

**AN ASSESSMENT OF GENDER MAINSTREAMING IN PROMOTION OF
GENDER EQUALITY IN THE LOCAL GOVERNMENT COUNCILS**

MASTER OF PUBLIC ADMINISTRATION AND MANAGEMENT – THESIS

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MASTER OF PUBLIC ADMINISTRATION AND MANAGEMENT – THESIS

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DECLARATION

I, hereby declare that this thesis is my own original work, which has not been submitted to any other institution for similar purposes. Where other people's work has been used, acknowledgements have been made

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CERTIFICATE OF APPROVAL

The undersigned certify that this thesis represents the students own work and effort and has been submitted with our approval

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Second Supervisor

DEDICATION

I dedicate this thesis to my late Brother DR Brown Chawanangwa Msiska who made me dream big and supported my academic endeavours. I love you BIGGA and I will always love you.

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ABSTRACT

Many developing countries have signed agreements to promote gender equality. One of the strategies that is believed to push countries to achieve total equality is gender mainstreaming. However in as far as countries have implemented this strategy within government institutions gender equality is failing to be achieved in many institutions. This study therefore aimed at assessing gender mainstreaming in promotion of equality in local government councils in Malawi, particularly at Blantyre City Council, Luchenza Municipal Council, Mangochi Town Council and Mwanza District Council. The main objective of the study was to assess gender mainstreaming in promotion of gender equality in the local government councils. Specific objectives of the study were to assess implementation of Gender Mainstreaming in local government councils in Malawi, to analyse effects of gender mainstreaming in Malawi and to explore challenges facing gender mainstreaming in local government councils in Malawi. This was an empirical study based on qualitative research design as a result data was collected through key informant interviews and focus group discussions. The study revealed that implementation of gender mainstreaming in local government authorities in Malawi was generally not systematic due to absence of gender mainstreaming prerequisites and also due to failure to follow prescribed mechanisms of implementation, The study also found that gender mainstreaming was not formally implemented due to lack of political will to enforce it, lack of education which make women fail to qualify for jobs, child marriages which make women marry early and drop from school and Culture which forces people to look down on women and not give room to participate in decision making. Overall the study revealed that gender mainstreaming in local authorities in Malawi government councils was not successful.

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LIST OF ABBREVIATIONS

CBOs	Community Based Organisations
DGA	Department of Gender Affairs
DC	District Commissioner
GAD	Gender and Development Theory
GFP	Gender Focal Person
GFPs	Gender Focal Points
GM	Gender Mainstreaming
LDF	Local Development Fund
MOGCDSW	Ministry of Gender, Children, Disability, Social Welfare
NGOs	Non-Governmental Organisation
EIGE	European Institute for Gender Equality
ECOSOC	Economic and Social Council
OECD	Organisation For Economic Cooperation and Development
ILO	International labour Organisation
YONECO	Youth Net Counselling
MAGGA	Malawi Girl Guide Association
WID	Women in Development
UN	United Nations
UCLG	United cities and Local Government

CHAPTER ONE

INTRODUCTION

1.1 Introduction and Background

This chapter introduces the study. It presents the background to the study, problem statement, study objectives, research questions, significance of the study, organization of the chapters and ends with chapter conclusion.

The issue of sidelining women on different life aspects has been there for decades and progress has been made to eliminate discrimination against women in all aspects of life . Conferences on advancement of womens rights have been conducted from 1970's to date, some of them include the mexico conference were the year 1976 and 1985 were considered to be the United Nations decade for women. The second conference was in 1980 in copenhagen were a program of action, called for stronger national measures on women's rights. The third conference was in Nairobi in 1985 were a review on the achievements of the United Nations decade for women was done (Gwa, 2006). The fourth conference was the Beijing conference in 1995 which aimed at ensuring that rights of women are respected. The Beijing Declaration and Platform for Action in 1995 looked at gender mainstreaming as a global strategy for fostering gender equality. At the time, mainstreaming was hardly a brand-new strategy. The mainstreaming strategy had been in development for several years before the Beijing conference as an alternative to previous tactics for achieving equality. The Beijing conference was however an important landmark for mainstreaming, in that governments, NGO'S and international organisations gave political legitimacy to the strategy (Hannan, 2000).

During 1970s there was a growing advocacy on the concern of women in development when greater attention began to be paid to the basic needs and rural productivity. Gender concerns during this time were not considered to be a human Factor in development and the first call of attention towards women issues and gender began when Ester Boserup published her book *womens role in economic development*. Boserup noted that illiteracy of women which was greater than that of men made men to be more privileged for work opportunities than women and that most projects of western development policies ignored and undermined women economic opportunities.

It was due to the writing of Ester Boserup that led to adoption of new strategies to foster gender equality. Some of the new strategies that were adopted to promote gender equality include women in development strategy (WID)) and gender and development strategy(GAD). Women in development strategy emphasised womens rights to development, recognition of womens economic role in national economies and also gave a voice of women in developing countries. Gender and development strategy on the other hand was developed with the idea of improving the development model by removing disparities in social, economic and political balances between women and men as a pre condition for achieving people centred development(Gwa, 2006) These strategies however failed to meet the objective of promoting gender equality such that they fell short on improving unequal relationships and significant number of projects were unsustainable as development projects failed to consider the multiple roles carried out by women, leading to a development model that in the end disadvantaged women(Gwa, 2006). This is why gender mainstreaming strategy was discovered and what was common to the discussion of gender mainstreaming during the Beijing conference, was that gender mainstreaming should be integrated into all aspects of life so that gender equality should be promoted.

This study is about an assessment of gender mainstreaming in promotion of gender equality in the local government councils. The study emanated from revelations that many local authorities achieve little in the area of gender equality because they lack necessary capacity for strategic planning (UN HABITAT, 2019). Gender equality has been viewed by many nations as one of the tools to promote development. There has been an implementation of strategies worldwide to ensure that gender equality is

achieved and some strategies have minimal achievements and other strategies failed to achieve anything with regards to their objectives. In most parts of the world, women are overwhelmingly more disadvantaged than men are. They face discrimination and their status is very low. This is due to numerous reasons, which fall under the denominator of gender inequality. These inequalities are not only a threat to women's basic human rights, but pose also a serious threat to the social and economic development of societies (Hannan, 2000).

Gender mainstreaming therefore is believed to be one of the best strategies to promote gender equality. Gender mainstreaming is understood as the integration of gender perspective and gender analysis into stages of design, implementation and monitoring of projects, programs, policies or planning at all levels local, regional and national.

According to the UN HABITAT study in 2019, local governments can address gender equality by incorporating gender perspectives in local legislation, policies, programs, and projects based on gender sensitive analysis, as well as formulating and strengthening policies to promote full and equal participation of women in planning and decision-making. For many years, demands for greater gender equality have been widespread in both member states and the European Union (Elgstrom, 2000).

Despite the impassioned and generally praised aspirations of gender equality, women and men continue to be treated unequally in contemporary countries. Gender inequality exists in modern society, where women and men are treated unequally. Gender inequality refers to the disparities in benefit levels between men and women, which are frequently influenced by gender differences (Saisbury, 1999). Gender inequality has been on the public agenda for a long time, assuming many forms at various times and places (Anderson, 2018).

Malawi as a nation is a signatory to a number of regional and international agreements relating to women's political participation. Malawi has a National Gender Policy and following the development of National gender policy, a national gender programme was launched in 2004. The principal aim of the national gender programme was to operationalise national gender policy. The programme described a strategy of gender mainstreaming through the development process to bring about gender equality (White, 2007). Despite the implementation of National Gender policy through various women

empowerment and gender mainstreaming programmes in Malawi, gender inequalities especially under representation of women in decision making still persist. For example, Malawi gender profile index in 2011 was at 0.639, women only constituted only 16.2% in the executive, 12.9% in the judiciary and 22.3% in the legislature while in the city, municipality and district council's women in decision making position constituted 46%, 15% and 3.6% respectively (National Gender Policy, 2011). USAID report in 2016 indicated that Malawi rank was 173 out of 188 on the UN'S Gender Inequality Index.

This research aimed at assessing whether gender mainstreaming was promoting gender equality in the local councils as attributed by the national and international organizations. Similarly, the research dwelled much on how mainstreaming was applied on day to day activities especially on the issues of low representation of women in decision making at the local government councils.

1.2 Problem statement

Local government can provide women with a chance to contribute to development ideas easily unlike at the national level. O'Connell 1999 view local government as a tool that can provide women from the most marginalised communities with the chance to engage politically, to vote, to lobby and stand for election. He believes that women and community-based organizations have an easier time influencing local governance than national government. He continues to maintain that, at least in theory, local government is at the forefront of public service delivery and a catalyst for local growth and these are critical for achieving gender equality. What capacities do local governments have or need to effectively promote gender equality could be the crucial question (O'Connell, 1999). Kabeer (2005) was of the view that women who enter national parliaments are not generally from the ranks of poor people nor is there any guarantee that they will be more responsible to the needs and priorities of poor women than many men in parliament. In Africa there is low representation of women in the local government councils and hence men dominate in decision making. This poses challenges to gender equality. In 2005 the United Cities and Local Governments (UCLG) network using data from 60 countries found that a mere 9 percent of all mayors were women and 21 percent of local councillors were women (Njenga, 2010).

Furthermore, studies in Malawi reveals that there are challenges with representation of women in decision making at the local government. The study done by Chiweza (2016) stipulates that there are persistent low levels of women representation at the local government level and limited experience with local government. The council is made up of the council and service committees and about 7 percent of the local government council chairpersons are women and 40 percent of vice chairpersons are women. This indicates that a large proportion of women serve as vice chairpersons an outcome that can be attributed to the efforts of many council secretariats to promote gender balance in key decision making positions (Chiweza, 2016).

Chiweza (2016) continued to say that the number of women in service committees is also low, only in subcommittees is high. Due to low representation, women have challenges to articulate issues in local government structures and to steer deliberations in meetings.

The most common complaint made by women was that they do not understand how the council operates, that they are unable to communicate issues, and that they attend meetings only to listen (Chiweza, 2016). Female ward councillors, for example, revealed their lack of comprehension in a group discussion, saying, "We need to speak the truth, we don't know the job of the vice chairperson in these committees." The DC always calls the chairperson of the council (who are all men) for a briefing before each council meeting, but he never calls us, the vice chairpersons and we are simply told to sit with them at the council meeting as if we were a handbag" (Chiweza, 2016, P. 76). Other female councillors expressed similar sentiments: We are curious about the actual duties of vice chairpersons in council committees, as male chairpersons tend to have a lot more power. 'When this happens, it makes us female councillors appear foolish or not powerful (Chiweza, 2016).

According to Chiweza (2016), local government councils require assistance on the aspect of gender equality. Even though there is male dominance in representation if gender mainstreaming is implemented and is being followed then the males could have allowed the women to participate in decision making to promote equality. Osagi (1997) noted that gender mainstreaming is a strategy that aims to ensure that men and women benefit equally in all development aspects, however many agencies and organizations involved in mainstreaming do not do that in all programmes and as such it appears it

has become yet another politically correct term to use while in essence little gets done (Osagi, 1997). Hannan (2000) According to her research, around half of the population should be involved in societal progress via taking part in decision-making. Effective achievement of goals, implementation of activities, and attainment of anticipated outcomes will not be possible in the areas of poverty eradication and governance unless women and men are included in the entire process of decision making, planning, implementation, and monitoring (Hannan, 2000). There is no specific recipe or blueprint for mainstreaming that can be followed in every setting and what is common to mainstreaming, however, is that gender equality is brought into the mainstream of activities rather than being addressed as an afterthought. This means that a first stage in a mainstreaming plan is to determine how and why gender disparities and inequalities are relevant to the topic at hand, identify areas where these discrepancies might be narrowed, and choose an approach (Hannan, 2000).

