

Gender Assessment
And
Action Plan for
USAID/Ghana

By

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ACRONYM LIST

ASWIM	Association of Women in the Media
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
DA	Development Assistance
DAP	Development Assistance Proposals
GES	Ghana Education Service
GEU	Girls Education Unit (of GES)
GOG	Government of Ghana
GPRS	Ghana Poverty Reduction Strategy
MOWAC	Ministry of Women and Children
NEPAD	New Partners for Africa's Development
RFA	Request for Application
RFP	Request for Proposal
SO	Strategic Objective
START	Strategic Technical Assistance for Results with Training (USAID program)
TRADE	Trade for African Development (USAID program)
UNDP	United Nations Development Program
WIB	Women in Broadcasting

Executive Summary

The USAID – Ghana Gender Assessment and Strategy was undertaken during the month of October-November 2002. The assignment was intended to provide a review of current gender mainstreaming efforts in the Country Program as well as to provide some direction for the currently evolving future program 2003-2010.

Specifically the consultant was mandated to:

Carry out a Gender Assessment and, based on this, design a Gender Action Plan

Assessment of USAID/Ghana's existing and proposed development program

Assess USAID/Ghana's present strategic framework, results framework, program and activities as well as potential gender issues in each SO, and determine whether the role of gender in development is adequately outlined in each proposed strategic objective;

Identify possible entry points for the incorporation of gender considerations into ongoing and future activities;

Propose a women's component in the future USAID/Ghana Strategy and Results framework which will reflect the key role of gender considerations in the achievement of USAID goals;

Examination of the institutional, legal and regulatory environment for gender considerations of key governmental and non-governmental agencies and organizations.

Analyze the extent to which the Government of Ghana integrates gender issues into the development strategies of key Ministries and other appropriate agencies within the identified themes of economic growth, democracy and governance, health and education;

Through dialogue with USAID technical staff, identify key non-governmental organization and public institutions, women's professional organizations, interest groups and Community-based organizations working with gender issues within the identified themes.

Design a Gender Action Plan. Based on the gender assessment, the consultant shall design a Gender Action Plan that lays out the steps for mainstreaming gender in Mission policies and activities. The Gender Action Plan shall address fully the requirements of Agency Directives: The Gender Action Plan shall:

Provide technical advice on the development of USAID/Ghana's new Strategic and Results Frameworks to reflect the key role of gender considerations in the achievement of USAID goals;

Provide guidance on how to develop intermediate results (IR) that incorporate gender considerations and suggest gender indicators for program impact and approaches for the collection and analysis of sex-disaggregated data;

Address both the operationalizing of gender from the perspective of technical offices and divisions, as well as of the overall Mission management in accordance with the requirements of the ADS.

The assignment included the following activities:

- Interviews with staff
- Interviews with partners (including a variety of business women)
- Interviews with government
- Interviews with donors
- Interviews with local NGOs
- Field visits
- Document Review (USAID documents, government documents, research studies, donor documentation)

The approach taken by the consultant had the following elements:

- Methodology considerations: it is how you approach development that makes it possible to have an effective gender strategy
- The assessment analyzed gender mainstreaming efforts throughout the program
- The indicator of the result of gender mainstreaming is a reduction in the gender gap.

Findings:

One could then say that the program responds, in a macro sense, to expressed gender needs in the country. A recent assessment of poverty (the Ghana Poverty Reduction Strategy) states that women's priorities were identified as education and health, and men's priorities were for productive activities. In that sense, the choice of sectors of support for USAID's program in Ghana are gender sensitive.

In all programs, gender sensitivity was apparent. Partners referred to the support and encouragement of AID staff in promoting gender awareness throughout USAID activities.

Altogether USAID-Ghana has mainstreamed gender throughout their program. However, USAID-Ghana cannot speak to the results of this gender mainstreaming because it does not specify gender results (i.e. a reduction of the gender gap) in any of

its programs. It does not have a baseline on which to measure and it currently does not collect gender disaggregated data except for a few indicators at the sub I.R. level.

Major Recommendations

At the program level:

Setting Results

USAID Ghana needs to specify gender mainstreaming results at the highest level of its programs. In order to do so it must move from a systems approach in results setting to a human approach in results setting. This would involve measuring the results on people first though inputs into systems (i.e. improvements in use of health clinics results in better health for people, increased wealth for women and men from export earnings, better achievement rates for girls and boys and a reduction in the gender gap in education from quality improvements to the system, improved female and male participation rates in civil society and governance from support to CBOs.)

Community Development

In all of USAID's programming in Ghana community development has been utilized as a tool for achieving sector results. In education research has shown that organizing the community for PTA or SMC activities has been the criteria most apt to achieve improved achievement rates in basic education. In one of the villages visited during the field trip it was found that once organized the community mobilized for other socially desired goods (education, health and water).

Systematic analysis is needed to assess what are the aspects of community development most apt to achieve sustainable results. Developed communities of women and men, girls and boys who are engaged in productive activities, have a voice in local decision-making, access to education and health services. Some attention should be paid to Food for Peace programs which do integrate multiple sector results in their programming. At the present time there has been no assessment of the more particular successful aspects of community development.

USAID Ghana is currently thinking of regional targeting for their programs. This could enhance putting changes affecting individuals at the centre of development efforts. It will also enable USAID to more easily collect information on women and men, boys and girls by focusing on communities rather than narrow sectoral results. This can lead to better measurement at the overall program level.

Building Capacity for Gender Mainstreaming and Gender Results

USAID partners report needing assistance in the development skills to adequately address gender issues. USAID needs to consider facilitating the acquisition of skills by their partners in gender mainstreaming.

Linking USAID mainstreaming efforts to Government Programs

USAID staff were not aware of the gender mainstreaming efforts of the Government of Ghana. They were not aware that the Government had recently developed a Draft Gender Policy, and that various sectors had developed policies pertaining to their area of work. The country's policies need to be addressed in USAID programming.

Addressing attitudinal changes

- IEC activities are common throughout the program. They are intended to change attitudes and or inform the target audience.
- It is a commonly held view that attitudes towards women are at the basis of the unequal distribution of benefits in society.
- It is thus recommended that particular attention be paid to IEC activities including media promotion activities in order that a positive image of women be reflected. Attitudinal changes in terms of gender, and the portrayal of gender in media, should be a cross sector strategy and should be addressed in all IEC activities.

At the SO levels

SO1

- Increased exports do not measure the result of increased wealth at the human level. The creation of wealth as a development result needs to be measured on who is benefiting from activities in this sector. It may also be that the results in this SO are more than measured at the impact level, eg. Increases in production may lead to other socially desired benefits for communities (health, water, education).
- As women are underrepresented in the sector, favoring their associations will provide benefits in the long term. World research tells us that when women increase their incomes, they favour spending on education and health for the family. Men tend to favour the purchase of consumer goods.

SO2

- Continue to support girls' education – but find out whether girls' only approaches or mainstreamed approaches have a better adoption rate by communities.

