C A S E S T U D Y | 2 0 1 8

CARE ETHIOPIA'S

INSTITUTIONAL GENDER REFORM

By Kristie Drucza, CIMMYT, Ethiopia









Context

The public discourse sparked by the #metoo movement has allowed for the issue of gender disparity and power dynamics to come unapologetically into public consciousness. And it is not only discourse - in Ethiopia, universities have been increasing female enrolment via their own institutional changes, including more rigorous anti-sexual harassment policies, a life-skills module and tutorial classes. As of October 16th 2018, 50% of Ethiopia's cabinet will be female. If an institution is concerned that its staff might not be ready for gender parity reform, know that those changes are in fact overdue, and that the groundwork has been laid.

According to the 2017 Global Gender Gap Report, it will take 217 years to reach gender parity in the workforce. Locally, the issue is even starker. According to UN women, Ethiopia "suffers from some of the lowest gender equality performance indicators in sub-Saharan Africa." While male employment rates rose between 2005 and 2013, female employment rates essentially remained static, and as of 2016 female youth unemployment rates were almost twice as high as male youth unemployment rates. Despite increases over the past four election cycles, women in positions of power within government has failed to reach 30%.

The NGO sector is no exception. Despite global numbers of female workers in NGOs outstripping male workers 3 to 1, the numbers of female staff in NGOs in Ethiopia are low. VII Of six sample INGOs operating in Ethiopia, all had between 15-25% female workers, if they reported workforce diversity figures at all, and only two of them had gender specific or affirmative action policies in place, and both of these were fairly recent inclusions in their Human Resources artillery. VIII This case study has been compiled to help other organisations create a more equitable working environment in Ethiopia, and elsewhere.

The CARE-specific gender problem

As a gender sensitive organization aiming to empower women and tackle the root causes of poverty and gender disparity, CARE conducted a global gender audit in 2012. They found that the Ethiopia office had the worst gender parity - only 26% of their staff were female^{ix}. Their leadership was only 13.6% female. Given the organization's external focus, this internal disparity highlighted an unacceptable hypocrisy.

Low numbers of female staff and female leadership was representative of a deeper problem within CARE Ethiopia. Gender imbalances were affecting quality of service. Circa 2012, CARE Ethiopia's male staff were occupying roles that were not ideally suited to them: teaching breastfeeding in some instances, or sexual health to female adolescents. Given CARE's commitment to empathy, having these types of roles filled by men was inappropriate.

Further, jobs were being advertised with far greater requirements than necessary and this was inhibiting women from applying. Research has shown that females will not apply for a job if there are three things in the selection criteria that they do not have – men will apply even if there are only three criteria that they do have. Posting jobs with more years of experience than women were likely to have given the relatively short amount of time that women have

been graduating from the new local universities and working in the field, meant that the pool of candidates was always heavily male. The inflated requirements had been happening over the years at the programmatic level in order to ensure salaries were competitive, but the concept of competition as constructed was excluding women. Long job descriptions were also inhibiting female applicants as already busy women did not have time to read 4 or 5 pages of job description, especially for a job they would not think they could get.

Results

Overall, Care has almost reached parity in the 5 years since the start of its initiative, with some offices projected to reach over 70% female staff in the coming year. Some individual offices have not managed to get to 51%, however, but there is evidence that programs such as the female internship program have the potential to move those numbers closer to parity.

The Gender Equity and Diversity training resulted in greater overall organizational harmony by creating greater cohesion within teams, deeper shared understanding of the vision of the initiative, as well as a safer and more inclusive organizational culture. Every staff member is now at least aware of the basics of gender and power dynamics, what gender sensitivity means, as well as the policies and procedures around maintaining a safe workplace for everyone.

By making clear what CARE Ethiopia does and does not tolerate in terms of sexual harassment and assault, and that the organization takes these issues seriously, staff felt safer bringing forward more complaints. It is natural that when awareness is raised about an issue, the number of reported incidences will increase at first. When staff know that an organization is serious about this issue and that there are consequences for such behaviour, others will then feel secure to report. Tracking the numbers of those reports has helped CARE see the depth and breadth of the problem, as well as how well they are doing at tackling it.

The revision of the HR system not only attracted more female candidates, it got more qualified candidates. By reworking the postings and making them accessible to a wider audience, the calibre of candidate went up and therefore there was no need to compromise on quality in terms of new hires — CARE Ethiopia at no point had to lower its standards to meet its equity goals. By attracting more female candidates, CARE was also attracting younger candidates, and with this generation came various newer skill sets that older and male workers did not possess to the same degree. Enhanced English skills, public speaking, use of technology and presentation skills, all enriched the work environment and quality of service and product within CARE.