The question is, is the low representation of women in decision making at the local government level a manifestation of the failure to implement gender mainstreaming at the local government councils? Gender mainstreaming is not an end in itself but rather a means to an end. If the local government councils have to promote gender equality using this strategy, then they are to follow all necessary steps of gender mainstreaming (Hannan, 2000). Gender mainstreaming requires incorporation of both gender perspectives and attention to the goal of promoting gender equality. Implementation of gender mainstreaming requires a clear understanding of what the gender perspectives or implications of different sector areas and issues are. Gender mainstreaming as a strategy can fail if gender perspectives are not known since it can be hard to determine what actions to be taken to address inequality (Hannan, 2000).

The purpose of this study therefore was to assess the implementation of gender mainstreaming in the local government councils, its impact or effect in promotion of gender equality and challenges of gender mainstreaming at the local government councils.

1.3 Objectives of the study

This study had an overall objective and specific objectives as follows

1.3.1 Overall objective

The overall objective of this study was to assess gender mainstreaming in promotion of gender equality in local government councils in Malawi.

1.3.2 Specific objective

In order to fulfil the foregoing broad objective, the study addressed the following specific objectives

1. To assess implementation of gender mainstreaming in the local government councils in Malawi
2. To analyse the effects of gender mainstreaming in local government councils in Malawi
3. To explore challenges facing gender mainstreaming in local government councils

1.4 Research questions

1. How is gender mainstreaming implemented in the local government councils?
2. What are the effects of gender mainstreaming in the local government councils?
3. What are the challenges of gender mainstreaming in the local government councils?

1.5 Significance of the study

Gender mainstreaming is critical in achieving gender equality which can boost development. A lot can be at stake if gender mainstreaming as a strategy is failing in local government councils. The study is relevant in the sense that a lot of studies of gender equality focus on the national level and not on the local level. O'Connell in 1999 is of the view that local government can provide women from marginalised communities with the chance to engage in political participation and it is easy for women to influence issues at the local government level than the national level (O'Connell, 1999). This study therefore helped to reveal how gender mainstreaming is implemented in the councils. This study filled the gap that exist as very few studies

focused on assessing how gender mainstreaming is promoting equality in the local government councils. The study could assist local government authorities and the stakeholders find ways to improve gender mainstreaming in the local government councils.

1.6 Organization of the thesis

This thesis had five chapters. The first chapter highlighted the introduction to the study that includes problem statement, objectives of the study consisting of overall and specific objectives, research questions, and significance of the study and organization of the thesis. The second chapter covered literature review and it was followed by methodology in chapter three, which presents approaches and methods used in collecting data and their analysis. Chapter four presented the discussion of findings on the four objectives of the study. The last chapter provided conclusion and recommendations.

1.7 Conclusion

This chapter presented an introduction of gender mainstreaming in local government councils. The chapter also presented problem statement, specific objectives, and questions of the study and significance of the study. The chapter finished with an outline of the organization of the chapters.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter presents literature review. It discusses the history and definition of gender mainstreaming, implementation of gender mainstreaming, effects of gender mainstreaming and challenges of gender mainstreaming, . This chapter also discusses theoretical framework of the study.

2.2 Gender mainstreaming`s history

The history of gender helps in understanding gender mainstreaming strategy. Many scholars provide a good understanding of the concept of gender. Kabeer (2000), was of the view that as more focus was paid to basic necessities, rural production, and informal sector activity in the 1970s, there was a growing advocacy on women's concerns in development. Gender issues were not previously recognized as a human aspect in development and were absent from early growth-oriented programs. The first call for attention to women's issues and gender therefore, came in 1970. During the year 1970 Ester Boserup, the field's first investigator published her book "Women's Role in Economic Development," which was unique at the time because of her pioneering perspective that emphasized women's situation in the process of economic and social growth in developing countries (Kabeer, 2000). Boserup questioned the modernization rationale of the time, which was that development initiatives will inevitably benefit women and other marginalized groups in establishing policy (Kabeer, 2000). According to Boserup the majority of western development strategies' projects harmed women's economic possibilities and autonomy (Boserup, 2007).

Boserup stipulated that two major feminist development frameworks were created, focusing on the need to improve women's status: Women in Development (WID) and Gender and Development (GAD). Women in Development promoted techniques aimed at integrating women into development initiatives, with the goal of improving women's access to development. These strategies included the adoption of western technologies, institutions, and ideals (Tu, 2015).

Gender and Development arose in the 1980s as a result of the experiences of Western social feminists and it acknowledged gender equality as well as addressing unequal gender relations, which were said to prevent inequitable development that usually hindered women from full participation (Connelly, 2000). It focused on the strategic differences between male and female and that women's roles were changing, as their ability to work collaboratively with men as change agents (Parpat, 2000). Gender and Development emphasis was on cultural portrayal of the sexes, the social construction of gender identity, and its influence on men and women's relative positions in society. However the two strategies failed to improve women status hence Gender Mainstreaming strategy was introduced. Gender mainstreaming is an approach for promoting gender equality, particularly in decision-making.

The study therefore reveals whether gender mainstreaming in local councils achieve or fails to achieve promotion of gender equality in decision making.

2.3 Definiton of Gender Mainstreaming

Several scholars have seen gender mainstreaming as a feasible strategy for eliminating gender inequality since the 1990s. According to most scholars, it has spurred much research and the adoption of various measures .

Gender mainstreaming is seen as a possible solution by many academics, politicians, and policymakers since it is seen as an attempt to implement gender equality policies as well as a way to address problems identified in prior gender equality strategies (Verloo, 2001). Gender mainstreaming, according to CIDA, is the major approach for ensuring that the government pursues gender equality in all aspects of development in order to realize the vision of a gender responsive society in which men and women gain equally from growth. In 2014, UN Women defined gender mainstreaming as a word

used in the development community to describe the process of incorporating women's and men's concerns and experiences into development policies and programs in order to achieve gender equality. On the other hand the report of United Nations Economic and Social Council (ECOSOC) in September 1997 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 as well as men concerns and experiences an integral dimension of 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 perpetuated. The ultimate goal is to achieve gender equality (ECOSOC, 1997).

The Beijing Declaration and Platform for Action in 1995 looked at gender mainstreaming as a global strategy for fostering gender equality. At the time, mainstreaming was hardly a brand-new strategy. The mainstreaming strategy had been in development for several years before the Beijing conference as an alternative to previous tactics for achieving equality. The Beijing conference was however an important landmark for mainstreaming, in that governments, NGO'S and international organisations gave political legitimacy to the strategy (Hannan, 2000). What is common to mainstreaming is gender equality should be integrated into daily activities rather than being treated as an afterthought. This means that the first stage in a mainstreaming plan is to determine how and why gender differences and inequalities are important to the topic at hand, identify areas where these differences might be narrowed, and choose an approach (Hannan, 2000).

However a number of fundamental misconceptions about gender mainstreaming developed in the years since 1995, which has hampered the strategy's implementation (Hannan, 2000). This is due to a misunderstanding of the fundamental notions of gender and gender equality. Many employees in many firms do not comprehend what mainstreaming is all about and many people's main concern with gender mainstreaming is, "How can it be used to promote equality (Hannan, 2000). When people do not understand what a concept means it is very hard for them to give attention and support the concept.

Furthermore Mukhopadhyay as an author gave a good narrative on how gender mainstreaming can work. The author is of the view that gender analysis is the bedrock of gender mainstreaming (Mukhopadhyay et al., 2006). Gender analysis looks into the distinctions between men and women, as well as between groups of women and men. It examines the relationships between men and women, notably in terms of access to and control over resources and decision-making. Gender analysis and the inclusion of data on women's and men's activities, responsibilities, contributions, priorities, and needs in development processes cannot bring about change in all areas (Mukhopadhyay et al., 2006). A clear political commitment to actively limit disparities and promote equality between men and women is required and it must be stated clearly in both policy and programming. The goal is to drive measures that will influence higher potential for fostering gender equality, not to produce documents that incorporate information from both men and women and provide documentation that a gender analysis has been done. This may alter the way objectives are stated, actions are carried out, and expected outcomes are established (Mukhopadhyay et al., 2006).

2.4 Gender mainstreaming implementation

Gender mainstreaming's success, according to Mehra and Gupta (2006), is determined by how well it is implemented. Aside from the common basic constraints and success elements for successful policy implementation, new scientific literature has also indicated a number of relevant factors for gender mainstreaming implementation. These factors were discovered through a comparison of prior gender mainstreaming efforts, which were mostly in the development field. Since the Beijing Declaration, numerous countries have accepted and adopted gender mainstreaming, although gender mainstreaming has yet to be fully implemented anywhere (Mehra & Gupta, 2006). However, recent attempts to mainstream gender have yielded crucial lessons, insights, and evidence that these lessons can now be used to model future success. Some of the factors suitable for implementation include;

2.4.1 Organization culture

Organizational culture is a crucial aspect in successful implementation of gender mainstreaming, according to prior experience and literature. It is critical to shift the values and perspectives on gender that exist inside organizations for successful

adoption (Mehra, 2006). Previous experience has shown that these changes can be achieved by ensuring gender balance within the organization, and more specifically within teams, by involving men as partners rather than viewing them as those who cause problems with gender mainstreaming, and by publicizing positive gender role models (Mehra, 2006). Training and communication appear to be critical in changing organizational values and perspectives on gender.

Within literature it shows that most International Non Governmental Organisations (INGOs) advocate for gender equality but their organisations have poor structures that do not reflect gender equality. This pose a big problem as they fail to potray good example. INGOs are to set their own houses inorder on issues of gender equality(Sweetman,1997).The INGOs are to implement transformative participatory programmes that addresses the causes of inequalities . “Some INGOs are subject to sexual harassment or fail to negotiate for increased pay then how can the advocate for women to have a voive in decision making in their communities if they do not experience inclusive decision making in their own organisations” (Cornwall and Rivas, 2015, p.410). Organisation culture as an approach to promote gender mainstreaming by International Non Governmental Organisations uses gender audit which uses interaction methodology (Harvey, 2010). This consist of staff survey followed by focus group discussions to deal with efforts at gender mainstreaming(Moser, 2005). The process incorporates action planning to ensure accountability to the reccommendations made by staff, however these audits are few and far between and tend to be once off (Rao and kundu, 2016).

Furthermore Mehra in 2006 noted that in the past, a lack of training and communication hindered the extent to which gender mainstreaming was fully integrated into organizational cultures (Mehra, 2006). A bad company culture, according to some researchers, could be a barrier to successful gender mainstreaming (Moser, 2005). In their alternative approach to successful gender mainstreaming implementation, Mehra and Gupta (2006) paid special emphasis to the cultural factor. Gender mainstreaming, they added, should be understood as a process rather than a quick fix for the larger institutional changes in norms and values that are required to alter people's hearts and minds (Mehra, 2006).

2.4.2 Political will

Political will is another condition for successful gender mainstreaming implementation. Leadership commitment appears to be intrinsically linked to political will and support. Leadership should make a public commitment to gender mainstreaming, revise the organization's mission statement to reflect this, and convey this to staff effectively (Mehra, 2006). Leaders provide staff the authority to implement gender mainstreaming policies in this way. Implementing gender mainstreaming begins with political will and support, which should be reflected in attempts to change company policies, processes, and systems (Mehra, 2006). The genderedness of systems and procedures, according to Verloo (2005), lies at the root of inequality. As a result, there may be a tension between the political will to change organizations' policies, procedures, and systems on the one hand, and the genderedness of these organizations' policies, procedures, and systems on the other (Verloo, 2005).

