

**FEMALE REPRESENTATION IN THE SENIOR POSITIONS IN THE
EXECUTIVE BRANCH-A CASE STUDY OF GHANA'S MINISTRY OF
ENERGY AND PETROLEUM**

By

Angela Rhoda Naa Ardua Nunoo

THESIS

Submitted to

KDI School of Public Policy and Management

in partial fulfillment of the requirements

for the degree of

MASTER OF PUBLIC POLICY

2012

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Professor Dong-Young Kim

**A STUDY ON “ICT AS A POTENTIAL TOOL TO ENHANCE PUBLIC
ADMINISTRATION SYSTEM IN GHANA – A CASE FOR THE MINISTRY
OF COMMUNICATIONS”**

By

Eric Osei-Wusu

THESIS

Submitted to

KDI School of Public Policy and Management

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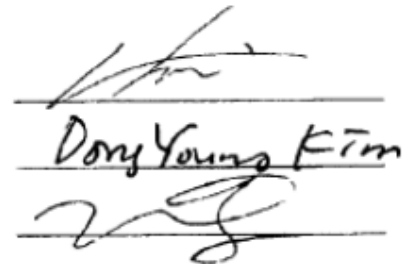
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Approval as of August, 2013

ABSTRACT

FEMALE REPRESENTATION IN THE SENIOR POSITIONS IN THE EXECUTIVE BRANCH-A CASE STUDY OF GHANA'S MINISTRY OF ENERGY AND PETROLEUM

By

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According to the overall sex ratio of the Ministry of Energy and Petroleum the men outnumber the women within the period 1997-2012 with the exception of the years 2004, 2008 and 2009 before and after the enactment of the Affirmative Action policy in 2001 in Ghana. The story was the same at the senior level position which include directors and assistant directors.

In this vein, this study focused on the female representation at the senior level position of the Ministry. The purpose of this research was to identify the reasons for low representation of female at the senior level positions. On this basis this research proposed the utilization of Affirmative Action policy together with between 30 per cent to 40 per cent quotas to increase the numbers of women at the senior level positions.

Both quantitative and qualitative method of research was employed with the aid of stratified sampling technique in getting the sample for the research. A sample size of forty (40) comprising of twenty seven (27) for survey and ten (13) for interview were utilized. Both the survey and interview questions had the same category of questions

including background information recruitment, promotion and training working relations and performance, and knowledge of affirmative action policy and its impact.

The findings of the study reflected that the reasons why the men outnumber the women in the Ministry include the technical nature of work, treks for monitoring projects and long hours of work. The usage of Affirmative Action Policy alongside quotas (30 per cent-40 per cent) and providing encouragement and motivation to women to aspire for senior level positions will help to resolve this issue.

DEDICATION

I dedicate this research work to: The Almighty God for giving me wisdom, guidance and strength for this piece of work and for my academic pursuit in general; To my indispensable parents Mr. and Mrs. Nunoo, my supporting brothers and wives Samuel, Emmanuel, Ruth and Lydia and also their kids Arnold, Reginald, Olivia and Reginald for their love, prayers and moral support through my study period in South Korea

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CHAPTER ONE

1.0 INTRODUCTION

1.1 BACKGROUND OF THE PROBLEM

Female underrepresentation in senior positions in both the public and private sectors has been a major subject matter in the world economy. But why should that be a matter of concern of their representation at these sectors. McKinsey & Company in 2007 conducted a research on one hundred and one (101) large corporations governing bodies across Europe, America and Asia transversely the energy, distribution and financial industries. Their findings showed that companies with three or more women in senior management positions to an average number of 10 members in a committee have performance increment in these industries. From this research it can be inferred that female large representation will cause an impact and not their low representation.

Of importance of females' higher representation are the four consecutive conferences on women empowerment held by the United Nations. Adding to this, the Millennium Development Goal 5 also emphasized on women empowerment as well as gender equality. The fourth conference held in China in 1995 dubbed "Beijing Conference" focused on advancing "the goals of equality, development and peace for all women everywhere in the interest of all humanity" (Beijing Declaration and Platform for Action, 7). Among the critical areas of concern is "inequality between men and women in the sharing of power and decision-making at all levels" (Beijing Declaration and Platform for Action, 16). The onus placed on the participating governments in achieving this goal include "eliminate occupational segregation, especially by promoting the equal participation of women in highly skilled jobs and senior management positions" ensuring equal representation of both men and women "through positive action in all governmental

and public administration positions”, equal parental responsibilities on both sexes in order to facilitate “women’s increased participation in public life” and a balance in their “family and professional life”(Beijing Declaration and Platform for Action,81)

These conferences have brought some women into the lime light especially into government machinery not only as Presidents and Prime Ministers but also an increase of female legislators. It is worth mentioning that there have been an unprecedented twenty (20) female presidents concurrently in the late 2010 to mid-2012 though there has been a decline in recent years. As at January 2013 some of the female Presidents and Prime Ministers include President Ellen Johnson Sirleaf (Africa, Liberia), President Angela Merkel (Europe,Germany), President Park Guen-hye (South Korea, Asia); also President DilmaRousseff (Brazil, South America),Prime Minister Portia Simpson Miller (Jamaica, North America) and Prime Minister Julia Gillard(Australia, Ocenia) (J.J. McCullough, 2013).

In the view of the World’s Women report (2010, 112), there is less female representation in government establishments as parliamentarians where policy formulation and resource allocations are undertaken that adversely affect them in their “political, economic and social opportunities”(World’s Women report 2010, 112). On the contrary the UN report (2010) also emphasized that the gradual rise of women to political power, is due to the assistance of “quotas and other special measures”

In agreement with McKinsey & Company’s view on large female representation to make an impact in an organization, the establishment of different type of quotas in holding political office for women especially as parliamentarians as indicated by the

World's Women report 2010 has brought positive results by increasing women's representation. It is therefore worthwhile to exercise the usage of between 30% to 40% quotas in the public service specifically, the Civil Service in addition to an Affirmative Action policy.

As explained in a report by PREM Network's Public Sector Group for the World Bank's Governance Knowledge Sharing Program;

Affirmative action means special consideration for disadvantaged groups in publicly funded opportunities. The purpose is to level the playing field as the groups preferred are often those that have discriminated against in the past(PREM Network's Public Sector Group Report, 1)

Females happen to be the disadvantaged group in the public sector who are underrepresented and more importantly as civil servants that implement the legislations established. Rather they are overrepresented in informal employment engaging in agricultural activities(UN report 2010,24).This calls for a greater attention in the sense that the policies developed by legislators are being translated into laws and regulations and implemented by staff of government Ministries, Agencies and Department (European Commission report 2010, 60).

An electoral quota system for women comprise of a "certain number or percentage of a body" which is between 30 per cent or 40 per cent to "to improve gender balance in parliament" in a country due to the challenges women encounter in the electoral process. This procedure may be enshrined in a constitution or stipulated in a political party manifesto. Though this system contradicts the principle of equal

opportunity for both male and female, it is worth it as it increase women representation yet it is not up to the level of men's representation on all levels of decision-making levels. The kinds of quotas utilized in an electoral system include reserved seats for women in the legislature, legislated candidate quotas in terms of reserving place for women on the electoral list; and voluntary political party quotas undertaken by individual parties by given a percentage for female candidates in their domain. At the implementation level, only 15 countries in Eastern Africa and 5 countries in Southern Asia utilized the reserved seats for women. Southern Asia for instance through government intervention in adopting this type of quota has had a notable improvement in the female representation in parliament (World's Women 2010, 112)

On the other hand Latin America and Eastern and Western Europe adopt both the legislated candidate and voluntarily political party quotas. As these quotas were utilized in 2009 women in these countries in 2009 comprise of an of average 21 per cent parliamentarians in contrast to an average of 13 per cent in countries without the usage of these quotas(World's Women 2010, 114-117). Moreover, in another report by UN Report in the same year, countries that adopted these quotas had 27 per cent of women legislators as oppose to 14 per cent female parliamentarians without their usage (UN Report 2010, 25).

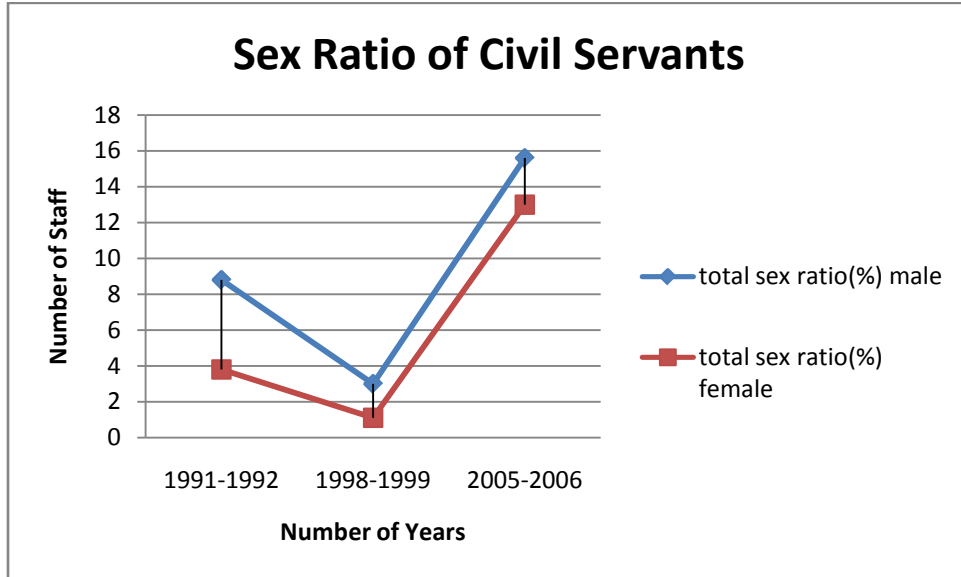
In the case of Ghana, the government in 1998 allocated 30% quota at the local district to increase women representation (Patrick Tandoh-Offin 2010, 9). However, at the close of 2009, only 8.3 percent accounted for women in parliament which was below the average 19.3 percent in Sub-Saharan Africa (ENERGIA Report, 2010). Nevertheless, in the history of Ghana, first female speaker of parliament was appointed in 2009.

The Civil Service of Ghana is a part of the public sector that recruits its workforce through competitive examination. Promotion is based on satisfactory staff performance appraisal report, merit and ability alongside seniority, experience and recognized qualifications. These attributes have greater weight than seniority and age especially between officers of the same qualifications in addition to leadership qualities, being initiative and sense of responsibility (Memorandum on Civil Service Regulations 2011, 33, 40). One of the purposes of the Affirmative Action policy enacted in 2001 in Ghana is to enhance women's representation at both Ministerial and senior level positions by increasing the number of women in such positions.

Allah-Mensah (2004) in her study of the women's political and public life provides some factors that accounts for females low representation. Some of the factors she identified include lack of higher educational qualities, no affirmative action because recruitment is based on merit, stereotyping of women to a particular task, derogatory titles, lack of technical skills, criticisms from fellow women at the low level, combination of work and domestic responsibilities. All these challenges were being faced by the Ministries she understudied of which the Energy and Petroleum Ministry was not part.

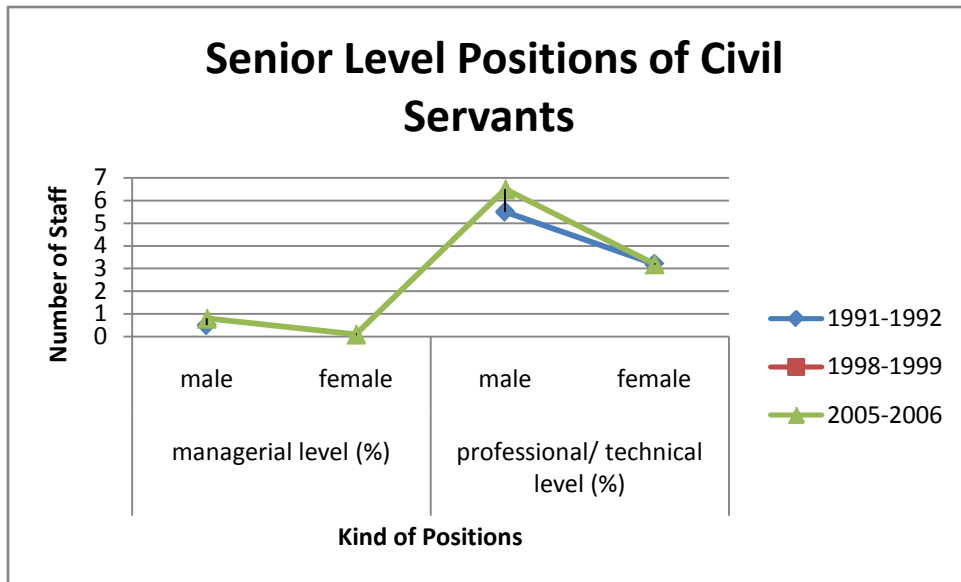
In the case of Ghana this disadvantage groups refers to women's recruitment and promotion into the Ministry of Energy and Petroleum. Among the challenges faced by women in the civil service of Ghana is the absence of Affirmative Action on recruitment. It is worth asking why Affirmative Action Policy should be amongst the challenges of women in the Civil Service since this policy was established in 2001 as well as a Ministry

in charge of gender issues. A closer look at overall sex ratio of the Civil Service in Ghana confirms this affirmation.



Source: Ghana Living Standard Statistics Report 3, 4 & 5

The line graph above depicts the sex ratio of civil servants in Ghana. Before the enactment of the Affirmative Action Policy, in 1991-1992 the percentage for male which was higher was 8.8 as oppose to 3.8 per cent for the female. Though there was a general decrease percentage wise for both sexes; the same trend was recorded in 1998-1999 where male percentage was 3.0 and that of the female 1.1 per cent. A considerable increase in both sexes was recorded after the establishment of Affirmative Action policy in 2001; however the men still dominated with a 15 per cent and the women 13 per cent which is better than 1992 and 1999 respectively. This portrays a good impact made by the Affirmative Action Policy in 2001 by increasing females’ representation in the civil service. It is worth asking whether this increase in women representation was also recorded at senior level. The line chart below provides that explanation.



Source: Ghana Living Standard Statistics Report 3, 4 & 5

Unfortunately, there were no women at the managerial level for the period 1991-1992; however their male counterpart recorded 0.5 per cent. On professional and technical level, there was 5.5 per cent for men and 3.2 per cent for women. Data was not available for the period 1998 to 1999. In the year 2005-2006 where both sexes recorded an increase after the enactment of the Affirmative Action Policy, men were represented by 0.8 per cent on managerial level and 0.1 for the female on the same level. On professional and technical level, men still dominated with 6.5 per cent and that of the female 3.2 per cent the same percentage in 1998-1999.