The internal dynamics of the senior management teams have changed. There is no more questioning of whether it was a good initiative to pursue. The organizational culture is now such that many men within the organization recognize the importance of greater equality. Further, the shifting of the responsibility for grading job postings out of the hands of programs has seen HR take a solid ownership for cross-sectoral equity, not to mention the entire HR system itself, as they are less at the mercy of a wide variety of differently funded programs.

CARE Ethiopia has been approached by multiple NGOs, within and beyond Ethiopia, for guidance on how to attain gender parity. The success of this initiative has given them a comparative advantage in the Ethiopian NGO sector. CARE is now seen as a leader in terms of institutional change, should an organization choose to render their staff and internal culture more equitable.

Despite initial resistance, the benefits of the work have been seen across the organization, in the field, in the meeting room, the interview room, and more. These benefits have, eventually, drowned out the dissent, and staff report that this was an important initiative, that the reasons for doing it were sound, and that the results were an overall institutional improvement.

Actions - what Care did

"Every NGO has policies on women, children and stuff like that, but you don't actually see them translating to the ground. There is an actual commitment within CARE to change the environment."

A brief timeline

The gender demographics of CARE were startling when they came to upper management's attention in 2012. They decided to try and flip it and see how those numbers could be reversed.

A small group of female senior managers began to brainstorm. They settled on the goal of 51% female staff by June 2018. They decided not to leave the issue with HR and instead to have it as a stand-alone project that would affect the entire organization, and not just an added layer of human resource considerations. They developed the idea of a female internship program that would specifically address gender imbalances in field offices. They put together the Terms of Reference for the internship program to build a pipeline at the field office level that would provide women with solid training and work experience, not just for CARE but for the job market, thus meeting both their internal and external goals of female empowerment. These internships were not to be clerical or exclusively low level, but were designed to attract the best new graduates, as CARE wanted to not only provide an incubator for excellence in the female workforce, but also maintain excellence in their programming and service delivery. In all reforms, there was never to be a compromise in quality of work.

In 2014, CARE Ethiopia held their first meeting of all female staff, providing an opportunity for those present to air any workplace gender issues. They tried to create an open environment where people could reflect on their experiences and values. From this emerged a need to train all staff on acceptable codes of behaviour and sexual harassment awareness. This provoked a need to improve the complaints mechanism, and countrywide nine individuals were trained to investigate sexual exploitation and abuse.

In 2015, a gender equity guideline was in place, having been developed by the select group of gender advisors and the Senior Leadership Team. Based on that guideline, action points for the next five years were laid out. Maternity leave was extended beyond what was nationally

required, and flexible hours were introduced in order to respond to the needs of parents to drop off or pick up their children at childcare or school.

The overhaul of HR began during the 2015-16 drought crisis. Every decision was to be driven by three values: justice/fairness, transparency, and empathy. Country-wide, many positions stayed vacant for a long time in order to make sure female candidates were applying, were being interviewed, and females were conducting the interviews as well. A consultant to guide the process was brought in mid-year 2016, and all changes were in place by mid-year 2017, with an after-action review in October 2017. The following is an outline of all of the changes undertaken in order to reach gender parity within CARE Ethiopia.

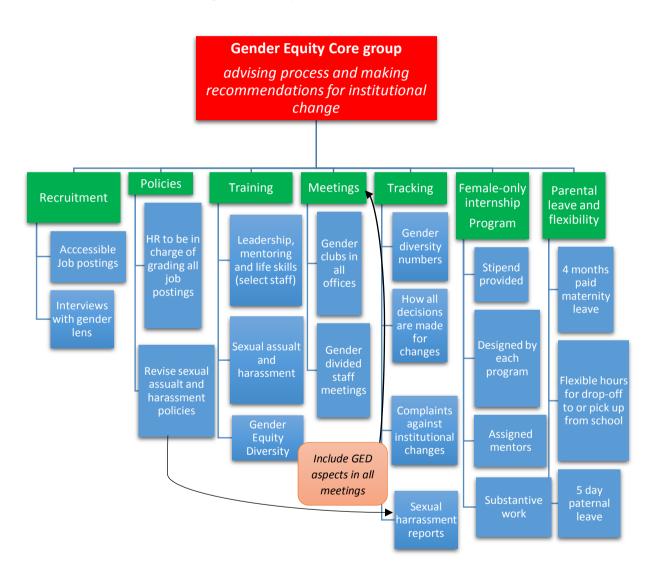


Figure 1: Institutional changes implemented by CARE

Changes

Most of the changes implemented by CARE required HR involvement, however, the architects of the institutional reform was the **Gender Equity Core** group that met every two to three months, as needed. Comprised of gender advisors, Country Office Senior Leadership Team

