



REPUBLIC OF GHANA

MINISTRY OF GENDER,  
CHILDREN AND SOCIAL  
PROTECTION

# NATIONAL GENDER POLICY

T H E M E

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**Mainstreaming Gender Equality  
and Women's Empowerment into  
Ghana's Development Efforts**

May, 2015





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HIS EXCELLENCY JOHN DRAMANI MAHAMA

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**PRESIDENT OF THE REPUBLIC OF GHANA**



REPUBLIC OF GHANA

MINISTRY OF GENDER,  
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## FOREWORD

The Government of Ghana (GOG) made a commitment in the promotion of women's human rights and empowerment with the ratification of key International Instruments, to the Millennium Development Goals and Ghana's National Development Frameworks. With the introduction of the National Gender Policy, the Government seeks to re-emphasize its greater objectives, to continue working tirelessly for the greater development of both men and women.

It is our belief that continuing to reduce poverty levels, improving health and living standards in Ghana is contingent upon the formulation of effective policies that promote gender equality, equity and women's empowerment at all levels and sectors.

It is crucial, that, Government has a policy that further enhances women's rights and continues to provide a clear framework for addressing inequalities deeply rooted in our society. The National Gender Policy has been developed with comprehensive insights into the empowerment, rights and access to justice, leadership and accountable governance, gender roles and relations, and economic opportunities for women.

The National Gender Policy development process was consultative guided by key stakeholder inputs at the national, regional and district levels, and with the participation of both government and non-government agencies, development partners, traditional authorities, and the Media across the country.

We introduce this National Gender Policy hoping for its success of inclusivity in the lives of all the sexes. Let us work together to forge a path that ensures women and men, boys and girls, the marginalized, the vulnerable all have an equal voice, opportunity and can also benefit from our society at all levels.

Thank you,



**Nana Oye Lithur**

Minister for Gender, Children  
and Social Protection



## ACKNOWLEDGEMENT

The Ministry of Gender, Children and Social Protection expresses appreciation to individuals and institutions that played significant roles in the development of this. We wish to express our gratitude to former President John Agyekum Kuffour for establishing a women’s Ministry and giving it a Cabinet status; the late President John Evans Atta-Mills for his special impetus and support for women’s empowerment and gender equality matters. His Excellency John Dramani Mahama for renaming and expanding the mandate of the Ministry to include gender, children and social protection.

Efforts of former Ministers including the late Hon. Gladys Asmah, Hon. Alima Mahama, Hon. Akua Sena Dansua, Hon. Juliana Azumah-Mensah as well as the current Minister Hon Nana Oye Lithur for providing quality leadership in championing the cause of women in Ghana and most importantly the development processes of this Policy.

Special acknowledgement goes to Cabinet and its members, Ministry Departments and Agencies (MDAs), Metropolitan Municipal and District Assemblies (MMDAs), Gender Equality Sector Team (GEST) members, Civil Society Organizations (CSOs) for their in-depth contributions to the review and feedback on gaps in the document for improvement.

We also highly appreciate Development Partners such as UNFPA, UN Women, WFP for providing technical and financial support towards the development processes of the Policy.

We are also grateful to individual gender activists, experts and interest groups who made contributions directly and through validation meetings in finalizing the policy. Efforts of the media are also much appreciated.

We further acknowledge the technical team of the Ministry of Gender, Children and Social Protection who provided technical expertise in coordinating the development of the Policy.

Finally, special thanks go to the various consultants who at different times worked on the document (Jane Kwawu, Dr. Smile Dzisi; and Gideon Hosu-Porbley).



## EXECUTIVE SUMMARY

Gender Equality and Women Empowerment are strategies for reducing poverty levels, social injustices among women and men, improving health standards and enhancing efficiency of public and private sector investments and domestic finance. Thus, achieving gender equality is regarded as the attainment of human rights and a pre-requisite for sustainable development.


Ghana's goals towards achieving gender equality targets are guided by its commitment to International Instruments, the 1992 Constitution and national development frameworks. Specifically, Article 17(1) and (2) of the 1992 Constitution guarantees gender equality and freedom of women and men, girls and boys from discrimination on the basis of social or economic status among others. Efforts of Ghana in the promotion of gender equality and the empowerment of women, men, girls and boys are evident in its recent achievements as contained in various international indices such as HDI (0.558), GII (0.565) and the SIGI (0.262).

The overarching goal of this Policy is to mainstream gender equality concerns into the national development processes by improving the social, legal, civic, political, economic and socio-cultural conditions of the people of Ghana particularly women, girls, children, the vulnerable and people with special needs; persons with disability and the marginalized.

Stakeholders in the sector will be expected to take strategic policy actions as directed by this Policy to address bottlenecks and barriers and critical issues existing alongside the successes. These issues of concern include:

- Inequality in access to social protection by the marginalized, vulnerable and the poor.
- Inequalities in the burden of extreme poverty, education, skilled training gaps and excess maternal mortality.
- Unequal access to social, economic power and justice including lack of respect for and inadequate protection and promotion of human rights of women and girls.
- Inequalities between women and men in sharing of power and decision making at all levels and in dealing with all kinds of conflicts, in securities and threats on women and girls.
- Inequality in macro-economic issues including trade, industry structures and productive resources.
- Stereotyping and persistent discrimination against women and girls that manifest in negative gender relations, and value for gender roles and responsibilities with severe implication for maternal health and mortality.

Irrespective of the gains made so far, these inequalities listed, are still deeply rooted in the social system and manifest particularly in matters of access to justice, health, finance, education, security, politics, energy, agricultural practices, environmental management processes among others. Assessments have indicated that these causes are attributable to the historical legacy of patriarchal influences and the form of socialization received from homes to public settings.



In an attempt to address the challenges posed by these inequities, successive governments of Ghana have made conscious efforts by promoting girl-child education, social development and protection initiative such as distributing free school uniforms, free exercise books, skilled training for young women, free ante-natal services for pregnant women, access to credit in the form of programmes such as the Livelihood Empowerment against Poverty among others. The Government has also improved the legal environment through the enactment of statutes including the Domestic Violence Act, 2007 (Act 732) to aggressively tackle gender inequality and the promotion of the welfare of women and girls.

It is evident that men's and boy's involvement in removing systemic Social-cultural practices that slow down women's empowerment especially ending violence against women and girls and improving gender relationships in homes and public places is affirmed as an important policy issue. Social protection issues for marginalized and vulnerable groups such as the homeless and the displaced and other sub groups such as Kayayei,<sup>1</sup> persons with disability are firmly placed on the agenda in this Policy although a separate social protection policy will be developed specifically to address vulnerability and social protection issues.

Within the context of the 1992 Constitution requirements, development frameworks as well as International Instruments, the National Gender Policy focuses on mainstreaming gender equality, women empowerment and social protection concerns by strongly concentrating on the implementation of the following five policy commitments (representing policy objectives):

1. Women's Empowerment and Livelihood
2. Women's Rights and Access to Justice
3. Women's Leadership and Accountable Governance,
4. Economic Opportunities for Women
5. Gender Roles and Relations

The application of Information and communication Technology (ICT) tools, skill development, advocacy, lobbying, negotiation, mobilization, transformational leadership, research, monitoring and evaluation are key strategies listed for action towards achieving the goal and objectives / commitments of this policy. Clear policy level roles and responsibilities are suggested to be played by identified state and non-state actors, including Civil Society Organizations (CSOs), the media, the private sector, Traditional Authorities, and local communities for efficiency and effectiveness in achieving results. The Ministry of Gender, Children and Social Protection will be the main machinery to drive all the policy actions using a Strategic Implementation Plan to actualise the policy objectives.

1 a Ghanaian term that refers to a female porter or bearer who possibly have migrated from a rural community to any of Ghana's urban cities in search of work

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T H E M E :

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# **Mainstreaming Gender Equality and Women's Empowerment into Ghana's Development Efforts**

May, 2015



# ACRONYMS

<b>ACHPR</b>	African Charter on Human and Peoples' Rights
<b>ACRWC</b>	African Charter on the Rights and Welfare of the Child
<b>ADR</b>	Alternative Dispute Resolution
<b>AG</b>	Attorney General
<b>AGOA</b>	African Growth and Opportunity Act
<b>AGREDS</b>	Assemblies of God Relief and Development Services
<b>AIDS</b>	Acquired Immune Deficiency Syndrome
<b>ARV</b>	Anti-Retroviral
<b>ASPIP</b>	Annual School Performance Improvement Plan
<b>AU</b>	African Union
<b>AWLA</b>	African Women Lawyers Association
<b>B&amp;DR</b>	Births and Deaths Registry
<b>CAGD</b>	Controller and Accountant General's Department
<b>CAN</b>	Child Abuse Network
<b>CEDAW</b>	Convention on the Elimination of all forms of Discrimination Against Women
<b>CHIPS</b>	Community Based Health Planning Service
<b>CHRAJ</b>	Commission on Human Rights and Administrative Justice
<b>CIDA</b>	Canadian International Development Agency
<b>CIS</b>	Children Information Service
<b>CRC</b>	Convention on the Rights of the Child
<b>CSIR</b>	Council for Scientific and Industrial Research
<b>CSO</b>	Civil Society Organization
<b>CSW</b>	Commission on the Status of Women
<b>CWSA</b>	Community Water and Sanitation Agency
<b>DA</b>	District Assembly
<b>DFATD</b>	Department of Foreign Affairs, Trade and Development,
<b>DHS</b>	Demographic Health Survey
<b>DISCAP</b>	District Capacity Building Project
<b>DISEC</b>	District Security Committee
<b>DOC</b>	Department of Children
<b>DOVVSU</b>	Domestic Violence and Victim Support Unit
<b>DOG</b>	Department of Gender

<b>DP</b>	Development Partners
<b>DPCU</b>	District Planning Coordinating Unit
<b>DVS</b>	Domestic Violence Secretariat
<b>ECA</b>	Economic Commission for Africa
<b>ECCD</b>	Early Childhood Care and Development
<b>ECOSOC</b>	Covenant on Economic Social and Cultural Rights
<b>ECOWAS</b>	Economic Community of West African States
<b>EMIS</b>	Education Management Information System
<b>EPA</b>	Environmental Protection Agency
<b>EPI</b>	Expanded Programme on Immunization
<b>ESP</b>	Education Strategic Plan
<b>FAO</b>	Food and Agriculture Organisation
<b>FGM</b>	Female Genital Mutilation
<b>FIDA</b>	International Federation of Women Lawyers
<b>GAC</b>	Ghana AIDS Commission
<b>GAD</b>	Gender and Development
<b>GAWU</b>	Ghana Association of Workers Union
<b>GDOs</b>	Gender Desk Officers
<b>GDP</b>	Gross Domestic Product
<b>GE</b>	Gender Equality
<b>GEA</b>	Ghana Employers Association
<b>GES</b>	Ghana Education Service
<b>GEST</b>	Gender Equality Sector Team
<b>GHS</b>	Ghana Health Service
<b>GII</b>	Gender Inequality Index
<b>GIMPA</b>	Ghana Institute of Management and Public Administration
<b>GLSS</b>	Ghana Living Standards Survey
<b>GNAT</b>	Ghana National Association of Teachers
<b>GoG</b>	Government of Ghana
<b>GPI</b>	Gender Parity Index
<b>GPRS</b>	Growth and Poverty Reduction Strategy
<b>GPRTU</b>	Ghana Private Road Transport Union
<b>GRB</b>	Gender Responsive Budgeting
<b>GSGDA</b>	Ghana Shared Growth and Development Agenda
<b>GSS</b>	Ghana Statistical Service



<b>GWCL</b>	Ghana Water Company Limited
<b>HDI</b>	Human Development Index
<b>HIV</b>	Human Immunodeficiency Virus
<b>HTS</b>	Human Trafficking Secretariat
<b>HTB</b>	Human Trafficking Board
<b>ICCPR</b>	The International Covenant on Civil and Political Rights
<b>ICESCR</b>	International Covenant on Economic, Social and Cultural Rights
<b>ICPD</b>	International Conference on Population and Development
<b>ICT</b>	Information Communication Technology
<b>IEC</b>	Information Education and Communication
<b>ILGS</b>	Institute of Local Government Studies
<b>ILO</b>	International Labour Organization
<b>INSTRAW</b>	United Nations International Research and Training Institute for the Advancement of Women
<b>IPA</b>	Institutional Plan of Action
<b>IPEC</b>	International Programme for the Elimination of Child Labour
<b>IPT</b>	Intermittent Preventive Treatment
<b>ISD</b>	Information Service Department
<b>ISSER</b>	Institute of Statistics Social and Economic Research
<b>ITNs</b>	Insecticide Treated Nets
<b>JHS</b>	Junior High School
<b>LAP</b>	Land Administration Project
<b>LRC</b>	Legal Resources Centre
<b>MASLOC</b>	Micro-finance and Small Loan Centre
<b>MDAs</b>	Ministries, Departments and Agencies
<b>MDGs</b>	Millennium Development Goals
<b>MDPI</b>	Management Development and Productivity Institute
<b>MICS</b>	Multiple Indicator Cluster Survey
<b>MoF</b>	Ministry of Finance
<b>MLGRD</b>	Ministry of Local Government and Rural Development
<b>MMDAs</b>	Metropolitan, Municipal and District Assemblies
<b>MOFA</b>	Ministry of Food and Agriculture
<b>MoGCSP</b>	Ministry of Gender, Children and Social Protection
<b>MOH</b>	Ministry of Health
<b>MOI</b>	Ministry of Information
<b>MOJ</b>	Ministry of Justice

<b>MOWAC</b>	Ministry for Women and Children's Affairs
<b>MTCT</b>	Mother to Child Transmission
<b>MTDP</b>	Medium Term Development Plan
<b>MTEF</b>	Medium Term Expenditure Framework
<b>MYS</b>	Ministry of Youth and Sports
<b>NAGRAT</b>	National Association of Graduate Teachers
<b>NAP</b>	National Action of Plan
<b>NCCE</b>	National Commission on Civic Education
<b>NCWD</b>	National Council on Women and Development
<b>NDPC</b>	National Development Planning Commission
<b>NEA</b>	National Education Assessment
<b>NEAP</b>	National Environmental Action Plan
<b>NEPAD</b>	New Partnership for Africa's Development
<b>NER</b>	Net Enrolment Rate
<b>NFED</b>	Non-Formal Education Division
<b>NGOs</b>	Non-Governmental Organizations
<b>NHIS</b>	National Health Insurance Scheme
<b>NMA</b>	National Media Commission
<b>NMCP</b>	National Malaria Control Programme
<b>NPC</b>	National Peace Council
<b>OHCS</b>	Office of the Head of Civil Service
<b>OIC</b>	Opportunities Industrialization Centre
<b>OVC</b>	Orphans and Vulnerable Children
<b>PLWHA</b>	Persons Living with HIV and AIDS
<b>PPMED</b>	Policy Planning Monitoring and Evaluation Directorate
<b>PSC</b>	Public Services Commission
<b>PSIA</b>	Poverty and Social Impact Assessments
<b>PTA</b>	Parent Teacher Association
<b>PTR</b>	Pupil Teacher Ratio
<b>RCC</b>	Regional Coordinating Council
<b>RCHS</b>	Reproductive and Child Health Services
<b>REGSEC</b>	Regional Security Council
<b>RPCU</b>	Regional Planning Coordinating Unit
<b>RTIs</b>	Reproductive Track Infections
<b>SEA</b>	School Education Assessment





<b>SEN</b>	Special Educational Needs
<b>SGD</b>	Sustainable Development Goals
<b>SIGI</b>	Social Institutions and Gender Index
<b>SIP</b>	Strategic Implementation Plan
<b>SMC</b>	School Management Committee
<b>SMEs</b>	Small and Medium Enterprises
<b>STDs</b>	Sexually Transmitted Diseases
<b>TBA</b>	Traditional Birth Attendant
<b>TUC</b>	Trade Union Congress
<b>UN</b>	United Nations
<b>UNAIDS</b>	United Nations Programme on HIV and AIDS
<b>UNCRC</b>	United Nations Convention on the Rights of the Child
<b>UNDP</b>	United Nations Development Program
<b>UNFPA</b>	United Nations Population Fund
<b>UNICEF</b>	United Nations Children’s Fund
<b>UNIFEM</b>	United Nations Development Fund for Women
<b>UNSCR</b>	United Nations Security Council Resolution
<b>WANEP</b>	West African Network for Peace-building
<b>WE</b>	Women Empowerment
<b>WIAD</b>	Women in Agriculture Department
<b>WID</b>	Women in Development
<b>WWD</b>	Women With Disabilities
<b>WIFA</b>	Women in their Fertility Ages
<b>WILDAF</b>	Women in Law and Development in Africa
<b>WSSD</b>	World Summit for Sustainable Development



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## CHAPTER ONE

# 1. INTRODUCTION

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### 1.1 Background to the National Gender Policy

The 2012 World Development Report states that “Gender equality is a core development objective in its own right. It is also smart economics. Greater gender equality can enhance productivity, improve development outcomes for the next generation, and makes institutions more representative”.<sup>2</sup> In conformity with world standards, the government of Ghana recognizes that Gender Equality (GE) and Women Empowerment (WE) are critical in respect of attaining sustainable national development.

