

UNIVERSITY FOR DEVELOPMENT STUDIES

**GENDER MAINSTREAMING ACCOUNTABILITY IN LOCAL GOVERNANCE: AN
INSTITUTIONAL ASSESSMENT OF GENDER INTEGRATION IN THE TAMALE
METROPOLITAN ASSEMBLY, GHANA**

HIKMAT BABA DUA



2019

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METROPOLITAN ASSEMBLY, GHANA**

BY

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(UDS/MDS/0341/14)

UNIVERSITY FOR DEVELOPMENT STUDIES



**THIS THESIS IS SUBMITTED TO THE UNIVERSITY FOR DEVELOPMENT
STUDIES IN PARTIAL FULLFILLMENT OF THE REQUIREMENT FOR THE
AWARD OF A MASTER OF PHILOSOPHY (MPHIL) IN DEVELOPMENT STUDIES**

2019

DECLARATION

Student

I hereby declare that I have wholly undertaken the study reported herein under supervision and that this study has never been submitted either in part or as a whole anywhere else for a degree.

Student's Signature:..... Date:.....

Name: Hikmat Baba Dua

Supervisor

I hereby declare that the preparation and presentation of the thesis was supervised in accordance with the guidelines on supervision of thesis laid down by the University for Development Studies.

Supervisor's Signature:..... Date:.....

Name: Prof. Agnes Atia Apusigah



ABSTRACT

Gender mainstreaming has considerably been embraced in Ghana as the appropriate strategy to empower women and achieve gender equality through the establishment of the national gender machinery and the adoption of a national gender policy. However, the impact of gender mainstreaming at the local governance level is yet to be realized. This research was premised on the problem that the Tamale Metropolitan Assembly (TaMA) is a mandated institution to mainstream gender in its work and governance in light of a national gender policy to make local governance inclusive and accountable. The aim was to investigate gender mainstreaming accountability in local governance specifically in the TaMA. The main objective of the study was to assess the mechanisms the TaMA has put in place to account for gender mainstreaming commitments in its governance systems and work.

Data were gathered using structured interviews and key informant interviews. Data collected from the structured interviews was edited, coded and analyzed with the aid of the IBM Statistical Package for Social Scientists (IBM SPSS) software and the key informant interviews were analyzed manually. The sample size was 40 comprising 13 female and 27 male respondents.

The study found that, there was no systematic approach to effectively mainstream gender leading to structural changes being unresponsive to women's leadership in governance. It also found that little effort was made in localizing the national policy direction as the Assembly relies only on an action plan prepared by the Gender Desk Officer without an internal policy. Resource allocation was found to be the major factor hindering effective gender mainstreaming in the Assembly and its sub structures. The researcher concluded that, the TaMA requires significant changes in its structures, systems and processes in order to break down gender barriers and reduce institutional



inequalities with greater commitment and transformative actions to ensure accountability. The study recommended that, there is an urgent need to close the gap between policy acceptance to policy implementation through the use of a comprehensive gender strategy; the need to engender local government for inclusiveness and accountability; representation of women through the women's ballot and the passing of the affirmative action bill; and political will should reflect in the financial resource distribution for gender mainstreaming.



DEDICATION

This work is dedicated to the memory of my late mother, Hajia Hanatu Adam, for investing in my education and for encouraging me to come this far. I will continue to remember and honor you every step on the way, rest well.



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LIST OF ABBREVIATIONS

CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CIDA	Canadian International Development Agency
DACF	District Assembly Common Fund
ECOSOC	United Nations Economic and Social Council
GAD	Gender and Development
GDO	Gender Desk Officer
INGOs	International Non-Governmental Organizations
MDGs	Millennium Development Goals
MMDAs	Metropolitan, Municipal and District Assemblies
MoGCSP	Ministry of Gender, Children and Social Protection
MOWAC	Ministry of Women and Children's Affairs
MTDP	Metro Medium Term Development Plan
NGOs	Non-Governmental Organizations
SDGs	Sustainable Development Goals
TaMA	Tamale Metropolitan Assembly
USAID	United States Agency for International Development
WID	Women in Development



CHAPTER ONE

INTRODUCTION

1.1 BACKGROUND OF THE STUDY

The term gender became popular in the 1970s and was attributed to equity and in recent times, equality. It is defined as socially constructed power relations between men and women characterized by a set of arrangements of cultural attributes and roles which men and women play in their daily lives. These sets of arrangements are reflected by structural relationships of inequalities between men and women manifested through roles and responsibilities and through different values attached to the work performed by men and women (D'Haese and Kirsten, 2006). The term is derived from both social and cultural perspectives. It is a socio-cultural variable that refers to the comparative, relational or differential roles, responsibilities and activities assigned to males and females. As social rather than natural or biologically determined constructs, gender dimensions within society change as well as differ across culture, race, and class (Jackson and Scott 2002).

Gender mainstreaming is a global initiative which has taken roots in countries across the world as a critical and contemporary strategy to achieve gender equality and ultimately drive development. The resultant effect of gender mainstreaming is to bring about change by ensuring gender equality at various levels of institutional policies and development processes. Gender mainstreaming entails critical legislative, policy and programming reforms at all levels of decision making. It emphasizes on addressing the collective needs, concerns and experiences of both men and women from policy, project or programme design to final evaluation in all socio-political and economic areas for the main purpose of ensuring gender equality (ECOSOC, 1997). Seeing gender mainstreaming as a strategy rather than a goal in itself is the beginning of an



understanding of the concept as fashioned out to ensure equality in development opportunities, outcomes and benefits for men and women.

Gender mainstreaming takes a shift from the previous strategy of Women in Development (WID) approach which was sparked in the 1970s. The development of a policy agenda on gender equality progressed from women's specific concerns in addressing their economic, political, and social rights towards the achievement of gender equality as well as addressing structural inequalities (McNutt, 2010). Governments and development institutions were encouraged by the international women's movement to integrate women's concerns in development practice and processes at the institutional level and this resulted in the WID approach which considered women specific projects (Razavi and Miller, 1995). The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) was therefore adopted in 1979 in line with the WID movement to safeguard women's rights. Gender and Development (GAD) gained prominence as a result of the shortfalls of the WID approach and sought to address the issue of gender holistically rather than isolating women's issues in specific. Gender mainstreaming was indeed designed to overcome the marginalization of women in development processes as a result of the failure of early strategies (Mehra and Gupta, 2006). Gender mainstreaming was therefore adopted as the ultimate strategy to get gender concerns addressed in development programs and policies globally and locally.

Gender Integration introduces a gender perspective in context so that gender-based inequalities that pose barriers to development are identified, challenged and altered. Gender integration ensures inclusiveness as it facilitates a process to strategically examine programmatic needs and progress across key dimensions that contribute to women's empowerment and gender parity (Jackson and Scott 2002). Integrating a gender perspective into governance and development



programs can improve program outcomes and increase equality between girls and boys and between women and men. Effective strategies will emerge that will transform harmful gender norms and behaviors, empower women and girls and engage men and boys as partners, clients and agents of positive social change. Incorporating these strategies into governance can improve program outcomes and promote gender-equitable norms through the lens of gender and development.

The articulation of gender and development gained prominence in Africa in the wake of democratization in the 20th Century and provided a better context for raising and addressing gender concerns and issues giving political legitimacy to gender mainstreaming through national policies and machineries. Gender concerns have therefore become so relevant that they cannot be ignored in any development exercise especially in developing countries (Apusigah, 2007). Conversely, the socio-political and cultural nature of Africa has influenced social organizations and relationships which sometimes inhibit the achievement of gender equality. The rate of women's and men's participation in the public sphere is adversely influenced as gender issues are not appropriately addressed (AfDB, 2009). Despite the challenge in mainstreaming gender, most countries in Africa have ratified very relevant international declaration to promote and achieve gender equality and have adopted the local governance system to ensure equitable development and accountability.

Accountability is very relevant in public institutions not only to give meaning to the role of public officials as trustees but also for the people to appreciate their representation as a general good. For accountability to be effective, public institutions must be independent and functionally autonomous with legal backing (Rehman and Batool, 2013). This will make their operations genuine and essentially build trust between them and the public. Mulgan (2000) views



accountability as a relationship of superiors and subordinates with the superiors wielding control. In this way, there is a chain of power and authority to check the use of resources as well as performance. There is the need for accountability mechanisms in institutions if gender mainstreaming is a priority because gender accountability concerns gender relations as well as power differences at all levels of an institution.

Ghana adopted a national action plan to co-ordinate policy for the effective implementation of gender mainstreaming with the imminent need to foster gender equality. Ghana thus, approached gender mainstreaming through a policy goal which became the foundation for the integration of gender issues into national policy (Dittoh et al., 2015; Amoah, 2010). A greater commitment was shown through the establishment of the national gender machinery in 2001 as the Ministry of Women and Children's Affairs (MOWAC) now Ministry of Gender, Children and Social Protection (MoGCSP) with the Ghana National Gender Policy. The Ministry serves as the pivot of policy coordination in government with the duty to mainstream gender concerns in government policies and processes as the Minister is given a seat on cabinet to ensure Government prioritizes gender issues (MOWAC, 2001). It works in partnership with other institutions and organizations with the mandate of mainstreaming gender including the Metropolitan, Municipal and District Assemblies (MMDAs). On December 14, 2015 a new

National Gender Policy was launched to give a comprehensive outlook to gender concerns in the country. The policy has five (5) areas of commitment: Women's Empowerment and Livelihoods, Gender-Based Violence, Women's leadership and Accountable Governance, Economic Opportunities for Women, and Gender Roles and Relations (MoGCSP, 2015). Of interest to this study is Commitment 3: Women's Leadership and Accountable Governance. Assemblies have key roles and responsibilities to play to effectively mainstream gender and these include: gather,



collate, analyse and disseminate gender and poverty desegregated information at the district level; identify relevant and pertinent gender issues for incorporation into annual district, sector and national plans, initiate policies and legislation to promote gender equity and mainstream gender concerns at the district level; develop and implement programmes to reduce gender inequity at the district level (MoGCSP, 2015).

Local governance brings the people together to chart a path for their development agenda as a locality. Because of the closeness of the local authority to the people, it is best placed to address issues of inequality, advance good governance and utilize available resources effectively. These resources are used to implement such development priorities agreed on by all stakeholders. Ghana's efforts to decentralize political and administrative authority to the local level became comprehensive in 1988 with the establishment of 110 District Assemblies in order to provide responsive and participatory development; to bring government closer to the people; and to serve the purpose of politics as a training ground (Ofei-Aboagye, 2000). Fast-forward into the 2000s, Ghana's Metropolitan, Municipal and District Assemblies (MMDAs) played both monitoring and coordinating roles in activities and planned initiatives to ensure they are consistent with the national development agenda especially with regards to policy. It is thus, paramount to examine the participation as well as decision making opportunities for both men and women at the local institutional level to appreciate gender issues and to ensure good governance because governance creates the process that result in ordered rule and collective action (AfDB, 2009; Stoker, 1998). When institutions are engendered, it will lead to results-driven development outcomes and effective governance. Thus to Brody (2009), effective governance is dependent on ensuring gender equality and advancing women's rights and this requires changes in processes at the



institutional level. This is even more crucial at the local governance level where gender equality has not seen much progress.

As a local government authority, the Tamale Metropolitan Assembly (TaMA) is expected to bring government closer to the people to ensure effective governance, achieve better development outcomes and promote accountability for both men and women in the Tamale Metropolitan Area. In fact, Dittoh et al. (2015) affirm that Assemblies are responsible for the implementation of gender concerns per the decentralization and local government reform in Ghana. TaMA is therefore the main machinery for the implementation, monitoring and evaluation of gender mainstreaming at the local level from its efforts in collecting and disseminating data to developing and implementing programs to reduce inequality which is clearly indicated in the Tamale Metro Medium Term Development Plan (MTDP) (2014-2017). It is an objective of the MTDP of the TaMA to integrate cross-cutting issues such as gender, making gender a critical area in the Assembly's development work (ILGS, 2012). There is also an annual composite budget to ensure effective resource distribution for accountability in all areas including gender equity at the local level. The Gender Desk Office was also created to promote gender mainstreaming in policy, institution and community intervention. In effect, a number of development projects and programmes have been carried out by the Assembly with support from the Government of Ghana through the District Assembly Common Fund (DACF) and other development partners like the United States Agency for International Development (USAID), the World Bank, the Canadian International Development Agency (CIDA) among others. But without due consideration for gender sensitive planning at all levels and processes of the Assembly as well as in project implementation, monitoring and evaluation, gender inequalities still persist in the TaMA and the Tamale Metropolis for that matter.



1.2 PROBLEM STATEMENT

With a policy commitment at the national level, the Tamale Metropolitan Assembly (TaMA) is expected to become gender-sensitive as an institution mandated to mainstream gender at the local level where impact would be directly meaningful and transformative. However, the gender mainstreaming commitment at the TaMA as a local government institution is largely on paper since its practice is not visible because gender is not treated as an institutional cross-cutting issue which eventually perpetuates gender inequality in the Assembly. The Assembly works with a gender action plan, gives consideration to gender in its medium term development plan as well as in its budget. But, the lack of clarity and narrow understanding of gender mainstreaming to define gender equality goals, the inadequate resource support for gender mainstreaming, low expertise and capacity on gender issues as well as ineffective monitoring and evaluation frameworks have reduced the commitment to a talk shop. Gender mainstreaming is left as a task for the Gender Desk Office and this has not yielded significant changes in achieving gender equality.

Aside these varied concerns constraining progress on gender mainstreaming in the TaMA, explicitly is the limited participation of women or women's unequal position in the hierarchies and leadership of the Assembly resulting in male dominance in decision making as well as the absence of accountability measures to bind leadership and staff to achieve the goal of gender equality. Women play a meaningful role in the development of the metropolis but they often are not seen as being part of local governance; a metropolis with over 50 percent female of the total population (Ghana Statistical Service, 2013). This does not only affect equal power distribution, it also affects resource allocation and reinforces traditional male authority as Tamale is a patriarchal society coupled with the dominance of Islam. Thus, women's participation in



decision making at the local level is hindered by so many factors including patriarchal norms and religious beliefs. With a population of 351 at the TaMA, 177 are male representing 50.4 percent while 174 are female representing 49.6 percent. However, there is no female elected Assembly member and the General Assembly which is the highest decision making body of the Assembly has only 2 females out of a total membership of 62. In effect, authority completely resides with men in the structures of the Assembly, a situation which could be detrimental to women's ability to influence local government decisions and hold actors accountable.

There remains a huge gap between the rhetoric and adoption of gender equality goals in the national gender policy by the TaMA and the challenges being faced in their effective implementation as well as actual impact.

Donors, Non-Governmental Organizations (NGOs) and Community Based Organizations (CBOs) have concentrated efforts in the Northern Region utilizing programmes to address various issues including gender equality and serving as development partners to the TaMA. The Tamale Metropolis is therefore noted as the NGO hub of Ghana with many of them focusing on gender issues either as a core mandate or as a component. The TaMA also has a wide constituency than any other Assembly in the three (3) regions of the north making it the ideal Assembly for other Assemblies to draw inspiration from.



There have been some researches on mainstreaming gender at the institutional level with little on the outcome of gender mainstreaming accountability at the local government level. Gender mainstreaming in international bodies (Razavi and Miller, 1995), policy utilization (McNutt, 2010), institutional outcomes of national gender machinery (Madsen, 2010), gender mainstreaming in institutional local projects (Okumu, 2012) are some of these researches. This

research sought to draw from such generalized studies to focus on the specific case of the TaMA as a local government institution. It seeks to investigate efforts being made to localize gender mainstreaming, which is a national policy commitment, in the work of the Assembly in its efforts to promote gender equity and effective accountability.

1.3 RESEARCH QUESTIONS

1.3.1 Main Research Question

How has TaMA positioned itself to account for gender mainstreaming commitments in its governance systems and work?

1.3.2 Specific Research Questions

This research sought to answer the following research questions;

1. What strategies are used to integrate gender into the Assembly's structures, policies and programmes or projects implementation?
2. How is gender mainstreaming reflected in the development resource distribution of the Assembly?
3. How does the TaMA's monitoring and evaluation system account for gender mainstreaming performance?
4. How effective has TaMA being in implementing national gender commitments? What have been the successes, challenges and gaps?



1.4 RESEACH OBJECTIVES

1.4.1 Main Research Objective

To assess the mechanisms the TaMA has put in place to account for gender mainstreaming commitments in its governance systems and work.

1.4.2 Specific Research Objectives

The research sought to;

1. To identify strategies used to integrate gender into the Assembly's structures, policy and programme or project implementation.
2. To examine how gender mainstreaming is reflected in the development resource distribution of the Assembly.
3. To examine how the TaMA's monitoring and evaluation system accounts for gender mainstreaming performance.
4. To evaluate the effectiveness of TaMA's efforts to implement national gender commitments in the form of successes, challenges and gaps in order to make suggestions for mitigation.



1.5 SIGNIFICANCE OF THE STUDY

This study of the Assembly is crucial to inform development targets in local communities. Hence, it becomes reasonable to appreciate its efforts in integrating gender in policies, structures, processes and projects/programmes.

Beyond the Millennium Development Goals (MDGs) which gave gender issues a place to thrive in its 15 year implementation, the Sustainable Development Goals (SDGs) which forms the new development agenda for the global community presents another great opportunity to bolster what has been achieved so far and to chart a sustainable path towards gender equality and other development outcomes especially at the local level where structural inequalities and entrenched gender roles still persist. It is crucial now more than ever to fill in the gender gaps in structures and programs with the introduction of the SDGs by engendering government mandated institutions especially at the local level to ensure development effectiveness and to achieve gender equality.

Analyzing local governance institutions in light of gender mainstreaming is critical for gender accountability since the political space provides a fundamental platform for the achievement of gender parity. It was therefore indispensable to appreciate gendered mechanisms of governance at the local level and more specifically at the TaMA to ensure that governance is equitable and inclusive for effective resource allocation.

This research was primarily forward-looking, responding to a global and local need to assess gender mainstreaming mechanisms in order to improve the efforts of TaMA to mainstream gender expeditiously towards a more holistic development. This research does not only serve as a foundation for subsequent research on gender mainstreaming at the Assembly, but also contributes to the discussion on gender mainstreaming in addressing gender concerns at the local level towards national development.

This study therefore explored the issues, concerns and factual realities regarding gender integration at the TaMA towards gender mainstreaming accountability. From the findings of the



study, suggestions and recommendations are made to serve as a relevant document for mainstreaming gender in the Assembly and for use by other stakeholders.

1.6 SCOPE OF THE STUDY

1.6.1 Thematic Scope

The study looks at the various ways the Assembly has been able to mainstream gender in its work and governance system as a local governance institution with focus on structural changes; policy, programme and project implementation; resource consideration; and effective monitoring and evaluation. The focus is largely on the internalization of gender mainstreaming in the day to day administration of the TaMA.

The study took into consideration the period of 2012-2015 following the establishment of the TaMA under Legislative Instrument (L.I) 2068 of 2012 and the end of the Millennium Development Goals (MDGs) in 2015. With curtains closed on the MDGs, it is vital to chart a strategic path for mainstreaming gender at the local level in line with the Sustainable Development Goals (SDGs) which has gender equality as Goal 5.

1.6.2 Geographical scope

The study is conducted at the Tamale Metropolitan Assembly (TaMA) in the Tamale Metropolis.

The Tamale Metropolitan Assembly was established by legislative instrument (LI 2068) which elevated the then Municipal Assembly into a Metropolis in 2004 (Ghana Statistics Service, 2013). At present, it is one of the six Metropolitan Assemblies in the country and the only Metropolis in the three regions of the North namely: Upper East, Upper West and Northern



regions. It has Tamale as the Metropolitan capital city and at the same time the regional capital of the Northern Region.

1.7 LIMITATIONS

Due to the scope of the research, generalization of findings for all Assemblies might not be possible due to differences in location, literacy levels, socio-economic status, religious and cultural factors. However, the outcome of this research might hold true for some other local government institutions. This research is therefore restricted in terms of findings which are based on previous literature and the primary data collected from the field. There is abundant literature on gender mainstreaming that is extensive and comprehensive and thus, the researcher was mindful of what literature was suitable and relevant for the study with due consideration given to the limited time to complete the study. The researcher also faced the challenge of getting key informant interviewees which resulted in prolonging the length of time in gathering data for the research. There was also the limitation of discussing gender issues as it appeared a difficult and sensitive topic to respondents.

1.8 OPERATIONALIZATION OF KEY TERMS

Gender Mainstreaming: It is a strategy to achieve the goal of gender equality in the structure, policies, programmes and projects of an institution.

Gender Integration: This is the strategic consideration given to the needs and priorities of both men and women in any planned initiative that is, from planning to implementation in order to



reduce inequalities. For the purpose of this research, gender integration is expected to lead to equitable outcomes at the TaMA.

Accountability: This refers to the mechanisms used by an institution to ascertain its progress in integrating gender in structures, processes, policies, programs and projects. There should be responsiveness from officials who have been given authority to do this.

Local Governance: This involves decision making process as well as implementation to meet the needs of the people at the grassroots level. This process should be all inclusive and participatory in order to address the needs and priorities of vulnerable or minority groups.

1.9 ORGANIZATION OF THE STUDY

This research report is outlined in five chapters. Chapter one contained the background of the study, the problem statement, the research questions, the research objectives, significance of the study, scope of the study, limitations and the study outline. Chapter two examined literature relevant to the study. It draws from literature on gender mainstreaming, accountability, institutions and governance. It also presents an analytical model guided by the literature reviewed. Chapter three detailed the methodological framework of the study. The profile of the study area, data collection techniques and methods for data analysis are all contained in this chapter. Chapter four contained data analysis and discussions. Summary of research findings, conclusion and recommendations are contained in chapter five. This is followed with an appendix and bibliography.



CHAPTER TWO

LITERATURE REVIEW

2.1 INTRODUCTION

There is varied literature on gender mainstreaming in international bodies, in national machineries, in corporate bodies and in public institutions. The focus is diverse depending on context as well as intent. This research focuses on the specific case of TaMA as a local government institution in integrating gender in its work and governance processes. This chapter therefore explores relevant literature and theoretical understanding of this research in order to establish arguments for further analysis and the development of an analytical model emerging out of the literature. It adds to the existing knowledge on gender mainstreaming reflecting on each research objective set out in the study.

2.2 GENDER MAINSTREAMING: A CONCEPTUAL ANALYSIS

Gender mainstreaming dates back to the United Nations Third World Conference on Women in Nairobi in 1985 specifically on the role of women in development as was advanced in a debate by the UN Commission on the Status of Women (CSW) (Council of Europe, 1998). The strategy was adopted at the United Nations Fourth World Conference on Women in Beijing in 1995 through the Platform for Action which calls for the promotion of the policy of gender mainstreaming.

Gender mainstreaming is important to the work of international development organizations, governments and civil society organizations. It is relevant to make gender mainstreaming in structural processes and programs possible in order for outcomes to be equitable for all. Some efforts have been made thus far from adopting policy goals to the establishment of



mainstreaming machineries. A lot has been done on raising awareness to drive home the relevance of gender mainstreaming. Whiles trainings have been undertaken to impact gender knowledge, resources allocated to address gender issues, and structural changes to address power relations; a lot more needs to be done as gender equality remains a mirage in development discourse despite its popularity.

The 1997 agreed conclusions of ECOSOC defined gender mainstreaming as:

The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetrated. The ultimate goal is to achieve gender equality.

(ECOSOC, 1997:2).

The Council of Europe (1998) defined gender mainstreaming as:

Gender mainstreaming is the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies, at all levels and at all stages, by the actors normally involved in policymaking.

(Council of Europe, 1998:15).

Both definitions implicitly targets gender equality as the paramount goal of gender mainstreaming. But depending on the organization or institution, gender mainstreaming can be



understood differently which is why it is important for institutions to set a vision for gender equality and work towards achieving it as gender inequalities remain deeply entrenched in institutional structures. Gender Mainstreaming therefore serves as a good measure to achieve the long term goal of gender equality which is well articulated in the definition by ECOSOC just as the definition by the Council of Europe emphasizes the need to protect and promote gender equality in policy. To Ofei-Aboagye (2006), gender mainstreaming ensures a systematic integration of gender perspectives through legislation, resource distribution, planning, implementation, monitoring and evaluation of programmes and projects in order to meet the needs of men and women and to achieve gender equality. Gender mainstreaming therefore emphasized the need to apply appropriate gender planning measures in order to ensure equitable results and conditions for both men and women. Gender mainstreaming must therefore look beyond a policy declaration or adoption to a more effective and efficient way of practical delivery which will facilitate better development gains. Moser and Moser (2005) argue that gender mainstreaming means that differences between women and men should never be used as a ground for discrimination rather as partnerships to ensure that both participate equally. Gender mainstreaming can therefore be viewed as that conscious effort to actively utilize the potentials of women as a great human resource in the development process for the collective benefit of both men and women in a sustainable way. It entails a profound transformation of values, organizational cultures and routines of public administration and thus challenges hegemonic values and priorities. In effect, it seeks to address inequalities for any vulnerable gender either male or female. More agencies should thus be granted to women who are perceived as active agents and not just passive recipients of development. Women's participation is considered to be the most essential element in this approach.