- While the Sage project activities should be retained, albeit with the above caveat, the project should be mandated with utilizing and disseminating materials already developed by other partners who are no longer involved in Ghana. To note, the Sage project partnered with the Canadian NGO WUSC in developing the Vision for Basic Education in Ghana. This Canadian project produced manuals which were gender integrated and some which were gender specific for different parts of the system, e.g. teacher training.

SO3

- USAID-Ghana should give some consideration with implementing some of the recommendations of the Draft Gender Health Policy. In particular, the policy states giving consideration to socio-economic, cultural and other factors that impact on the health of individuals (women and men) in the determination of ill health’.
- Health outcomes are intimately linked with other factors, that of income, education, availability of water, etc. Without increasing the income of communities it is impractical to believe that they will be able to support local health inputs. Health, particularly, needs to link their activities to other inputs in order to achieve better health for women and men.

SO4

- The issue of how gender is being governed in the country has received too little attention. Mainstreaming gender in USAID activities should closely mirror mainstreaming efforts in the country. USAID should consider supporting the governance of gender issues in Ghana.
- Improving the ability of women’s groups and men’s groups locally ensures a more equitable development of democracy in the country. USAID should continue and expand support to local groups representing women and men’s concerns. In addition, USAID should pay attention to the effectiveness of women’s voices in NGOs that include both women and men.

Food for Peace

- Food for Peace activities are gender mainstreamed and yet there is little collection of gender results from these mainstreaming efforts. In addition, comparative data could be collected on the community development efforts which include multi-sector approach. Much can be learned from these initiatives.

Chapter One

Background on Gender Issues in Ghana

The 1996 United Nation's Human Development Index (HDI) – which measures life expectancy, adult literacy, and per capita income – ranks Ghana 129th out of 174 countries. The 1998 Gender Development Index (GDI) ranks Ghana as 121 out of the 174 countries. The GDI combines the elements of the HDI with other data measuring gender gaps in a variety of sectors.

In a country of 17.5 million people, 5.3 million adults are illiterate, 6.6 million people are without access to health services; 7.2 million do not have safe water and 9.5 million lack adequate sanitation. Ghana's development is constrained by rapid population growth, the poor health and educational status of its citizens and institutions which are struggling to be effective in a swiftly changing society.¹

The Government of Ghana (GOG) is committed to gender equality. It intends to pursue gender mainstreaming throughout the government apparatus and commits to doing so in their National Poverty Reduction Program.² The Government has recently created a new Ministry for Women and Children's Affairs bringing together two former institutions: The National Council on Women and Development (NCWD) and the Commission on Children. It is developing (at the draft stage) a National Gender Policy, a Health Sector Gender Policy, an Agriculture Sector Gender Policy and has mandated all other ministries to develop sector gender policies.

Economic Growth and Agriculture

The GOG's approach to growth and development is spelled out in *Ghana Vision 2020*, its overall long-range planning document. The plan calls for private-sector-led economic growth, with broad-based economic advancement coming from increased agricultural production, expanded non traditional exports and a greater diversification of the economy. *Ghana Vision 2020* stresses the need for literacy for all citizens and calls for an intensification of measures to reduce fertility.³

In the private sector, both women and men suffer from a lack of services and the quality of services available. The obstacles that face entrepreneurs are numerous: inadequate provision of overseas market information and organized trade fairs, good roads and security, high bank lending rates and access to credit, inefficient services by the banking sector (inordinately long money transfers, unavailability of foreign exchange), high utility taxes, problems in the legal system and regulations (little legal recourse), trained labour availability and lack of labour market flexibility.⁴

¹ P. 2, USAID/Ghana Country Strategy, July 1997

² web site of the NPRP-Ghana

³ p. 14, *ibid*

⁴ Sigma One Corporation, Quarterly Newsletter, Improved Policy Reform and Financial Intermediation, Vol 1, No.1, Jan-March 2000

In a context of scarcity of financing women face even greater problems than men in access to credit. This is due in part by the unequal access and ownership of land as well as a distrust of banking staff for female entrepreneurs.

In terms of accessing other inputs, women are hampered in terms of time availability. The dual nature of their roles, both productive and reproductive means that women have less time for training and networking activities which can enhance their performance.

Women and men in Ghana have distinctly different daily activities and social constraints. Women do different work than men. Women make up roughly 85 percent of the wholesale and retail trading industries and about two-thirds of manufacturing, working mostly in the informal sector. In agriculture, women usually grow food while men grow cash crops. Women bear primary responsibility for child-rearing, cooking, washing, and collecting fuel-wood and water. Relatively few women work in modern or formal sector activities.⁵

Seventy percent (70%) of the population is employed in agriculture and the sector accounts for 40% of national output. Women are very active in farming particularly in food production and transformation activities. Women are involved processing of most of the agricultural products – gari, shea butter, groundnut and palm oils, fish and cotton products. It is difficult to quantify women’s contribution but estimates are between 55% and 60% of total agricultural production.

The GPRS recommends support programmes for women farmers that include credit, improved technological services and facilities, and skills upgrading in management and finance.⁶ Male ownership of most lands mean that improvements through infrastructure provision may by-pass women. The GPRS states that reform of land administration systems is urgently required. Insecurity of tenure is endemic and has bearing upon both poverty reduction and economic growth. Failure to provide for the protection of land rights and prevention of abuse of traditional and institutional procedures place the poor, the illiterate and women most at risk.⁷

Women face major problems in marketing their products due to a lack of bargaining power – though this problem faces all producers. Due to inadequate infrastructure and high transport costs, ninety percent of farm produce is head-loaded at the village level mainly by women and children. The general lack of farm-to-village access roads and limited access to intermediate (i.e. bicycles, push-carts, etc.) means of transport imposes significant drudgery on rural populations and contributes significantly to post harvest losses. The GPRS includes as a major activity the building and or rehabilitation of roads including feeder roads as a response to the problem cited above. The

⁵ World Bank Ghana site

⁶ p. 62, GPRS

⁷ p. 111, GPRS

government believes that feeder roads and maintenance costs for upkeep will favour female labour.⁸

The Ministry of Agriculture (MOHA) has developed a Gender Policy which confirms the noted constraints faced by women in agriculture, factors which affects their productivity. The document cites the following:

- Access to financial services
- Access to labour and access to land
- Lack of appropriate technology
- Skewed extension services delivery
- Poor infrastructure facilities
- Low prestige of agriculture
- High illiteracy rate and inadequate business management skills
- Lack of data on women's contribution to agricultural production
- Heavy workload resulting in time constraints
- Women's lack of involvement in decision making.

The MOHA Gender policy outlines objectives, strategies and activities in order to address the above constraints.

Gender and Education in Ghana

Effective basic education is fundamental to achieving sustainable economic growth. The system mandated to provide that education in Ghana failed in the 1970s and 1980s. There was a dramatic reduction in government expenditures for basic education, a severe shortage of essential instructional materials, a deterioration of school buildings, a mass exodus of qualified teachers from Ghana and an erosion of community confidence in the education system. The output of that failed system is the more than 5 million adult illiterates in the population today.⁹

The government of Ghana had begun in 1994 to assess the basic education system and had concluded that continuing to expand access to basic education and to increase physical inputs into the system were necessary but not sufficient to ensure improvements in the quality of teaching and learning at the school level. The government established a program for the development of basic education – fCUBE – free, compulsory and universal basic education.¹⁰

The fCUBE initiative identified four priority issues:

- i. Poor teaching and learning
- ii. Inadequate access and **gender bias**

⁸ p. 66, GPRS

⁹ P. 37 USAID/Ghana Country Strategy, July 1997

¹⁰ p. 38-39, *ibid*

- iii. Weak management capacity at all levels
- iv. Inadequate resource mobilization and inefficient resource utilization.