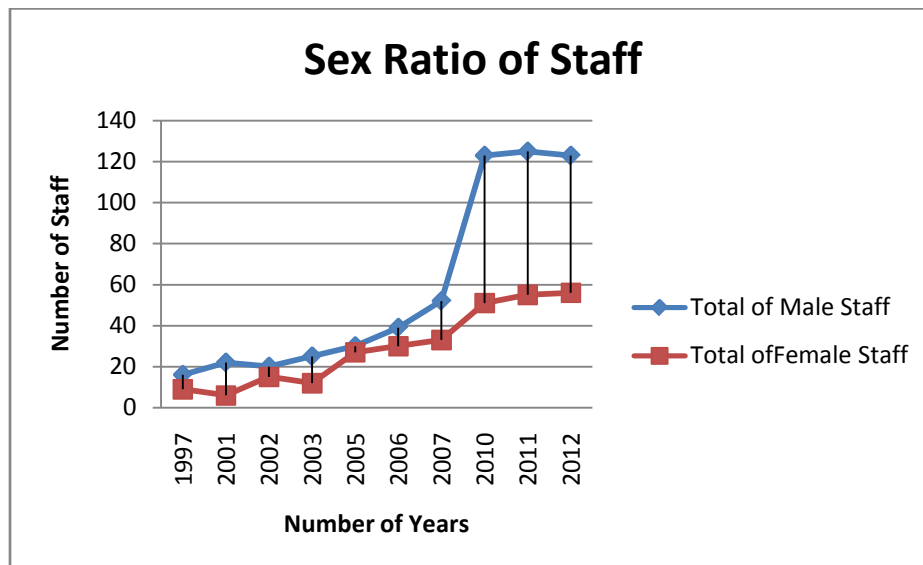
It can be inferred that though an affirmative action was in place it did have an impact increasing the number of females from 1.1 per cent in 1998-1999 to 13 per cent in 2005-2006. However, there was no corresponding increasing in the managerial level, technical and professional field.

The educational background of males and females in the civil servant on the type of job they engage in was higher for men than women in Ghana Living Standard Survey report, 2006 which was after the enactment of the Affirmative Action policy. Males percentage for below middle school level certificate in categories of work for managers was 0.0, professional was 2.5, technical 8.2, and clerks 0.0. For the percentage in middle school level managers was 16.7, professional was 9.4, technical 18.8, and clerks 42.8. On the level of senior high and above managers was 82.7 per cent; professional was 82.7 per cent and technical 67.3 per cent.

In the situation of females percentage for below middle school level certificate in categories of work for managers was 0.0, professional was 2.1, technical 3.1, and clerks 1.0. For the percentage in middle school level managers was 17.3, professional was 25.7, and technical 32.2. On the level of senior high and above managers was 70.8 per cent; professional was 70.9 per cent and technical 56.8 per cent.

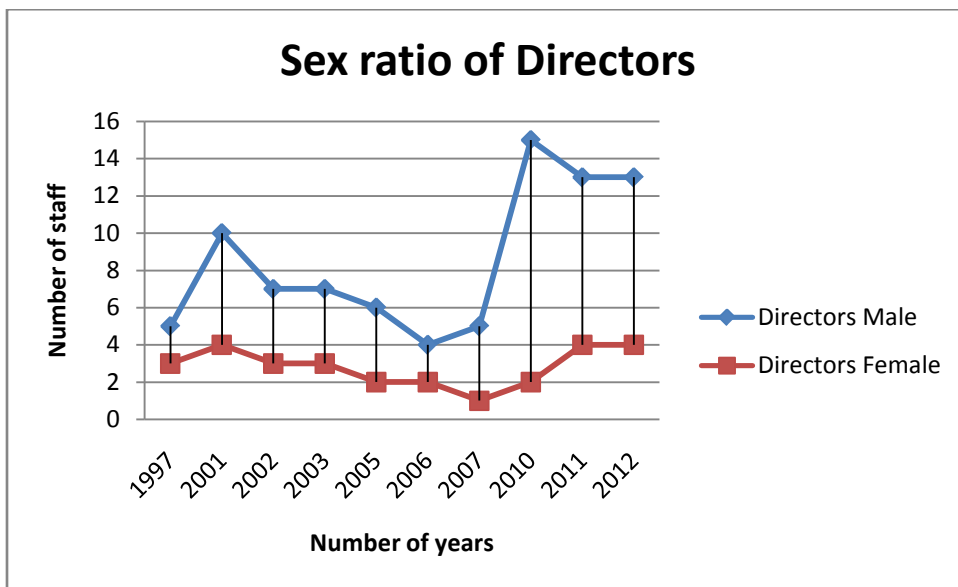
In addressing the low educational background of men to women, the Millennium Development Goal Report asserts that poverty tends to major setback for women in being educated. This is because in sub-Saharan Africa 67 girls per 100 boys are enrolled in tertiary levels of education (Millennium Development Goal Report 2010, 21). Also, the course these females tend to choose is related to the humanities and social sciences as oppose to the science, technology and especially engineering. This supports the Ghana Living Standard Survey report in 1992 and 2006 of higher percentage of male's representation in the categories of work they engage in as compared to females in such areas as managers and technical aspects which in terms of the Energy and Petroleum Ministry; which is one of the Ministries that requires engineers.

The Energy and Petroleum Ministry is one of the Ministries under the auspices of the Civil Service. It is mandated to handle all power and petroleum issues of Ghana. Inferring from the line graph below, the sex ratio before the enactment of the Affirmative Action policy in 1997 was 16 persons to 9 persons for men and women respectively. A year after this policy in 2002 the ratio was 20 for men and 15 for women which depicts an increase for both sexes. As the years advance, from 2003 through to 2007 there was a gradual increase for the men from 25 persons (in 2003) to 30 persons (in 2005) to 39 persons (in 2006) to 52 persons (in 2007). Data was not available for the periods 2004, 2008 and 2009. Though the men reach a peak of 125 persons in 2011, they fell short to 123 persons. On the other hand, the women a year after in 2003 went down by 2 persons from 15 persons to 12 persons. However, their number shot up to 27 people in 2005, with a gradual increase to 30 people in 2006, 33 people in 2007, an impress increase of 51 people in 2010, 55 people in 2011 and finally 56 people in 2012.

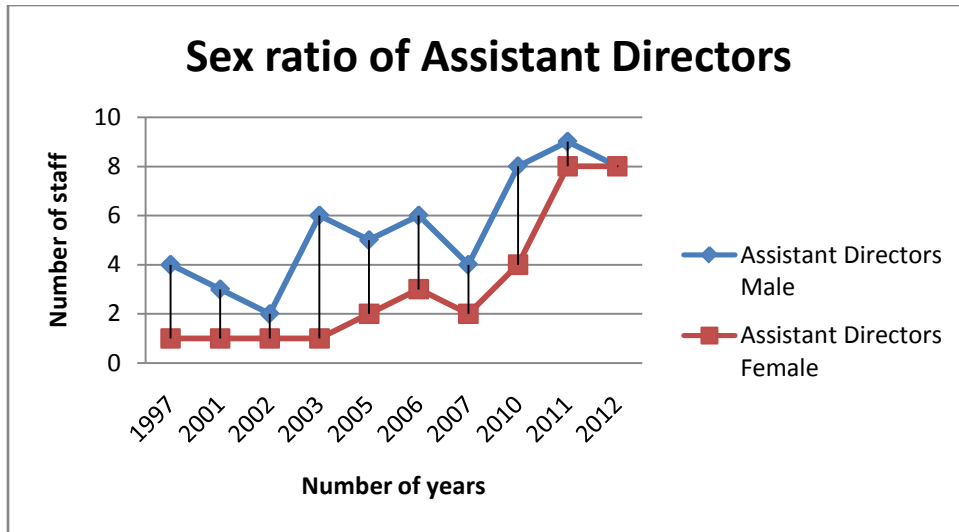


Source: Ministry of Energy Annual Performance Report

In terms of the Directors before and after the enactment of the Affirmative Action policy in 2001, there were greater fluctuations among both sexes as depicted in the line graph below. The men in 1997 recorded 5 persons as against 3 persons for the women. After the policy, the men raised to 7 persons while the women the same number of 3 people in 2002; this repeated itself in the preceding year for both sexes. However, in 2005 and 2006, both sexes had a shortfall. The men recorded 6 persons in 2005 and 4 persons in 2006. But the women maintained 2 persons in both years. Nonetheless, as the years advanced the men maintained their dominance over the women with a highest number of 15 persons in 2010 to 2 persons for the women. The number of women rose to 4 persons for both 2011 and 2012 whereas that of the men fell to 13 persons within the same years.



Source: Ministry of Energy Annual Performance Report



Source: Ministry of Energy Annual Performance Report

It in this regard that this research intends to focus specifically on the senior positions that comprises of directors and assistant directors in the Energy and Petroleum Ministry to identify what factors contribute to women’s low representation at the senior positions since the establishment of an Affirmative Action policy in 2001. This is to assess the impact of an Affirmative Action policy alongside quotas in the recruitment and promotion of women to senior positions as directors and assistant directors irrespective of their educational level and field of study when they have the necessary training. Directors are the heads of the various directorates of the Ministry with their corresponding directors as assistants. Also, it is worth asking and finding out whether this Ministry have a perception of male dominance or meant for men. This is because the Ministry has peculiar needs in terms of its technicalities. Also, due to the recent production of oil in commercial quantities in late December, 2010 and the chronic power sector cutbacks, more hands are therefore needed to ensure efficient management of energy issues especially gender and women household needs.

1.2 MAIN CLAIM

It has therefore become an urgent need and a call for concerted efforts on both the government and the women themselves to increase and improve their representation by influencing and contributing to the policy- making process in the energy sector. It is high time to improve women's educational needs complimented with the intense technicalities of this Ministry and the influence of the chronic poverty plight of women because of their gender which relegates them in the Ghanaian society. Allah-Mensah (2005, 2) suggested that this will empower these women individually and as a group as they participate meaningfully and effectively in the policy- making process as their view point is being considered in this process. In this vein all hands will be on board in solving the challenging needs for an efficient and sustainable sector.

Haruna (2003) proposed a reform of the public service to make it relevant to the conditions and valuable to most citizens residing and working in Ghana. Moreover, there is the need to re-structure and revamp the recruitment and promotion procedures of the Ministry of Energy and Petroleum to suit the peculiar needs. This is because the sex ratio of male and female of the Ministry covering the periods 1997 to 2012 with the exception of 2004, 2008 and 2009, shows that the male outnumber the female. Traditionally, the civil service has been male-dominated (Allah-Mensah 2005). This can be inferred from the cultural perception that women make better housewives than managers in an organization. In this regard women that occupy top management positions are inadequate compared to the majority in the lower positions as secretaries. A strong Affirmative Action policy as pursued in women's representation in the legislature must be reinforced

into the civil service code in recruitment and promotion that will encourage women to take up top management positions with its demanding tasks.

Another obvious reason for restructuring of the Ministry is the technical aspect which is its core mandate. For instance, the Ministry of Energy and Petroleum handles power and petroleum issues. This requires engineers in most of its activities. However, due to status inconsistency, society has assigned some roles to women, preventing them from taking up roles such as engineers which are meant for men. According to the Millennium Development Goal report, poverty tends to be a major setback for women in pursuing their education. This is because in sub-Saharan Africa 67 girls per 100 boys are enrolled in tertiary levels of education (Millennium Development Goal Report 2010, 21). Also, the course these females tend to choose is related to the humanities and social sciences as oppose to the science, technology and especially engineering. This supports the Ghana Living Standard Survey report in 1992 and 2006 on civil servants of higher percentage of male's representation in the categories of work they engage in as compared to females in such areas as managers, professional and technical aspects which in terms of the Energy and Petroleum Ministry, engineering.

Though recently the educational system has enacted strong Affirmative Action whereby the quota for female intake has been increased, more is left to be done since fewer women take these masculine courses. In order to advance, women should pursue higher education, which is a requirement for top management positions, equipping employees with the necessary knowledge and skills. Beside this, various courses can be developed for women who cannot go back to the classroom due to their inability to

combine both work and household responsibilities alongside schooling (Allah-Mensah 2005, 98).

Finally, such change can better be achieved by the women themselves when they resolve to accept and take up top management positions with their demanding tasks. As the civil service is being reformed and the educational system re-structured it has become expedient on the part of women in the Energy and Petroleum Ministry to utilize these opportunities to rise up to top management positions. This will enhance their sense of worth individually and as a group which can send strong signals to women who are reluctant to take up higher positions in the Ministries (Allah-Mensah 2005).

1.3 RESEARCH QUESTIONS

In evaluating the impact of the affirmative action policy, this research paper will sought to identify what accounts for the steady increase of men oppose to women on the level of directors and assistant directors in the Ministry of Energy and Petroleum recorded between the period 1997 to 20012; aside that, are the challenges women encounter at the senior positions in terms of directors and assistant directors? In the same vein, how would the introduction of thirty (30)per cent to forty (40) per cent quotas in addition to Affirmative Action policy resolve this imbalance of sex ratio representation?

As more women are been favored into the Ministry and on senior level by given them quotas, how does the issue of equal opportunity be addressed? Given the low educational background of women due to poverty and their preference to humanities and social science as oppose to the sciences especially engineering, what is the role of the Affirmative Action policy in promoting women to senior positions as directors and

assistant directors when they have the necessary experience and capabilities? Also, does the choice of boss affect the prospect of women rising to senior position in the Ministry?

On a yearly basis, workers at the technical units of the Ministries undertake a series of training programs to provide them with the necessary expertise. In this vein how can the Human Resource Department develop such training programs in the human development of employees, particularly women at senior positions, with the necessary expertise of the Energy Ministry which will enhance their self-worth and also serve as agent of change for women at junior positions?

1.4 HYPOTHESES

This research paper is based on the hypotheses that if the Affirmative Action policy is intensified alongside with 30% quotas, given women's low educational background due to the influence of poverty and their field of study in the humanities and social sciences as oppose to the sciences especially engineering, the likely of they being promoted and advancing to senior positions as directors and assistant directors would be high.

Furthermore, if working relations among female bosses and female junior staffs improve, there is the likelihood of more female rising to the senior level position. This is due to challenges such as stereotyping of women to a particular task, derogatory titles, lack of technical skills and criticisms from fellow women at the low level that women at senior positions encounter with both male and female subordinates.

Finally, given that the knowledge and skills of females are enhanced to suit the technicalities of the Ministry, the chances of these women rising to head the various

Directorates are very high. This is because the ENERGIA report (2010) argued that the technicalities in the operations of the Energy Sector deter women and therefore makes it a male dominated environment.

1.5 RESEARCH METHODS

This research adopts the quantitative research method because its sample size is forty (40) which is quite large; and this sample size was arrived at by utilizing stratified sampling technique. Stratified sampling facilitated selecting both junior and senior female staffs as well as senior female directors as they form their natural groupings. Both primary and secondary sources of data were utilized. Primary data source was obtained from the categorized staff of the Ministry of Energy and Petroleum; whereas textbooks, journals, articles as secondary sources of data.

The research instrument utilized was structured questionnaires for both the survey and interview. Questionnaires for the survey consisted of open and close ended questions which was to enable junior female staffs express their views on some issues. Interviews conducted however consist of open ended questions only in order to obtain detailed information from the male and female staffs. Nonetheless, content of questions in each had the same heading as subject matter but different content.

Data collected were coded to facilitate easy analysis by utilizing Statistical Package for the Social Science (SPSS, version 20). The intent of this research is to arrive at very meaningful findings which are reliable and valid. The findings were obtained by utilizing tables and bar chart.

1.6 ANALYSIS OF DATA

The research paper will rely on some substantiate evidence and exceptional illustrations of women's low representation by analyzing and utilizing primary data that had studied women's participation in public sector. Also, secondary data will be utilized to have current views of the low representation of women in the Ministry of Energy and Petroleum.