Ghana therefore is committed to ensuring GE and WE. This is demonstrated in this Policy (The National Gender Policy, 2015). The predecessor policies and the achievements made so far are contained in the Human Development Index (HDI)<sup>3</sup> (0.558), Gender Inequality Index (GII)<sup>4</sup> (0.565) and the Social Institutions and Gender Index (SIGI)<sup>5</sup> (0.262). These strides indicate Ghana’s appreciable performance as compared to some other countries in Sub-Sahara Africa with similar GDP per capita (ppp)<sup>6</sup>. The progress made in Ghana on GE and WE is in recognition of the fact that there remains serious challenges that must be addressed to ensure optimum achievements of national and international targets.

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2 World Development Report 2012, Gender Equality and Development, page xx

3 The Human Development Index (HDI) of the United Nations Development Program - Human Development Report - is a composite index measuring average achievement in three basic dimensions of human development - a long and healthy life, knowledge and a decent standard of living” (UNDP – Human Development Report, retrieved Jan 7th 2014)

4 The Gender Inequality Index (GII) is a composite measure reflecting inequality in achievements between women and men in three dimensions – reproductive health, empowerment and the labour market ( UNDP - Human Development Report, retrieved Jan 7th 2014)

5 OECD. Gender Institutions and Development Database 2012

6 A review of Ghana’s Achievement in Women’s Empowerment and Gender Equality, Africa Region Gender Practice Policy Note, January 2014 by Marine Gassier



Ghana's goals towards achieving GE and WE are guided by the 1992 Constitution, the targets in National Development Frameworks (NDF) (past and present)<sup>7</sup>, and the commitments to International Frameworks and Instruments on human rights, social protection, good governance and accountability for development with emphasis on the rights of women, men and children. Article 17 (1) and (2) of the 1992 Constitution of Ghana stipulates that all persons are equal before the law. This provision expressly guarantees gender equality and freedom of women and men, girls and boys from discrimination on the basis of social or economic status among others. In addition to commitments to achieve targets of International Frameworks and Instruments such as the Millennium Development Goals (MDGs); its proposed successor framework, the Sustainable Development Goals (SDGs); provisions of the Universal Declaration of Human Rights; the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), the Covenant on Economic, Social and Cultural Rights (ECOSOC); the Beijing Declaration and Platform for Action of 1995; the African Charter on Human and People's Rights; the Protocol on the Rights of Women in Africa among others, Ghana has over the years initiated, legal, institutional, policy and administrative measures towards GE, WE and Social Development issues.

Historically, since the attainment of independence in 1957, (and in recognition of the role played by women activists during the struggle for independence) 10 women were nominated and appointed to the legislature<sup>8</sup> based on the introduction of the Representation of the People (Women Members) Bill in 1960.<sup>9</sup> This appointment established a consciousness for gender equality and women's empowerment. Also, following the first United Nations Conference on Women in 1975, Ghana set up the National Council on Women and Development (NCWD) [now known as the Department of Gender] as the national machinery. The main task of the national machinery then was to support government-wide efforts in the empowerment of women through income generation, social mobilization and social development.

After the Beijing Conference in 1995, NCWD submitted a proposal for Affirmative Action and Gender mainstreaming to the Office of the President. This led to the formulation of guidelines for the promotion of Gender equality, rights and opportunities for women in Ghana. Eventually, the NCWD was placed within the Office of the President, with linkages to relevant MDAs to enable it play an active and catalytic role in facilitating cooperation between all agencies of government, Non-Governmental Organisations (NGOs) and Civil Society Organizations (CSOs). It set the pace for the establishment of an improved administrative framework for addressing women's affairs by creating Gender Desk Officers (GDOs) in most MDAs. Their role was to ensure that gender concerns are incorporated into sector policies, plans and programmes of MDAs.

Within that synergy, the government, in 2001 through an Executive Instrument established<sup>10</sup> a fully-fledged sector Ministry, the **Ministry of Women and Children's Affairs (MOWAC)** headed by a Minister of State with Cabinet status. In 2004, the Ministry developed and launched<sup>11</sup> *the National Gender and Children Policy*, in line with its policy making, planning and coordination role. The overall goal of the 2004 Policy was to mainstream gender concerns in the national development process in order to improve the social, legal/civic, economic and cultural conditions of the people of Ghana, particularly women and children.

7 Mainly the GPRS I and II, and the GSGDA I and II

8 Which already had 104 seats after the 1956

9 as recorded by Breatix Allah-Mensah, 2005; and Salome Donkor (<http://salomedonkor.blogspot.com/2008/03/womens-role-in-ghanas-politics.html>)

10 Executive Instrument (EI18)?

11 On the 1st of September, 2004 at the Accra International Conference Centre

The issues in the 2004 Policy reflect concerns for addressing gender and children issues in key national policy frameworks such as the First Medium Term Development Plan (1997-2000), Ghana Poverty Reduction Strategy (2003-2005), the Growth and Poverty Reduction Strategy (2006-2009) and Ghana Shared Growth and Development Agenda (2010-2013). The Ministry also advocated and promoted the development of institutional measures such as Domestic Violence and Victim Support Unit, Legal Aid Scheme, Commission on Human Rights and Administrative Justice (CHRAJ) to protect the interest of women. Other steps taken to promote gender equality and equity include legislation and partnership with relevant agencies such as Development Partners on issues of New Aid Modalities and Election Monitoring from Gender Perspectives

In January 2013, pursuant to Executive Instrument (EI 1), the Ministry of Gender, Children and Social Protection (MoGCSP) was created to replace MOWAC at the beginning of the President John Dramani Mahama - led government, placing social protection and welfare within mainstream governmental Policy direction alongside issues of gender and children. This has led to an expansion in the mandate of the Ministry, representing Government of Ghana's vision of creating an all-inclusive society through the provision of sustainable mechanisms for the protection of persons living in situations of extreme poverty, vulnerability and exclusion.

The creation of MoGCSP presents an opportunity to lead the agenda for reprioritising key and emerging issues on social protection in the policy arena and into relevant public policy frameworks at all levels of governance. In the same vein, the need arose to develop a new overarching national gender policy to accommodate emerging international, regional and national gender issues; an act consistent with the conclusions from the MOWAC/UNFPA Institutional Assessment Report (2010), which called for re-engineering of the Ministry.

The National Gender Policy (2015), however, provides broad policy guidelines, strategies and institutional framework to operationalize government's commitments for achieving gender equality and women's empowerment targets in its national vision of **"A stable, united, inclusive and prosperous country with opportunities for all"**.<sup>12</sup> The policy framework will enable all stakeholders to have common understanding of the issues and strategies for addressing gender inequality and issues of social injustice.


This policy therefore, articulates development priorities from gender perspective based on current challenges and Ghana context analysis discussed in subsequent sections. The policy also ensures that women and men, the marginalized and the vulnerable have a voice, participate and benefit equally from government's **"Coordinated Programme of Economic and Social Development Policies, 2014 – 2020"**<sup>13</sup> in the short and long term.

Finally, although this Policy is exclusively developed for GE and WE, it is complementary in the implementation of Social Protection strategies while advocating for the development of a Social Protection Policy as well as the Child and Family Welfare Policy, all under the supervision of the Ministry of Gender, Children and Social Protection.

<sup>12</sup> Ghana Shared Growth and Development Agenda II (2014 – 2017), Medium Term Vision, page xvi

<sup>13</sup> Ibid





The theme of this Policy focuses on “mainstreaming Gender Equality and Women’s Empowerment into Ghana’s Development Efforts” at all tiers of Governance. The strategy of mainstreaming has been adopted for this policy among other key strategies such as integration which was heavily applied in the late 1970s and the 1980s, where issues of women were given enough consideration and brought to the fore.

The focus on *mainstreaming* will allow for high level integration as well as specific guidelines as to how issues of women, men, boys and girls will receive equitable treatment to enable a drive towards the policy goal of **mainstreaming gender equality and women’s empowerment concerns into the national development process in order to improve the social, legal, civic, political, economic and cultural conditions of the people of Ghana; particularly women and men, boys and girls in an appreciable manner and as required by national and international frameworks** (see chapter 4 for details of the policy goal, objectives and policy principles).



## CHAPTER TWO

# 2. SITUATIONAL ANALYSIS

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### 2.1 Introduction to the National Context [Situational Analysis]

Over the past decade, Ghana has made progress in the advancement of gender equality and empowerment of women in political, economic and social spheres. This chapter (Chapter 2) and the following one (Chapter 3) are dedicated to discussing the state of Ghana's Gender Equality and Women Empowerment efforts and issues. Achievements made so far are particularly presented in Chapter Two (2), whilst challenges are discussed in chapter (3). The discussion follows a pattern that demonstrates national efforts and achievements of international and other targets that have implications for gender equality and women's empowerment.

### 2.2 National Response to Gender Equality and Women's Empowerment

Governments<sup>14</sup> efforts at promoting the issues of women and men are evident in the enactment of laws, development of policies, strategies, and commitments to International Instruments to safeguard and promote the development of women, men, boys and girls from various challenges as outlined in Chapter 3

#### 2.2.1 Establishment of National Machinery

As discussed in Chapter One, Ghana has a functional Department of Gender (DOG) with regional outfits that work under the MoGCSP. The DOG was called the NCWD when it was established after the first United Nations Conference on Women in 1975. After the Beijing Conference in 1995, the NCWD became part of the Office of the President and operated with linkages to relevant MDAs. It created the Gender Desk Officers

<sup>14</sup> Past and present



(GDOs) in all the MDAs as a framework of handling issues of women. The role of these positions focused on ensuring that gender concerns were incorporated into sector policies, plans and programmes of MDAs. In 2001, the government established a fully-fledged sector Ministry, the **Ministry of Women and Children's Affairs (MOWAC)** with a Minister of state having Cabinet status through Executive Instrument (EI 8). The role of the Ministry was further expanded in January 2013, when it was renamed the **Ministry of Gender, Children and Social Protection (MoGCSP)** where social protection and welfare issues have been placed within governmental policy direction together with issue of GE and WE. The current national machinery of Ghana that oversees GE and WE issues involves the following:

- a. The Ministry of Gender, Children and Social Protection [MoGCSP]
- b. National Advisory Board to the MoGCSP
- c. Department of Gender
- d. Department of Children
- e. Department of Social Welfare
- f. Department of Social protection
- g. Human Trafficking Secretariat
- h. Domestic Violence Secretariat
- i. Regional offices of the Departments of Social Welfare, Children and Gender
- j. District offices of Department of Social Welfare<sup>15</sup>
- k. GDOs at MDAs

The national machinery set up by government and as indicated in figure 2 in Chapter Six, is well connected to all relevant and necessary stakeholders needed and required for carrying out GE and WE matters.

## 2.2.2 Constitutional, Legislative and Key National GE and WE Frameworks/Laws

- The 1992 Constitution of Ghana (Article 17) - Prohibits discrimination of persons on the basis of gender.
- Criminal Code Amendment Act, 1998 (Act 554) prohibits female circumcision and further makes enforcement more effective.
- The Domestic Violence Act, 2007 (Act 732) criminalises all forms of violence and further establishes the Domestic Violence and Victims Support Unit (DOVVSU) to speedily respond to situations of violence against women
- Human Trafficking Act, 2006 (Act 694) addresses trafficking in persons matters. The Act also sets up the Human Trafficking Management Board (HTMB) which provides technical advice to the Ministry to effectively respond to trafficking in persons cases.
- Repeal of Section 42(g) of the Criminal Offenses Act, 1960 (Act 29) which had permitted non-consensual sex within marriage.
- The Intestate Succession Law of 1985, amended in 1991, provides a uniform intestate law applicable throughout the country especially when a spouse dies intestate.
- The Labour Act, 2003 (Act 651) with specific provisions including section 68 which reiterates the right to equal pay for equal work "without distinction of any kind".



## 2.2.3 Key International Instruments and Frameworks Ratified by Ghana in support of GE and WE

Ghana has ratified all the important International Instruments on GE and WE. Critical among them are:

- The Universal Declaration of Human Rights, 1948
- The Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) 1979 (Signed 17 July 1980 and Ratified on 2<sup>nd</sup> January, 1986);
- The Optional Protocol to the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW OP) 1999 (Signed on 24 February 2000);
- International Covenant on Economic, Social and Cultural Rights (ICESCR) 1966 (Ratified 7 December 2000);
- The Covenant on Economic Social and Cultural Rights (ECOSOC),
- The Nairobi Forward Looking Strategies for the Advancement of Women, 1985
- The Vienna Declaration on Human Rights, 1993
- The Beijing Declaration and Platform for Action, 1995
- The International Conference on Population and Development (ICPD) declaration, 1994
- The African Charter on Human and Peoples' Rights (ACHPR) (Ratified on 24<sup>th</sup> January 1989 and Signed on 3<sup>rd</sup> July, 2004 )
- Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa , 2003 ( signed on 31<sup>st</sup> October, 2003; ratified on 13<sup>th</sup> June, 2007)
- UN Security Council Resolutions 1325 and 1820 on Women Peace and Security and violence against women.
- The Millennium Development Goals (MDGs), 2000.
- The International Covenant on Civil and Political Rights (ICCPR) 1966 (Ratified on 7<sup>th</sup> December, 2000)
- The Declaration on the Rights of Indigenous People (Voted in favour as a member on 13<sup>th</sup> September, 2007);
- The International Convention on the Elimination of All Forms of Racial Discrimination (CERD) (4<sup>th</sup> January, 1969)
- The International Convention on the Rights of the Child (CRC) 1991 (2<sup>nd</sup> September, 1990)
- The International Convention on the Protection of the Rights of all Migrant Workers and Members of their Families (MWC) 1990 (1<sup>st</sup> July, 2003)
- Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment – New York (10<sup>th</sup> December, 1984; ratified on 7<sup>th</sup> September, 2000)

## 2.2.4 Key National Development Frameworks and Actions Promoting GE and WE

Apart from the Constitutional, Legislative and key National and International Instruments for GE and WE, there are other existing national frameworks contributing to Gender Equality and Women's Empowerment. The major ones are as follows:



#### 2.2.4.1 Notable Development Plans/Frameworks promoting GE -WE

- The National Medium Term Development Plans have all outlined strategies to deal with GE and WE-issues. (Examples include the Ghana Poverty Reduction Strategy 1 (2002); Growth and Poverty Reduction Strategy II (2005); GSGDA I (2009 – 2013) GSGDA II (2014 – 2017).
- An Affirmative Action Policy of 1998 provides for a 40% quota of women’s representation on all government and Public Boards, Commissions, Councils, Committees and official bodies, including Cabinet and the Council of State.
- All political parties now have manifestos that include issues of gender with special emphasis on policy aspects for eliminating discrimination and violence against women and girls; rescuing girls from early marriages and motherhood; and engaging and mobilizing men as advocates to support campaigns for women’s empowerment and gender equality.
- The Ministry of Food and Agriculture (MOFA) in 2001 developed a Gender and Agricultural Development Strategy (GADS) to support its gender mainstreaming processes.
- The Ministry of Health in 2009 developed a sector policy on handling gender equality issues in the health care system.
- The Ghana AIDS Commission in February 2013 developed a National HIV and AIDS, STI Policy that has implications for GE and WE
- National Health Insurance Scheme has been instituted to facilitate the provision of affordable health care for all citizens. Children under 18 years whose parent(s) or guardian(s) pay their own contributions are exempted from paying any contribution. Available data show that 18,031,366 persons were registered under the NHIS in 2010. Of these numbers, 64.4% are in the exempt category while 34% are in the active membership category. Exempt categories include; children under 18 years, pregnant women, and persons of over 70 years and indigents (now referred to as extremely poor under the Common Targeting Mechanism).
- The National Adolescent Reproductive Health Policy (2000) has been adopted and provides a context for addressing teenage pregnancies, adolescent sexuality, early marriage and infant mortality, maternal mortality, fertility rates, family planning and sex education.
- Introduction of the Free Maternal Healthcare Policy aimed at alleviating high maternal mortality rates.
- National Strategy for Cancer Control in Ghana has been developed and is being implemented with a focus on awareness creation. The implementation so far has highlighted simple lifestyle changes that can reduce cancer in both females and males.
- Implementation of the Education Strategic Plan (ESP) 2010-2020 which strongly focuses on the achievement of equitable access to good quality and gender parity in education; and guarantees improving opportunities for all children ( boys, girls) in the first cycle of education at the kindergarten, primary and Junior High Schools.