The Education Act of 1961 emphasised the education of all children. Successive governments have developed numerous policies to provide basic education for all children. These included expansion of schools and the development of co-educational institutions to provide equitable access to boys and girls. The reforms embarked upon in 1986 targeted equitable male/female participation at all levels of education and the abolition of gender-streamed curriculum at basic level. Gender-sensitive teaching and learning materials were also produced and specific programmes were developed for girls in science and mathematics.¹¹

The 1992 Constitution of Ghana provides for free, compulsory, universal basic education. While the constitutional right to education exists, and policies aimed at providing it have been successful in increasing overall enrolment, access, equity, quality, and relevance of education are still problems. One of the most persistent issues is the gender gap in educational participation, which favours boys. The education gender gap becomes progressively larger from basic education onwards to tertiary levels.¹²

In 1997, the Ministry of Education established the Girls` Education Unit (GEU) within the Basic Education Division of Ghana Education Service (GES). GEU was mandated to address issues related to ensuring that girls, who have lagged behind boys in education at all levels, go to school, remain in school and continue schooling at higher levels. Within the overall context of Ghana`s educational reform policy, the Free Compulsory Universal Basic Education (fCUBE) Programme, the GEU identified a number of targets to be achieved by the year 2005. These include (1) increasing the enrolment rate of girls in Basic Education to equal that of boys; (2) reducing the dropout rate of girls in both Primary and Junior Secondary School; (3) increasing the transition rate of girls from Junior to Senior Secondary School; and (4) exposing as many girls as possible to Science, Technology and Mathematics Education (STME).

The recent appointment of a Minister of State specifically responsible for girl`s education, reinforces the governments` commitment to continue this critical component of ongoing educational reforms.

The co-ordinating role of the GEU is to facilitate, network, influence, focus, plan and evaluate, collect and disseminate data and good practices. The GEU has a central office as well as a decentralised network of regional and district personnel, some mandated with general issues that affect girls and others mandated with promoting science, technology and mathematics amongst girls students. In addition, regional and district Women in Technical Education (R/DWITED) staff assist girls in technical schools. They work in all 10 regions and some districts. In addition, the GEU works with a group

¹¹ p. 1, *A National Vision for Girl's Education in Ghana and a Framework for Action – Charting the Way Forward*, Ghana Education Service- SAGE project (resulting from a symposium in 2001)

¹² *ibid*

of community facilitators who conduct mobilization and sensitization activities in communities and provide follow-up with families in support of girls' education.¹³

The accomplishments of the GEU unit are stated in their Vision Document and Framework for Action:

Since the beginning of the fCUBE Programme in 1997 and the creation of the GEU in 1997, much has been accomplished. Regional and District Girls' Education Officers (R/DGEOs) and Science, Technology and Mathematics Education (STME) Co-ordinators and Officers throughout the country have been trained on techniques of sensitization of communities; and STME clinics have been organized annually. A newsletter, *Gender Matters*, is produced and disseminated nation-wide to share GEU activities and create awareness of the importance of gender sensitivity. In addition, Development Partners, NGOs and CBOs, some working closely with the GEU, have been actively involved in community mobilization in support of girls' education, development of a SMC/PTS handbook (USAID funded) and training manual, female scholarship programmes, income-generating activities for women, Girls' Education Week celebrations, radio and television programmes, symposia, debates and essay competitions. In the Northern, Upper East and West regions, food is provided to girls in selected schools to increase enrolment and retention. Working with the Curriculum Research and Development Division of the GES, new gender-sensitive syllabi have been written, and textbooks have been revised for gender-sensitivity.¹⁴

Current Status of Girls' Education in Ghana:

Enrolment:

In 1999/2000 there were 991,587 girls and 1,123,394 boys (46.9 and 53.1% of the total, respectively) in primary schools. These figures show a slight improvement from 1997/98 data. However the regional data reveals wide disparities, not only between the cities and rural areas, the south and the north but also within districts where pockets of lower girl's enrolments are noted.

Achievement:

A 1999 test (Criterion referenced test – CRT) showed significantly higher performance for boys in mathematics but no significant gender differences in English.

Retention

Data indicates that the gender gap in retention progresses from primary to junior secondary schools. In 1999/2000 the percentage of girls and boys in junior secondary were 44.9 and 55.1%. This gap widens at each successive level, with females constituting only 33 percent of the Senior Secondary School population and 25 percent of the tertiary level population. One of the aims of the GEU is to reduce the dropout rate for girls in primary from 30 to 20 percent, and of girls in secondary from 21 to 15 percent.

¹³ p. 6, A National Vision for Girls' Education in Ghana and a Framework for Action

¹⁴ p 7, *ibid*

Identified Barriers

In the Vision document the Barriers to Girls' Education are outlined. These barriers stem from a 1997 synthesis study of 54 research papers on girls' education in Ghana.

- *Barriers to access* include traditional beliefs and practices and perceptions of the role of girls by families and communities; costs to families, including the opportunity costs of sending girls to school and girls having to travel long distances to school.
- *Barriers to retention* include inadequate number of female teachers and role models, rigid adherence to school times and calendars and child labour requirements, teenage pregnancy, early marriage, and inadequate sanitary facilities.
- *Barriers to achievement* include low self-esteem, gender biases in classroom practices, minimal guidance and counselling services, and teasing and sexual harassment.

Gender and Health Issues in Ghana

Over the years, great strides have been made in improving the health of Ghanaians. Life expectancy has increased from 45 to 55 years and under-five mortality is less than half of what it was at the time of Independence. Despite these significant improvements, health status indicators in Ghana remain poor and there is a great variation between regions and among sub-populations. More than 100,000 Ghanaian children under five years old die each year and the major causes of childhood death are preventable or easily treatable.¹⁵ Maternal mortality rate remains high in Ghana with estimates ranging from 214 (GSS 1994) to 740 deaths (WHO/UNICEF 1996) per 100,000 live births. There are considerable regional disparities with maternal mortality rates in the district of Kassena Nankana in the Upper East Region as high as 800 per 100,000 live births.¹⁶

The 1993 Demographic and Health Survey reported that changing attitudes towards ideal family size and steady improvements in child survival and family planning programs were the factors resulting in a decline in fertility in Ghana. The total fertility rate, or the average number of children a woman has during her reproductive years, has decreased from 6.4 in 1988 to 5.5 in 1993.¹⁷ The GPRS reports further declines in the fertility rate: for the year 2,000 the total fertility rate was 4.6 and it is estimated to drop to 4.2 by the year 2004.