1.7 ORGANISATION OF STUDY

The study is divided into six main chapters. The first and foremost chapter introduction, looks at the problem statement alongside its main claim, research questions to be addressed , hypotheses, research methodology, analysis of data. Chapter two handles reviews of some literature pertaining to women's role in national development, their challenges as well as setbacks of women in civil service and energy sector. The chapter three focuses on the hypotheses and supporting claims with underlying reasons. Chapter four handles the analysis of the data collected and the discussion of findings. The preceding chapter five concludes with the summary of the research paper, conclusion and some recommendations.

1.8 LIMITATION OF STUDY

The major challenge of this study is accessing current secondary data on women's participation at senior level positions in the decision-making process in the public sector especially the civil service.

1.9 SIGNIFICANCE OF STUDY

The information available that addresses the female's low representation in the Ghanaian economy is focused more on political office than public office. This undermines the women in the public sector, especially those in the various Ministries of which the Energy and Petroleum falls under. As the national energy issue especially power outages as become a pain in the neck for Ghanaians, a joint support force is needed from the Government, the Head of Civil Service, Non-Governmental Agencies and the general public for a united voice to solve their plight of low representation in the top management positions who might assist in resolving this issue.

It is in this direction that this research paper intends to study the current situation of women's representation in the Energy and Petroleum Ministry. This will assist Ministry to put concerted effort in addressing the challenges of women by proposing various structural amendments to government in terms of the recruitment and promotion procedures.

CHAPTER TWO

2.0 LITERATURE REVIEW

2.1 INTRODUCTION

This section outlines the importance of women's contribution to national development focusing more on the public sector especially the civil service. It analyzes women's role as crucial in national economy which stresses the need for gender equality by bringing to bear various points of view ranging from some developed countries, Africa and narrowing it down to Ghana's public sector alongside the civil service operations.

This rationale for this approach is to analyze what has been happening in these developed countries that have achieved high strides in public sector development. Furthermore, this paper focused on some studies on women's contribution among African countries where we share similar cultural and political background and are being faced with similar economic challenges towards national development.

Ghana's recent discovery and production of oil in commercial quantities in 2010 compounded with the major challenge of providing infrastructure makes it pertinent to critically readdress the gender issues by employing the views of women to ensure that their needs in the household as well as propelling issues when they are the top management positions in the energy sector to promote national development.

This research further focuses on identifying what accounts for women's low representation at the senior position in terms of sex ratio based on Ghana Living Standard Survey (GLSS, 1992, 2006) report that shows female low proportion at senior level positions in the Ministries which the Energy Ministry falls under. Also, this study intends

to figure out the impact of the enactment of an Affirmative Action policy in women's recruitment and promotion and the necessary structural steps and changes that can be made to empower women in this Ministry.

2.2 WOMEN'S ROLE AND CHALLENGES IN NATIONAL DEVELOPMENT

According to Organization for Economic Co-operation and Development (OECD) report (2008) women at top management positions in large corporation among member states are more innovative, accountable and achieve better financial performance in contrary to their male-counterpart in an organization. This is because organizations with such women help promote diversity in "decision making, team building and communication skills" and assist the organization to adjust to change. Furthermore, the report posit that women's limited number as managers as a rippling effect on the "performance and effectiveness" on corporations and government. In supporting this viewpoint, McKinsey & Company in 2007 conducted a research on one hundred and one (101) large corporations governing bodies across Europe, America and Asia transversely the energy, distribution and financial industries. Their findings were that companies with three or more women in senior management positions in terms of a committee with an average number of 10 members have performance increment. From this research it can be inferred that female large representation will cause an impact and not their low representation.

The Worlds Women report (2010) also argued that as women get the opportunity to work in jobs that are male-dominated they hardly get the chance to gain employment in a working environment that requires "status, power and authority". Besides, though their proportion of the total national employment is relative high you hardly find them at

higher positions in both the public and private sector. Also, the report asserted that globally, there is the absence of gender equality in the senior level position in the governmental setting which is most evident in national parliaments. In the private sector, the percentages of women on company's boards are less in comparison to the men. The glass ceiling is a contributing factor which depicts that only 13 female are appointed to the position of chief executive officer out the 500 largest corporations worldwide (Worlds Women Report 2010,IX/X).In John's article she defines glass ceiling as a metaphor for the invisible and artificial barriers that block women and minorities from advancing up the corporate ladder to management and executive positions (Merida L. Johns 2013).

In supporting the Worlds Women report (2010), Tina Wallace And Helen Banos Smith (2011) argued that women worldwide both in the public and private sectors face challenges in moving up to top management positions. These challenges include absence of gender legislation, their domestic responsibilities (as the ultimate), organizational structures and cultures, male-dominant environment, promotion based on age and ethnicity, lack of competition and lack of confidence to manage higher level positions. Furthermore, they also claim that "labor force participation is near parity" in terms of male and female representation in the workforce in Ghana due to the index value of 0.99 when compared to that in the political setting value that is parliament which is 0.1. However, according to the Ghana Living Standard Survey report (1992, 2006) the number of men in total outnumbered that of the women as well as in their representation in the type of work which ranges from managers, professionals, technicians and clerks.

However, the African Women's report argued that though the index of women proportion in the civil service is fairly high, that of their representation in influencing the

decision making process is on the contrary. The reason being is that most governments have “not prioritized gender equality in decision-making at the level of policy-making and implementation” (African Women’s Report 2009, 172). This is replicated in employment policies in the allotment of top management positions in terms of “recruitment, promotion, motivation, training and retention”.

2.3 WOMEN’S GLOBAL EDUCATIONAL BACKGROUND AND THEIR STATUS OF EMPLOYMENT

According to the Millennium Development Goal report (2010, 20), the target for Goal 3 is to “eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015”. The value of the gender parity index (GPI) by 2015 should be between 97 and 103. In the report assessing girls’ primary-school enrolment with regards to 100 boys in sub-Saharan Africa (where Ghana belongs) in 1998 and 2007 was 85 and 91 respectively. This indicates an increase of an additional increase six (6) though it is below the total 96 of developing regions in 2008 and also it is below the target of 97. On the secondary level, the report shows that there was a decrease which was 83 and 79 in 1998 and 2007 respectively. This is further depicted on the tertiary level with a decrease from 71 to 67 in 1998 and 2007 respectively though developing regions reached a parity of 97 in 2008. The report argued the gender disparities compared to other developing regions is due to poverty that hinders the girl-child to further education. Also, on tertiary level, the course these females tend to choose is related to the humanities and social sciences as oppose to the science, technology and especially engineering.

Considerably, Worlds Women Report provided that the ratio of the male and female in primary enrolment is on the rise worldwide with substantial success evidence from Africa and South-Central Asia as at 2007; on the contrary, several countries in this region are farther from realizing this goal. The gender parity index in this report which measures the ratio of net enrolment for girls to that for boys globally has increased from 0.93 to 0.97 between the years 1999 to 2007 (Worlds Women Report 2010, 53). This index is considered to reach parity when it ranges from 0.97 to 1.03 In the case of Africa and South-Central Asia this index has increased from 0.89 to 0.93 where as that of South-Central Asia is increased from 0.85 to 0.96.

Furthermore, the report posits that in the past decade, out of the total 72 million children that are not attending school, 39 million which represent 54 per cent are girls (Worlds Women Report 2010, 43). This call for more effort put in these regions on the girl-child education. Nevertheless, wide gender disparities are recorded in developed countries. For the gender parity index (GPI) for these regions that of Middle Africa is 0.67, western Africa (where Ghana belongs), 0.77 and eastern Africa, 0.84. Also, the index for south-central and western in 2007 was 0.87 and 0.90 respectively.

On the other hand, there are clear improvements of women's tertiary enrolment due to the unprecedented expansion in this level. Statistically, from the period 1990 to 2007 male and female enrolment has doubled from 66.9million to 125.4 million (Worlds Women Report 2010, 62). Also, though gender disparities has now reversed favoring women, because the global share of women in tertiary education increased by 5 percent between 1990 and 2007. In areas like Western Europe and North America women's percentage exceeded 55 per cent. The gender parity index in these regions which was

1.33 exceeded the maximum value of 1.03. Similarly, Central and Eastern Europe and Latin America and the Caribbean showed gender parity index (GPIs) of 1.25 and 1.19 correspondingly. On the contrary, men still maintained their dominance on the levels of enrolment in sub-Saharan Africa and Southern and Western Asia with parity index 0.66 and 0.76 respectively which was below one (UNESCO Institute for Statistics (2009a)).

The report also identified areas of study of women when enrolled into tertiary institutions. This includes “education; health and welfare; humanities and arts; social science, business and law; science; engineering, manufacturing and construction; agriculture; and services”. Women still dominant the four field of study such as education, health and welfare, humanities and arts, and social science, business and law. This is the situation in the developed countries as their gender parity index exceeded one. However, that of developing countries is below the parity index, due to low enrolment of women at the tertiary level. Furthermore, “in the fields of science, engineering, manufacturing, and construction, agriculture and services” (Worlds Women Report 2010, 64-65) men rate of dominancy was high between the periods 1997 to 2007. Women high involvement in the Arab States is due most men pursuing higher education overseas. Yet, global wise women still have challenges in fields of study where men dominated. This is a result of gender stereotypes and the absence of role models to provide women pathways to challenging and lucrative careers.

On women’s participation rates on the labor force market-that is economically active population from age 15 and over- the report provided that women participation globally has been stead with an estimate percentage of 54 whiles that of men has been a decrease from 81 per cent to 77 per cent between the period of 1990 to 2010 (76). This

can be found in developing regions like sub-Saharan Africa (where Ghana belongs) with 2 per cent increase from 60 per cent to 62 per cent and that of men a 2 per cent decrease from 82 per cent to 80 per cent. Also, Southern Asia has 1 per cent increase from 35 per cent to 36 per cent and a corresponding 4 percentage decrease of the men's participation from 85 to 81. However, Western and Eastern Asia women's representation had a decrease of 3 per cent. Western Asia percentage decreased from 26 per cent to 23 per cent whereas that of Eastern Asia was from 72 per cent to 69 per cent. Their corresponding percentage decrease for men in Western Asia was from 79 per cent to 72 per cent whereas in the case of Eastern Asia the percentage decrease was from 85 to 79. The same applies to developed regions like Eastern Europe the female labor force participation which had a decrease in both sexes. The female's percentage decrease from 58 to 54 and that of the males was from 73 per cent to 66 per cent (Worlds Women Report 2010, 77).

Furthermore, in terms of the location of sector of females' representation between the periods 2004 to 2007, the report posits that in the Eastern, Middle and Western Africa (where Ghana belongs) more women are found in the agricultural sector with 68 per cent, 6 per cent in the industries and per cent for the service sector. Though their male counterpart had a decrease in the rate in the labor force participation from 82 per cent to 80 per cent, they still dominated these sectors. They were heavily represented in the agricultural sector with a higher percentage of 71, 9 per cent in the industry and 20 per cent in the service sector (Worlds Women Report 2010, 84). The large percentage of both sexes in the agricultural sector depicts that these countries in these regions are more agrarian society. The same was found for Southern Asia where both sexes dominant the

agricultural sector; however, the percentage of women 55, was higher than that of the men, 34 per cent.

Besides this, the percentage of women in wage employment which was 20 was lower than that of the men 24 per cent in Eastern and Western Africa (Ghana). This was same in Southern Asia with women percentage of 30 and that of the men 44. On the contrary, more women than men were found in this status of employment in the Eastern and Western Asia. Eastern Asia had 86 per cent for women to 80 per cent for men; Western Asia had 80 per cent for women and 79 per cent for men. Also, the same was found in Eastern and Southern Europe by the report. Women represented 84 per cent as oppose to 78 per cent for men in Eastern Europe; whereas in Southern Europe the percentage of women was 81 and that of men 74 per cent (Worlds Women Report 2010, 86).

In assessing women's representation at the senior level positions in the civil service, the Worlds Women report further provided that women are underrepresented on this level of decision-making. Averagely, 25 per cent of women in the European Union occupy "highest level of non-political administrative" positions and 33 per cent in the positions of "second-level administration" (Worlds Women Report 2010, 121).

2.4 THE ESSENCE AFFIRMATIVE ACTION POLICY AND QUOTAS TO INCREASE WOMEN'S REPRESENTATION

As explained in a report by PREM Network's Public Sector Group for the World Bank's Governance Knowledge Sharing Program;

Affirmative action means special consideration for disadvantaged groups in publicly funded opportunities. The purpose is to level the playing field as the groups preferred are often those that have discriminated against in the past (PREM Network's Public Sector Group Report, 1)

These disadvantaged groups in government institutions vary from one society to another. PREM Network Public Sector Group in a comparative study on the impact of Affirmative Action in the public service researched on four countries. These countries include India, Malaysia, Nigeria and South Africa. Of the disadvantaged groups race was common among four countries; followed by people with disabilities with the exception of Nigeria. On the other hand gender was noted for South Africa and social stratum (that is caste system) which is well noted for India.

Of particular interest to this research is the issue of gender in terms of South Africa. The purpose of Affirmative Action in South Africa was to put an end to prejudice against and segregation of the majority of natives in all sectors of the country especially the economy. This policy termed Employment Equity Act was aimed at removing unmerited discrimination in employment and compensation as well as adopting measures to improve the status of disadvantaged groups which include "Blacks (including African, Colored (mixed race) and Indians), women and people with disabilities"(Burger and Jafta 2010, 3,5)

In analyzing impact of "affirmative action on labor market outcomes for the period 1997 to 2006" of South African citizens, Burger and Jafta found that race and gender played an important role; though the essence of race is greater than gender. More

so the impact of the policy is marginal and brought fewer changes into the labor market. They assert that in terms of Africans, 15% of men are likely to locate a job than women and this can be attributed to the required skills for the average African sexes”(Burger and Jafta 2010, 20,24). This affirms that Affirmative Action policy solely cannot resolve the gender equality.

Affirmative action policy has been fully utilized to increase the female representation to political office as parliamentarian. But this was achieved with the support of establishing 30%-40% quotas. Tsatsu asserts to this claim affirmative action in political spheres for women in addition to” favorable percentages” has brought achievement to countries like Rwanda, South Africa, Mozambique, Sweden, Denmark and the United Kingdom (DzodziTsatsu 2006, 44).

In the same vein, the establishment of different type quotas into political office especially as parliamentarians as indicated by the World’s Women report 2010 is bringing positive results by increasing women’s representation therefore can be exercised in the public service specifically, the Civil Service. Nonetheless, the corresponding government establishments which implement the legislations established have females who are underrepresented more importantly as civil servants. Rather they are overrepresented in informal employment engaging in agricultural activities (UN report 2010, 24).

An electoral quota system for women comprise of a “certain number or percentage of a body” which is between 30 per cent or 40 per cent to “to improve gender balance in parliament” in a country due to the challenges women encounter in the electoral process. This procedure may be enshrined in a constitution or stipulated in a

political party manifesto. Though this system contradicts of the principle of equal opportunity for both male and female, it is worth it as it increase women representation yet it is not up to the level of men's representation. The kinds of quotas utilized in an electoral system include reserved seats for women in the legislature, legislated candidate quotas in terms reserving place for women on the electoral list; and voluntary political party quotas undertaken by individual parties by given a percentage for female candidates in their domain. At the implementation level, only 15 countries in eastern Africa and 5 countries in southern Asia utilized the reserved seats for women. Southern Asia for instance through government intervention adopted this type of quota has had a notable improvement in the female representation in parliament (World's Women 2010,).On the other hand Latin America and eastern and western Europe adopts both the legislated candidate and voluntarily political party quotas. In 2009, as these type of quotas were utilized in these countries, women legislators on average was 21 per cent comparably to an average of 13 per cent in countries without the usage of quotas (World's Women 2010, 114-117). Also, in another report by UN Report 2010, 25) in the same year countries that adopted these quotas had 27 per cent of women legislators as oppose to 14 per cent female parliamentarians without their usage.