#### 2.2.4.2 Gender and Extreme Poverty

Available reports (e.g MDG 1 reports, GLSS 5 & 6 Survey reports) indicate that about a quarter of Ghanaians (24.2%<sup>16</sup> in 2012/13 – using the upper poverty line of GH¢1,314) are poor whilst under a tenth (8.4%) of the population are in extreme poverty (using an extreme poverty line of GH¢792.05 per adult equivalent per year). Although the level of extreme poverty is relatively low (as compared to 2005/06 extreme poverty incidence of 16.5%), it is noteworthy that “poverty is concentrated in the rural savannah, with more than a quarter of the people being extremely poor”. The GLSS 6 emphasize that overall, “the dynamics of poverty in Ghana over the period 2005/06 – 2012/13 indicate that poverty is still very much a rural phenomenon” and

<sup>16</sup> Indicating that Ghana has halved poverty since the 1990s when the percent was around 51.7%

there are regional variations, with Upper West Region being the poorest, but Northern region the highest contributor to poverty since 2005/06 periods.

Ultimately, the poverty gap ratio is steadily declining, more quickly in the urban regions, slower in the northern rural and savannah regions. This trend has implications for women and men, girls and boys in space-and-time because of the following:

- a. Although, it is difficult to analyze poverty by gender (except on the basis of the sex of household head) there are some indications in both the GLSS 5 & 6 which reveal that female headed households (comprising 35%, whilst the males are 65% are better off than their male counterparts). The GLSS 6 specifically shows that, “In terms of sex of household heads, poverty incidence among male headed households is higher (25.9%) than female headed households (19.1%). This follows the same pattern found in 2005/2006. Although both sexes have seen a decline in poverty, the rate is three times greater for male headed households (9 percentage points compared with 3 percentage points for female headed households)”.
- b. However other studies have shown that, women are more likely to be poor compared with their male counterparts. Using asset poverty, Oduro et al (2011) found the total and mean value of gross wealth of women to be lower than those of men for all asset categories. In addition, wealth by gender in Ghana is biased in favour of men.
- c. In terms of distribution of wealth by quintiles, women have a greater share of wealth in the poorest quintiles and the reverse is also true. It is also estimated that average hourly earnings of women in Ghana is 57% of that of men and that regardless of the type of employment, education, age etc., women earn lower than men (Baah-Boateng, 2009).
- d. While in formal sector employment where poverty is low, it is highly dominated by men; and women far outnumber men in non-farm self-employment and private informal employment where earnings are relatively low. In effect, gender dimension of poverty is likely to be biased against women, leading to feminization of poverty.<sup>17</sup>

#### 2.2.4.3 Gender and Access to Justice

The government continues to promote equitable access to Justice through the Judiciary. In this direction, there are Human Right Courts that support GE and WE issues. In addition, the Judiciary has established two Gender-based and Sexual Offences Courts to expedite the adjudication of cases of violence and abuse. There is also the Legal Aid Scheme which facilitates access to justice for persons who are unable to afford justice.

The Family and Juvenile Courts, which are constituted in the District Courts, use Alternative Dispute Resolution (ADR) methods to settle cases – primarily on maintenance of children and some matrimonial causes – to facilitate access to justice for women who often bear the brunt of non-maintenance of children and deprivation of the estate of their husbands. The Family Tribunals also deal with criminal cases and civil protection orders under the Domestic Violence Act. Apart from these state agencies, CSOs such as the African Women Lawyers Association (AWLA), Women Initiatives for Self Empowerment (WIFE), ABANTU for Development, International Federation of Women Lawyers (FIDA), Ark Foundation, Netright, Legal Resources Centre (LRC), Women in Law and Development and the Domestic Violence Coalition have engaged in awareness creation programmes on counselling, legal representation, law reforms and women and children’s rights and access to justice for women across the country. Both English and local language media strategies have been adopted to promote widespread awareness on the rights of women and access to justice to enhance women’s access to justice.

<sup>17</sup> Achieving the MDG with Equity in Ghana: Unmasking the Issues behind the Averages Report 2012 pg 3



#### 2.2.4.4 Gender and Violence against women including Trafficking of women

The Domestic Violence and Victim Support Unit (DOVVSU) was established in October 1998 as a Unit of the Ghana Police Service.<sup>18</sup> It is mandated to respond to and enforce all laws with a focus on sexual and gender-based violence, child abuse and child protection; and protection of all vulnerable persons from abuse. Since its creation, the Unit has responded to over 180,000 cases through its 100 offices and desks nationwide. However, the Unit has basic challenges that must be addressed.

Stereotypes and harmful practices continuously affect the protection of women and girls. In this respect, the Commission on Human Rights and Administrative Justice (CHRAJ) has played a major role since its establishment in 1993. CHRAJ has sustained a vigorous campaign against all aspects of injurious and dehumanizing cultural practices such as female genital mutilation, widowhood rites, forced marriages, ritual servitude, and maltreatment of women accused of witchcraft, as well as other violent practices that subject women and the girl child to cruel, inhumane and degrading treatment and acts that detract their dignity.

CHRAJ under its monitoring mandate has continued to monitor trokosi shrines and worked with local NGOs to advocate for and secure the release of women and girls in servitude in some shrines. CHRAJ has noted from its monitoring that while the number of trokosis has decreased significantly over the past years, the practice is still prevalent and trokosis are continuously being admitted to shrines.

In the case of widows, CHRAJ has intervened in cases where widows have been abused, to protect them. The Commission has collaborated with the Ghana Police Service in some instances to curtail the perpetuation of harmful widowhood rites on women.

#### 2.2.4.5 Gender and Participation in Political Life

The Affirmative Action Policy formulated in 1998 by the Government after Beijing Plan of Action set targets of 40% representation of women at all levels of governance, on Public Boards, Commissions, Councils, Committees and Official Boards including Cabinet and Council of State.

As the country progresses towards meeting these targets, the trend shows a pattern that is mixed. In the traditional governance institutions, efforts have been made to ensure the active participation of Queen-mothers in the Traditional Councils and Houses of Chiefs. In other governance structures – particularly in political positions, women are still under-represented. At the highest level of Government, women make up 29% of Ministers and 22% of Deputy Ministers. According to Ghana's Millennium Development Goals (MDGs) Report published in 2013, in the Judiciary, only 29% of the Supreme Court Judges and 25% of High Court judges are women. In the Civil Service, 24% of Chief Directors are women. Further, at the local government level, only 14 of the 170 Municipal Chief Executives (MCEs) and District Chief Executives (DCEs), representing 8.2% were women. In Parliament (2013), the proportion of women is 10.9% as against 22.3% average for the Sub-Saharan region.<sup>19</sup>

Election of women to the District Assemblies (DA) showed signs of encouragement with respect to numbers of women contestants, elected, and those appointed over the periods, particularly from 1994 although those elected declined in 2010<sup>20</sup> from 10.1% in 2006 to 6.47% in 2010. Irrespective of these, women occupy key ministerial positions with some deputized by men, reflecting a demonstration of a level of confidence in women's leadership.

<sup>18</sup> Formerly named Women and Juvenile Unit (WAJU), changed to DOVVSU in 2005

<sup>19</sup> GASSIER, Marine (2014), "A Review of Ghana's Achievements in Women's Empowerment and Gender Equality", Africa Region. Gender Practice, Policy note, January 2014, 8 pages

<sup>20</sup> Record from the EC shows that the number of women candidates increased from 1998 (547), 2002(965), 2006 (1772), and declined in 2010

Ghana has also seen the appointment of women to decision-making positions such as Chief Justice<sup>21</sup>, the Controller and Accountant General<sup>22</sup>, the Statistical Service<sup>23</sup>, Chairperson of the Council of State<sup>24</sup>, Deputy Chief of Staff at the Office of the President (from the beginning of the John Mahama government and later appointed Senior Policy Adviser/Coordinator for Government Projects Implementation)<sup>25</sup>, Director -General of the Ghana Aids Commission<sup>26</sup>, Director-General of Prisons<sup>27</sup>, Chair of the National Commission on Civic Education<sup>28</sup>, Executive Director of the Ghana Investment Promotion Centre<sup>29</sup>. Between January 2009 and January 2013, the position of Speaker of Parliament was a woman<sup>30</sup>.

#### 2.2.4.6 Gender and Education

The Ministry of Education, its agencies and stakeholders have put strategies in place to deal with existing and future challenges of gender in the sector. Notable among these is the Education Strategic Plan, 2010 – 2020, which has GE and WE concerns such as girls educational issue at all levels of education particularly the basic level, the use of female role models among others.

In summary, Ghana continues to make progress towards achieving gender parity at all levels of formal education. To eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015, the Ghana MDG report (2013) indicates that, Gender Parity in schools in Ghana is closest to being achieved at the primary level, where the net enrolment rate in 2011 was 84.04 for girls and 83.77 for boys. The ratio of female to male secondary enrolment stood at 89.9, which is comparable with other lower middle income countries globally<sup>31</sup>.

The literacy rate for young women has increased considerably with these policies: from 66% in 2000 to 79.9% in 2010<sup>32</sup>. The overall literacy rate for females stands at 61.2% in 2010 due to regional disparities. Female adult literacy in the Northern and the Upper West Regions stands at 30.4% and 39.9% respectively, while the percentage increased to 85.3% in Greater Accra<sup>33</sup>.

#### 2.2.4.7 Gender, Nutrition and Health

In 2009, the Ministry of Health developed a Gender Policy to direct its actions on handling gender related health concerns. This and other current initiatives have promoted healthcare delivery particularly for women in the area of maternal health including reproductive issues. Maternal mortality has been one of the major areas of health inequity, but the Ghana MDG report (2013) indicates that the situation has improved because a number of programmes had been implemented to improve access to skilled health personnel and access to education about the use of family planning methods. The remaining challenges in reaching the 2015 MDG targets according to the report are primarily poverty-related.

Malaria is another cause of morbidity in Ghana with high incidence in women. In reducing its prevalence, the Ghana Health Service through the National Malaria Control Programme (NMCP), adopted a multi-interventional approach. A key initiative under this approach is the campaign to increase the ownership

21 Mrs Georgina Wood

22 Madam Grace Francisca Adzroe

23 Dr. Philomena Nyarku

24 Mrs Cecilia Johnson

25 Dr. Valerie Sawyer -Smith

26 Dr. Angela El-Adas

27 Madam Matilda Baffour -Auwah

28 Mrs Charlotte Osei

29 Mrs Mawuena Trebah

30 Mrs Joyce Adeline Bamford-Addo

31 World Bank EdStats Query <go.worldbank.org/JVXVANWYY0> (Last accessed 27 February 2014)

32 Index Mundi (2010). Ghana. Literacy Rate, <http://www.indexmundi.com/facts/ghana/literacy-rate>

33 UNESCO institute for statistics in Edstas, 2011

and use of insecticide-treated nets (ITNs) dubbed, 'Door-to-Door and Hang Up'. The campaign was started in the Northern Region targeting children under six years and pregnant women. The NMCP reported in an evaluation of the initiative six months after its commencement that there was a dramatic increase and usage of ITNs in the Northern Region as a result of which the programme was rolled out nationwide. Other malaria prevention strategies adopted include:

- a. The scaling up of the Intermittent Preventive Treatment (IPT) to provide chemoprophylaxis for pregnant women;
- b. Improving malaria case management in all health facilities; and
- c. Intensifying community education on the synergy between malaria and environmental sanitation.

HIV and AIDS is another health condition that has higher incidence in women more than men in Ghana, but the incidence and prevalence has been reducing because of the concerted efforts of the Government through the Ghana AIDS Commission. According to the 2012 National HIV Prevalence and AIDS Estimates Report, an estimated 225,478 people are living with HIV and AIDS out of which 100,336 are males, 125,141 are females and 30,395 are children. New infections as at 2012 were 12,077 out of which 10,373 were adults and 1,704 were children. Further disaggregated data from UNAIDS puts the figure of women aged 15 years and above living with HIV/AIDS at 120,000 as at 2012. Estimates in 2013 indicate a national prevalence level of 1.3% (FSW- 11.2%; MSM 17%), comparing Ghana to other countries in the region as country with relatively low prevalence, stable and declining epidemic. Over 244, 488 people were estimated living with the infection(HIV) in 2013 with over 83, 700 under ARV treatment ( as of December 2014). The estimated number of new infections was 7, 812, a decline from 9,991 in 2012; and the estimated number of new infections among children was 2, 407, an increase from 852 in 2012.<sup>34</sup>

Retrospectively, and according to the 'Ghana Country AIDS Progress Report: January 2010 – December 2011' prepared by the Ghana AIDS Commission (GAC),<sup>35</sup> the HIV prevalence in Ghana varies with geographic areas, gender, age and residence. From the annual HIV Sentinel Surveillance Surveys conducted on pregnant women at the level of ante-natal care – and more recently the Estimation and Projection Package (EPP) Model – the HIV and AIDS prevalence has continued to drop over the last decade.<sup>36</sup> The median HIV prevalence has declined from 3.6% in 2003 to 2.1% in 2011, and then 1.3% in 2013. The 2012 National HIV Prevalence and AIDS Estimates Report records this figure as the lowest prevalence in about 10 years. Ghana is also noted by the Joint United Nations Programme on HIV and AIDS (UNAIDS) as one of five countries in West Africa whose prevalence declined by more than 25% between 2001 and 2011.

Prevention from Mother-to- Child Transmission (PMTCT) services have been integrated into sexual and reproductive health services.<sup>37</sup> This has ensured wider access to women in reproductive ages. It is also recorded that in 2012, 70% of all HIV-positive persons received Anti-Retroviral (ARV) medication to prevent MTCT, an increase from the 2011 coverage of 50%. The 2013 Global AIDS Report further notes that in Ghana, the risk of a woman living with HIV transmitting the disease to her child has reduced from 31% in 2009 to 9% (7% - 11%) in 2012.<sup>38</sup> In addition, the Report finds that in Ghana, the coverage of services for women living with HIV to prevent MTCT increased dramatically from 32% (27% - 38%) to more than 90% in 2012.

#### 2.2.4.8 Gender and Employment /Trade and Livelihoods

The 2010 National Population and Housing Census (Ghana Statistical Service, 2013) indicates that the proportion of employed males are slightly higher than the proportion of females employed except in services

<sup>34</sup> See UNAIDS Countries – Ghana. Available at <http://www.unaids.org/en/regionscountries/countries/ghana/>.