Gender mainstreaming remains progressive because of its alignment with the Gender and Development (GAD) approach which does not limit the focus of the strategy to only women issues (Corner, 1999). For effective implementation, gender mainstreaming should be given due consideration in policy, resource allocation, decision making, structural procedures and in monitoring and evaluation. This will ensure greater commitment to achieving the goals set forth for the achievement of gender equality as coherent lines of responsibility will be established with accountability mechanisms. Gender mainstreaming should therefore be planned and executed to achieve the set target of gender equality.

In achieving the set goal of gender equality, Rees (1998) identified three (3) models for equality: Equality based on achieving the existing male norm (especially where women enter previously male domains); Equality based on equal valuation of different concerns and contributions of women and men in a gender segregated society; Equality based on the transformation of gender relations with new standards for both men and women replacing the segregated institutions and standards associated with masculinity and femininity. Critical to this research is the third model which focuses on institutional transformation which is necessary for gender accountability. It makes it possible to transform development agendas and structural inequalities and gender relations. The comprehensive and synthesizing nature of gender mainstreaming makes room for its implementation beyond programming to include gender-sensitive working environment with equal opportunities for both men and women. Even though this model moves from just mainstreaming women to mainstreaming gender, the focus should be on making them complement each other. Corner (1999) identified interventions that distinguish between “mainstreaming gender” and “mainstreaming women”.



Table 2.1: Mainstreaming Gender Versus Mainstreaming Women

“MAINSTREAMING GENDER”	“MAINSTREAMING WOMEN”
<ul style="list-style-type: none"> • Develop a gender perspective in planning and programming – conduct advocacy, gender awareness and sensitivity training to generate understanding among planners and programmers. 	<ul style="list-style-type: none"> • Capacity building for women – provide technical for women in non-traditional areas, especially politics, leadership and governance, and provide self-esteem and self-confidence building programmes for women.
<ul style="list-style-type: none"> • Develop technical capacity – develop manuals and guidelines, prepare trainers and train planners and programme staff in the use of gender analysis, gender statistics, gender budgeting and gender auditing 	<ul style="list-style-type: none"> • Institutionalise women's participation - advocate and implement measures such as affirmative action or quotas to increase women's roles in decision making, particularly in politics, leadership and governance.
<ul style="list-style-type: none"> • Institutionalise gender mainstreaming – issue regulations etc to ensure the use of gender tools for planning and programming; appoint gender focal points and specialists to support gender mainstreaming. 	<ul style="list-style-type: none"> • Social capacity building – change work and social arrangements, as well as attitudes and behaviours, so that women can operate on an equal basis with men in the mainstream.
<ul style="list-style-type: none"> • Policy advocacy – influence policy makers at the highest levels to mainstream a gender perspective in macroeconomic, finance and trade policy, and in political affairs. 	<ul style="list-style-type: none"> • Capacity building for men – change men's gender attitudes, eliminate gender based violence, and enhance men's capacity to share unpaid domestic and caring work more equally with women.

Source; Corner, L. (1999)



2.2.1 Integrationist and Agenda-Setting Approaches

Jahan (1995) established two mainstreaming strategies; the integrationist approach and the agenda setting approach which Madsen (2010) viewed as pessimistic and optimistic approaches in mainstreaming gender respectively. While the integrationist approach emphasizes the inclusion of gender concerns into the development agenda, the agenda setting approach emphasizes a complete transformation of the development agenda. Ghana adopted the integrationist approach with the aim of building gender into the existing institutional framework and development agenda. This approach is critical on opening discussions on women's issues by way of broadening the gender discourse in order to integrate gender concerns in different sectors. However, this constructed meaning of an integrationist approach is intentional which is done by political leaders to undermine the transformative potential of the strategy or by gender advocates to make it easy for gender mainstreaming to be accepted (Lombardo, Meier, and Verloo 2009). The integrationist approach therefore is the 'soft' approach which has minimal impact in achieving gender equality whereas the agenda-setting approach takes the 'hard' turn with greater possibility of making meaningful change towards gender equality. In effect, integrationist approach gets gender mainstreaming introduced into institutions but fails to impact policy for the achievement of gender equality while the agenda-setting approach have influence in decision making structures and processes from a gender perspective (Jahan, 1995). In simple terms, the integrationist approach puts gender mainstreaming on the menu while the agenda-setting approach puts gender mainstreaming on the table. Again Jahan (1995) emphasizes that, the integrationist approach introduces a gender perspective into existing policy without raising questions or challenging them while the agenda-setting approach transforms and reorients existing policies by not only changing decision making structures but also prioritizing gender



objectives and rearticulating policy ends and means from a gender perspective. Feminists describe the integrationist approach as the “add gender and stir” formula which views women as a marginalized group with special needs. To Corner (1999), the integrationist approach implies that women can enter the mainstream without any major changes in institutional arrangements or the overall approach to development. While the agenda-setting approach focuses on institutional transformation and development paradigms as a basis for incorporating a gender perspective. Clearly established is the fact that, the agenda-setting approach gives credence to the revolutionary potential of gender mainstreaming than the integrationist approach. In effect, the agenda-setting approach toes the line of Gender and Development as against the Women in Development approach as it focuses on transforming gender relations involving both men and women throughout development policy and planning and not limiting the goal of gender equality to welfare-oriented programmes and projects targeted at women (Bryne et. al, 1996). This requires transformation in institutional setup to alter structural inequalities at all levels. However, because of the modest approach of the integrationist approach, it cannot deliver such institutional transformation. Despite the preference for the transformative approach, it has been proven to be difficult to achieve in implementation for the achievement of sustainable change. By presenting the mainstreaming of gender as non-confrontational and consensual in order to convince mainstream policymakers, insufficient attention has been paid to interests and power dynamics opposing change. This has led to unrealistic assumptions about the degree of consensus amongst all actors involved, or to believe that adopting these commitments at a political level is enough to get them implemented (Daly 2005). Progress in the mainstreaming of gender in the TaMA has been depicted as integrationist rather than transformative. To the extent that equality is added as an objective but does not change the underlying framework, the chances of challenging its



gender bias and achieving more far-reaching change are limited (Hafner- Burton and Pollack, 2000).

For gender equality commitments to be effectively implemented, government institutions should promote transparency and accountability (UN Women, 2014). Governance institutions at the local level should prioritize this as there is a direct link between them and the citizenry in areas such as service provision, resource allocation as well as access to information to hold these institutions accountable. To achieve gender sensitive accountability, decisions by public officials should reflect the needs and interests of both men and women and gender equality should be made an integral part of policy implementation as well as outcomes (EIGE, 2013). State structures such as TaMA and its officials have an obligation to implement gender equality policy with clear objectives and ensure feedback is provided on progress achieved to its citizenry. These local institutions work with and thus derive inspiration from national machineries to advance the goal of gender equality.

2.2.2 National Machineries for Gender Mainstreaming

The Beijing Platform for Action has as one of its twelve critical areas, institutional mechanisms for the advancement of women. Some countries have made an effort to establish national machineries as catalysts to promote gender equality. These machineries are usually state-led as governmental to advance gender issues in national development. A national machinery serves a policy-coordinating unit in government with the duty is to support government in incorporating gender equality perspective in all policy areas (UN, 1995). The national machinery therefore is placed at a very strategic location in government and works with major state institutions including decentralized institutions to influence government policies and to advocate for



appropriation of sufficient resources for an efficient implementation of the gender mainstreaming strategy. A national machinery for the promotion of gender issues should therefore not only be autonomous but also accountable in order to be effective and to give adequate expression to gender issues.

Ghana is a signatory to the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) and the national machinery for advancing gender issues is the Ministry of Gender, Children and Social Protection (MoGCP). With the adoption of a gender policy, the ministry has an established mandate to lead gender issues in policy and planning at the national level. The Ministry is thus, responsible for translating the comprehensive and general mandate of gender mainstreaming provided by the Platform for Action (DAW, 1998). However, the ministry does not work in isolation as it partners with civil society, women's group, feminist movements, political parties, women caucus in parliament as well as the media at the national and local levels. Such partnerships help to articulate and advance issues of gender equality in the country. Because of the challenge faced by most national machineries in advancing gender equality, these partners especially civil society with a thriving activism has helped to put gender issues on government agenda with continuous social pressure which has made the work of these national machineries meaningful and legitimate. Strong association with civil society is crucial for the effectiveness of national machineries and creates a strong base for gender mainstreaming (DAW, 1998). The MoGCP has made an effort to decentralize its operations by working with Assemblies through the gender focal persons which has also been limited in effectiveness.

National machineries for gender despite their relevance have faced various challenges such as limited influence over national policies, lack of resources, frequent restructuring of government and inadequate human resource (DAW, 1998; (Bryne et. al, 1996). As a result, the potential of



these machineries to bring gender issues to the fore in development planning and policy has been ineffective. And even when there is a specific gender policy, it is difficult to penetrate other policy areas such as education, health and the economy. This affects the implantation of gender mainstreaming since most policy areas are important because of the impact they have on both men and women and the possibility of these areas to transform gender relations. Bryne et. al (1996) identified measures that can be adopted by national machineries to promote gender mainstreaming in development planning and policy: the inclusion of gender in development plans; guidelines and checklists for planning and evaluation; gender awareness training; inter-departmental linkages through committees and focal points; links to and consultation with women's organizations and NGOs. These measures should be well coordinated as effective gender mainstreaming requires a coordinated process.

2.2.3 Institutionalizing Gender Mainstreaming

In institutions, gender mainstreaming is required to alter institutional structures, processes, policies. There is the need for certain conditions to be laid before this is made possible including having gender expertise (Moser and Moser, 2005). Government institutions might have evolved over the past decades but there is still a missing link between institutional evolution and gender equality which brings us back to the question of governance as a driver in making institutions accountable in a complex reality. There are indicators for mainstreaming gender effectively (Akpalu et al, 2000; ILGS, 2012). This will make sense when such different components of gender mainstreaming institutionalization are delved into. They are: formulation and review of policy and legislation, gender research and gender disaggregated data, women's leadership and capacity, institutional change for policy implementation focusing on gender focal persons,



resource commitment, gender training, management goodwill and support and an inclusive agenda.

2.2.3.1 Formulation and Review of Policy and Legislation

Gender policy in Ghana has not achieved the goal of gender equality even with the adoption of policies by various public institutions. Some of these institutions have made efforts to formulate their own gender policies in order to set the framework for effective gender mainstreaming. In doing this, rules are set as guidelines for achievements and a gender policy also serves as a reference point for effective resource allocation as well as sets the basis of analysis in order to review and advance efforts made towards achieving gender equality (Akpalu et al, 2000). Public institutions do not completely ignore the consideration of gender issues in their day to day administration. It takes an appreciable level of acceptance and adoption of policies to fully commit to gender mainstreaming. Ofei-Aboagye (1999) as cited in Akpalu et al (2000) affirms the need to review legislation and policies in order to effectively mainstream gender. The review will help explore overtly discriminating and constraining parts of policies that affects either men or women and also identify vague aspects for clarification so that interpretation does not adversely affect women or other minor groups (Ofei-Aboagye, 1999 as cited in Akpalu et al, 2000). This is important because, all policy areas have gender relations and thus, the need to consider a critical review. Beyond the review of old policies to incorporate gender concerns, there is the need for gender equality in new policies and legislation. Gender sensitive procedures should be established for policies and legislation and gender needs, responsibilities and access to and control of resources should be taken into consideration (Ofei-Aboagye, 1999 as cited in Akpalu et al., 2000). There should be a specific policy to promote gender equality and such



policies should harmonize with other policies at the national and local levels. Such policies can be formulated as supplementary to fill in gender gaps that can be addressed with the appropriate policy. TaMA as an institution requires a gender mainstreaming policy and a policy plan to set the gender mainstreaming vision of the Assembly in terms of structure, staffing, processes and in the use of resources. Council of Europe (1998) identified basic steps in the development of a specific gender mainstreaming policy plan: identify the person or group in charge; reveal the actual situation; describe targets; choose a policy area, level and phase in a context-specific way; identify tools and techniques, including the need to develop new tools or educate actors involved; make clear who will be responsible for gender mainstreaming; and set up a monitoring and evaluation system.

2.2.3.2 Gender Research and Sex Disaggregated Data

The need for gender research and sex disaggregated data cannot be overemphasized if there is a serious consideration to mainstream gender at the local level to promote effective governance. There is the need for both qualitative and quantitative research to analyze gender, to raise awareness of gender issues, to inform policy, to guide gender training, to identify and adapt best practices to aid planning and to analyze progress of gender mainstreaming initiatives (Akpalu et. al., 2000). Sex disaggregated data is therefore required at the onset of any planned initiative at the TaMA to facilitate implementation and to ensure effective monitoring and evaluation as data on males and females are collected separately. Thus, the roles and responsibilities of men and women need to be considered separately. Sex disaggregated data does not only feed into gender research as the realities of the lives of men and women are clearly established, it also assesses the effects policy measures have on both genders and the gaps to fill in. In effect, sex disaggregated



data makes informed decisions possible which is critical to policies, programmes and projects because there are gender implications for the success or otherwise of any of these. Sex disaggregated data should be supported with other gender indicators (ADF, 2008). This is due to the focus of sex disaggregated data on the biological differences between males and females. Gender indicators can help unravel gender norms, power differences as well as gender concerns in service delivery. If gender issues are visible in data collected, inequalities are traced and service delivery will be tailored to address such inequalities (ILGS, 2012). However, collecting sex-disaggregated data is not only expensive (DAW, 1998) but also technical, as it requires adequate expertise to embark on. Any effort to advance gender issues requires critical attention to sex-disaggregated data as data speaks truth to issues.

2.2.3.3 Women's Leadership and Capacity

Decentralization is championed for several reasons including the need to empower people at the local level especially groups that previously do not take part in decision making and participate in development initiatives. Both the Platform for Action (PfA) and the CEDAW emphasized the equal participation of women in decision-making authority to not only achieve sustainable development but also transparent and accountable governance (MOWAC, 2004). Women's leadership in both public and private institutions is therefore significant but women tend to occupy lower status positions making it difficult for them to make meaningful contributions to the activities and operations of these institutions. Job allocation is highly stratified with women dominating lower status jobs while men occupy higher status jobs. Gender sensitive local governance has not been effective because of bureaucratic male dominance, inadequate measures and lack of the political will to give priority to gender concerns in local governance and the poor



representation of women at all levels (Robinson, 1995). To make any meaningful change in promoting and achieving gender equality, women must be part of the process (Mahama, 2001a). There is the concern of women's qualification especially in institutions that allow for advancement based on merit so that women can also aspire to higher positions and be of great influence to decision making. This must however be supported by an affirmative action policy within the institutions so that qualified women are not denied essential positions because of their gender and also by virtue of the fact that women are confronted with many challenges making it difficult for them to easily rise through institutional ranks. This gives much credence to the qualitative improvement towards women's empowerment than the quantitative improvement. That is why gender concerns should be represented by both men and women and not relegated to just women in order to ensure strategic representation (Rodenberg, 2001; Tsikata, 2009). More importantly, institutions should promote gender concerns and have men and women as equal actors in decision-making. Despite government efforts to increase the number of women within Assemblies, their impact has not yet been felt due to their lack of confidence and capacity making progress slow and arduous (Ofei-Aboagye, 2000; Tsikata, 2009). Women must therefore make good use of the opportunities presented to them by building their capacity to meet the requirements of these opportunities in order to meaningfully contribute to policies and processes in shaping the institutions that produce them. Women should be committed to their inclusion and participation in decision making in order to meet their needs and priorities.



2.2.3.4 Institutional Change for Gender Mainstreaming

Gender mainstreaming emphasizes change in the daily work of institutions establishing a close relationship between gender mainstreaming and institutionalization (Madsen, 2010). All

organized practices and rules must be readily subjected to some change when the need arises to ensure that both men and women concerns are addressed appropriately and adequately. Razavi and Miller (1995) however argue that gender mainstreaming institutionalization might not be an easy task as it entails a drastic overhaul to eliminate all male biases in the processes and procedures of an institution. The institutional mechanism is one of the key areas that is of great concern to the Platform for Action Beijing, 1995; for gender mainstreaming. In Ghana, the institutional framework is still challenged with mainstreaming gender due to ineffective policy implementation, socio-cultural beliefs and practices, and the low participation of women in decision making (MoGCSP, 2015). Gender integration at the institutional level therefore has varied constraining factors that limit the achievement of the gender equality goal especially at the local level.

Gender mainstreaming is aimed at making gender sensitive practice reflect in all parts of the institution and its work and not limited to a particular department or person alone (Akpalu et al, 2000). It can be difficult to have a complete change of an institution like the TaMA which is situated in a patriarchal society, but a sense of commitment and an understanding of the impact of gender mainstreaming can be the beginning of building credence in this approach as an effective way of promoting good governance and ensuring accountability. There are obstacles with regards to capacity; that is time, resources, skills and positioning of those to lead the mainstreaming agenda and also, a challenge of the space to integrate gender can be faced with great resistance (Akpalu et al, 2000). To facilitate change at the institutional level, some factors have to be taken into consideration and they are:



Gender Focal Persons: The role of a gender focal person is relevant for gender mainstreaming in local governance. The role should not be a complete personal duty of a single staff to do gender work but the gender focal person should rather be a catalyst to support and promote gender concerns within the work environment (Akpalu et al, 2000). The Gender Desk Officer (GDO) at the TaMA is therefore supposed to support the gender mainstreaming agenda and ensure policy commitment at the local level as well as serve as a linkage to the Ministry of Gender, Children and Social Protection (MoGCSP). Any GDO should be able coordinate, facilitate and monitor all processes of gender mainstreaming (ILGS, 2012) and should therefore work to establish goodwill in order to get a gender strategy for the Assembly formulated. Despite the relevance of the gender focal person's role, it is hugely challenged in terms of lack of clarity of job description, the role treated as an add-on, the role relegated to a junior staff, the role solely for women who might not be gender aware or even interested and a general lack of support for the role (Akpalu et al, 2000; ADF, 2008). This has made the role ineffective and inefficient as the GDO is unable to hold other staff accountable since the role in most cases comes as supplementary rather than essential. Gender mainstreaming requires a well-coordinated leadership that is sensitive to gender concerns in the entire structure and institutional operations; thus, it should be done at all levels of the institution and not just at some levels.



Resources Commitment: Gender gets to feature in budgets for political reasons but in terms of delivery, what is allocated does not give a practical translation of the budget commitment. Gender analysis is critical for budgets to as it were appreciate the resources available and allocate them appropriately. If there is no resource commitment to gender policies and for

planned initiatives, the integration of gender within local governance would be difficult if not impossible. There should be budgetary allocation to support capacity building through gender training coupled with strategic allocation of financial resources for gender mainstreaming initiatives (Akpalu et al, 2000). Gender issues usually feature in the larger space of other issues and thus tend to have limited or no resource consideration. The overall budget of the Assembly should be gender responsive because resource allocation and service delivery impacts men and women differently. Based on need, there should equally be a gender budget specifically to address the development needs and priorities of men and women (ILGS, 2012). It is of optimal importance to commit greatly to gender mainstreaming through both financial and human resources.

Gender Mainstreaming as a long-term goal: It is important to appreciate the need for gender equality and work towards achieving it but what is more important is to appreciate gender mainstreaming as a process that needs a long-term commitment. To stay committed to the cause, there is the need to; think strategically, utilize opportunities, appreciate challenges, compromise appropriately and celebrate the gains made (Akpalu et al, 2000). The TaMA should therefore consider gender mainstreaming in its vision as a local government institution.



Gender Training: Any institution that commits to mainstreaming gender should have gender training as a critical focus to its institutional strategy in order to promote a gender sensitive environment. Akpalu et al (2000) identifies some ways to do effective gender training and they are; gender training as learner centered, the use of participatory methods, introduction of skills and awareness, a credible trainer and follow up trainings. The TaMA can adapt some if not all of

these methods to as it were, effectively deliver gender training especially to staff and management. Gender training is not only about training but also about planning, advocacy, law-making, policy work, monitoring and evaluation (Acquaye-Baddoo and Tsikata, 2001). It is important to look at a system holistically in terms of gender training as roles and responsibilities of men and women as well as the resources available in that system. To Mahama (2001b), development planners require gender training for two (2) important reasons; to understand the environment they are working from a gender perspective and to come up with initiatives that will address prevailing gender issues. Development planners therefore require the knowledge and skills for the integration of gender in the overall planning process in order to address gender-based inequalities and inequities. Focusing on both men and women in gender training is very important in engendering governance.

Management Goodwill and Support: Gender equality cannot be achieved if the strategy of mainstreaming fails to marry well with mandated institutions based on the commitment and support of management. The effort of mainstreaming starts from within before it can be reflected without. It is the responsibility of management to champion the course of gender equality in an institution. Institutions should have policies with accompanying strategies for gender mainstreaming and ensure accountability of all staff members and the entire process (Apusigah, 2007). Despite this being the ideal situation, the general practice in Assemblies is a gender desk officer with limited capacity and under resourced. The support of senior management is relevant for the success of gender equality work to not only overcome resistance faced by the gender focal person but also to help the person explore alternatives and opportunities (Akpalu et al, 2000). The commitment of management is therefore needed to support the work of the gender



desk officer at the TaMA and this will trickle down to staff members so that attention to gender mainstreaming would be embraced by all and people would become accountable. By so doing, senior management can make staff accountable on the progress of integrating gender concerns in their work as well as commit funds and human resources to promote gender mainstreaming (Akpalu et al, 2000). In order to effectively do this, senior management should assume specific roles and responsibilities in policy formulation and implementation through which accountability can start from the top all the way to the bottom.

Inclusive Agenda: Gender mainstreaming should be inclusive of all stakeholders; men, women, NGOs, partners and all networks that can help facilitate the achievement of the goal of gender equality. It is very common to see people appreciate gender concerns in light of women issues alone and this has made the integration of gender problematic as there is a sense of resistance especially from men. Gender mainstreaming policy and targeted initiatives should address the needs of both men and women as gender refers to both men and women who should be involved in promoting equality as service users and as agents of change (Akpalu et al, 2000). Gender mainstreaming should also promote partnerships and networks who would support the implementation of policy and planned initiatives as well as ensure accountability. When there is a sense of ownership among stakeholders of the mainstreaming agenda, then there would be greater commitment towards its achievement. Most importantly, gender focal persons require motivation as well as professional and personal support and this can be through networking with other professional colleagues who are stakeholders (Akpalu et al, 2000). Professional colleagues can share best practices and experiences for the gender focal person to adapt coupled with that sense of belonging and not working in isolation if there is indeed a great network or partnership



to count on. For accountability on gender mainstreaming to be achieved, stakeholder engagement should be prioritized to ensure a collective appreciation of gender mainstreaming and to champion the cause of good governance at the local level.

2.2.4 Gender Mainstreaming in Policy, Programmes and Projects

2.2.4.1. Gender Mainstreaming in Policy

The starting point for gender mainstreaming is when it begins to reflect in policies which would then translate into program implementation and evaluation. It sets the basis as a reference point for possible action. Policies are essential to explore the impact of gender mainstreaming on the lives of men and women. Policy frameworks should not only concentrate on just adding women's concerns but should rather focus on fundamental transformation (True and Parisi, 2013). A consideration of gender leads to an informed view of policy options as well as impacts which will help decision makers to know where and how to integrate gender in practice. It therefore highlights the goal of gender equality in a structured and defined manner. Based on experience, development of training programs, procedures and guidelines are of little use if there is no obvious policy commitment to the gender mainstreaming strategy and the gender equality goal (UN, 2002). Before any practical action is taken, having a policy for gender mainstreaming is a critical and early sign of effective gender mainstreaming. Ghana has made a considerable effort to integrate gender into national development planning, ministries and districts but policy outcomes may not necessarily meet expectations regardless of how progressive they seem (Dittoh et al., 2015). Gender mainstreaming also constitutes a clear example of policy succession or policy adaptation, promoted by the desire to overcome the limitations of existing policies, and the need to respond to a changed policy environment.