The genderedness of systems, procedures, and organizations (Verloo, 2005) could be extended to Bourdieu's assertion that "we have dwelled on historical frameworks of to be part of order in the shape of gender systems" (Verloo, 2005). Gender mainstreaming tactics usually involve new organizational norms that must be incorporated into institutional thinking and compete with existing norms (Wallby, 2005). In a political environment where men dominate gender mainstreaming will be difficult to achieve if this is the case, as it will necessitate changes to actual systems, processes, and organizations.

Political opportunities could also explain the extent to which gender mainstreaming is implemented in a political system. The term "political opportunity" refers to the political and administrative worlds being open to change agents, the presence of supporters inside the political and bureaucratic system, and the lack of major political schisms (Verloo, 2001). Gender mainstreaming must take place in a transparent manner with a variety of actors in order to be successful. Furthermore, successful implementation necessitates coordination throughout the political and bureaucratic structures and the role of networks as pressure groups, in particular, should not be disregarded when adopting gender mainstreaming (Verloo, 2001).

Overall, since policy implementation is a political process those in political institutions should have a positive attitude towards gender mainstreaming implementation, because

political will is necessary to build organizational commitment and legitimacy (Verloo,2001). However, since it has been stated that the genderedness of these policies, procedures, and systems is the root of inequality, which leads to conflict and may obstruct the successful implementation of gender mainstreaming one can claim that the political institutions do not advocate for equality.

2.4.3 The evidence of its relevance

Gender mainstreaming works best when its relevance is evident, this is according to research done by Mehra in 2006. Gender mainstreaming policies must be relevant for successful implementation. They must also be considered significant by those in charge of executing gender mainstreaming initiatives. A sense of urgency for gender mainstreaming is required to achieve greater gender equality (Mehra, 2006). It is also critical to assign specific employees for gender mainstreaming implementation in addition to making gender mainstreaming relevant throughout the company.

European Institute for Gender (EIG) on 13 December 2018 noted that gender awareness is crucial in achieving gender mainstreaming. Gender awareness aims at increasing general sensitivity, understanding and knowledge about gender inequality (EIG, 2018). Gender awareness among staff is crucial and staff awareness means the extent to which the employees are aware of some policies, situation, documents and other important information (Makinde, 2005). When staff are aware or have more information they know how relevant gender mainstreaming is and they give their all to achieve the agenda of equality (Behning, 2010). Gender awareness therefore can help to facilitate exchange of ideas among staff, develop competencies and skills necessary for societal change and can help in integration of gender perspective into policies , programmes, projects and services (EIG, 2018).

Mehra in 2006 noted that most employees assume, let alone fulfil gender mainstreaming tasks, according to experience. Staff commitment to gender mainstreaming policies is generally low due to a variety of factors, including a lack of relevance, a lack of appropriate staffing, and a lack of expertise and capacity. Gender mainstreaming staff should be convinced of the need and necessity of implementing gender mainstreaming policies. Gender mainstreaming should be explicitly described in policy plans to increase its relevance, as these documents are the beginning point for policy creation

and implementation. Overall, successful gender mainstreaming implementation is done when gender mainstreaming is seen as significant to by leadership but also by personnel. Gender mainstreaming should also be made relevant by the hiring of special staff who are responsible for implementing gender mainstreaming policy.

2.4.4 Commitment and resources from the top

Leadership from the top is crucial and probably even a necessary for successful implementation of gender mainstreaming, according to previous experiences and literature. Furthermore, leadership from other levels may be required, which would have to be assessed contextually for each project (Mehra, 2006). While the implementation of specific gender mainstreaming policies may vary depending on the situation, in almost every case in the past, leadership has been vital to success (Mehra, 2006). When senior leadership commits to gender mainstreaming, the organization gains legitimacy and resources to undertake gender mainstreaming. Leadership requires determination and commitment, as well as an openness to new ideas.

Leadership must have the will and commitment to innovate, as well as the willingness to devote resources and demand results. Most governments in Africa do not have leaders who have will to control properly resources and produce beautiful outcomes as they are used to corruption. Leadership and effective management have been shown in the past to be crucial to the successful implementation of gender mainstreaming since they can overcome hurdles and resistance during implementation. From an organizational standpoint, leadership is essential to begin the ball rolling, and then leadership is required to keep the ball rolling once gender mainstreaming has been adopted (Mehra, 2006). While top management should first openly proclaim their commitment to gender mainstreaming, it is expected that top management will also openly express their commitment. In this case therefore gender mainstreaming cannot be achieved if there is no good leadership as good leadership will lead to enforcement of the agenda of gender mainstreaming.

Countries that have good leadership are achieving good results in terms of gender equality through the strategy of gender mainstreaming hence this should be adopted by other countries that are failing to promote the gender equality aspect. Most leaders

claim that due to lack of resources they are failing to promote gender equality but in reality there are certain things under the aspects of gender equality that does not require resources but rather awareness and change of systems. Even though nongovernmental organisations are supporting various governments on gender mainstreaming issues most governments are using the funds meant for gender mainstreaming for other purposes hence this making the dream of gender equality unachievable. Leaders are to play an exceptional role towards gender equality and they are to be knowledgeable of the strategy of gender mainstreaming so that when they implement it they can be able to achieve the results.

2.4.5 Technical Support

Resources are required to carry out gender mainstreaming policies. When it comes to the technical resources required for gender mainstreaming implementation. The necessity for knowledge has been the topic of previous research. The availability of knowledge has already been identified as a contributing element in the adoption of gender mainstreaming. Gender expertise is required to provide hands-on technical help on how to mainstream to project personnel once an organization has committed to gender mainstreaming and created gender mainstreaming policy (Mehra 2006). Hiring gender coordinators or gender specialists could improve technical gender expertise. Furthermore, training and gender analysis tools could help build organizational and project staff technical competence (Mehra, 2006). Gender specialists could also improve organizational culture and employee commitment to gender mainstreaming policies by using research to demonstrate the costs and benefits of investing in gender (Mehra, 2006).

Aside from a heavy focus on skill as a vital resource for successful gender mainstreaming implementation. First and foremost, funding is required to guarantee that resources are available to support gender mainstreaming activities and components (Mehra, 2006). Furthermore, financial resources are required in order to engage gender specialists and experts or to organize training to improve the technical ability of the stand.

2.4.6 Training

Training is a key opportunity to help staff understand the relevance of gender mainstreaming internally and externally as this is vested with the need to foster support on gender issues (Sugow, 2019). According to Maatta and Lychage (2011) training opportunity is a long term process that requires sustained attention and commitment for enhancing and ensuring awareness on the side of staff on development mechanisms for evaluation. Building capacity for staff can help provide address for training on gender awareness issues and this can help to reduce burden about gender issues among gender experts (Grandy & Mavin, 2012).

Gender mainstreaming training can help to build a more open organizational culture, make gender mainstreaming more relevant to leadership and staff as they will be trained on the requirements in promotion of gender mainstreaming.

Gender training, like gender policy development, is frequently tailored to local circumstances (Moser, 2005). Overall, people tend to think that training organization and attendance may assist significantly to gender mainstreaming implementation however this is not the case such that even when time and resources are substantially invested in the organization of trainings, the staff reports that the training experiences are unsatisfactory (Mehra, 2006). As a result, despite theoretical promise, training may not lead to more successful gender mainstreaming implementation in practice (Mehra, 2006).

2.4.7 Monitoring, assessment, and accountability

Long-term performance and sustainability require evaluation. Gender sensitive evaluation is a systematic and objective assessment of design and planning, the implementation and results of an ongoing or completed activity, project or policy from a gender perspective (European Institute for Gender Equality, 2019). During evaluation the evaluators look at four things efficiency, relevance, impact and sustainability. Furthermore gender impact assessment provide avenue for evaluation of the effect that gender has on particular issues and its measurement (Sugow, 2019).

Accountability on the other hand is essential for successful implementation since it allows one to determine whether gender mainstreaming has taken place (Mehra, 2006). Analysis of outcomes and results and comparing them to expectations and/or baseline

conditions helps to determine the extent to which gender and development goals have been met (Mehra, 2006). Poor accountability is a hindrance to effective gender mainstreaming implementation (Mehra, 2006).

Instead, thorough monitoring of gender mainstreaming activities has also proven to be beneficial to gender mainstreaming implementation. During monitoring indicators must be monitored on a regular basis as this allows leaders to judge how far gender mainstreaming has progressed (Mehra, 2006). Monitoring is necessary to ensure that mainstreaming and project implementation are on track, as well as for troubleshooting and mid-course corrections (Mehra, 2006).

Finally, one of the most important criteria for successful gender mainstreaming has been the implementation of evaluation methods. To stay on course and identify results and impact, evaluation procedures are essential (Mehra, 2006). Furthermore, worldwide developments highlight the significance of evaluation in gender mainstreaming implementation. Reviews and evaluations have revealed a significant disparity between Beijing's official promises to gender mainstreaming and their actual implementation (Moser, 2005). Moreover, despite the original policy pledges made in Beijing in 1995, gender mainstreaming implementation has been described as embryonic in evaluations (Mehra, 2006). Overall, accountability systems, monitoring, and evaluation help in implementation of gender mainstreaming.

The discussion above is further supported by Kirima in 2019 who also identified hindering factors to gender mainstreaming implementation such as inadequate commitment from top down to the institutions, lack of understanding on gender concepts, inadequate training and awareness of people, inadequate resources and socio cultural factors and poor system of monitoring and evaluation. Thus policy makers should have gender awareness and competence to integrate a gender perspective into all policies and tend to work within gender blind institutional structures (Roggeband et al, 2016). Wakwabubi in 2019 also stipulated that gender mainstreaming is influenced by demographic characteristics such as age, position of stakeholders and professional qualifications. Other scholars such as Palmen and Schmidt (2019) were of the view that governance framework, top management commitment, bottom up participation, strategies for tackling resistance, resources, sustainability of actions, gender

competence, experience and knowledge are also factors that can enhance good implementation of gender mainstreaming.

2.6 Gender Mainstreaming Challenges

Gender mainstreaming has not been easy to adopt, and organizations still face numerous challenges (Tiessen, 2007). The genderedness of organizations, according to Benschop and Verloo (2006) and Tiessen (2007), is a difficulty that gender mainstreaming does not always address. Rao (1999) argues that achieving gender equality requires unraveling most organizations' ingrained masculinist ideas and practices. Rao believes that gender mainstreaming will not happen unless the basic structural issues are addressed. The deep structure of an organization is the set of beliefs, history, culture, and practices that make up the unquestioned, standard method of operating in organizations (Rao, 1999). Rao stated that the only approach to address the deep structure for gender equality is to fundamentally change the way businesses are run by bringing diverse perspectives to the surface and working with power to facilitate dialogue and new practices (Rao, 1999). This simply means that most organisations have cultural values which they use when they want to foster gender equality and it is these values that hinder or challenge promotion of gender equality. They are resistant to change the structures and hence find it hard to promote gender equality and this makes the organisations to do minimal changes with the aspect of gender which still pose challenges for women who work in such organisations.