<sup>35</sup> See GAC, (2012) Ghana Country AIDS Progress Report, 2012 p 12.

<sup>36</sup> GAC, (2012) Ghana Country AIDS Progress Report, 2012 p 21.

<sup>37</sup> GAC, (2013) 'Achievements and Challenges with respect to MDG 6' p 3.

<sup>38</sup> UNAIDS (2013) p 37.

and sales (31.4% female, 10.2% male) and elementary occupations (7.5% female, 4.3% male). The Ghana Living Standards Survey (GLSS) Six (6) corroborates these findings, and also reveals that the proportion of females (31.3%) engaged as service and sales works is more than three times the proportion of their male counterparts (9.2%). In support of these, the 2010 PHC shows that of the employed males, 45.9% are in agriculture, including forestry and fishing; 12.3% are in wholesaling, retail and repair of motor vehicles and motorcycles and 8.8% in manufacturing. For females, the proportions were 38.3% in agriculture, 24.9% in wholesale and retail, 12.5% in manufacturing and 9.3% in accommodation and food service activities.

On issues of gender trends in employment, specifically, the 2010 PHC report demonstrates that “the proportions of the population aged 15 years and older who were employed in 1960, 1970 and 2000 were below 40.0 percent and slightly above 40.0 percent for 1984 and 2010. Over the period, the highest proportion was 44.1 percent in 1984. *The proportion of the male population employed declined from 46.1 percent in 1960 to 41.6 percent in 2010, while that of females increased slightly from 29.8 percent in 1960 to 32.8 percent in 1970 and then to 44.7 percent in 1984 before declining to 41.5 percent in 2010.* **Nearly 42 percent of males and females aged 15 years and older were employed in 2010**, and of the population employed in 2010, over 90 percent of those who were economically active was employed and the proportions were **95.2 percent males and 94.2 females**.

Further, these reflections on gender and employment in Ghana shows up in a World Bank statistics<sup>39</sup> on women in wage employment in the non-agricultural sector according to World Bank indicating that: Female labour participation rate (percentage of the female population over 15 years): 66.9%.

- Females constitute the majority of the 92% labour force in the informal sector
- Females working in the non-agricultural sector: 31.7%.
- Employers who are female: 3.7%
- 27% of females aged 15 and above own an account at a formal financial institution. (Global Findex, 2011)

Ghana's economy thrives on Small and Medium Enterprises (SMEs) dominated by women. The SMEs constitute part of the informal sector, which is characterised by inadequate regulatory framework and higher risk. World Bank statistics from 2010 illustrate that 84% of the Ghanaian active female population are considered to be engaged in vulnerable employment, meaning unpaid family work or own account work<sup>40</sup>.

To promote women's inclusion in the economic sector, programs to ensure access to credit and social protection have been instituted. The Government established the Microfinance and Small Loans Centre in 2006, which offers small-scale credit and loans to small and medium enterprises. The Local Enterprises and Skills Development Programme provides training, start-up equipment and financial support for the unemployed youth. The Livelihood Empowerment Against Poverty (LEAP) programme provides bi-monthly cash grants to over 90,785 poor households in Ghana. The majority of the beneficiaries are women<sup>41</sup>. The Labour Intensive Public Works programme under the Ministry of Local Government and Rural Development offers seasonal employment to 53,588 females, representing 57.9% of beneficiaries.


#### 2.2.4.9 Gender and Natural /Land Resources

The Government of Ghana through the Ministry of Lands and Natural Resources (MOLNR) initiated a land reform process in 1999 to stimulate economic development, reduce poverty and promote social stability. In 2003, the first phase of the Land Administration Project (LAP) was initiated to develop a decentralised,

39 World Bank Statistics, 2000-2011)

40 The World Bank Group (2010). “Vulnerable Employment female Data (% of female employment)”

41 The Transfer Project, The Ghanaian Livelihood Against Poverty Program, <http://www.cpc.unc.edu/projects/transfer/countries/ghana>.



fair, efficient and transparent land administration system in Ghana to reduce poverty. In response to national gender initiatives and demands from civil society as indicated in the Women's Manifesto of Ghana (ABANTU, 2004), the Project took steps to map gender dimensions of land administration and developed a gender equality mainstreaming strategy with the objective of providing a coherent and sustained approach to addressing women and men's concerns in land administration for equitable development, gathering gender-sensitive data using appropriate participatory appraisal tools and incorporating this in the implementation and monitoring processes of LAP. Key thrust of the Strategy includes Public Education, Capacity Building, Institutional Reforms, Advocacy and Networking with CSOs.

Implementation of the Gender Mainstreaming Strategy Action Plan began in 2012 under the Second Phase of LAP with funding from the World Bank, Department of Foreign Affairs, Trade and Development, (DFATD) Canada formerly CIDA and the Government of Ghana. The Ministry has integrated gender perspectives in LAP planning and ensures adequate women's representation and involvement in decision making on land. It is also promoting women's access to and control over land, collect gender disaggregated data and evaluates Project implementation to inform policy reforms in the land sector and land administration in Ghana in general.

#### **2.2.4.10 Gender and Agriculture**

The Ministry of Food and Agriculture (MOFA) has also developed a Gender and Agricultural Development Strategy (GADS), to support its gender mainstreaming processes. GADS aims to achieve eight main objectives namely:

- Enhance institutional capacity of MOFA to address gender issues.
- Promote production and use of sex and age disaggregated data.
- Improve extension service delivery.
- Improve access by farmers to financial services.
- Improve access to information on land rights.
- Improve development and promotion of appropriate technologies in agriculture.
- Promote the diversification and development of new processed products.
- Enhance environmental protection through agricultural practices.

These objectives address issues of food security, increase in income, women empowerment and poverty, targeting farmers especially women in the agricultural sector.

MOFA has also developed a resettlement policy framework, which among others, protects the interests of women in instances of resettlements. Among the challenges faced in the implementation of this policy is the fact that women are often users of land and not owners, thus affecting their decision-making power over land matters. The second phase of the LAP (LAP II) is aimed at increasing women's ownership of land in addition to user rights





## CHAPTER THREE

# 3. CHALLENGES TO GENDER EQUALITY AND WOMEN'S EMPOWERMENT

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### 3.1 Introduction to Key Challenges

Challenges facing Ghana in achieving gender equality, social protection and women's empowerment are diverse. As indicated above, successive governments have made several efforts to ensure that GE and WE provisions in the 1992 Constitution of Ghana, provisions of International and National Instruments as well as policies and actions listed are implemented successfully to the benefit of Ghanaians<sup>42</sup>, but there are systemic challenges and implementation gaps that obstructed the achievements of intended results. These gaps and systemic challenges are discussed in this chapter. They were identified through a consultative process across the country with practitioners in the sector, key stakeholders, MDAs, Metropolitan Municipal and District Assemblies (MMDAs) and ordinary citizens who are beneficiaries of all policies pertinent to Gender Equality and Women Empowerment.


### 3.2 Issues Identified Through National Consultation

The following are the challenges to achieving targets of Gender Equality and Women Empowerment in Ghana discussed and derived through reviews and national consultations. In no order of importance, they are:


<sup>42</sup> And people who live in the territories of Ghana



1. **Competing government priorities and Political Will:** A major challenge facing gender equality, social protection and women's empowerment is not only the limited acceleration of the implementation of Gender Responsive Budgeting initiative that government agreed to undertake through the Ministry of Finance ; but the Ministry (MoGCSP) is perceived as "a consuming machinery", and not a Ministry in the priority value chain of government.
2. **Weak Gender mainstreaming coordinating role of the Ministry:** The Ministry, as the highest authority in the gender machinery, is not providing the required effective and inclusive national coordination role for gender mainstreaming in Ghana mainly because of budgetary and capacity constraints.
3. **Conceptual clarification of Gender Equality in the public sector:** There is enough evidence that government/public sector structures and some Development Partners still demonstrate insufficient understanding and knowledge of gender equality and gender mainstreaming. Lack of professional knowledge and skills on gender causes conceptual clumsiness, and it is a key accountability challenge in the sector.
4. **Feminization of poverty:** Poverty is a major problem for women and girls in Ghana especially rural women. Female-headed households more than male-headed households are performing better in poverty ratings as compared with males. This notwithstanding, the incidence of poverty is much more among females than males
5. **Socio-cultural, traditional beliefs and socialization:** Due to the patriarchal structure of most societies in Ghana, systemic male domination and female subordination, socio-cultural and discriminatory institutions and structures restrict women (including the marginalized and the vulnerable) from access to equal opportunities including productive resources, such as land, credit, education and training opportunities among other support systems.
6. **Inadequate basic social services:** There exists inadequate basic social service such as education, health, water and sanitation in a number of communities to enable the majority of ordinary citizens to have decent livelihood.
7. **Weak informal GE-WE social protection mechanisms and targeting challenges for government initiatives:** Social protection at the local and informal levels using the extended family system has broken down at the expense of urbanization. Successive governments have initiated a number of social protection measures as discussed in Chapter Two (2), aimed at alleviating and subsequently,eradicating poverty, thereby guaranteeing the rights of the vulnerable and the marginalized. However, targeting has been a challenge for these initiatives.
8. **Limited attention to issues and aspirations of women with disability:** Existing interventions for women have not adequately and specifically addressed the concerns of Women with Disability (WWD). There is insufficient information and understanding of the situation of WWD and this affects the planning, implementation and monitoring of women's initiatives with the WWD lens.
9. **Violence against women:** Violence against women and human trafficking is a major emerging problem in Ghana that needs more aggressive and a quicker policy response. The high incidence of rape and other sexual offences from the DOVVSU records is alarming. Even though reported cases have been legally dealt with, there is the need for national policy action to curb the prevalence of rape, sexual abuse, serial women and wives killings, maiming and human trafficking.
10. **Lack of effective monitoring and evaluation systems and practice within the sector machinery:** The absence of developing effective gender responsive M&E system and ensuring its operationalization results in several problems including '*limited or no tracking of implementation and results*', '*poor learning and direction for success*', '*outright failure of projects*'. It is necessary to develop and operationalize an M&E system in a results oriented manner to promote regular tracking of progress and sector policies, programmes and actions for effective transformation of lives of the citizenry.

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- 11. Weak strategic gender partnership:** The limited budgetary arrangements in the sector are manifestations of insufficient partnership between government/public sector, civil society, private sector and Development Partners. Strategic partnerships, constituency building and networking are essential in the implementation of all the strategies identified to address emerging issues. This effort requires facilitative support from the highest level of governance particularly the Executive, Legislature and the Judiciary.
  - 12. Low representation of women in politics:** This is still a challenge because the required 40% female representation<sup>43</sup> has not been achieved. Women are still under represented in all the major sectors of the economy, particularly in the three arms of government, public sector institutions, and other key decision making structures. More challenging is the limited collective power of women to speak for themselves on their issues in a democratic manner. Women's empowerment networks and mechanism must reinvigorate their energies to spearhead efforts in this direction.
  - 13. Discriminatory customary practices:** systemic gender and social biases in cultural practices over-expose the girl child especially to abuse including early and forced marriages, sexual violence, denial of education and cultural servitude.
  - 14. Slow implementation and enforcement of laws:** There is evidence that law enforcement is very slow to the detriment of the vulnerable and the marginalized. Implementation and enforcement of laws must therefore be accelerated through the gender policy, encouraging the reportage of crimes against women and children particularly.
  - 15. Women have limited access to justice:** weak legal frameworks, poor institutional infrastructure, non-compliance, lack of knowledge about service delivery points, inadequate legal aid scheme and personnel worsen women's access to justice. These continue to limit progress towards the empowerment of women in Ghana, and results in failure to attain the required gender justice and human development targets.
  - 16. Limited access to land and other productive resources by women for agricultural purposes:** customary law predominantly, governs the land tenure system in Ghana. Customary law considers property as a family asset to be administered by the family head, who is usually a man. As a result, women's access to land and to agricultural inputs is relatively poor. This partly has roots in inheritance systems that are largely based on patrilineal systems emanating from patriarchal societies. Irrespective of this, to some extent, women in matrilineal communities do inherit land from either their female ancestors or fathers. On the whole, women need credit or finance to prepare the land if they access it. This is due to the fact that they do not have collateral, they are unable to access formal credit from the financial institutions and they depend on the informal ones which are expensive. Even if they are able to access the formal ones the amount is so small and cannot cater for their agricultural needs. Women need the credit to hire labour and extension services for information on improved technology but extension services are also skewed to men due to the limited number of female extension officers and other socio-cultural issues.
  - 17. Maternal mortality and reproductive health:** Ghana's maternal mortality ratio remains quite high despite several efforts and interventions by government and Development Partners to achieving the MDG 5 targets. A large number of women are dying annually because of pregnancy related complications: severe bleeding (hemorrhage), hypertensive diseases, infections and unsafe abortions.
  - 18. Engendering HIV/AIDS Biases:** Stigma and discrimination against people living with HIV/AIDS is quite high, coupled with misconceptions about the disease and lack of gender analysis in tackling the epidemic. Also, availability of adequate treatment is a primary challenge.
  - 19. Women's limited access to wage employment and decent livelihood:** Achieving gender equality and empowerment of women depend largely on women's access to wage employment and decent work. Women's employment remains in "low pay jobs", because they are predominate in

43 As in the affirmative paper



the informal sector, domestic work and traditional farming ventures. The main challenge here is the need to engender Ghana's macro-economic policies and strategies that promote accelerated economic growth in conjunction with improved education and affirmative action interventions among others.

- 20. Access to science and technology:** Gender gap exists in access to science and technology, digital knowledge and skills. The challenge is how to bridge the gap to include women's needs and strategic interests in the establishment of digital knowledge-based society.
- 21. Limited support of the media for gender activism:** The Media space for gender activism has not been effectively engaged. In addition, the media also continues to portray women in stereotyped and sexualised roles. Gender activists and the media need to work together as a constituency through partnerships on projects. The media has also not been engaged as a regulatory body for gender and democracy, to address issues of women such as poverty, reproductive health matters and sexual violence. The power of the media should be explored to benefit all, especially the ordinary men and women, girls and boys in communities.
- 22. Weak accountable governance:** Existing governance institutions and democratic structures are weak in gender and social protection. It is not clear how gender equality and social protection are accounted for in governance and democracy. The greatest threats to good accountable governance come from corruption, violence, especially violence against women and girls and poverty. All of these undermine transparency, security, participation and fundamental freedoms.



## CHAPTER FOUR

# 4. POLICY GOAL, OBJECTIVES AND PRINCIPLES


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### 4.1 Introduction to the Policy Goal, Objectives and Principles

The policy framework emphasizes an all-embracing aim that includes ensuring gender equality in access to productive resources such as land, labour, technology, capital/finance, and information. Also, the framework establishes efforts towards embarking on affirmative action to rectify errors of the past particularly, as they relate to discrimination against women and reducing gender and geographical disparities in the distribution of national resources. Attention is given to gender mainstreaming strategy, in creating a new order of social justice and equity premised on the inclusion of all hitherto excluded [the poor and persons with disability].

The National Gender Policy strategies are influenced by principles espoused in both International and National instruments for GE & WE emphasising gender mainstreaming as core business in the promotion of equity and peace in democracy, economic and social development and, human rights dispensation. It is also informed by Ghana's constitutional transformation, socio-economic environment and other national orientations.

Ghana is evolving into developing a coordinated programme of economic and social development policies for every four years along political regimes. The Ghana Shared Growth and Development Agenda (GSGDA) I (2010 - 2013) and GSGDA II(2014 – 2017) are good examples and they form the basis for the preparation of development plans and annual budgets at the sector and district levels throughout the country, hence the main national guiding tool in the development of this Policy.





Other considerations include the situational analysis, consultations held with stakeholders across MDAs, MMDAs, CSOs, Development Partners, lessons learnt from the implementation of the 2004 Policy and the recommendations from MOWAC's 2010 Institutional Assessment.

