

<Table 3> Women in Decision-Making Positions by Minor Occupational Divisions

Managerial Positions	Total	Female	%
Political appointees	53,426	12,857	24.0
Chief executives, senior officials, and legislators	44,876	6,569	14.6
Legislators and senior officials	28,121	2,209	8.0
Managing directors and chief executives	16,755	4,360	26.0
Administrative and commercial managers	53,971	16,378	30.3
Sales, marketing, and development managers	12,277	3,898	32.0
Manufacturing, mining, construction	12,146	1,426	11.7
Information and communications technology service managers	4,360	1,446	33.1
Professional services managers	25,100	4,591	18.3
Hospitality, retail, and other services managers	70,907	27,513	39.0
Hotel and restaurant managers	18,403	8,425	45.8
Retail and wholesale trade managers	33,301	14,712	44.2
Grand Total	373,643	104,384	28.2

Source: CSA (2013), Tables 5 and 6 (on an unnumbered page); MoCS (2018), p.15.

2. Women's Representation in Political Leadership

Over the past few decades, Ethiopia has seen a rise in women's political participation, and the 2010 general elections saw women win 25.5% of the seats in the national parliament (Beyene, 2015). This increased to 37.3% during the 2015 elections, but compared to Rwanda's 55.7%, Ethiopia has to work hard in order to achieve gender parity (UNDP, 2017). However, Ethiopia has performed better than most Sub-Saharan African countries, which have an average of 23.5%, as well as most other African countries when it comes to parliamentary seats held by women (UNDP, 2017). According to the Inter-Parliamentary Union (IPU), Ethiopia ranked 17th out of 145 countries for participation of women in the legislature (IPU, 2016). The IPU (2015) attributes this achievement to efforts by Ethiopia's government to increase the number of women in political leadership positions without introducing the quota system. Rather, it has influenced

political parties to adopt a voluntary measure to increase the number of women candidates in the national election (IPU, 2015).

According to 2017 figures from the Global Economic Forum (2017), women and men held 10% and 90% of ministerial positions in Ethiopia, respectively. However, since coming to office in 2018, Prime Minister Abiy Ahmed has undertaken remarkable reforms and raised the proportion of women holding top ministerial positions in his cabinet to 50% (Dahir, 2018; Jeffrey, 2020). More women are elected to office, and more policies are enacted that emphasize quality of life and reflect the priorities of families, women, and minorities. Recent gains by women in the Ethiopian political landscape offer a chance to improve gender equality around the country and put an end to long-standing societal inequities. In addition to the aforementioned gender parity in Prime Minister Ahmed's cabinet, Sahle-Work Zewde became the country's first female president, while Aisha Mohammed became the country's first female defense minister. Never before in Ethiopia have so many high-ranking government positions been held by women.

3. Women in Professional and Technical Positions

The number of women in technical and professional positions in Ethiopia is 30%, which is below the national average of 32% for all professional workers, as shown in Table 4. In this regard, women in the health field registered much better, making up almost 52.6% of health professionals. However, the proportion of women among medical doctors was still only 25%. Women are better represented in the health sector, which is largely driven by the large number of health workers, who are mostly women. From Table 4, we can observe that women exceed the national average among sub-professionals (45.8%) and information and communication technology professionals (42.2%). While some of these numbers are promising, it is important to note that there is no detailed description about whether the field includes women in administrative positions alongside IT technicians and professionals, so more information is needed to understand this better. One profession in which the number of women is negligible is engineering, where women accounted for only 15.7% of the employees. In contrast, a large proportion of women are concentrated in low-level jobs such as clerical and fiscal (58.2%) work, as well as custodial and manual jobs (45.3%).

<Table 4> Government Employees by Profession

Profession	Total	Female	% female
Professional science	190,640	62,000	32.5
Administrative	20,477	6,515	31.8
Sub-professional	114,898	52,657	45.8
Clerical and fiscal	67,586	39,362	58.2
Trades and crafts	36,353	13,485	37.1
Custodial and manual	118,032	53,506	45.3
Teachers	579,322	193,958	34.0
Health professionals	122,465	64,432	52.6
Agricultural professionals	17,402	4862	27.9
Engineers	534	84	15.7
ICT professionals	971	410	42.2
Special classification	324,229	105,867	32.6

Source: MoCS (2018), p. 15.

