

DISTRICT CAPACITY BUILDING PROJECT (DISCAP)

GENDER ANALYSIS AND STRATEGY

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and the
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Abbreviations

CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CIDA	Canadian International Development Agency
COWAP	Community Water Project
CSO	Civil Society Organization
DA	District Assembly
DCD	District Chief Director
DISCAP	District Capacity Building Project
DPCU	District Planning and Coordinating Unit
DSW	Department for Social Welfare
DWM	December 31st Women's Movement
DWST	District Water and Sanitation Team
EHU	Environmental Health Unit
EPA	Environmental Protection Universal Basic Education
FGM	Female Genital Mutilation
GAD	Gender and Development
GAP	GWSC Assistance Project
GES	Ghana Education Service
GE/OD	Gender Equality/Organizational Development
GWSC	Ghana Water and Sewage Corporation
IGA	Income Generating Activities
MDA	Ministries Department and Agencies
M & E	Monitoring and Evaluation
MOFA	Ministry of Food and Agriculture
MOH	Ministry of Health
MOWA	Ministry of Women's Affairs
NCWD	National Council for Women and Development
NGO	Non-Government Agency
NORRIP	Northern Region Integrated Development Program
NORWASP	Northern Region Water and Sanitation Project
NR	Northern Region
NWM	National Women's Machineries
PWD	Public Works Department
RPCU	Regional Planning and Coordinating Unit
RWST	Regional Water and Sanitation Team
TUC	Trades Union Congress
UER	Upper East Region
URWSP	Upper Region Water and Sanitation Project
UWR	Upper West Region
VDC	Village Development Committee
WAJU	Women and Juvenile Unit
WATSAN	Water and Sanitation (committee)
WB	Water Boards
WID	Women in Development
WUP	Water Utilization Project
YPP	Young Professional Program

DISCAP REVISED GENDER ANALYSIS AND STRATEGY

1 Background

1.1 Introduction

This report presents the findings of the gender analysis carried out for the District Capacity Building Project (DISCAP) and the strategy developed in response to the gender equality issues identified through this process.

The background section is an overview of the methodology and process utilized during the analysis and is followed by the key findings arising from the gender analysis. The last section presents and the gender strategy for DISCAP and includes expected results, gender-specific and integrated activities and indicators to be used to measure progress.

1.2 Purpose of the Gender Analysis

The main purpose of the gender analysis was to:

Assess the extent to which district and regional-level institutions have developed and implemented gender sensitive policies and practices;

- Identify constraints and enabling factors influencing women's access to decision-making positions within these institutions.
- Update some of the key findings of the impact evaluation carried out in 1997 with respect to women's participation in the management of community water supplies.
- Examine women's machineries and other key stakeholders on matters relating to the status of women in development.

The data gathered and analyzed has formed the basis on which the three main elements of the DISCAP's Gender Strategy have been developed, namely;

- Gender-sensitive expected results and appropriate performance indicators to measure their achievement;
- The identification of relevant and appropriate entry points and strategies for achieving gender equality results;
- The planning of gender-specific activities (most of which are integrated into the various components of the Project) and the identification of resources allocated for their implementation.

Development of the gender strategy allowed DISCAP's team to engage in discussion with its institutional partners about appropriate ways to mainstream gender into their policies, programs and activities.

1.3 Conceptual Frameworks

The first tool employed by DISCAP's team includes the most critical elements to consider when undertaking gender-sensitive institutional development. Some elements of this framework that are particularly applicable to DISCAP include:

- Policies on gender equality and links with the organizational mandate;
- Senior management opinion and commitment to gender equality;
- Organizational structure, including sex-disaggregated employment profile (number of male and female staff and their positions);
- Programmes, projects, activities and procedures and stakeholders participation

For the purpose of the gender analysis, the key focus area has been the institutional level.

Secondly, the Harvard Frame work has been utilized to collect and analyze information on community and household-level issues.

- The role of men and women with respect to productive, reproductive and community activities;
- Women's and men's access to and control over resources, including gaps identified between groups;
- Influencing factors (positive and negative) such as community norms, social hierarchy, economic factors, political factors, legal parameters, training and community attitudes to development workers.

A lot of secondary data existed on issues related to the community management of water supply and sanitation systems. The data collection team focused on updating the existing information on micro-level issues and providing primary data on institutional set-up, staffing levels disaggregated by sex and resources available of units at regional, district and community level that support the management of water and sanitation.

1.4 Methodology and Process

The issues investigated during the gender analysis have been incorporated into the overall set of issues addressed with stakeholders during the Project Implementation Phase. Instead of conducting a separate gender analysis this integrated approach allowed DISCAP and its partners the opportunity to reflect on gender equality issues with a broader context of their institution's policies, programmes and practices. Data was thus collected through the use of questionnaires, semi-structured focus group discussions and validated during the consultative workshop held in May in Wa, UWR. The key components of the Gender Strategy; Expected Results and Proposed Activities were validated during the Regional Consultative Workshops held in August 2001.

The initial assessment completed during the PIP Phase was followed by a more detailed data collection for the purpose of establishing baseline data. The secondary capacity assessment of the gender equality status of institutions and other stakeholders was completed in March 2002 and provided additional information for further revision of the gender analysis.

1.5 Data Collected

The key data collected for the purpose of the analysis were as follows:

Policy Level

Information on national and international-level commitments related to Gender Equality were collected, including international conventions, gender-sensitive legislation and key institutions in charge of promoting gender equality.

Institutional-level Data

The main focus of the gender analysis has been at the institutional level and key data were collected on organizational, staffing and programming issues.

1. Organizational Issues

- Existence of gender-sensitive policies, practices and procedures;
- Level of knowledge and expertise of key planners, decision-makers and professional staff;
- Capacities to plan, implement and monitor gender-sensitive programmes and projects;
- Centre of responsibility for incorporating gender equality issues into the institution's policies and practices.

2. Staffing Issues

- For each participating institutions, the number of men and women and the type of positions occupied. This includes information about appointed or elected positions, when applicable;
- Women's access to skills development and other opportunities;
- Measures facilitating women's access to decision-making, technical and professional positions and employment-related opportunities such as training.

3. Monitoring and Evaluation of Programmes/Project Issues

- Organizational capacities to collect, analyze and use sex-disaggregated data and qualitative information on the different impacts of those activities on men and women;
- Existence and use of tools to carry out gender analysis;
- Capacity to monitor gender-differentiated impacts;
- The types of gender equality results achieved: focused on practical needs and strategic interests

Community-Level Data

- Identification of women's socio-cultural traditions and practices, which defines women's low social status and hinders effective participation in decision-making and governance. Particular attention is paid to women's professional and personal development.
- Primary and secondary data on the nature of women's participation in water management committees and changes since the 1997 impact evaluation: role, influence and scope of their participation;
- Extent to which women involved in water management committees are interacting with institutions at regional and district levels.

1.6 The Team

The gender analysis and the development of the Gender Strategy have been led jointly by Grace Yennah, DISCAP GE/OD Specialist, and Denise Beaulieu, Gender Equality Advisor and Associate Project Director. Debbie Gray, Young Professional Officer (YPP) and other DISCAP team members revised and completed their efforts. The full participation of all the team members in the development of the Gender Strategy has ensured the appropriate integration of Gender Equality into all project components and, more importantly, it demonstrates that the DISCAP team assumes overall responsibility for achieving results in this area.

2 Gender Analysis

2.1 The Status of Women in Northern Ghana

Ghanaian women, particularly in the northern regions, continue to face persistent gender inequalities that limit their full participation in the nation's development. Women are disadvantaged relative to men in terms of access to and control over resources and services, education and training and participation in decision-making. The exclusion of women has adversely affected sustainable development processes by hindering the achievements of project objectives.

Women in Ghana are responsible for household services; the care of children, family health, providing food and fuel for cooking and other domestic chores. They also play a major role in the productive activities of the family; income-generating activities, paid domestic labour, farming and food processing. In certain regions, incidences of female-headed households have added to the women's productive activities of the family and increased their susceptibility to poverty. Women's productive role in the economic sector, reportedly high and very active, has been limited to labour markets and the informal sector. There is a wide gap between women's unrecognized economic participation and

their low political and social status. By assessing and understanding the gender roles in Ghanaian society, women's share in labour and supply of basic needs has demonstrated a much more crucial role to the maintenance of the household than men's share. Women's contribution to their communities has also been significant in responding to mobilization, education and support of communal activities.

Women's involvement in politics and public service remains low, despite favouring conditions and Ghana's action plan for integrating women in development. The induction of a new government in December 2000 has not seen a noticeable increase in the participation of women in key decision-making positions. In the previous government five women in Ghana had ministerial status while six deputy ministers were female. Recent figures reveal that the total amount of women in ministerial positions is six, including the newly instituted Ministry of Women and Children and four deputy ministers. Strategically, two of the deputy ministers however are occupying non-traditional positions in the finance and justice ministries. While there is an ongoing process aimed at encouraging women to take up high positions at all levels. For example the provision that 30% of government appointees at the District Assemblies should be women is an affirmative action aimed at increasing female participation in local governance structures. While these policy initiatives are creating momentum to advance gender equity efforts, institutionalizing gender is one of the challenges facing all social partners and civil society groups.