The following also influenced the conceptualization and choice of policy commitments for this Policy. They are Statements contained in the 2005 Women's Manifesto for Ghana; Sector and District Medium Term Development Policy (S/DMTDPs), Programmes, Plans, Projects and processes; the UNICEF Situational Analysis on Children and Women in Ghana, 2011; key International Instruments Ghana has signed unto, such as the Beijing Platform for Action among others.

The policy formulation process consisted of sets of activities conducted between March to 2012<sup>44</sup>. The consultative meetings held in the five regions with various interest groups, confirm the principle of mutual participation in the development of this Policy. The participatory approach to the review process was used with the view that:

- Women and men from all spheres of life would engage in setting the gender equality agenda in Ghana.
- Development Partners would make input to the process and position themselves for support in the implementation of the Policy.
- The process would harness wide range of resources including information, experiences of gender activists and the ordinary citizen.
- Stakeholders' engagement would lead to ownership of the process and the Policy thereby enhancing dialogues for implementing the Policy, and demand for accountability.

## 4.2 Overall Goal

The overarching goal of this Policy is:

**To mainstream gender equality and women's empowerment concerns into the national development process in order to improve the social, legal, civic, political, economic and cultural conditions of the people of Ghana; particularly women and men, boys and girls in an appreciable manner and as required by National and International Frameworks.**

This goal will be pursued through its broad objectives, which are based on lessons from the consultative meetings, achievements and challenges outlined in the preceding chapters and sections of this document; and will be guided by principles outlined in the following sections.

### 4.3 Broad Policy Objectives

The broad objectives of this policy were developed based on the overall goal, the guiding principles, lessons from achievements, and challenges faced over the period by women and men, boys and girls as demonstrated in Chapters 2 and 3. The objectives are:

1. *To accelerate efforts and commitments of government in empowering women (especially women with disability) to have safe and secure livelihood, access to economic opportunities, decent work to improve earnings while addressing disparities in education, socio-economic and cultural issues, health and agriculture, trade and related matters. The core issue here is about ‘Women’s Empowerment’*
2. *To speed up enforcement and domestication of ratified International Treaties, policies and strategies adopted by the Government to tackle violence, discrimination and promote gender equality and women’s empowerment nationwide. In pursuance of this objective the rights based approaches will be emphasised. This objective addresses what the Policy classifies as ‘Women’s Right and Access to Justice’*
3. *To support the passage and implementation of an Affirmative Action Law, and put in place transformative measures (including leadership development) that will enable women and men participate equally in achieving at least the 40% women representation in politics, on Boards and at all levels of decision making. In pursuance of this objective, a well-developed institutional capacity and a healthy political environment based on rule of law, government effectiveness, control of corruption, regulatory quality, will be promoted as necessary conditions for women’s interest and rights. This objective area refers to ‘Leadership and Accountable Governance for Women’*
4. *To improve women’s economic opportunities including engendering macro-economic and trade policies so that the basic and strategic needs of both men and women are addressed. .In pursuance of this objective, Gender Responsive Budgeting, trade, tax literacy, access to credit and encouragement of a savings-culture among women will be enforced.*
5. *To transform inequitable gender relations in order to improve women’s status relative to that of men. In pursuance of this objective, state policies in all areas will be identified and monitored with a GE and WE lens to ensure equity compliance. The objective is about promoting Gender Roles And Relations.*



## 4.4 Guiding Principles

The guiding principles that underpin this Policy are:

1. **Human Rights:** - Women's rights are *human rights*.
2. **Diversity:** Women are not a homogenous group – *there is diversity (e.g. there are women with disability with unique concerns)*.
3. **Sustainable Development:** *Gender equality is not only women's issue, it is a sustainable development issue.*
4. **Mutual Co-existence:** Women and men will *co-exist and build positive gender relations*.
5. **Accountability:** *Government is committed to promoting accountability through women's leadership, women's voices, women's visibility and effective participation in decision-making, politics towards good governance peace and security.*
6. **Economic Sense:** *Gender equality makes smart economic sense.*
7. **Political Will:** There is enough "*political will*" from government *and* all players at all levels, in the economy particularly officials from the Executive, Legislature, Judiciary, Civil Society, the Media, Private Sector, Youth and Faith Based Organizations (FBOs) *to mainstream gender.*
8. **Resource Availability:** The *Ministry of Gender, Children and Social Protection is well resourced and positioned* with the capabilities to mainstream gender equality and women's empowerment into all aspects of good and accountable governance practices.





## CHAPTER FIVE

# 5. POLICY FRAMEWORK, COMMITMENTS AND STRATEGIES

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### 5.1 The Policy Statement

This section outlines policy statements the Ministry of Gender, Children and Social Protection will oversee and enforce through institutional arrangements discussed in the next Chapter.

The policy commitments are overarching statements anchored on the five (5) broad objectives stated in Chapter Four (4), which were developed out of the situational analysis, the policy context in Ghana and achievements made so far in the sector. Based on the principles outlined in Chapter Four section 4.4, collective actions taken on the policy in each commitment are expected to lead to the goal of *'mainstreaming gender, women's empowerment and social protection concerns into the national development process in order to improve the social, legal, civic, political, economic and cultural conditions of the people of Ghana'*. This is illustrated in figure 1 below.

The rest of the chapter discusses in details, specific policy objectives, commitments and their respective strategies. To achieve the objectives, Strategic Implementation Plan (SIP) will be developed separately specifying the results logic of each objective area, identifying 'the issues', 'what' will be implemented, 'when', 'where', and 'how it will be measured'. The plan will also point out institutions or stakeholders that will be responsible for direct implementation of the strategic actions. Indicative budgets will be assigned to the planned actions in the SIP.






Figure 1 : Policy Commitment Value Areas

## 5.2 Policy Commitments and Strategies

The section summaries each policy commitment's value areas. It also presents respective focus areas and strategic measures on actions to be carried out under each commitment. The Strategic Implementation Plan (SIP), which is a detailed action plan of the Policy, however has the specifics of each commitment, focus areas and strategic measures relating to the situational challenge they intend to address.

### 5.2.1 Policy Commitment 1 –Women's Empowerment and Livelihoods

#### Policy Objective:

**To accelerate efforts and commitments of government in empowering women (including women with disability) to have safe and secure livelihood, access to economic opportunities, decent work to improve earnings** while addressing disparities in education, socio-economic and cultural issues, health and agriculture, trade and related matters. The core issue here is about **'Women's Empowerment's** Areas and Strategic measures:

#### 1. Strategic partnerships and support for the Women's Machinery

- a. Organise collective action around keeping government's 'political will' and increase in commitments to budgetary support by being sustainably visible through actions on the ground around the country, the media, in communities with Traditional Authorities, and other platforms with the issues of GE and WE issues.
- b. Engage corporate Ghana through joint events, and on issues pertinent to men and women particularly using corporate social responsibility actions.
- c. Mobilise sector-wide funding support for the women's machinery through strategic programme partnerships with the private sector, Development Partners, appropriate media and notable issue - oriented CSOs.

- d. Review, map out, develop strategic partnerships around GE and WE laws/policies across all sectors, and monitor their enforcement by the approved institutions and agencies.
- e. Coordinate a rigorous monitoring and evaluation system that will promote new learning around trends and concepts of GE and WE from all sectors and disseminate to all for implementation.
- f. Strengthen partnerships with disability responsive organisations to address the special issues and concerns of Women With Disability (WWD) in Ghana.
- g. Socio-cultural issues
- h. Address socio-cultural issues to achieve equitable access to quality and functional education that responds to women's social and cultural concerns and issues of persons with disability.
- i. Promote educational and issue – related programmes for total elimination of harmful practices including Female Genital Mutilation (FGM), child marriages and human trafficking especially in respect of girls and kayaye with focus on source, transit and destination regions
- j. Conduct periodic assessment and education on the implication of cultural practices especially child marriage that undermines women's rights and impede their rights to certain categories of economic activities.

## 2. *Education*

- a. Increase commitment and allocation of adequate resources to consolidate gender parity in all schools starting from enrolment and retention in challenging areas/communities.
- b. Promote school attendance by enabling relevant sectors and agencies to address specific needs of girls and boys especially relating to school environment and attendance. These include gender based violence in schools; sexual harassment in school; personal care and development; safety and protection.
- c. Promote and enforce the availability of female teacher role models in schools and communities starting with rural and less endowed schools.
- d. Review and enforce re-entry policies for pregnant school-girls to enable them continue their education after delivery. Regarding this, there is therefore the need to enforce the teaching of age-appropriate education to girls and boys on sexuality and reproductive health and rights in school curricula, including issues of gender relations and responsible sexual behaviour, focused on preventing teenage pregnancies.
- e. Develop and implement scholarship schemes for the girl child and ensure girls are retained in school to complete and move on to the next levels to avoid being victims of child and early marriage and motherhood situations that disempower them.
- f. Develop and implement national programmes and district based projects to facilitate continuous education and livelihood for young boys and girls trapped in the transitional gaps between Junior High Schools (JSH) and Senior High School (SHS), and SHS to Tertiary Levels.
- g. Develop and promote an all-inclusive and accessible education for persons with disability.
- h. Sensitise parents, families and stakeholders in communities to send children with disability to school and stop hiding them.
- i. Provide standard sanitary facilities for the girl-child in schools and sensitize them on personal/ menstrual hygiene.



### **3. *Health and nutrition***

- a. Scale up midwives' services and reinforcement of partnerships to expand access to reproductive health as in the Maputo Plan of Action (2006).
- b. Enforce the implementation of school health programmes in all schools.
- c. Enforce the implementation of existing health and nutrition programmes to benefit all particularly disadvantaged women, men, girls and boys.
- d. Implement actions to reduce maternal mortality, continuing beyond reproductive health issues and stemming the incidence of new HIV/AIDS infections among women to other health conditions affecting women and girls.
- e. Regularly review programmes targeted at women and girls (e.g Water, Sanitation and Hygiene [WASH] issues for women and girls) and recommend improvements during annual reviews.

### **4. *Employment/ Decent Work***

- a. Engender employment policies in Ghana for greater inclusion, visibility and equal voice of both women and men in employment and the labour market in general.
- b. Implement measures to close differences in access to economic opportunities, earnings and productivity gaps between women and men at all levels through structural, legal<sup>45</sup> and collective action.
- c. Promote the development of database on employment records for men and women in formal and informal sectors to track, evaluate and improve employment conditions for all particularly women.
- d. Review skills development programmes and projects and target them at increasing decent employment for all particularly women.
- e. Equip women with entrepreneurial skills linked with start-up capital.
- f. Implement support actions to strengthen the legal and administrative framework for labour administration.
- g. Promote and regulate job security for women/men on maternity leave.
- h. Refurbish and retool the rehabilitation centres and open up other avenues nation-wide to provide technical and vocational training for women with disability.

### **5. *Food, Agriculture, Fisheries and Women's Access to Productive Resources***

- a. Review and implement existing reforms, programmes and projects (e.g. LAP) directed at ensuring equitable access to land and natural resources particularly for women for agricultural uses and other productivity ventures.
- b. Enforce the implementation of extension services to cover GE and WE issues to benefit all, particularly vulnerable women in agricultural practices in all regions of Ghana.
- c. Engender climate change processes and facilitate the participation of CSOs, farmer-based organisations to ensure that agricultural practices and other livelihood practices comply with acceptable standards.
- d. Promote the regulation of activities regarding fisheries for both women and men.

<sup>45</sup> Aligning to provisions in the draft legislation on Domestic Workers as well as limiting several forms of indecent work and Worst Forms of Labour particularly for women, girls and boys

## 6. *Access to basic services and Infrastructure – Transportation, Housing, ICT*

- a. Facilitate affordable, reliable and decent transport services and infrastructure for all, particularly women, the vulnerable, the aged and persons with disability.
- b. Review and promote existing arrangements with transport service providers and agencies to make their service priority users include pregnant women, children, the aged and persons with disability.
- c. Review operations of basic services and make them GE and WE compliant
- d. Promote ICT friendly environment for all in schools, workplaces, homes, social centres among others particularly for women

### 5.2.2 Policy Commitment 2 – Women’s Right and Access to Justice

#### Policy Objective:

**To speed up enforcement and domestication of ratified International Treaties policies and strategies adopted by the Government to tackle violence, discrimination and promote gender equality and women’s empowerment nation-wide.**

#### 1. *Women’s Rights*

- a. Enforce the implementation of recommendations made to the Constitutional Review Committee and international frameworks on GE and WE
- b. Facilitate acceptable processes for the enactment and implementation of proposed Affirmative Action Law<sup>46</sup> to promote 40% representation of women in political and decision-making positions.
- c. Political Parties Act, 2000 (Act 574) be amended in conformity with the proposed Affirmative Action Law<sup>47</sup> as it pertains to creating gender balance in public offices.
- d. Create the platform and relate with CSOs to advocate for the passage and implementation of GE and WE related Bills.
- e. Facilitate advocacy groups to promote legislation enabling fathers to be granted paternity leave.
- f. Operationalise the national gender policy across all institutions leading to drafting of respective Institutional Plan of Action (IPA) to promote the right of women in all public and private institutions as well as political parties and religious organisations.

#### 2. *Women & the Legal System*

- a. Develop legal education programmes to promote access to justice options for women.
- b. Facilitate inter sectoral dialogues and actions on the promotion of legal aid and services in support of women’s right.
- c. Facilitate a convenient process for property and marriage registration so that the rights of spouses to the estate of their deceased spouses are guaranteed.
- d. Promote advocacy for effective law enforcement for the enhancement of the rights of women.
- e. Promote resource mobilization strategy for Legal Aid Scheme and other supporting institutions’ work on women.

<sup>46</sup> Being discussed by the Parliament of Ghana and at the consideration stage?

<sup>47</sup> Ibid

### **3. *Gender based Violence***

- a. Facilitate funding support for DV Secretariat and DOVVSU
- b. Support the implementation of the national policy and plan of action of the Domestic Violence Act
- c. Establish shelters for victims / survivors of domestic / gender-based violence..
- d. Strengthen and equip agencies including the Department of Social Welfare (DSW), DOVVSU, Anti-Human Trafficking Unit (AHTU) of the Ghana Police Service, Human Trafficking Secretariat (HTS), and Gender-based Courts / Human Rights Courts to effectively address gender based violence, abuses of women's right, and trafficking of women and children.

### **4. *Human Trafficking***

- a. Support the implementation of the Human Tracking Act and plan of action
- b. Map out and monitor current trends in human trafficking in Ghana
- c. Engender all national processes in accelerating, enforcement and implementation of the national plan of action for Human and Drug Trafficking.
- d. Facilitate funding support for the operations of the AHTU and HTS.

### **5. *Women and Security***

- a. Collaborate with mandated agencies and contribute to the facilitation of processes that will ensure peace and security of the people of Ghana, particularly securing peace and security for women, girls, boys, people with disability and other vulnerable groups.
- b. Collaborate with the National Disaster Management Organisation and the UN system / organisations (e.g the UNHCR) to implement emergency response actions to benefit women, girls, boys, people with disability and other vulnerable groups.

### **6. *Data Collection, Research and Information Management***

- a. Liaise with the Ghana Statistical Service (GSS) to initiate the collection and documentation of gender sensitive data about Ghana.
- b. Promote the production of sex disaggregated information about essential matters in all sectors, regarding the issues of women and men, girls and boys including persons with disability
- c. Promote and educate stakeholders on legislation and regulations on access to information that will facilitate women's empowerment.

### **7. *Women and Migration***

- a. Integrate gender into government migration policies and programmes
- b. Promote accurate documentation of internal and external migration regarding Ghana.
- c. Promote disaggregation of gender statistics on all migration records.
- d. Document benefits and remittances related to migration of men and women.
- e. Enforce National and International Instruments on migration to reduce third party arrangements that lead women and girls particularly, to becoming victims of servitude in destination countries.