Furthermore, while women make up 34% of all teaching professionals, there are major gender discrepancies depending on the educational setting. As shown in Table 5, the data from the MoE revealed that women made up 40% of elementary school teachers, 19.2% of secondary school teachers, and 13.6% of academic tertiary education professionals. In contrast, women only account for 10% of the attendees in Teachers' Training Colleges (TTC) and 22% in Technical and Vocational Education and Training (TVET) institutes in Ethiopia.

<Table 5> Female Teachers from Elementary to Higher Education

Gender	Primary School	Secondary School	TTC	TVET	Higher Education
Total	422,373	93,860	2,527	27,992	28,761
Female	168,991	18,071	257	6,135	3,904
34%	40%	19.2%	10%	22%	13.6%

Source: MoE (2017), pp. 89–135.

Even if some progress has been made in the numbers of female faculty, higher education institutions are still sites of gender disparity. Indeed, underrepresentation of female staff follows a similar pattern when further disaggregated by qualifications, programs, and fields of study. Consequently, among academic staff of public universities, women accounted for 19.4% at the

bachelor's degree level, with the numbers dropping to 11% at the master's level and going down drastically to 8.0% at the PhD level (MoE, 2017).

With respect to levels of education, there is a considerable disparity between male and female employees in the Ethiopian public sector. A significant number of female employees have lower levels of education, as shown in Table 6; more than 40% of female employees have graduate diploma certificates or below. On the other hand, the proportion of female employees who graduated with a first academic degree and above is less than 30%. The numbers for PhD, master's degree, and bachelor's degree holders are even lower at 14.7%, 13.9%, and 28.7%, respectively.

<Table 6> Female Government Employees by Level of Education

Level of Education	2018		
	Total	Female	% Female
Certificate & below	288,247	123,556	42.9
Vocational/Technical	274,358	129,717	47.3
Diploma	552,185	215,526	39.0
Bachelor's degrees (BA, BS, LLB)	549,407	157,641	28.7
Doctor of Medicine (MD)	6,447	1,619	25.1
Doctor of Veterinary Medicine (DVM)	2,529	412	16.3
Master's degrees (MA/MSC/LLM)	32,728	4548	13.9
PhD	2,476	365	14.7

Source: MoCS (2018), pp. 7–11.

4. Female Government Employees in Job Training

Female employees' access to short- and long-term training (both foreign and local) is quite poor compared to men, as shown below in Table 7. In fact, Ethiopian men receive domestic training at nearly twice the rate of women. The problem becomes more acute for women in the case of foreign training; in 2018, for instance, women received nearly a third less foreign training than men. In total, women who received foreign training accounted for 24%, while those who received local training accounted for 38%. The study found that skills training for women remained extremely low across the country, and women were at a disadvantage compared to men, particularly when it came to foreign training, access to which would grant them better exposure

and experience. Ethiopian women face severe discrimination in training and development, with little organizational support; this negatively affects their promotion and career development as compared to the affirmative action provisions.

<Table 7> Female Government Employees' Access to Training

Category of Training	Total	Female	% Female
Training in Local Institutions	42,650	16,352	38.3
Training in Foreign Institutions	300	72	24
Grand Total	42,950	16,424	38.2

Source: MoCS (2018), p. 91.

5. Ethnic Representation in the Federal Government

Ethiopia's population is highly diverse, containing over 80 different ethnic groups. According to the Ethiopian national census, the Oromo are the largest ethnic group comprising 34.4% of the nation's population, followed by the Amhara representing 27.0% of the country's inhabitants, while Somalis and Tigrayans represent 6.2% and 6.1% of the population, respectively. Other prominent ethnic groups are as follows: Sidama at 4.0%, Gurage at 2.5%, Wolaita at 2.3%, Afar at 1.7%, Hadiya at 1.7%, Gamo at 1.5%, and Arabs and others at 12.6% (CSA, 2010). Even though Ethiopia is a multiethnic country with more than 80 ethnic groups and a federal system that has been recognized as world-leading since 1991, 28 (35%) ethnic groups are not represented in the federal workforce, and 34 (42.5%) have no female representation in the federal public sector institutions. Among the 52 ethnic groups represented in the federal public sector, five (Amhara at 42.6%, Oromo at 20.5%, Tigray at 7.0%, Gurage at 3.2%, Wolaita at 2.0%) accounted for 75% of all federal employees (Table 8). This means that the other 25% of federal employees represent 47 ethnic groups, which is less than 1% each.