One of the main factor impeding women in obtaining decision-making and professional positions is time constraint and balancing of roles. Requirements for such positions (travel, extended working hours) compete with women's reproductive role and prevent them from accessing training and promotion. A perception that women are not suitable for such positions is held by a vast majority of decision-makers (mostly men) and limits the search for solutions that would widen women's professional options. When faced with these obstacles and societal disapproval, women generally abandon the idea and settle for positions that do not necessarily challenge their capacities.

Increasing gender awareness, women's efficiency in their existing roles and integrating women into development efforts has been met with resistance. However, creating an enabling environment with opportunities for inclusion, rather than exclusion, is an integral part of future development efforts in Ghana.

2.1.1 Land and the Environment

The Northern and Upper Regions can offer difficult living conditions of desertification and limited options beyond agricultural activities, low urbanization and basic service provision. Largely rural, the population is mainly agrarian involved in typical small-scale subsistence and market farming and male-dominated cash crop sector. Population density is low. Region is widely scattered, settlements can be contiguous, however due to compound farming system, composites tend to be dispersed. Women's participation in agriculture is particularly higher during farming season and post harvest transportation, storage and marketing. At the community level, women's participation in local development initiatives is limited by time constraints. This is more pronounced in areas of the three northern regions, where poverty levels are the highest and where prolonged drought is forcing households to diversify their economic opportunities, thus placing an additional burden on women.

The environment plays a significant role in the basic human needs sector. Environmental issues are particularly crucial to the development of water and food security, both detrimental to women's basic needs and strategic interests. Declining duration of the rainy seasons and of access to safe potable water can easily threaten the existing limited resources in the water sector.

2.1.2 Water Management

Provision of water and resources are primarily the household responsibility of women. Although there are seasonal variations in water availability, few dams and dugouts exist forcing rural communities to rely on sources of water supply that maybe unsafe. Access to potable water is mainly through drilled boreholes and hand-dug wells. At least two towns in each district have mechanized water system, providing generally good, safe potable water.¹ Alternatively, mechanized water systems can also require high maintenance costs, especially in the Upper Regions where maintenance of HP and small town systems, although decentralized to the community level, may require a few break downs beyond the capability of the community caretakers. The involvement of women in cooperative income generating activities (IGA) of irrigation farming and basket weaving to supplement maintenance funding has been valuable. IGA has increased women's socio-economic status but often woefully insufficient for proper maintenance and parts replacement. In certain successful cases women's groups extended their income generating ventures to the provision of social infrastructure and environmental management, demonstrating women's ability to identify and assist in community needs. Fund mobilization for water supply has consequently become a tradition within communities, and particularly within women's groups placing additional strain to their existing workloads.

Table 1: A Comparison of Socio-Economic Indicators for Regions of Northern Ghana, 1992-1996

Indicator	Ghana-National	Northern Ghana Average
Access to water supplies, Rural Population (urban) %	39 (93)	65 (69)
Access to sanitation facilities %	28	14
Time fetching water, women, girls (minutes)	40	74

Source: Report of the Ghana Water Program Evaluation, 1997, taken by Ghana Statistical Service, World Bank, UNDP, GWSC, MOH, Maalizaali and various studies, 1992-96.

Water collection can involve long, tiresome walks to sources that are distant and time-consuming. The amount of time spent fetching water in northern parts of Ghana is almost half as much more than in the national region. Studies have shown that reduction in time spent fetching water is more easily expressed in terms of reduced effort to obtain an increased water supply.² Unless pumps are lock throughout the day, women have increased their frequencies of fetching water due to shorter distances to water sources. The waiting period at the pumps is particularly higher in the mornings and evenings, which can also contribute to an increase in time, spent fetching.

Women actually favour their role in household water provision because water points have become venues for sharing ideas and discussion, yet lack of means of transport add to their time burden and heavy workload. Despite the social impact demanding such role, men need to assist in fetching water and contribute to communal labour in order to ensure equitable participation and collaboration. Likewise, women as users, consumers, collectors of water should be an integral part of the planning and management of water provision including the identification of the level of service and siting of water points. Women are often overlooked in their varying roles played in the water and sanitation sector. Previous results of workshops held in the regions concerning issues in the water and sanitation sector have shown that women would like to be adequately consulted and actively take part in planning and management decisions on water. For instance, women would like to choose the technology options appropriate to their needs for easy use and maintenance.³ Increasing women's involvement in water resource management will facilitate an improved reliability of water systems and also allow them to sensitize men and women on each other's needs and interests. Water and Sanitation committees (WATSANS) in sharing best practices and demonstrate women's extensive involvement in community water management in local level activities. Being traditional providers of

¹ DISCAP Assessment Report, 2002

² CIDA Report of the Ghana Water Program, Prepared by E.T Jackson & Associate, 1997

³ East Gonja DA, Water & Sanitation Development Plan, 1999-2005

water, women take lead roles in committees and organize themselves to participate actively in planning how to take control of the operations of water points. Developing a sense of ownership and self-reliance has helped increase women's confidence in community water management. Conversely, certain functions at the community level requiring higher levels of education and literacy may create serious constraints to women's full participation.*

Policies initiated during past CIDA-funded investment in community water projects including during GAP and COWAP have strongly contributed to a strategy to close the gender gaps and nurture a more active and meaningful contribution for the promotion of gender equity issues. In a subsequent NORWASP water project, the gender equality strategy and women's inputs, which accounts for 50% of women on each committee, has been critical to the success of community water management and in creating a positive dynamic in local decision-making.⁴ The impacts on the integration of gender concerns in policy formulation, however has had limited results and institutional structures have not fully adopted gender-sensitive policies in programming, including the RWST's.⁵ Although most significant progress of water sector investments in northern Ghana has been at the community level, micro-level strategies have yet to find sustainable results. The recent decentralization of the EHU to the district level and absence of strategies in sanitation, environmental health and hygiene have thus diminished enthusiasm in hygiene and sanitation practices. The lack of programming and resources has weakened planning, monitoring and enforcement of regulations for environmental health. As a result, institutional gender-equity components in EHU projects are notably low or virtually absent. According to the secondary capacity assessment all 3 Regional Environmental Health Officers and 16 District EHO's are males. Women form less than 30% of the technical officers and in 12 Districts where EHO's are members of the DWST; only 3 of the 12 members are female. Strategies to involve women and improve their status at the community level have seen various phases since CIDA's water projects in northern Ghana were first implemented. However, as illustrated in Figure 2, Gender Equity considerations adopted by the agency and strategies integrated into these projects have seen substantial improvements. The full integration and involvement of women at the community level has increase women's status, however future trends and strategies are working towards strengthening women's strategic interests and capacity to participate in local government decision-making, including potable water programming. Ghana's sustainable results continue to depend on the strong basis on which external agencies such as CIDA can integrate and practice gender-equity policies in their programs in Ghana.

Despite the efforts of past CIDA-water projects to increase women's participation in the management of water services, women's representation on the Water Boards is still low and their contribution to decision-making is negligible.

Table 2: CIDA's Water Program in Northern Ghana and Gender Equity-An Overview, 1972-2002

Time Period	Projects	WID/GAD or GE Strategy⁶	Actual Result
1972-1984	URWSP Phase I, II, URMSIP, WUP Phase I, Accra-Tema Water Treatment, NORRIP Phase I and NORRIP CI, GWSC Advisor Phase I	No strategy was built into these projects to involve women or improve their status. Women were seen as passive beneficiaries and were targeted within the whole community. The prevalent belief among the development practitioners was that benefit to the community would extend to women.	Women were largely excluded from any meaningful program participation and did not benefit from training opportunities. Positive impact was reflected in time saved from fetching water and improved family health. In particular, the incidence of guinea worm and diarrhoea among children decreased, thus indirectly easing women's burden.