As the 30% quota threshold has been utilized in 90 countries as asserted by the World's Women Report 2010 and led to an average 21 per cent of parliamentarians in comparison to an average of 13 per cent in countries that these quotas were not utilized the European Commission has a better picture of this. According to the European Commission report (2010)member States of the European Union (27 countries) have a positive and increasing gender balance favoring women (both junior and senior ministers)

in national parliaments within the periods and their percentage respectively 2004 (20.4%), 2007(24.1%), 2008(24.9%) and 2009 (25.9%); which is closer to the 30% as the threshold where women are considered as having an impact in the decision-making process. A better trend of female representation is seen in the European Commission which one of the umbrella of the European Union within the same period 2004 (28.0%), 2007(29.6%), 2008(37.0%) and 2009 (29.6%) hitting the 30% threshold and above (European Union 2010, 53).

Though the 30% threshold has been exceeded across the period 2003(24.8%), 2007(32.9%), and 2009 (31.7%) senior civil servants in the national administrations of the Union member states, “men outnumber women by at least two to one in most member states”. The reason is that the two senior most ranks in the civil service consist of 68% men and 32% women though some countries have a better gender equity in the civil service (European Union 2010, 60).

In the case of Africa, one of the major challenge by African women in leadership positions in African settings as put forward by Kiamba (2008) in quoting work Sadie (2005) is the “patriarchal system where decision making powers are in the hands of males”. Yet this notion is gradually becoming obsolete in the African political sphere.

As reported by the World’s Women report, in the case of Africa there was a percentage increase of female parliamentarians within the periods 1995, 1999 and 2009 of the 30% threshold. For instance in Southern Africa the percentage range from 12% in 1995, 14% in 1999 and 24% in 2009. However, there were some exceptions in terms of the quotas exceeding 30% for South Africa and Mozambique with 32.8% and 37.2% respectively in 2004 (Kiambareferring to work, Sadie 2008). On the contrary, Eastern,

Middle and Western Africa recorded less percentage than that of Southern Africa within the same periods. The percentage range recorded were 8% in 1995, 9% in 1999 and 16% in 2009. Also it is worth mentioning that Rwanda set a world by registering 56 per cent in its 2008 election of “gender balance in national parliament” as against 17 per cent in 1995. This is associated to the efforts to readdress gender balance issue in the reconstruction of the country after the civil service which majority of women were the survivors

In the case of Ghana, the government in 1998 allocated 30% quota at the local district to increase women representation (Patrick Tandoh-Offin 2010, 9). However, at the close of 2009, only 8.3 percent accounted for women in parliament which was below the average 19.3 percent in Sub-Saharan Africa (ENERGIA Report, 2010). Nevertheless, in the history of Ghana, first female speaker of parliament was appointed in 2009.

This calls for a greater attention in the sense that the policies developed by legislators are being translated into laws and regulations and implemented by staff of government ministries, agencies and department (European Commission report 2010, 60)

2.5 WOMEN’S REPRESENTATION IN THE GHANAIAN ECONOMY

According to Nora Judith Amu in her study of the role of women in Ghana’s economy, female representation in Ghana’s formal sector are generally low. She found out that the majority of women in the labor force are located in the informal sector, mainly engaged in agricultural activities. Besides this, the few women who find themselves in the formal sector are mostly concentrated in the lower ranks as secretaries where they cannot contribute to the decision-making process.

She asserted that though the income obtained by women is extremely low and unstable in this sector, yet they are able to manage their work and housewife responsibilities better than those in the public sector. Also, most women are not able to meet the higher educational requirement and specialized skills in working in some technical aspects of the formal sector. This technical aspect includes power and petroleum, water, construction and public administration. Even if they want to, they cannot because of the stereotyping attached to these jobs and the severe time constraints which may not be “ideal for women with families.” The general and low ambitions of most women also account for their unwillingness to take up jobs in the formal sector. It is a result of females’ “socialization process” that does not enable them to “aspire for bigger things in life.” This attests to the fact that women possess low self-esteem and consequently their inability to contest with men in the formal sector. Amu’s research provides general information on women’s participation in their Ghanaian economy as whole.

Allah-Mensah also found out some factors that contribute to women’s low representation from some selected Ministries. The majority of women were located at the low grades as secretaries with the few at the top management positions serving as deputy directors. Some of the reasons include insubordination of men to women at higher levels of management, lack of higher educational qualities, no affirmative action because recruitment is based on merit, stereotyping of women to a particular task, derogatory titles, poor conditions of service, lack of technical skills, criticisms from fellow women at the low level, combination of work and domestic responsibilities. Allah-Mensah’s work provides some inside information on situation in the Ministries that will serve as a guide

to this research paper that intends to study the Ministry of Energy and Petroleum as a single Ministry to identify some peculiarities and similarities with her study which excluded this Ministry.

2.6 CULTURAL AND TRADITIONAL REASONS THAT HINDER WOMEN'S PARTICIPATION IN GHANA'S CIVIL SERVICE

Allah-Mensah in her quest to find some reasons that affect women's low participation in politics and public office noted a "patriarchal traditional ruling system" – where men are designated to be the authoritative head of the family-and the "gendered educational system"-governance and diplomacy- as the main factors. In the case of public office, during the pre-colonial period, the kitchen was designated for women whereas their male counterparts were meant for the classroom. The observable reason was that "the colonial administration (which was before Ghana's independence) was only interested in training and equipping young men who will be grounded in the art of governance and statesmanship (12)." In this regard, the courses were gender- oriented, prescribing courses for women in order to make them better housewives. The "patriarchal traditional ruling system" reinforces itself by giving place to men as decision makers of the family whilst women are to implement these decisions without complaints. This accounts for the male dominance in the civil service. Allah-Mensah's study gives insight into the cultural reasons why women are unable to rise up to the top management level in the Ministries.

2.7 WOMEN IN THE ENERGY SECTOR

The energy sector is made up of two sections which includes power and petroleum. This forms the major technical wing of the Ministry of Energy of Petroleum. Among the challenges facing the power sector includes the availability of funds to undertake projects to ensure frequent power supply as well as human capacity building in regulating the sector (National Energy Policy 2010, 17). The petroleum sector on the other hand has to battle with ensuring that the growing oil and gas industry due to Ghana's discovery of oil has efficient local content policy and sufficient involvement from the citizens. Also, the need to manage the potential revenue and to ensure sufficient security of this virgin industry is another setback (National Energy Policy 2010, 29).

Aside these challenges of the sector are that of handling gender issues. The policy goal in this regard is to facilitate gender equality. However, the difficulty in fulfilling this goal is the low engagement of women in developing and supervising energy services and also the inadequate competence of women in administrative positions. Nevertheless, the strategies put in place to address this problem are women's capacity building and their effective participation in the formulating and implementing energy policies (National Energy Policy 2010, 46-47). In the findings on the gender audit of the energy sector, the ENERGIA report (2010) asserted that little attention is being paid in employing established policies of the sector and as result the low level of impact women have on the decision-making process in the energy sector as well as their household needs.

The World's Women report (2010) asserts that though women dominate tertiary education globally, it is a different story in sub-Saharan Africa where Ghana belongs and that of Southern and Western part of Asia. Nevertheless with their dominance, women

still prefer courses in the humanities and arts to the science and engineering (Worlds Women 2010, IX). In supporting Allah-Mensah view on the women in the some Ministries, the ENERGIA report (2010) also argued that the energy sector is male-dominated which originate from the schooling system where boys prefer the courses in the sciences and math which is contrast to that of girls. This support the Millennium Development Goal report (2010), which asserts that poverty, tends to be a major setback for women in being educated. This is because in sub-Saharan Africa 67 girls per 100 boys are enrolled in tertiary levels of education (Millennium Development Goal Report 2010,21). Also, the course these females tend to choose is related to the humanities and social sciences as oppose to the science, technology and especially engineering. This supports the Ghana Living Standard survey report in 1992 and 2006 of higher percentage of male's representation in the Civil Service of Ghana in the categories of work they engage in as compared to females in such areas as managers and technical aspects which in terms of the Energy Ministry, engineering.

Also, the report further posited that the fortunate women that get employed in this sector tend to work at the junior level which is due to their inability to manage the long hours at work. This is particular about those in the sector agencies whose work involves more technicalities and to ensure frequent power supply to the nation. This adversely affects their selection for training programs and promotions.

Furthermore, the ENERGIA report put forward that the technicalities in the operations at the Energy Sector deter women in that case makes it a male dominated environment in all the decision-making processes. The reason being that women in order to manage their family life had to go for lower positions in the administrative units which

deprive of training programs that could enhance their careers leading to higher management positions.

More so, the report argued that the working environment in terms of the long hours and working during weekends especially the sector agencies makes it difficult for women who are housewives to take up higher responsibilities in that regard. To suffice, this is the absence of means of transportation to work due to the long distance to work which makes it difficult for women to work extra hours after work. Besides this, creating different offices for female engineers and technicians does not facilitate information sharing and it is a hindrance in promoting gender equality

Some outcome of the research conducted ENERGIA report (2010) by that can enhance women's involvement in the energy sector include encourage competitiveness in young females to taking courses in the sciences and math whiles those employed must be provided with training programs to enhance their self-worth. Also, it is important to put in place an Affirmative Action Policy and women associations to help propel their commitment and support for each other in promoting collectiveness.

2.8 STRUCTURAL REFORMS

The National Council on Women and Development of Ghana was established in 1975 to promote gender related issues. Though it has chalked some success, it is faced with challenges as such absence of political willingness, insufficient resources and donor reliance (Patrick Tandoh-Offin 2010, 9).

The Council has been integrated into the Ministry of Women and Children Affairs set up in 2001. This Ministry's operations was facilitated by guiding documents and

policy which include the National Plan of Action for Women, an Affirmative Action (AA) policy which is to promote women's participation in decision-making alongside appointment of Gender Desk Officers to some public sector institutions. The target of the Affirmation Action is to have "40 percent representation of women at all levels of government" (Patrick Tandoh-Offin 2010, 10). Also, International Donor Organizations and gender advocacy groups have contributed in this regard by endorsing for providing quotas to women that aspire to government position. This facilitated government position in 1998 on allocating quotas 30% at the local district to women which has increased their participation in the political sphere though there is more room for improvement as the females total population outnumber that of males(Patrick Tandoh-Offin2010, 9). However, at the close of 2009, only 8.3 percent accounted for women in parliament which was below the average 19.3 percent in Sub-Saharan Africa (ENERGIA Report, 2010).

In their paper work "determinant of female labor force participation in Ghana," Charles Ackah et al (2009) found out that women's educational achievement and their fruitfulness in raising a family determines their level of participation in "wage employment." Women with junior high school qualification and above were found to be more in "wage employment" "than those with no education." This implies that the more females desire to obtain higher education, the higher their participation in the formal sector. They came out with some implications and policy measures in order to encourage the rate of women's participation in "wage employment." This includes policy makers heightening the essence of female education to increase their level of participation in the labor force. Also, they suggested government to provide access to "child care facilities"

to reduce the poor care children receive due to female participation in “wage employment.” Charles Ackah and others’ paper provides some implications and effectiveness of policies and government intervention which this research paper seeks to address to increase the female participation in the public sector, especially the Ministries.

In drawing lessons by comparing and analyzing Southeast-Asian countries approach to public sector reforms to Ghana, Patrick Tandoh-Offin argued for the need for equal representation of women at all levels of decision-making process which is a requirement for national development in promoting the gender equality as well as individuals and society at large. Furthermore, in his adoption of the pluralist approach, he posited that women’s basis of reasoning focus on the majority rather than the individual when compared to their male counter-part must be considered due to the diversity flair it brings on board to the decision-making process as well as diverse point of view on social menace (Patrick Tandoh-Offin 2010, 2).

CHAPTER THREE

3.0 HYPOTHESES

3.1 INTRODUCTION

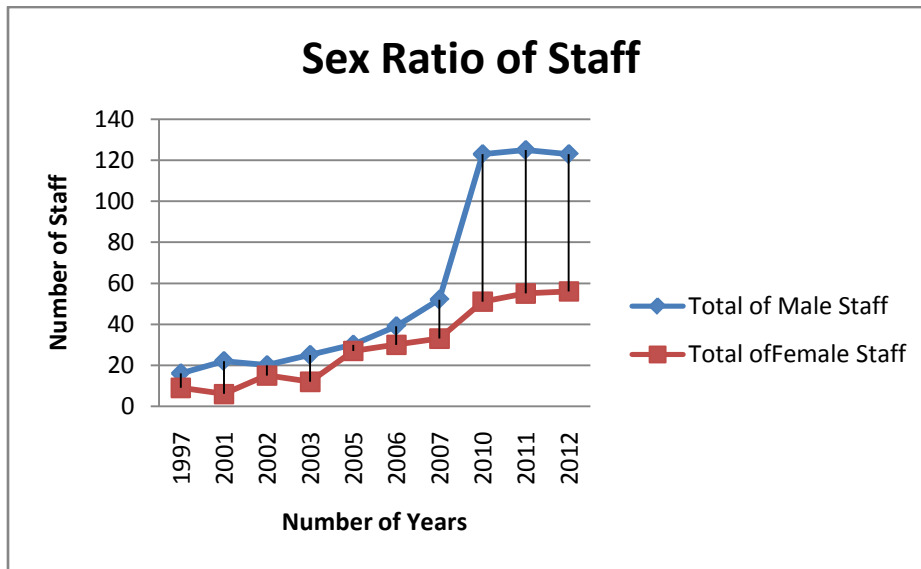
From inference of the sex ratio of staff of the Ministry, affirmative action policy which is to promote more women is not fully pursued though it is part of the National policy of the Ministry. In this regard, this policy cannot be utilized single handed to increase female representation in the Ministry.

3.2 TENTATIVE CLAIMS AND REASONS

This research paper is therefore based on the assumption that if the Affirmative Action policy is intensified alongside with 30 per cent or 40 per cent quotas, given women's low educational background due to the influence of poverty and their field of study in the humanities and social sciences as oppose to the sciences especially engineering, the likely of women being promoted and advancing to senior positions as directors and assistant directors would be high. With reference to the member States of the European Union (27 countries on average) and some African countries like South Africa and Mozambique, they were able to achieve the 30% threshold of female parliamentarian and above with the establishment of different quotas in their political sphere. Correspondingly, more women are needed in the civil service as the numbers of female legislator increase. In agreeing with the European Union report (2010) the policies developed by legislators are being translated into laws and regulations and implemented by staff of government Ministries, Agencies and Department.