The GPRS suggests that a two-pronged approach is needed to address health issues consisting of decentralisation of service delivery and that of conducting a major national

¹⁵ USAID Assistance to Ghana (briefing document)

¹⁶ p. 64, Unicef, *Situation Analysis of Children and Women in Ghana 2000*

¹⁷ p. 46, *USAID-GHANA Country Strategy*, July 1997

campaign on family planning. The document states that successful management of fertility would require a more results-oriented approach combining increases in literacy and incomes of women, improving service delivery and effectively providing access to information on choices.¹⁸ At present there is a low use of modern family planning methods due in part to inadequate access. The current service provision cannot meet the growing demand for these services.¹⁹

The Draft Gender Strategy for the Health Sector feels that little consideration is given to socio-economic, cultural and other factors that impact on the health of individuals (women and men) in the determination of ill health.²⁰ Attention to these issues could improve the health of Ghanaians. This proposed policy also identifies access and quality of health care as critical issues as well as identifying issues of mental health and gender based violence as particular issues of concern.

The policy document states: There is an inadequate analysis of sex disaggregated data and use due to lack of gender oriented pre-service and in-service training for health workers. According to the document this constitutes a major constraint to gender considerations in decision-making and ultimately gender mainstreaming in the health sector. The report also highlights the low numbers of women in decision-making positions within the health professions and within health administration.²¹

Of interest, the report cites the low numbers of men in the nursing and midwifery professions as factors affecting men's care seeking behaviour. Women are more apt to seek available services than men. Altogether many informants spoke of the growing recognition of the role men play in decision-making in fertility choices as well as other health related decisions, i.e. breastfeeding (cited during USAID Strategic Planning workshop by a participant).

UNICEF identifies a lack of attention (disproportionately) to maternal mortality rates as a critical area of concern in the health sector, citing anaemia as the common risk factor.

The GPRS states that socio-cultural factors at the household level can contribute to the inequitable allocation of food within the household. It also mentions that gender-based violence has important health as well as economic and political implications. It states that female gender mutilation continues to be prevalent as is *trokosi*, ritual female bondage or slavery.²²

The GPRS cites the different HIV prevalence rate among women and men between the 15-24 age group as another cause for concern. The risk factors and vulnerability are different for men and women as are the implications for the impact of HIV/AIDS by

¹⁸ p. 96, GPRS

¹⁹ p. 47, USAID-Ghana Country Strategy, July 1997

²⁰ p. 1, Ministry of Health, Gender Strategy – First Draft, undated

²¹ p. 5, Gender Policy, Ministry of Health

²² p. 11, GPRS

gender. There are implications for care, treatment and for addressing the needs of AIDS orphans, which falls disproportionately on women.²³

There is a unanimity in all documents regarding the central role played by education of women to the health of children. In fact, the 1997 USAID-Ghana Country Strategy cites: There is an important linkage between the Mission's strategic objective to improve literacy through primary education and the strategic objective to improve family health. Research has shown that men and women with low levels of education tend to want and to have larger families. Women with no schooling want to have and actually do have on average 1.8 more children than those with 10 or more years of schooling. These families also have high rates of child mortality. In Ghana, the child of a woman with a secondary education is 4 times as likely to reach his or her sixth birthday as the child of a woman with no education. Consequently, women with no education tend to have more children because they fear some will not survive to adulthood. The influence of schooling on fertility is stronger in communities where the overall educational level is higher suggesting the important role that primary education and mass literacy programs can play in reducing fertility.²⁴

It does appear that all who report on health issues in Ghana cite the interrelationship of many factors to the health outcomes of Ghanaians. This would set the rationale for a multi-pronged approach to achieving health outcomes in any plans addressing the sector.

Governance, Democracy and Gender and the Governance of Gender Issues

Governance and Democracy

Although Ghana experienced a dramatic turning point in the consolidation of democracy with its successful December 2000 elections, institutions critical to the further strengthening of its democracy remain weak. The executive branch continues to dominate a weak legislature; local government remains largely inaccessible and unresponsive to local citizenry, and the judicial sector suffers from excessive delays, limited capacity and lapses of judicial independence. At the same time, corruption remains a pervasive problem that impedes the development of a system of governance that is both responsive and accountable to the people.²⁵

At the same time however, the country has seen the growth of civil society groups and coalitions as well as the development of a relatively strong and independent media. According to the 1997 USAID Ghana Country Strategy, a number of civil society organizations (CSOs) were in a position to effectively articulate demands, criticize government policies and engage in advocacy activities although these mostly urban based and according to the strategy the CSO were weak and fragmented. The political climate was described at that time as sufficiently permissive to allow CSOs to flourish,

²³ *ibid*

²⁴ p. 49, USAID-Ghana Country Strategy, July 1997

²⁵ p. 22, USAID-Ghana, Country Strategic Plan FY2004-2010 Concept Paper

but relations between the civil society and government were poor and remained an impediment to democratic consolidation.

In the GPRS, the government of Ghana states: Good governance is dependent upon the efficient and decentralized management of public policy in which people are empowered to participate in and influence the process of poverty reduction and the sustainable growth of the economy.²⁶ The challenge in any program to support local voices, including those of women and men, are to find adequate mechanisms for collaboration and break down the distrust of the population vis-à-vis its government.

The GPRS is a good illustration of the gendered differences when women and men participate in decision making. In consulting women and men regarding poverty the GPRS states: "In all communities there was a noticeable gender differentiation in relation to poverty. Men gave priority to the need for support to agriculture, non-farming activities and other alternative employment. Women stressed the importance of being able to support the family by provision of basic necessities with particular reference to education and health. Lack of access by women to land and other assets was also noted."²⁷

In assessing gender issues within the democracy and governance sector one must look not only at representation of men and women at all levels (within the political and law making arenas, but also within the groups which government consults. Women tend to be under represented at all levels. While figures are given below on the numbers of women in political fields, there is a difficulty in obtaining the figures of women in associations, NGOs, legal fields, etc. Thus women's voices are seldom heard in either making the laws or influencing the way laws and priorities are set by government.

In political life

Women are under represented as political candidates at all levels. For example, out of 13,590 candidates who contested the district assembly elections, only 965 contenders were female representing 7.1 percent of the total. The numbers elected, 341, represent 7.4 percent of the 4,582 newly elected members of the country's district and metropolitan assemblies.²⁸

A study on Women in Public Life carried out in 1997 has shown that there were 6 women Ministers of State out of a total of 37 (16%), 4 female deputy Ministers out of a total of 34 (12%), 4 female members of the Council of State out of a total of 34 (11%) and 19 women Members of Parliament out of a total of 200 (10%).²⁹

The Government of Ghana recognizes that the needs of women can be best catered for through the increased participation of women in decision making. For this reason, the

²⁶ p. 107, GPRS

²⁷ p. 14, GPRS

²⁸ p. 5, *Engendering District Assembly Elections*, Democracy Watch, Vol 3, No 2 and 3, September 2002

²⁹ p. 35, Unicef, *Situation Analysis of Children and Women in Ghana 2000*

Government of Ghana has approved a proposal made by the national machinery on women for 40% representation of women at all levels of decision making.

Representation is only one side of the coin. The government must also be able to address gender issues throughout its programs. It is in recognition of this problem that the GOG instituted a 'National Machinery' for addressing gender issues in all of its programs.