## 8. *Women and Energy*

- a. Promote the application of sustainable energy sources particularly for women and households.
- b. Facilitate awareness creation on alternative energy sources to inform decisions for its application at the household level where women form majority of lead users

### 5.2.3 Policy Commitment 3 –Women’s leadership and Accountable Governance.

- Policy Objective:
- **To enhance the participation of women in Leadership, Governance, and Decision making at all levels.** In pursuance of this objective, a well-developed institutional capacity and a healthy political environment based on the rule of law, government effectiveness, control of corruption, regulatory quality, will be promoted as necessary conditions for women’s interest and rights. This objective area mainly refers to **‘Women’s Leadership and Accountable Governance’.**
- Women’s Leadership and Accountable Governance.
  - a. Review workplace and common area barriers to effective participation of women in governance processes.
  - b. Enhance the understanding of the implications of non-compliance in monetary and programmatic terms to gender mainstreaming policies and programmes.
  - c. Promote enabling political environment and commitments that reaffirm increased political will for the state to achieve Gender Equality in all sustainable development frameworks (including post MDGs) and other women empowerment targets.
  - d. Campaign towards clear understanding of gender concepts and women empowerment underpinnings in socio economic development.
  - e. Develop guidelines for mainstreaming women into decision making processes at MMDA levels and into all public structures.
  - f. Act on removing persisting barriers that militate against Gender Equality and Women’s Empowerment by facilitating political declarations and political decisions for the inclusion of women.
  - g. Implement the Affirmative Action Policy for the realisation of the at least 40% representation of women in all structures, while advocating for the passage of an affirmative Action legislation.
  - h. i. Review and promote leadership development channels for women across the regions.
  - i. Promote political leadership mentoring for women at least from the tertiary levels of education.
  - j. Promote social-accountability networks at all tiers of government, particularly at the MMDA level and across all citizen representation structures, where duty bearers will be made to demonstrate their responsiveness to the women’s inclusion and participation and provision of service to all, specifically women, girls, boys and the vulnerable as prescribed in all state statutes and policies.



## 5.2.4 Policy Commitment 4 –Economic Opportunities for Women

### Policy Objective:

To improve women’s economic opportunities including engendering macro-economic and trade policies so that the basic and strategic needs of both men and women are addressed.

#### 1. *Women and the Ghanaian Economy*

- a. Review and enforce Gender Responsive Budgeting across all sectors.
- b. Provide trade and taxation literacy to the informal sector (which is largely women) and ensure their compliance as well as address their basic needs and strategic interests.
- c. Make specific financial commitments annually to gender mainstreaming capacity building / training including core competence development and ensure that all gender equality policies, strategies and action plans include such commitments.
- d. Promote saving culture among women, especially women in the informal sector.
- e. Promote secure and affordable financial services to women in the informal sector.
- f. Work with the MELR to mainstream GE and WE issues into employment conditions taking into consideration the strategic needs of each sex.
- g. Promote engendered economic systems by monitoring, evaluating and learning around the macro- economic indicators in Ghana and how they relate to GE and WE issues annually.
- h. Enforce legislation and policies that promote reservation of economic rights and space for indigenous Ghanaian men and women.

#### 2. *Economic Empowerment and Development*

- a. Ensure that Government’s Economic Growth and Development Plans (such as the current Ghana Shared Growth and Development Agenda (GSGDA) II and similar future instruments) reflect in more detail, gender perspectives, women specific needs, contributions and benefits in policy areas, especially improved financial development and management, effective and efficient fiscal policy management and the promotion of international trade management.
- b. Facilitate the provision of economic environments that promote more equitable access to income, resources and social services which accelerate poverty reduction programmes addressing feminized poverty.
- c. Develop appropriate tools for gender analysis in economic policies and emphasize inclusion of women’s unpaid work in national and regional budgets and national accounts.
- d. Forge sustainable partnership with the private sector, financial institutions both International/ African for women’s economic empowerment.
- e. Promote accessible banking services for women and men in trade and skills development.
- f. Promote the services of the Women focused Banks in Ghana through partnerships on projects.
- g. Review and promote funding mechanisms particularly for women entrepreneurs and enterprises across the regions.



### 3. *Trade and Industry*

- a. Engage with the relevant institutions to develop a national policy for the informal sector (where women are concentrated), to take account of the challenges that confront women in trade and industry.
- b. Build on commitments of governments and connect gender to regional and international trade policies.
- c. Bring Ghanaian women entrepreneurs to the negotiation tables on African Market issues and marketing linkages.
- d. Facilitate an enabling environment, for women producers and traders, to form networks and dialogue for improved cross border trade procedures and practices especially the legal, security and protection matters.
- e. Facilitate gender equality and women's empowerment issues to cover practical and pertinent areas such as Fair Trade for African and Ghanaian commodities.
- f. Ensure that women entrepreneurs are involved in the processes and consensus building for exporters of products in the African Growth and Opportunity (AGOA) Act/ issues.
- g. Implement the gender component of the UNCTAD Accra Declaration 2008 (AGOA Products in Ghana include —textiles and apparel, special foods, shea butter products, home décor, recycled glass products, kente, ceramics etc).
- h. Enforce policies that improve women's access to economic opportunities in wage employment, agriculture, and entrepreneurship to overcome the concentration in lower productive activities, difficult self -employment and the informal sector.
- i. Work with appropriate agencies to facilitate business environment that is favourable for women and men traders, exporters, importers.
- j. Facilitate the representation of women on Boards of Regional and International trade organizations.



## 5.2.5 Policy Commitment 5 - Gender Roles and Relations

### Policy Objective:

**To transform inequitable gender relations in order to improve women's status relative to that of men;** to influence state policy in all areas and to identify strategies to facilitate equitable relations between women and men.

#### 1. *Gender Roles*

- a. Initiate processes with the GSS to gather sex disaggregated data and gender statistics to include (both quantitative and qualitative) data such as the different roles men and women play in their various societies and the gender differences shaped by ideological, political, historical, educational, religious, and economic and cultural determinants.
- b. Facilitate allocation of resource by public and private sector institutions to set up a regular gender awareness and sensitization programmes, to improve the culture for understanding gender roles and relationships in formal and informal decision making in homes, in communities and at work places.
- c. Facilitate the implementation of gender mainstreaming in accordance with the terms contained in the 4<sup>th</sup> Women's Conference in 1995 in Beijing.

#### 2. *Gender Relations*

- a. Facilitate sector gender policies to transform gender norms, stereotypes, socialization issues and unequal power relations; focusing especially on educational systems, media, the labour market, and leadership leading to sharing of responsibilities and confronting negative masculine and feminine behaviour.
- b. Transform gender stereotypes in the school system and support girls to study science related subjects such as IT, mathematics and engineering among others.
- c. Liaise with labour market leaders to facilitate balancing of life responsibilities including financial support to caregivers by providing child friendly facilities at the workplaces.
- d. Promote and accelerate the implementation of unpaid work module. eg Global Gender and Economic Policy analysis and macro-economic modeling.



## CHAPTER SIX


# 6. INSTITUTIONAL AND IMPLEMENTATION FRAMEWORK

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### 6.1 Introduction to the Institutional Framework

This chapter discusses the institutional arrangements in achieving the desired targets of the National Gender Policy. The institutions identified in the Policy will facilitate equal access to goods and services for both men and women, girls and boys in the implementation of the Policy. This will be achieved in a multi-sectoral manner with the MoGCSP being the fulcrum. As indicated in figure 2 below, the following institutions are identified to play key roles in the implementation of the Policy. Their specific roles are discussed in subsequent sections:

1. Office of the President
2. The Cabinet
3. Parliament of Ghana
4. The Ministry of Gender, Children and Social Protection [MoGCSP]
5. National Advisory Board to the MoGCSP
6. National Development Planning Commission
7. Public Services Commission
8. Office of the Head of Civil Service
9. MDA/RCCs/MMDAs/ (PPMEDs, RPCU & DPCU)

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10. Development Partners / GEST
  11. Private Sector Partners
  12. Political Parties
  13. Electoral Commission/CHRAJ/NCCE/MC
  14. NPC/Economics and Organised Crime Office
  15. National Peace Council (NPC)
  16. National Media Commission (NMA)
  17. Ministries, Departments & Agencies (MDA)
  18. Regional Co-ordinating Councils (RCCs)
  19. Metropolitan, Municipalities, District Assemblies (MMDAs)
  20. Accademia Research / Development Organisations
  21. Traditional Authorities and Groups
  22. Media
  23. Faith Based Organisations
  24. NGOs/CSOs
    - a. Rural Women
    - b. Men's groups, Women's group
    - c. Youth groups
  25. Policy Planning Budgeting Monitoring Evaluation Directorates (PPMEDs)
  26. Regional Planning Co-ordinating Unit (RPCU)
  27. District Planning Co-ordinating Unit (DPCU)

## 6.2 Institutions and their Key Roles in Implementation

The following table shows institutions identified and their key roles in the implementation of the Gender Policy:

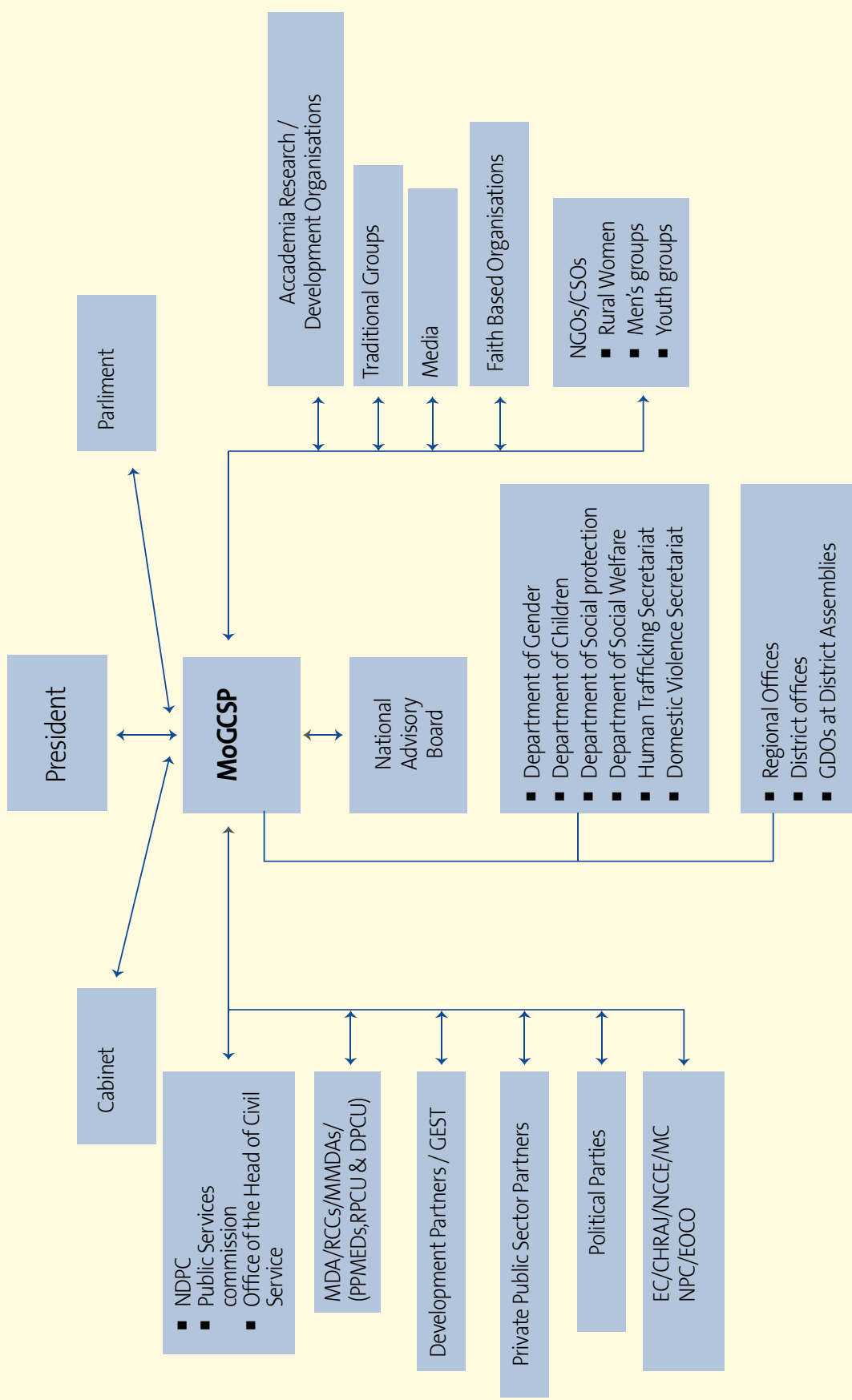


Figure 2: Institutional Arrangement

INSTITUTIONS	KEY ROLES AND RESPONSIBILITIES IN THE IMPLEMENTATION OF THE GENDER POLICY
<b>Ministry of Gender, Children and Social Protection (MoGCSP)</b>	<ul style="list-style-type: none"> <li>■ Mandated to promote gender equality and safeguard the welfare and full participation of women in social, political and economic development process.</li> <li>■ Lead resource mobilization efforts towards effective implementation of the Policy</li> <li>■ Facilitate the deployment of necessary human capital towards the implementation of the Policy.</li> <li>■ Lead in the roles of coordination, networking and facilitation of all strategic measures outlined in the Policy.</li> <li>■ Serve as the fulcrum and the reference mechanism for all issues of GE and WE.</li> <li>■ Mainstream gender issues into all sectors in order to eliminate all negative economic, social and cultural practices that impede equality and equity of the sexes, bring men into the mainstreaming framework.</li> <li>■ Oversee and spearhead social protection programmes and projects to ensure gender equality and women's empowerment.</li> <li>■ Play a coordinating and facilitating role as a catalyst in support of all relevant players for gender sensitive development and pro-poor planning.</li> <li>■ Ensure that all policy formulation and reviews, action plans, and other major planning exercises apply a gender responsive planning approach.</li> <li>■ Liaise with other institutions to pay attention to key gender concerns and related issues, e.g. property ownership, land tenure, credit, legal rights as well as relevant options for addressing them such as constitutional guarantees, law reform and literacy campaigns.</li> <li>■ Provide technical guidance and back up support to other institutions/ sector ministries to promote gender analysis and planning.</li> <li>■ Shall chair a multi-sectoral National Advisory Board to strengthen collaboration for the attainment of the Policy goals.</li> <li>■ Strengthen links between Government, Non-Governmental Organizations (NGOs), Civil Society Organizations (CSOs) and the private sector in mainstreaming gender and women's empowerment into respective sectors policies, plans and frameworks.</li> <li>■ Establish policy review and reform structure to keep pace with current trends and dimensions in the sector and country as a whole on issues of GE and WE.</li> </ul>
<b>National Development Planning Commission</b>	<ul style="list-style-type: none"> <li>■ MoGCSP will collaborate with the NDPC in the implementation, evaluation and assessing results of the policy.</li> </ul>