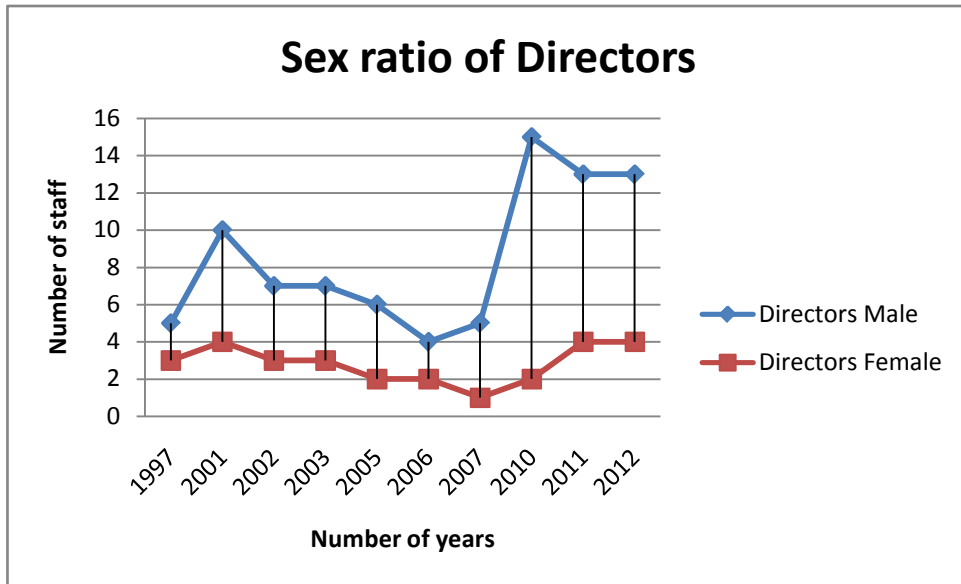
The sex ratio of men to women in senior positions and total in the Ministry of Energy and Petroleum from 1997 before the establishment of the Affirmative Action policy in 2001 through to 2012 has been of male dominance as shown in the first line

graph below. Data was not available for the periods 2004, 2008 and 2009. Though the women increase significantly in 2003 to 27 persons from 12 persons in 2002 after the enactment of this policy, the corresponding senior level positions in terms of directors and assistant directors did not have much change.

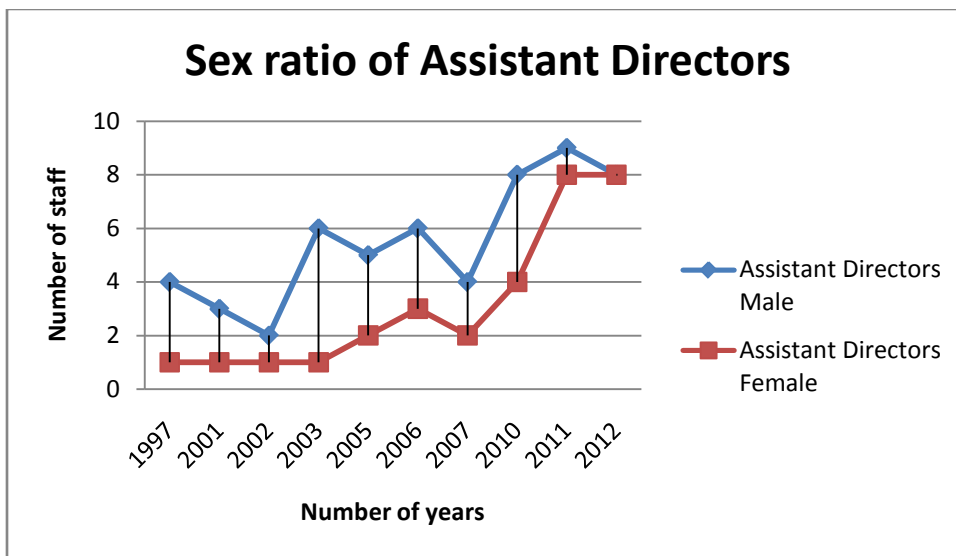


Source: Ministry of Energy Annual Performance Report

The second line graph below shows that the female numbers fell within a range of 2 persons to 4 persons being the highest recorded in 2011 and 2012 for a corresponding 13 persons for the male within the same year. In the preceding graph for assistant directors, the women recorded within a range of 1 person to 8 persons in the same years of 2011 and 2012 as the female directors. The women fared well to the men in these years with the men recording 9 persons and 8 persons in 2011 and 2012 respectively.



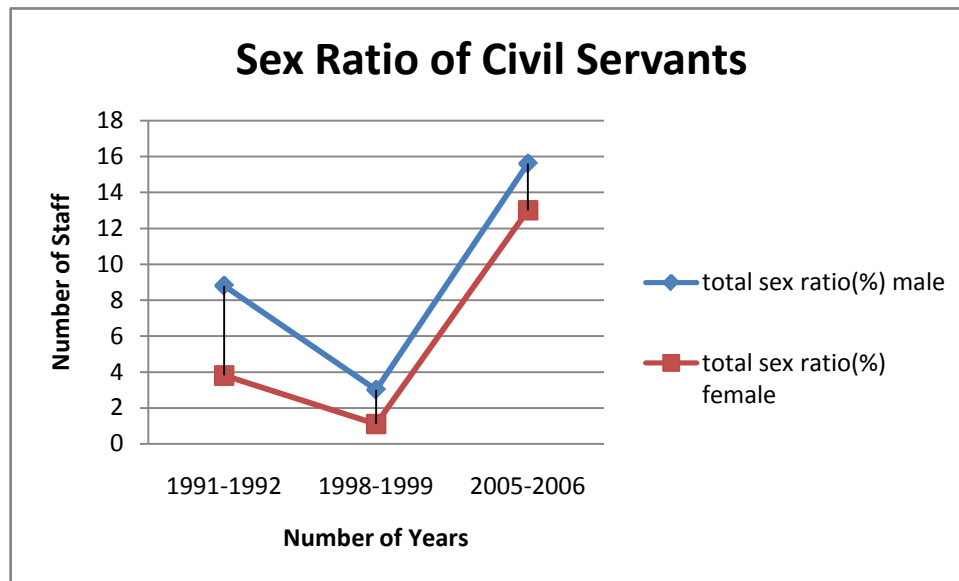
Source: Ministry of Energy Annual Performance Report



Source: Ministry of Energy Annual Performance Report

This can be inferred that the Affirmative Action policy which is to promote more women in the Ministry has not been fully pursued. More so this policy alone cannot increase female representation in the Ministry; rather it favored the male in their overall numbers, directors and assistant directors as well. The same was recorded in the sex ratio

for all civil servants from the Head of Civil Service as show in the figure below. Though both sexes recorded an increase in percentage for men 15 and the women 13per cent in 2005-2006, the men got the highest representation.



Source: Ministry of Energy Annual Performance Report

Furthermore, another assumption held by this research is that if the working relations among female bosses and female junior staffs improve, there is the likelihood of more female rising to the senior level position. In an assertion made by Allah-Mensah (2010), some of the challenges faced by women in the Ministries she understudy include stereotyping of women to a particular task, derogatory titles, lack of technical skills and criticisms from fellow women at the low level. This hampers women’s working relations in the Ministries.

Finally, given that the knowledge and skills of females are enhanced to suit the technicalities of the Ministry, the chances of these women rising to head the various Directorates are very high. The ENERGIA report put forward that the technicalities in the

operations at the Energy Sector deter women in that case makes it a male dominated environment in all the decision-making processes. The reason being that women in order to manage their family life had to go for lower positions in the administrative units which deprive of training programs that could enhance their careers leading to higher management positions. This research deem it pertinent to find out whether there are correlation among the assumptions raised for the less female representations and how this can be resolved in the Ministry.

CHAPTER FOUR

4.0 DATA ANALYSIS AND DISCUSSION OF FINDINGS

4.1 INTRODUCTION

This chapter focuses on analyzing data collected from female in both junior and senior level, including male directors of all directorates of the Ministry through survey by utilizing questionnaire for junior female staffs and conducting interview for male and female directors at senior level.

On the basis of the survey and interview questions, the data analysis and discussion of findings is categorized under the following:

- i. Background Information
- ii. Recruitment, Promotion and Training
- iii. Working Relations and Performance
- iv. Knowledge of Affirmative Action policy and its impact

Tables and pie charts were utilized in the analyzing and discussion of findings.

4.2 BACKGROUND INFORMATION OF RESPONDENTS

The number of senior staffs interviewed in the Ministry was eight (8) for the male and five (5) for female. In Figure 1 as shown below portrays that the male outnumber the female on the senior level where decision-making takes place which prime orientation of this research. This was to identify reasons and solution to female lesser than the male at senior level positions.

Sex Ratio of Senior Staff

	Frequency	Percent
Male	8	61.5
Female	5	38.5
Total	13	100.0

Source: Ministry of Energy & Petroleum Figure 1

Age Ratio of Senior Staff

	Frequency	Percent
41-50	4	30.8
51-60	9	69.2
Total	13	100.0

Source: Field Work Figure 2

As shown in Figure 2, the age bracket for both sexes the majority are between 51-60 years which represent 69.2 per cent; which is close to the retiring age in the Civil Service. The minority within the age bracket 41.50 years represent 30.8 per cent. Comparably to the female junior staff, the majority were twenty (20) years away from the retiring age as shown in Figure 2a.

Age of Junior Staff

	Frequency	Percent
21-30	9	33.3
31-40	14	51.9
41-50	4	14.8
Total	27	100.0

Source: Ministry of Energy & Petroleum Figure 2a

Female junior staffs which falls within the age brackets 21-30 years represents 33.3 per cent; and that of the age range 31-40 years represent 51.9 per cent; however the age bracket of 41-50 represent 14.8 per cent summing up to 100 per cent of the

respondents. This depicts that the female population (who are not involved in decision – making process) of the Ministry consist of a young population. This is because the retiring age for civil servants is sixty (60) and the majority of female staff falls within the age brackets of 21-40 years. This age bracket of 21-40 years is a good indicator that women have a greater opportunity to take up positions at the senior level. To suffice this, with reference to Figure 2a, the Administrative Class from which directors and assistant directors are made represents 59.3 per cent of female staff. The Secretarial class and Engineers represent 29.6 per cent and 11.1 per cent respectively.

Grade in Civil Service(Junior Staff)

	Frequency	Percent
Secretarial Class	8	29.6
Administrative Class	16	59.3
Engineers	3	11.1
Total	27	100.0

Source: Ministry of Energy & Petroleum Figure 3

Grade in Civil Service(Senior Staff)

	Frequency	Percent
Director	9	69.2
Assistant Director	4	30.8
Total	13	100.0

Source: Field Work Figure 3a

On the grade of the senior staffs, of the eight (8) male staff only one person was on the grade of assistant director; the remaining seven (7) are directors. Also, of the five (5) female staffs two (2) were directors and three (3) were assistant directors. This implies that currently there are only two (2) directors in the Ministry heading the Legal Directorate and Local Content Policy under petroleum respectively.

The educational levels of both the junior and senior staffs are on different scale all together where the majority of senior staffs have had their Master's degree; and on the hand Diploma level for junior female staffs as shown in Figure 4a and Figure 4 respectively.

Educational Level(Junior Staff)

	Frequency	Percent
Diploma	13	48.1
Bachelor's Degree	8	29.6
Masters	6	22.2
Total	27	100.0

Source: Ministry of Energy & Petroleum Figure 4

In Figure 3, the educational levels of the female staffs portrays that the majority had completed Diploma which represent 48.1 per cent, followed by Degree holders 29.6 per cent and those with Master's degree represent 22.2 per cent.

Educational level for Senior Staff

	Frequency	Percent
Bachelor's degree	1	7.7
Masters	12	92.3
Total	13	100.0

Source: Ministry of Energy & Petroleum Figure 4a

Of the senior educational level 92.3 per cent have had their Master's degree comprising of both sexes. Only one female representing 7.7 per cent has a Bachelor's degree.

4.3 RECRUITMENT, PROMOTION AND TRAINING

Recruitment (Junior Staff)

	Frequency	Percent
The Office of the Head of Civil Service	24	88.9
Contract through Ministry	3	11.1
Total	27	100.0

Source: Ministry of Energy & Petroleum Figure 5

In terms of recruitment of respondents, Figure 5 portrays that the majority with a percentage of 88.9 were recruitment through the Head of Civil Service which is the mandated to recruit people into the Civil Service in Ghana. The remaining 11.1 per cent were recruited by the Ministry as contract staff. For senior staff recruitment, four (4) male staffs and two (2) female staffs are on contract; whereas four (4) male staffs and three (3) female staffs are recruitment through the Head of Civil Service depicted in Figure 5a.

Recruitment (Senior Staff)

	Frequency	Percent
The Office of the Head of Civil Service	7	53.8
Contract through Ministry	6	46.2
Total	13	100.0

Source: Ministry of Energy & Petroleum Figure 5a

Knowledge of Recruitment and Promotion procedure

	Frequency	Percent
Yes	11	40.7
No	16	59.3
Total	27	100.0

Source: Ministry of Energy & Petroleum Figure 6

Figure 6 depicts that 59.3 per cent of female respondent have no clear knowledge about the recruitment and promotion procedures of the Ministry. The remaining 40.7 per cent respondent had prior knowledge of these procedures.

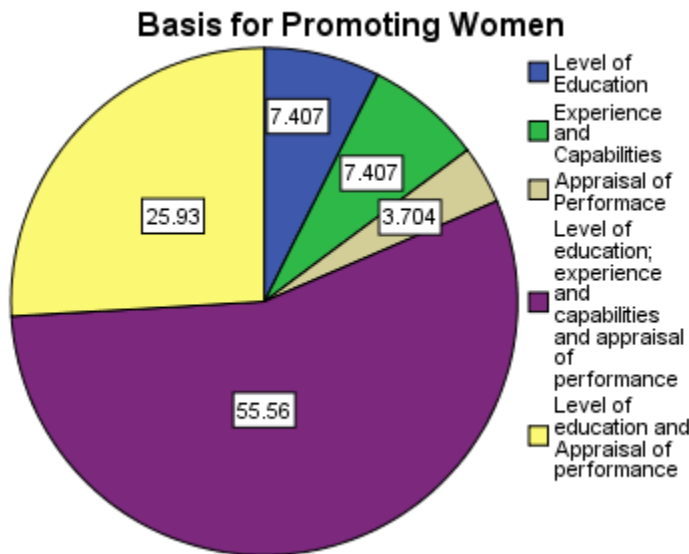
Furthermore, Figure 7 shows that women do not have the opportunity of being recruited and promoted in the Ministry. This is because 77.8 per cent of respondent asserts that the recruitment and promotion procedures do not provide women an edge over their male counterpart. Whereas the 22.2 per cent affirms these procedures provide women some privileged in recruitment and promotion.

Opportunity of female recruitment and promotion

	Frequency	Percent
Yes	6	22.2
No	21	77.8
Total	27	100.0

Source: Ministry of Energy & Petroleum Figure 7

In assessing the basis of promotion of female to senior positions in the Ministry the various responses were obtained as shown in **Figure 8**.



Source: Ministry of Energy & Petroleum Figure 8

The majority of the respondents with 55.6 per cent asserted that women should be promoted on the basis of level of education, experience and capabilities alongside appraisal of performance. This is preceded by level of education and appraisal of performance representing 25.9 per cent. The next are single responses with their respective percentage which include level of education (7.4), experience and capabilities (7.4) and appraisal of performance (3.7). Interestingly, none of the respondent opted for merit basis for female promotion.