* See Table 4 for educational status

⁴ NORWASP Project Implementation Plan, CIDA, 2000

⁵ CIDA Report of Ghana Water Program Evaluation, Prepared by E.T Jackson & Associates, 1997

⁶ Women in Development, Gender and Development or Gender Equity

Time Period	Projects	WID/GAD or GE Strategy⁶	Actual Result
Historical note: from the early 70's to the early 80's, gender issues in development evolved from one that argued that women would benefit from projects that targeted the whole community to a perception that women were contributing a large share of their household resources and yet had limited access to development opportunities. Development agencies began implementing the first projects targeting women directly.			
1984-1990	WUP Phase II, NORRIP Phase II, GWSC Advisor II	NORRIP and WUP integrated the full involvement of women at the community level. The objective was to have women participate in committees and training.	Increase in the number of women performing non-traditional roles, such as pump mechanics and village health workers. Women's views considered for the siting of wells and boreholes, and their participation in village committees increased.
Historical note: the dominant approach of the period was one that sought to integrate women in development process, arguing that this would improve development effectiveness.			
1990-present	GAP, COWAP, NORWASP, DISCAP	<p>GAP Gender Strategy emphasized both practical needs and strategic interests through improved access to water supplies, increased representation at all levels and in training and maintenance, institutional capacity (DA, GWSC) to integrate gender equity into their work. COWAP emphasized women's involvement in all stages of project implementation, as pump caretakers, as area mechanics in GWSC and DWST members.</p> <p>*NORWASP ensured gender equality in each project cycle and promote positive gender dynamics and sustainable involvement of men and women in decision making with WATSAN, DA, DWST, PO, SDBU.</p> <p>*DISCAP's strategy focuses on the promotion of women's strategic interests through effective participation in decision-making in local governance structures and integrating gender equity concerns into institutional (RPCU, DPCU, RWST, DWST, NCWD, WB, EPA) policies, programs and practices.</p>	<p>*Increased female participation at the community level and, in particular, in pump management committees. At least 50% of those involved in community management are women, participation in meetings high in most communities, higher committee attendance by women than men in UER. Women spend relatively shorter time fetching water in both seasons.</p> <p>*DISCAP's baseline indicators currently collected and will be integrated to the performance review framework.</p>
Historical note: issues of gender equity in the 90's are related to the relationships between men and women, and focus on the control over productive resources.			

Source: CIDA Report of the Ghana Water Program Evaluation, Prepared by E.T Jackson & Associates, 1997,
 *Additional Information provided by DISCAP, 2002.

2.1.3 Sanitation and Hygiene

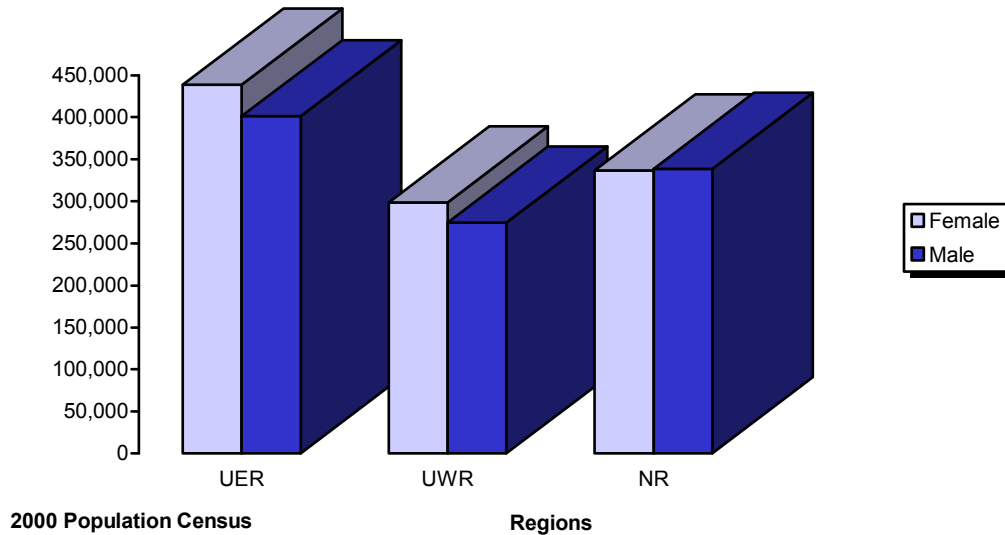
National efforts and investments in water and sanitation is a priority making the provision of water safe and equitably accessible to community members. Sanitation and hygiene intervention has generally been available in times of need however; communities have been reluctant in mobilizing resources in preventative maintenance.⁷ Measures are still being taken to maintain water points and sites and reports have shown that gender equality exists in pump and water point care taking. While men are primarily responsible for maintenance and cleaning of the water points, women participate in upholding pump and well surroundings. The complementary role of hygiene and sanitation has successfully integrated women in educational activities to help prevent diseases, proper pump site maintenance and promote household sanitation. One of the main areas of intervention of water and sanitation is to improve the health and well being of the general population. It is through the hygienic use of facilities that improved water systems can deliver real health benefits. As primary providers, women are central to all aspects of sanitation and household hygiene; for instance health implication related to hand washing and washing of household utensils can adversely affect and influence the health of the family. Hence, their roles in influencing family hygiene behaviours are crucial. Personal and family health issues have improved where cases of diseases have reduced and reports of guinea worm have disappeared displaying a considerable impact on household and community health. However in recent times, where projects have yet to incorporate sanitation and hygiene considerations in programming and the process of decentralization have seen a decline in status of vital institutions in the water and sanitation sectors, the development of sustainable strategies to address this sub-sector is essential to carry on improving water quality for better health. Thus, deteriorating sanitary conditions and practices can worsen health conditions, especially among women and children.

2.1.4 Traditional and Socio-Cultural Practices

Gender discriminations exist at all levels, perpetuated by traditional practices and systems. Women's unequal status is upheld through stereotyping of men and women's roles. As an indicator, a man is regarded as the head of the family and the breadwinner whilst the woman is restricted to the domestic sphere where she is responsible for the household and childcare. This situation persists despite the fact that women often have to undertake productive activities over and above their household and farming chores. Traditions may vary according to ethnic group and religion. Many Northern and Upper Region groups are Christian and there is a vast minority of Muslims. In addition to Christianity and Islam, traditional African beliefs may play an important role in the lives of many Ghanaians. There is considerable diversity within the different ethnic groups and variance in household structures. Another indicator of women's low status is that even though men and women work together, the man is considered the primary decision maker, even in circumstances where the sole household economic provider is the woman. Some groups have customary law marriages, while polygamous marriages are also widely practiced in the Northern parts of Ghana. The plethora of customary forms of marriages can perpetuate tensions against women's right to property, child maintenance and custody rulings, divorce, inheritance, widowers and mourning rites. Both matrilineal and patrilineal customary systems provide no direct laws that protect women's rights. Family law and legal systems tend to discriminate against women rather than enforcing existing policies promoting gender equity. Bride prices, dowry systems and violent cultural practices of Female Genital Mutilation (FGM) in certain communities, further propagate gender inequalities. For instance, dowry systems make the wife the 'property' of her husband thereby giving the man the right to use her labour. To get time for their independent farms, women must first meet their obligations of working full time on the family farm. In addition, traditional practices often discourage female representation in community organizations such as the Village Development Committee (VDC) and other decision-making structures are grossly inadequate. Where they are represented in committees, they are often assigned roles closely linked with unthreatening traditional ones such as Treasurers and Secretaries. It is perceived that women can be trusted more than men in managing money.

⁷ *Sustainable Rural WATSAN Management in Bolgatanga*, 21st WEDC Conference, 1995

**Table 3: Gender Differentiated Population Census
in the Regions of Northern Ghana**



Source: DISCAP Assessment Report, 2002

Ghana's demographic and population trend indicates that key districts in the three northern regions demonstrate a higher female population in both the UER and UWR and fairly equal numbers in the NR. Though the census reveals that overall there is a higher level of female numbers, tradition and socio-cultural practices inhibits adequate attention to women's issues while the majority of key decision-makers are men. It is therefore a priority to include both men and women needs and interests and articulate women's issues in poverty alleviation programming and development processes.

2.1.5 Household Economy

In the past ten years, the declining economy and soil fertility have made it difficult for most households in Northern Ghana to make ends meet. As a result of these conditions, men and women are under pressure to work longer hours to earn cash to pay for basic household needs. The drift of men to Southern Ghana in search of employments has caused an outmigration trend. The prevalence of male outmigration in the Northern and Upper regions has the tendency to increase women's labour burden.⁸ In addition to their household chores, which accounts on average to 239 minutes a day in the northern regions⁹, women are forced to invest more time in other income generating activities (IGA) to earn additional incomes to provide for their family basic needs. Although female-headed households can be complex in its definition, the sub-group of older female-headed households, particularly common in the UER, have greater susceptibility to poverty; in that they are often caring for grandchildren and other kin and tend to have lower incomes. Female-headed households consist of women that are widowed, divorced and separated spouses. Statistics show that the average household headed by women in the Northern Regions is 12%.¹⁰ Poverty alleviation programs need to focus on intra-household arrangements including the distinctions among sub groups who may be more vulnerable than others. Women are not a homogenous group and as such their lives may vary according to regions, age, social class ethnic origin and religion.

⁸ Background paper on gender issues in Ghana, BRIDGE, 1994.