Admittedly, policies do not work in vacuum. They must have a context with management leadership, resource support and clear relevance for the target population. Thus, Mehra and Gupta (2006) argue that, rather than incorporating a gender perspective in all policies and programs, an alternative approach is for mainstreaming to be strategic (based on tangible results) and be of priority and relevance (based on necessity), undergo research, engage gender expertise, receive adequate financial resources and technical assistance, have an accountability mechanism with a committed leadership. Comparative research on the development of this strategy in different countries shows that progress can only be depicted as partial, limited and uneven across countries, administrative levels and sectorial areas (Braithwaite, 2005 and Weiner and MacRae, 2014).

McNutt (2010) also notes that gender mainstreaming has not performed well as a governance strategy despite the adoption of policy tools for gender equality because altering institutional structures and procedures is needed to effectively and practically implement gender mainstreaming which can be very complex. Apusigah (2007) is also of the view that, despite the existence of an official national gender policy, translation into practical actions to reduce or otherwise eliminate gender imbalances remains a challenge. Institutions must therefore endeavor to appropriate gender concerns at all levels whether there is a gender policy or not in order for gender mainstreaming to be meaningfully implemented. This was the case of the Ministry of Food and Agriculture, Ministry of Health, Ministry of Education the Ministry of Food and Agriculture, Ministry of Health, and the Ministry of Education in an effort towards Ghana's poverty reduction as they developed internal strategies and policies to mainstream gender even before the national machinery was able to come out with a national gender policy (Apusigah, 2007). The commitment of institutions beyond national policies can make the gender



mainstreaming agenda a more realistic one. Essentially, the 5-C protocol helps to assess the implementation of the national gender policy at the TaMA.

The protocol identifies five interconnected causal variables: the content of the policy, the context of the policy, commitment of policy implementers, the capacity of government institutions, the client the policy is expected to serve and the coalitions of influence. This is what scholars declare implementation is. Scholars assume that if a policy is decided upon, implementation will be carried out automatically because in their view to implement a policy is simple, straight forward and mechanical once resources are available (Brynard, 2007). The content of a policy in a democracy determines the kind of social and political activity that will be stimulated by the policy making process. It is important not only in the means it employs to achieve its end, but also in its determination of the ends themselves and how it chooses the specific means to reach those ends (Roux, 2005). It is not possible that all policies will equally stimulate the interest of all the people. Some policies may be less stimulating than others (Brynard and Coning, 2006).

The context in which a policy is implemented contributes a crucial role in ensuring successful implementation and may perhaps be the difference between the success and failures of a policy.

Policy makers should endeavor to adjust the policy according to the context. A policy developed without reference to social, political, economic and administrative environment could possibly cause a policy gap (Brynard, 2007).

Commitment is another factor and it refers to the ability to maintain the focus of an initiative from its inception through to its delivery. For effective implementation, commitment must occur at all levels of the policy process, including policy makers and policy implementers from the top-down or bottom-up hierarchy of government departments and organizations (True, 2012).



Capacity of the government to utilize resources is also of great consideration. Intangible resources include leadership, motivation, commitment, willingness, courage and endurance are also included. The nonexistence of adequate resources will result in implementation gaps, because it means that laws will not be enforced, services will not be provided and reasonable regulations will not be developed. Capacity comprises of two elements namely: policy capacity and implementation capacity (Makinde, 2005).

Coalitions and the ability to establish clients are equally important for effective policy implementation. The government joins coalitions of interest groups from the public and private sectors, opinion leaders and other outside actors who are supportive of the particular implementation process since power shifts can strongly influence a particular implementation process (Brynard and Coning, 2005).

2.2.4.2 Gender Mainstreaming in Programmes and Projects

Programmes and projects in most cases have the manifest objective of ensuring development as an outcome. This is why it is relevant to mainstream gender in development planning. In essence, programmes and projects outcome and implications for both men and women is given due consideration (Apusigah, 2007). Men and women should therefore be given the chance to participate in programmes and projects and their outcomes should reflect the needs of men and women. Programme implementation has been identified as the biggest challenge in mainstreaming gender especially at the country level where policies tend to evaporate easily (APRODEV, 2000). Despite the policy commitment at the local level too, policies tend to evaporate when it comes to implementation. Gender responsive planning requires the involvement of the community including both men and women, the need to engage experts to



serve as facilitators and drawing from other stakeholders (ILGS, 2012). This ensures ownership and also makes implementation transparent. It is imperative to mainstream gender from the planning, implementation, monitoring and evaluation. It is only through this that development can meet the needs and concerns of both women and men. In planning development projects and programmes, gender planning frameworks are required and they include gender roles framework, the triple roles framework and the social relations analysis framework (Mahama, 2001a).

Mainstreaming gender into projects and programmes should be practical, strategic, systematic, specific, measureable, innovative, supported, and budgeted for (ZGF, 2010). The outcome of most projects and programmes arguably proves that gender mainstreaming is just a mention and not really a practice. Mahama (2001b) affirms that gender only features in projects background as well as goals and objectives but absolutely missing in the implementation process. Gender planning requires much awareness on gender issues and gender expertise in order to help the transition to gender mainstreaming in the Assembly. This is attributed to the reasoning that, planners are not trained in gender planning, their attitude towards gender equality issues and lack of personal commitment as well as budget, policy and programme time schedule constraints (Mahama, 2001a).



Funding for development projects and programmes at the Assembly is usually donor supported. It is a matter of concern in achieving gender goals in development programmes and projects because these programmes and projects tend to have a short life span that is, between three to five years and in some cases, there is no follow up (Mahama, 2001b). Development projects and programmes therefore fold up immediately after their completion. To achieve gender sensitivity in project planning and implementation, Mahama (2001b) outlined steps to take and they include but not limited to; gathering information and analysis, identifying gender issues, formulating

goals and objectives, designing strategies and activities, institutional support, budget allocation, monitoring, flexibility in programme or project implementation, information dissemination and evaluation.

2.2.5 Gender Mainstreaming in Monitoring and Evaluation

Beyond a gender mainstreaming policy is implementation which requires an effective system for monitoring and evaluation. Policies are accompanied with development programs or projects and it is important to monitor and evaluate them to achieve results oriented outcomes. In recent times as noted by the Council of Europe (1998), there has been increasing awareness that policy initiatives need monitoring and evaluation, to be able to collect the relevant information on their outcome and efficiency. A monitoring and evaluation system that incorporates gender concerns needs to be established to ensure development outcomes are meaningful and relevant to the needs and interests of both men and women because they benefit from development outcomes differently, they are affected by poverty differently and they have different priorities. To ensure gender concerns are addressed in programme monitoring and evaluation, mechanisms such as sufficient allocation of resources, utilizing experts as facilitators and relevant methodologies should be defined (ILGS, 2012). When men and women are duly considered, outcomes address inequalities and inequities. Monitoring and evaluation mechanisms for gender mainstreaming are important in monitoring and evaluation as they serve a mark of good governance (ILGS, 2012). Monitoring and evaluation must therefore be gender sensitive.

To Mehra and Gupta (2006), monitoring and evaluation as development operations requires key steps such as resource allocation, gender analysis, and technical support to mainstream gender



effectively. The monitoring process should be consistent and elaborate to capture gender mainstreaming and this is required when planning development programs so that all necessary details are noted in advance to address any shortcomings that might affect the monitoring of gender mainstreaming. Monitoring is relevant because it provides information on the progress of an ongoing project, programme or even staff and tends to increase accountability and efficiency (ILGS, 2012). Regular reporting on gender mainstreaming can be achieved when key attention is paid to gender analysis in the planning stage. Thus, the planning must be strategic to inform gender mainstreaming throughout the implementation. When this is done, evaluation can be done without much hurdle especially if gender experts are utilized. Evaluation would equally improve decision making, ensure effective resource allocation and promote accountability (ILGS, 2012). A consideration of gender in monitoring and evaluation would help in the outcome of development interventions. Planners need to prioritize gender analysis and make objectives and strategies clear in the design, implementation and monitoring process to achieve any desired change (Mahama, 2001a). A monitoring and evaluation system is therefore required to provide feedback on the implementation of development programmes at the TaMA as monitoring and evaluation are essential in ensuring planned implementation as well as accountability and effective resource allocation. There are a number of critical issues in relation to performance indicators that can perpetuate gender blindness in the project cycle. Donors place a great deal of importance in measuring outputs and impacts. The monitoring and evaluation process, while important, is driven by the desire to ensure greater accountability and cost effectiveness, and to capture lessons learned in a manner that fosters cumulative knowledge about various interventions. Donors, particularly bilateral donors, are under significant pressure to be accountable to their stakeholders in relation to budget and resource allocations. Bilateral



agencies are usually under the most pressure in this regard, particularly when conservative governments are in power, and are under stress to demonstrate visible, measurable impacts/deliverables, value for money, and cost-effectiveness to the public. The end result is that evaluation can become an end in itself, and its meaningfulness and utility is diminished. In this situation, the overly rigorous evaluation and reporting demands can be an impediment to effective project implementation in the field.

2.2.6 Gender Mainstreaming Resource Distribution

Funding remains one of the institutional constraints to implement gender mainstreaming making resource allocation very important in mainstreaming gender (Dittoh et al., 2015; Okumu, 2012). Many institutions have failed on the mandate of gender mainstreaming largely due to resource allocation that would facilitate its work. National machineries at some point in time ran zero (0) accounts making it even more difficult for those at the local level as financial constraints remain on top of the list of constraints (DAW, 1998). As a result, gender mainstreaming activities in institutions and at the community level are usually funded through donor support and this makes motivation for doing the work of gender mainstreaming low. The Council of Europe (1998) stresses the need to liberate financial and human resources for gender mainstreaming in the normal budget. Gender mainstreaming therefore requires the will and firm commitment of policy-makers to redress not only the existing imbalances because insufficient resources weakens the integrity of the strategy of gender mainstreaming but also to prioritize gender mainstreaming implementation. Budgetary allocation should feed into trainings and capacity building, programmes and projects (ILGS, 2012). This will ensure a holistic approach to addressing gender concerns efficiently at the Assembly.



Gender-sensitive budgets are critical instruments for making governments accountable to men and women as well as living up to the commitments made in international conferences and policies (UNDP, 2000). Institutions should strive to stay true to these commitments and provide ways to increase accountability to the people. A gender sensitive budget should among other factors consider gender equality targeted expenditure, women's priority public services, women's priority income transfers, gender balance in public sector employments, gender balances in business support schemes, and gender balances in the award of contracts (ILGS, 2012). Gender sensitive budgeting is required for gender mainstreaming to succeed and should be considered as an integral part of the main budget and not an add-on (Brody, 2009; ZGF, 2010). Most budget allocation for gender equality work is disappointing crippling the effort of the mainstreaming policy strategy. Gender should be mainstreamed into the overall budget by including affirmative action policies, initiating strategic programmes to create a level playground for both men and women and strongly titling budgets for faithful implementation (ILGS, 2012). Funding and other resources are needed to make the mainstreaming strategy possible. Mahama (2001a) notes that, funding should be made available for gender training of those implementing a project as well as institutional adjustments, institutional support for women and to disseminate information to the public.



Human resource allocation is equally critical as there is the need to prioritize gender mainstreaming in institutions. Gender mainstreaming is a great task that cannot be left in the hands of just an individual with a minimal budget. It requires collective, inter-sectoral collaborations. It becomes a play strategy if treated as a supplementary role to other roles in an institution. Gender mainstreaming requires the relevant expertise in terms of human resource to make its impact meaningful. Gender policies will therefore be implemented successfully if the

required human resource is allocated to facilitate implementation (APRODEV, 2000). And this requires a total commitment of individuals to the collectives at the Assembly.

2.2.7 Challenges in Mainstreaming Gender

It is fundamental to understand why the strategy of gender mainstreaming has been easily embraced but difficult in implementing. Is the norms and practices the key factors? Is it the lack of women in decision making positions? Or is it every day routines, leadership styles, or the organization of work in public or governance institutions? Are these key issues properly tackled by actual gender mainstreaming strategies? Highlighting some of the challenges in the effective implementation of gender mainstreaming will make it possible for strategies measures to be adopted to make implementation successful.

Gender mainstreaming has been accepted widely as the appropriate strategy to achieve gender equality and although gender units have been created with policy support in institutions and organizations, the goal of gender equality is still being frustrated as noted by feminist scholars (True and Parisi, 2013). This means that it has not been easy in implementing the gender mainstreaming strategy from international institutions to local institutions. Various factors could be the reason for the inadequacies in the implementation including the issue of conceptual clarity (Lombardo and Meier, 2006). It is of importance to properly appreciate the strategy in order to adapt it for a suitable and efficient implementation. However, the definitions of gender mainstreaming still appear vague for some people making it difficult to understand and implement and this has affected the potential of the concept in achieving its intent. Institutions should thus, have clearly established goals for gender equality that are well defined and



incorporated else, gender mainstreaming stands the chance of being distorted in both meaning and application and might fail to address issues of gender relations.

Although the principle of Gender Mainstreaming has been assimilated by the main national and international normative frameworks and the dissemination of mainstreaming policy tools has been remarkably quick, in practice the mainstreaming of gender in the whole policy making process has not been achieved, not even in the countries with better results (Megaert and Lombardo, 2014). This can be attributed to existing procedures and routines being gender-blind or gender-biased and the failure to reorganize policy processes. In contrast to the standard assumption of policy makers and policy-making organizations that their work is gender-neutral, it has been proven several times that gender differentials are not recognized in regular policies, and that assumptions include biases in favor of the existing unequal gender relations (Verloo and Roggeband, 2003). Gender mainstreaming relies heavily on policy functionality and until gender equality policies and other policies adequately address the needs of both men and women, the strategy of gender mainstreaming will fail to achieve its goal.

There is a shortage of human resource capital which is needed for successful integration of gender mainstreaming (Gumbo and Foster, 2005). In order to ensure that there is equality between men and women through the gender mainstreaming initiatives, resources should be allocated at all levels for democratic and demand-responsive approaches in development projects and programmes (Gumbo and Robinson, 2004). Professionals in development projects and programmes need to be made aware of the necessary activities and appropriate resources needed



in the development process. They also need to be provided with skills to assist them on how to plan, design, implement and monitor the development process.

The widespread assumption that bureaucracy must and can be absolutely neutral and value-free drives to a notion of what is a good civil servant that emphasizes that they should not be involved in political activities nor express personal opinions on government decisions and policies. This perception contributes to the evaporation of gender concerns and to the marginalisation of change initiatives. In fact, Chappell (2010) implies that a stronger or weaker support for this neutrality norm in different contexts can help to partially explain the several strategies developed by women's movements to impact in public administration.

Policymaking practices and routines have also been considered key factors to understand the institutional reproduction of bias (McGauran, 2009). Frequently, policy implementation styles are characterized by a high degree of segmentation between issues and responsibilities, lack of flexibility, and weak coordination and networking. In addition, accountability and monitoring mechanisms tend to be limited, there is little room for citizen participation, and a lack of debate on what is being done, why and with what outcomes. Despite not being necessarily related to gender issues, the above mentioned features do not facilitate gender change or any kind of strategic change-. In fact, this policy implementation style hinders the capacity to drive in-depth transformations. For this reason, McGauran (2009) underlines the potential and the need to weave broad alliances between those actors interested in promoting more participative, people-focused, analytical, flexible and horizontal policy styles.

Equating scientific evidence with numeric measuring of social phenomena leads to a narrow notion of inequality with little room for structural transformations (Liebowitz and Zwingel,



2014). As a result of this logic, public intervention is guided towards some indicators –those available-, leaving aside other dimensions that although being relevant are more fluid and difficult to measure, and thus limiting the kinds of policies that can be developed. This body of work suggests that one of the reasons for the limited success of measures aimed at institutional change is that these have focused on the most quantifiable aspects such as the exclusion of women in top management positions or the gender wage gap, without dealing with the organizational processes resulting from everyday interaction that produce inequality (Acker 2009; Connell 2005).

Local conditions and dynamics operating in a particular context such as socio-cultural factors can also be limiting to the effective implementation of the mainstreaming strategy. Patriarchy, socialization and cultural norms have been some of the challenges of gender mainstreaming (Tripp and Kwesiga, 2002). Both men and women working in governance institutions are products of these obstacles which goes a long way to influence their perspectives on issues related to gender equality as they tend to misinterpret gender equality. In rural communities with entrenched cultural practices, as men continue to be hostile towards gender equality because of its threatening nature, women are confused and uncertain as the concept does not reflect in their daily lives and struggles (Wallace and Wendoh, 2005). In most rural areas, women are not yet recognized as a factor in the socio-economic, political and environmental development of the country. They have been exploited by their culture, of which men are the main custodians (Quan-Baffour, 2008). The problem with women is not only the lack of participation in the development process as equal partners with men but their participation generates and intensifies inequalities, making use of existing gender hierarchies to place women in subordinate positions at each different level of interaction between class and gender. Patriarchy should be challenged and all



efforts should be directed towards liberating women (Portier and Schwartz, 2007). Patriarchy does not only limit organizational efficiency, it also wastes the potential skills of people especially women who could contribute greatly to the development process.

Donors also have timelines and tight budgets for implementing projects with numerous conditions that makes it difficult to change attitudes surrounding equality (Wallace and Wendoh, 2005). Implementers at the grassroots go according to such conditions spell out by the donors in executing these projects and therefore have little or no influence in shaping these projects to meet the needs of both men and women. Some projects face resistance as a result of the belief of the communities of such projects being foreign. This tend to affect results or outcomes of projects during evaluation.

2.3 ACCOUNTABILITY

Institutions are to be answerable to the people for their policies, resources allocation and services delivery. To Romzek and Dubnick (1987), accountability is answerability of public officials and institutions. Decisions and actions within public institutions should have a clear oversight in order to check outcomes as well as ensure the needs and interests of the people are met (Bovens, 2006). It entails responsibility to meet the development targets of projects and programs. In effect, political institutions that wield the authority of the people should be responsive to them (Mulgan, 2003) to deliver for the public good. Accountability can therefore be defined as giving account of one's action and being able to justify these actions (Bovens, 2006). Mulgan (2000) views accountability as a relationship of superiors and subordinates with the superiors wielding



control. In this way, there is a chain of power and authority to check the use of resources as well as performance.

However, the superiors tend to not only have control but also an interest that subordinates should meet (O'Loughlin 1990:281). Accountability within public institutions is critical for popular sovereignty, corruption prevention and abuse of power and capacity building of the workers (Bovens, 2006). The concern here is whether these institutions are really accountable to the public as institutions are bedeviled with inefficiency, low capacity, corruption and favoritism. Public officials need to know that accountability is not only about finances but also about performance and results (Evertzen, 2007). Citizens should therefore be aware of this to hold public officials accountable for their actions. This is why reporting and performance review is critical for effectiveness to be measured in such outcomes (Evertzen, 2007).

2.3.1 Types of Accountability

There are two mechanisms of accountability; internally and externally; thus, public officials should be answerable for their actions to reflect guided behavior and good governance respectively.

Internal accountability refers to the institutional hierarchy and administrative bureaucratic control by senior management within the institution (Rehman and Batool, 2013). The senior officials therefore play an oversight role in ensuring that all staff is answerable for their actions. There should be a chain of account in terms of who answers to whom and for what and the inability to deliver one's mandate should be sanctioned. This will help in policy implementation in TaMA as performance is both guided and judged. However, performance cannot be monitored and measured if administrative guidelines are not put in place to do that. Rehman and Batool



(2013) then referred to external accountability as institutions outside the public institution that makes the officials accountable to the people. External accountability is weakened when the institutions fail to meet the needs and satisfy the interest of the people and this ultimately affects internal accountability because someone would be blamed for not performing their duties.

Public institutions such as TaMA are supposed to have a direct link with the people but it is always the case to rather observe a distance and not a connection. The main types of accountability within public spaces are horizontal and vertical.

Horizontal accountability emphasizes the need for another institution to be a check on a government institution and such institutions should be legally empowered to perform their oversight responsibility (O'Donnell, 1999:38) and deliver sanctions when the need arises (Schedler, 1999). In public institutions, horizontal accountability relates to internal mechanisms to account giving and thus, social in nature. Vertical accountability on the other hand gives an alternative to the masses including the media and civil society to ensure account giving of public officials. The masses are able to hold the government accountable through the power of the ballot box (Kenney, 2000). Vertical accountability is therefore both political and legal in nature.



2.3.2 Gender Accountability

Gender accountability is a measure of empowerment to both women and men and ensuring that their best interests are met. One of the reasons for the failure of gender policies is the lack of accountability at all levels especially for mandated institutions. Gender accountability widens the scope of accountability as it relates to unequal gender relations and power differences at the political, economic and social levels (Evertzen, 2007). In effect, the need for women's voices



becomes paramount and they are valued in decision making processes as well as seen as active agents of change. Gender accountability however is a challenge in governance and the TaMA is not an exception. Responsiveness to gender sensitive goals, management and staffing, policies and processes, and programmes and projects can effectively promote gender accountability especially when more women are at the decision making tables and are supported by men to dismantle male privileges and power resulted from patriarchy (Evertzon, 2007). There is the need for accountability mechanisms in institutions if gender mainstreaming is a priority because gender accountability concerns gender relations as well as power differences at all levels of an institution. The Gender Desk Officer (GDO) at the Assembly level is often assigned to someone without adequate gender expertise, projects and programmes that are not gender driven often miss the gender component, and senior management is not answerable to anyone for their failure to implement gender policies even if they are so mandated. The existence of a gender policy does not automatically spell out responsibility for implementation in institutions (APRODEV, 2000) making it difficult to hold people accountable. There is no performance review for staff to determine the progress of gender policy at the institutional level making gender accountability elusive. Performance review can be done through self-appraisal for staff and management to evaluate their own work based on results and it can also be done by the GDO as a form of conversation to know how to support staff to mainstream gender (APRODEV, 2000). Feedback on gender should be a critical part of the public sector accountability systems and institutions to ensure that women's rights, interests, priorities and differing needs are heeded to.

Even when institutions adopt policies to mainstream gender, they fail to take responsibility in adopting an action plan and gender equality is not usually an indicator in measuring performance of actors of governance (Brody, 2009). Gender accountability therefore remains a supposed

responsibility of all and no one's priority. Brody (2009) emphasizes three (3) ways of ensuring gender accountability in institutions; policies and budgets must be informed by gender considerations, women quality participation as stakeholders in decision-making and accountability processes and the existence of clear measures of accountability especially on how governance institutions fare with gender equality in both processes and policy. These three (3) should go through auditing both internally and externally. Every governance institution should know what constitutes gender equality in order to draw an action plan that reflects the commitment of the institution. It is therefore clear that the lack of accountability would eventually lead to policy evaporation when institutions are unperturbed about gender concerns. Accounting for gender mainstreaming is important because it reveals existing gender inequalities and encourages all stakeholders to improve the situation (Evertzen, 2007). The lack of accountability thereof leads to a failure of the gender mainstreaming strategy.

2.4 INSTITUTIONS

The dynamism of human interactions falls within different social contexts but this interaction is coordinated within institutions as guidelines are used to ensure sanity. Social interactions are done in a structured way guided by rules (Hodgson, 2006). These rules essentially set the limits of interaction in terms of behavior and actions in order to make an institution efficient and effective.

Knight (1992) defines institutions to mean systems of social rules that define social interaction within a context. Rules are therefore central to the survival of institutions as behaviors and capacities are guided to impact positively or otherwise as some of these rules support gender



equality, others tend to undermine it. These rules are usually in the form of laws, customs, processes, values, norms as well as codes of conduct. And as human behavior is regulated, people often would adapt to maintain order.

Wells (1970) also views institutions as critical components within a larger social structure. Human action influences the social structure and therefore makes human relations and actions essential to institutions. Institutions therefore foster growth and development as a result of their contribution to the social, political and economic spheres of society. This is because; well established institutions create an enabling environment for growth and development which would result in the prosperity of a country. This enabling environment would make it possible for the different sectors to work together at different stages of development. The development of a society therefore depends on the kind of institutions it has, whether weak or strong.

2.4.1 Types of Institutions

There are two (2) basic types of institutions; formal and informal. In between these two types lie economic institutions, political institutions and social institutions.

Formal institutions have legal undertones; laws, statutes, regulations, contracts as well as constitutions (Carey, 2000). Formal institutions can therefore be complex in structure, purpose and in terms of human relations and actions. They are easily opened to change but are challenged in varied ways such as; inefficiency, bureaucracy, corruption, poor capacity and inequality. Local government institutions such as TaMA fall under formal institutions. Formal institutions are therefore officially well established and openly codified (Helmke and Levitsky, 2004).



Informal institutions on the other hand do not operate on legal terms but on conventions, norms, customs and traditions (Hall, 1992). These institutions tend to be ethical, cultural and conservative making them less evolving. Informal institutions thus, are unofficial socially shared rules which are not documented (Helmke and Levitsky, 2004). They can augment the work of formal institutions and they can also constrain it. It is however important to note that, some institutions operate on the principles of both formal and informal institutions creating an overlap and making them hybrid.