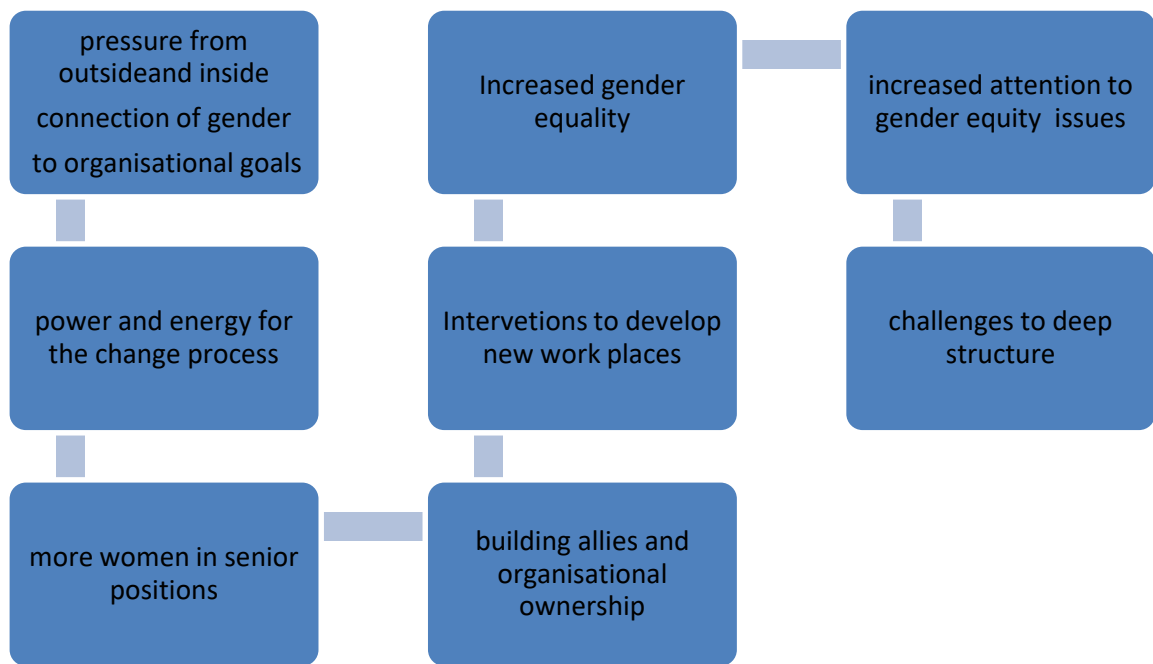


Figure 1: challenging the deep structure for gender equality (Rao, 1999).

Another issue with gender mainstreaming is a lack of conceptual clarity among organizations that have attempted to mainstream gender. Most organisations are not clear on how they are mainstreaming gender in the organisation which in the end brings about confusion as whether mainstreaming is implemented or not and lack of clarity makes others lack knowledge on the whole aspect of gender mainstreaming. Another challenge is that simplifications of gender differences and relations that are disappointing disregard men on the ground, hence pose challenges that affect women (Panda, 2007). Men are not included when ever they are making decisions with regards to women hence this makes them fail to give attention when new laws are implemented on gender mainstreaming. If men are included they could give more attention and support the agenda of gender mainstreaming. Projects that focus on mobilizing women while restricting male participation at various levels are not a step forward in changing gender relations (Panda, 2007). The decade of gender mainstreaming experience has taught numerous lessons that have resulted in negative outcomes (Mukhopadhyay et al., 2004).

Furthermore one of the major roadblocks to achieving gender equality in recent years has been developing and implementing policy recommendations for societal change

and guaranteeing effective implementation (Anderson, 2018). Several issues developed when the proposed policy was implemented in the real world.

According to previous research it was found that the values for gender mainstreaming policy were not being implemented, the original decision was ambiguous, the policy directive conflicted with other policies, the policy was not seen as a high priority, there were insufficient resources to carry it out, it provoked conflict with other significant players, the target group proved difficult to reach, and the things that were done did not have the expected impact (Colebatch, 2009). Furthermore, the element of time may influence policy implementation. When circumstances change over time attention will shift to other problems. This is to say that during gender mainstreaming implementation the concept was in conflict with other policies that seemed to address the same agenda of promoting equality hence people failed to give attention to the new concept of gender mainstreaming and with time people focused on other aspects other than gender mainstreaming. As a result, the original policy stated objectives become less essential (Colebatch, 2009).

Several of the implementation challenges stated have frequently been observed when it comes to gender mainstreaming. One barrier is that gender mainstreaming clashes with other policies. Some contend that gender mainstreaming policies compete with women-specific initiatives, as Bachi and Eveline in 2010 described. Because of the apparent goal (reaching gender equality) and the ultimate result (distracting attention from original women-specific actions) in the real world, this has a detrimental influence on policy implementation. Aside from policy directives clashing with current policies, earlier research has shown that policy norms occasionally contend with conventional norms, resulting in a similar implementation issue. Gender mainstreaming programs frequently require new organizational norms, which must contend with conventional norms for entry into institutional thought (Elgstrom, 2001). These conventions may be patriarchal, leading to patriarchal political formations. Gender mainstreaming often entails new norms for an organization and organization in general, as well as political organizations, which are historically masculine and forming unconscious schemes of perception and appreciation of gender mainstreaming initiatives and gender inequality issues in general.

In addition some institutions have different challenges they face with regards to implementation of gender mainstreaming. Findings of a study in Taiwan include, resistance or passive attitude from frontline bureaucrats, lack of communication and discussion, inappropriate external consultant, lack of gender related basic data, poor auditing and monitoring system from frontline bureaucrats (Sen, 2000). Resistance from frontline bureaucrats is a challenge in the way that if those in senior positions do not want to support the agenda being promoted then no one will hence with gender mainstreaming literature it shows that those in higher positions are resistant to enhance change over gender issues. Lack of communication and discussion is a challenge in the way that if an institution does not use proper channels of communication to advocate for gender mainstreaming then people will not be aware of gender mainstreaming and its relevance. Lack of gender related data is a challenge in the way that if those implementing gender mainstreaming aspect could review studies done by others in promoting gender equality then they could be knowledgeable on why other strategies failed to promote gender equality and what to do with gender mainstreaming in order to meet its intended purpose. Poor auditing and monitoring system are challenges in implementation of gender mainstreaming in that way that if there is poor auditing budget for gender mainstreaming can be compromised hence affecting the goal of promoting equality. On the other hand on monitoring system, one can not implement something without monitoring it. The case with gender mainstreaming it seems most times institutions that implement gender mainstreaming do not monitor how things are working after implementation.

Sen in 2000 was of the view that there was resistance from frontline bureaucrats as gender mainstreaming is a job different from what they do and hence it was an unwelcome additional job. Resistance was observed among bureaucrats at the basic level. However the resistance was minimised after institutionalisation of the tool for a period of time. Findings showed that lack of basic gender data was a challenge to mainstreaming. This was due to three reasons; one was simply that government did not have any relevant study or survey to generate basic data. The other is that the project planners who often times were not familiar with gender issues hence did not know what relevant gender statistics or data should be provided.

Many critics also point to how gender mainstreaming has been operationalized to fit the goals of foreign development agendas that aren't necessarily concerned with concerns of equality (Mukhopadhyay et al., 2014). This is to say that the aspect of gender mainstreaming mostly adopts aspects of foreign countries hence some aspects under gender mainstreaming can not work in developing countries hence this brings challenges. Others point how the haphazard adoption and adaptation of gender mainstreaming concepts has resulted in widespread popularization of ideas such as women being less corrupt than men, images of women as more environmentally conscious or inherently peaceful, resulting in myths that only serve to obscure the complexity of men and women's lives and the interaction of gender issues with class and age (Cornwall et al., 2007). Researchers and practitioners who want to find new and inclusive ways to address gender disparity must first comprehend social cultural norms.

2.7 Effects of gender mainstreaming

Scholars have done studies to assess effects of gender mainstreaming in local government authorities. Callestig and Lindholm (2015) noted that during the past decades, many public servants in the public sector expressed an increased pressure to deliver measurable impact of their work to solve complex societal problems as gender inequality. Lindholm (2015) in his study stipulated that the majority of interviewees in the study were doubtful about measuring the effects of the gender mainstreaming. The majority of interviewees in the study stated that one of the clearest effects of gender equality work in city of Gothenburg was an increased awareness of gender mainstreaming amongst employees in the municipality. However the other effects were hidden effects that were known by individuals themselves (Lindholm, 2015).

Furthermore, Govinda (2012) claims that gender mainstreaming efforts implemented more than a decade following the Beijing Platform for Action in 1995 have had little effect on women's status within and beyond the home. A study in Malawi and London by Moser and Moser (2005) observed that gender mainstreaming implementation in Malawi and London by numerous non-profit institutions and places reveals that success or failure is determined by the process of gender mainstreaming rather than the end product. Moser's study is comparable to Daly's 2005 study on gender mainstreaming in theory and practice in Belgium, France, Greece, Ireland, Lithuania, Spain, Sweden, and

the United Kingdom. According to the Daly report, gender mainstreaming is progressing in eight EU nations. However, a study of Canada, Australia, Sweden, and Ukraine by Hankivsky (2013) found that gender mainstreaming has remained stationary in these nations. Moser took into account both developing and developed nations.

Other scholars believe that gender mainstreaming can have an effect of promoting gender responsive budgeting if successful. Gender mainstreaming can promote Gender Budgeting which is an approach in which a budget is assessed with a view to understand what proportion is spent on women's and men's needs (Mpeusa, 2019). Gender Responsive Budgeting involves integrating a clear gender perspective within the overall context of the budgetary process through special processes and analytical tools with a view to promoting gender responsive policies (OECD, 2016). Gender Responsive Budgeting is good budgeting because it understands the implications of fiscal decisions on gender, aligns strategic objectives with programs and initiatives and allocates adequate resources within overall fiscal constraints, Enable prioritization based on results of people, women and men by improving design of existing and new programs to make them more inclusive. Gender Responsive Budgeting involves integration of gender approach into all stages of budget cycle (mainstreaming) (OECD, 2016). Gender mainstreaming can also have an effect of promoting balanced recruitment.

2.8 Theoretical framework

A framework provides a model for linking categories of possible variables in a study perceived by the researcher (Odiya, 2009). It provides an explanation of how the research problem would be explored by the researcher (Peshkin, 1999). Due to this the researcher used Gender and Development theory and Gender Mainstreaming Framework to guide the study.

2.8.1 Gender and development (GAD)

Gender and Development theory stipulates that there should be an increasing attention to cultural representation of the sexes, the social construction of gender identity and influence on the relative position of men and women in society. Gender and Development also looks at the totality of social organization, economic and political life by not only being concerned with women only but with social construction of gender and assignment of specific roles, responsibilities and expectations to women

and men. GAD as a theory is well linked to gender mainstreaming as it seeks to promote equality by looking at contributions of both men and women on different life aspects. This is where gender mainstreaming comes in as a strategy to achieve gender equality for both men and women in all aspects of life.

2.8.2 Gender mainstreaming implementation framework

The gender mainstreaming implementation framework is designed by the researcher using the study done by Strasbourg in May 1998 to show how various variables are connected in order to achieve successfully gender mainstreaming. The framework requires that there should be available key prerequisites of GM before GM is introduced .The study by Strasbourg showed that Gender Mainstreaming Implementation Framework should have factors like political will, resources,and training for it to be successful.