(SLT) members and people from both head office and field offices, this group assessed and commented on progress and outcomes, and made recommendations for further change within the organization. These changes were recommended to the SLT that discussed and approved each recommendation.

At the time, the SLT composition was male dominated and some recommendations took over a year to be approved. The reason why some of the decisions took a long time was due to the financial implications and the risk involved. Certain SLT members were unwilling to try something new. Each time issues such as: extending the maternity leave, allocating a space for breast feeding and pumping milk, and for flexible work hours, went to the SLT for approval, members felt they needed additional information. This slowed down the reforms.

In order to ensure progress was being made, all gender diversity numbers were tracked every month, from every field office. This tracking also allowed for proof of process in the case of appeals, as well as evidence gathering in the face of resistance to change that emerged during the reforms.

The reforms undertaken can be grouped into several categories, with some thematic overlap given the complexity of creating gender equity within the workplace. CARE Ethiopia undertook institutional reform in:

- Hiring and recruitment process
- Staff training
- Creation of safe spaces
- Policy development and deployment

The following is list of the main steps that CARE Ethiopia took in order to reach gender parity.

Hiring and recruitment process

To reach its gender parity goal, CARE Ethiopia had to figure out how to get competent women into the workplace. With research and thought, the following initiatives were designed specifically to ensure a greater number of female applicants, a more gender-aware hiring process, and ultimately a greater number of qualified women available to hire:

1. Recruitment:

- Moved the responsibility of grading the job descriptions from programs to HR;
- Re-graded all the job descriptions:
 - Asked for fewer years of experience, lower levels of education and made the posting more precise, highlighting only the necessary skills required for the job;
 - Hired a consultancy firm to do this;
 - Shortened job descriptions.
- Re-advertised positions 1 to 3 times if no women applied the assessment process always incorporated competent female candidates;
- Advertised in different places for field offices markets, notice boards where women will see it;

- Head hunted for higher positions, encouraging internal staff to send it to their networks;
- Instituted a competency-based assessment system with written examination (coded so the panel does not see which applicant wrote it); and interviews, and, for higher positions, presentations (decided by the hiring manager or hiring team);
- The interview panel had to include a female;
- Assessed and reconfigured the interview questions with a gender lens:
 - Kept the technical skills requirements;
 - Included a focus on experience and fitting into the organizational culture;
 - Asked a gender related question without needing a *right* answer, but one that they could work with, e.g.:
 - Explain CARE's position and the 51% commitment, or;
 - Ask them where they stand on gender.

2. Instituted a female-only internship program:

- Six months minimum, stipend provided, for fresh graduates with BAs and MAs, with a focus on BAs;
- Asked each program unit if there is a need for an internship in their unit at the beginning of the year;
- Each unit sends their plan for the year with substantial work for the intern HR and an advertisement is created;
- Terms of reference for the internship are created;
- Interns get a briefing and orientation, and are assigned managers to guide them on their work action plans;
- Mentors are trained within the organization to support the interns;
- Liaised with the Centre for Creative Leadership who provide a three-day leadership and career development training for the interns;
- No promised jobs at the end, but interns can apply if opportunities arise.

Cost: Stipend allowance USD 40,000; four cohorts of training 328,642 ETB (USD 11,930).

Staff training

For many, gender issues are undiscussed or undiagnosed, disguised as cultural norms, or assumed to be a thing of the past. This is one of the ways that disparity is upheld, via its supposed 'invisibility' — it is just the way things are. Training can allow the topic to be brought forth in an open and accessible manner, without exercising blame or waiting for an incident to learn from and showcase. For existing and incoming staff, CARE Ethiopia wanted to strengthen the internal gender lens, and provide opportunities for staff to grow. They did this in two ways:

- 1. Provided formal Gender Equity and Diversity (GED) training to staff, new and existing:
 - Created GED manual available in all offices;
 - Included aspects of GED in other trainings and meetings;
 - Provided refresher courses.