For the senior level staffs some of the reasons put forward by male staffs include level of education, experience and capabilities which will enable women deliver at any position given due to the orientation of the Ministry that involves the power and petroleum needs of nation at large. Aside that, the Ministry is a policy formulation and implementation institution in this regard female can perform without even the technical know-how. Two female staffs agree to this position as well as merit basis and further added that this will enable women at these positions proof their worthiness and therefore not be undermined. This agree with one of the hypothesis put forward by this research that given that the knowledge and skills of females are enhanced to suit the technicalities of the Ministry, the chances of these women rising to the head Directorates.

Gender for Career Development

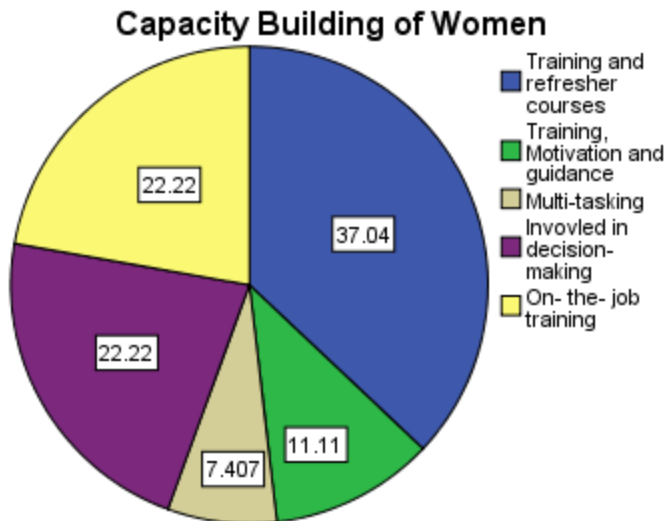
	Frequency	Percent
Male	21	77.8
Female	6	22.2
Total	27	100.0

Source: Ministry of Energy & Petroleum Figure 9

This research sought to identify which sex is favored over the other in terms of career advancement in the Ministry. The rationale is to identify ways to build the capabilities of women especially those at senior level positions which will enhance their self-worth and also serve as agent of change for women at junior level. According to responses of respondents men are favored than women for career advancement with a percentage of 77.8 as oppose to 22.2 per cent of those respondents who support the view of women favored than men for career advancement as shown is Figure 9.

For male senior staffs, the training opportunities that come to the Ministry are on the orientation of power and petroleum which makes it seems like the men are favored more than the women. The female senior staffs agreed to this assertion and added that the nature of training programs target the middle to senior level positions where most junior female staffs are not located.

In this vein, Figure 10 depicts the answers the research question of ways the capabilities of women can be improve for career advancement by the Human Resource Directorate.



Source: Ministry of Energy & Petroleum Figure 10

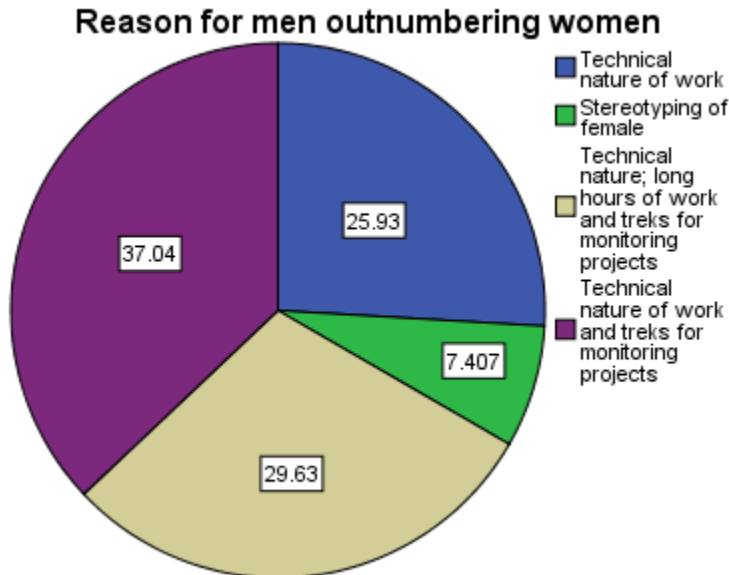
In the view of the respondents, female staff should be given more training and refresher courses which represents 37 per cent. This supports the notion that men are favored for career advancement than women in the Ministry as shown in Figure 7. Another suggestions made by the respondents are involving women in decision-making and on-the-job training each with 22.2 per cent. The least percentage of the responses was providing training, motivation and guidance and women undertaking multitask with 11.11 per cent and 7.41 per cent respectively.

Male senior staffs emphasis more tailored-made training programs which will enable women get the exposure in decision-making process since some shy away from getting involved in projects undertaken. This will harness their participatory skills and instill confidence in them. Supporting this view, female senior staffs also stress on the need for training programs developed solely on power and petroleum to provide women the broader view of the operation of the Ministry. This will boost the morale of women and be proactive when called upon to undertake any assignment or project. Based on this

approach, the Human Resource Department can adopt these measures to harness the capacity development of women in the Ministry.

4.4 WORKING RELATIONS AND PERFORMANCE

Another question this research sought to answer is what accounts for the steady increase of men oppose to women at the senior level positions between the period 1997-2012 with the exception of the years 2004, 2008 and 2009 before and after the enactment of Affirmative Action policy in 2001. In Figure 11 technical nature of work and treks for monitoring projects with 37 per cent happens to be the major factor for men exceeding women at senior level positions. This is preceded by technical nature; long hours of work and treks for monitoring projects representing 29.6 per cent and technical nature of work with 25.9 per cent. Moreover, the least percentage 7.4 is stereotyping of female.



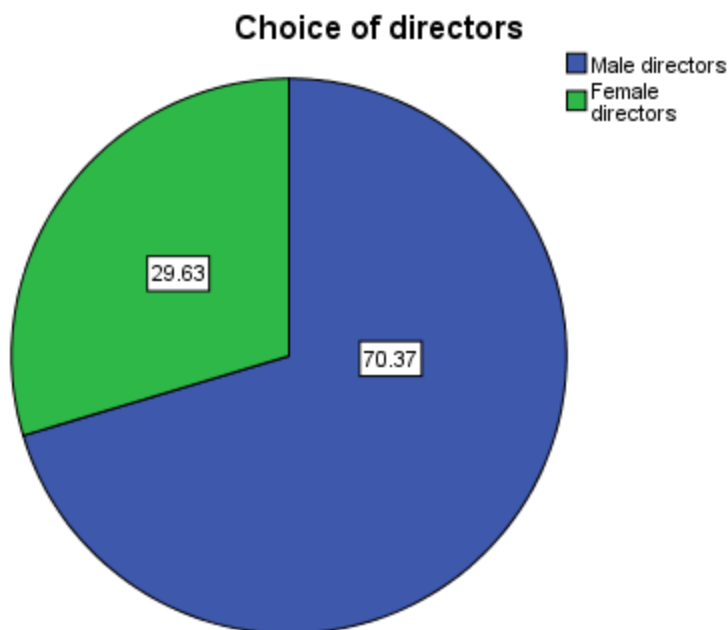
Source: Ministry of Energy & Petroleum Figure 11

In the view of both male and female senior staffs the technical nature and the interest account for the men outnumbering them at the senior level. This because in the

case of engineers they prefer writing and reviewing papers as compared to climbing pylons. For the position of women's interest, comparing it to professions like medical doctors, nurses, teachers, lawyers the women outnumber the men in Ghana due to it being less stressful. Female senior staffs concurred to this viewpoint and also added the fear of not being able to deliver when given the opportunity.

Furthermore, the male directors asserted the transfer of staffs to other Ministry when they are promoted is contributing factor. When this happens the women taken are not replaced with women but with men. More so, in the technical wing the age group of engineers in the country has not reached the level of senior position since they are now coming up in the employment. In this case timing is a factor for less female representation in the technical wing of which the female senior staffs concurred.

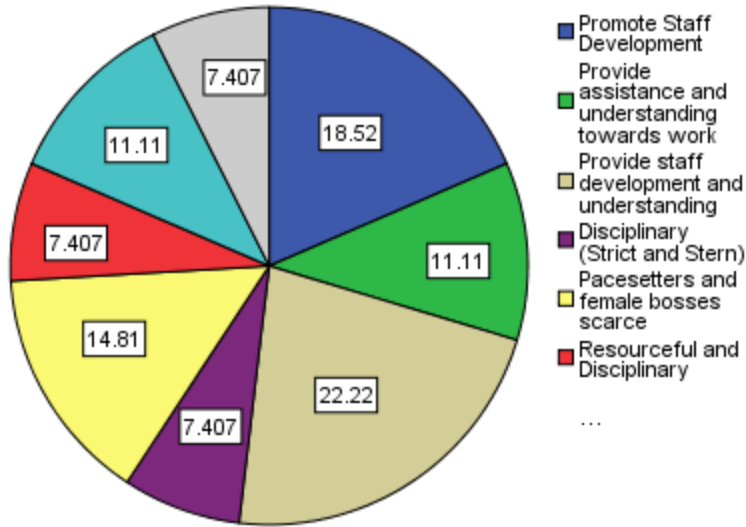
In order to improve the chance of women rising to the top, this research sought to find out the choice of boss which may affect their prospects in this regard. Interestingly, 70.37 per cent of female junior respondents preferred a male boss to 29.63 per cent preference to a female boss as shown in Figure 12.



Source: Ministry of Energy & Petroleum Figure 12

Some of the reasons outlined for preference for male directors include promoting staff development, provision of assistance and understanding towards work representing 51.85 per cent (by summing up 18.52, 11.11 and 22.22 percentage) as depicted in Figure 12. On the other hand, reasons for not liking female directors include women being strict and stern representing 7.4 per cent, competition among themselves recorded 11.11 per cent and women unable to combine work and domestic responsibility. Nevertheless, those women who preferred female directors provided reasons such as women being pacesetters and their scarcity representing 14.81 per cent; and women being resourceful and disciplinarian by ensuring task assigned to workers are accomplished representing 7.4 per cent.

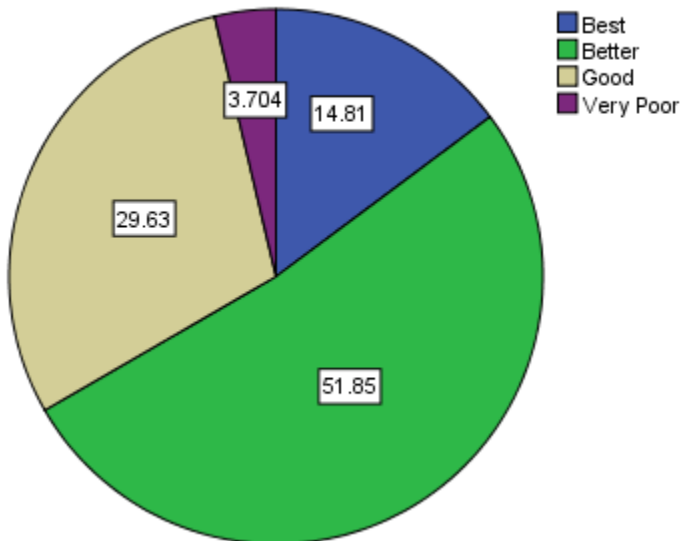
Reason for preferring male directors or female directors



Source: Ministry of Energy & Petroleum Figure 13

The implications of male directors' preferred to females directors can be inferred from the ratings of the performance by junior female staffs in Figure 14 and Figure 15 respectively.

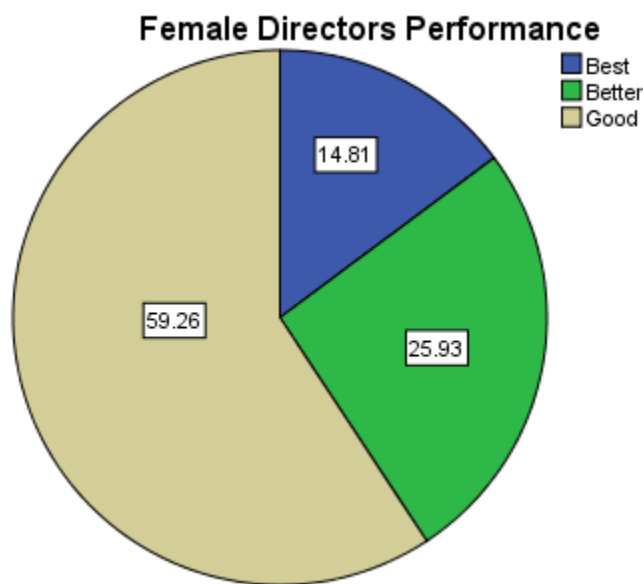
Male Directors Performance



Source: Ministry of Energy & Petroleum Figure 14

In Figure 14 the ratings of male directors performance had the following percentage; “best”, 14.81 per cent; “better”, 51.85 per cent (highest percentage); “good”, 29.63 per cent; and “very poor” 3.7 per cent which is least percentage of the male directors performance.

In the case of female directors’ performance, the highest percentage rating was “good” representing 59.26 per cent followed by “better” representing 25.93 per cent and lastly “best” representing 14.81 per cent. It can be deduced from Figure 14 and Figure 15 that male directors’ performance rated “better” representing 51.85 per cent is better than and that of female directors rated “good” with 59.26 per cent.



Source: Ministry of Energy & Petroleum Figure 15

In reference to the majority of female junior staff preference for male directors to female directors alongside “better” performance for male and “good” for female, it can be deduced that the working relation between female directors and female subordinate is not cordial in the Ministry. This therefore agrees with one of the hypothesis of this research

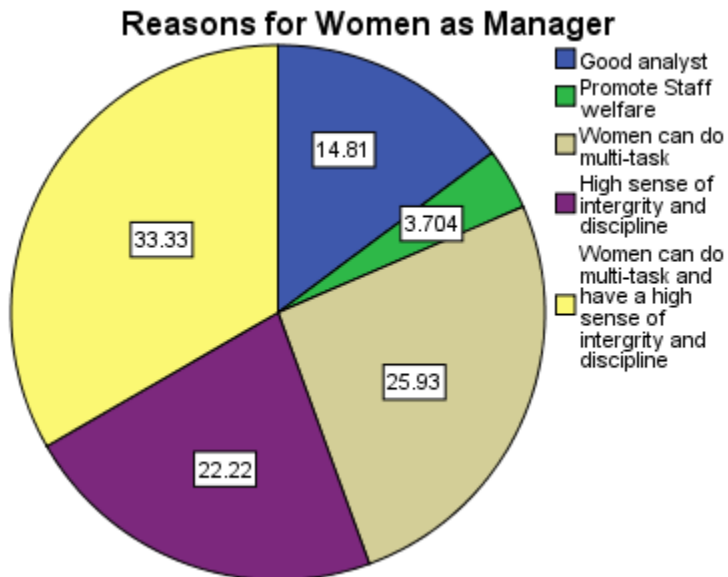
that if the working relations among female directors and female junior staffs improve, there is the likelihood of more female rising to senior level positions.