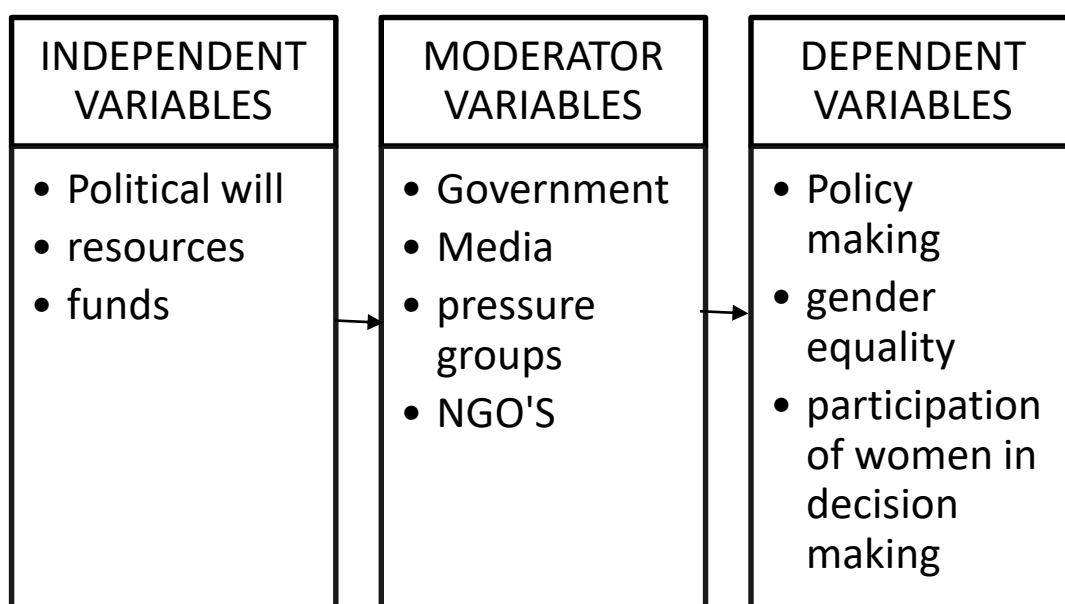


Figure 2:The gender mainstreaming implementation framework showing independent, moderator and dependent variables

In the figure there is a strong relationship between dependent and independent variables. Policy making, participation of women in decision making, gender equality as dependent variables depend on the environment created by independent variables such as political will, gender, training, funds and human resources. These variables

provide the foundation on which gender mainstreaming activities are built on. The variables in the first box have an effect on the variables in the last box. For example, it can be difficult to promote gender equality if funds and resources are not present. It is important that women enter decision making processes, to ensure that various values, interest and life experiences of women are taken into account when decisions are made. The most important prerequisite is political will since without political will there will be no reallocation of funds for developing knowledge of gender issues or for developing and implementing policies containing a gender perspective. The box in the middle indicates the moderator variables namely government, NGO'S, media, pressure groups. Moderator variables affect the relationship between the independent variables and dependent variables by modifying the effect of intervening variables. Intervening variables refer to abstract processes that are not directly observable but that link the independent variable and dependent variables (Kaur, 2013).

The variables identified under the framework will help the researcher to analyse data collected and see if these variables were present in the local government councils and how they have contributed to the success of gender mainstreaming in promoting equality in the local councils.

2.9 Major studies reviewed

Some of the major studies that were reviewed include the study by Mehra and Gupta (2006), Tiessen (2007), Collestig and Lindholm (2015), Mukhopadhyay (2014). The study by Mehra and Gupta was in relation to the first objective of implementation of gender mainstreaming. The study stipulated that there are prerequisite factors necessary for gender mainstreaming like training, resources, political will, evidence of gender mainstreaming relevance and good leadership. Scholars such as Mukhopadhyay (2014), Collestig and Lindhorn (2015), Moser (2005) and Sen (2000) had studies that were in relation to effects of gender mainstreaming objective and challenges of gender mainstreaming objective. Challenges discovered of gender mainstreaming on a study in Taiwan done by Sen include, resistance or passive attitude from frontline bureaucrats, lack of communication and discussion, inappropriate external consultant, lack of gender related basic data, poor auditing and monitoring system from frontline bureaucrats (Sen, 2000). Resistance from frontline bureaucrats is a challenge in the way that if those in senior positions do not want to support the agenda of gender

mainstreaming the no one will and the agenda of mainstreaming dies slowly in peoples mind. Lack of communication and discussion pose a challenge such that when people fail to communicate nothing tangible can be achieved. Lack of gender related data pose a challenge in the way that when data is not available no one will know the actual gender gap an organisation has and what to do in order to fix it. Poor auditing and monitoring system also pose a challenge in implementation of gender mainstreaming in that way that if there is poor auditing, budget for gender mainstreaming can be compromised hence affecting the goal of promoting gender equality. On the other hand on monitoring system, one can not implement something without monitoring it. The case with gender mainstreaming it seems most times institutions that implement gender mainstreaming do not monitor how things are working after implementation which makes it hard for it to promote gender equality.

However the studies reviewed had limitations as they tend to focus on one aspect of gender mainstreaming hence this study managed to fill in some gaps that these scholars did not discuss in their studies.

2.10 Conclusion

This chapter discussed history of gender mainstreaming, definition of gender mainstreaming, influential features to policy implementation of gender mainstreaming, challenges of gender mainstreaming, effects of gender mainstreaming, theoretical framework and gender mainstreaming implementation framework. Gender mainstreaming was defined in the chapter as the main strategy for ensuring that the government pursues gender equality in all aspects of development process to achieve the vision of gender responsive society where men and women equally contribute to and benefit from development. The literature review revealed that there are challenges with gender mainstreaming strategy to work effectively and it has looked at requirements for proper implementation of gender mainstreaming, the effects of gender mainstreaming and challenges of gender mainstreaming. The chapter also showed that despite the local government councils having the desire to promote gender equality in the local government councils there is still low representation of women in decision making. The chapter also discussed theoretical framework for the study by identifying variables that can promote gender mainstreaming. The next chapter is about research methodology for the study.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter discusses the research methodology of the thesis. It outlines the study designs, the research approach and the methods of data collection, selection of the sample, the research process, and type of data analysis, ethical considerations and the limitations of the study.

3.2 Study design

This study was empirical and was based on qualitative research design. A qualitative study is descriptive and gives rich data (Wisher, 2007). Qualitative paradigm is important when there is need to understand meanings, interpretations or describe and understand intangibles such as experience, ideas, beliefs and values. Creswell (2009), defined qualitative study as an inquiry process of understanding a social or human problem, based on building a complex, holistic picture, formed with words, reporting detailed views of informants and conducted in a natural setting. Qualitative research is of importance as it provides results that are usually rich and detailed, it can tell how people feel and think about the subject matter. However it cannot tell the researcher how many targeted population feel or think as quantitative study (Macdonald & Headlam, 2008). There are qualitative methods that are used to collect data among them include in depth interviews, participant observation and focus groups. This study used key in depth interviews and focus group discussions in order to collect data on individual experiences and views.

The study used open ended questions to allow participants explain in their own words so that more information could be gathered.

Qualitative research design was chosen in order to get deeper knowledge, expertise and influence from research participants. Burnham (2008) stipulated that the purpose of qualitative research is to purposefully select participants, sites, documents or visual materials that help in understanding the research problem and to answer the research questions.

3.3 Case study

In this study the researcher selected four local government authorities as case studies. Creswell (2009) defined case study as a strategy of inquiry in which the researcher derives a general, abstract theory of process action, or interaction grounded in views of participants. The researcher is required to collect information that is detailed using different types of data collection procedures (Burnham, 2008). The data collection for a case study is extensive and draws from multiple sources such as direct or participant observations, interviews, archival records or documents, physical artifacts and audio visual materials.

The four selected cases in this study are Blantyre city council, Luchenza municipal council, mangochi town council and mwanza district council. These authorities have been selected on the basis that they represent different types of local authorities in Malawi namely city authorities, municipal authorities, town authorities and district authorities. The study of different authorities will give a chance to make a cross case conclusion.

Blantyre City Council is an urban authority in the southern Malawi region. The population of Blantyre City Council is approximately one million (National Statistical Office, 2008). Blantyre covers an area of 220 square kilometres and is run by elected representatives of city wards, other non elected officials and non voting members who are headed by the mayor in managing the city while the chief executive officer heads the secretariat and 90% of its revenues are sourced locally.

Luchenza is a municipality located in southern Region district of Thyolo with a population of 36000. The municipality is headed by a mayor politically and a Chief

Executive Officer administratively. The Municipality generates 95% of its revenue locally. It receives revenues from central government such as local development fund and donations from well wishers (Mpeusa, 2019).

Mangochi Town Council is situated in the southern region of Malawi (NSO, 2008). The economy of the council depends largely on commerce and tourism. Mangochi Town Council is an urban area that depends on its own local revenues and very small disbursements from central government. It consists of Chairperson of the council and Chief Executive Officer as the administrative head (Mpeusa, 2019).

Mwanza District Council is a rural district local authority situated in a rural district local authority situated in the southern Region of Malawi and has a population of 138,015 (NSO,2008). It is a border district whose economy largely depends on transportation and agriculture especially citrus fruits. There is a fulltime chairperson elected amongst councillors who heads the council (Mpeusa, 2019).

3.4 Sampling method

Sampling is way of choosing respondents from a larger population (Creswell, 2009). Purposive sampling aims at identifying respondents with critical information such as top managers and key informants (Bryman, 2004). Purposive sampling is a method of sampling where the researcher deliberately chooses who to include in the study based on their ability to provide necessary data that will help the researcher understand the problem and research question. (Creswell, 2013).

The researcher selected this method to seek knowledge from the participants and their opinions in gender mainstreaming in local government authorities, which participants provided by virtue of their experiences. The participants were selected because of their special relationship with gender mainstreaming in the local government authorities, work experience and active participation in gender mainstreaming in the local government authorities.

The researcher worked with gender officers, chief executives of municipal and city councils and heads of sectors to select the participants based on their special relationship to gender mainstreaming in their councils. One hundred respondents

participated in the study from the council and others from ministry of gender and UN women.

3.5 Data collection methods

Data for the study was collected using in depth interviews and Focus group discussion. About 15 respondents from the councils were interviewed and 10 were involved in the focus group discussions. This means that from each council there were about 25 respondents some were interviewed others were participants of focus group discussion.

3.5.1 In depth interviews

In depth interview is a personal and unstructured interview that aim to understand participants, emotions, feelings and opinions on the research topic (Kraner, 2014). The main advantages of in depth interview are, there is direct contact between the researcher and the interviewee and everyone present on the interview is able to participate which helps to eliminate non response rate. They also allow flexibility when conducting interviews there by offering chances for generating more information that was not meant to be collected during interview (Wilson, 2003). Time taken for each interview guide was 50 minutes. In depth interviews were selected based on the participant's knowledge over research topic and their ability to solicit diverse views over the research topic. During the interview, the researcher took notes and recorded the discussions electronically to assist in analysing the gathered data.

3.5.2 Focus group discussions

Focus group discussion is a gathering of selected group of people in a discussion that intends to extract data or information about a topic (De Vaqult, 2017). Focus group discussions allows members to interact and influence each other as they discuss ideas and perspectives on the topic. Focus group discussion advantages are, saves time and money, provide broader range of information and enable extracting detailed information about personal and group feelings, perceptions and opinions (Mukherjee, 2017). The focus group discussions were guided by the same interview guide used in, in depth interview.

3.5.3 Data recording

Hand written notes were used as the main form of recording data in both in depth interviews and focus group discussions. A tape recorder was used in some in depth interviews and focus group discussions to record information after asking consent from the interviewees and participants of focus group discussion.

3.6 Data analysis

Qualitative data collection is usually dependent on interpretation. Thematic type of data analysis was used in this study to interpret meanings from the in depth interviews and focus groups. Thematic analysis is a qualitative analytical method for identifying, analysing and recognizing themes within data (Nishishiba, 2014). The method organizes and focuses on identifying themes adequately that represent the data. This analysis follows a systematic process to identify themes in the data that may be important features of the phenomenon in question according to the purposes of the research question (Ibrahim, 2012). When conducting thematic analysis, the researcher categorizes the themes using either inductive or deductive approaches. In an inductive approach, multiple examinations of the data are done by reading the data repeatedly. On the other hand, the deductive approach is one that looks for patterns that fit a theoretical model of what the researcher expects to find or issues to address. This study used deductive approach in order to fit conceptual frameworks (Mpeusa, 2019).