Cost: GED Training costs were 49,155 ETB (USD 2,078) over the last five years. Care invested in training internal staff who now deliver the training. As most trainings are held at Care offices, the main costs for the training relate to travel, per diem and accommodation costs for participants.

- 2. Provided leadership training and life skill training for female staff:
 - Initially this was for lower and middle management female staff;

Costs: 42 staff were trained in two rounds - total cost USD 2,812.02

- 2. Provided leadership training for male staff:
 - This training was available to those who applied for it;
 - Designed with the Centre for Creative Leadership, it familiarized men with the changing environment and aimed to mitigate the push back from male staff;
 - This was one-on-one coaching, with baseline interviews and discussions, tailored to all participants over a 6 months period.

Costs: USD 12,420

Creation of safe spaces

Patriarchy and its effects permeate more moments than training can cover. It is important to create spaces where people can speak to what is happening in the hallways, what is being implied without being said, ways to respond compassionately, or why something is problematic in the first place. Sexism and gender disparity are daily occurrences. Without forums to interact with the experience of it at both the micro and macro level, their institutionalization will be unencumbered. CARE Ethiopia, acknowledging this, instituted two forums to discuss ongoing gender-related issues within staff:

1. Instituted gender clubs in different offices:

- Sometimes this is a Gender focal person, sometimes it is a group;
- Meets every 1-2 months;
- Creates their own agendas based on what is relevant to their office at that time. Discuss challenges and the progress in a safe space. Similar to a support group.

2. Instituted meetings of all female staff:

- The initial one was three days and had 200 female staff from all the offices, with presentations, experience sharing, challenges, and brainstorming ways forward;
- Based on the information brought forward in this meeting, institutional policy changes were put in place;
- Subsequently, meetings for males are held simultaneously, after which the gendered groups meet and brief each other on conclusions and recommendations.

Cost: USD 68,044.60 for two all-female staff meetings in 2014 and 2016.

Policy Development and Deployment

Institutional reform is often policy driven. Carefully crafted and deployed gender-specific internal policies enhance female staff *retention*, because if no formal supports for gendered issues such as child care and sexual harassment are put in place and acted upon, positive

changes in hiring and workplace culture can easily be undone. CARE Ethiopia enacted two main internal policy changes in order to ensure greater female staff retention:

- 1. Revision of sexual anti-discrimination, harassment, exploitation and abuse policies, investigation guidelines and complaints mechanisms:
 - Country Director received international training on these topics;
 - Hired a consultant^{xi} to train selected staff from different offices on how to investigate sexual harassment cases;
 - Sensitized the staff to this policy;
 - Translated the policy into Amharic and distributed it to all offices;
 - Went into each office and synthesized the policy for staff;
 - Required all staff to sign off on acknowledgement of this policy.

Cost: Total cost of PSEA investigation Training USD 7,802

2. Extension of maternity leave to four months with full pay:

- An additional two months working 50% time at 75% pay is available;
- Flexi hours offered, to be arranged with individual managers, and inform HR:
 - Mandatory working hours from 10am to 4pm;
 - Employees can come in at 7:30am and leave at 4pm or come in at 10am and leave at 6:30pm, depending on an individual's situation.
- Five-day paternity leave is also available.
- Created a breast-feeding and milk pumping room

Cost: most donors pay for maternity leave. The cost of two replacement hires: USD 8,440. Now Care include a 'short-term assistance' item in project budgets to cover maternity leave replacement hires. The fridge in the pumping room cost ETB 10,000 (USD 355) and no additional cost for the room as it is in the CARE building.

Challenges

"They were two elderly Ethiopian men from the charities and societies agency speaking to our female program support director and deputy in Amharic about a complaint they had received about Care's Country Director being a terrorist. And so, the program support director and the deputy were looking at each other and thinking how is that possible. And then the two men realized that no, that's not the word. It's feminist. And the Care staff both went oh yeah, yeah, yeah that's true."

Achieving gender parity is not easy. Backlash is to be expected. The main thrust of the resistance came from employees who had been with CARE for a long time and was based on the perception that the process was not fair. Below is a sample of some of the cautions for those interested in undertaking such an initiative.

Be very clear about upcoming changes, especially if certain positions will *only* be open to women. When the 51% target was announced, there was significant backlash even at the

senior staff level. There will be anxiety about people losing their jobs. Clearly communicate about what HR changes will address and how.