Institutions are gendered in two ways: nominally and substantively (Waylen 2014). Male predominance in positions of power where resources, privilege and opportunity are decided are evidence of a nominal bias. However, gender is also inscribed in the way institutions work through numerous mechanisms that produce a substantive gender bias, so even when more women enter the political arena shifting the numerical balance between men and women, this does not necessarily lead to more inclusive practices (Chappell and Waylen, 2013). This leads to a more complex view about how accepted ideas about masculinity and femininity operate through social norms creating and recreating gender hierarchies, resulting in an unequal distribution of resources and decision making capacity that have specific effects on the lives of women and men. It also enhances our understanding of processes of gender change. In this sense, the relationship between gender and institutions is conceived as bidirectional which means institutions and politics are gendered and can be gendered (Chappell, 2010). It therefore takes a gender equality policy with appropriate strategies and mechanisms to achieve gender change and make institutions inclusive and equitable. There is the need to take into account not only the formal dimension of institutions (rules created, communicated and applied through official channels) but also their informal aspects (implicit rules and shared expectations) as well as the



interactions between these two dimensions (Waylen, 2014) Therefore, uncovering the "hidden life of institutions" is a key step to understand why institutional gender change either succeeds or fails (Chappell and Waylen, 2013). Institutional gender bias therefore translates into certain dynamics and processes that systematically operate to leave aside gender objectives and concerns from the political agenda and priorities.

2.5 GOVERNANCE

Governance is viewed broadly as a generic term. According to Slits (2008), governance comprises of direct and indirect roles of government institutions and hierarchies with the inclusion of informal roles such as norms and community organizations for the purpose of attaining development. Governance is therefore expected to deliver good to the public and this must be all inclusive. Governance is about the enforcement of rules and the provision of basic services regardless of the nature of the government in place. With the assumption that governance systems are gender neutral, most definitions of good governance ignores gender equality (UN Women, 2014). Thus, in a democracy, ensuring that good governance flourishes should be done without excuses as both governance and democracy have the public good at heart and gender equality should be central in both processes and outcomes. Ofei-Aboagye (2000) agrees that, for governance to be good, it has to be democratic, respect human rights, ensure citizen participation and should be transparent and accountable. Governance therefore cannot be said to be good if it does not achieve gender equality and women's empowerment.



2.5.1 Local Governance

Good governance is possible at the national level when the local level has made meaningful improvements with great commitment to gender equality as a mark of good governance and a fundamental human right. To ensure good governance at the local level, there should be the availability of basic services, safe spaces to participate in democratic activities and civic engagement to promote sustainable development as well as improve the quality of life of the people (Slits, 2008). This is important because, local governance is a direct interaction between the grassroots people and their local government and thus, the need to engage them in decision making of the Assemblies. This however depends on the local government institutions conscious effort to embrace structural changes within the institutional setup and at all levels to reflect men's and women's priorities and needs.

To Stoker (1998), there is a clear public support for traditional model and local authority that can result in change through community services. Decentralization is thus, appreciated in light of promoting good governance and empowering people as it brings governance closer to them. It is important to note that, while national policies for the promotion of good governance emanate at the national level, local government has a huge responsibility of translating such policies because of its awareness of the needs and priorities of local citizens for efficient local development. Local governance should be tailored as partnership involving various stakeholders to deliver for the general good of the public in line with local government economic development and accountable governance. The state is not autonomous or gender neutral from patriarchy (Bryne et. al, 1996) and this extends to local government. However, where decentralization of government and service provision is being introduced, particularly where a genuine devolution of power and resources is involved, there is an urgent need to look at institutionalizing gender at different



levels of government, particularly local government, but also at state and regional levels where appropriate (Bryne et. al, 1996). This is however dependent on the particular district and its development priorities.

2.5.2 Local Governance and Gender

Gender equality is integral to governance and its importance cannot be undermined in ensuring effective governance which explains why gender equality did not only feature in the Millenium Development Goals (MDGs) but also in the Sustainable Development Goals (SDGs). The SDGs will thrive in an environment that is transformative, just, equal, and accountable.

Local governance should be participatory utilizing the capabilities of both men and women in formulating and implementing local initiatives and policies. Women can serve as great partners in creating an enabling environment for good governance since women can define their needs and priorities in development planning. However, decentralization has not effectively and adequately yielded results for gender mainstreaming and this can be attributed to inadequate funding, limited time, low level capacity and the belief of politics being a ‘dirty game’ (Ofei-Aboagye, 2000). These factors have constrained many women from the local governance system as they prefer to be respected in their private lives than being disrespected once they are in the public space.

Governance reforms are not always gender sensitive and thus may require special attention to deal with gender equality issues in numbers and in quality of participation. Brody (2009) argues that the quality of women participation is as important as their numbers to avert any negative consequences due to engrained inequalities. There has been some efforts in relation to gender mainstreaming policy at the national level which probably should have given women the




opportunity to engage in formal political processes, but the under representation of women since Ghana's independence has been very pronounced at the local level especially in decision making positions or at senior management level (Baden et al, 1994; Ofei-Aboagye, 2000). Specific roles have been created to promote gender equality but representing the whole commitment of gender equality with just an individual does not guarantee decision making that reflects the needs, priorities and experiences of both men and women at the local level. Therefore, while it can be assumed that local government institutions such as the Assemblies would automatically make gender mainstreaming a critical part of governance, the reverse is true.

Ofei-Aboagye (2000) notes that, there are two main approaches to make local government responsive to gender issues and to help promote women's participation in governance and they are: building of women's capacity to be interested in local governance coupled with women's groups engagement with local governments and the engagement of stakeholders to support women's concerns and to engage them meaningfully. Training of women groups as well as women within Assemblies is therefore critical to ensure gender sensitivity in local governance. Gender related interventions should be a concern for all – it should be inclusive whether they are implemented by the Assemblies or development partners. There are also opportunities such as the 30% affirmative action policy for women appointment into the membership of Assemblies, the presence, support and partnership of development partners like NGOs, and the Ghana Vision 2020 requirement to protect and promote women's interest in the Assemblies (Ofei-Aboagye, 2000). While all these do not guarantee the prioritization and integration of gender concerns within local governance, they serve as stepping stones for the consideration of gender especially within local public institutions as these institutions can draw inspiration from such efforts. With the current development goals aiming at eradicating poverty, local government interventions on



socio-economic development should prioritize women as the majority of people living in impoverished areas (Donk, 1997). Thus, in terms of access to resources and services, local government needs to create a gender sensitive approach in order to empower women to make good use of the resources such them. This will make local government development participatory as well as equitable. With reference to gender there are four criteria which form the basis of good and gender sensitive governance (Robinson, 1995): Participation - equal participation in governance institutions and processes, freedom of association and space for an active women's movement; Transparency - transparency and gender equity in the allocation of resources; Legitimacy - legislation of gender equality and the promotion and protection of women's rights; and Effectiveness - gender sensitive policies and institutional structures. A gender-sensitive local governance should give priority to building capacities and raising awareness on gender for both men and women, have equitable service delivery for both men and women, focus on women's rights awareness creation as human rights and give women representation at decision making tables.

2.6 THEORETICAL FRAMEWORK



The purpose of a theoretical approach is to describe and predict relationships between variables affecting a given phenomenon. This study was guided by the accountability, institutional and governance theories.

2.6.1 Accountability Theory

Various theories are used to explain accountability. The social contingency model and the ethical theory are considered for this research to explain accountability at both the social level and the

individual level respectively. The Social Contingency Model of accountability relies on four components; the universality of accountability, audience-approval motive, motive competition and linking motives to coping strategies (Tetlock and Lerner, 1999). The first component rests on the collectivity and inter-dependency of society and thus, the need for the individual to be self-accountable to make institutions better. Public officials and decision makers feel they are a part of the society their work is, making it paramount to give cognizance to the norms of the society. The second component is based on social approval from the society to which they are accountable. This approval determines the conduct of public officials in rendering services to the society. The third component focuses on different motives beyond the conduct of officials in an institution such as maximizing benefits and minimizing cost of relationships. The final component merges the interpersonal and the institutional with coping strategies.

Ethical theory is based on the outcome of tensions of the ‘push and pull’ forces of morality that explains the action of human behavior (Dubnick and Romzek, 1993). That is, the moral push of respect for the individual’s values and the moral pull of respect for others values. Greater focus is at the individual level in relation to norms that abound. Public institutions should have a relationship with the people and this should be ethical not only to place value on the official but also the people. This implies, the more value one places on others, the more they appreciate their own self-worth. Because of the complex nature of public institutions, mechanisms in terms of structures, procedures and rules are used to ensure ethical behavior and by extension, accountability. Accountability in public institutions should therefore be critical on liabilities (legal), answerability (organizational), responsibility (professionalism) and responsiveness (political) (Dubnick and Romzek, 1993). These moral pulls should be internalized and complemented with a high moral value at the personal level as a moral push. In effect, the moral



push would be based on liabilities as obligation, answerability as obedience, professionalism as fidelity and responsiveness becomes amenability (Dubnick and Romzek, 1993). The assumption therefore is that once an institution like TaMA is able to blend the moral push and moral pull, the different forms of accountability are met which eventually impacts policy implementation.

2.6.2 Institutional Theory

To better understand the institutionalization of gender mainstreaming leading to better and equal development outcomes, the neo-institutional theory by March and Olsen (1984) which has its basis in Political Science and by large in the different social science fields was adopted. The neo-institutional theory takes a look at the place of institutions in politics and its processes. Institutions are made up of constructive rules that guard behavior and practices with laid down structures of meaning that gives a sense of direction to institutional progress or advancement guiding behavior and thought. The nature of institutions does not only depend on these structures of meaning but also on the structures of resources that empowers the various actors in the institution to function based on their capabilities. Thus, policies adopted at the Assembly can either facilitate gender mainstreaming or otherwise. The focus of institutionalism is to improve political systems through internalized shared rules and processes (March and Olsen, 1984).

Institutions thus comprise processes, rules and structures exercised within a given autonomous political context. Existing inequalities in terms of power and authority, resources distribution and the socio-cultural context needs to be challenged in order for gender mainstreaming to have a relevant tone in the work of the TaMA.



2.6.3 Governance Theory

The focus of governance in theory is total inclusiveness but in practice, only a few are invited on the decision-making table with the likelihood of excluding women (Brody, 2009). Stoker (1998) established five propositions to explain governance theory which attempts to explain the complex relationship between the public and private sectors in a form of partnership. Stoker's (1998) five (5) propositions in governance theory are relevant to this research as the TaMA is an evolving institution. They are:

Governance as a complex set of institutions and actors that are drawn from but also beyond government: This proposition emphasizes the appreciation of governance as a system with different institutions that sum up as a whole. The diversity of these institutions transcends to agencies from the national level to the local level. Thus, it is impossible to delineate government from the people. Legitimate authority is therefore important as it puts the people trust in the governance process, encourages partnerships, mobilizing and distributing resources as well as causing real positive change at the local level.

Governance recognizes the blurring of boundaries and responsibilities for tackling social and economic issues: This proposition reiterates the essence of decentralization as the central government engages the citizens through local governance. It also paves the way for external organizations like International Non-Governmental Organizations (INGOs) to contribute socio-economic advancement at the local level. Even though it is the government traditional responsibility to initiate and champion development, most development programmes and projects at the TaMA are funded by these INGOs making them partners in delivering change to the people in the Metropolis.



Governance identifies the power dependence involved in the relationship between institutions involved in collective action: This proposition affirms that governance embraces all actors whether public or private as the ultimate goal is to achieve the common good for the citizenry. Assemblies should therefore be reaching out to other institutions for collaborative development rather than seeking greater autonomy. When this is done, all actors eventually meet their organizations goals. The TaMA needs to synchronize its partnership to reflect its structures, personnel and processes to make good governance a reality.

Governance is about autonomous self-governing networks of actors: This proposition relates that all actors involved in the governance process should be autonomous in their own right. In effect, resources are drawn from the different actors based on mutual concerns. Even though this is an effective way in pooling resources, accountability remains a challenge.

Governance recognizes the capacity to get things done which does not rest on the power of government to command or use its authority: This proposition rests on local government leadership, partnerships and opportunities within an enabling environment. New and innovative methods should be adopted in structures, processes and policies in order to make the TaMA evolve.



2.6.4 Relevance of Theoretical Framework to the Study

These theories have a connection to the study as they all highlight key aspects of social and political processes that are required to ensure that gender mainstreaming is effectively done and with that complementarity, this theoretical framework used a holistic approach to make meaning of the variables in the study.

These theories highlighted relationships from the individual or personal to the society or institutional level. Gender relations speaks volumes of how gender is a part of or otherwise of the mainstream development processes in the face of various obstacles to achieving gender equality. Such relationships also make it possible to map out power and authority structures or positions and who have these privileges and who holds them accountable. The structural context of the TaMA is gender bias and gender relations is a core feature of that.

These theories also showed relevance to this study as they emphasized rules and behavior conduct as an important aspect of social change. They showed that social change does not happen in isolation as it requires inclusiveness and participation from different actors in the society for the general good. These rules and behavior conduct have an influence on the implementation of gender mainstreaming in an institution that needs change in order to achieve gender equality. Institutional rules with inherent norms thus, have a different effect on women and men at the TaMA and some of these rules and norms may protect male privileges and power. This theoretical framework also highlighted social, political, legal and cultural factors that perpetuate inequalities. This study was based on this theoretical framework because it emphasizes on the influence of variables such as resources, capacity building, gender expertise, policy, monitoring and evaluation, rewards and sanctions among others on effective gender mainstreaming and accountable governance.



2.7 ANALYTICAL FRAMEWORK

The analytical framework gives an overview of the literature reviewed and directs the arguments based on the literature for a guided analysis. It also gives clarity to the findings of the research to give a clear understanding to the research objectives set forth by the researcher. Thus, an

analytical model is developed from the literature gathered by the researcher which depicts that; gender mainstreaming accountability relies on institutional structural changes through gender mainstreaming instruments and an efficient accountability system as it establishes all the factors that are required to have an effective local government that is inclusive and accountable.

Figure 2.1: Analytical Model

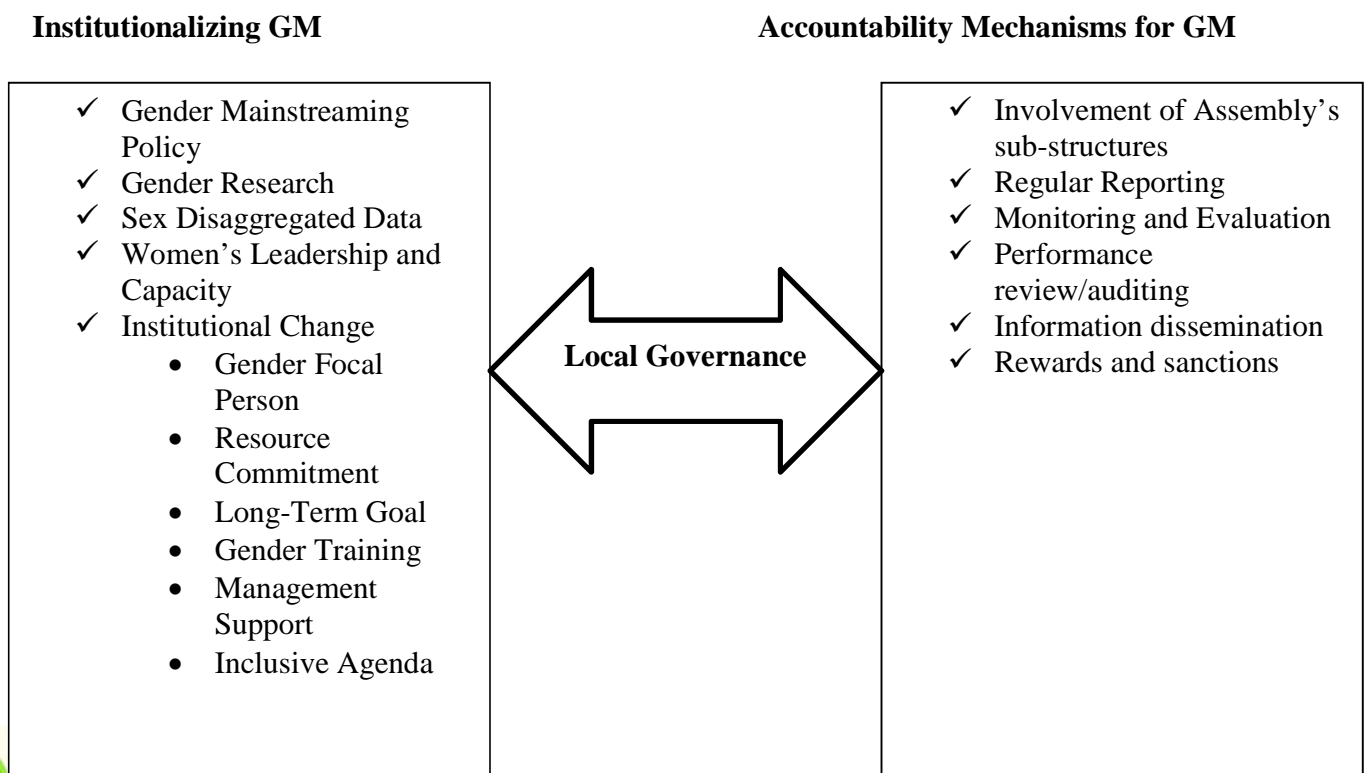


Figure 2.1 illustrates the analytical model for this research based on the literature gathered. This model is designed to reflect gender-responsive local governance that is both transparent and accountable to the people. This model indicates that elements of gender mainstreaming institutionalization should blend with accountability mechanisms to achieve an equitable local

governance system. Institutionalizing gender mainstreaming would require what this model presents, which draws inspiration from the report by Elizabeth A. Apkalu, Esther Ofei-Aboagye and Helen Derbyshire on *Gender Mainstreaming: Emerging Lessons from Ghana*.

The challenge of the mainstreaming strategy has been that of translating policy into action. This implies that it takes beyond ascribing to policy; there is the need for strategic measures to be put in place for accounting for and ultimately achieving the goal of gender mainstreaming and to promote good governance at the local level. Institutions with the mandate to bring development to the people such as TaMA should therefore have strategies with accountability measures that situates better at the grassroots level. TaMA is expected to translate its commitment to the national gender policy into relevant strategies such as action plans that are well suited at the local level and can adequately address gender concerns in the metropolis. Thus, national policies would be tailored to meet the local needs and realities of the people.

Gender research from both qualitative and quantitative perspectives should focus on achieving the intent of gender mainstreaming because a lot of gaps can be exposed and worked towards to ensure accountability. Sex disaggregated data would inform planning in projects and programmes and would guide initiatives that does not necessarily account for gender. Women's leadership would mean governance objectives and services would give credence to women's issues just as their male counterparts, representing women in key decision making roles would trigger priority on gender concerns at all levels and in all initiatives. Institutional change requires a lot of efforts in mainstreaming gender. Critical to that change is the establishment of the Gender Desk Office at the TaMA to pursue and advocate for gender mainstreaming. Financial resource commitment is as important as human resource commitment making gender analysis very relevant. There is the need for consistency of both especially in the face of limited resources



with competing interests for the budget of local governance. In light of this, gender mainstreaming should be seen as a process and would require a long-term commitment to achieve the goal of gender equality. Commitment should include regular training by way of capacity building on gender at all levels of TaMA. The core staff of the TaMA should be sensitized to appreciate the relevance of gender mainstreaming and this would be achieved if senior management prioritizes gender concerns in the Assembly. Management should appreciate gender as a governance issue and ensure that the needs of both men and women are given due consideration in the Assembly's structures and processes. The need to mainstream gender must be everyone's responsibility which calls for an inclusive approach. Partnerships and networks are very crucial to support the process; civil society, women's groups as well as men and women should all be included in the mainstreaming agenda.

Good governance should constitute gender equality, transparency and accountability. Thus, in mainstreaming gender to promote effective local governance, there should be accountability mechanisms to guide the process and to ensure sustainability. Sub-Metros and Unit Committees which are sub-structures of the TaMA should be included in development programs and projects since they connect directly to the people and would be able to share relevant information to them when the need arises. There should be regular reporting and certain indicators should be set to aid monitoring and evaluation. This would help with implementation as well as measuring impact. It would also help in unravelling challenges which will inform next measures to be taken. This should be augmented with performance review on gender sensitivity especially on programs and projects as well as on implementers and staff in order to know which roles and positions require gender training. Most importantly, it is imperative to make information public in order to ensure transparency and accountability. This can be done through various channels



such as public gatherings, media engagement, utilizing Assembly members to communicate information to and from the public among others.

Clearly from the analytical model, the Assembly have issues to address in order to establish a gender-responsive institution. Thus, if the factors listed in this framework are addressed, then the outcome is that there will be an inclusive and equitable governance system with a functional accountability system.

2.8 GAPS IN LITERATURE REVIEW

The existing literature highlighted gender mainstreaming as the appropriate strategy to for the elimination of gender biases and unequal power relations in institutional setups. It also emphasized the place of gender mainstreaming in shaping policies, programmes and projects and the need for a consideration given to the gender dimension in all change processes. However, some gaps were noted in the literature review.

The integrationist approach to gender mainstreaming has received backlash from some authors who favor the agenda-setting approach because of its potential to deliver radical transformation. For instance, Jahan (1995) emphasizes that, the integrationist approach introduces a gender perspective into existing policy without raising questions or challenging them while the agenda-setting approach transforms and reorients existing policies by not only changing decision making structures but also prioritizing gender objectives and rearticulating policy ends and means from a gender perspective. In this regard, gender mainstreaming is treated as radical approach and not a gradual process to incorporate a gender perspective in governance and development. It is rather treated as an event that requires immediate change and this has resulted in great opposition to the strategy. They could s well call for balance between the two approaches. With regards to women representation (Robinson, 1995 and Mahama, 2000a), there is the emphasis on getting women



into leadership and at all levels of governance processes spelling out some possible ways such as building their capacity and affirmative action to address this issue. They however missed out on one important factor to get women involved in decision making processes which is the need for existing women leaders to mentor young women to develop interest in leadership especially in governance. Even though the gender mainstreaming strategy has its focus on both genders, most authors have placed greater emphasis on women marginalization and tends to assume men are beneficiaries of all systemic gender biases. Throughout the literature, the danger of seeing and treating women as a homogenous group was also realized and this can be detrimental to advancing gender-responsive environments. A case of a woman who is benefiting from patriarchy is not a win for gender equality as her 'classed' power will have negative implications on other women. Thus, some women tend to benefit from patriarch structures that discriminate against other women.



CHAPTER THREE

METHODOLOGY

3.1 INTRODUCTION

This chapter presents the research setting as well as the research methodology applied in the study. The research paradigm followed in this study was the mixed-methods approach. Methodology specifies the practical application of what is to be studied, how the researcher intends to practically go about the phenomena to be studied (Terre Blanche et al., 2006).

The methodology to be used in this study includes the population, methods of data collection and data analysis. The study would also consider ethical issues.

3.2 THE STUDY AREA: TAMALE METROPOLITAN ASSEMBLY

The Tamale Metropolitan Assembly (TaMA) was established by Legislative Instrument (L.I) 2068 in 2012 following the revocation of the Local Government Establishment Instrument, 1998 (LI 1801) on the 6th Day of February, 2012 (Ghana Statistical Service, 2013). Tamale is the regional capital of the Northern Region and shares boundaries with five other districts. These are Tolon District to the West, Sagnarigu to the North, Mion District to the East, Central Gonja to the South and East Gonja District to South West. Tamale Metropolis has an estimated land size of 550 km sq, which is about 13% of the total land area of the Northern Region (Ghana Statistical Service, 2013).

The Assembly is a four-tier structure, namely, the Assembly itself, the Sub-Metros (two in the Tamale Metropolis) Town Councils and the Unit Committees. These are to ensure that decision-



making permeates to the ordinary man and woman at the village or community level. The Assembly is the highest political and administrative authority in the Metropolis, having executive, legislative and deliberative powers and the general Assembly headed by a Presiding Member democratically elected from among its members. The Executive Committee performs the functions of the Assembly during recess and is responsible in collaboration with the Metropolitan Chief Executive for the day-to-day administration of the Metropolis.

The TaMA has a total of 62 members. This includes 41 elected, 18 appointed and the Metropolitan Chief Executive. The two (2) members of Parliament (Tamale Central and South) are members without voting rights and the Metropolitan Coordinating Director as the secretary to the Assembly. The TaMA has two (2) Sub-Metropolitan District Councils. The councils are; Tamale Central and Tamale South Sub-Metropolitan District councils. The Tamale Central Sub-Metro has a population of 159,638 and the Tamale South Sub-Metro has a population of 55,738 totaling 215,370 for the entire Assembly (Ghana Statistical Service, 2013). The Tamale Central Sub-Metro which is located at Kaladan has 17 electoral areas, 3 town councils, 28 unit committees and a member of parliament. The Tamale South Sub-Metro, which is located at Banvim, has 18 electoral areas, five (5) town councils, 27 unit committee members and a member of parliament. The staff strength of the Assembly during the 2016 year under review stood at 351 comprising 174 female and 177 male. Professional staff constitutes a total of 109; 83 male and 54 female.