The Governance of Gender Issues

The Ministry of Women and Children (MOWAC) was created under the new government with a mandate to address all challenges faced by women and children. The proposed policy includes plans to:

- Redress imbalance which arises from existing gender inequalities through policy review, legal reforms and enforcement of existing legislation.
- Provide a national framework on which policies are derived.
- Implement activities designed to strengthen women's role in the economic development
- Promote Women's equal access to, and control over economically significant resources and benefits.

MOWAC was created bringing together the National Council on Women and Development (NCWD) as well as the National Commission on Children. The fusion of these bodies is not yet complete but is intended for the near future.

NCWD was established in 1975 (at the time of the first women's conference in Nairobi) and was mandated among others:³⁰

- To advise the Government generally on all matters relating to the full integration of women in national development at all levels
- To serve as the official national body for co-operating and liaising with national and international organizations on matters relating to the status of women;
- To examine and evaluate the contribution of women in the economic, social and cultural fields, and to advise Government as to the specific areas where participation by women may be strengthened or initiated;
- To study the effect of customary beliefs, prejudices and practices on the advancement of women in the education, political and economic fields, and to report to Government from time to time.

In 1986, Ghana ratified the Convention on Elimination of all forms of Discrimination Against Women (CEDAW) and has since submitted two status reports to the UN CEDAW Committee on the situation of women in the country.

³⁰ The outline of the national machinery is drawn from Unicef Situation Analysis of Women and Children

Governing the issue of gender in a country usually means influencing and overseeing the work of line ministries in order that they address the issue within their scope of work. In that sense, mainstreaming gender throughout the government apparatus is spearheaded by a Ministry responsible for Gender Issues or another appropriate body. One of the main responsibilities of the new Ministry for Women and Children's Affairs is to ensure that mainstreaming occurs within all government ministries, decentralised bodies and programs. All ministries have been mandated with creating gender focal points and developing gender strategies for their sector. Some of them have already produced these (Health, Education and Agriculture) and some are in the process of doing so.

MOWAC is also creating some decentralised positions, but as in other decentralised positions of the other Ministries it is not clear how they will relate to local decision making bodies. In addition, both the Health Ministry and the Education Ministry have created decentralised staff positions with a responsibility for addressing gender at local levels. We understand that MOHA also intends to create such positions. Seemingly, there appears to be no plans in place for how these staff will relate to one another, nor how they will relate to district and regional governing bodies. This may be an area where USAID could lend some support.

In concluding, it should be also noted that MOWAC has created a Micro Finance Fund intended for women's productive activities. It is usually problematic when ministries control such funds, as they neither have the capacity, nor should have the mandate to deliver this kind of service.

Experience tells us that Micro Finance Funds are more successful when delivered by financial institutions or NGOs who develop the capacity to implement this kind of service. The limited staff available to the Ministry should dictate a concentration on getting other bodies to deliver services needed by women. It should not use its limited resources in attempting to deliver direct programs for which it has no capacity.

Chapter Two

Gender Assessment of USAID/Ghana's Country Program

The 1997 USAID-Ghana Strategy

The 1997 USAID-Ghana Country Strategy states that empowerment and accountability feature prominently throughout the program and that USAID activities would be focused on making it easier for non-governmental organizations, small businesses and community groups to participate in and contribute to the development process. It committed to a much larger share of USAID resources to be directed through organizations which operate at the grass-roots.³¹

The 1997 Strategy also states:

USAID/Ghana's strategy is based on the belief that a buoyant, more diversified economy, unencumbered by large increases in population and broader participation by all Ghanaians will generate greater amounts of investment, higher incomes and improved living standards. The Mission sees accelerated economic growth as the chief factor affecting development in Ghana. It is the essential element for improving all aspects of Ghanaian's social conditions, including education and health, and for ensuring the success of democracy and the protection of the environment. Economic growth requires a productive work force which is educated, healthy and actively involved in remunerative sectors of the economy. Increased international competitiveness of Ghanaian products, through continued improvements in policies and enterprise development, is the most promising means of achieving a higher level of economic growth.³²

Strategic Objective No. 1: Increased Private Sector Growth

The 1997 Strategy commits SO1 to assistance to improve policies; improve availability of and access to finance; increase the access to and use of technology and information; increase the skills of managers, private entrepreneurs and policy makers; and improve the quality and efficiency of support services. The document states that full participation of all segments of Ghanaian society is a must, because the small and micro-level enterprises in the rural and urban informal sectors hold much of the real potential in the economy.

It was felt that if the five-year strategy were to be successful, yields, revenues and competition amongst enterprises would be increased. This, in turn, would raise the

³¹ p. 17, *ibid*

³² p. 18, *ibid*

income needed at the household and enterprise levels to improve the welfare of rural and urban Ghanaians.³³

The indicators of success for SO1s were thus in terms of the yields, increases in the revenues derived from non-traditional exports but it did not test the hypothesis of raised incomes at the household level, nor the improvement of welfare of rural and urban Ghanaians through the concrete collection of data.

Agriculture was broadly defined to include trade, agro-processing, marketing, production, micro-enterprises, as well as enterprises providing support services.

Framing the problem as it did allowed for substantial services to be extended to women. Indeed the program states:

*Women are well represented in food processing, textile and garment production, and handicrafts and dominate wholesale and retail trade in food items. But although women play a critical role in the production and marketing of many goods and services, mechanisms for them to participate in the economic and financial processes that affect them are poorly developed. Women, in general, have only limited access to productive resources. A variety of cultural and economic constraints limit women's access to land, which commonly consists only of user rights on their husbands' fields. Women farmers usually only have access to informal credit since financial institutions regard the subsistence agriculture most of them are involved with as too risk prone. Most women engaged in agriculture have little access to improved technologies and are often not very open to their use. In addition, women are at risk of being marginalized by men whenever female dominated areas of work become more economically profitable.*³⁴

While the analysis included gender dimensions of the problem the results did not address the human dimension of change that was being targeted. The human dimension is submitted to an analysis of 'affected customers' – the largest group of potential beneficiaries is comprises of rural households, representing a population of 12 million, of which 32 percent are female-headed households. The program targets large enterprises (but not entrepreneurs) as well as groups (850) of micro-enterprises (but not entrepreneurs) who would be assisted by activities in the SO. Women-only associations are directly mentioned as a targeted group.

The analysis of these 'customers' leaves their welfare and the desired outcome of the SO1 activities outside of the quantifiable analysis and thus outside of the knowledge needed to support the assumption that increases in the revenues of particular products will lead to improving lives at the household level.

Increases in the availability of finance is targeted as well without any adjunct to whom this financing will reach. Once again, it is the product line that is targeted and not the person taking the loan.

³³ p. 19, ibid

³⁴ p. 24, ibid

The strategy of support has led to some interesting and innovative approaches, from the farm to the port, but little is known on its effect and impact at the community level. The pull-push effect that was promoted as a strategy appears to have met with a great deal of success but little is known of the wider dimensions of its impact, of the income generated (wealth created) for Ghanaians, male or female.