With such large changes to such a large organization, mistakes will happen. These may incur added rumours and resentment. There is a smaller margin of tolerance for error on an initiative like this. Therefore, rigorous resilience will be required by leadership to weather the onslaught of potential challenges.

	Challenge	Key to success
Leadership	Without a champion, it will not get done.	Strong commitment from senior management is necessary from the start.
	For the champion(s), there may be a personal cost to such a large undertaking in terms of energy and the experience of confronting wide and deep resistance, even among peers.	Make a separate position for overseeing this, because if it is integrated with HR, it may not get the attention it needs to move forward. It is also not a one-person job nor is exclusively a leadership position. Bring an inter-sectoral team on board to lead.
Formal complaints	Complaints may be made to an overseeing body.	Keep track of everything, showing process and outcomes.
Structure of projects and development work	Projects are limited in scope and time. When a project is finished, its gender diversity ratio goes with it. Stats are volatile in a work environment where projects regularly open and close. Maintaining a statistic such as 51% female staff is thus a challenge. In INGO work, which is often project-funded, staff frequently move, and because systemic	It is important that the change be institutional and not just project based – that just because one funder wants to do it one way does not mean the organization should undermine their values. There needs to be consistency across the board. Sustained leadership is necessary, especially at the beginning, until the organizational culture has shifted.
	change need consistent follow-up, consistency in leadership or follow-through can be undermined with turnover.	
Rumours and informal resistance	Many complaints are informal or come up during conversation.	Address issues on all platforms – in conversations, in meetings, have special meetings, and provide male coaching.
	Rumours that only women are hired or promoted.	Men will still apply for positions, get hired, get promoted. Rumours are just rumours.
Perceived favoritism	People will say it isn't fair.	A consultant or external authority can validate the process. Set up an appeal

	Challenge	Key to success
		process open to everyone. Every decision should go through the regional office also.
	Claim that unqualified females are being hired.	Hire qualified women – they will do a good job, so even if there is initial backlash, the quality of work will speak for itself.
	Male staff will resent that only women receive life skills and leadership training.	Provide the training to select male staff who apply for it.
	When women didn't get the internal position, they claimed that the organization wasn't doing enough to support gender parity.	Create gender clubs and safe spaces in the organization to discuss issues.
Labelling	The bad reputation that feminism has.	Sent a staff member on a feminist leadership course. From that she held a brown bag on feminism and what it meant.
	Young feminists with strong beliefs disagreeing with some older women who didn't like the label feminism even if they believed in equality.	Provide opportunities for people to say what they really feel, so if they are struggling with the terms and the changes, they can still talk that through.
Transparency	An ad hoc approach can undermine transparency because it is not all planned and communicated in advance.	Be clear from the start about what you are doing and who you are as an organization. Have a clear set of articulated values that guide the changes to back up whatever adaptations need to be made.
	Staff concerns about transparency in HR recruitment process.	Every step of the HR review should be very transparent.
	Staff not being transparent about what the relevant issues are.	Have a separate female staff meeting. There is safely in numbers.
Lack of buy- in/support	Undermining of rationale behind the objective.	Change is slow. Once results are tangible, and staff are reaping the benefits of a more competent team, a good reputation as an organization and excellent training and other opportunities, they will recognise that this was the right thing to do.
	People in Ethiopia don't believe it can be done. Most NGOs have under 25% women and some think that is the best you can get.	It can be done. Develop a clear action plan, such as those used in programs, with goals, outcomes, and outputs.

	Challenge	Key to success
	Who you think needs the training might not be the people who sign up for the training	Be flexible about requirements for training. Changing the organizational culture can be powerful, and once most people are on board, those at the extremes will be dragged along, or leave.
Slow Progress	Gaps in key positions while recruitment takes longer, or salary changes need to be approved causes anxieties in staff as well as greater workloads for everyone.	Communicate clearly about what is going to happen, and how long it will take. Be patient with people charged with handling the extra burdens created by unfilled positions.
Cost	It is hard to cost such a reform process as it happened incrementally. As an estimate, approximately USD 150 - 155,000 has been spent since 2013 on the initiatives included in this study.	Being a leader in the field in terms of gender equity is marketable and attractive to donors. Care's overall budget portfolio has increased since 2013.
	Program managers who control the budgets weren't involved in the decision making.	The team looking into changes that will cost the organization should be cross-sectoral.
	Some donors might not approve the salary changes, and the organization may have to pay for this.	If the organization is committed to this process, it will need to commit resources for topics such as maternity leave replacements, until these become institutionalised in budgets.
	Some projects may want to pay salaries at a different rate than appropriate for the overall equity within the organization.	The leveling of the playing field without compromising quality is integral for the wellbeing of the entire organization. Everyone gets used to it eventually.
Historical hierarchy and	Internalized sexism. Females also preferring a male manager.	Having a male director who is behind it and leading it can be very helpful.
entrenched culture	Men have grown up in a culture that gives them power, privilege and entitlement and for that to suddenly start shifting is very difficult.	When it comes to organization change, there will be a minority that will get behind it, and there will be a minority who no matter what is done, will reject it. The majority is in the middle and can be pulled toward either end. Don't worry about the extremes, move the middle.
	People may just pay lip service to gender equality.	Give chances to women (and men) to be vocal within the organization, not just lip service and positions. Staff