The predominant group, the Amhara, occupied nearly 43% of federal employee positions because of its historical legacy. It has been the dominant ethnic group since the late 19th century and once assimilated and largely controlled political and economic power in the country. Indeed, Amharic, the current federal working language, has been the official national language for all

government activities including primary education since the fall of the socialist regime in 1991. This implies that the Ethiopian federal government has long been dominated by a few ethnic groups and men. In sum, despite Ethiopia having over 80 ethnicities and women making up half its population, neither ethnic diversity nor gender diversity have been properly addressed or managed. This is manifested by a low level of employment of women and minorities and minimal representation of women at higher professional levels.

<Table 8> Representation of Federal Employees by Ethnic Groups

Federal Gov't Employee	Ethnic Representation Among Federal Government Employees						
	Amhara	Oromo	Tigray	Gurage	Wolaita	47 Ethnicities	28 Ethnicities
157,617	67,124	32,264	11,077	5,060	3,135	38,957	0
100%	42.6%	20.5%	7.0%	3.2%	2.0%	24.7%	0%

Source: MoCS (2018), p. 28.

VI. Discussion and Policy Implications

From the data presentation, the national average number of women in the Ethiopian public sector (government employees) is remarkably low at 37%, compared to 63% for men. Moreover, female employees' representation in the regional states becomes worse as the disparity among the regional states is significant. Among the nine regional states, Tigray region (43.7%) had a good track record in female representation, while in the Somali regional state, female employees accounted for only 23.2%, which is less than half the figure for the Tigray region. In this regard, unsurprisingly, Addis Ababa City Administration (53.3%) is doing well, given its historical, social, economic, and political advantages. The representation of women overall in managerial positions (28.2%) is also poor, though the number varies by sector. Women accounted for only 14.6% of managerial positions such as chief executives, senior officials, and legislators. On the other hand, women scored better as hotel and restaurant managers, and in the hospitality and retail sector, accounting for 46% and 44%, respectively.

Currently, the proportion of seats held by women in Ethiopia's national parliament is 37.3%, which is much better than most African countries, although Ethiopia's performance is surpassed by Rwanda at 55.7%. Similarly, the proportion of women in ministerial positions has dramatically increased, and Ethiopia stands third next to Rwanda (52%) and South Africa

(48.6%) among the Sub-Saharan African countries. However, women's representation in some critical professional fields such as engineering and agriculture is 15.7% and 27.9%, respectively. Only 13.6% of women are higher education professionals, regardless of their educational background. Women account for only 11% of the academic staff of public universities at the master's level and 8% at the PhD level. On the other hand, women are highly concentrated in low-level jobs, such as clerical and fiscal jobs (58.2%) and custodial and manual jobs (45.3%).

With respect to education, there is great disparity between male and female government employees in Ethiopia. Consequently, the number of female employees who hold a bachelor's degree and above is less than 30%. The problem worsens with female holders of PhDs (14.7%), master's degrees (MA/MSC) (13.9%), DVMS (16.3), MDs (25%), and bachelor's degrees (BA, BS, LLB: 28.7%) compared to their male counterparts. On the other hand, more than 40% of female government employees are diploma and below-diploma graduates: 39% of women employees hold diplomas; 42.9% hold certificates and below; and 47.3% hold vocational/technical qualifications.

Moreover, female employees remained in a disadvantageous position when receiving on-the-job skill development training. Furthermore, the number of women who received foreign training (24%) was nearly a third that of men, while 38% received local training, which is about half the proportion of their male counterparts. With respect to ethnic representation, among the 80 ethnicities in Ethiopia, 28 ethnic groups (35%) are not represented in the federal public sector, and in 34 of the ethnic groups (42.5%), female employees are not represented at all. Thus, women are not represented in 62 ethnic groups. Ethiopia is a multiethnic and federal country, where diversity management is no longer mere academic debate but a concrete goal that the government needs to confront and work hard toward. Therefore, this paper suggests the following policy recommendations.