<b>Parliament</b>	<ul style="list-style-type: none"> <li>▪ Committee on Gender and Children will assess impacts and relevance of policies on GE and WE concerns.</li> <li>▪ Pay particular attention to, and expeditiously pass national legislation and domesticate International Instruments that ensure women’s right are respected.</li> <li>▪ Incorporate any measures necessary to ensure gender equality to address inequalities.</li> <li>▪ Incorporate measures necessary to ensure social protection is integrated into all sections of the society.</li> <li>▪ Monitoring adherence to gender-equitable representation on Parliamentary committees.</li> <li>▪ Hold the Executive accountable for the implementation of programmes on gender and social protection.</li> </ul>
<b>Public Services Commission (PSC)</b>	<ul style="list-style-type: none"> <li>▪ Has powers and exercises such supervisory, regulatory and consultative functions over the Public Services and public services reforms.</li> <li>▪ MoGCSP shall collaborate with PSC in drawing guidelines and practices to ensure that the various sector ministries adhere to gender mainstreaming and budgeting; and pro-poor budgeting.</li> <li>▪ Shall collaborate with MoGCSP to monitor the roles to be played by the relevant Public Services in the implementation of the NGP.</li> </ul>
<b>Office of the Head of Civil Service</b>	<ul style="list-style-type: none"> <li>▪ Ensure that the MDAs are optimally structured, adequately staffed with the right skills mix to effectively implement the Policy and also ensure gender sensitive recruitment policies.</li> </ul>
<b>The Ministry of Finance (MOF)</b>	<ul style="list-style-type: none"> <li>▪ Safeguard the operationalisation of the Policy by ensuring that gender issues are mainstreamed throughout all aspects of the national development financing and related processes.</li> <li>▪ Enforce compliance with the national gender budgeting guidelines.</li> <li>▪ In collaboration with other sectors the MOF will ensure that women, men and children are equally targeted in economic planning and development.</li> <li>▪ Ensure that budgetary resources are made available to the MoGCSP, MDAs and MMDAs to implement actions outlined in the Policy.</li> <li>▪ Undertake gender audit of sector budgets.</li> </ul>
<b>Ministry of the Interior</b>	<ul style="list-style-type: none"> <li>▪ Will put in place measures that will permit gender awareness and mainstreaming within the security services.</li> <li>▪ Security agencies through DOVSSU will continue to work to end violence against women.</li> </ul>
<b>The Ministry of Justice and Attorney Generals Department</b>	<ul style="list-style-type: none"> <li>▪ Collaborate with the MoGCSP in coordinating relevant matters to the implementation of the Policy.</li> <li>▪ Draft the relevant legislation for implementation of the National Gender Policy.</li> <li>▪ Make proposals on other legislative issues on further law reforms in support of the National Gender Policy.</li> <li>▪ In collaboration with MoGCSP develop Protocols for implementing the National Gender Policy.</li> <li>▪ Ensure effective prosecution of cases.</li> </ul>



<b>Ministry of Local Government and Rural Development</b>	<ul style="list-style-type: none"> <li>■ The Regional Co-ordinating Councils (RCCs) shall provide budgetary allocation for running gender awareness and gender mainstreaming as well as Social Protection programmes in the regions and districts.</li> <li>■ Effective inter departmental collaboration and co-ordination at the district level on gender and Social Protection policies, programmes and plans.</li> <li>■ MMDAs will give adequate attention to gender issues programming and resource allocation through the district Gender Officers .</li> <li>■ MMDAs will ensure disaggregation of data and information on local governments by sex and poverty levels where applicable.</li> </ul>
<b>Ministry of Youth and Sports</b>	<ul style="list-style-type: none"> <li>■ The Ministry will mainstream gender issues into their plans and programmes.</li> <li>■ In consultation with MoGCSP and NDPC, the ministry will be an important conduit for addressing the issues of the youth concerning GE and WE and people living with disabilities.</li> </ul>
<b>Ministry of Chieftaincy and Traditional Affairs</b>	<ul style="list-style-type: none"> <li>■ As custodians of culture, transmitting the contemporary perspectives of the gender message to communities..</li> <li>■ Facilitate adoption of and changing limiting traditional/cultural perspectives of the people in communities.</li> <li>■ Promote ownership of GE and WE issues among citizens in communities.</li> <li>■ Will facilitate space for Queen mothers to promote the National Gender Policy in all communities of Ghana.</li> </ul>
<b>Ministry of Agriculture</b>	<ul style="list-style-type: none"> <li>■ Mainstream gender into the Ministry’s planning and budgeting.</li> <li>■ Facilitate components of the Policy regarding agricultural practices and its economic benefits for all and women in particular.</li> </ul>
<b>Ministry of Education</b>	<ul style="list-style-type: none"> <li>■ Promote mainstreaming of gender into the Ministry’s budget, programmes and plans.</li> <li>■ Introduce gender into its curricular at all levels of education within the country.</li> <li>■ Train teachers through conferences, short courses, seminars etc.to effectively handle gender issues at various levels of tuition/education.</li> <li>■ Co-operate with MoGCSP and MoF to draw up and sponsor programmes that will draw and keep needy children in school.</li> <li>■ Co-ordinate with MoGCSP to mobilise resources for GE and WE issues in schools.</li> </ul>
<b>Ministry of Communications</b>	<ul style="list-style-type: none"> <li>■ Assist MoGCSP to facilitate communication around the National Gender Policy across all sectors to enhance its implementation.</li> <li>■ Create public platforms where gender issues can be freely and fairly discussed.</li> </ul>



<b>Ministry of Employment and Labour Relations</b>	<ul style="list-style-type: none"> <li>▪ Enforce measures to implement gender friendly terms of employment and working environment including those highlighted in this Policy.</li> <li>▪ Publish and disseminate guidelines for the implementation of equal opportunities and gender equality.</li> <li>▪ Target especially semi-urban and rural areas with vocational skills training in order to give skills to women in these areas who are unskilled and hence have little chance of being employed.</li> <li>▪ To mainstream gender into all its activities, budget, plans and programmes.</li> <li>▪ Guarantee that there is no differentials in wages between men and women for work of equal value.</li> <li>▪ Guarantee that there is no discrimination in employment opportunities against Persons with Disability and people living with HIV AIDS.</li> </ul>
<b>Commission on Human Rights and Administrative Justice</b>	<ul style="list-style-type: none"> <li>▪ Safeguarding the human rights of all Ghanaians in general, particularly the rights of women, girls and Persons with Disability (PWDs).</li> <li>▪ Give redress to all as stipulated under the laws of Ghana where their rights have been violated.</li> <li>▪ Examine any law, policy, culture, tradition, usage, custom or plan which is likely to impair equal opportunities and gender equality to persons in enjoyment of human rights</li> </ul>
<b>National Media Commission</b>	<ul style="list-style-type: none"> <li>▪ Ensure the freedom of mass media as MoGCSP pushes for intense debates, discussions and education on gender issues in the mass media; and that there will be fair opportunities for airing divergent views or opinions and gender balance among panelists.</li> <li>▪ Together with the Ghana Journalists Association and Ghana News Agency - Educate media practitioners on GE and WE issues to ensure good reportage concerns of men, women, girls and boys.</li> <li>▪ Ensure Quality Assurance of gender information in the media.</li> </ul>
<b>National Peace Council</b>	<ul style="list-style-type: none"> <li>▪ Highlighting the role of gender in maintaining peace and the vulnerability of women and children during conflicts.</li> <li>▪ Highlight the role of social protection in maintaining peace and harmony within the society and securing the welfare of the vulnerable and marginalized.</li> <li>▪ Ensure that women are adequately represented on all the Peace and Security making bodies.</li> <li>▪ The Council should use the National Action Plan (NAP) on UN Resolutions 1325 and 1820 in bringing women into decision making on peace and security.</li> </ul>



<b>Non-Governmental Organisations (NGOs)</b>	<ul style="list-style-type: none"> <li>■ Collaborate with MoGCSP in the interpretation of the National Gender Policy to beneficiaries.</li> <li>■ Provide MoGCSP with updated information on sectoral and geographical activities of various NGOs particularly on women, girls and boys.</li> <li>■ Draw up action plans with MoGCSP which will specify roles and responsibilities for various non-governmental institutions in the implementation of the Policy.</li> <li>■ Identify standards to be achieved in the process of working towards targets.</li> <li>■ Provide a feedback on gender activities to MoGCSP and other partners in the National Gender Policy implementation programme.</li> <li>■ Identify areas for collaboration and improve efficiency of activities.</li> <li>■ Monitor national programmes on gender and advocate gender equality at all level</li> <li>■ Generate and update knowledge/technical information in focus areas particularly on issues of GE and WE.</li> </ul>
<b>Civil Society, / Professional bodies</b>	<ul style="list-style-type: none"> <li>■ Advocate for continuous GE and WE mainstreaming into national affairs .</li> <li>■ Advocate for provisions in the national budget to be made to cater for the needs of the poor, vulnerable and marginalized in society particularly the aged, PWDs, orphans and street children and People Living With HIV AIDS.</li> <li>■ Develop action plans, set targets and identify points of reference for monitoring progress towards promoting gender GE and WE.</li> <li>■ .Identify target areas for gender advocacy and research.</li> <li>■ Develop and implement programmes of public education and information.</li> <li>■ Monitor and ensure that gender and child-related commitments made by the Government, District Assemblies and Traditional Authorities are adhered to.</li> </ul>
<b>Faith Based Organisations (FBOs)</b>	<ul style="list-style-type: none"> <li>■ Offer platforms for effective dissemination of information and education on gender issues.</li> <li>■ Participate in Sector Working Groups and local government planning and budgeting processes to advance gender equality issues particularly of the aged, women and children.</li> <li>■ Develop and implement programmes that address key gender intervention areas.</li> <li>■ Translate the Policy into organisational policies, programmes and activities.</li> </ul>
<b>Political Organisations / Parties</b>	<ul style="list-style-type: none"> <li>■ Promote gender equality in all political party policies, structures, activities and systems.</li> <li>■ Promote Affirmative Action measures in party structures, processes and mechanisms across the nation.</li> <li>■ Disaggregate data and information by sex where applicable.</li> <li>■ Collaborate with MoGCSP on matters of gender mainstreaming.</li> <li>■ Promote Social Protection and push for pro-poor and gender-sensitive budgeting.</li> <li>■ Make gender mainstreaming and social protection core parts of manifestos.</li> </ul>

<b>Private Sector</b>	<ul style="list-style-type: none"> <li>■ To mobilise and release resources to support programmes aimed at gender awareness creation and mainstreaming</li> <li>■ Support bridging the gender inequality gap.</li> <li>■ Ensure that corporate policies and practices incorporate gender equality principles.</li> <li>■ Provide incentives and support to women entrepreneurs.</li> <li>■ Institute and implement Affirmative Action measures.</li> <li>■ Support and sponsor social protection programmes related to GE and WE as part of Social Responsibility initiatives.</li> </ul>
<b>Development Partners (e.g. United Nations Agencies, Bi-laterals , Multi-nationals- World Bank, African Development Bank)</b>	<ul style="list-style-type: none"> <li>■ Facilitate resource mobilisation and implementation of the National Gender Policy.</li> <li>■ Establish appropriate institutional/ donor coordination mechanisms for ensuring gender responsiveness of development cooperation;</li> <li>■ Support the provision of resources (technical, financial, infrastructural) for gender mainstreaming.</li> <li>■ Facilitate support to give incentives for good practice in gender mainstreaming at national and community levels.</li> <li>■ Provide funding support for long-term strategic projects that will reduce existing gender gaps and disparities in development.</li> </ul>
<b>Academia and Research Organisations</b>	<ul style="list-style-type: none"> <li>■ Identify information sources and contribute to the MoGCSP's gender research agenda.</li> <li>■ Soliciting and evaluating research proposals on identified areas of interest.</li> <li>■ Support evaluation and production of technical papers for the MoGCSP.</li> <li>■ Collaborate with mandated agencies to gather sex segregated data to aid in gender planning and analysis.</li> <li>■ Design training and educational programmes on gender and women's empowerment.</li> <li>■ Be accountable for training (pre-service and in-service) in gender in Ghana.</li> <li>■ Document and review poverty maps for planning and implementation of social protection, GE and WE measures.</li> </ul>
<b>Ghana Statistical Service</b>	<ul style="list-style-type: none"> <li>■ Collect sex disaggregated data and gender statistics on GE and WE issues.</li> <li>■ Collect disaggregated data on poverty so that specific needs can be identified.</li> <li>■ Produce timely disseminated quality gender sensitive and disaggregated data for use in planning and project implementation at all levels and in all sectors.</li> </ul>



<b>Traditional authorities</b>	<ul style="list-style-type: none"> <li>■ Guide the communities and other organisations on the awareness of acts, practices, usage, customs, tradition or cultures that undermine equal opportunities, gender equality, treatment in employment, education, social and cultural construction of roles and responsibilities in society.</li> <li>■ Traditional authorities especially queen –mothers and female chiefs play a vital role in what is culturally acceptable and MoGCSP will work with them to codify negative cultural practices and laws that infringe upon the rights of women and see to the abolishment of such practices and laws.</li> <li>■ Collaborate with MMDAs and relevant CSOs/CBOs/NGOs in organizing sensitization and advocacy programmes towards social -change particularly on GE and WE issues and the marginalized in society.</li> <li>■ Help eradicate stigmatization against PLWHAs and discrimination against PWDs</li> </ul>
<b>Media</b>	<ul style="list-style-type: none"> <li>■ Collaborate with MoGCSP on matters of social protection, gender mainstreaming and women’s empowerment and advancement.</li> <li>■ Publicize, inform and educate the public about the Policy.</li> <li>■ Promote positive coverage of women in the media and eliminate gender stereotypes.</li> <li>■ Create awareness about gender equality and the need to implement social protection in Ghana to benefit women, girls and boys in particular.</li> <li>■ Build capacity for gender sensitive research and reporting.</li> <li>■ Expose cases of gender based violence.</li> <li>■ Through the Ministry of Communication make gender a public issue, get the media to view events through gender lenses.</li> <li>■ Create a platform for discourses on gender as a major public issue.</li> </ul>
<b>Municipal Metropolitan and District Assemblies</b>	<ul style="list-style-type: none"> <li>■ Will play a vital role in the successful implementation of the National Gender Policy (NGP) as they are the main machinery for the implementation, monitoring and evaluation of action plans at the district and community levels.</li> <li>■ Gather, collate, analyse and disseminate gender and poverty desegregated information at the district level.</li> <li>■ Identify relevant and pertinent gender issues for incorporation into annual district, sector and national plans.</li> <li>■ Initiate policies and legislation to promote gender equity and mainstream gender concerns at the district level.</li> <li>■ Develop and implement programmes to reduce gender inequity at the district level.</li> <li>■ Develop and implement programmes to reduce poverty at the district level.</li> <li>■ Monitor and ensure implementation of the NGP and the Child and Family Welfare Policies through the decentralized departments, Non-Governmental Organisations (NGO) and Development Partners.</li> </ul>

### 6.3 Resource Mobilization

The implementation of this Policy will require the mobilisation of adequate resources, particularly financial resources to ensure effective and efficient implementation for desired results.

Resource mobilisation for this Policy shall be an on-going process but will be directed by the required budgets from the SIP. Annual budgets will be drawn up with an acceptable financial cycle convenient to the MoGCSP. The following are initial strategies/targets for mobilizing financial resources for the Policy:

- Budgetary allocation from the Ministry of Finance and Parliament of Ghana
- Partnerships with International Development and Grant making Agencies (e.g the European Union, USAID, UKAID/DFID, and the UN system organisations)
- Partnerships with Regional Development Agencies (e.g.the African Development Bank)
- Partnership with *Corporate Social Responsibility Actions* in Ghana (e.g actions implemented by MTN foundation, Airtel, Glo, Ashanti Gold, UT Foundation, among others)
- Working with the Office of the National Chief Imam, The Christian Council of Ghana, Catholic Bishops Conference, The Ghana Pentecostals and Charismatic Council to raise funds for specific projects
- Fundraising Dinners and Events
- Partnership with private institutions in Ghana and in the diaspora
- Partnerships and facilities from financial institutions in Ghana towards dedicated GE and WE products







## CHAPTER SEVEN


# 7. MONITORING AND EVALUATION

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### 7.1 Monitoring and Evaluation Overview

Monitoring and Evaluation [M&E] shall be an essential strategy in the implementation of the National Gender Policy. Results frameworks on each policy commitment [policy objective] detailing outputs, outcomes, impacts and key actions shall be developed to facilitate annual gender policy performance review.