The economically active population is (63.3%) of which (92.6%) are employed and (7.4%) are unemployed. The proportion of economically active males are 65.5 percent of which (92.8%) are employed and (7.2%) are unemployed while that for the female economically active population is 61.1 percent with (92.3%) employed while (7.7%) are unemployed (Ghana Statistical Service,



2013). The proportions of males and females who are economically not active population for the Metropolis are 34.5 percent and 38.9 percent respectively with (67.9%) of males and (45.7%) of female in full time education (Ghana Statistical Service, 2013).

For the population considered to be too young or old to work, 9.3 percent are males and 15.1 percent are females. 30.2 percent females do home duties while 10.1 percent male do the same work (Ghana Statistical Service, 2013). There are more males compare to females in almost all the occupations with the exception of service and sales (16.5%) for males and a large proportion (50.3%) for females. Also there are more females (11.3%) than males (6.1%) in the elementary occupations (Ghana Statistical Service, 2013).

The Tamale Metropolis was chosen with specific focus on the Tamale Metropolitan Assembly as a local government institution because of its wide constituency than any other Assembly in the three (3) regions of the north making it the ideal Assembly for other Assemblies to draw inspiration from. Tamale is also noted to be the NGO hub of Ghana with many of them focusing on gender issues either as a core mandate or as a component. And finally, Tamale is also well known to be a patriarch society which automatically makes gender inequities an issue to consider in governance structures.



3.3 RESEARCH DESIGN

This study adopted the case study approach. A case study enables the researcher to pay attention to a particular issue within a specific setting through an extensive in-depth data collection employing multiple sources such as observations, interviews, documents review, participant observation among others (Creswell, 2006; Neale et al, 2006). This helped the researcher to

understand and explore further the underlying themes necessary for gender mainstreaming accountability through gender integration at the TaMA. This also made it possible to treat TaMA as a case independent of generalization but rather concentrated on the narrative of gender mainstreaming in its work and structures.

To ensure the reliability of the study, a case study data base was used to collect direct evidence such as structured interviews schedule, interview transcripts, researcher's notes and documentary evidence. To access more materials for the study, various materials were gathered and reviewed such as academic literature, web-based information (grey literature) and information from the research setting and participants. All these were sought based on their relevance to the study.

However, in terms of procedure, the research adopted the mixed methods approach using the explanatory sequential model (Creswell, 2006) that combines both quantitative and qualitative data in the research. The relevance of this approach lies in using qualitative data to explain quantitative data (Creswell, Plano Clark, et al., 2003). Through this approach, both quantitative and qualitative data were collected, analyzed and integrated to answer the research question. The quantitative aspect therefore utilized statistical analysis for the purpose of description while the qualitative aspect grounded the data collected from the field through coding and category development. Both results from the quantitative data and qualitative data were integrated to explain the gender mainstreaming efforts at the Tamale Metropolitan Assembly (TaMA).

3.4 POPULATION AND SAMPLING

Population refers to the total number or aggregate of all the members, objects or subjects that have certain descriptions (Polit and Hungler, 1999). In this study, all members who constituted



the Assembly fell within the population. The department of human resource, planning, finance and budget as well as the 2 sub-metros of the Assembly were purposively selected and the unit of analysis were the staff in these departments. The population was thus inclusive of the Assembly and its sub-structures. The Assembly with a total population of 351, the Tamale Central Sub Metro has a total population 115 and the Tamale South Sub-Metro had a total population of 95. The total population for this study was thus, 561.

Sampling refers to the process of choosing a portion of the population being studied to represent the population in its entirety (Polit and Hungler, 1999). This study focused on the staff and leadership at the Assembly as well as its sub structures in selecting the portion to be taken out of the population. This was done in a systematic way to ensure that the sample chosen reflects the population.

3.4.1 Target Population

The target population included the central administration of TaMA and the two (2) sub-metros. The target population at the central administration consisted of the staff at the Assembly which was 102. The target population at the Tamale Central Sub-Metro consisted of the staff which was 12. The target population at the Tamale South Sub-Metro consisted of the staff which was 11. In total, the target population was 125.

3.4.2 Sample Frame and Sample Size

The researcher identified the staff of the central administration of the TaMA and the 2 sub-metros of the Assembly which are relevant to this study as the sample frame.

To get the sample that has the characteristics relevant to this study, purposive sampling was used with randomization. According to Neuman (2006), purposive sampling is used when one selects



respondents with a specific purpose in mind. This was the most appropriate because the selected respondents were the only ones who could provide the information needed coupled with the fact that the research design called for that.

Purposive Sampling was used to select the 4 departments and the 2 sub-metros because these departments and sub-structures were the targets for the kind of information the research needed.

In these departments and sub-structures, staff who had been working there for 5 years and above were those purposively selected as they were deemed to have the information needed in this research. After the purposive sampling, simple random sampling was then used to select all the 40 respondents proportionally from the 4 departments and 2 sub-metros to give an equal chance of selection from the population using the lottery method. Slips of equal sizes were numbered to represent the target population of 125 with each target given a number for a draw. The slips were folded and mixed together in a container and 40 numbers were drawn out of the container through a blindfolded selection to represent the 40 respondents as the required sample size. Thus, the 40 respondents were selected based on chance

3.5 DATA SOURCES

Both primary and secondary sources of data were used to obtain reliable data. Primary data was sourced through structured interviews, key informant interviews and observations. This was done in order to elicit the views of respondents' regarding the mainstreaming of gender in the work and governance system of the TaMA.

The study also utilized secondary data, especially official records and reports. The secondary data was sourced from gender policy documents, archival research books, articles, journals,



newspapers, and other internet materials relevant to the study. The secondary data contributed towards the formation of background information needed by the researcher in order to build constructively on the thesis and for a thorough comprehension of the research outcome.

3.6 DATA COLLECTION TECHNIQUES

Data collection started with the researcher submitting a letter of introduction to the Tamale Metropolitan Assembly (TaMA) to have the permission to undertake the study in the institution. Permission was granted and the researcher met with department heads to discuss suitable dates and times for data collection. To collect quantitative data, admission of the structured interviews began after meeting with the department heads and it took 4 weeks to complete the exercise. Appointments were made with all respondents base on their availability to administer the structured interviews containing closed and open-ended questions. The least time to complete a structured interview by respondents was 32 minutes as they paused to seek clarification on some of the questions which were self-administered. The reason the researcher used the structured interview as an instrument was because it confined the respondents to relevant issues only. The questionnaires had 5 sections that were sub-divided based on the research objectives except the first subsection (Section 1) that was meant to capture the background information of the respondents such as gender, age and education. Section 2 had 10 items and it sought to assess the level of staff awareness on the implementation of gender mainstreaming in the systems and structures of the Assembly. Section 3 had 6 items and the focus of these questions were focused on policy implementation and functionality as well as gender mainstreaming in programs and projects. Section 4 had 5 items and it included questions about resource allocation for gender mainstreaming work. It sought to examine the distribution of resources both financial and human



on the implementation of gender mainstreaming. Section 5 had 4 items focused on assessing the monitoring and evaluation system used for gender mainstreaming with an additional open-ended question on the gaps in the implementation of gender mainstreaming. The quantitative data helped the researcher to quantify the responses and ultimately answer the research questions.

To obtain qualitative data, the researcher conducted key informant interviews with the Metropolitan Coordinating Director, the Metropolitan Gender Desk Office, the Metropolitan Planning Officer, the Gender and Governance Manager at NORSAAC and an Assistant Registrar at the Institute for Local Governance Studies, Tamale. All key informants were purposively selected and a semi-structured interview guide was used. Before the commencement of all the interviews, administrative issues were clarified and completed. These included the explanation of the purpose of the research and a verbal consent from all interview respondents. The researcher built an initial rapport with the respondents and established the clarity of the research objective and how their participation is relevant to the success of the study. Respondents however reserved the right to be interviewed or otherwise and that was made known to them. The interviews were conducted at the convenience of respondents. Data collected from the interviews were recorded and later transcribed. All interviews were carried out in person and each interview lasted between 15 and 20 minutes. The researcher took notes during interviews and an audio recorder was used in order not to miss out on any relevant information. The key informant interview was used purposively to capture data that ordinarily was not possible to be captured using a questionnaire and informants were deemed to have adequate information on the subject of study which informed their selection.

Observation was utilized as a supplementary instrument to gain more information that can adequately meet the research objectives. Thus, the researcher engaged in conversations to gain



more information about some observed realities with a consideration of ethics. Observational evidence such as gender composition at the Assembly was used to provide additional information for the study.

This research paid critical attention to documentation focusing on documents reviewed, interviews and observation notes. Thus, volumes of notes, tapes and documents were tracked. Interviews and observations were transcribed and analyzed and the researcher took cognizance of a transcription schedule to keep volumes of information in check. Transcripts were read before they were coded for further categorization.

3.7 DATA ANALYSIS

The researcher in the first phase collected and analyzed quantitative data using structured interviews to give a background to gender integration in the Assembly's structures, systems, policies and procedures. The data collected from the structured interviews were computed, interpreted, discussed and presented with the aid of the descriptive statistics in the IBM Statistical Package for Social Scientists (IBM SPSS). Descriptive analysis was therefore used for frequencies and percentages.

The qualitative phase was carried out to enrich and validate some of the issues expressed in the quantitative data on gender integration in the Assembly. Five (5) key informant interviews were conducted using semi-structured interviews with the aid of an interview guide. The questions were informed based on the initial responses of the quantitative data as a follow-up and to explore further. After each interview, the researcher transcribed the text from the notes and audio recorder. Grounded theory was used in order to give perspective to the subjective interpretations of respondents and also based on the literature reviewed. This was done through open coding, axial coding and selective coding. The analysis started with open coding to identify and examine



concepts discovered in the data collected before data categorization. During open coding the data was broken down into discrete parts, closely examined, and compared for similarities and differences. This was done to break down the data collected in order to generate appropriate codes and make categorization easier. To generate subcategories, axial coding was used to establish relationships and compare different patterns from the data. Selective coding was then used to integrate and refine the categories into a dominant theme. The results were presented using quotes from the interviews conducted in the field.

Based on observation, the researcher also utilized memo writing from data collection to analysis to keep the researcher discerning in explaining concepts discovered and their relationships.

3.8 ETHICAL CONSIDERATIONS

Research ethics deal primarily with the interaction between researchers and the people they study. The essential purpose of research ethics is to protect the welfare of the research participants. Ethical considerations are therefore very relevant to social science research and due concern would be accorded as such to make the research acceptable. Some of the ethical guidelines that have been considered and applied in this study are;

- First and foremost, the researcher commits and submits to the University for Development Studies Ethical Review process.
- The researcher is conscious of anonymity and confidentiality and an informed consent was sought from research participants before any information is provided and disseminated.
- Respect for participant's rights is observed. The researcher makes sure the participants' right to privacy is not flaunted.



- The participants are informed of their right to participate in the study and to withdraw from the study at any time.
- Participants are also made aware that the research is purely for academic purposes. Thus, the research outcome is reported in accordance with the purpose that is, academic and research participants are not be affected in anyway. The research is in no way intended to harm or exploit research participants and the outcome of the research would be made available to benefit research participants.
- To avoid any form of plagiarism, the researcher is mindful of documentation by noting the various sources and the appropriate research methods used.

The researcher participated in a workshop on ethics for social science research and would therefore remain conscious on ethical issues. However, where there are any shortfalls, the researcher would seek guidance from the substantive supervisor.



CHAPTER FOUR

ANALYSIS AND DISCUSSIONS OF RESULTS

4.1 INTRODUCTION

This research had intended to investigate gender mainstreaming accountability in local governance. The Tamale Metropolitan Assembly (TaMA) was used as a case study to assess mechanisms put in place to account for gender mainstreaming commitments in its governance systems and practices. The analysis presented here had been structured to focus on the objectives of the study: gender mainstreaming in systems and structures; policies, programs and projects; resource allocation; and monitoring and evaluation. It also analyzed the challenges and successes of gender mainstreaming efforts at the TaMA. The analysis was based on both secondary and primary data. The primary data were analyzed using the IBM Statistical Package for Social Scientists (IBM SPSS) and supported by narrative discussions of results from the interviews which were analyzed using grounded theory.

This research was premised on the problem that the Tamale Metropolitan Assembly (TaMA) is a mandated institution to mainstream gender in its work and governance in light of a national gender policy to make local governance inclusive and accountable.

Data was collected and analyzed using structured interviews to give a background to gender integration in the Assembly's work and structures. The results of the structured interviews were computed, interpreted, discussed and presented with the help of tables and graphs in a form of descriptive analysis. Grounded theory was used to analyze the interview data from the field in order to adequately address the research objectives. This was specific on the general support,



policy implementation and budgetary allocation. Challenges and gains made so far in mainstreaming gender were discussed as well.

4.2 SOCIO-DEMOGRAPHIC CHARACTERISTICS OF RESPONDENTS

The socio-demographic characteristics were the social and demographic factors of the sample used in the study. The socio-demographic characteristics of respondents had a very significant place in the research to know if the respondents were the target population in order to get the appropriate responses about the problem. The variables used in the study can also be used to describe the realized sample. This report focused on three (3) variables which are sex, age and education of the 40 respondents.

4.2.1 Sex of Respondents

Inquiring about sex was necessary in determining whether there was gender balance in the structures of TaMA. The sex composition of respondents is recorded in Table 4.1

Table 4.1: Sex of Respondents

SEX	RESPONDENTS	PERCENTAGE (%)
Male	27	67.5
Female	13	32.5
Total	40	100.0

Source: Field Work, 2017



Out of the 40 respondents, 27 were male representing 67.5% of the total population and 13 were female representing 32.5%. This shows that majority of the respondents were male and the indication is that there was gender disparity since the number of males exceeded that of females by far. The sex distribution of respondents is represented in Table 4.1 above.

4.2.2 Age of Respondents

Determining the respondents age was important as it revealed their level of experiences in dealing with issues of gender. The age distribution of respondents is shown in Table 4.2

Table 4.2: Age of Respondents

AGE	RESPONDENTS	PERCENTAGE (%)
20-29	13	32.5
30-39	19	47.5
40-49	8	20.0
Total	40	100.0

Source: Field Work, 2017

Out of a total of 40 respondents, 13 were between the ages of 20 and 29 representing 32.5%; 19 were between the ages of 30 and 39 representing 47.5%; and 8 were between the ages of 40 and



49 representing 20.0%. This shows that the majority of respondents were in their thirties indicating a youthful population as no respondent was above 50 years.

4.2.3 Education of Respondents

Establishing the level of education helped in assessing how well the respondents understood and interpreted the questions. The levels of education of respondents is shown in Table 4.3.

Table 4.3: Education of Respondents

LEVEL EDUCATION	RESPONDENTS	PERCENTAGE (%)
SECONDARY	1	2.5
DIPLOMA	4	10
DEGREE	30	75
OTHER	5	12.5
TOTAL	40	100

Source: Field Work, 2017

None of the respondents reported that they were below secondary level of education. From Table 4.3 above which represents the education of respondents, it can be observed that a greater number of the respondents have higher education as 1 respondent have secondary education representing 2.5%; 4 respondents have diplomas representing 10%; 30 respondents have degrees representing 75%; and 5 respondents have other qualifications representing 12.5%. Being that the majority of the respondents are highly educated, this helped in their comprehension of gender mainstreaming and in answering the questions appropriately.



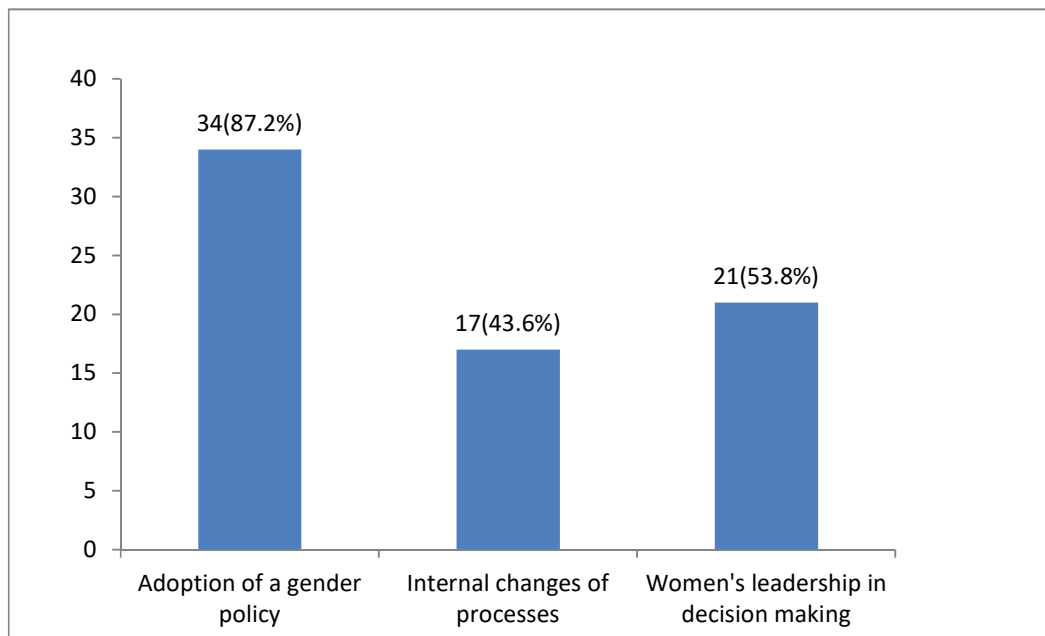
4.3 GENDER MAINSTREAMING IN STRUCTURES, POLICIES, PROGRAMS AND PROJECTS

There were areas of concern in accounting for gender mainstreaming internalization in an institution like the TaMA so far as this research was concerned and these included: how gender mainstreaming was done, women participation and representation, translation of the national gender policy, factors considered in mainstreaming gender in programs and projects and implementing organizations for projects and programs. These themes were explored to address the first objective of the study.

4.3.1 Internalizing Gender Mainstreaming in Structures

The respondents were asked on how gender mainstreaming is done in the work of the Assembly. Their views are represented in Figure 4. 1.

Figure 4.1: Internalizing gender mainstreaming in structures



Source: Field Work, 2017



The data indicated that, 34 of the respondents representing 87.2 % mentioned the adoption of a gender policy as the means of mainstreaming gender into the central Assembly and its sub structures. 21 respondents representing 53.8% of the respondents checked women's leadership in decision making to be the means of mainstreaming gender in the Assembly while 17 respondents representing 43.6% of the respondents mentioned internal changes of processes to be the means of including gender into the general assembly and its structures.

From the findings, it was realized that adopting a gender policy was common knowledge among respondents in TaMA's gender mainstreaming agenda as majority of respondents selected it. However, respondent selection of other ways to mainstream gender with internal institutional changes being the least affirmed McNutt's (2010) observation that gender mainstreaming as a governance strategy has not performed well despite the adoption of policy tools for gender equality because altering institutional structures and procedures is needed to effectively and practically implement gender mainstreaming which can be very complex. This could be one of the reasons hampering the implementation of gender mainstreaming in the Assembly.

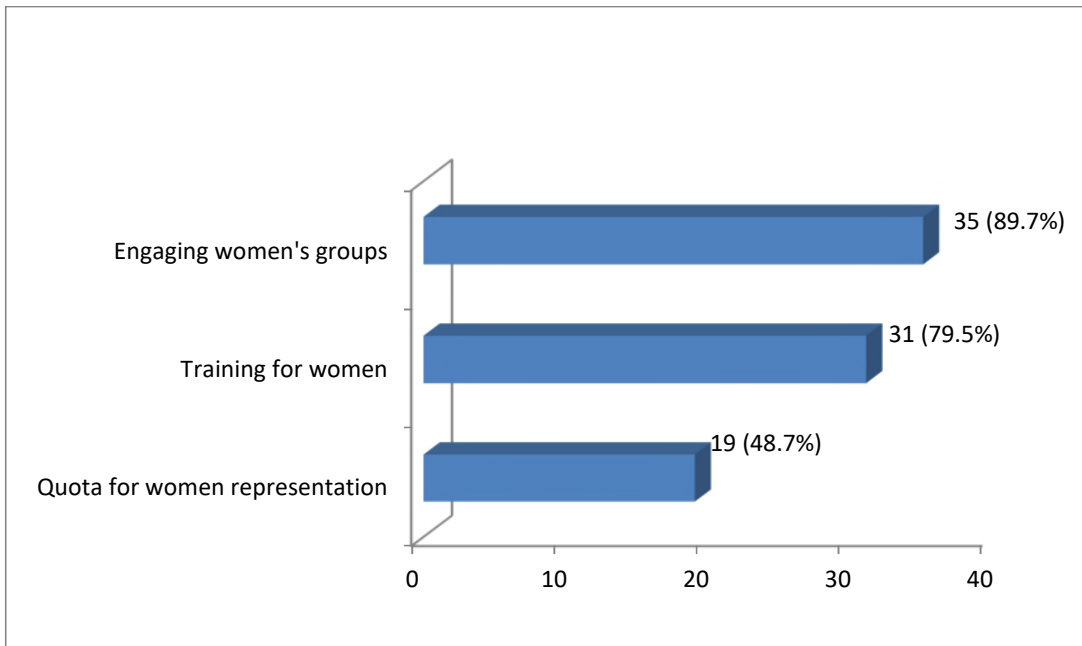
This implies that, structural changes in the Assembly are not radical which gives the integration of gender a momentary attention. To be able to achieve the goal of gender equality, a radical rethinking of how gender mainstreaming should be done is required as the gender equality goal needs to be connected with any other broader goal in the structures and systems of the TaMA so that all processes and procedures will be engendered. From this, TaMA with its current work culture (a culture that reinforces inequalities in structures) is yet to embrace fully the institutionalization of gender as an administrative tool at both the individual and the systematic levels.



4.3.2. Women’s Participation and Representation

Women’s leadership and representation as relevant to structural and systems changes was also a variable checked. The respondents were asked about the strategies used to promote women participation and their responses are recorded in Figure 4.2.

Figure 4.2: Women Participation and Representation



Source: Field Work, 2017



Out of the total of 40 valid respondents who answered the questions, 89.7% representing 35 respondents mentioned engaging women’s groups as the strategy for promoting women in the Assembly’s structure. However, 79.5% of the respondents said organized trainings for women is the strategy to promote women involvement in the Assembly. Quota for women representation is the least mentioned strategy for promoting participation women in the Assembly as only 48.7% of the respondents chose this strategy.

From the findings, the strategies used to promote the voices of women in the work of the Assembly do not give women enough opportunities to participate in decision making processes as there is less consideration for women representation and this opposes the argument of Brody (2009), that the quality of women participation is as important as their numbers to avert any negative consequences due to engrained inequalities. Work by Baden et. al. (1994) as well as Ofei-Aboagye (2000) affirms that despite some efforts in relation to gender mainstreaming policy at the national level which probably should have given women the opportunity to engage in formal political processes, the under representation of women since Ghana's independence has been very pronounced at the local level especially in decision making positions or at senior management level. The key informant interviews also revealed the low representation of women in the Assembly's decision making. The data gathered thus affirmed the imbalance representation in decision making at the Assembly as far as gender is concern. From the findings, the current General Assembly which is the highest decision making body of the Assembly has a total membership of 62 with 41 elected members, 18 appointees, 2 Members of Parliament (MPs) and the Metropolitan Chief Executive (MCE). All elected members are male, 2 females are appointees out of the 18, the 2 MPs are male and the MCE is also a male. Women are therefore left at lower level placement as portrayed in the TaMA which has only 2 women out of 62 members in its General Assembly but have 13 women as cleaners out of 14.