Women 'appear' to have substantially benefited from SO1 activities, from the enterprises targeted, to associations, to producers at the farm level, in transformation and marketing particularly so in rural and semi-rural areas.

The benefits accruing to female entrepreneurs that may have derived from the policy level objectives are not apparent. Female entrepreneurs spoke to the constraints in accessing credit and training although all those interviewed had received, either individually or through associations direct benefits from USAID activities.

It is also not clear if women or men have benefited from more open financial markets or from the policy initiatives undertaken. It is assumed this is so, as a necessary prerequisite to the pull factor mentioned above. Various interviews with entrepreneurs revealed that accessibility to credit was the first constraint faced by business owners. Other constraints mentioned by female entrepreneurs were those that face entrepreneurs everywhere: access to training both at the business level and the skill level, access to market information. The challenge of female entrepreneurs is only one of degrees – the problems are the same facing the enterprise but the dual workload of women (productive and reproductive roles) usually mean that they have less time to avail themselves of opportunities that are presented through associations and available training.

It should be noted that the present analysis did not cover the results package dealing with a more sustainable energy supply through increased regional cooperation, better energy policies, and improvement management of energy demand/distribution. It recognizes the benefits that can accrue to communities, women and men, girls and boys of increased availability of energy. The scope of such an assessment was outside of the time possibilities of this mandate.

Finally, though anecdotal, it was noted during a field visit that increased wealth in the village was reinvested in social goods, that is education, water and health. The community development activity which led to organizing the men and women around productive activities led to their ability to mobilize around others socially valued goods. The community built additional classrooms (had achieved a 100% access rate for boys and girls), were visited regularly by a mobile health clinic (because they undertook road maintenance) and had demanded and were about to receive assistance from the government for digging a well.

Strategic Objective No. 2: Basic Education

The USAID/Ghana primary education program assists the Government of Ghana to increase the effectiveness of the primary education system through the Quality Improvements in the Primary Schools (QUIPS) program. Under this program USAID/Ghana was to focus primarily on three areas:

1. Improving the Environment,
2. Promoting Effective Teaching and
3. Supporting Greater Parent and Community Involvement.

Due to difficulties in implementation the first focus was dropped during a revision of the program in 2000.

Program briefing documents stated that 'QUIPS promotes a gender equity strategy which focuses on creating a learning environment that is free of bias and enables both girls and boys to fully share in all experiences and opportunities available in the Partnership Schools and Communities'.

Overall the SO2 program has mainstreamed gender throughout its program. Partners attest to the constant efforts and encouragement by AID staff to promote equitable results for both girls and boys. However, the results of this mainstreaming effort are not quantified nor known at the present time.

Results and Indicators

The stated results at the SO and IR levels do not contain any reference to gender issues, to comparative data on girls and boys achievements nor any reference to lessening the gender gap in education. One indicator at the IR level attempts to measure equity through the numbers of schools adopting techniques to promote equity. The ultimate indicator, that of student achievements is not broken down by gender. It is thus impossible to note if increases in girls' achievement rates as evidenced by the Criterion Tests have been achieved. While overall assessment of girls' achievements does not note a very wide gender gap in achievements, particularly in English, the lower numbers of girls attending school and the higher dropout rates speak to problems whereby girls are less able to take advantage of the learning that is available.

According to the RW Summary Data Computation for FY 2002, of the 196 schools sampled, 166 schools passed for adopting techniques to promote equity in the Partnership Schools.

Achievements

Recent evidence shows that community mobilization is the best strategy for achieving improvements in learning achievements, the primary goal of the program. While improvements have been noted in the utilization by teachers of new teaching methods it appears to be a mobilized community that impact the greatest on learning by students.

(It should also be noted that this community mobilization activities have additional benefits - see Annex I to this section - CARE project).

The education program has a variety of partners who undertaken community mobilization. Within the CSA project (Community School Alliances) there are three partners who work in different areas of the country, sometimes in partnership and other times in isolation. In addition, under Food for Peace, there are community mobilization initiatives in the North that also impact on achievements of girls and boys in addition to mobilizing communities in support of girls' education.

USAID's SAGE (Strategies for Advancing Girls' Education) initiative started in 2001 also works at the community level but with a single goal – that of supporting girls' education.

The SAGE project has also assisted the GEU to develop a Vision Strategy (in conjunction with WUSC – a Canadian supported initiative) and has developed teacher level handbooks/manuals for Girls' Education as well as assisting QUIPS/ILP (the in service teacher training component of the program) to design gender friendly curriculum through a review of six subjects.

What is not clear from implementation thus far is that mobilizing the community around the single subject, girls' education, is any more efficient than mobilizing the community for both girls and boys' education. It is important to have this knowledge in order to assess future programming activities

It may be that it is easier for communities to accept and support girls' education when activities are aimed at overall improvements for both boys and girls – that is, a mainstreaming approach may be more effective than a girls' only approach.

USAID needs to learn from these experiences. It is suggested that a comparative study be undertaken of these initiatives in order to gather results at a larger impact level for the community in terms of not only girls and boys achievement rates, but of other indicators of achievement (eg impact on teacher performance, length of service, attendance at schools, etc.).

Strategic Objective No. 3: Improved Family Health

In 1998 USAID results framework was revised to provide clear linkages between activities and desired program results and in order to more directly support the Government's program of work. The three intermediate results were as follows:

- Increased use of reproductive health services (family planning and safe motherhood)
- Increased use of HIV/AIDS prevention activities
- Increased use of child health services, including immunization, care of the sick child and improved nutrition.

Ghana's 1994 Revised National Population Policy outlined various objectives which became the basis of USAID's Health Strategy:

- Reduction of fertility through the provision of affordable and high quality family planning services
- Elimination and control of sexually transmitted diseases including AIDS
- Development of special programs focussing on adolescent reproductive health
- Integration of population issues into all aspects of development planning
- Reduction of the high levels of maternal and infant mortality and morbidity

The next strategy outlined in the former document, that is, *enhancement of women's rights and status within society* was not included in USAID's Health Strategy.

The customers of the program were to include children (under five) and all men and women in Ghana of reproductive age and who are sexually active. Important target groups which were identified were women who wished to delay or limit their births and we not currently using family planning, adolescents, males and people in rural areas with limited access to services.³⁵ The document acknowledges the importance of involving men in family planning and targeting women who are pregnant or who have just had a child.

The USAID-sponsored Community Health Planning and Services (CHPS) program is a cornerstone of SO3's program. It is an innovative program to extend health services to as many as possible by reorienting reproductive and child health care delivery to villages using community health officers, local investments and resources, community health committees and volunteers. CHPS is identified as the key strategy by the Ministry of Health to increase access to primary health care.

The planned program also includes addressing the human resource development constraints in the sector.

³⁵ p. 52, USAID-Ghana Country Strategy, July 1997

Overall the Health Sector Program is benefiting women and men in Ghana through its integrated services. Partners are aware of gender dimensions in their program and are seeking solutions to identified gender problems. Some have even developed their own in-house training program for staff. In addition, SO3 recognizes the gender dimensions of household decision making in terms of fertility choices as well as other health matters and is integrating such knowledge in their activities.