The Monitoring and Evaluation strategy shall be developed to fit the implementation cycle that the Strategic Implementation Plan will assume. M&E processes shall be put in place for each core component of the policy commitments to determine Effectiveness, Efficiency, Economy, and Equity compliance. The operational M&E strategy shall involve

- Monthly updates (from all institution identified and playing specific roles)
  - Six monthly monitoring and Quality Assurance visits from the MoGCSP Team
  - Annual Performance Reviews and Learning sessions including
    - ⦿ Annual policy review
    - ⦿ Annual Institutional Capability Assessments using Organizational Capability Tool (OAT) or index
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## 7.2 Research, Monitoring and Evaluation Responsibilities

Monitoring and Evaluation components shall aim at:

- Researching issues of GE and WE across sectors, essentially applying restrospective and prospective approaches to enable total understanding phenomema
- Assisting stakeholders to operationalise the Policy as it relates to the specific sector /organizations and generate gender sensitive indicators.
- Developing possible gender-sensitive and pro-poor indicators at the individual, intra-household, programme governance and community levels.
- Developing Social Indicators for measuring GE and WE.
  - ⦿ Assisting stakeholders to check government's accountability to its commitments and strategic actions in the global gender and women empowerment agenda including:
    - ⦿ The persistent and increasing burden of poverty on women.
    - ⦿ Inequalities and inadequacies in and unequal access to education and training
    - ⦿ Inequalities and inadequacies in and unequal access to health care and related services especially reducing the prevailing high maternal mortality rates.
    - ⦿ Violence against women and the UN actions on Ending Violence.
    - ⦿ The effects of conflict on women, and their role and involvement in peace negotiations.
    - ⦿ Inequality in economic structures and policies, in all forms of productive activities and in access to resources including effectiveness of gender responsive budgeting.
    - ⦿ Inequality between men and women in the sharing of power and decision-making at all levels including politics, public sector managerial positions and Board rooms , NGOs , Private sector and the inclusion of women in peace negotiations and leadership issues.
    - ⦿ Lack of respect for and inadequate promotion and protection of the human rights of women.
    - ⦿ Stereotyping of women and inequality in women's access to and participation in all communication systems, especially in the media and digital knowledge, skills and practices.
    - ⦿ Gender inequalities in the management of natural resources and in safeguarding the environment.
    - ⦿ Persistent discrimination against and violation of the rights of the girl child and their socio cultural vulnerabilities.
- Assessing all social protection projects and programmes/initiatives to ascertain whether they meet the policy targets and aspirations for GE and WE
- Evaluating whether social protection implementation has had positive impacts on the vulnerable and marginalised and whether poverty gap has declined in the country/ the income disparity has decreased
- Determining the levels of collaboration with NGOs and CSOs to avoid duplication of efforts
- Ascertaining whether resources have been efficiently and judiciously used
  - ⦿ Documenting experiences/voices/specific needs of the poor, vulnerable and marginalized as per social protection /gender equality matters in their environs



- ◎ Supporting government and donors review assessments to table specific social protection weaknesses in performance.
- Particular attention will be paid to the quantity and quality of participation in programme governance structures [by women and men] as community voice and agency are key to holding institutional elites accountable for delivering on stated social protection goals to tackle poverty and vulnerability.
- Facilitating coordination and system wide assessment of impact of gender mainstreaming initiatives and activities for compliance with policy strategies.
- Ascertaining levels of efficient and judicious use of resources, behavioral and value changes occurring overtime.
- Documenting experiences/voices of women and men on gender equality matters in their environs.
- Developing and institutionalizing Gender Management Information System with assistance from Ghana Statistical Services and other relevant partners.
- Assessing adequacy of resources and budget allocation to set targets.



# GLOSSARY OF TERMS

This section of the policy presents key terminologies used by experts and practitioners in the field of Gender Equality and Women’s Empowerment in Ghana, and as captured in this Policy. The terms however as defined and used in the document, are based on lessons and practices from Ghana, as well as lessons around the world and documentations made by the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW)<sup>48</sup>

TERMS	OPERATIONAL MEANINGS
<b>Affirmative Action</b>	A set of procedures designed to eliminate discrimination against members of a disadvantaged group within a culture, mainly by enhancing their priorities, visibility and interests towards a holistic development of that culture or society.
<b>Care Work</b>	Care work encompasses care provided to dependent children, the elderly, the sick and the disabled in care institutions or in the home of the person requiring care. Care policies and the provision of care services are intrinsically related to the achievement of equality between women and men. The lack of affordable, accessible and high quality care services and the fact that care work is not equally shared between women and men have a direct negative impact on women’s ability to participate in all aspects of social, economic, cultural and political life.
<b>Care (Informal)</b>	Unpaid care for dependent children, the elderly, ill or disabled persons carried out by family members or others. The responsibility of informal care work is taken up by women with major impact on their health and well being. Informal care is largely invisible and the economic and social contributions of women carers unacknowledged. Over 75% of informal carers worldwide are women.

**CEDAW (The Convention on the Elimination of All Forms of Discrimination against Women)**

An International Convention adopted in 1979 by the UN General Assembly, is often described as an International Bill of Rights for women. Consisting of a Preamble and 30 Articles, it defines what constitutes discrimination against women and sets up an agenda for national action to end such discriminatory practices. By accepting the Convention, States commit themselves to undertake a series of measures to end discrimination against women in all forms, including:

- to incorporate the principle of equality of men and women in their legal system, abolish all discriminatory laws and adopt appropriate ones prohibiting discrimination against women;
- to establish tribunals and other public institutions to ensure the effective protection of women against discrimination; and
- to ensure elimination of all acts of discrimination against women by persons, organizations or enterprises. Countries that have ratified or acceded to the Convention are legally bound to put its provisions into practice. They are also committed to submit national reports, at least every four years, on measures they have taken to comply with their Treaty obligations. Optional Protocol to CEDAW was adopted in 1999 by the General Assembly. States which ratify the Optional Protocol recognize the competence of the Committee on the Elimination of Discrimination against Women to consider petitions from individual women or groups of women who have exhausted all national remedies. The Optional Protocol also entitles the Committee to conduct inquiries into grave or systematic violations of the Convention.

**Development**

a process by which the members of society increase their personal and institutional capacities to mobilize and manage resources to produce sustainable improvements in their quality of life. It should be noted that, as a process, development can take many paths and that the path(s) to development is often determined by past legacies, the vision of society, the availability of resources, and the available approaches, strategies and methods.

According to the United Nations Development Programme (UNDP), development is about “expanding the choices people have to lead lives that they value... it is about much more than economic growth...” In the United Nations system, the concept of human development is utilized. It is measured by the human development index (HDI) along with other indicators, such as the Gender-Related Development Index (GDI). The HDI includes three basic components: longevity, knowledge and standard of living. Longevity is measured by life expectancy, knowledge is measured by a combination of adult literacy and average years of schooling, and standard of living is measured by purchasing power, based on real GDP per capita adjusted for the local cost of living (known as “purchasing power parity”).



<b>Empowerment</b>	Refers to the process and outcome of actions taken by men and women towards taking control of their lives ( setting their own agenda, gaining skills, increasing self-confidence, solving problems, and developing self-reliance). In this context, empowerment of women is an essential process in the transformation of gender relations including division of labour. The process addresses the structural, systemic and underlying causes of subordination and discrimination through increased women’s capability to make strategic life choices.
<b>Engendering</b>	Refers to the process of integrating gender considerations and concerns into words, actions and assessments.
<b>Equality of Opportunity</b>	Refers to a fundamental human rights embedded in the 1992 Constitution of Ghana. This National Gender Policy aims towards the achievement of equality of opportunity, in access to and share of employment opportunities, services and resources as well as in equality of treatment by employers and service providers.
<b>Equality of Treatment</b>	Refers to meeting the specific and distinct needs of different social categories of women and men. This can often involve special programmes and the commitment of additional resources, for example in the case of women and men with disabilities. Equality of treatment does not mean treating all men and all women in exactly the same way (i.e. in a gender blind fashion) as this would only serve to perpetuate existing disparities.
<b>Gender</b>	Gender refers to the array of socially constructed roles and relationships, personality traits, attitudes, behaviours, values, relative power and influence that society ascribes to the two sexes on a differential basis. Whereas biological sex is determined by genetic and anatomical characteristics, gender is an acquired identity that is learned, changes over time, and varies widely within and across cultures. Gender is relational and refers not simply to women or men but to the relationship between them.
<b>Gender Analysis</b>	Gender analysis is a systematic way of looking at the different impacts of development, policies, programmes and legislation on women and men that entails, first and foremost, collecting sex-disaggregated data and gender-sensitive information about the population concerned. Gender analysis can also include the examination of the multiple ways in which women and men, as social actors, engage in strategies to transform existing roles, relationships, and processes in their own interest and in the interest of others.
<b>Gender and Development (GAD) And Women In Development ( WID)</b>	Women in Development (WID) and Gender in Development (GAD) are sometimes used interchangeably, but there are some basic differences. The WID approach was developed in the 1970s with the objective of designing actions and policies to integrate women fully into development. The GAD approach was developed in the 1980s with the objective of removing disparities in social, economic and political equality between women and men as a pre-condition for achieving people-centered development. Both approaches are still in use and are applicable in different ways.

<b>Gender Awareness</b>	Refers to a state of knowledge of the differences in roles and relations of women and men and how this results in differences in power relations, status, privileges and needs.
<b>Gender Bias</b>	Refer to the circumstances that permit and support the status of men over the status of women (in work, family and beliefs about men or women).
<b>Gender Discrimination</b>	Providing differential treatment to individuals on the ground of their sex
<b>Gender Division of Labour</b>	An overall social pattern where women are allocated a set of gender roles and men given another set. This division is given on the basis of sex and not by acquired skills.
<b>Gender Equality</b>	Gender equality entails the concept that all human beings, both men and women, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles, or prejudices. Gender equality means that the different behaviours, aspirations and needs of women and men are considered, valued and favoured equally. It does not mean that women and men have to become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born male or female.
<b>Gender Equity</b>	Gender equity means fairness of treatment for women and men, according to their respective needs. This may include equal treatment or treatment that is different but considered equivalent in terms of rights, benefits, obligations and opportunities. In the development context, a gender equity goal often requires built-in measures to compensate for the historical and social disadvantages of women.
<b>Gender Gap</b>	A difference in any aspect of socio economic status of women and men, it is not just a male/female gap. It is a gap that arises from the different social roles ascribed by society to women and men.
<b>Gender Integration</b>	Refers to a process of including gender perspectives and issues into a system that is not gender sensitive.
<b>Gender Mainstreaming</b>	<p>Refers to a goal oriented process that recognizes that most institutions consciously and unconsciously serve the interests of men and encourages institutions to adopt a gender perspective in transforming themselves. It promotes the full participation of women in decision-making so that women's needs move from the margins to the centre of development planning and resource allocation.</p> <p>It is also regarded as the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres, such that inequality between men and women is not perpetuated.</p>



<p><b>Gender Mainstreaming Principles</b></p>	<p>Gender mainstreaming in practice observes:</p> <ul style="list-style-type: none"> <li>▪ forging and strengthening the political will to achieve gender equality and equity, at the local, national, regional and global levels;</li> <li>▪ incorporating a gender perspective into the planning processes of all ministries and departments and agencies of government, particularly those concerned with macroeconomic and development planning, personnel policies and management, and legal affairs;</li> <li>▪ integrating a gender perspective into all phases of sectoral planning cycles, including the analysis, development, appraisal, implementation, monitoring and evaluation policies, programmes and projects;</li> <li>▪ using sex-disaggregated data in statistical analysis to reveal how policies impact differently on women and men;</li> <li>▪ increasing the numbers of women in decision-making positions in government and the private and public sectors;</li> <li>▪ providing tools and training in gender awareness, gender analysis and gender planning to decision-makers, senior managers and other key personnel;</li> <li>▪ forging linkages between governments, the private sector, civil society and other stakeholders to ensure a better use of resources.</li> </ul>
<p><b>Gender Neutral Policy</b></p>	<p>This is when knowledge of gender differences in a given context is used to overcome biases in the effective delivery of practical gender needs, and work within the existing gender division of resources and responsibilities.</p>
<p><b>Gender Perspective</b></p>	<p>Refers to an approach in which the ultimate goal is to create equity and equality between women and men.</p>
<p><b>Gender Policy</b></p>	<p>Refers to guiding principles to a course of action arrived at by decision-makers to address a particular issue or issues.</p> <p>An organization's policy that integrates gender in the mainstream of its activities. The policy also designates institutional arrangements, responsibilities, management functions and tools/guidelines for mainstreaming</p>
<p><b>Gender Redistribution Policies</b></p>	<p>These are interventions that intend to transform existing distributions to create a more balanced relationship of gender. These policies may target both sexes, or one sex specifically; touch on strategic gender interests; and may work with women's practical gender needs, but do so in ways which have transformatory potential to help build up the supportive conditions for women to empower themselves</p>

<b>Gender Relation</b>	<p>Refer to inequality in relations between men and women acquired in the process of socialization, in terms of roles in power sharing, decision-making, division of labour and returns from labour at all levels both at the household level and the community level.</p> <p>Relations between men and women in terms of access to resources and decision-making. The relative positions of men to women in the division of resources, and responsibilities, benefits, rights, power and privileges. The use of gender relations as analytic category shifts the focus from viewing women in isolation from men.</p>
<b>Gender Responsive</b>	<p>Refers to a planning process in which programmes and policy actions are developed to deal with and counteract problems which arises out of socially constructed differences between women and men.</p>
<b>Gender Sensitive</b>	<p>Refers to the state of knowledge of the socially constructed differences between women and men, including differences in their needs, as well as to the use of such knowledge to identify and understand the problems arising from such differences and to act purposefully to address them.</p> <p>It also refers to a mind set where people recognize or are aware of gender based discrimination which hinders enjoyment of human rights. It is an understanding and routine consideration of the socio economy cultural factors underlying discrimination based on sex whether against women or men</p>
<b>Gender Specific Policies</b>	<p>Refer to policies that use the knowledge of gender differences in a given context to respond to the practical gender needs of a specific gender, working with the existing division of resources and responsibilities</p>
<b>Gender Stereotyping</b>	<p>Refers to constant portrayal in the media, the press or in education of women and men occupying certain roles according to the socially constructed gender division of labour and expectation in behaviour. It also means confusing what is believed to be natural with what is expected of individuals of their gender roles</p>
<b>Gender Systems</b>	<p>Systems which define attributes, ways of relating, hierarchies, privileges, sanctions and space in which men and women are organized. In most communities in Africa, women are dominated by men via patriarchal power, that has been a traditional and indeed a historical privilege for men</p>
<b>Gender-Aware Policies</b>	<p>Refers to policies that recognize that within a society, actors are women as well as men that are constrained in different and often unequal ways, and they may consequently have differing and sometimes conflicting needs, interests and priorities. Consequently these needs and interests are incorporated in the design of policies.</p>



<b>Gender-Blind Policies</b>	<p>Refers to policies that recognize no distinction between the sexes. Incorporate biases in favour of existing gender relations and so tend to exclude women</p> <p>In practice, Gender Blindness Or Neutrality is the inability to perceive that there are different gender based expectations and responsibilities and, consequently, the failure to realize that policies, programmes and projects may have different impact on women and men.</p>
<b>Practical Gender Needs</b>	<p>Practical Gender Needs (PGNs) are identified by women within their socially defined roles, as a response to an immediate perceived necessity. PGNs usually relate to inadequacies in living conditions such as water provision, health care and employment, and they do not challenge gender divisions of labour and women’s subordinate position in society.</p> <p>It also relates to those emanating from the actual condition women and men experience due to differential gender roles and responsibilities ascribed to them by society. Often women’s practical gender needs are related to roles as mothers, homemakers, wives, and community managers. The relative position of women to men in society is not necessarily changed when practical gender needs are met, such as providing more adequate child care opportunities for single female heads of households.</p>
<b>Sex</b>	<p>Sex refers to the biological characteristics which define humans as female or male. These sets of biological characteristics are not mutually exclusive as there are individuals who possess both, but these characteristics tend to differentiate humans as males and females.</p>
<b>Sex-disaggregated data</b>	<p>For a gender analysis, all data should be separated by sex in order to allow differential impacts on men and women to be measured.</p>
<b>Strategic Gender Interests</b>	<p>Strategic Gender Interests (SGIs) are identified by women as a result of their subordinate social status, and tend to challenge gender divisions of labour power and control, and traditionally defined norms and roles. SGIs vary according to particular contexts and may include such issues as legal rights, domestic violence, equal wages, and women’s control over their bodies.</p>
<b>Substantive Equality</b>	<p>Refers to a stage of real equality underpinned by equality of opportunity, access and treatment between women and men.</p>



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