⁹ Ghana Programming Framework 1999/00-2004/05, CIDA, 1999

¹⁰ "

In spite of their triple work roles, women's active economic engagement is very high. The Northern Region's processing activities and small-scale enterprises are predominantly food based, vegetable oil extraction, malt processing, pito brewing and charcoal processing. While it remains negligible whether family based production contribute significantly to the empowerment of women and challenge traditional gender roles, research have shown that IGA's and micro-credit programs such as basket-weavers co-operatives in the UER have had a considerable impact on women's economic lives and abilities to access decision-making power.¹¹

2.1.6 Education

Gender disparities in the educational sector are especially widened in the Northern parts of Ghana. Furthermore, education provision is generally poor while the quality of education is limited. One of the main factors affecting gender educational gaps is the parent's inability to support their children's education. A gender bias against girls exists where there is a greater willingness for parents to invest in boy's education over girls due to traditional customs and norms. Drop out rates are also higher among girls due to early marriages, pregnancy and heavy workloads.¹²

Key development indicators for Ghanaian women, compared to those living in the Northern parts of the country, are presented in Table 4 below.

Table 4: Basic Indicators: The Situation of Women and Children in the Northern Regions

Indicators	Ghana	Northern Region	Upper West	Upper East
% of women with no education (15-49 years of age)	35	81	75	72
% of men with no education (15-49 years of age)	25	71	50	65
Total fertility rate	5.5	7.4	6	6.4
Infant mortality rate (out of 1,000 live births)	75	114	85	105
Under-five mortality rate (out of 1,000 live births)	133	237	188	180

Source: Ghana Living Standards Survey, Statistical Services Department

Although national efforts are made to improve the educational status of women, all districts have a high level of illiteracy among women, which prevents their effective articulation and participation.

2.2 International and National Policies

2.2.1 International Commitments

Ghana enjoys a good climate for the promotion of gender equality in development. Its commitment to international conventions has led to the adoption of the principle of equal rights for all, and the establishment of policies, programmes and legislation aimed at improving the status of women. Conventions that underpin national policies and programmes include:

¹¹ OXFAM's work on gender & development, OXFAM GB.

¹² Background paper on gender issues in Ghana, BRIDGE, 1994.

- The Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), 1979;
- The International Convention on the Rights of the Child, 1989;
- Agenda 21-Rio Declaration on the Environment and Development, 1993;
- The Program of Action on the International Conference on the Population and Development, Cairo, 1994;
- The African Platform for Action (UN Economic Commission for Africa Fifth Regional Conference on Women), 1994;
- The UN Fourth World Conference on Women (Platform for Action and the Beijing Declaration), 1995;
- The Commonwealth Plan of Action on Gender and Development, 1995;
- The International Labour Organization Declaration and Resolutions Pertaining to Gender Equality and Equity at Work, 1975, 1985, 1987 and 1991.

2.2.2 Ghana's Gender Policy

The Ghana Gender Policy (1997) has been adopted by the government and its institutions as the framework for integrating gender and achieving the goal of Ghana's Vision 2020. The vision is to *improve the quality of life of all Ghanaians by reducing poverty, raising living standards through a sustained increase in national wealth and a more equitable distribution of the benefits.*¹³ It is expected that the Ghana Gender Policy framework will help accelerate the process of mainstreaming gender issues in development. Key areas of focus for short to mid-term implementation of the Policy are:

- Increasing women's economic opportunity and productivity through improved access to productive resources;
- Strengthening women and girl's human capital through increasing female enrolment levels in primary and secondary education; and
- Strengthening the institutional capacity for integrating gender objectives into policy-making.

Following a recommendation included in Ghana's Gender Policy, Women's Desk have now been established in some government ministries and departments-the Ministry of Food and Agriculture; the Ministry of Education; the Head of Civil Service and the Ministry of Local Government and Rural Development-and efforts are still being made to establish Women's Desk in all government institutions. It is, however, too early to access the extent to which those efforts are contributing to mainstreaming gender into the work of these various departments and ministries.

The recent elections and the changes that have occurred on the political scene have created a policy climate that is favourable to the promotion of gender equality. In March 2001, the Budget Statement and Economic Policy of the Government of Ghana for the 2001 Financial Year noted that the Government had established a new Ministry of Women's Affairs (MOWA) whose Minister is a member of cabinet. "The Ministry will champion the cause of Ghanaian women and children through the promotion of gender equality and child development in order to achieve economic, social, cultural, health and educational empowerment", said the Budget Statement. For the current fiscal year, MOWA has been allocated a budget of c7 billion. The Ministry plan to set up Ghana Women's Centres and Children Centres in all regions of the country at the district and village levels. A budget of c1million has been allocated for this purpose. MOWA will also establish a micro finance fund for women, to be sourced from donors and development partners. The size of this fund could reach US\$3 million.

¹³ *Ghana Poverty Reduction Strategy 2002-2004, Analysis and Policy Statement*, February 2002

2.2.3 National Initiatives

The National Council for Women and Development (NCWD) was created in 1975, under the office of the President as the national machinery responsible for tapping women's full potential and integrating their concerns into the national development process. The mandate is to enhance the participation of women in development and to coordinate gender and development activities in regional sectors. Its coordinating role in practice is not fully understood and accepted by some government agencies and NGOs because the Council does not act according to their mandate. The NCWD has the full potential as a regional gender and development coordinator to harmonize gender initiatives, however, their effectiveness is limited to the community level.

Therefore, regional and district institutions are reluctant in absorbing their policies and practices within the new decentralized government structures. In addition, its acceptance as the lead agency for women's issues was usurped by other "political" organizations, such as December 31st Women's Movement (DWM). The Movement did enhance technical and managerial capacity, and there were participation of its members in DA and other decision-making bodies. However the DWM and its mobilization of support for government policies and programmes has relegated fundamental concerns about gender inequalities and pushed the support for other women's machineries, including that of the NCWD into the background.

National initiatives have been made through the Women's Ministry to help make the Council more functional and effective in gender mainstreaming. The support of the Women's Ministry has been a building block in creating an enabling legal environment for the NCWD. It is hoped that the Ministry will help transform the NCWD into an implementing agency as well as help them to access the required budgetary allocations to support gender policies and programmes. NCWD is very centralized in its budget and cost centres are extremely limited. The Council has weak lobbying capacity vis-à-vis central government budget allocations, however the Women's Ministry is strategically positioned in accessing the required budgetary allocations to support gender policies and programmes. No contribution agreements exist for NCWD to obtain additional resources for development from the District Assembly Common Fund, unless, that which may be provided by Assemblies to support "women's" projects, often not those initiated by the NCWD.

The Council generally lacks the required human and material resources to fulfil its mandate and volunteer Contact Persons, available in each district of the region, are not sufficiently motivated to sustain their services. They lack the time, incentives and expertise to carry out their duties efficiently. Most staff and volunteers have inadequate skills in gender analysis including measures to implement, monitor and evaluate progress. There is no framework for the coordination of gender issues; it is done on ad-hoc basis. Gender analysis skills are high on micro-project and community issues but weak on policy and programming. Data collection is inadequate and poorly organized. Systems for analysing data on trends in gender development are virtually non-existent. Extent of integration of NCWD gender-disaggregated information into regional MDA's is sporadic and irregular.

Although community-based initiatives undertaken by the Council include gender considerations, the council needs to redefine and seek their potential role in mainstreaming gender at the national and regional level, in particular in policy making. Support for community level Socio-cultural barriers are more easily challenged than at the regional level.

NCWD in the northern regions have strong links, as they interact occasionally to share ideas. General weaknesses in their resource base however do not permit a more frequent interaction. Communication systems to foster sharing of best practices are weak.

Ability to train the NCWD and local gender institutional groups on gender dimensions of public policy are favourable. National Women's Machineries (NWM) have begun to move out of the social and welfare sectors and into central decision-making areas, such as Ministries of Planning and Finance. In order to achieve significant results in gender mainstreaming, NWM need budgetary allocation and monitoring systems and resist their vulnerability to changing political mandates.