Women as Managers

	Frequency	Percent
Yes	27	100.0

Source: Ministry of Energy & Petroleum Figure 16

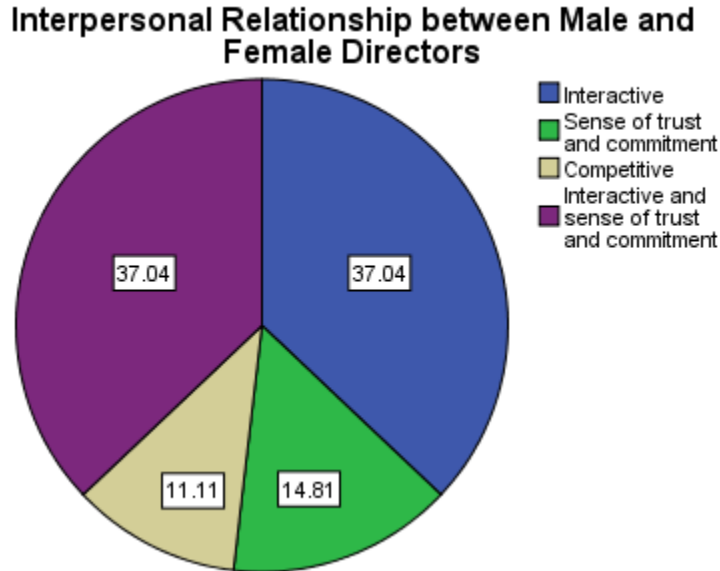
Nevertheless, all female junior respondents concurred that women can be managers (Figure 17) in the Ministry with varied reasons. These include women as good analyst (14.81 per cent), promote staff welfare (3.7 per cent), multi-tasking (25.93 per cent), high sense of integrity and discipline (22.2 per cent) and a combination undertaking multi-tasks and high sense of integrity and discipline (33.33 per cent).



Source: Ministry of Energy & Petroleum Figure 17

On the kind of interpersonal relationship that exist between male and female directors, junior female respondents asserts that it is both interactive as well as having a sense of trust and commitment each representing 37.04 per cent. The other view point

was the relationship having a sense of trust representing 14.81 per cent preceded by being competitive representing 11.11 per cent.



Source: Ministry of Energy & Petroleum Figure 18

In the opinion of male senior staff the kind of interpersonal relationship that exists among senior staff is cordial, no intimidation, and professionalism to the extent that the women are able to push forward their proposals than them. Moreover, the female senior staff also emphasized that the interpersonal relation is very cordial, respect for each parties views, absence of intimidation and interactive.

4.5 KNOWLEDGE OF AFFIRMATIVE ACTION AND ITS IMPACT

Gender Desk Office (Junior Staff)

	Frequency	Percent
Yes	6	22.2
No	21	77.8
Total	27	100.0

Source: Ministry of Energy & Petroleum Figure 19

The Ministry of Women and Children Affairs set up in 2001 operations was facilitated by guiding documents and policy which include the National Plan of Action for Women, an Affirmative Action (AA) policy which is to promote women's participation in decision-making alongside appointment of Gender Desk Officers to some public sector institution (Patrick Tandoh-Offin 2010, 10). However, out of the 100 per cent female respondents, only 22.2 per cent had knowledge of the Gender Desk Office; the remaining 77.8 had no prior knowledge of the office as shown in Figure 19. For the male and female senior staffs interviewed, three (3) male and two (2) female were aware of this office; while five (5) male and three (3) female were did not know of this office which explains Figure 19a.

Gender Desk Office (Senior Staff)

	Frequency	Percent
Yes	6	46.2
No	7	53.8
Total	13	100.0

Source: Field Work Figure 19a

Knowledge about Affirmative Action Policy(Junior Staff)

	Frequency	Percent
Yes	9	33.3
No	18	66.7
Total	27	100.0

Source: Ministry of Energy & Petroleum Figure 20

In terms of the female respondents' knowledge about Affirmative Action policy, the majority which represents 66.7 per cent have no knowledge about the policy; whereas 33.3 per cent have knowledge about the policy. On senior level, all staffs knew about this policy (Figure 20a).

Knowledge about Affirmative Action policy (Senior Staff)

	Frequency	Percent
Valid yes	13	100.0

Source: Ministry of Energy & Petroleum Figure 20a

Utilizing Affirmative Action Policy in Recruitment(Junior Staff)

	Frequency	Percent
Yes	27	100.0

Source: Ministry of Energy & Petroleum Figure 21

All respondents agreed to the fact that Affirmative Action effectively utilized in recruitment process through selection and short listing as shown in Figure 21. On the other hand, responses from the interview depicts that five (5) male staffs disagree to the position whereas the five (5) female senior staffs and three (3) male senior staff agreed to this position shown in Figure 21a. The rejection of this position by the five (5) male senior staff trickle down to further rejecting the utilization of Affirmative Action Policy and Quotas (30 per cent-40 per cent) in promoting more women as depicted in Figure 21.

Utilizing Affirmative Action policy in Recruitment (Senior Staff)

	Frequency	Percent
Yes	8	61.5
No	5	38.5
Total	13	100.0

Source: Ministry of Energy & Petroleum Figure 21a

Increasing the numbers of Female Senior Staff(Senior Staff)

	Frequency	Percent
Affirmative Action Policy	5	38.5
Affirmative Action Policy and Quotas	3	23.1
Not in favour of any	5	38.5
Total	13	100.0

Source: Ministry of Energy & Petroleum Figure 22

Some of the reasons they provided include the absence of discrimination in the Ghanaian society especially in the education and salary structure systems as it happens in some European countries. In this regard, allowing this means entertaining discrimination in the recruitment and promotion procedure especially in the technical wings of the Ministry. This supports the view that on graduate level in terms of engineers, both sexes come out successfully and therefore have the same competency; on some occasion the female engineers tops the class amidst the male engineers.

Furthermore, this policy will discourage women striving to achieve their maximum performance during interview leading to unqualified employees like putting square holes in round purses. It also lowers the standard and kills the competitiveness in the recruitment and selection procedure. The way forward in their opinion is to encouraging women at all levels and pushing for more engineers at the secondary level of education due to the focus of the Ministry. Nevertheless, five (5) senior staff comprising of three (3) male and two (2) female agreed to the notion utilizing Affirmative Action policy (in recruitment and promotion); and three (3) female staff opted for Affirmative Action policy and (30 per cent-40 per cent) quotas (in recruitment

and promotion). The reasons they provided include providing encouragement and motivation to women with the necessary knowledge, skills and abilities resulting in qualified female personnel. However, adopting quotas cannot be achieved when the right caliber and number of people are not obtained. On the other hand, the quotas serve as measure to achieve the number of female expected in the Ministry.

Increase the numbers of Female Senior Staffs (Junior Staff)

	Frequency	Percent
Affirmative Action Policy	12	44.4
Affirmative Action Policy and Quotas	15	55.6
Total	27	100.0

Source: Ministry of Energy & Petroleum Figure 22a

One of the hypotheses of this research is that if the Affirmative Action policy is intensified alongside with 30 per cent to 40 per cent quotas (in recruitment and promotion), given women’s low educational background due to the influence of poverty and their field of study in the humanities and social sciences as oppose to the sciences especially engineering, the likely of they being promoted and advancing to senior positions as directors and assistant directors would be high. Reference to Figure 22 , 55.6 per cent of female respondent agree to the this hypothesis by choosing Affirmative Action and Quotas as oppose to the only Affirmative Action with 44.4 per cent. Figure 9 shows the reasons provided by the respondents. Of these reasons the highest percentage 29.6 was promoting the interest of women who aspire for higher position as well as providing equal employment opportunity; this is followed by promoting the interest of women that aspire for higher positions only which represent 25.6 per cent. The other

reasons which each represent 22.2 per cent include promotion of qualified women and equal employment opportunity as well as promoting gender equality.

Reason for promoting women to senior level positions

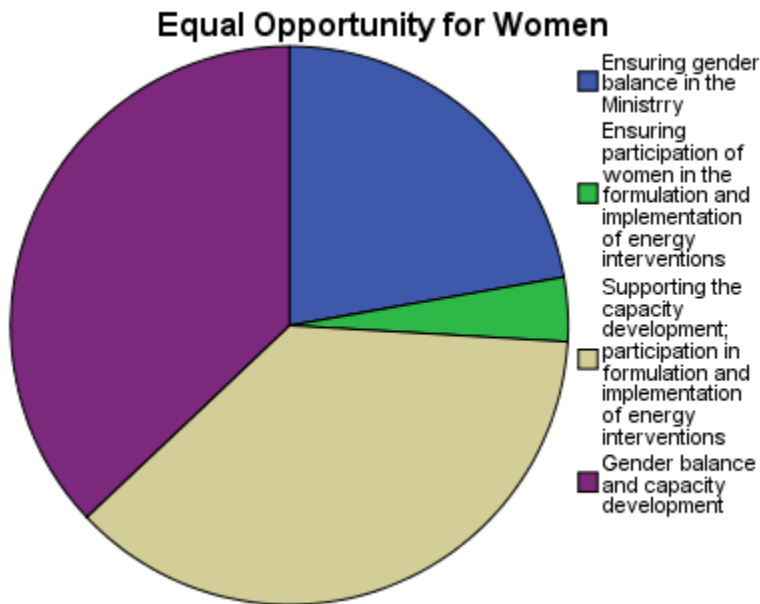
	Frequency	Percent
Promote Qualified Women	6	22.2
Promote the interest for women who aspire for higher position	7	25.9
Equal employment opportunity and promote gender equality	6	22.2
Promotes interest for women that aspire for higher position, Provides equal employment opportunity	8	29.6
Total	27	100.0

Source: Ministry of Energy & Petroleum Figure 23

One of the questions put forward by this research in addressing the issue of equal opportunity for all staff by the Human Resource department, Figure 10 depicts the measure that the department can adopt. Of these measures, the respondent preferred supporting the capacity development of women in management positions as well as participation in formulation and implementation of energy interventions to the others in resolving this issue which represents 63 per cent. This is preceded by ensuring participation of women in the formulation and implementation of energy interventions only with 25.9 per cent. Ensuring gender balance in the Ministry was the last option with 22.2 per cent. From these responses it can be inferred that female staff wants their capabilities to be built in order to participate in formulation and implementation of energy interventions as oppose to promoting gender balance in the Ministry.

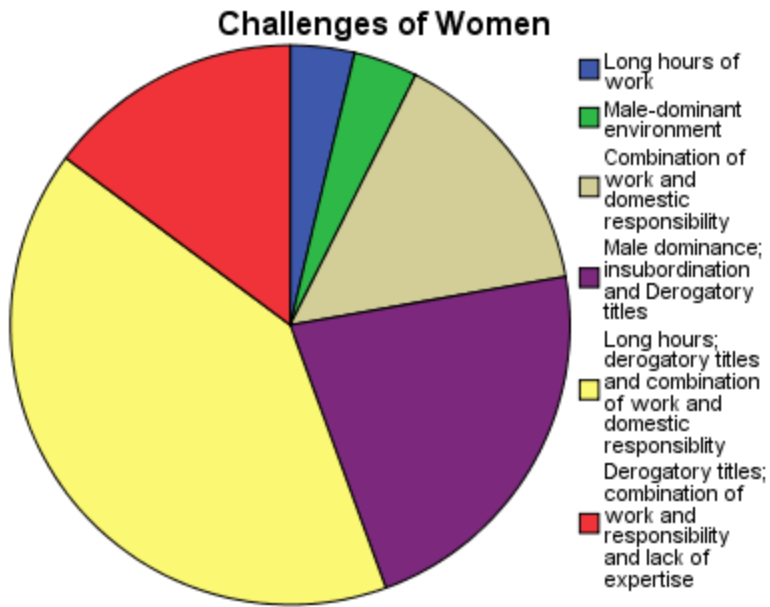
Though the majority of male senior staffs oppose the usage of Affirmative Action policy (in recruitment and promotion), the fewer views on equal opportunity was that

since the women outnumber the men in the national population so it should be commensurate in government establishment leading to gender balance. Aside gender balance, another reason the women propose is capacity building of women to take management position.



Source: Ministry of Energy & Petroleum Figure 24

In Beatrice Allah-Mensah's study on some Ministry (with the exception Energy and Petroleum) she identified some challenges that women encounter. These include lack of higher educational qualities, no affirmative action because recruitment is based on merit, stereotyping of women to a particular task, derogatory titles, lack of technical skills, criticisms from fellow women at the low level, combination of work and domestic responsibilities.



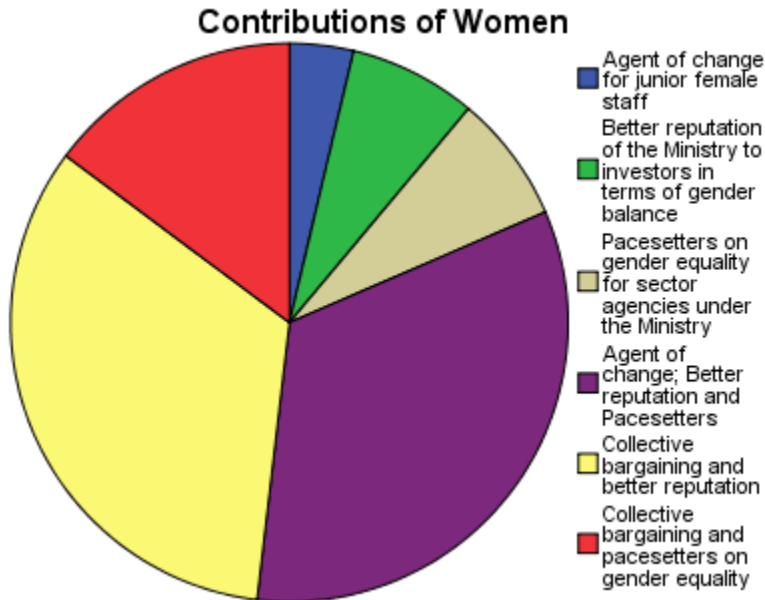
Source: Ministry of Energy & Petroleum Figure 25

In assessing the challenges of women at the senior level positions of the Ministry of Energy and Petroleum the prevailing reasons were long hours of work; derogatory titles and combination of work and domestic responsibility with 40.7 per cent. Education was not identified by the respondent as a challenge of women. This supports the analysis in Figure 3 on educational level of the respondents comprising of Diploma which represent 48.1 per cent, followed by Degree holders 29.6 per cent and those with Master’s degree represent 22.2 per cent.

However, this agrees with Beatrice Allah-Mensah’s reason of lack of higher educational qualities alongside derogatory titles and combination of work and domestic responsibility.

According to the senior staffs (both sexes) interviewed the challenges women face at the top management level time constraints for extra work as well as combining domestic responsibilities. Also the technical nature of work hinder them as in terms of

engineers the work prefer the writing and review papers than climbing pylons and handling electrical materials.



Source: Ministry of Energy & Petroleum Figure 26

Among the contributions the Ministry will benefit from women when their numbers are large at the senior level position the highest percentage of 33.3 per cent had the following combination of responses. These include women as agent of change for junior workers; better reputation of the Ministry to investors in terms of gender balance and pacesetters on gender equality for sector agencies under the Ministry. Another combination of responses that had 33.3 per cent was collective bargaining for career development and better reputation of the Ministry to investors in terms of gender balance. The remaining percentage is distributed among the single responses just like the combination of responses. However, the least percentage of option was 3.7 for women as agent of change for junior female staff. In this regard it can be deduced that the

contribution of women to the Ministry would be collective bargaining for career development, better reputation of the Ministry to investors in terms of gender balance and pacesetters on gender equality for sector agencies.