This study set out to find answers following major themes taken from the research objectives: how gender mainstreaming policy was formulated and implemented in local government authorities in Malawi, effects of gender mainstreaming in the local councils and challenges of gender mainstreaming in the councils. When using thematic analysis some more themes emerged which helped the researcher to understand better the challenges and effects of gender mainstreaming. The themes that emerged on implementation of gender mainstreaming were political will, resources, training, good leadership as aspects for successful implementation of gender mainstreaming and this was guided by the study of Mehra and Gupta (2006). Themes under effects of gender mainstreaming include gender responsive budgeting and increased awareness of gender equality and this was guided by studies of Collestig and Lindholm (2015) and Organisation for Economic Cooperation and Development (2015). Themes that

emerged under challenges of gender mainstreaming include lack of political will, lack of communication, resistance from frontline bureaucrats and lack of gender related data and it was guided by a study done by Sen (2000).

The analysis process involved familiarizing with the data by going through all data from the interviews and focus group discussions. The data that drew the researcher's attention were assigned codes and organized in meaningful groups. These groups were later sorted into themes for interpretation. These themes were then refined by reading through the extracts related to the codes in order to explore if they supported the themes to check whether there were any contradictions. Finally the themes emerging were named and described before coming up with a story about them.

3.6. 1 Validation and reliability

To assure validity and reliability of the study the researcher carefully selected the interviewees based on their positions, experiences and knowledge of gender mainstreaming in the local authorities. The interviewees were Gender Officers, District Gender Officer, District Commissioners/Chief Executive Officers, Monitoring and Evaluation Officers, Senior Officer from the Ministry of Gender and UN women. To increase the validity and reliability of data supplied, the researcher confirmed the contents of the transcribed notes with the interviewees to enable them review the interview responses and to verify the interpretive accuracy.

3.7 Ethical considerations

The researcher asked permission to conduct interviews in the local councils before interviews being conducted. The consent to conduct interviews was obtained verbally from participants in all authorities and via email from the participants in the ministry of gender and UN women. The privacy and confidentiality of the selected participants was assured. The participants were given information based on the aims and objectives of the research study and how the results would be used in advance. The actual names and identities of participants would not be mentioned.

3.8 Limitations

This study had limitation especially on financial resources. Data collection requires financial resources in order to go to the case study areas. Sometimes the key informants

could not be found in their offices and this meant that the researcher had to go again in order to meet the key informants. Due to covid 19 some respondents were not comfortable with one on one interviews and this made the researcher to spend time explaining to the participants the importance of them participating in the study.

3.9 Conclusion

This chapter has outlined how the study was conducted. It has shown theoretical justification of the methods and approaches, data collection methods, data analysis, validity and reliability of data collection, ethical consideration and limitations of the study. The next chapter will discuss study findings in view of the objectives of the study presented in the first chapter.

CHAPTER FOUR

STUDY FINDINGS AND DISCUSSIONS

4.1 Introduction

This chapter presents an analysis of the field findings on the assessment of gender mainstreaming from Blantyre City Council, Luchenza Municipal Council, Mangochi Town Council and Mwanza District Council. The study findings focus on implementation of gender mainstreaming in local government councils, effects on gender mainstreaming and challenges of gender mainstreaming in the council.

4.2 Implementation of gender mainstreaming

Gender mainstreaming in Malawi, according to respondents from the ministry of gender, dates back to 2005, when the Malawi government issued gender mainstreaming guidelines. The recommendations were last reviewed in 2014 by the Ministry of Gender, Children, Disability, and Social Welfare (MoGCDSW). The MoGCDSW was established with the goal of encouraging women, men, girls, and boys to participate equally in the national development agenda. Gender mainstreaming was one of the ministry's core strategies for carrying out its mission, and it was identified as a priority result area in the Ministry Strategic Plan. The Ministry coordinated gender mainstreaming efforts across all sectors of Malawi government to meet the goals of this major result area. The ministry has written, facilitated, or supported a variety of strategy papers, including guidelines and standards, to deepen and standardize gender mainstreaming processes during the last few years.

The Ministry was sponsored by USAID and PEPFAR, and it performed an assessment of existing gender mainstreaming policies, strategies, guidelines, and manuals.

The gender mainstreaming taskforce was established as the initial step to provide guidance and insights on gender mainstreaming within important government sectors. Economic Planning, Treasury, Agriculture, Health, Transportation, Human Resource Development and Management, Education, Disability and Elderly Affairs, and Gender were among the nine ministries and departments represented on the taskforce. The task group was led by the MoGCDSW's Department of Gender Affairs (DGA).

For the task force to better understand the policy landscape of gender mainstreaming the taskforce identified policies, strategies, guidelines and manuals which among them include National Gender Policy, Gender Mainstreaming guideline for the transport sector, Gender in Public Budgeting, Gender Training Manual in which they identified gender gaps and how gaps could be addressed.

The task force did three things the first was to review inventory of existing gender mainstreaming documents and identify gaps. The second was the issue of Gender Focal Points (GFP)s. A proper motivating mechanism for Gender Focal Points was designed to ensure adherence to GFP obligations. Participants charged the MoGCDSW and the Department of Human Resource Management and Development (DHRMD) with investigating and giving suggestions on relevant topics. Participants stated that GFPs should ideally be directors who can influence management decisions on gender mainstreaming. GFPs should be at least grade F (chief) and ideally employed in planning departments, according to them. The third item was recommendations derived from their conversations on existing gender mainstreaming materials. Finally, the taskforce agreed that gender mainstreaming in various ministries within and across sectors should be coordinated by established gender units rather than individual GFPS, and that gender mainstreaming should focus on effective male involvement to address the structural discrimination embedded in Malawian strategy (National Gender Policy, 2011).

4.3 Gender mainstreaming practice in the councils

The findings in the study areas indicated that gender mainstreaming is not used by the councils as a strategy to promote equality. Respondents from the councils indicated that gender mainstreaming policy at the council is not yet formulated, as they were still

using frameworks that were formulated at national level especially the gender strategy which is a guideline.

Mangochi District council was the only council that uses gender mainstreaming in promoting gender equality. Respondents from Mangochi District Council indicated that Gender Mainstreaming started to be practised in 2018 after the recruitment of District Gender Officer. Before 2018 they used to have gender a gender focal person who was mainstreaming gender and this person was found in departments of social welfare and community development department at the District council. This meant that gender was mainstreamed in the two departments at the district council.

This was contrary to what was indicated by respondents from other councils. Respondents from Blantyre City Council indicated that gender mainstreaming at the council is not practised and this is due to lack of funding. This was also similar to the findings at Luchenza municipal council. Respondents from Mwanza District Council indicated that there was partial practice of gender mainstreaming.

For Gender Mainstreaming to be possible there is need of political will where by government is to be at the forefront in promoting gender mainstreaming. Findings of the study indicate that it is the nongovernmental organisations that are at the fore front of promoting gender mainstreaming. Mangochi District Council respondents indicated that most programs under gender mainstreaming are supported by funds from nongovernmental organisations. The respondents stipulated that the coming in of District Gender Officer has made Gender mainstreaming possible as most women have started holding senior positions both in nongovernmental organisations and government departments. Respondents indicated that in 2017 members of parliament were 24 and only 2 out of 24 were women. Through gender mainstreaming program they supported and used 50/50 campaign in the 2019 elections and 4 women won seats for parliament and 4 won as councillors. This according to the respondents was change as in the history of Mangochi district this was the first time to have female councillors.

One respondent indicated that the funds they get from nongovernmental organisations has helped the council a lot as they have a lot of gender equality programs which have changed the mind-set of Mangochi people of looking down on women. The respondent said that “we have the 16 days of activism program which has helped men realise that

a woman is a person like them and she can do any job a man can do and men should support women to achieve their goals.”

Things are failing to change in other councils due to lack of funds. Respondents from Luchenza municipal council who were female councillors indicated that they are not given funds by their council to do development work. The type of funds they receive they are told that all councillors should come up with one development work and they should use those funds to do the development work together which is local development fund. According to one respondent “this is worrisome to us as we cannot be elected again by people in our areas because we are failing to do developments we promised people in our areas”. She continued to say that “nongovernmental organisations promised us during campaigns that they will not live us when we are elected but after elections we have been left on our own and people in our areas are thinking we are stealing money for development but yet we are not given funds. Another respondent said that “I was not elected by the people to receive salary but to do development work but the council is failing to support us even the nongovernmental organisations, do they want us to do prostitution so that we get funds to do development in our areas?”

This hence is an indicator that equality cannot be achieved without gender mainstreaming because gender mainstreaming requires that all activities including planning should be mainstreamed. If the councils were using gender mainstreaming, councillors could not be complaining of funds for development work after elections.

Literature shows that for gender mainstreaming implementation to meet its intended goal, there are requirements such as training, gender awareness and monitoring and evaluation. Training is key opportunity to help staff understand the relevance of gender mainstreaming internally and externally as this is vested with the need to foster support on gender issues (Sugow, 2019). However gender mainstreaming implementation in Malawi seemed to miss this aspect of training hence some staff from the councils fail to understand gender mainstreaming concept and how they are to mainstream it.

Monitoring and evaluation according to literature is also vital in promotion of gender mainstreaming. This is because it is a long term performance and sustainability as one looks at implementation results by looking at the performance of an ongoing activity ((European Institute for Gender Equality, 2019). However according to the study no

evaluation is done in the councils to see how gender mainstreaming aspect is performing since its implementation.

Gender awareness with regards to literature help in facilitating exchange of ideas among staff, develop competencies and skills necessary for societal change and helps in intergrationof gender perspective into policies, programmes, projects and services (European, Institute for Gender Equality, 2019). Malawian councils did not have an opportunity for gender mainstreaming awareness to all council staff hence the agenda is only known by few individuals who happen to be related to gender issues in the council.

4.4 Challenges of gender mainstreaming

4.4. 1 Lack of political will

Literature shows that implementing gender mainstreaming begins with political will and support which should be reflected in attempts to change policies, processes and systems (Mehra, 2006). Political will is commonly defined as the demonstrated credible intent of political actors and the other detailed definition it is the commitment of political leaders and bureaucrats to undertake actions to achieve a set of objectives and to sustain the cost of those actions over time (Transparency International, 2014). There is lack of political will to promote gender equality despite having gender policies. Some respondents in the council stipulated that government does not provide funds and things continue to go the way they were before the coming in of gender equality. The table below shows aspects that show the presence of political will in actors responsible for gender mainstreaming.

Table 1: Table 1: Aspect of political will (Mpeusa, 2019)

Aspect of political will	Present/ not present
Government initiative	Present
Degree to achieve results	Not present
Mobilisation efforts	Present
Long term public commitment and allocation of resources	Not present
Learning and adaptation of results	Not present

The table shows aspects that show the presence of political will in an institution. The aspect of Government initiative requires implementation of reforms. The government of Malawi through the MoGCDSW did review of documents to understand the landscape of gender mainstreaming and gender gaps were determined and the solutions were provided. Therefore gender initiative aspect is present in those actors promoting gender mainstreaming in Malawi. The second aspect degree to achieve results aspect is not present because in the councils under that study only one council was able to promote gender mainstreaming but the results are not impressive. The third aspect is present. Mobilisation efforts require support of stake holders. Non-Governmental Organisations are trying to promote gender mainstreaming but this is only when they are approached. From the study findings other councils were lacking funds which meant that Non-Governmental Organisations do support gender mainstreaming in the local government councils mostly when they are approached and when they choose to do so. The fourth aspect of long term public commitment and allocation of resources is not present as the councils complain of lack of funds to promote gender equality issues. The last aspect of learning and adaptation requires tracking and monitoring of results. This aspect is not also present and monitoring of results on issues of gender mainstreaming is not done. If the monitoring was done all the councils could have had gender mainstreaming strategy in practice.