A number of national initiatives are currently under way to promote gender equality in a variety of sectors:

- **Public education:** Public education and advocacy work is being carried out at various levels on gender equity, social justice and human rights. Religious bodies, NGO's the TUC and NCWD are in the forefront of facilitating this process. The advocacy role of NCWD, NGO's, civil society and organizations and women parliamentarians has contributed significantly to the enactment of the Affirmative Action Bill and the Maturity Age Bill. Airspace is allocated on national television for victims of violence to discuss their problems. Follow-ups are made to redress reported cases.
- **Formal education:** To allow every child access to education, Ghana's education policy favours universal primary enrolment and eradication of illiteracy. The data shows that female illiteracy is higher than that of male, but is gradually improving. In recognition of the failure of the 1987 Education Reform Program to address problems of low access, retention and achievements of girls, the FCUBE (Free Compulsory Universal Basic Education) initiatives are being implemented under the National Plan of Action for Girl's Education, 1995. Other measures include the establishment of Girls' Education Unit of the Ministry of Education and the running of special programs such as the Science, Mathematics and Technology Education Clinics aimed at eliminating stereotyping.
- **Health:** The Southern part of Ghana is better served than the northern sector in health delivery. Nationally there are approximately 5 doctors per 10, 000 population¹⁴, and practitioners in the Northern regions are wholly inadequate. As a result of health facilities being concentrated in the urban areas, the Primary Health Care Program attempts to provide women's basic health needs at the doorstep. These include child welfare clinics that provide education on family planning, nutrition, health and hygiene and immunizations. Women are given free ante-natal care. Traditional Birth Attendance (TBA's) ensures hygiene conditions in the rural communities.
- **Legislation:** The 1992 Constitution guarantees the protection and advancement of women. A number of gender-sensitive laws were also promulgated, including:
 - The Interstate Succession Law
 - Customary marriage and Divorce Registration Law
 - Head of Family Accountability Law
 - The Maturity Age Bill, 1998
 - The Affirmative Action Bill, 1988
- Free legal aid has been introduced for women/girl children who cannot pay for legal services e.g. FIDA's (International Federation of Women Lawyers) Legal Aid Project. Since 1985, FIDA has handled over 2,347 cases.
- The establishment of the Women and Juvenile Unit of the Ghana Police Service in 1998 is to ensure that any violation of women and children's rights is effectively addressed.
- **Access to credit:** Non-institutional facilities have been established for women such as the Mutual Assistance Susus Limited (MASU) of the Women's World Banking or the Women's Credit Program of the Ghana Cooperative Credit Unions Association and the Council for Indigenous Business Associations (CIBA).

However, a stronger institutional capacity is requires at all levels to translate these policies and affirmative action proposals and initiatives into action and to monitor their implementation.

¹⁴ Centre for Intercultural Learning's, Canadian Foreign Service Institute, 1994

3 Institutional Assessments

3.1 Meso Level: Institutional Assessments

In this section we are presenting the results of the gender analysis carried out as part of the institutional assessments completed during the PIP Phase followed by a more detailed data were incorporated into the overall assessment process were addressed and validated with project stakeholders. In fact, gender equality issues, the role of women within community management structures and intermediary institutions and equity measures were the subject of much debate during the consultation workshop held in Wa in May 2001.

3.1.1 Organizational Structure and Female Representation

Political and institutional participation and representation remains largely unbalanced and male-dominated. Women are virtually absent at the Regional and DA levels of governance in the Northern regions of Ghana. Lack of support and existing social and cultural constraints limit women's active participation in political processes. Women are disadvantaged in terms of discriminatory cultural practices and training opportunities. To engender governance, women must be equal participants at the decision-making and in professional positions.

The institutions that took part in the assessments show a low level of female representation or a concentration of women in their lower ranks-typists, clerks, secretaries and cleaners. There is some awareness that women tend to have lower status within governance structures in general, and more specifically within regional and district-level institutions.

However, if leaders generally tend to agree on the lower status enjoyed by women at institutional, community and household levels, opinions diverge greatly on the reasons for this lower status and on measures to be established to reduce the gap between men and women. The belief that women are not suitable for some specific positions is very persistent. Many fear that women will benefit from opportunities that would otherwise be offered to men, who are still perceived as the main breadwinners.

The Figure shown below, constructed by sampling District Assemblies, shows female representation. A very small portion of female assembly members has been elected, while the appointed membership is still stand at low levels.

Table 5: Female Representation in Selected District Assemblies

District and Region	Elected Members		Appointed Members		Total Membership
	Male	Female	Male	Female	
Upper East Region					
Bongo, UER	33	1	18	2	54
Builsa, UER	42	0	15	4	61
Bolgatanga, UER	49	5	19	4	77
Bawku East, UER	54	0	19	5	78
Bawku West, UER	29	1	19	4	45
Kassena-Nankana, UER	52	2	19	5	78
Northern Region					
Savelugu-Nanton, NR	36	0	13	4	53
Tolon-Kumbungu, NR	42	0	15	4	61
West Gonja, NR	41	1	14	5	64
East Gonja, NR	-	-	-	-	78
Bole, NR	40	2	-	-	63
Upper West Region					

District and Region	Elected Members		Appointed Members		Total Membership
	Male	Female	Male	Female	
Wa, UWR	53	1	25	0	81
Nadowli, UWR	33	1	11	5	52
Sissala, UWR	29	1	12	3	45
Lawra, UWR	36	0	13	3	54
Jirapa-Lambusie, UWR	41	1	16	3	64

Source: DISCAP Assessment Report, 2002

The limited number of female assembly members both elected and appointed can be attributed to several factors:

- Politics is perceived to be the men's domain, resulting in low public support when women run for elections;
- Families are reluctant to see women take part in publicly debated issues;
- There is a general lack of support from husbands, families and communities for women who are interested in running for election.
- Low levels of education and illiteracy
- Lack of assertiveness and self-confidence

The 1998 government directive to recruit women to occupy 30% of government appointees' positions in DA certainly contributed to an increase in female representation. However, the influence of those women on decision-making remains minimal because they lack the critical mass that would enhance their influence, do not have adequate preparation to play their role successfully and must face the resistance of their male counterpart. This highlights the need not only to promote greater female representation but also to ensure the readiness of female representatives to effectively participate in those public fora.

Table 6: Female Representation in Key Regional Institutions

Regional/ District Institutions	Upper West		Upper East		Northern		Total
	Number	Position	Number	Position	Number	Position	
Core RPCU	0	-	0	-	0	-	0
RWST	1	Extension Services Specialist	1	Regional Admin. Director	1	IT Specialist	3
NCWD	2	Regional Coordinator, Senior Project Officer	2	Regional Coordinator, District Coordinator	1	Senior Project Officer	5
EPA	0	-	1	Regional Director	0	-	1
GWCL	0	-	0	-	3	2 Field inspectors, 1 Customer Relations	1
Dept. for Community Development	1	Regional Home Science Supervisor	1	Deputy Regional Director	2	Regional Nutritionist, Asst. Reg. Home Sc. Advisor	4
Environmental Health Unit	0	-	0	-	0	-	0
Dept. for Social Welfare	4	Not available	1	Women's Desk Officer	0	-	5
Rural Housing	0	-	0	-	0	-	0

Source: DISCAP Assessment Report, 2002

The figures presented above show a very limited number of women who hold management or technical positions in key regional institutions. Many positions held by women are located within the regional offices of the NCWD and institutions where women have traditionally been well represented. Other key regional institutions not covered by the assessments, but relevant to gender programming include the MOH, MOFA, WAJU, GES and Commission on Women and Children. Looking at female representation on a regional basis, it is easy to understand the difficulty encountered by the few isolated women, scattered among a few institutions, making it very challenging (if not possible) for them to network and create alliances in the pursuit of common interests and goals.

These favourable political climates for the promotion of gender equality in development (Ghana's commitment to international conventions, Ghana's gender policy) have been backed by action e.g. establishment of Science, Mathematics and Technology Education Clinics, establishment of Girls Education Unit, Women and Juvenile Unit (WAJU) and gender sensitive legislations etc.

Certain regional level institutions, responding to gender equality issues, are implementing gender-sensitive policies and practices. The RPCU does not adequately respond to gender equality issues and demonstrate inadequate skills to consider gender mainstreaming.

Table 7: Female Representation at District Level

Key District Institutions	Upper East Region	Upper West Region	Northern Region	Total
Core Staff of DA Secretariat	1	3	2	6
DPCU	1	0	0	1
DWST	2	2	3	7
DCD	0	0	0	0
DSW	1	-	1	2
EHU*	10	4	10	24
PWD	0	0	0	0
Feeder Roads	0	0	0	0
Area Mechanics	0	0	0	0
Spare Parts Retailer	0	0	0	0
Total	13	8	14	36

Source: DISCAP Assessment Report, 2002

Over half of the positions held by women are located within the Environmental Health Unit. Most of these positions are field officers and in male-female ratio still stands low, while the other positions are distributed among the remaining institutions, which is grossly inadequate. The female staff member in the District Planning and Coordinating Unit is from the Bawku East district and is included in its membership by virtue of her respective unit. Certain Assemblies with 'expanded DPCU's have a higher female representation selected from ministries and sectoral departments.

The obstacles to women's access to management and professional positions are multiple:

- Conflicting priorities between the reproductive and productive activities, accentuated by the lack of support within the household;
- Women tend to follow their husbands and not vice versa when their work requires a transfer. This practice deters some senior managers from appointing women, as they argue that the expertise acquired will be lost to the institution.
- Some positions require mobility, which is an obstacle for women. It is not perceived as adequate for them to stay overnight in another location and it takes them away from their reproductive role;
- A number of positions, mostly technical, are perceived as not being suitable for women. Examples given include positions requiring physical strength such as Area Mechanics positions. However these views are biased since women are responsible for a large part of farm labour, which requires the use of physical strength for extended periods of time.