First, the policy environments have to be reexamined; policy needs to be tested for its capacity to be transformative, to change the status quo, and achieve the desired goal. Second, the federal and regional governments should work hand in hand to bridge the gender gap prevailing throughout government agencies at different levels. Third, organizations must prepare necessary policy or strategic documentation through which the gender representation process is to be guided. Fourth, organizations need to develop suitable human resource management (HRM) strategies and policies to effectively manage diversity. Fifth, the Ethiopian government needs to

implement family-friendly policies that help to balance and benefit both work and family life. Such policies typically provide three types of essential resources needed by parents and caregivers of young children: time, finances, and services. Thus, family-friendly policies need to be designed as a holistic and balanced package of time-related, service-related, and finance-related policies to provide adequate resources, not only time (Kim et al., 2016). Finally, organizations need to apply strategic human resource management (SHRM) in order to ensure suitable employment policies and practices, provide developmental opportunities, career planning, and mentoring for disadvantaged groups such as women and minorities.

VII. Conclusions

Despite the continuing progress in narrowing of gender gaps in some fields, the study revealed that variances persist, and public institutions have not made the kind of progress in narrowing the gender gap as intended. Regional states also show a considerable discrepancy in women's representation in their public sectors. Ethiopia's regional states are at different levels of development, and some emerging regions may need support in order to capacitate their female employees, especially the Somali and Afar states. Women's representation in managerial positions, even if it varies across sectors, is quite low, especially in the area of professional managers and in the mining, construction, and manufacturing sectors. Female political participation in Ethiopia has been increasing recently, particularly in terms of women parliamentarians and ministerial positions. Currently, Ethiopia's President, the President of the federal Supreme Court, and the Attorney General are all women. The government has made relentless effort to increase the participation of women in leadership positions. However, women's representation in the legislative assembly has not yet reached the level of parity. It is, therefore, worth mentioning that countries in Africa that have achieved gender parity in legislative assemblies and other decision-making bodies had adopted some sort of affirmative action, for example, quotas to ensure enhanced representation of women.

Women in the civil service continue to be concentrated in lower administrative positions, while being poorly represented in higher professional and managerial roles. Even though some progress has been made with the number of female academic faculty, women's representation in the higher education sector remains poor. With respect to education levels, there is also

significant disparity between male and female employees, in that the majority of women in the public sector only hold a diploma or below, while the proportion of women with bachelor's degrees and above is insufficient. Efforts should be made to increase female teachers' representation in primary, secondary, and TVET-level education and especially in higher-level institutions where the number of female teachers has declined in recent years. It is of paramount importance to focus on encouraging women to pursue their education and to become teachers.

Women also have less access to training and development than male employees. In sum, despite enabling policies and legal frameworks that promote women's equality, Ethiopia has long been, and continues to be, male-dominated. Thus, to resolve the paradox, the Ethiopian government needs to revisit women-enabling policies in light of the existing social structure, rather than focusing on the number of women holding offices.

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한글 제목

에티오피아 정부의 젠더 다양성 관리에 관한 연구

국문 초록

역동적인 인구 통계, 정치, 경제 및 사회 문화적 변화로 인해 사람들 간의 상호 작용이 크게 증가함에 따라 인간 다양성의 문제는 단일국가만의 문제가 아니라, 세계적인 관심사가 되었다. 이 논문은 에티오피아 정부에서 젠더 다양성이 어떻게 관리되는지를 살펴본 것이다. 이 연구에 따르면 에티오피아 정부에서 정치인 및 고위 공무원과 같은 의사 결정 직책에서 여성의 대표성이 최근에 와서 개선되고 있지만, 전체적으로 상당히 부진한 상황이다. 여성들은 주로 낮은 직위의 사무직종에 집중되어 있다. 또한 지방정부의 경우에 여성 공무원의 대표성에 지역별로 상당한 차이가 나타나고 있다. 또한 에티오피아에는 약 80 개 부족이 있는데, 이 중에서 약 1/3 정도는 전혀 대표되지 않은 경우도 있다. 따라서 다양한 부족으로 구성된 에티오피아는 공공 부문에서 성별 다양성은 물론 부족별 대표성을 제고하기 위한 인사정책을 펼쳐야 한다.

주제어: 젠더 다양성, 다양성 관리, 대표성, 정부, 에티오피아