In the view of male senior staff women are always passionate about their ideas and pursue them. Also, women are problem solvers as well as good managers in terms of managing the home and work and therefore have practical knowledge in management. Furthermore, women concentrate better at work compared to men who are distracted at work. Women also exercise professionalism at workplace. The women on the other hand asserted that they are able to mitigate corruption by ensuring a sense of integrity and loyalty; also help to develop the career path for junior female staff and assist women in the Ghanaian society have accessible means to energy of fuel such as Liquefied Petroleum Gas (LPG) and wood fuels to facilitate their domestic responsibilities.

CHAPTER FIVE

5.0 SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 SUMMARY

This research was on the female representation in the senior positions in the executive branch in the Ministry of Energy and Petroleum in Ghana. The focus was to identify why the men outnumber the women at senior level positions. This is in relation to a study undertaken by Beatrice Allah-Mensah (2005) on women in politics and public life; she came up with some challenges which women encounter at the Ministry of which the Energy and Petroleum was not part of the study. These challenges include lack of higher educational qualities, no affirmative action because recruitment is based on merit, stereotyping of women to a particular task, derogatory titles, lack of technical skills, criticisms from fellow women at the low level, combination of work and domestic responsibilities.

The respondent of this research comprises of both female junior and senior staffs as well as male senior staff of the various directorate of the Ministry. The method of data collection was administration of questionnaires for female junior staffs and interviews conductor for male and female senior staffs. The sampling technique used was stratified sampling methods. Data received was analyzed in a quantitative manner by utilizing the Statistical Package of the Social Sciences (SPSS, version 20). Tables and pie charts were used to explain the findings.

Based on the findings obtained through the data analyzed the research questions and hypotheses were answered. In answering why men outnumber women in the Ministry the reasons provided include technical nature of work, interest of women for other

professions (nursing, law, and teaching), long hours of work, treks for monitoring projects, transfers to other Ministries when promoted and young generation of engineers. To suffice this, some challenges provided include long hours of work, male-dominant environment, insubordination of men to women, derogatory titles from male staffs, technicalities of work and combing work and domestic responsibility.

In resolving the issue of equal opportunity by the Human Resource Directorate measures that can be adopted entail of ensuring gender balance in the Ministry, capacity development of women in management positions and women's participation in the formulation and implementation of energy interventions.

Some reasons provided for the essence of Affirmative Action policy only (in recruitment and promotion) include providing encouragement and motivation to women with the necessary knowledge, skills and abilities resulting in qualified female personnel. However, adopting quotas cannot be achieved when the right caliber of persons and numbers are not obtained. For the respondents in favor of both Affirmative Action policy and (30 per cent-40 per cent) quotas (in recruitment and promotion) who are the majority asserted that this measure will promote qualified women, harness the interest of women who aspire for higher positions, provide equal employment opportunity and gender equality. This further agrees with one of the research hypothesis that Affirmative Action policy and quotas (30 per cent-40 per cent) in recruitment and promotion will promote more women to senior level positions. However, the male senior staffs disagreed on this measure and posit that there is no discrimination in the educational and salary structure system and therefore the need to maintain competition at the workplace. Also, on graduate level both male and female (especially engineers) have the same competence.

Beside this, the prospects of women rising to the top on the basis female junior staff preference to them as directors will their chance in the Ministry. This is because the majority of female junior staffs representing 70.37 per cent preferred male directors to 29.63 per cent who preferred female directors. Some of the reasons outlined for preference of male directors include promoting staff development, provision of assistance and understanding towards work. On the other hand, reasons for not liking a female directors include women being strict and stern, competition among them and women unable to combine work and domestic responsibility. Nevertheless, those women who preferred female directors provided reasons such as women being pacesetters and their scarcity and women being resourceful and disciplinarian by ensuring task assigned to workers are accomplished. This supports another hypothesis that better working relations can facilitate women to rise to top to instruct other women.

Another research question was to identify ways the capabilities of women can be improve for career advancement by the Human Resource Directorate. Emphasis were laid on more tailored-made training programs which will enable women get the exposure in decision-making process since some shy away from getting involved in projects undertaken. Also these programs must be developed solely on power and petroleum to provide women the broader view of the operation of the Ministry. This will boost the morale of women and be proactive when called upon to undertake any assignment or project.

Finally another hypothesis this research put forward was that given that the knowledge and skills of females are enhanced to suit the technicalities of the Ministry, the chances of these women rising to the head Directorates was affirmed. The reasons

stipulated were that the level of education, experience and capabilities will enable women deliver at any position given due to the orientation of the Ministry that involves the power and petroleum needs of nation at large; as well as proof their worthiness and therefore not be undermined.

5.2 CONCLUSION

This research was on the female representation in the senior positions in the executive branch in the Ministry of Energy and Petroleum in Ghana. The focus was to identify why the men outnumber the women at senior level positions and challenges as Beatrice Allah-Mensah studied women in politics and public which exempted the Ministry of Energy and Petroleum.

The findings suggested that low female representation at senior level positions is due to technical nature of work, interest of women for other professions (nursing, law, and teaching), long hours of work, treks for monitoring projects, transfers to other Ministries when promoted and young generation of engineers. Some challenges women at the top encounter entail long hours of work, male-dominant environment, insubordination of men to women, derogatory titles from male staffs, technicalities of work and combing work and domestic responsibility.

In resolving this problem both Affirmative Action policy and quotas (30 per cent-40 per cent) in recruitment and promotion will promote qualified women, harness the interest of women who aspire for higher positions, provide equal employment opportunity and gender equality. Also, Affirmative Action policy only in recruitment and promotion include providing encouragement and motivation to women with the necessary

knowledge, skills and abilities resulting in qualified female personnel. However, adopting quotas cannot be achieved when the right caliber of persons and numbers are not obtained. Another medium is to encourage women at all levels and pushing for more engineers at the secondary level of education due to the focus of the Ministry and still maintain the competitiveness in the Civil Service without given special treatment to women.

5.3 RECOMMENDATIONS

- Sensitization and creating awareness of the recruitment and promotion procedures to all staffs especially women to know the opportunities available for them in order to capitalize it by the Human Resource Department.
- Educate staff on Affirmative Action policy and its components to facilitate better understanding and its utilization in the recruitment and promotion to purge the notion of its favoring the women to the disadvantage of the men. It is the women right stipulated into law which they must benefit from. This is a collaborative effort between the Human Resource Department and the Welfare Association of the Ministry.
- Human Resource Directorate need to restructure of training programs and refresher courses to relate more to the power and petroleum to provide women the broader view of the operation of the Ministry and be proactive when called upon to undertake any assignment or project. Training programs should also enable women get the exposure in decision-making process since some shy away from getting involved in projects undertaken and therefore instill in them leadership spirit. The human resource directorate should have joint consultations with training program organizers to tailor programs that will serve this purpose.

- Low level of education of female junior staff must be readdress by the Human Resource Directorate in order to create awareness of the need to further higher education which a necessary requirement for senior level position. Distance learning programs can be organized for female staff that cannot go back to the classroom.
- Building interpersonal skills at the workplace of all staffs especially the female staff to be able to accept and work with each other cordially and interactive manner and being able to reach a consensus. Staff durbar, happy hour and fun games can facilitate laying the foundation to official good working relations.

APPENDIX

APPENDIX A

**QUESTIONNAIRE FOR FEMALE JUNIOR STAFF
KOREA DEVELOPMENT INSTITUTE OF PUBLIC POLICY AND
MANAGEMENT
RESEARCH QUESTIONNAIRE**

This survey is part of an academic research to examine the female representation in the senior positions in the Executive branch of the Ministry of Energy and Petroleum. You are assured that the information gathered shall be strictly used for academic purpose only. Please tick where appropriate.

SECTION A: BACKGROUND INFORMATION

1. Sex:(a) Male (b) Female
2. Age:(a) 21-30 (b) 31-40 (c) 41-50(d) 51-60
3. Educational Level:(a) Diploma (b) Bachelor's Degree(c) Masters(d) Doctorate
(e)Professional (f) Others (Specify).....
4. Which directorate do you belong to?
(a) Finance & Administration (b) Power (c) Petroleum (d) Renewable (c) Human
Resource (d) Policy Planning Monitoring and Evaluation (e) Oil and Gas
(f) Research and Statistics (g) Legal
5. What is your grade in the civil service?
.....
6. How many years have you worked in the Ministry Energy and Petroleum?
(a) 1 to 4 years (b) 5 to 8 years (c) 8 years and above

SECTION B: RECRUITMENT, PROMOTION AND TRAINING

7. How were you recruited into the Ministry?
(a) The Office of the Head of Civil Service (b) Contract through Ministry
(c) Political Appointment
8. Do you have a clear knowledge of the recruitment and promotion procedures of the Ministry?
(a) Yes (b) No
9. Does the recruitment and promotion procedure enhance the chance of more women into Ministry?
(a) Yes (b) No

10. How many times have you been promoted?
 (a) Once (b) Twice (c) Thrice (d) Four times
11. From which grade(s) were you before promoted to your current position or grade?
 Please Specify
 Previous Grade:

 Current Grade:

12. On what basis should women be promoted to senior positions in the Ministry?
(You can select multiple)
 (a) Level of Education
 (b) On merit
 (c) Experience and Capabilities
 (d) Appraisal of Performance
 (e)
 Others.....

13. In your opinion which groups of people are favored for career advancement and training?
 (a) Males (b) Females
14. In what ways can the capabilities of women be built by the Human Resource Directorate of the Ministry?
 (a).....
 (b).....

SECTION C: WORKING RELATIONS AND PERFORMANCE

15. Why are there more men at senior level positions in the Ministry than women?
(You can select multiple)
 (a) Technical nature of work
 (b) Stereotyping of female
 (c) Long hours of work
 (d) Treks for monitoring projects
 (e) Family Commitments
 (f) Other (Specify).....
16. Do you prefer a male or a female director?
 (a) Male directors (b) Female directors
- ii) Please give reasons for your preference
 (a).....

(b).....

17. In your view should women be given managerial positions if they are good managers and better team players?

- (a) Yes (b) No

ii) Please give reasons for your preference

(a).....

(b).....

18. How would you rate the performance of male directors?

- (a) Best (b) Better (c) Good (d) Poor (e) Very Poor

19. How would you rate the performance of female directors?

- (a) Best (b) Better (c) Good (d) Poor (e) Very Poor

20. How would you describe the interpersonal relationship between male and female at senior level positions?

- (a) Interactive
(b) Sense of Trust and Commitment
(c) Loyalty
(d) Competitive
(e) Others (specify).....

SECTION D: KNOWLEDGE OF AFFIRMATIVE ACTION AND ITS IMPACT

Affirmative Action policy is a special measure put to in place to favor women in the civil service at the point of recruitment and promotion. Quotas are establishment of percentages (30%-40%) to increase female representation in an institution where their numbers are less due to the challenges they encounter within the institution. This is implemented together with Affirmative Action policy.

21. Do you know of the Gender Desk Office of the Ministry of Energy and Petroleum?

- (a) Yes (b) No

22. Do you have any knowledge about Affirmative Action Policy?

- (a) Yes (b) No

23. Do you agree that Affirmative Action Policy can be effectively utilized in the recruitment process through selection and short listing?

- (a) Yes (b) No

ii) If No why?

.....
.....

24. In your opinion which option will promote more women to take up senior positions or roles?
- (a) Affirmative Action Policy
 - (b) Quotas
 - (c) Affirmative Action Policy and Quotas
- ii) What is the reason (s) for choosing the answer in the question above?
- (a).....
 - (b).....
25. What reasons can be provided by the Human Resource Directorate to the issue of equal opportunity for staffs as more women at the senior level are preferred to men? **(You can select multiple)**
- (a) Ensuring gender balance in the Ministry
 - (b) Supporting the capacity development of women in management positions
 - (c) Ensuring participation of women in the formulation and implementation of energy interventions
 - (d)Others (Specify).....
26. In your view what challenge(s) beset women at senior level position?**(You can select multiple)**
- (a) Long hours of work
 - (b) Male-dominant environment
 - (c) Insubordination of men to women
 - (d) Derogatory titles from male staff
 - (e) Combination of work and domestic responsibility
 - (f) Lack of expertise (or education background) necessary for the task
27. What are some of the contribution(s) women can bring to the Ministry when their numbers are large at the senior level?**(You can select multiple)**
- (a) Collective bargaining for career development
 - (b) Agent of change for junior female staff
 - (c) Better reputation of the Ministry to investors in terms of gender balance
 - (d) Pacesetters on gender equality for sector agencies under the Ministry
 - (e)Other (Specify)

Thank you for taking time out of your busy schedule to respond to these questions.

APPENDIX B

**INTERVIEW QUESTIONS FOR SENIOR STAFF
KOREA DEVELOPMENT INSTITUTE OF PUBLIC POLICY AND
MANAGEMENT**

INTERVIEW QUESTION

This survey is part of an academic research to examine the female representation in the senior positions in the Executive branch of the Ministry of Energy and Petroleum. You are assured that the information gathered shall be strictly used for academic purpose only. Please tick where appropriate.

SECTION A: BACKGROUND INFORMATION

1. Sex:(a) Male (b) Female
2. Age:(a) 21-30 (b) 31-40 (c) 41-50(d) 51-60
3. Educational Level:(a) Diploma (b) Bachelor’s Degree(c) Masters(d) Doctorate
(e)Professional (f) Others (Specify).....
4. Which directorate do you belong to?
(a) Finance & Administration (b) Power (c) Petroleum (d) Renewable (c) Human Resource (d) Policy Planning Monitoring and Evaluation (e) Oil and Gas (f) Research and Statistics (g) Legal
5. What is your grade in the civil service?
.....
6. How many years have you worked in the Ministry Energy and Petroleum?
(a)1 to 4 years (b) 5 to 8 years (c) 8 years and above

SECTION B: RECRUITMENT, PROMOTION AND TRAINING

7. On what basis should women be promoted to senior positions in the Ministry?
8. In your opinion which groups of people are favored for career advancement and training?
(a) Males (b) Females
9. In what ways can the capabilities of women be built by the Human Resource Directorate of the Ministry?
.....
.....

SECTION C: WORKING RELATIONS AND PERFORMANCE

10. Why are there more men at senior level positions in the Ministry than women?

11. How would you describe the interpersonal relationship between male and female at senior level positions?

SECTION D: KNOWLEDGE OF AFFIRMATIVE ACTION AND ITS IMPACT

Affirmative Action policy is a special measure put to in place to favor women in the civil service at the point of recruitment and promotion. Quotas are establishment of percentages (30%-40%) to increase female representation in an institution where their numbers are less due to the challenges they encounter within the institution. This is implemented together with Affirmative Action policy.

12. Do you know of the Gender Desk Office of the Ministry of Energy and Petroleum?

13. Do you have any knowledge about Affirmative Action Policy?

14. Do you agree that Affirmative Action Policy can be effectively utilized in the recruitment process through selection and short listing?

- (a) Yes
- (b) No

ii) If No why?

.....
.....

15. In your opinion which option will promote more women to take up senior positions or roles?

- (a) Affirmative Action Policy
- (b) Quotas
- (c) Affirmative Action Policy and Quotas

16. What is the reason (s) for choosing the answer in the question above?

(a).....

(b).....

17. What reasons can be provided by the Human Resource Directorate to the issue of equal opportunity for staffs as more women at the senior level are preferred to men?

18. In your view what challenge(s) beset women at senior level position?

19. What are some of the contribution(s) women can bring to the Ministry when their numbers are large at the senior level.

Thank you for taking time out of your busy schedule to respond to these questions.

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