* Limited to technical field staff only

- Among the few women with professional expertise in planning and management, the vast majority are reluctant to work in the northern regions and some deprived districts where resources, services and opportunities are limited.
- There are no conscientious efforts made to create a balance gender representation.

Table 8: Female Representation of Key District Assembly Committee and Sub-Committees

Committee and Sub-Committees	Upper East Region	Upper West Region	Northern Region	Total	Committee Chair Person
Executive Committee	14	10	8	32	2
Finance and Administrative Sub-Committee	3	5	5	13	0
Works Sub-Committee	1	1	6	8	0
Social Services Sub-Committee	3	4	6	13	0
Environmental Sub-Committee	1	2	6	9	0
Women and Child Survival Sub-Committee	10	4	-	14	0
Women’s Affairs Sub-Committee	2	-	-	2	1
Mother and Child Development Sub-Committee	-	4	-	4	1

Source: DISCAP Assessment Report, 2002

Committee members are drawn from the General Assembly, comprising elected and appointed members, few of whom are women. The representation of females as illustrated in the figure above reflects a large portion of co-opted members from the community and departments. Where there is no Sub-Committees dealing with women’s and children’s issues, the Social Services Sub-Committee normally performs its functions.

3.1.2 Integration of Gender Equality into Programs and Projects

DISCAP’s assessments show that there is wide recognition of the value of women’s contribution to the sustainable management of community water systems through their role as pump caretakers, committee treasurers or health education volunteers. Representatives of partner institutions rather than reduced through so-called “gender neutral” policies and programs also recognize the fact that gender inequalities can be enhanced.

However, the awareness noted during the assessments carried out has centred on helping women meet their basic needs and those of their families. What is thus understood as gender-sensitive policies is in fact a series of measures involving the targeting of women (and children) as beneficiaries or participants in development activities. The support offered by the DA Common Fund to women’s income-generating activities illustrates the awareness of decision-makers of the need to improve women’s access to economic opportunities through such targeted initiatives.

The districts do not have a comprehensive vision of gender mainstreaming that incorporates gender equality issues into policies, programs and projects. Although some districts and government departments have developed gender-sensitive policies, the level of implementation is low and efforts

are uncoordinated. There are no district level gender strategies that would guide the development and implementation tools for gender-sensitive programming. The capacities of the key planning and management staff to carry out gender-based analysis need to be enhanced and those skills need to be valued by the institutions.

This increased capacity must be supported by the availability of reliable and complete data on the different impacts of current conditions (poverty, drought, food security) on women and men. These data and those on program impacts are only partially available, thus creating enormous challenges for the planning staff and key leaders who do not have reliable sex-disaggregated information to assist in their decision-making. Policies, appropriate analytical frameworks and tools are needed to ensure that gender equality is properly and effectively addressed and that efforts are being coordinated by the various departments and local governance structures.

In sum, partner institutions have already initiated efforts towards gender mainstreaming, but assistance is required to tackle the issue in a systematic and coordinated fashion.

3.2 Micro-Level: Community Management

The integration of women in community management of water systems has increased overall since the inception of various community water projects in the regions, however women are still expected to support the decisions taken by a male-dominated leadership at the regional and district level.

The past twenty-five years has seen substantial progress in women's participation in the management of community water supplies and sanitation. In the three Northern Regions this was made possible by CIDA's investments in the development of rural water supplies as shown in Figure 2. The period saw the implementation of CIDA's Water Utilization Project (WUP), The Community Water Project (COWAP), the GWSC Assistance Project (GAP) and more recently The Northern Region Water and Sanitation Project (NORWASP), which sought to ensure that both men and women participate effectively in all aspects of Community Management of Water Supplies. The current phase is an extension of these progresses.

Recent impact evaluation¹⁵ of those CIDA investments has shown the substantial progress achieved with respect to women's participation in water management committees and other community-based structures. Key gender equality results identified during the impact evaluation have contributed to helping women meet their practical needs but have also helped promote their strategic interests. We present below a summary of these results:

Helping women meet their practical needs:

- A reduction of time spent fetching water;
- New income-generating activities arising either from the additional water supply that could be used for productive purposes or from allocating the time saved to the pursuit of other economic activities;
- Improved family health resulting from the disappearance of guinea worm and/or the reduction of the number of skin diarrhoeal diseases. Since women are primarily responsible for caring for sick family members, this represents a significant gain for women in terms of both time and resources.

Promoting women's strategic interests:

- Increase knowledge and skills in the areas of water and health, pump maintenance /management, raising and managing money;
- Increased confidence and leadership through the significant roles played by women in water management committees;
- Better control over resources (training opportunities, funds for repairs/maintenance, water systems).

In sum, the impact evaluation established a clear link between the Canadian projects and gender equality progress. However, the results identified have been clustered at community level, with little impact noted at the institutional level. This absence of gender-sensitive policies and practices limits the gender equality gains to the community sphere. While micro-level gains should not be underestimated, it is obvious that their long-term sustainability requires the mainstreaming of gender into policies and practices of key institutions responsible for the provision of water and sanitation services.

4 Gender Strategy

DISCAP's Gender Strategy has been articulated around the long-term vision of reducing gender inequalities in the delivery of water supply and sanitation services in Northern Ghana through focusing on the promotion of women's strategic interests. This long-term perspective implies the achievement of mid-terms results in two key areas: *the effective participation of women in decision-making positions in local governance structures* and *the integration of gender equality issues into the policies, programs and practices of local governance institutions at regional and district level.*

The gender strategy presented below includes the following elements: expected results and activities to be implemented to achieve those results, a Performance Measurement Framework, risks and mitigation strategies.

4.1 Output-Level/Short-Term Results

The output-level or short-term results contributing to the achievement of the outcomes are:

- Strategies developed and implemented for enhancing the participation of women in decision-making within the local government system in relation to water and sanitation programming;
- Strategies development and implemented for promoting the integration of gender issues into water and sanitation decision-making within local government at regional, district and sub-district levels.

4.2 Outcome-Level/Mid-Term Results

Intermediate steps to achieving long-term results include:

- Increased participation of women and integration of gender equality concerns in relation to potable water and sanitation decision-making;
- Increased capacity by regional and district level institutions to incorporate gender-sensitive policies and programs in the planning and delivery of water and sanitation programming.

4.3 Impact-Level/Long-Term Results

It is expected that DISCAP will achieve the following impact-level/long-term results:

- Equitable participation of women in decision-making in regional and district level institutions in relation to water and sanitation programming;
- Integration of gender considerations into all policy, programming, decision-making and administrative processes by regional and district level institutions, including the institutional management of water and sanitation.

¹⁵ CIDA Report of the Ghana Water Program, Prepared by E.T Jackson & Associates, 1997

4.4 Mainstreaming Gender to Promote Women's Strategic Interest

Mainstreaming gender will be the key approach utilized to achieve the results presented above. For the purpose of this Gender Strategy, mainstreaming is defined as follows:

"...what is now called a mainstreaming strategy—a strategy that situates gender equality issues at the centre of broad policy decisions, institutional structures and resource allocations, and includes women's views and priorities in decision-making about development goals and processes"

Joanna Schalkwyk, Helen Thomas and Beth Woroniuk.

"Mainstreaming: A Strategy for Achieving Equality Between Men and Women." SIDA, 1996.

The adoption of a mainstreaming approach implies that gender equality will truly become a crosscutting theme for DISCAP, i.e. it will be part of all components. Mainstreaming gender also engages women, individually or collectively, to become aware of power relations and strategically gain self-confidence and strength to challenge gender inequalities.

This approach has already been implemented during the initial round of capacity assessments through the integration of gender quality issues into data collection and validation tools. At the implementation stage, Gender Equality will be mainstreamed through the incorporation of gender into the five project components, either through the integration of gender into activities and sub-activities or through the implementation of gender-specific activities. We explain below how gender equality has been incorporated into key components and sub-components.

4.5 Activities and Sub-Activities

4.5.1 Strengthen Capacity in Water Supply and Sanitation Management (Series 1000)

Under the series 1000 component, DISCAP will support key stakeholders (District Assemblies, user communities and CWSA) to undertake activities leading to increased technical and institutional capacity for the management of community water supply and sanitation. The priority areas for Gender Equality under this component include access to job and training opportunities for female candidates and the integration of gender considerations into the work of the civil society organizations (CSOs).

Activity 1100 Institutional Development of Water, Sanitation and Works Sector

Key stakeholders will be supported to identify appropriate ways to ensure that female candidates have access to job and training opportunities in the sector. This will be particularly relevant in the case of activities aimed at strengthening the DWST/DWD (District Works Department). The gender assessment carried out under activity 2150 will identify constraints to women's access to employment and training opportunities. Following this assessment, appropriate gender equity measures will be identified through consultation with stakeholders.