This being said little gender disaggregated data is included in the indicators of SO3. The results are simply at the level of increased use of services and not at the level of improved health of individuals and children, disaggregated by sex. It is thus not possible to assess if the measures are improving overall health for women and men, girls and boys and if increased health is achieving other development goals.

There is a recognition in the health field of the interlinked aspects of poverty, production, water and education to achieving health goals. These factors all contribute to a family's well being. If results of health sector activities do not measure health of individuals then it renders invisible these other factors. As mentioned in Chapter One, the draft Gender Policy of the Ministry of Health recognizes ***that little consideration is given to socio-economic, cultural and other factors that impact on the health of individuals (women and men) in the determination of ill health.***

In addition, the policy states that a situational analysis was undertaken in 1999 on gender issues within the sector and a document (which we were not able to access) entitled "Promoting Gender Equity in Health, A Framework for Action" was produced. The study indicated that the 'current health care delivery interventions have failed to appreciate that gender is relevant to health. The different roles and responsibilities of women and men, inequities in access to resources, information and power are reflected in the health seeking behaviour, their vulnerability to illnesses and quality of care provided them.'³⁶

Strategic Objective 4: Enhanced Civic Participation and Accountable Governance (SO4)

According to the 1997 USAID strategy:

Ghana's transition to democracy remains extremely fragile... the chances of Ghana consolidating itself into a full fledged democracy will depend to a considerable extent on the effectiveness of donor assisting economic reform, strengthening the civil society and improving public sector accountability.³⁷

It also states: Ghana's civil society is as yet too weak and fragmented to provide effective channels for articulating social demands. Although the urban sectors are

³⁶ p. 1, Ministry of Health, Draft Gender Policy

³⁷ p. 8, USAID-Ghana Country Strategy, July 1997

showing signs of improvement, the countryside remains virtually bereft of effective civil society organizations (CSOs). Except for the local village development committees, generally recognized as less than adequate for articulating local demands, there are relatively few associations for giving political voice and influence to the rural sectors.³⁸

It was thus recognized that effective linkage structures were necessary in order to link society to the state and communicate demands from the bottom up. This was felt to be a strategy which would improve accountability at all levels of government.

The key priorities were identified as:

- Enhancing popular participation through a strengthening of civil society
- To encourage greater accountability and transparency at all levels of the government
- Further the process of decentralization.

The current strategy for SO4 is a result of an extensive revision in 1999. It focuses assistance in the following areas: election support (now largely finished), legislative strengthening, local civil society/local governance, and anti-corruption.

The 1997 USAID Ghana Country Strategy document does not address gender issues in the sector though it includes an indicator for measuring results on public sector accountability: 'percentage of women elected in District Assembly and Unit Committee elections'.

The current study identified some promising initiatives. One such was the support given the Federation of Women Lawyers. This organisation has been involved in Civic Education on Women's rights, has assisted in the drafting of private member bills and through other donor support has advocated and educated women on the electoral process. The GAIT (Government Accountability Improves Trust) project focuses on local government accountability and on civil society-local government interaction. This project has supported a number of men and women's organizations to develop their own internal democratic processes and to enable them to interact with local governments.

There is much scope for improving gender issues within SO4. Those initiatives that have been supported are meeting show promise of success but need to be expanded.

³⁸ ibid

PL 480 Title II – Food for Peace

USAID/Ghana has provided P.L. 480 Title II assistance to Ghana since 1958. Food for Peace resources support agroforestry, agricultural production, small and microenterprise, input credit, primary education, nutritional practices, sanitation, and primary health care programs and activities. Significant expansion of the QUIPS primary education program in the northern regions is achieved with Food for Peace resources, both through monetization and direct food distribution.³⁹

The Food for Peace program has four cooperating sponsors. These sponsors all target women in some of their activities.

ADRA's program links productive improvements in agriculture with some health and sanitation activities. The organization has recently created a position for a Gender Expert and is developing a policy for their organization. It has set a target of 40% for assistance to female farmers.

Catholic Relief Services has an Education Support Program which has an aim to increase Girls School Attendance Rate by 10% by 2003. It reports so far having exceeded its targets by 7.2%. Many of their activities are being targeted to pregnant and to lactating women.

OIC International targets women in their micro-enterprise development and business management training activities. They report training 1,698 women, a 113.2% achievement rate over the target of 1,500. There are no measurements stated in terms of increased productivity this training is targeted to achieve. OIC combines productive activities with water and sanitation activities. The reporting on all activities is on an input model, although an impact assessment was also performed. The staff capacity building component of the program included a Gender Audit Workshop.

Technoserve has as one of its objectives that of increased household incomes through the growth of rural businesses. It does not report against human indicators though one can surmise from the type of activity being supported that many women are being assisted, eg. through palm oil processing and shea butter production.

While the cooperating agencies do target women in many of their activities there is little aggregated data reported in USAID P.L. II results.

³⁹ USAID/Ghana FFP Briefing Paper, July 2002

Annex 1: Illustration of a community development approach

Care International Ghana BECS (Basic Education and Civil Society) Project – Changing Lives.

Edited from promotional brochure:

The primary goal of the project is to allow people to take advantage of their opportunities for community and political involvement and to have a positive impact on basic education. This is done by empowering individuals and community organizations to function effectively, thereby allowing them to identify their own needs and take action in a variety of ways.

Civil Society Organizations which includes a large number of community-based groups, such as women's groups, religious groups, youth groups, or farmer's groups, are strengthened so they are able to provide for themselves and their communities on a permanent basis.

CSOs are trained to identify the needs of the community and be able to plan an appropriate response to those needs. CARE helps to internally strengthen these organizations. For instance, 105 of the targeted CSOs have now opened bank accounts with internally managed funds, a practice which did not exist before. CARE provides the CSOs with resources and establishes connections between them and their local government representatives to improve relations between the two sectors.

In turn, these CSOs use their newfound resources and advocacy training to improve local schools and health facilities and provide continuing training for teachers, farmers and the high percentage of adults in the area who are illiterate.

The BECS program is not simply a temporary solution, but something which affects the fundamental way people see themselves and their communities.

By targeting youth and women in particular, CARE is concentrating on the beneficiaries of services as the most effective way to fundamentally change the way those services are provided. People are empowered to create their own local solutions, which are appropriate to the local problems.

Chapter Three Recommendations

One could then say that the program responds, in a macro sense, to expressed gender needs in the country. A recent assessment of poverty (the Ghana Poverty Reduction Strategy) states that women's priorities were identified as education and health, and men's priorities were for productive activities. In that sense, the choice of sectors of support for USAID's program in Ghana are gender sensitive..

In all programs, gender sensitivity was apparent. Partners referred to the support and encouragement of AID staff in promoting gender awareness throughout USAID activities.

Altogether USAID-Ghana has mainstreamed gender throughout their program. However, USAID-Ghana cannot speak to the results of this gender mainstreaming because it does not specify gender results (i.e. a reduction of the gender gap) in any of its programs. It does not have a baseline on which to measure and it currently does not collect gender disaggregated data except for a few indicators at the sub I.R. level.