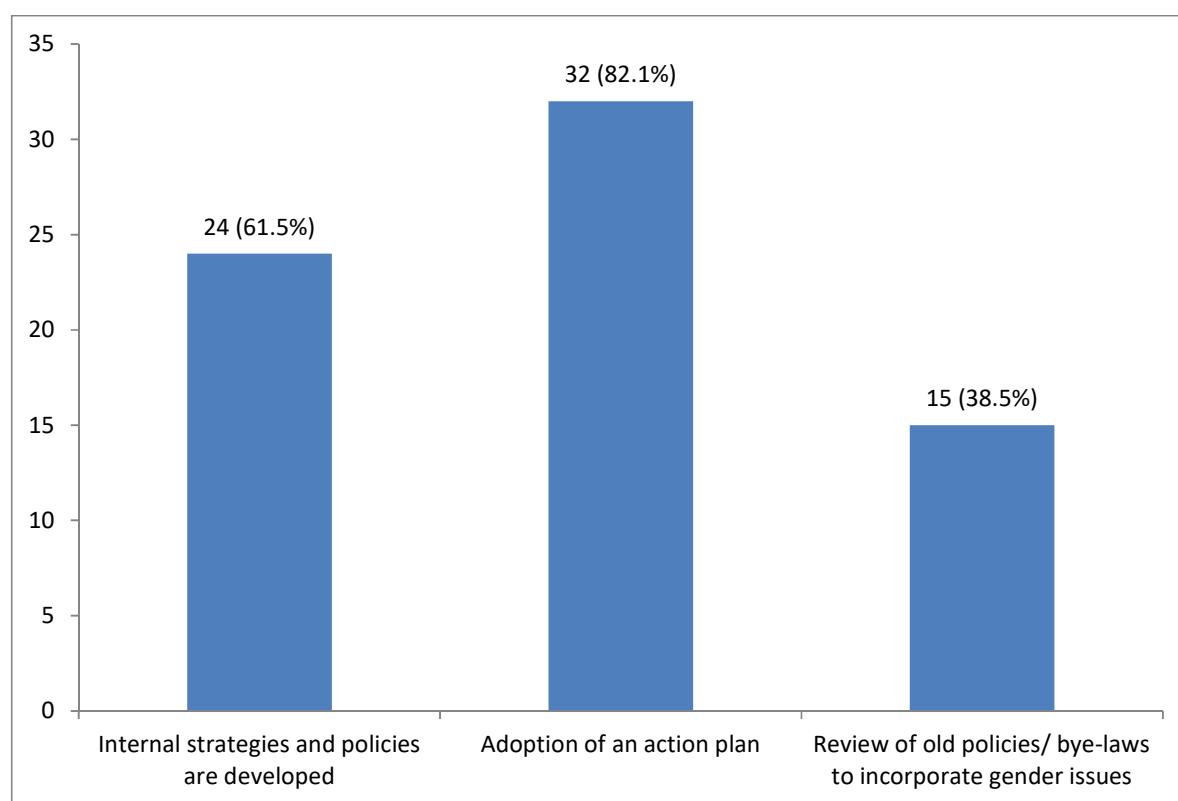
The implication of this is that, women groups currently play the role of holding officials accountable at the local level. And even though their voices matter, they would not be able to do this if they do not have the requisite knowledge and skills for advocacy in order to influence decision making at the local level. This could also serve as a reason why the decision making processes are dominated by men and there is still persistent inequalities in the governance system

of the Assembly as women are not fairly represented. This also defeats the essence of good governance which is equal participation of both men and women in political processes.

4.3.3 Translation of Gender Policy

The study found it important to identify strategies for gender policy implementation since gender mainstreaming is fundamentally about the organization, improvement, development and evaluation of policy processes. The study therefore analyzed the translation of the national gender policy at the Assembly and the responses are indicated in Figure 4.3.

Figure 4.3: Translation of Gender Policy



Source: Field Work, 2017

According to the respondents, adoption of an action plan is the most frequent strategy used to translate national gender policy in the Assembly as 82.1% of the respondents checked it. Out of the 40 respondents who responded to this question, 24 respondents representing 61.5% of the total respondents mentioned the used of internal strategies and policies developed as the means of translating national gender policy. However, only 38.5% of respondents checked review of old policies/bye-laws to incorporate gender issues.

The Gender Desk Officer related that:

Eventually, the gender action plan is what represents the sector on gender in the medium term development plan (MTDP) of the Assembly. Since the Assembly does not have its own gender policy, I prepare the plan through research and I also take account of the national gender policy. In the plan there are activities to be carried out to facilitate gender mainstreaming in the work of the Assembly both at the administrative level and at the grassroots level. (Interview, 26/10/2017)

The data revealed that, respondents appreciate the national gender policy in light of an action plan mostly but also appreciate the need for other measures to be considered in light of the policy implementation in the Assembly. Further interactions with key informants also revealed that, there was no internal commitment through a gender policy for the Assembly but a gender action developed by the GDO which fed into the overall plan of the Assembly.



This affirmed Apusigah's (2007) view that despite the existence of an official national gender policy, translation into practical actions to reduce or otherwise eliminate gender imbalances remain a challenge.

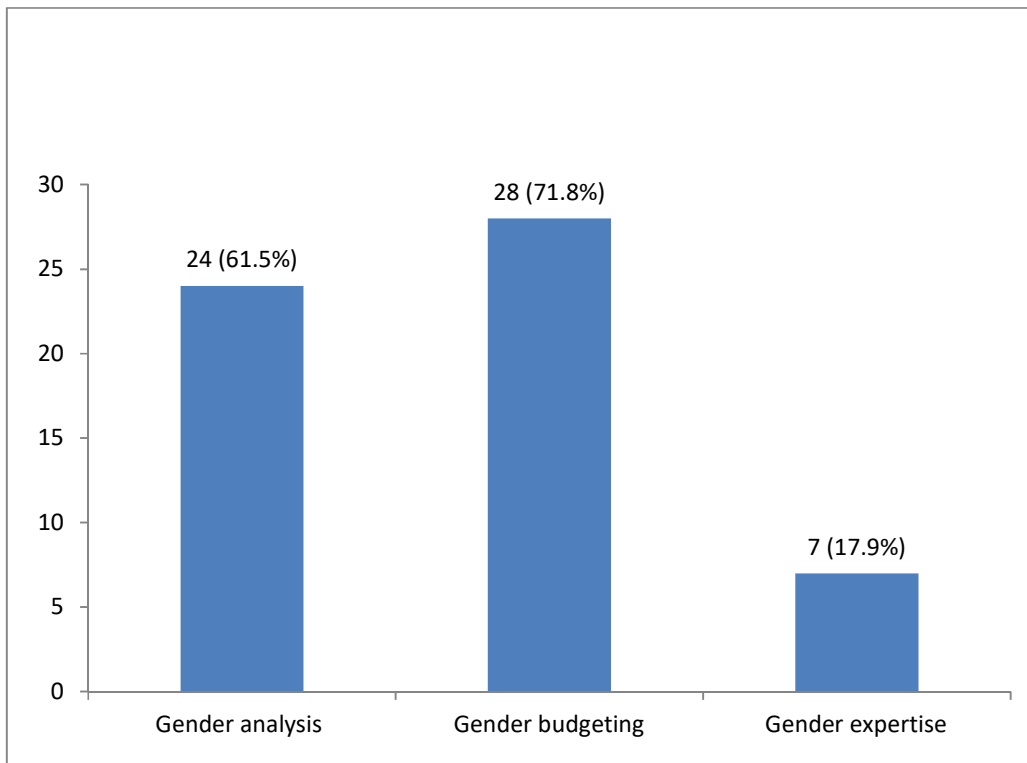
This means that, the Assembly still has no strategic policy action to address gender inequalities in such critical areas such as economic empowerment, civic and political participation, socio-cultural conditions among others. In effect, there is no coherent direction to guide programmes, projects and plans to improve the conditions of both men and women as the gender action plan is prepared solely by the GDO. This also means that, the Assembly as an implementing institution of the national gender policy faults in its duty to initiate policies and legislation to promote gender equity and mainstream gender concerns at the metropolitan level.

4.3.4 Gender consideration in Programme and Project Implementation

Knowing some of the factors considered in programme and project design will give a clear picture of the consideration given to gender in development planning. Respondents expressed their views on the factors considered from the design to implementation of projects and programs. Figure 4.4 represents the views of respondents.



Figure 4.4: Gender consideration in Programme and Project Implementation



Source: Field Work, 2017

Out of the total sample size of 40, 28 respondents representing 71.8% said gender budgeting is considered while 24 respondents representing 61.5% checked gender analysis in designing programmes and projects. However, only 7 respondents representing 17.9% mentioned gender expertise as what is considered in designing programmes and projects.

The Metropolitan Planning Officer hinted:

For the running of gender activities, some funds are provided to the GDO. The activities of the GDO feed into the overall plan of the Assembly and so the Assembly's budget allocates some monies to carry out gender activities by way of mainstreaming gender in its work. (Interview, 19/10/2017)



The quantitative data revealed that, prominence is not given to gender expertise in programme or project design. This means that gender responsive planning in programmes and projects is still challenged in the Assembly as the focus is on gender budgeting that relies heavily on donors as well as gender analysis which is critical about community engagement. Except for the programmes and projects that are gender driven and are usually donor-funded. Essentially, the Assembly engages communities and stakeholders in the planning processes but fails to engage gender expertise as emphasized by the ILGS (2012).

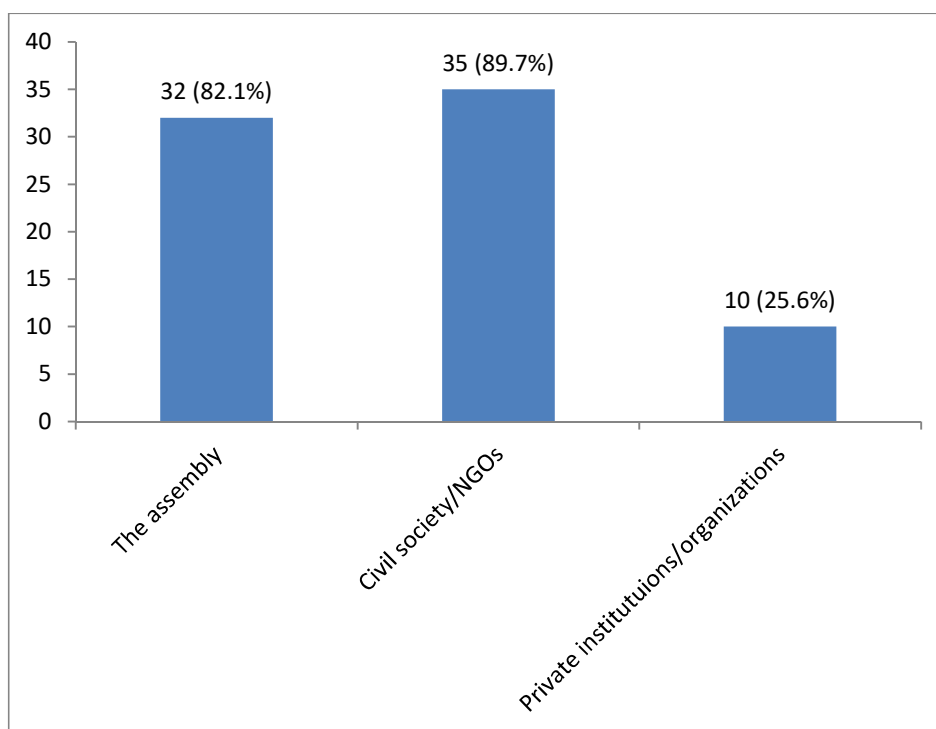
The implication of this is that, both gender budgeting (which is limited to a unit) and gender analysis lack specialized knowledge about gender relations to address gender inequalities in programme and project design. This also explains why the integration of gender is absent in the various units and departments of the Assembly. Without gender expertise, gender sensitive practices, plans and strategies as well as gender research will all be affected. A clear picture of the Assembly lacking gender expertise both within and without is prominent.

4.3.5 Implementers of Specific Gender Programmes and Projects

It was also important to know the organizations or institutions that implemented specific gender programmes and projects in the Assembly. The respondents' answers are captured in Figure 4.5.



Figure 4.5: Implementers of Specific Gender Programmes and Projects



Source: Field Work, 2017

From Figure 4.5 above, 35 respondents representing 89.7% checked civil society/NGOs as being those who plan and implement specific gender programmes and projects. 32 respondents representing 82.1% mentioned the Assembly as planning and implementing specific gender programmes and projects. 10 respondents representing 25.6% however checked private institutions/organizations as those who plan and implement specific gender programmes and projects.

The Gender Desk Officer said:

The Assembly serves as a strategic partner in implementing such programmes and projects. We are currently partnering USAID on their RING project and it will last for 5 years. So in 2019, the project will end. (Interview, 26/10/2017)



From both the structured and key informant interviews, it can be realized that civil society or NGOs play a critical role in mainstreaming gender in projects and programmes as they implement specific gender projects and programmes. This is closely followed by the Assembly because of the partnership role it plays and then private institutions. This means that there is a partnership between the Assembly and other stakeholders. Despite the huge support coming from donors, they usually have deadlines as indicated by the GDO. Mahama (2001b) affirms that, this is a matter of concern in achieving gender goals in development programmes and projects because these programmes and projects tend to have a short life span that is, between three to five years and in some cases, there is no follow up.

This implies that, the Assembly has established partnerships especially with NGOs. These NGOs continue to support in this regard with their funds and rich experiences. They also support the accountability processes as practices, policies, procedures on gender mainstreaming are harmonized. However, sustainability of the gains made with such programmes and projects that specifically focus on gender cannot be assured as they fold up immediately after completion. It was also worth questioning the reason why women lagged behind the governance body of the

Assembly as well as within the Tamale metropolis despite the fact that the government and its stakeholders had designed and funded gender projects.



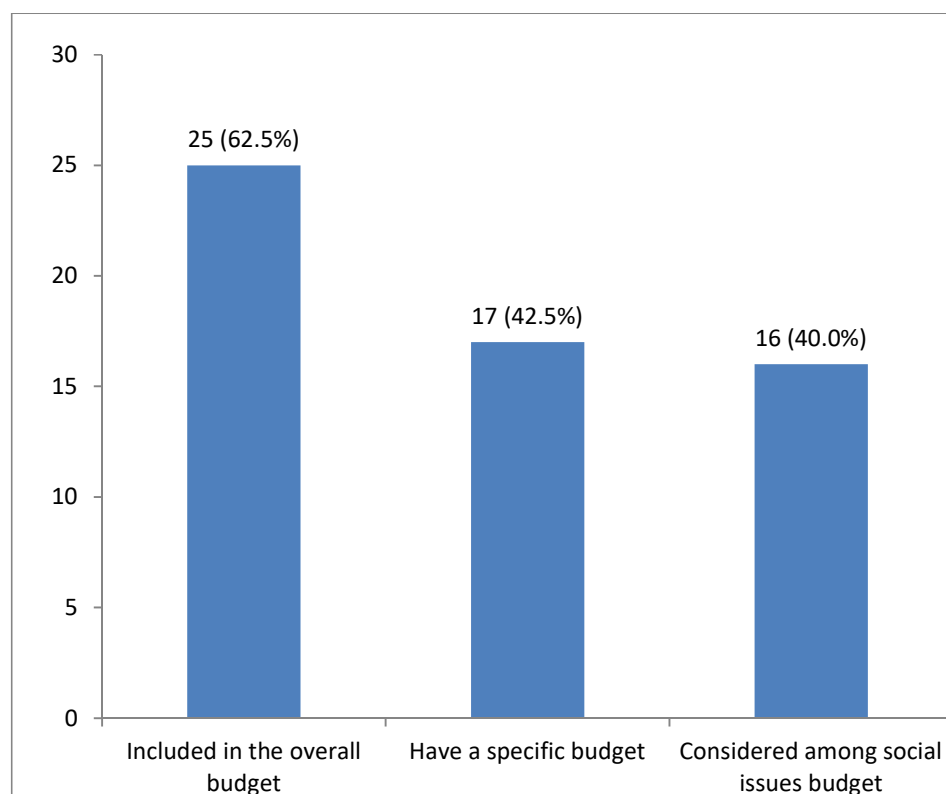
4.4 GENDER MAINSTREAMING IN RESOURCE DISTRIBUTION

In terms of resource distribution which focused on the second objective of the study, the thematic areas that were looked at were: budgetary allocation for gender mainstreaming, priority areas for budgetary allocation and positions considered for gender training.

4.4.1 Budgetary Allocation for Gender Mainstreaming

The study also looked at how budgetary allocation is done for gender mainstreaming work. The views of respondents is reflected in Figures 4.6.

Figure 4.6: Budgetary allocation for gender mainstreaming



Source: Field Work, 2017



From Figure 4.6, 25 of the respondents representing 62.5% said gender issues are included in the overall budget of the Assembly while 17 respondents representing 42.5% mentioned that gender issues have a specific budget. 16 respondents representing 40% however said gender issues are considered among other social issues in budgetary allocation.

The Metropolitan Coordinating Director noted:

The action plan is usually presented with an estimated budget and this feeds into the annual budget of the Assembly. If we have adequate funds, we are able to meet all the budgetary demands otherwise, we support the best way we can. Sometimes we are fortunate to get financial support from partners and NGOs who have projects and programs specifically on gender and this help the gender unit as well as the entire Assembly especially in the area of trainings.

(Interview, 31/10/2017)

The structured interviews revealed that staff members were less aware in terms of resource allocation for gender mainstreaming as they chose all the enlisted categories with gender being included in the overall budget being prominent. The key informant interviews however revealed that, a gender specific budget is worked on in line with the gender action plan which then gets

budgetary allocation from the general budget of the Assembly. This undermines arguments of Brody (2009) and ZGF (2010) that gender sensitive budgeting is required for gender mainstreaming to succeed and should be considered as an integral part of the main budget and not an add-on. This however is in line with Akpalu et al (2000) view on the strategic allocation of financial resources for gender mainstreaming initiatives as the gender budget is strategically designed in line with the gender action plan to address issues of gender in the Assembly.

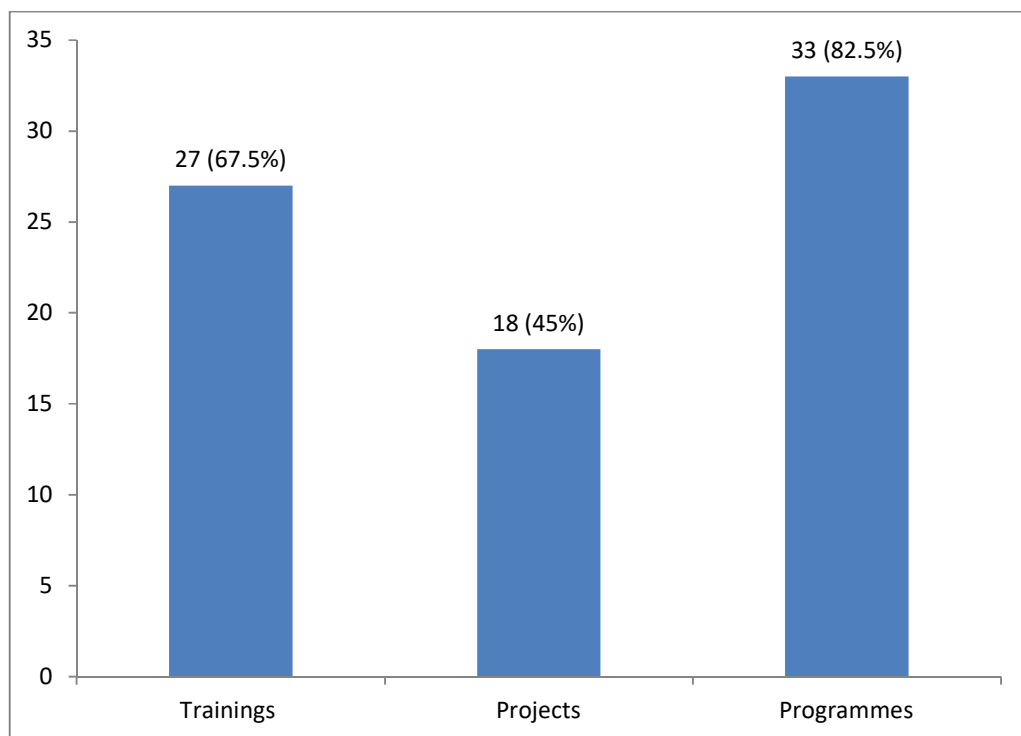


This means that, the Assembly's main budget allocates resources for gender activities base on the specific gender budget from the gender action plan. Gender mainstreaming therefore features in the budget that is in the sector for gender but not necessarily integrated in all areas. This further implies that, measuring impact of policy on the integration of gender in the entire Assembly will be difficult if not impossible as the Assembly's overall budget is not gender sensitive. And because gender budgeting promotes and increases accountability, its absence can lead to further inequalities.

4.4.2 Priority Areas for Budgetary Allocation on Gender

This theme was interested in finding out the areas of priority for gender mainstreaming work at the Assembly. The respondents' answers are captured in Figure 4.7

Figure 4.7: Priority Areas for Budgetary Allocation on Gender



Source: Field Work, 2017

From Figure 4.7, 33 respondents representing 82.5 % checked programmes as the priority area for budgetary allocation on gender issues but 27 respondents representing 67.5% also tipped trainings as the priority area making programmes the highest priority area for budgetary allocation on gender issues in the TaMA. However, the least priority area mentioned was projects which had 18 respondents representing 45% checking it.

The Metropolitan Coordinating Director said:

Despite the resource challenge faced in mainstreaming gender in the Assembly, we have tried the best possible way we can to give attention to trainings on gender, hold programs that are focused on gender and make gender a critical part of any project undertaken. In most cases, we do programs on gender at the Assembly or in communities to raise awareness than other areas of gender work. But a lot of our programs are done with support from external sources as the Assembly is not able to adequately meet the budgetary demand for gender mainstreaming work.

(Interview, 31/10/2017)



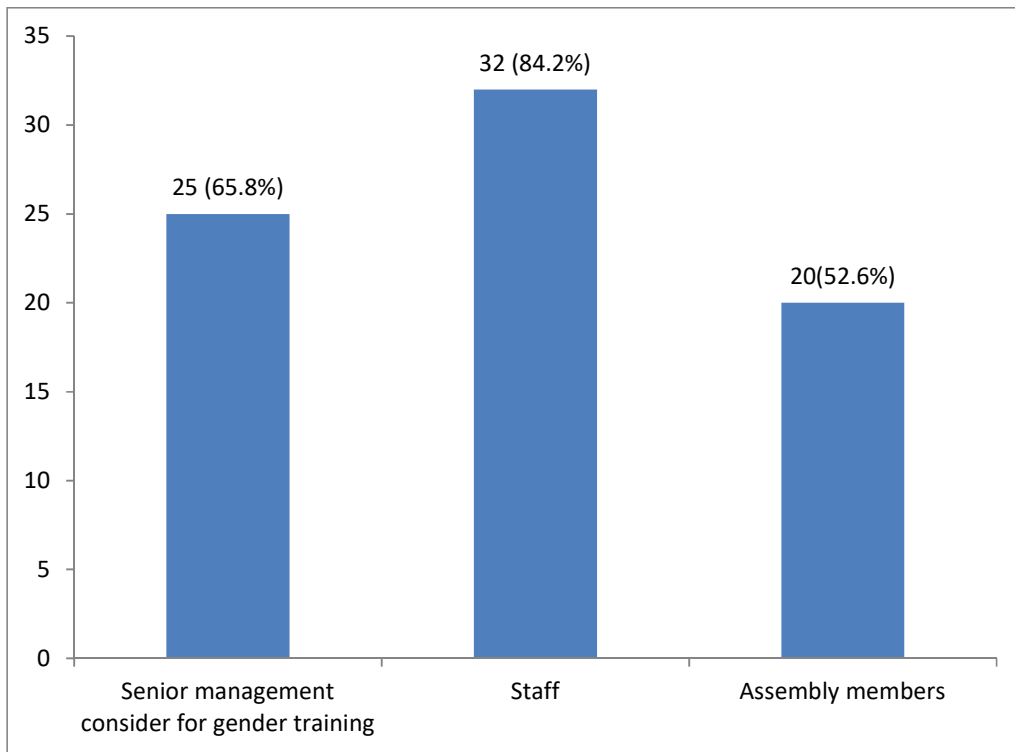
The structured interviews revealed that respondents had a fair idea of the priority areas in mainstreaming gender in the work of the Assembly. The key informant interview with the Metropolitan Coordinating Director affirmed these priority areas in the implementation of gender mainstreaming. This finding toes the line of the ILGS (2012) argument that, budgetary allocation should feed into trainings and capacity building, programmes as well as projects.

The implication of this is that, the Assembly focuses on programmes at the expense of other priority areas especially capacity building because of the limited financial resources to carry out the work of gender mainstreaming. This also means that projects on gender are not embarked on solely by the Assembly because they are capital intensive.

4.4.3 Capacity Building for Gender Mainstreaming

Capacity building on specialized gender knowledge for effective gender mainstreaming was also examined. Respondents were asked about the positions that are usually considered for training on gender issues. Views of respondents are shown in Figure 4.8.

Figure 4.8: Capacity Building for Gender Mainstreaming



Source: Field Work, 2017



Out of the total of 40 respondents, 32 respondents representing 84.2% checked staff as the positions considered for training to enhance capacity on gender issues. 25 respondents representing 65.8% however mentioned senior management as the positions considered for training for capacity building on gender issues whereas 20 representing 52.6% said Assembly members are considered for the training on gender issues.