Activity 1600 Strengthen CSOs and Private Sector

Activity 1610 – Strengthen Association Of Northern Water Boards And Partner Organisations

- The integration of gender equality considerations into CSOs will be achieved through the following activities:
- Joint workshops held between the local governance structures and the CSO and partner organisations to share ideas, concepts and present the district gender strategies

- Gender training and capacity building for key organisations. The main objective of the training will be to build capacities and develop ways of incorporating gender strategies into the work of these organisations
- The development of skills (technical, management, accounting, budgeting, group facilitation) by female members of Water Boards will be encouraged.

Activity 1620 – Strengthen Enterprises of Area Mechanics

Efforts will be made to identify female candidates and to provide them with equal access to training and business opportunities. If proven appropriate, equity measures will be implemented to facilitate women's access to these opportunities and to foster an environment within which they can fully and successfully play their role.

4.5.2 Develop District Institutional and Governance Capacity (Series 2000)

This component of the DISCAP Project will seek to improve the operational systems of the DA for planning, coordination and accountability for poverty reduction/basic human needs, especially water and sanitation programs. The priority areas for Gender Equality under this component include:

- The development and implementation of district-level gender strategies and tools for gender-based analysis;
- The enhancement of staff's capacities to undertake gender-based analysis and gender-sensitive program planning;
- The establishment of gender desks in all districts in the project area
- Support to female assembly members and those in decision-making positions to enhance their influence on decision-making.

Activity 2100 Improve Organisational Effectiveness of Districts

Activity 2110 – Conduct Baseline District Institutional Assessment

This activity is already underway and will incorporate data collection on the following gender issues: female representation in key district – level institution, obstacles to increased women's participation in decision-making, and the extent to which gender equality issues are incorporated into policies and programs, including the use of gender – disaggregated data for monitoring and evaluation.

Activity 2120 – Strengthen Strategic Leadership of The District Assemblies

Under this activity, Gender Equality will be addressed through, and particular attention given to, improving the participation and influence of female leaders through activities such as: coaching, training, facilitation of support groups of female assembly members and contacts with senior female leaders.

Activity 2130 – Supply and Installation of Information Communications Technology in DPCUs

Gender equity will be taken into consideration in the allocation of equipment and access to training. Some measures will be designed to adapt the coaching and training to the specific needs of female users.

Activity 2140 – Undertake Baseline Assessment Of District Gender Status

This sub-activity involves the collection of data in all 16 participating districts on the gender equality status of key institutions involved in water resources management at the district level. It also deals with qualitative assessment of the knowledge, attitudes and practices related to gender equality, including existence and use of gender analysis in planning and program implementation at district

level. The results of this assessment will form a major component of the baseline study for the project.

Activity 2150 – Prepare District Gender Strategies

On the basis of the baseline gender assessment, this sub-activity would help the districts to develop their vision for pursuing gender equality. Gender specialists from DISCAP and other resource persons in the region will be involved in drafting the district gender strategy. Through participatory consultations, the strategy will be reviewed at the regional level, involving district representatives, to arrive at a generic framework for the strategy. This generic framework might include the following components:

- Situation analysis of key development issues in the district and their differentiated impact on men/women
- Gender inequalities and obstacles to their reduction
- An action plan that might include: expected results, activities to be implemented equity measures and resources allocated toward the implementation of the strategy, key milestones and review process
- Measures to monitor the extent to which district gender strategies are being implemented, results achieved and lessons learned.

The generic framework will facilitate the development of district – specific strategies reflecting the priority issues of each participating district.

Activity 2160 – Facilitate Adoption of Gender Strategy By Districts

After developing the strategy, this sub-activity seeks to support districts to formally adopt the strategy by facilitating consultative processes in the assembly, assisting the executive committee to deliberate on the strategy and supporting its approval by the general assembly.

Activity 2170 – Support Establishment Of District Gender Focal Point in DPCU

The notion of a gender focal person and desk was widely endorsed by the stakeholder consultation in May 2001 and forms part of the institutional arrangements for the new ministry of women’s affairs. This sub-activity will provide resources and technical assistance for the district to establish a gender desk and identify and staff the position (most likely on secondment from existing staffing complements). The project will assist in the establishment of Terms of Reference and in the training for this position, as outlined in Activity 2200 below.

Activity 2180 – Support Transport Requirements of Gender Focal Person

The gender focal person and desks will be provided with the necessary transport (motorbikes) to facilitate their role in the compilation and analysis of gender-disaggregated data for key sectors and linking these data to poverty indicators. This will also allow a substantial integration of women’s concerns in the work of the DPCU, which is central to development planning, coordination and monitoring in the district.

Activity 2190 – Support Emerging Best Practices Initiatives

Under this activity, funds will be made available for initiatives aimed at documenting and disseminating best practices in gender equality.

Activity 2200 Undertake District Training and HRD

Activity 2210 – Design and Deliver Training Doe District Assemblies

Activity 2220 – Design and Deliver Training for District Executive and Sub-Committee

Under these two sets of sub-activities, particular attention will be paid to the female members of these committees, in order to assist in removing the obstacles to their effective participation. The expertise developed by the Ghana Institute for Management and Public Administration (GIMPA) through its Women in Management Programs will be particularly useful in that respect.

The leadership of these committees will also be sensitised to the effective participation and contribution of all their members.

Activity 2230 – Undertake Training for District Gender Focal Persons

This sub-activity will provide training to the gender focal persons to enable them to guide the incorporation of gender in the development of district development plans and also to coordinate gender issues in district development programs, especially those focused on water and sanitation.

- Training modules will be developed and delivered in the following areas:
- Gender knowledge and gender analysis
- Organizational change for gender equality
- Information collection and management for sex-disaggregated data
- Gender – sensitive monitoring and evaluation

Activity 2300 Strengthen District Monitoring and Evaluation Systems

All sub-activities constituting this work package will incorporate the following elements:

- Collection, analysis and management of sex-disaggregate data and information
- The use of gender-sensitive methods to collect data
- Gender-based analysis will be included in the analytical framework and communicated to stakeholders.

4.5.3 Strengthen District Monitoring and Evaluation Systems (Series 3000)

This component work is intended to begin the process of engaging the RCC leadership in revaluing and refocusing the role of the RPCU to become the location for strategic planning and coordination of poverty-targeted development, using water and sanitation as an entry-point for this capacity building effort. This component will incorporate gender equality through activities aimed at enhancing the capacities of RPCU to conduct gender-based analysis and gender-sensitive data collection and analysis.

Activity 3100 Institutional Support of RPCU

Activity 3110 – Conduct Baseline Assessment of RCC Capacity

The baseline assessment of RCC capacity is already underway and includes the following gender-related elements:

- Female representation within regional-level institutions: number of women, positions occupied
- Obstacles to increased female representation
- Knowledge of key staff and members about gender analysis, gender equality and gender-sensitive programming. This will be particularly important in light of the enhanced role played by the RCC with respect to monitoring, evaluation and the dissemination of data.

Activity 3120 – Support Regional Strategic Leadership

Activity 3130 – Develop Organisational Vision and Structure of RPCU

Gender equality issues will be incorporated into these components through sharing information and sensitising regional leaders to the importance of gender-sensitive institutions, policies, programs and practices. The initial contacts with the regional leadership have shown the concern shared by the senior staff of the three regions about women's access to training opportunities and their recognition of women's contribution to the management of community water supplies.

Activity 3140 – Supply and Installation of IT for RCC and Partner Institutions

The regional offices of the national council for women and development will be equipped with computer and communications systems that will enable their effectiveness in coordinating efforts towards gender equality and in contributing to the regional dialogue.

Overall, care will be taken to ensure that gender does not constitute an obstacle to accessing IT equipment and associated training.

Activity 3160 – Training and Human Resources Development

- This sub-activity will address gender equality through:
- Enhancing the knowledge and skills of RPCU in gender-based analysis, including gender equality issues related to monitoring and evaluation
- Short-term internships and attachments will include gender-based planning/analysis/policy development in their program

Activity 3200 Strengthen Regional Monitoring and Evaluation

Activity 3210 – Engage Stakeholders In Setting Priorities for Water Resources Development and Poverty Reduction

DISCAP will work closely with its regional partners to ensure that the stakeholder engagement process reflects the specific needs and concerns of women and men with respect to poverty reduction.

Activity 3220 – Develop Indicators, Targets and System for Participatory Poverty Assessment

The indicators and methods developed through this sub-activity will allow for the collection of gender-disaggregated data when appropriate and relevant for decision-making purposes.

Activity 3230 – Train RPCU and Regional Stakeholders on Monitoring and Evaluation Systems and Methods

Activity 3240 – Develop Methodology For Annual M&E Activities

Activity 3250 – Support RPCUs to Undertake Annual M&E Activities

These three sub-activities will include the development of skills and tools to ensure the incorporation of gender-disaggregated data and information into monitoring and evaluation systems/methods and annual monitoring activities.