Major Recommendations

At the program level:

Setting Results

USAID Ghana needs to specify gender mainstreaming results at the highest level of its programs. In order to do so it must move from a systems approach in results setting to a human approach in results setting. This would involve measuring the results on people first though inputs into systems (i.e. improvements in use of health clinics results in better health for people, increased wealth for women and men from export earnings, better achievement rates for girls and boys and a reduction in the gender gap in education from quality improvements to the system, improved female and male participation rates in civil society and governance from support to CBOs.)

Community Development

In all of USAID's programming in Ghana community development has been utilized as a tool for achieving sector results. In education research has shown that organizing the community for PTA or SMC activities has been the criteria most apt to achieve improved achievement rates in basic education. In one of the villages visited during the field trip it was found that once organized the community mobilized for other socially desired goods (education, health and water).

Systematic analysis is needed to assess what are the aspects of community development most apt to achieve sustainable results. Developed communities of women and men, girls and boys who are engaged in productive activities, have a voice

in local decision-making, access to education and health services. Some attention should be paid to Food for Peace programs which do integrate multiple sector results in their programming. At the present time there has been no assessment of the more particular successful aspects of community development.

USAID Ghana is currently thinking of regional targeting for their programs. This could enhance putting changes affecting individuals at the centre of development efforts. It will also enable USAID to more easily collect information on women and men, boys and girls by focusing on communities rather than narrow sectoral results. This can lead to better measurement at the overall program level.

Building Capacity for Gender Mainstreaming and Gender Results

USAID partners report needing assistance in the development skills to adequately address gender issues. USAID needs to consider facilitating the acquisition of skills by their partners in gender mainstreaming.

Linking USAID mainstreaming efforts to Government Programs

USAID staff were not aware of the gender mainstreaming efforts of the Government of Ghana. They were not aware that the Government had recently developed a Draft Gender Policy, and that various sectors had developed policies pertaining to their area of work. The country's policies need to be addressed in USAID programming.

Addressing attitudinal changes

- IEC activities are common throughout the program. They are intended to change attitudes and or inform the target audience.
- It is a commonly held view that attitudes towards women are at the basis of the unequal distribution of benefits in society.
- It is thus recommended that particular attention be paid to IEC activities including media promotion activities in order that a positive image of women be reflected. Attitudinal changes in terms of gender, and the portrayal of gender in media, should be a cross sector strategy and should be addressed in all IEC activities.

At the SO levels

SO1

- Increased exports do not measure the result of increased wealth at the human level. The creation of wealth as a development result needs to be measured on who is benefiting from activities in this sector. It may also be that the results in this SO are more than measured at the impact level, eg. Increases in production may lead to other socially desired benefits for communities (health, water, education).

- As women are underrepresented in the sector, favoring their associations will provide benefits in the long term. World research tells us that when women increase their incomes, they favour spending on education and health for the family. Men tend to favour the purchase of consumer goods.

SO2

- Continue to support girls' education – but find out whether girls' only approaches or mainstreamed approaches have a better adoption rate by communities.
- While the Sage project activities should be retained, albeit with the above caveat, the project should be mandated with utilizing and disseminating materials already developed by other partners who are no longer involved in Ghana. To note, the Sage project partnered with the Canadian NGO WUSC in developing the Vision for Basic Education in Ghana. This Canadian project produced manuals which were gender integrated and some which were gender specific for different parts of the system, e.g. teacher training.

SO3

- USAID-Ghana should give some consideration with implementing some of the recommendations of the Draft Gender Health Policy. In particular, the policy states giving consideration to socio-economic, cultural and other factors that impact on the health of individuals (women and men) in the determination of ill health'.
- Health outcomes are intimately linked with other factors, that of income, education, availability of water, etc. Without increasing the income of communities it is impractical to believe that they will be able to support local health inputs. Health, particularly, needs to link their activities to other inputs in order to achieve better health for women and men.

SO4

- The issue of how gender is being governed in the country has received too little attention. Mainstreaming gender in USAID activities should closely mirror mainstreaming efforts in the country. USAID should consider supporting the governance of gender issues in Ghana.
- Improving the ability of women's groups and men's groups locally ensures a more equitable development of democracy in the country. USAID should continue and expand support to local groups representing women and men's concerns. In addition, USAID should pay attention to the effectiveness of women's voices in NGOs that include both women and men.

Food for Peace

- Food for Peace activities are gender mainstreamed and yet there is little collection of gender results from these mainstreaming efforts. In addition, comparative data could be collected on the community development efforts which include multi-sector approach. Much can be learned from these initiatives.

The Media and Gender Issues

Given the central role played by IEC campaigns in all of the sectors of USAID's program as well as the critical role of media in addressing gender issues or perpetuating gender stereotypes, an outline is provided below of the work undertaken in this area.

The School of Communications Studies, the Ghana Institute of Journalism and the National Film and Television Institute are media institutions that have had some experience in addressing gender issues. They all have held various gender-in-media related seminars and training sessions. As part of its continuing education program for journalists the SCS has held lectures and seminars on gender reporting and collaborates with UNICEF and UNFPA in organizing gender workshops. They have a positive recruitment for women in order to increase their numbers.⁴⁰

The Ghana Broadcasting Corporation has doubled in the last four years the numbers of women in management (now six out of approximately thirty).

During the years leading up to Beijing two dominant professional organizations were very active in highlighting the role of media in changing e. The Association of Women in Media (ASWIM) was formed in 1981 and the Women in Broadcasting (WIB) was established in 1985.

The media still suffers from two major ailments: negative representation of women and under-representation of women in media industries. According to 1998 data, 20% of the media workforce are women and less than 10% of top management are female.

The issue is of particular importance for the next strategy as it will begin during an election year. It is thus an appropriate time to ensure adequate coverage of Ghanaian women in public life as an activity leading to more representation of women in politics.

A relatively free and dynamic press

There are two major issues of importance in terms of the media – women's representation as professionals and managers in print and electronic media and the representation of women by the press. Various studies have been undertaken to illustrate the negative portrayal of women by the press, how the press reports issues of gender based violence (noted above) and the perpetuation of stereotypical images of women.

⁴⁰ p. 2, Gadzekpo, Audrey (University of Birmingham) Strategies for Change in Ghana : Media Monitoring and Training, paper presented at the World Association of Christian Communicator's Regional Conference on Gender and Communication Policy, Cape Town, S. Africa, June 1998

List of Interviews

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Francesca Pobee-Hayford, Ministry of Health

Patricia Dovi, Ministry of Local Government

Audrey Gadzekpo, University of Ghana

Diana Heymann Adu, Gender Awareness Foundation

Kofi Tsikata, World Bank

Juliana Denis, Ministry of Agriculture

Esinam Akyea-Djamson, Ursula Akuoko, Heather Badger, WAB Net

Field Visits:

Two cooperatives being assisted by TechnoServe under SO1 in Techiman in the Brong Ahofo region.

The Community Based Health and Planning Services (CHPS) program in the Nkoranza district in the Ashanti Region, being assisted by the Health Office through the Prime II program.

Executives of several civil society organizations (CSO) and District Assembly women and men in the Agona district of the Ashanti Region.

A Fashion House in Kumasi and Juabeng Oil Mills being assisted by AMEX (SO1)

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