A Deputy Registrar at the ILGS commented:

Our trainings have focused on equipping the GDO with the skills to advocate for gender issues in programs and projects, in budgets as well as in the governance structure. Aside the GDO, we have had different categories of staff at the Assembly trained in the area of gender. Some of the trainings were on-site and others were done on-line. Senior management was included in our trainings. Because we believe that, if the leadership is equipped with the knowledge on gender, it will have a trickle-down effect on those at the lower level. (Interview, 12/10/2017)

From the structured interview and the key informant interview data, the Assembly has benefited from trainings whether as staff, Assembly member, GDO or Senior Manager. These trainings are focused on different areas such as planning development projects and programmes, advocacy and policy. This is in line with Acquaye-Baddoo and Tsikata (2001) thought that gender training is not only about training but also about planning, advocacy, law-making, policy work, monitoring and evaluation.

This implies that, there is some level of awareness on gender issues in the Assembly as staff and senior management are equipped with the knowledge they require for the effective implementation of the strategy of gender mainstreaming. It also means that the Assembly and its



partners appreciate the need for capacities to be developed to fulfill institutional obligations. However, because gender is not integrated in units and departments, the application of such knowledge would be challenging unless gender equality objectives are set for each unit and department.

4.5 GENDER MAINSTREAMING IN MONITORING AND EVALUATION

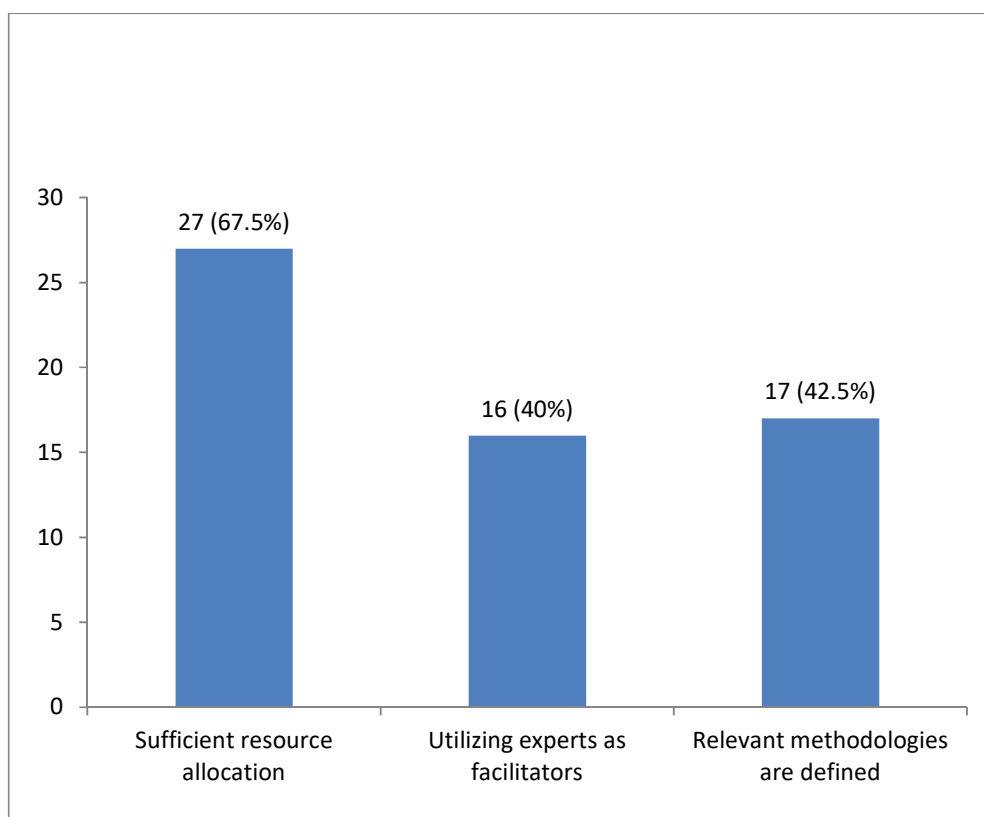
With regards to Monitoring and Evaluation on Gender Mainstreaming which was the focus the research objective three, the study was concerned with the following thematic areas: monitoring and evaluation mechanisms to address gender concerns, achievements of TaMA's monitoring and evaluation system for gender mainstreaming work and information dissemination on gender mainstreaming work.

4.5.1 Monitoring and Evaluation Mechanisms

Respondents were asked about the mechanisms used to address gender concerns in the Assembly's monitoring and evaluation system. Figure 4.9 represents the views of respondents.



Figure 4.9: Mechanisms to address gender concerns in monitoring and evaluation



Source: Field Work, 2017

Out of the total respondents, 27 respondents representing 67.5% mentioned 'sufficient resource allocation' as the mechanism used by TaMA to ensure gender equality in programmes monitoring and evaluation. But 16 respondents representing 40% and 17 respondents representing 42.5% mentioned 'Utilizing experts as facilitators' and 'Relevant methodologies are defined' respectively as the mechanism the TaMA use to ensure gender equality in programme monitoring and evaluation.



The Metropolitan Planning Officer relays this;

My department commits to mainstreaming gender in our work and for that matter the entire Assembly. For example in monitoring and evaluation, we use gender segregation to know those who benefit from our programs and projects. If we are putting up a classroom block, our report should indicate how many males and females are to benefit from it; in terms of labour, payment schedules and the outcome of the project. There is however the challenge of women being part of the team as currently we have only the gender desk officer as a permanent member on the team and the only female (Interview, 19/10/2017)

From the data, it was realized that the TaMA monitoring and evaluation system have put mechanisms in place to mainstream gender in projects and programmes. This means, TaMA appreciates the concern of the ILGS (2012) which emphasizes that monitoring and evaluation mechanisms for gender mainstreaming are important in monitoring and evaluation as they serve a mark of good governance.

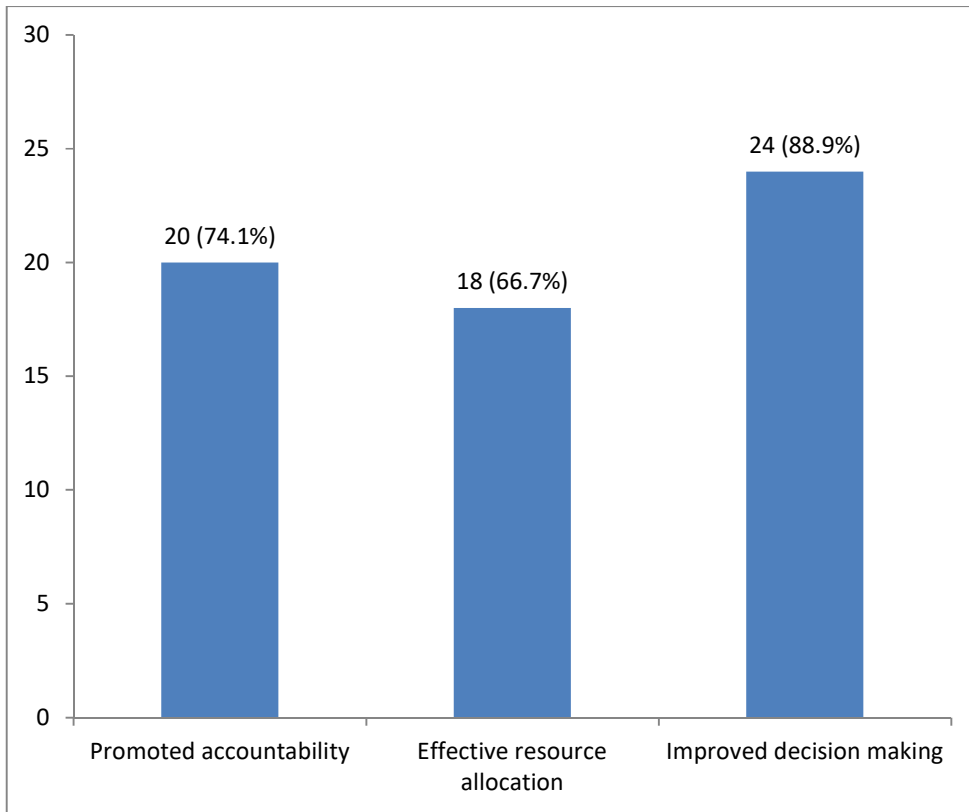
This implies that, in terms of project or programme implementation, there is adequate follow-up on progress and due consideration is given to gender. Essentially, the monitoring and evaluation system takes account of critical issues such as sex disaggregated data, participatory development and inclusiveness of minor or vulnerable groups at the grassroots level. This will not only help in decision making, it will also make data available for future use.

4.5.2 Achievements of TaMA's Monitoring and Evaluation System

This question was posed to find out the results of the effort by the TaMA's monitoring and evaluation system to account for gender mainstreaming. Figure 4.10 have the views of respondents' recorded.



Figure 4.10: Achievements of TaMA’s Monitoring and Evaluation System



Source: Field Work, 2017

From Figure 4.10 above, 24 respondents representing 88.9% of respondents selected ‘improved decision making’ as an achievement of the TaMA’s monitoring and evaluation system while 20 respondents representing 74.1% of respondents selected ‘promoted accountability’ as the second achievement of the TaMA’s monitoring and evaluation system. And ‘effective resource allocation’ was the least selected achievement of the TaMA’s monitoring and evaluation system as 18 respondents representing 66.7% of respondents selected it as an achievement of TaMA’s monitoring and evaluation system.



The Metropolitan Planning Officer hinted:

Because our monitoring and evaluation system pays deep attention to gender issues, it helps us to improve on outcomes so that projects implemented benefit both men and women. This has helped us to plan and execute subsequent projects taking into consideration gender inequalities, concerns and needs. (Interview, 19/10/2017)

Data from the structured interviews revealed how the TaMA's monitoring and evaluation system has been helpful in different ways but with the most important being improving decisions made on gender issues. The Metropolitan Planning Office also supported what respondents already noted as their monitoring and evaluation system makes them aware of gender considerations in projects.

This means that planners need to prioritize gender analysis from design to implementation in order make a meaningful impact like improving decisions that benefits both men and women.

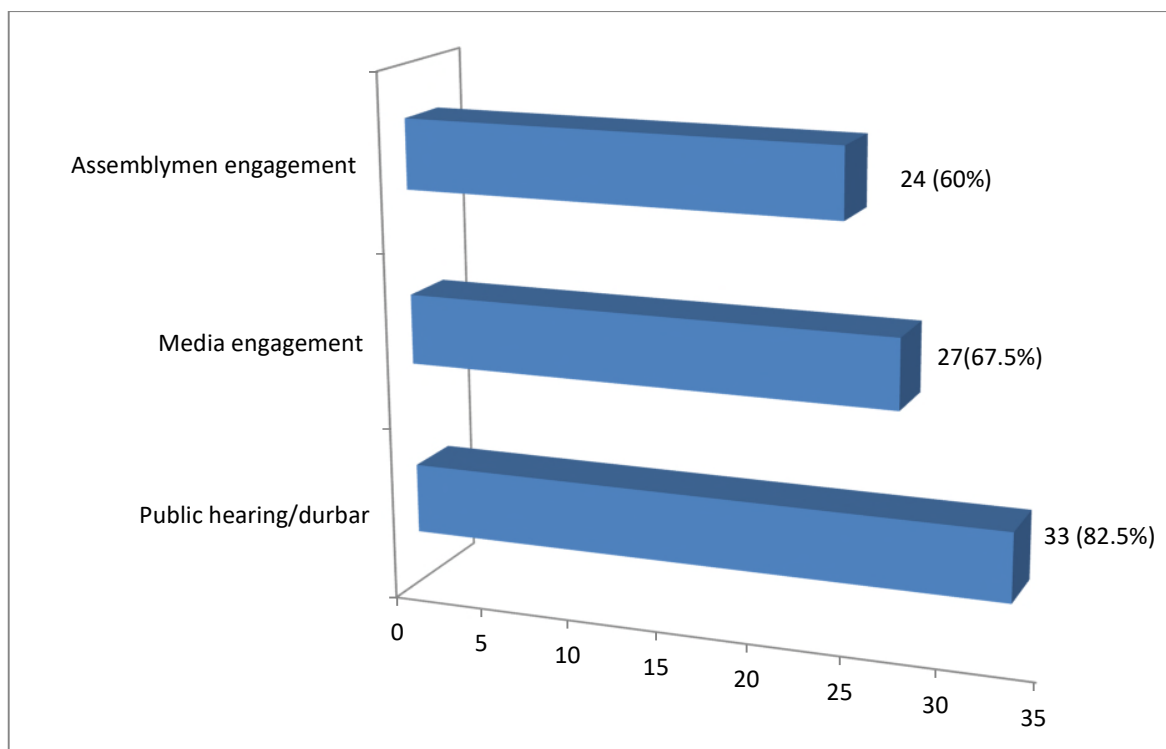
This also means that, strategies are well planned to improve the outcomes of projects implemented by the Assembly.



4.5.3 Access to information and Citizen Engagement

The respondents were also asked about the means of information dissemination to the constituents and the outcome of the Assembly's gender mainstreaming efforts and as a means of ensuring accountability. The responses from respondents are reported in Figure 4.11.

Figure 4.11: Information dissemination on gender mainstreaming



Source: Field Work, 2017

Out of the total, 33 respondents representing 82.5% of those responding to this question mentioned public hearings/durbar as the frequently used means of information delivery and feedback on gender issues. 27 respondents representing 67.5% and 24 respondents representing 60% mentioned media engagement and Assemblymen engagement to ensure information delivery and feedback on gender issues.

The Gender and Governance Manager of NORSAAC, a local NGO, noted that:

During their public hearings or town hall meetings, we usually give our feedback with regards to the plans they have made in integrating gender in their work. But at that level, it is one thing sharing very relevant ideas with them and it is another on their part to willingly appreciate what



you give them. As an organization, we are very critical on the Assemblies being accountable on their own and not necessarily based on some external demands because that will show how truly committed they are or otherwise. (19/12/2017)

The Metropolitan Coordinating Director also had this to say:

We do not have any form of review or appraisal for our staff or the various units and departments at the Assembly on gender. (31/10/2017)

From both the structured and key informant interviews, there is evidence of gender accountability especially through public hearings and media engagement. This affirms Brody's (2009) view that, one measure to ensure gender accountability is to have accountability processes or the existence of clear measures of accountability especially on how governance institutions fare with gender equality in both processes and policy. However, there is still the absence of internal accountability on gender as staff and management do not have any form of performance review.

This implies that, the Assembly communicates the results of gender mainstreaming to its constituents and this can result in transparency and accountability. Access to information on gender mainstreaming outcomes can lead to dialogue between the receivers and the implementers, public oversight as well as other meaningful engagements. Therefore, sharing of information to the constituents should not be limited to just disclosure but also demystifying the information by way of simplifying it for them to understand and give feedback. This presents the constituents the opportunity to engage in accounting for gender mainstreaming.



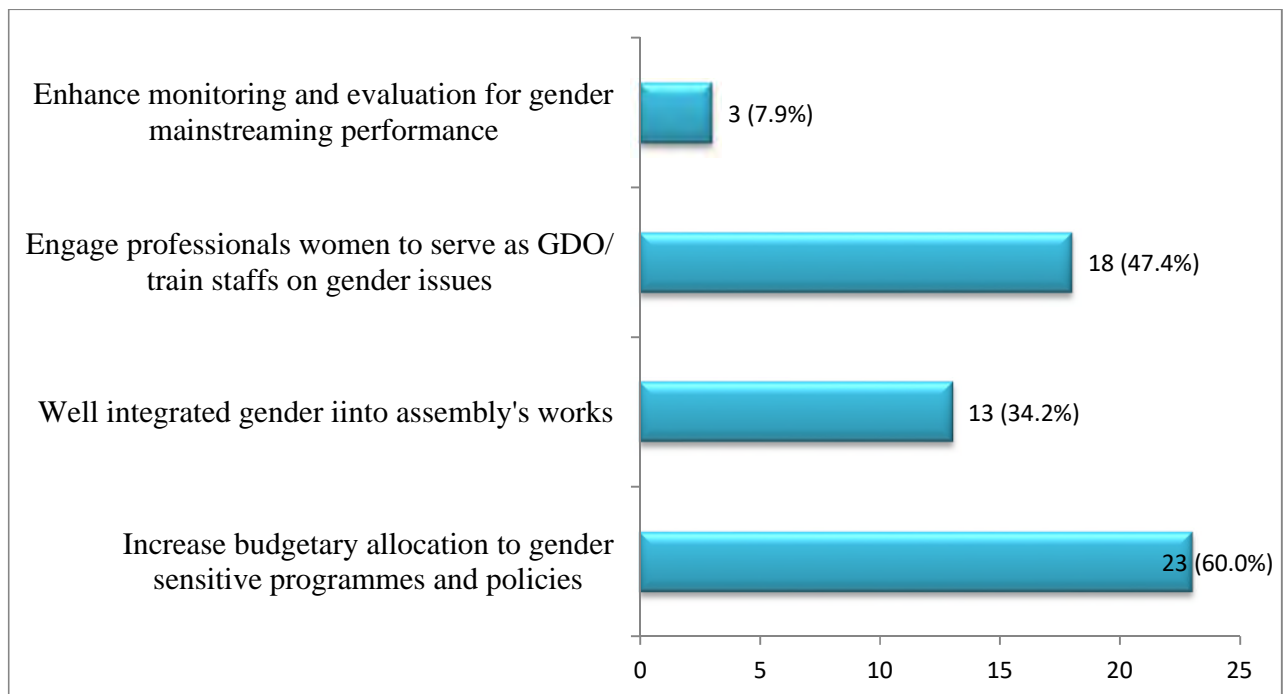
4.6 GENDER MAINSTREAMING SUCCESSES, CHALLENGES AND GAPS

The fourth research objective was concerned with the successes, challenges as well as gaps in the implementation of the gender mainstreaming strategy at the TaMA. Having identified some gap areas in secondary data on the TaMA, this section focused on only one theme to address such gap areas with some key informant interviews highlighted on successes and challenges.

4.6.1 Addressing gaps in mainstreaming gender

This question was intended to find specific gaps in the gender mainstreaming effort of the Assembly and how to address them. Figure 4.11 shows the results of the findings on this measure.

Figure 4.12: Addressing gaps in mainstreaming gender



Source: Field Work, 2017



Out of the total of 40 respondents, 23 respondents representing 60% believed an increase in the budgetary allocation to gender sensitive programmes and policies could help further the course of TaMA gender integration work. 18 respondents representing 47.4% also believed engaging professional women (gender experts) to serve as GDO or training staffs on gender issues could also help boost the effort of TaMA gender integration agenda. 3 respondents representing 7.9% also mentioned that enhancing monitoring and evaluation for gender mainstreaming performance is important for gender integration at the TaMA. However, 13 respondents representing 34.2% said TaMA is successfully integrating gender into the assembly's works and do not need to do more.

The Gender Desk Officer said:

There has been some successes in our effort to make the Assembly gender sensitive. Now we have women as directors in the Assembly and they are part of top management. We have also been successful at the grassroots level with awareness creation and project implementation that gives priority to both women's and men's needs. (Interview, 26/10/2017)

The Gender Desk Officer said:

Just as we have made some gains in implanting the strategy, we have also been challenged variously especially with regards to resources both financial and human. We also face the challenge of cultural norms because of the society we find ourselves so even if management says they agree to something on paper, in reality it is always difficult to implement. Championing gender equality in the Assembly is quite difficult as only a few women are at the top and the majority of men always have it their way since they have the numbers. (Interview, 26/10/2017)



From the structured interviews, majority of the respondents are still looking forward to an effective integration of gender in the TaMA especially with regards to resource allocation. This affirms Evertzon's (2007) view that, gender mainstreaming effectiveness relies not only on a single factor but the collectivity of varied factors. It however ignores one critical focus Evertzon (2007) emphasized which is the effectiveness of the participation of women with the requisite knowledge of the social, political and economic aspects of their context. This reveals how the leadership of women in the Assembly is still not prioritize.

This means that, every single factor towards ensuring an effective implementation of gender mainstreaming should be given maximum attention within a defined context. Any factor ignored in a context were it is relevant could affect the entire effort of utilizing other factors. Thus, since no one approach can solely transform the gender inequalities in the work and governance of the TaMA, an integrated approach is required to make a meaningful impact. However, as there is no one size fits all solution, a responsive context of TaMA will have to tackle gender mainstreaming from different angles and focus on such factors that can support the effective implementation of the gender mainstreaming strategy.

4.7 THEORETICAL GROUNDING

The theoretical analysis is based on open code categorization to axial code categorization which was derived from the key informant interview data and finally synchronized into a single selective code grounded in the data as the overriding theme dependent on context. Because the results of grounded theory are presented as a substantive theory, the researcher presents “localizing strategies with resource support for gender integration” as the emerging theory relating to each category. This implies that, the internalization of gender equality in local governance is dependent on the local context. This emerging category also speaks to the



quantitative data analyzed and presented. All categories or codes are discussed in line with the objectives of this research.

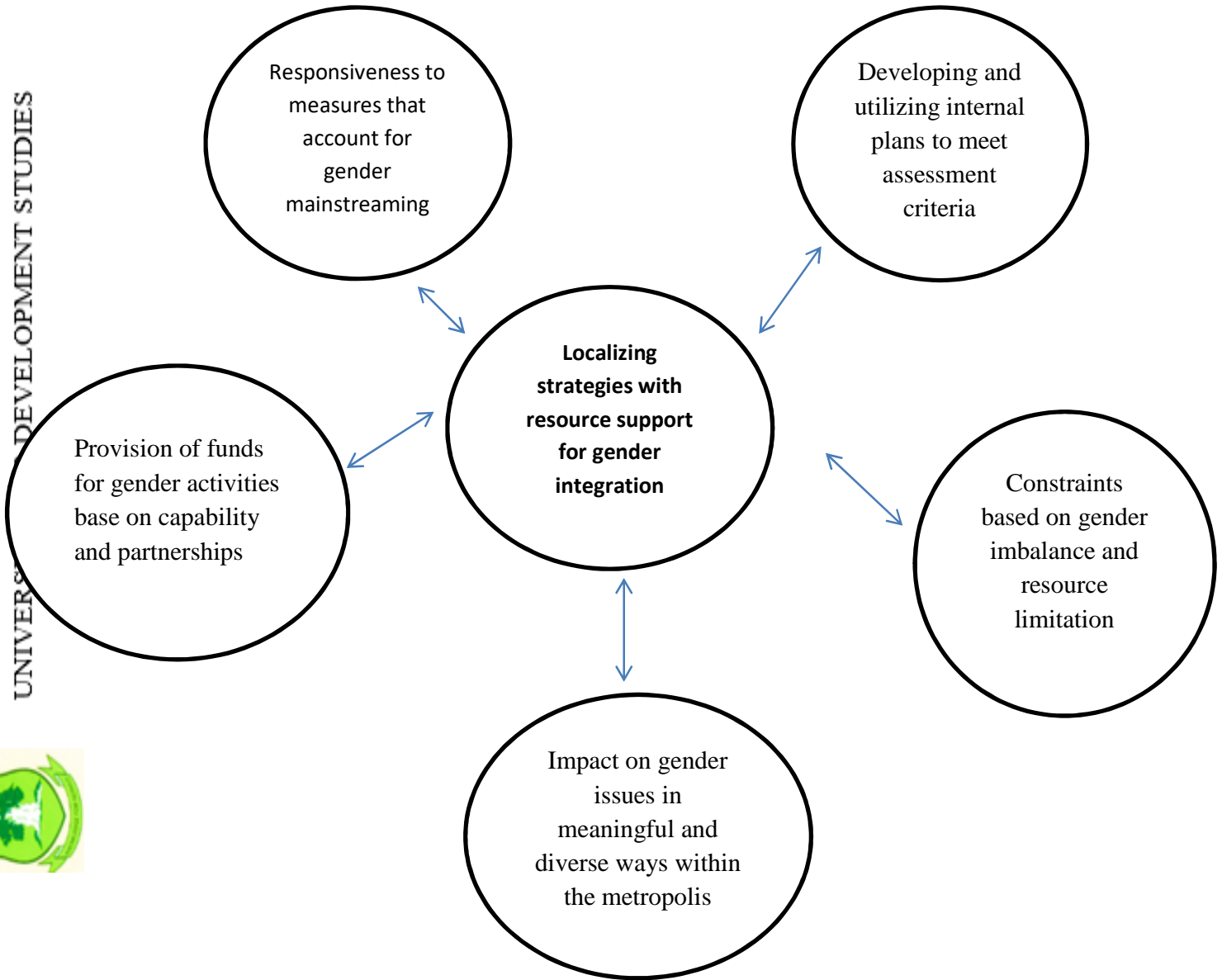


Figure 4.13: Summarized model

Source: Field Work, 2017

The first category that emerged from the analysis using grounded theory is the responsiveness of the Assembly to measures that account for gender mainstreaming. This revealed further how gender mainstreaming is internalized in the work of the Assembly and falls in line with the first research objective of how gender is integrated in systems and structures and part of the second research objective on programme and project implementation. Capacity building to systematically mainstream gender, consideration of gender in projects and programs, integration of gender in annual plan of the Assembly and subsequently in the medium term development plan (MTDP), establishing strategic partnerships with NGOs and the private sector emerged as some of the approaches used to mainstream gender in the systems and structures of the Assembly. A significant approach that still misses out on the efforts of the Assembly to mainstream gender in its systems and structures is the participation or otherwise the representation of women in the decision making processes. This means that structural changes is unresponsive to women's leadership in the governance of the Assembly and adversely affects gender mainstreaming accountability.