Skills to be developed include: basic and more advanced gender analysis skills, the use of various gender analytical frameworks and gender-sensitive data collection/validation methodologies. The specific role played by regional-level institutions will also necessitate the development of skills and tools to assess the differential impacts of policies on men and women.

4.5.4 Support Decentralisation Policy (Series 4000)

The Project Co-ordinator (PC) located in the Ministry of Local Government and Rural Development responsible for overall co-ordination of the efforts of the Government of Ghana in the DISCAP project. As a signal of high-level commitment that the Government of Ghana is placing in this role, a team has been formed in the Ministry of Local Government to assist and support the Project Coordinator. Presently, the PC is also Head of the Policy Research Unit of the Ministry, and other members of the DISCAP team in the ministry are in the Planning and Policy Unit of the Ministry. In order to fulfil this mandate, assistance will be provided to the Program Co-ordinator's office located in the Ministry of Local Government and Rural Development. In addition, strategic assistance will be provided by DISCAP to translate emerging best practices and lessons learned from the project into national policy dialogue with the Ministry of Economic Planning and Regional Integration, the Nation Development Planning Commission (NDPC), and the Parliamentary Sub-committee on Local Government and Decentralisation. Gender equality will be addressed in this component through the incorporation of gender equality lessons into the national policy dialogue and through support for the integration of gender equality into training programs offered by ILGS.

Activity 4100 Strengthen National Policy on Decentralised Management

Activity 4120 – Support Sharing of Experiences in Decentralised Management

Lessons and best practices on gender equality and Local Government will be shared during national-level sessions aimed at reviewing best practices on capacity building and water supply decentralised management.

Activity 4200 Building Partnerships with Training Institutions on Decentralisation and Water Governance

Activity 4220 - Support Gender Integration and Research Efforts At Institute for Local Government Studies (ILGS) Tamale

Under this component, support will be offered to ILGS for the incorporation of gender equality considerations in its training programs.

4.5.5 Manage the Project (Series 5000)

Activity 5900 Train CEA Staff and Personnel in GE/WID

The GE/WID advisor and the Gender and Organisational Development Specialist will organize training g, via in-house workshops, and briefings on how to carry out gender analysis, generate gender and development strategies, and generally utilise the analytic and programmatic tools of a GE/WID approach, with an emphasis on promoting women's strategic interests. Resource persons from women's organisations in northern Ghana will be regularly invited to brief the team of their perspectives and experiences and to discuss how DISCAP can optimize its GE/WID results.

5 Risks and Mitigation Strategies

Mainstreaming gender into local governance structures is relatively new and very little information is available on best practices and challenges. The opportunity to generate new knowledge in an area that is critical to the reduction of gender inequalities comes with great challenges. We are presenting below three key risks that might impact on the achievement of gender equality results, accompanied by the mitigation strategies developed by DISCAP.

Risk: the efforts undertaken by DISCAP and its partners to reduce gender inequalities can be perceived as efforts to channel resources towards women to the detriment of men.

Mitigation strategy: the approach to gender analysis adopted by DISCAP is, in fact, a **gender-based** analysis through which the gaps between men and women within a given context are identified and attempts to understand the root causes of the inequalities made. This process is contextualized and takes into account the institutional environment within which the analysis takes place. In this approach, the concern is for the **relative** inequalities and the driving concern is for equitable access and control over institutional resources and opportunities. In that respect the point raised by some of the participants at the first consultative workshop (WA, May 2001), to the effect that all partner institutions operate with very scarce resources, is well taken. In addition, it is understood that equity measures are no substitute for competence.

Risk: a number of senior officials and professional men are sceptical about women's suitability to occupy certain positions, such as district engineers' positions, and can offer strong resistance to gender equity measures

Mitigation strategy: the issue of gender equity measures and the allocation of resources towards such initiatives will be approached very carefully and with sensitivity. The key factor will be the sustainability of such initiatives within their institutional context and within the current staffing frameworks.

Risk: the incorporation of gender issues into policies, programs and projects can lead to an exclusive focus on women's basic needs, to the exclusion of the promotion of their strategic interests.

Mitigation strategy: a number of key elements aimed at addressing women's strategic interests have been incorporated into the activities and sub-activities focusing on gender-sensitive programming: skills development on gender-sensitive data collection for key regional and district-level leaders and staff, gender-based analysis, and participatory policy formulation and program design. The framework utilised to develop district gender strategies will incorporate the basic needs and strategic interests of women at all levels (macro, meso and micro).

6 Monitoring Results and Risks

We are presenting below a performance measurement framework to help guide the monitoring of gender equality results and risks. The reader should note that the monitoring of gender equality results and risks has been incorporated into the Performance Measurement Framework for DISCAP and will be part of regular project level monitoring efforts

Table 9: The Performance Review Framework

Gender Strategy Performance Measurement Framework					
Results	Performance Indicators	Data Sources	Collection Methods	Frequency	Responsibility
<p>Impact</p> <p>-Equitable participation of women in decision-making in regional and district level institutions in relation to water and sanitation programming;</p> <p>-Integration of gender considerations into all policy, programming, decision-making and administrative processes by regional and district level institutions, including the institutional management of water and sanitation.</p>	<p>-No. of women in decision-making positions</p> <p>-Level of self-confidence of women participating in water and sanitation programming and within stakeholder groups and institutions</p> <p>-Degree to which female participate effectively in local government and political spheres</p> <p>-No. of stakeholder groups and institutions adopting gender-sensitive policies</p>	<p>-Products and reports from external M & E: End of Project Evaluations</p> <p>-Finding from on-going internal monitoring</p>	<p>-On-site visits</p> <p>-Key person interviews</p> <p>-File and document review</p> <p>-Focus group</p>	<p>-Once in Year 5</p> <p>-Post Project Evaluation</p> <p>-On-going internal monitoring and MIS</p>	<p>-External monitors/evaluators hired by CIDA</p> <p>-CEA</p> <p>-Government of Ghana</p>
<p>Outcomes</p> <p>-Increased participation of women and integration of gender equality concerns in relation to potable water and sanitation decision-making;</p> <p>-Increased capacity by regional and district level institutions to incorporate gender-sensitive policies and programs in the planning</p>	<p>-No. of women participating in water and sanitation related decision-making within stakeholder groups & institutions.</p> <p>-Perception of men and women on the effective participation and influence exercised by women in decision-making positions within stakeholder groups.</p> <p>-Level of satisfaction of women in decision-making positions about their access to</p>	<p>-Products and reports from external M & E: Mid-Term and end of project evaluations.</p> <p>-Findings from ongoing-internal monitoring.</p>	<p>-On-site visits</p> <p>-Key person interviews</p> <p>-File and document review</p> <p>-Focus groups</p>	<p>-Once in Year 3</p> <p>-Once in Year 5</p> <p>-On-going internal monitoring and MIS</p>	<p>-External monitors/evaluators hired by CIDA</p> <p>-CEA</p> <p>-Ministry of Local Government and Rural Development</p>

Gender Strategy Performance Measurement Framework					
Results	Performance Indicators	Data Sources	Collection Methods	Frequency	Responsibility
and delivery of water and sanitation programming.	institutional resources, training and advancement opportunities. -Level of satisfaction among women (stakeholder groups and female water users) that gender issues are appropriately incorporated in water and sanitation service delivery. -No. of stakeholder groups and institutions with gender policies/ strategies enforced.				
<p>Output</p> <p>-Strategies developed and implemented for enhancing the participation of women in decision-making within the local government system in relation to water and sanitation programming;</p> <p>-Strategies development and implemented for promoting the integration of gender issues into water and sanitation decision-making within local government at regional, district and sub-district levels.</p>	<p>-Analysis of opportunities and constraints to the integration of women's issues into local government water and sanitation sector decision-making.</p> <p>-No. of stakeholder groups and institutions with gender strategies completed and adopted.</p> <p>-No. of stakeholder groups that have participated in GE training activities and are applying concepts and tools acquired during the training.</p> <p>-No. of stakeholder groups collecting and using sex-disaggregated data for decision-making.</p>	<p>-On-going internal monitoring and MIS</p> <p>-Quarterly reports</p>	<p>-On-site visits</p> <p>-Key person interviews</p> <p>-File and document review</p> <p>-Meetings, consultations with stakeholders and Ghanaian Gender Experts</p> <p>-Focus groups</p>	-Quarterly	-CEA

Gender Strategy Performance Measurement Framework					
Results	Performance Indicators	Data Sources	Collection Methods	Frequency	Responsibility
	<p>-Analysis of opportunities and constraints to increased participation of women in decision-making with local government structures in relation to water and sanitation programming.</p> <p>-No. of partner institutions with strategies aim at enhancing women's participation in decision-making (gender equity measures).</p> <p>-Perception of women in decision-making and professional positions on the strategies developed to enhance their access to training and advancement opportunities.</p>				

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