Challenge	Key to success
	need places to air concerns and opinions.
Field offices not recruiting enough female applicants.	Field office internship program recruits locally to train young female graduates with the necessary skills and experience to be competitive.
The inclusion of younger female staff disturbs the hierarchy	Stick with it. Culture will change over time. There will be an understanding that promotion and hiring are not compromising quality.
Changing work culture and styles with the inclusion of younger staff - Bringing more women into Ethiopia's workforce necessitates the hiring of more junior staff.	If individuals are put in positions that they find challenging to their sense of place in the world, empathise and communicate that decision with kindness and respect.
Staff and leadership are part of society with problematic social norms and gender norms; those norms are internalized.	The gender conversation is not just about women. Talk with and train both men and women on how gender relates to their job and the workplace.

Conclusion

Clearly, large scale and long-term measures are required to balance inequities, and piecemeal approaches undertaken by most organizations do not appropriately or adequately address gender disparity. Increased female presence in leadership roles and higher numbers of female staff in general has the potential to subvert existing power dynamics and entrenched patriarchal harms. Policies, although important, are not enough. Women and men have to see other women in the workplace. And not just as tokens, but as coworkers, as managers, as interns, and as role models. The reform process must be managed iteratively, and seen as something that is ongoing, not a quick fix.

Next steps

Creating an equitable workplace is an on-going process. Some of the upcoming changes CARE Ethiopia is hoping to institute are:

- Increasing paternity leave to 10 days;
- A refresher training for all mentors for the female internship program in the organization;
- An external consultant is scheduled to advise on business process flow, from project planning to procurement all the way through to pay;

- A revision of the HR manual to clearly say that there will be no recruitment process without qualified females on the shortlist. Recruitment will continue until a qualified female applies;
- Some changes continue to create frustration, such as programs needing to set salaries on par across the organization. Over time, this change will not be so radical and cumbersome, but in the interim, more work will be done to uphold the equity principles behind this to ensure buy-in and support from all stakeholders;
- Beyond CARE, there is much work for other NGOs to be doing. The increasing number of female Country Directors in Ethiopia is indicative of a change in the sector.

End Notes

http://www.unwomen.org/mdgf/B/Ethiopia B.html

https://www.usaid.gov/sites/default/files/documents/1860/Preliminary%20Gender%20Profile%20of%20Ethiopia%20Nov%2017%20final.pdf

ⁱ Preliminary Gender Profile of Ethiopia.

ⁱⁱ The Global Gender Gap Report 2017. World Economic Forum. https://www.weforum.org/reports/the-global-gender-gap-report-2017

iii Advancing Gender Equality: Promising Practices. UN Women.

ivPreliminary Gender Profile of Ethiopia. November 2014. UN Women.

^v Central Intelligence Agency, World Fact Book. https://www.cia.gov/library/publications/the-world-factbook/geos/et.html

vi Preliminary Gender Profile of Ethiopia.

vii Assessing the Gender Gap at Non Profits in Global Development.

viii Drucza, K (unpublished) gender mainstreaming data in the Ethiopian agriculture sector. CIMMYT, Ethiopia.

^{ix} For the purposes of this case study, the term 'female' and 'women' is used to refer to all people self-identified as such, and 'men' and 'male' to refer to people self-identified as such.

^x Originally from a Hewlett Packard internal report.

^{xi} The consultant hired was Ester Dross from the Humanitarian Accountability Program.

"So if we really want to take the prevention of sexual abuse seriously and we really care about our beneficiaries and our staff, then the onus is on us to take the responsibility and the onus is on us to change our institutions."

Esther Watts, Country Director, Care Ethiopia