The second category focused on policy implementation and the development and utilization of internal plans to meet assessment criteria emerged as the dominant category. The plans central to the translation of the national gender policy at the local level starts from the grassroots through into the development plan of then Assembly. These plans include; community action plans, sub-metro level action plans and the medium term development plan. One factor that characterizes all these plans is the utilization of sex-disaggregated data. Apart from these plans, the gender action plan which comes from the gender unit of the Assembly is seen as the administrative tool for implementing the mainstreaming agenda with inspiration from the national gender policy. The



only performance review done is carried out by the Ministry of Local Government and Rural Development and this is project and programme inspired. The implication of this is that, very little effort is made in localizing the policy direction which the national machinery put so much effort in to be adopted. This further raises concern on accountability on the part of government institutions since there is no reporting system on gender mainstreaming performance to the Ministry. The Assembly's concentration as long as gender mainstreaming is concerned is limited to only projects and programmes as policy implementation which can impact structural changes is not prioritized.

The third category that emerged is funding being provided for gender activities based on capability and partnerships and this concentrated on the third research objective on resource distribution. As far as the Assembly is concerned, the only consideration given to gender in terms of budgetary allocation is the budget for the gender action plan which is captured in the overall budget of the Assembly. Gender only features in the budget as there is no full commitment to meeting the budget of the action plan unless the Assembly has excess funds. In which case, gender can be considered. A lot of the funding that goes into gender activities, programs and projects can be attributed to partners support such as NGOs. Some of the funding from such donors or partners is directed towards building the capacity of the Assembly as human resource is equally critical to the mainstreaming of gender. The implication of this is that, without the support of partners such as NGOs, gender integration in the work and governance of the Assembly will have very little if not nothing to show. For instance, in 2019 the USAID led RING project will come to an end and this will create a huge gap in terms of gender activities both in projects at the grassroots as well as in structures at the Assembly. This will eventually



affect the budget on gender since the Assembly makes provision for that based on the resources at its disposal.

The fourth category focused on constraints based on gender imbalance and resource limitation. This category addressed a part of the fifth research objective which relates to challenges the Assembly is facing in mainstreaming gender. The dominant challenge that all respondents mentioned was the availability and provision of funds to mainstream gender. Funding is required to implement gender specific plans, projects and programmes as well as to integrate gender in other plans, projects and programmes. Another major concern was gender imbalance both at the Assembly and at the grassroots. At the Assembly, the concern was with the representation and leadership of women while at the grassroots level, the concern was on the socio-cultural beliefs in the form of male domination. Other concerns included; the inconsistency of technocrats in terms of transfers, no mentoring relationship between women in senior positions and those below and an uninformed citizenry on gender issues. This implies that, the Assembly still has very critical issues to deal with if it is really committed to mainstreaming gender in its work and governance as a local government institution. Even with a national gender policy, there is inconsistency in implementation at the local level and there is no accountability mechanism or measurement indicators to check outcomes in order to inform decision making.

The fifth and final category focused on the impact made on gender issues in meaningful and diverse ways within the metropolis. This also partly addresses the fifth research objective on the successes the Assembly has achieved so far in mainstreaming gender. Some of the gains included; the engagement of women at the community level as beneficiaries of development projects, emerging women leadership as assistant directors, strategic alliances with partners, media advocacy and awareness creation at the community level. This implies that, the pace of



the Assembly in achieving the goal of gender equality is very slow as the transformative impact of gender mainstreaming is yet to be seen. TaMA therefore has a long way to go in order to reduce gender inequalities. It is been over a decade since the national gender machinery was established and there should not be any tangible excuse for the failure of the Assembly in integrating gender in its systems and structures. But as it stands, the Assembly does not have a comprehensive approach to addressing issues of gender inequality.



CHAPTER FIVE

SUMMARY OF FINDINGS, CONCLUSIONS, RECOMMENDATIONS

5.1 INTRODUCTION

This chapter is arranged into four sections. The first section presented the summary of the key findings of the research based on the data collected from the field. The second section focused on the discussions from the findings. The third section was based on the conclusions drawn from the findings of the study and the last part looked at recommendations formulated by the researcher to effectively mainstream gender in the work and governance structure at the Tamale Metropolitan Assembly (TaMA). This chapter sought to address these research questions:

Main Research Question

How has TaMA positioned itself to account for gender mainstreaming commitments in its governance systems and work?

Specific Research Questions

1. What strategies are used to integrate gender into the Assembly's structures, policy and programme or project implementation?
2. How is gender mainstreaming reflected in the development resource distribution of the Assembly?
3. How does the TaMA's monitoring and evaluation system account for gender mainstreaming performance?



4. How effective has TaMA being in implementing national gender commitments? What have been the successes, challenges and gaps?

5.2 SUMMARY OF FINDINGS

Ghana has made efforts to mainstream gender in governance institutions since the establishment of the MOWAC now MoGCSP over a decade ago as the national machinery and the subsequent adoption of a national gender policy in 2015. The integration of gender in governance institutions has therefore become critical at the local level for inclusiveness and accountability.

In reference to the demographic data, the study sought to establish the sex, age structure and education of respondents which were important for appreciating gender mainstreaming in the Assembly's structures, age for their experience as well as level of awareness and comprehension of gender issues in terms of education. The findings indicated that there were more men than women in the Assembly's systems and structures as evidenced by 67.5% male respondents and 32.5 female respondents. Although 32.5% were between the ages of 20-29 indicating a youthful population, majority of the respondents (47.5%) were between the ages of 30-39 years indicating and thus matured with some experience coupled with the 20% who were between the ages of 40-49. Moreover, 75% of the respondents were university graduates with only 2.5% having a secondary school qualification.

For the first research objective which sought to identify strategies used to integrate gender into the Assembly's structures, policy and programme or project implementation, it was realized that there was no systematic approach to effectively mainstream gender in the systems and structures of the Tamale Metropolitan Assembly (TaMA). For instance, there was a high agreement on the



adoption of a gender action plan as a way to internalize gender mainstreaming in the work of the Assembly with a low response for internal changes of processes. It was also realized that, women's leadership and representation in decision making was not highly prioritized as the focus was largely on engaging with women groups at the grassroots level who had little or no influence in the Assembly's structures. With regards to policy translation within the Assembly's structures, it was revealed that the main policy approach was the gender action plan which in turn feeds into the Assembly's annual plan and medium term development plan. But then, the gender action plan which is supposed to be the policy action plan was mainly developed solely by the gender desk officer. In relation to program and project implementation in the Assembly's system, it was revealed that gender budgeting was very paramount but with minimal consideration given to gender expertise. And in terms of implementing specific gender projects, the study found that civil society was a leading implementer with the Assembly serving as a partner during implementation. However, it was revealed such projects have short life spans.

With regards to objective two which focused on the resource distribution of the Assembly, even though respondents had varied views, the findings revealed that the budget for doing gender mainstreaming work being captured in the overall budget of the Assembly was the highest and this was done by incorporating the specific estimated budget presented by the GDO. This revealed the issue of gender in-sensitive budgeting. In relation to trainings to build the capacity of the Assembly, it study found that priority was given to staff mostly and senior management. Senior management for instance was a priority because of their position of influence. It was also revealed that, budgetary allocation most prioritized areas were programs and trainings with the least being projects as projects were capital intensive and would require huge budgetary allocations.



With reference to objective three which sought to examine how TaMA's monitoring and evaluation system account for gender mainstreaming performance, the findings revealed that sufficient resources were allocated for monitoring and evaluations as a mechanism to account for gender mainstreaming performance. It was also revealed that although sex-disaggregated data was utilized, the monitoring and evaluation system of the TaMA is affected by gender imbalance as the monitoring and evaluation team is largely constituted by men with the Gender Desk Officer (GDO) serving as the only female on the core team. Thus, any other female added to the monitoring and evaluation team is dependent on the type of project and the sector or department in charge. It was further revealed that the main achievement of the TaMA's monitoring and evaluation system for gender mainstreaming was improvement in decision making as attention was drawn to glaring gender inequalities which caught the attention of decision makers to be considered. Also in monitoring and evaluating the performance of gender mainstreaming, it was found that the Assembly utilizes public hearings or town hall meetings to disseminate information to the people as well as the use of the local media. And through this, they got feedback from the people. However, there was no form of monitoring and evaluation of staff and departments as a measure of performance in mainstreaming gender in their work.



For the final research objective which looked at the challenges, gaps and successes in the gender mainstreaming effort of the TaMA, the research revealed that various factors have affected the strategy of gender mainstreaming to achieve gender equality in the work and governance of the TaMA as a local government institution. Some of the challenges included gender imbalance at both the Assembly and the grassroots, socio-cultural beliefs, uninformed constituents on gender issues and frequent transfer of technocrats. The major constraining factor was resource allocation to effectively mainstream gender in the Assembly. It further revealed that, gender mainstreaming

in TaMA has had limited success as there is limited evidence to show its internalization. However, there were still some successes chalked by the Assembly and these included; engaging women at the grassroots, some women advancing to higher positions as assistant directors, partnerships with civil society and private organizations, advocacy and sensitization through the media and at the community level.

Some of the gaps the study identified include: how proper legislation of gender mainstreaming issues could be enforced and complied with in various departments and sectors of the Assembly, how proper monitoring and evaluation of gender mainstreaming issues should be carried out in all these departments and sectors, the implication of the exclusion of women in key decision making positions which exposes the gender-biases and blindness within the Assembly's structures, the treatment of women specific projects and programs as gender mainstreaming work which makes the Assembly miss out on the need to fully commit to gender mainstreaming in its structures and processes in order to address structural inequities. An increase budgetary allocation for gender programmes, projects and policies, utilizing experts to take charge of the gender unit, continuous capacity building for staff on gender mainstreaming, as well as enhancing the monitoring and evaluation system were some critical recommendations to address gap areas to further support an effective implementation of the strategy of gender mainstreaming.



5.3 CONCLUSIONS

From the findings, discussions and having satisfied the research objectives, the researcher concluded that the Tamale Metropolitan Assembly (TaMA) still requires significant changes in its structures, systems and processes in order to break down gender barriers and reduce institutional inequalities. Gender mainstreaming has in a way been adapted in the TaMA as a mandated institution providing a space to raise gender issues in a non-confrontational way but there is the need for greater commitment and transformative actions to ensure accountability.

Regarding the demographic characteristics of respondents, the study concluded that the gender imbalance was a hindering factor to the mainstreaming effort of the Assembly. The study also concluded that respondents were aware and could appreciate gender issues especially with their levels of education.

For objective one, the study concluded that gender mainstreaming was limited in its application to just a unit and an individual which does not necessarily translate into the total commitment of the Assembly as there is no institutionalized strategic pathway for integrating gender in systems, structures, policies, programmes and projects. An engendered institution is however necessary for effective governance but the institutional framework of TaMA is challenged as a result of its failure to appropriately translate the national gender policy into a gender strategy for the Assembly. It was thus concluded that, the national gender policy functionality and implementation within the TaMA was poor. Also, the Assembly is yet to fully embrace women as active agents of change rather than as passive receivers of development outcomes as few women are part of the Assembly's decision making processes.



With regards to objective two, the researcher concluded that the development resource distribution for gender mainstreaming in the work of the Assembly was inadequate both financially and gender expertise. Not only was there not enough funds to carry out gender mainstreaming work but also gender expertise was minimal. In addition, gender-sensitive budgeting was not properly done as the budget from the GDO was the one added-on to the overall budget. And while trainings were held for staff and management, it was not adequate and limited leaving out a huge chunk of the Assembly's population. The study also concluded that, human resource in terms of external expertise in gender specialized knowledge was rarely utilized as integral for gender mainstreaming implementation.

In reference to objective three, the study concluded that while external monitoring and evaluation accounted for gender mainstreaming performance that was not the same for internal performance. Probably the management or leadership of the Assembly did not see the need to have internal mechanisms to ascertain gender mainstreaming performance. If the leadership was committed to the process of gender mainstreaming, all staff and departments would have been monitored and evaluated on their implementation of the strategy. The researcher thus concluded that, the political will for gender mainstreaming is established to be low as there are no accountability mechanisms and responsibility of implementation for actors within the Assembly.



For the final research objective, the researcher concluded that despite some of the gains in the TaMA's effort to mainstream gender, there still varied challenges that need to be addressed. From the study, it can also be concluded that the main institutional barriers affecting the gender mainstreaming process include lack of political goodwill from the government, absence of an internal gender policy, inadequate budget and technical staff among others and the major external barrier was socio-cultural factors. The study finally concluded that gender

mainstreaming in the TaMA is still faced with gap areas in terms of legislation, resource mobilization, women's leadership among others

5.4 RECOMMENDATIONS

On the basis of the research conclusions, the study proceeded with the following recommendations to ensure gender mainstreaming accountability in local governance. Because there is no one solution for effective implementation, gender mainstreaming requires a coordinated effort with great commitment focusing on the indicators that are context appropriate.

First, there is an urgent need to close the gap between just accepting policy to actual implementation. The Assembly should build its capacity in order to create a gender-sensitive environment by developing gender-sensitive skills at all levels so that appropriate mechanisms can further be developed to effectively translate the national gender policy into a gender strategy at the local level and to specifically achieve the third commitment in the national gender policy which is women's leadership and accountable governance. This will enhance the collective capacity of the TaMA in appreciating gender concerns.

Secondly, women must be involved in the political processes at the local level as key decision makers. There should be an examination of the structures and procedures of the TaMA to remove all barriers that prevent the inclusion or otherwise participation of women in decision making and to ensure equitable representation. To get more women elected as Assembly members, it is imperative to adapt the women's ballot as was exemplified in Rwanda which would automatically get more women into the Assembly's decision making processes. This could be used to get a quota of women participation which eventually would lead to a balance



representation and inclusive governance. If this is made possible, these women should be equipped with informed knowledge on gender issues in order to be able to influence decision making in the Assembly as well as ensure the implementation of the gender mainstreaming strategy is transformative. Substantially, civil society and other stakeholders must champion the immediate pass of the Affirmative Action Bill which would allow 40 percent representation of women in governance and other public positions. A conscious effort should also be made to provide leadership mentoring for young women to aspire to political leadership with established platforms for nurturing such potentials as a transformative measure.

Thirdly, good governance should have a gender face. Each sub-metro as well as departments should have gender focal persons with clearly articulated roles and responsibilities who report directly to the Gender Desk Officer (GDO) at the Assembly and whose position should not be supplementary but given prominence as a key decision maker. There should be regular submission of reports from the Assembly to the Ministry of Gender, Children and Social Protection (MoGCSP) detailing measures put in place as well as progress made in integrating gender in their work and governance processes as per international and local agreements. By this, a gender audit is needed to ensure effective gender mainstreaming in all the practices and processes at the TaMA as well as its sub-structures. The MoGCSP should also commit to its monitoring and evaluation strategy which includes; monthly updates, mid-year assessment and annual review in line with its strategic implementation plan.

Also, the state and its agencies can as a matter of fact accelerate work on the achievement of gender equality in governance. Institutional policies, programmes and projects can be reformed to support Gender Mainstreaming accountability. There should be working gender policies with monitoring and evaluation of gender mainstreaming activities in all government institutions to



ensure that not only compliance, but that proper implementation is done. The government should enhanced collaborations between gender mechanisms and those responsible for implementation of gender policies. Stakeholders in gender policy implementation should take strategic policy actions such as legislation and administrative reforms to make the integration of gender in structures and systems meaningful. There should be continuous sensitization on gender mainstreaming importance for the staff of government agencies as well as for the public as a measure to de-construct socio-cultural factors.

Finally, all these efforts would not be achieved without adequate resource support to close the implementation gap. Among competing issues within the political domain, gender mainstreaming should equally be prioritized as a political issue. The political will of government should therefore reflect in the financial resource distribution for gender mainstreaming and not necessarily left to donor or NGO support. Adequate financial resources must be made available to the national machinery and gender-sensitive budgeting should reflect in all units, departments and sub-structures of the Assembly. Civil society should support by mobilizing resources from all sources and sectors, measuring progress and holding implementers accountable in order to yield meaningful results for gender mainstreaming implementation.



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APPENDIX 1: DATA COLLECTION INSTRUMENTS

I: STRUCTURED INTERVIEW

Thank you for agreeing to participate in this interview. I am Hikmat Baba Dua from the University for Development Studies Graduate School and this research is in partial fulfilment of a Master of Philosophy in Development Studies. The research is intended to assess the integration of gender in the work of the Tamale Metropolitan Assembly (TaMA) as a local governance institution. Your answers would be treated as confidential. Your name and identity would therefore not be revealed. You are however expected to sign a consent form for participating in this research and for your views to be recorded.

SECTION 1: SOCIO - DEMOGRAPHIC CHARACTERISTICS

1. Gender.

- Male*
- Female*
- Other, specify.....

2. Age.

- 20-29
- 30-39
- 40-49
- Other, specify:

3. Education.

- Secondary*
- Diploma*
- Degree*
- Other, specify:

4. Unit.

- Planning and Co-ordinating
- Finance
- Human Resource
- Other, specify:



SECTION 2: SYSTEMS AND STRUCTURES

5. What constitutes the Assembly's structure? *[Please tick all that apply]*

- The general Assembly?*
- The sub-metros?*
- The town councils?*
- The unit committees*

6. How is gender mainstreaming done in the general assembly and its sub structures?
[Please tick all that apply]

- Adoption of a gender policy*
- Internal changes of processes*
- Women's leadership in decision making*
- Other, specify:*

7. How does the Assembly and its sub structures support gender mainstreaming activities?
[Please tick all that apply]

- Resource allocation*
- Partnership with Civil Society*
- Reporting Strategies on GM*
- Other, specify:*

8. What strategies are available for promoting women in the Assembly and its sub structures? *[Please tick all that apply]*

- Quota for women representation*
- Training for women*
- Engaging women's groups*
- Other, specify:*

9. In addition to the GDO, which positions also require gender awareness? *[Please tick all that apply]*

- Assembly Members*
- Assembly Staff*
- Committee Chairs and members*
- Other, specify:*

10. How is performance review carried out on gender mainstreaming? *[Please tick all that apply]*

- Self-appraisals on results*
- Review by the GDO*
- Review by a superior*



Other, specify:

11. Please name the indicators used in performance reviews:

a.

b.

12. How does the Assembly ensure information delivery and feedback on gender issues?

[Please tick all that apply]

Public hearings/durbars

Media engagement

Assemblymen engagement

Other, specify:

13. Does the Assembly carry out gender research? *[If No, skip question 10 and if Yes, proceed to question 14]*

Yes

No

14. What research has been done on effective gender mainstreaming in the Assembly?

[Please tick all that apply]

Research to inform policy implementation

Research to raise awareness on gender issues

Research on progress of gender mainstreaming

Other, specify:

SECTION 2: POLICIES, PROGRAMMES AND PROJECTS

15. How has the Assembly translated the National Gender Policy at the local level? *[Please tick all that apply]*

Internal strategies and policies are developed

Adoption of an action plan

Review of old policies/bye-laws to incorporate gender issues

Other, specify:

16. What strategies are put in place to integrate gender in programmes and projects at the Assembly? *[Please tick all that apply]*

Gender planning

Capacity building for implementers



- Engaging both men and women*
- Other, specify:*

17. How does the Metro Gender Desk Officer facilitate the integration of gender in internal policies, programmes and projects? *[Please tick all that apply]*

- Ensures the formulation of a gender strategy*
- Champions affirmative action to increase the number of women*
- Advocates for sex/gender disaggregated data in development planning*
- Other, specify:*

18. In programme and projects design, which of these are considered? *[Please tick all that apply]*

- Gender Analysis*
- Gender Budgeting*
- Gender Expertise*
- Other, specify:*

19. Specific gender programmes and projects are planned and implemented by? *[Please tick all that apply]*

- The Assembly*
- Civil Society/NGOs*
- Private Institutions/organizations*
- Other, specify:*

20. How is participatory planning ensured in programmes and projects at the TaMA? *[Please tick all that apply]*

- Involving both men and women in communities*
- Engaging external experts*
- Engaging other stakeholders*
- Other, specify:*

SECTION 3: RESOUCE DISTRIBUTION

21. How is gender issues treated in terms of budgetary allocation? *[Please tick all that apply]*

- Included in the overall budget*
- Have a specific budget*
- Considered among social issues budget*



Other, specify:

22. How is gender mainstreamed into the overall budget of the TaMA? *[Please tick all that apply]*

- Inclusion of affirmative action policies*
- Strategic programmes to create a level play ground*
- Strongly titled budgets for faithful implementation*
- Other, specify:

23. A gender sensitive budget at the TaMA considers? *[Please tick all that apply]*

- A gender equality targeted expenditure*
- Women's priority public services*
- Gender balance in public sector employments*
- Other, specify:

24. Who is considered for gender training to enhance their capacity on gender issues? *[Please tick all that apply]*

- Senior Management*
- Staff*
- Assembly Members*
- Other, specify:

25. What is the priority of the TaMA in terms of budgetary allocation on gender issues? *[Please tick all that apply]*

- Trainings*
- Projects*
- Programmes*
- Other, specify:



SECTION 4: MONITORING AND EVALUATION

26. Why do you think monitoring and evaluation should take account of gender issues? *[Please tick all that apply]*

- Development interventions affect men and women differently*
- Poverty and other issues affect men and women differently*
- Men and women have different needs and priorities*
- Other, specify:

27. Which of the following mechanisms is used by the TaMA to ensure gender equality in programme monitoring and evaluation? *[Please tick all that apply]*

- Sufficient resource allocation*
- Utilizing experts as facilitators*
- Relevant methodologies are defined*
- Other, specify:*

28. Does the Assembly have a monitoring and evaluation system? *[If No, skip question 30 and if Yes, proceed to question 29]*

- Yes*
- No*

29. Which of the following has the TaMA monitoring and evaluation system successfully achieved? *[Please tick all that apply]*

- Promoted accountability*
- Effective resource allocation*
- Improved decision making*
- Other, specify:*

30. As your final comment, what do you think can be done to address gaps that affect effective gender mainstreaming?

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Thank You.

II: KEY INFORMANT INTERVIEW

Question 1: How do you support the work of TaMA in mainstreaming gender?

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Question 2: How are you able to translate the implementation of the National Gender policy in the work of the Assembly?

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Question 3: What budgetary allocation is made for effective gender mainstreaming in the Assembly?



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Question 4: What challenge(s) have you noticed in your effort to mainstream gender in the work of the Assembly?

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Question 5: What success (es) have you noticed in your effort to mainstream gender in the work of the Assembly?

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UNIVERSITY FOR DEVELOPMENT STUDIES



Thank You.

APPENDIX 2: CONSENT FORM

UNIVERSITY FOR DEVELOPMENT STUDIES

DEPARTMENT OF AFRICAN AND GENERAL STUDIES

Research Title:

Gender Mainstreaming Accountability in Local Governance: An Institutional Assessment of Gender Integration in the Tamale Metropolitan Assembly of Ghana.

Preamble to Consent:

My name is Hikmat Baba Dua, a postgraduate student from the University for Development Studies, Wa Campus. I am undertaking this research in partial fulfilment of the requirement for the award of a Master of Philosophy in Development Studies. The goal of this study is to obtain more information and perspective on gendered mechanisms of governance at the local level as driven by policy in the Ghanaian context. As such, the main objective of the study is to assess the mechanisms the Tamale Metropolitan Assembly (TaMA) has put in place to account for gender mainstreaming commitments in its governance systems and work.

For the purpose of this study and to obtain appropriate and objective data, I entreat that all information given in this interview should be devoid of any form of deception.

Information obtained from this interview would be handled with utmost confidentiality and would not be used in a manner that may harm the respondent, group of persons or institutions related to the respondent.

If you agree or decline to take part in this interview, please tick on the appropriate option:

I agree to take part in the study []

I decline to take part in the study []

Thank You.