4.4.2 Culture

Gender mainstreaming faces cultural challenges, according to the respondents. Women and men's participation in meetings is defined by culture, where women are passive and find it difficult to express themselves in the company of males (Nyenga, 2010). Culture hinders gender mainstreaming such that Malawian culture looks down on women hence this can affect an attempt to promote equality in the councils. Respondents indicated that Mangochi is dominated by Muslims and it is hard for people to believe that a woman can be a leader hence this requires time to change the mind-set of men to support women. This therefore has made many women to believe that their views do not hold the same weight as those of men and they prefer to voice their views through men. This negatively affects their contribution to development. Respondents were of the view that despite the lack of political will the mind-set of people about women being leaders in

public institutions and private institutions has not changed at all even with the coming in of gender policy.

One respondent stipulated that things in the councils are the same as women are still marginalised and men continue to take leading positions because Malawian culture believes in men as leaders. As a result, culture continues to obstruct gender mainstreaming efforts. In 2003, Squires believed that mainstreaming gender equality was about confronting the long-standing status quo and changing how people think, relate, and work, as well as changing some long-held beliefs about the role and importance of both men and women. Change is difficult for most people, yet it may be exciting and provide new chances for others. However, there is a natural reluctance to change. Many people are content with their current situation and do not see the need for change, thus they fight it. Top management must be involved and prepared for any change to succeed. This applies to gender equality where primary actors must be willing to acknowledge and speak about change and how to do it and must be firm in promoting change for gender equality.

4.4.3 Education

Education is at the heart of any national development. Education enables people to use and extend their capabilities, develop skills, improve their livelihoods and increase their earning potential. And it also empowers them to participate in decision-making and in the transformation of their lives and societies. Education is central to the achievement of greater equality in society, including between men and women. Education is widely acknowledged to play an important role in long-term social and economic development. Despite the various approaches to development, education is believed to be a high-priority area for investment. Education has numerous advantages, including improved quality of life, improved health, the ability to obtain paid job, increased productivity in the market and other fields, reduced poverty, and increased involvement. Women and men should both benefit from education in a fair and equitable manner. This demonstrates the importance of education in resolving challenges of gender equality and equity.

Inequalities in education should be addressed since educational institutions train and feed the employment sector with employees. Both men and women should be able to

reap the benefits of education in a fair and equitable manner. At both primary and senior schools, there are differences between boys and girls (Mwanza, 2015).

Girls fail to continue with their education due to domestic chores, early marriages. This prevents women from attaining higher education hence men excel over women. One respondent from Mwanza district council said that “In as far as the council would want to promote equality among men and women, a lot of women are not educated hence they cannot contest in elections or held positions which require one to have even basic qualification such as MSCE. The overall goal of education should be to provide a level field of equal opportunities for women and men, equal participation for girls and boys, men and women in learning and management of education at all levels (Kirima, 2019)

4.4.4 Child marriages

There is a cultural expectation in society that women should give birth at a certain age, take care of families and carry family maintenance roles has affected full participation of women in development work. Respondents of Luchenza municipal council were of the view that women marry early hence they fail to complete education and they get busy with family work instead of participating in developmental work. Many women failed to contest in elections because of too much family activity they carry day to day. A respondent in Mwanza district council said that in 2019 elections a lady withdrew from the elections as a candidate just because the family of the husband told her that if she becomes a member of parliament she will not be able to do household chores and if their brother marries another woman, she should not complain. Challenges like this have made women fail to participate in development work.

4.4.5 Recruitment of some positions in the council

Recruitment of some positions in the council are not at the council level. Respondents indicated that in as far as much they want to promote equality to both men and women on positions in the council, recruitments are not done at the council level hence they just receive staff based on promotions, transfers. This affects the concept of gender equality especially when they want to promote gender balance on holding of positions. Respondent also stipulated that women are under qualified hence men held senior positions. Most women fail to complete higher education due to different obstacles like

early marriages, lack of resources. The findings show that only in Luchenza Municipal council they are led by a woman.

Despite substantial progress in boosting women's labour force participation and lowering wage differences over the previous few decades, the International Labour Organization believes that gender equality in the workplace remains an elusive aim. Women continue to make up a huge majority of the world's working poor, earn less money, and are more likely to be affected by long-term unemployment than males, despite the fact that millions of women have become successful entrepreneurs. This is owing to women's socioeconomic difficulties as a result of gender discrimination, as well as their dual roles as workers and caregivers for society. In many civilizations, women have fewer access to productive resources, education and skill development, and job possibilities than men. This is mostly due to long-standing social norms that assign gender roles and are frequently reluctant to shift. Furthermore, women continue to perform the majority of unpaid care tasks, which is becoming increasingly difficult for them to engage in productive job (International Labour Organisation, 2010).

4.4.6 Insufficient budget

Budget is one of the most influential tools for organisations because without funds, policies or programmes cannot be implemented. They influence the overall objectives of a project and reflect the strategic priorities by the organisation (IQM, 2008). In the councils respondents stipulated that there do not have a gender responsive budget to mainstream gender. Genderresponsive budgeting seeks to ensure that allocation and collection of resources is carried out in ways that effective and contribute to advancing gender equality and women's empowerment. In Malawi we do not have a responsible budget hence gender mainstreaming fails to materialise as there are no resources that can help to achieve equality.

4.4.7 Lack of gender focal person

Gender focal persons are commonly by organisations as part of institutional efforts to mainstream gender. However gender focal person struggle to achieve intended goals because of very low or nonexistent budgets. For gender to be incorporated gender funding is important however in the council's budget for gender focal points activities or for their recruitment is not available. It is only at Mangochi council that has a District

Gender Officer and things at the council are being done properly unlike in other councils that do not have a gender focal person. In the other councils they can just appoint someone who has another position to coordinate issues of gender hence this brings challenges.

4.5 Effects of gender mainstreaming

Gender mainstreaming can have positive effects on gender equality if it can be used in the local councils and it can bring about change. Mangochi district council is a good study area on how gender mainstreaming has brought about positive effects in the council.

4.5.1 Gender balanced participation

Gender Mainstreaming can promote balanced participation of men and women in decision making. Respondents indicated that at first women were not seen as important members of society and they were prohibited to be involved in decision making. The respondent from Mangochi said that “Mangochi district is dominated by Muslims hence they do not allow women to be leaders. Through the coming in of gender mainstreaming, campaigns are conducted and meetings with the community, departments of the council and private institutions discussing issues of gender mainstreaming. Now in Mangochi women have started holding important positions and men are supporting women. One respondent said that **“we have 2 women heading senior positions in nongovernmental organisations, town council chair is a woman, District Council Deputy Chair is a woman, Human Resource Officer at DC is a woman, Monitoring and Evaluation Officer at DC is a woman”**(Female Respondent, Mangochi, 30 June 2020). The performance of women is outstanding hence increasing faith among men that women can be good leaders just like men. Respondents gave an example of Traditional Authority Bwananyambi. Respondents stipulated that Mangochi has 14 T/As and only one is a woman T/A Bwananyambi. T/A Bwananyambi is withdrawing young girls from marriages and getting them back to school through Bwananyambi fund. Through the T/A 40 girls have returned to school from marriages.

Respondents from other councils failed to point out effects of gender mainstreaming in their councils because gender mainstreaming was not used or there was minimal use of

gender mainstreaming. Some respondents stipulated that whether there are issues of gender mainstreaming and equality to them things happen the way they used to be before the introduction of gender equality and mainstreaming. One respondent from Mwanza District Council said that “The issues of equality are just on paper what matters is the capability of a person to do things between a man and a woman, nothing will change in our councils”.

4.5.2 Gender balance in recruitment

Gender mainstreaming can bring about positive effect on issues of recruitment. Findings from the study and worldwide show that more men have jobs unlike women. The respondent at Mangochi district council stipulated that they cannot say they have achieved balance recruitment of staff as this is done by those responsible to do so. However they have tried to sensitise the private sector institutions and various departments in government to make sure there is balance recruitment of staff and among the institutions that help are YONECO, MAGGA. The respondent was confident to mention various institutions that have women in leading positions since the introduction of gender mainstreaming. Another respondent stipulated that there are problems with recruitment due to lack of qualifications by women hence in as far as they want balance recruitment between men and women qualification in terms of education is a big obstacle.

4.5.3 Promotion of gender responsive budgeting

Gender mainstreaming can promote Gender Budgeting which is an approach in which a budget is assessed with a view to understand what proportion is spent on women's and men's needs. Gender Responsive Budgeting involves integrating a clear gender perspective within the overall context of the budgetary process through special processes and analytical tools with a view to promoting gender responsive policies (OECD, 2016). Gender Responsive Budgeting is good budgeting because it understands the implications of fiscal decisions on gender, aligns strategic objectives with programs and initiatives and allocates adequate resources within overall fiscal constraints, Enable prioritization based on results of people, women and men by improving design of existing and new programs to make them more inclusive. Gender

Responsive Budgeting involves integration of gender approach into all stages of budget cycle (mainstreaming) (OECD, 2016).

Respondents in the councils stipulated that they do not use the aspect of gender budgeting. Respondent from Blantyre City Council said that “**Gender Budgeting is not mandatory and not legally binding and we cannot penalize local government officials for failing to implement it**(Male Respondent, Blantyre,25 July 2020). Other respondents from mwanza, Mangochi and Luchenza indicated that they were not aware of gender budgeting and they do not have manuals for gender budgeting. This clearly shows why gender mainstreaming is not promoted in the councils as the ministry of gender fails to influence implementation of gender budgeting policy in the councils.

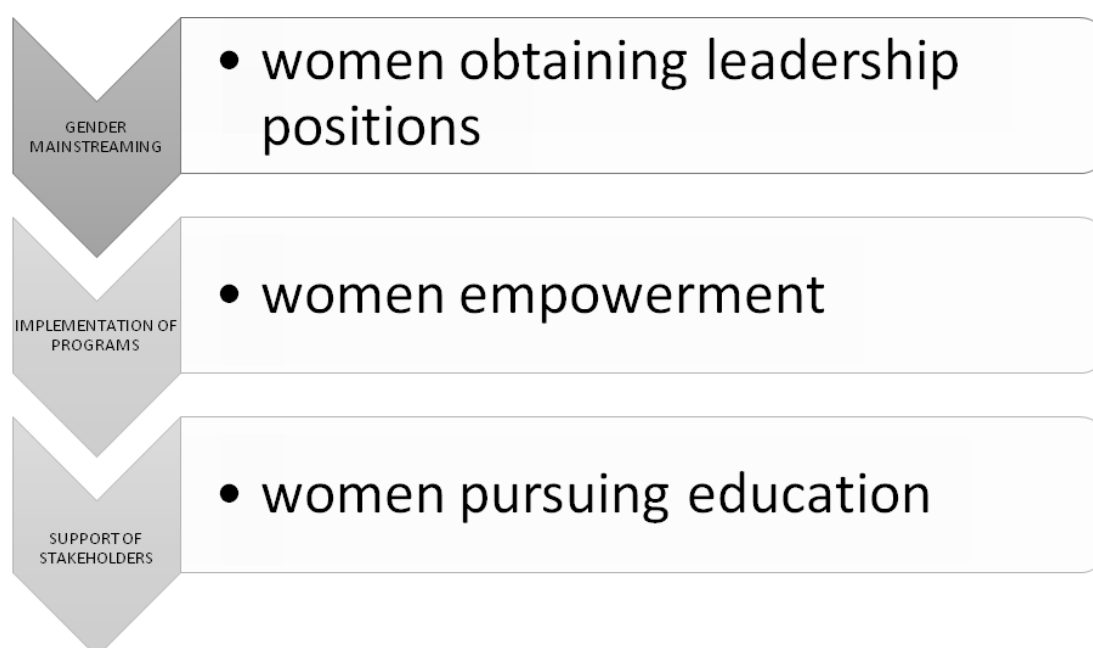


Figure 3: Summary of effects of gender mainstreaming at the Mangochi town council

The diagram shows that when gender mainstreaming was introduced in the council under the Gender District Officer, Programs were implemented and various stakeholders were approached to support the programs with funds. The effects from the programs were women started holding positions and could participate in decision making, women were empowered economically to be independent and women started pursuing education so that they qualify for positions headed by men.

4.6 Conclusion

This chapter discussed the key findings of the study based on assessment of gender mainstreaming in promotion of equality in the councils. Firstly it was established that gender mainstreaming was not formerly implemented and that it was only in Mangochi District Council that was using gender mainstreaming to promote equality among men and women. Firstly it was established that gender mainstreaming was not fully implemented to promote equality among men and women. Secondly the study found out the effects of gender mainstreaming in the local councils and it was evident that only Mangochi District Council had effects from the concept of gender Mainstreaming. The council had women attaining leadership positions, women going back to school to have qualifications just like men, and women were economically empowered through various programs under gender mainstreaming. Finally the chapter explored challenges of gender mainstreaming which include culture, education, child marriages, lack of political will, and recruitment of some positions in the council. Briefly gender mainstreaming in the local councils was not implemented and faced many challenges. The next chapter presents conclusion and recommendations.

CHAPTER FIVE

CONCLUSION AND RECOMMENDATION

5.1 Introduction

This chapter reflects on the findings by highlighting the observations in the first chapter and the GAD and Gender Implementation Framework as conceptual frameworks. The first section discusses summary of findings, the second section discusses recommendations while the last one highlights areas for further study. The chapter finally concludes the thesis.

5.2 Summary of findings

The observations below are discussed in view of the objectives in chapter one. The guiding conceptual frameworks for the study were Gender and Development Theory and Gender Implementation Frame Work.

Firstly the findings of the study showed that the formulation and implementation of gender mainstreaming policy can be traced back to the year 2005 when the Malawi Government through the MoGCDSW came up with guidelines in gender mainstreaming. The guidelines were reviewed in 2014 by MoGCDSW. The MoGCDSW was mandated to promote equal participation of women men and girls and boys in the national development agenda. USAID and PEPFAR funded the MoGCDSW, to review available policies, strategies, guidelines and manuals pertaining to gender mainstreaming. They formed a taskforce to provide guidelines and insights on gender mainstreaming within key government sectors. The taskforce in the end agreed that gender mainstreaming in the various ministries within and across sectors should be coordinated by established gender units and not individual GFPs and that gender mainstreaming should focus on effective male involvement to address the structural discrimination that is entrenched with Malawian Strategy.

Secondly the findings of the study showed that despite the taskforce agreeing on implementation of gender mainstreaming all sectors by establishing gender units, gender mainstreaming was not practiced in the councils. Out of the four case study areas gender mainstreaming was practiced only in Mangochi Town Council but had minimal achievements. Some respondents did not even know what gender mainstreaming was. For Mangochi Town Council to practice gender mainstreaming it took years until gender District Officer was recruited in 2017. The gender District Officer promotes gender mainstreaming using funds from nongovernmental organisations mostly, since government does not provide enough funds to promote gender equality. Mangochi Town Council was able to point out achievements from gender mainstreaming. These achievements among them include; increase in women participation in decision making, women pursuing education to qualify for jobs just like men.

Thirdly the study findings show that there are challenges with implementation of gender mainstreaming. These challenges include lack of political will, culture, education, child marriages, and recruitments of some positions in the council.

Fourthly the study findings showed that the effects of gender mainstreaming in the local authorities were only visible at Mangochi Town Council since it was using gender mainstreaming. The effects include gender balanced participation, women empowerment, more women pursuing education to qualify for jobs, change of mind-set among people in Mangochi about women and leadership.

In general the findings of this study are not in support of literature about gender mainstreaming and the conceptual frameworks. Literature requires the foundation of gender mainstreaming to be gender analysis on activities, responsibilities, contributions, priorities and needs of women and men in development process but this to be done there is need to be clear political commitment. Literature requires commitment to be made explicit at both policy and programming levels. Its aim is not implying to produce documents which include information of both men and women and provision of evidence that a gender analysis was done but to lead concrete actions which will ensure greater potential for promoting equality. However Malawi government just did gender analysis on gender mainstreaming by reviewing documents,

guidelines and identifying gender gaps and provided solutions. The study showed that is lack of political commitment since reviewing of documents cannot promote gender equality but actions from the players involved in gender mainstreaming.

On the other hand GAD argues that gender equality to be achieved for women and men, girls and boys. This was done by Malawi government under the ministry of gender in which documents and policies were reviewed to identify gender gaps. GAD approach encourages key actors of gender to do planning, implementation, monitoring and evaluation. However from the study findings the ministry just interviewed documents and made recommendations but the part of monitoring and evaluation was not done hence councils were not practising gender mainstreaming. If the ministry monitored and evaluated gender mainstreaming from 2005 till date they could have been great achievements with gender equality and we could have had gender balance in more aspects that require gender.

The findings of the study failed to satisfy Gender Implementation Framework which requires that there be available prerequisites for gender mainstreaming such as political will, human and finance resources, prior knowledge of mainstreaming. There was lack of political will according to respondents, and they lack resources including human resource to promote gender in the council and mostly respondents had little knowledge of mainstreaming.

5.3 Recommendations

5.3.1 Gender budgeting

Appropriate budget resources are required to facilitate gender mainstreaming in local government agencies. Specific money should be set aside for programs that address gender concerns both directly and indirectly. The distribution of particular money for gender mainstreaming necessitates high-level support and commitment to effect from gender key actors. Budget investments might be focused on gender expert recruitment to promote gender mainstreaming, gender training for staff, and gender mainstreaming monitoring.

5.3.2 Human resource training and capacity

Gender training has the potential to build commitment to put gender policies into practice. It therefore needs to be not a one-off event, but ongoing and consistently refreshed. It needs to be made more specific or tailored to operational activities, clearly demonstrating its relevance to the work that people do. Gender training and capacity building should be made available to all members of local governments and key implementing partners in order to raise awareness and equip people with the skills to recognize and address gender inequalities, as well as to raise awareness about gender issues and how to respond to them. Government personnel, NGOs, and community-based organizations should all receive training.

5.3.3 Political will

Key stakeholders should be brought together to agree on changes needed to be achieved and outcomes that should be expected. There is need for effective and fair decision making and leadership commitment in order to achieve long term change in mind-set and culture for gender mainstreaming. Reviewing of articles and identifying gender gaps does not promote equality rather there is need to get actions done and monitor how actions are being done and giving feedback.

5.4 Areas of further study and challenges

The study had challenges as some respondents were not comfortable to be interviewed one on one due to COVID 19 and this meant that the researcher had to find ways on how information was to be collected from such respondents. The other challenge was that some respondents will not be in their offices on the days they confirmed they will be available and this meant that the researcher had to go again to interview them. Further research is needed in order to find out what can be done by the Ministry of gender to promote equality in all government sectors through gender mainstreaming.

Gender is also a cross-cutting analytical category that should be used to all aspects of societal development, including political and economic, environmental, social, cultural, and institutional development. It should be an inherent part of any social or cultural development perspective. Gender analysis is the bedrock of gender mainstreaming (Mukhopadhyay et al., 2006). Gender research should look into the inequalities and

disparities that exist between men and women, as well as between different groups of women and men. It should go beyond examining the inequalities and disparities between what men and women do to examining the relationships between men and women, notably in terms of resource access and control, and decision-making.

Gender analysis and the inclusion of data about women's and men's activities, responsibilities, contributions, priorities, and needs in development processes will not, by themselves, result in change. There must also be a strong political commitment to actively minimize gender gaps and promote gender equality. This must be stated explicitly in both policy and code. The goal is to lead real activities that will assure higher potential for fostering gender equality, not to produce documents that incorporate information from both men and women and provide evidence that a gender analysis has been done. This could lead to changes in the way goals are stated, activities are planned, and expected outcomes are established.

5.5 Conclusion

The summary of findings forms the basis for the conclusion of the assessment of gender mainstreaming in local government authorities. With the reference to the first objective it can be concluded that gender mainstreaming was not fully implemented and lack of political will to enforce and coordinate gender mainstreaming was the cause. With the second objective of effects of gender mainstreaming in the councils it can be concluded that effects of gender mainstreaming were not evident as most councils did not use it, however Mangochi town council had effects of gender mainstreaming such as an increase in women participation in decision making and women attaining higher education. The third objective was to explore challenges of gender mainstreaming in local authorities and it can be concluded that challenges in the study could be dealt with if there was political commitment. The challenges were culture, lack of political will, education, child marriages and recruitment of some positions in the council. This thesis therefore has argued that there was no formal gender mainstreaming in Blantyre, Luchenza and Mwanza councils and that the formal gender mainstreaming introduced at Mangochi did not have all the support it needed from government.

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APPENDICES

Appendix 1: consent form

My name is Beauty Msiska Phiri and I am a Masters student at Chancellor College. I am here to conduct a research for my thesis under the topic “an assessment of gender mainstreaming in promotion of gender equality in the local government councils”. This study aims at assessing gender mainstreaming in promotion of equality in local government councils. Particularly at Blantyre City Council, Luchenza Municipal Council, Mangochi Town Council and Mwanza District Council. The objective of the study is to assess implementation of Gender Mainstreaming in local government councils.

All information that will be obtained during the study will be strictly confidential and only the researcher and the supervisor will see the information. Data obtained will be used for academic purposes but your names as participants of the study will not be included. During the interviews will be recording and taking notes of your answers

I.....consent to participate in the research study. I have understood the nature of this study and wish to participate.

Participant signature.....

Date.....

Researchers' signature.....

Date.....

Appendix 2. Interview guide

This interview guide is for the following selected persons, Gender District Officer, District Commissioners/Chief Executive or their representatives, Monitoring and evaluation officers, Directors of finance and Directors of planning and development.

Questions

Section A: How Gender Mainstreaming was introduced in the authority/s

1. What is gender mainstreaming?
2. How was gender mainstreaming introduced in local government?
3. When was it introduced?
4. Which stakeholders were involved in the introduction of gender mainstreaming in local government?
5. What has been the role of donors, ministry of local government, and parliament on gender mainstreaming?
6. How do staff members understand gender mainstreaming?
7. What has the council achieved under gender mainstreaming?
8. Is there any specific unit coordinating gender mainstreaming?
9. How is gender mainstreaming coordinated under the authority

Section B: Challenges and Success of Gender Mainstreaming

10. In your view has the implementation of gender mainstreaming been successful in authority or council?
11. What are the successes that your authority have achieved so far since introduction of Gender mainstreaming?
12. What challenges are authorities or councils facing with the implementation of gender

mainstreaming

Appendix 3. Focus Group Discussions Questions

1. What is gender equality?
2. What is gender mainstreaming?
3. How is gender mainstreaming related to gender equality?
4. Why is gender mainstreaming so important?
5. How gender mainstreaming policy is formulated in the local government councils?
6. Was availability of key prerequisites or factors of gender mainstreaming considered before introduction of gender mainstreaming such as Prior understanding concept of gender mainstreaming by authority staff, availability of political and bureaucratic commitment to gender mainstreaming in authorities, skilled human resource in gender mainstreaming, and availability of funds?
7. Which stakeholders promote gender mainstreaming?
8. How gender mainstreaming is implemented in the local government councils?
9. What are the effects of gender mainstreaming in the local government councils?
10. What are the challenges of gender mainstreaming in the local government councils?