

**Review of Progress on MOWAC's  
Strategic Implementation Plan**

**PREPARED BY**

**THE DISTRICT CAPACITY BUILDING PROJECT  
(DISCAP)**

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## **ABBREVIATIONS**

DISCAP	District Capacity Building Project
GDO	Gender Desk Officer
GEST	Gender Equity Sector Group
GSS	Ghana Statistical Service
MDAs	Ministries, Departments and Agencies
MOWAC	Ministry of Women and Children's Affairs
NCWD	National Council on Women and Development
SIP	Strategic Implementation Plan
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
UNIFEM	United Nations Development Fund for Women

## **EXECUTIVE SUMMARY**

### **INTRODUCTION**

This report presents the findings and recommendations arising from the review of progress on MOWAC's Strategic Implementation Plan (SIP), conducted at the request of the Minister of Women and Children's Affairs (MOWAC), Alima Mahama (Hajia), in December 2006 by the DISCAP team. Its purpose was to identify key areas for potential support, key barriers and key actions that are required to help the Ministry to play its role fully as the central policy advisory agency for gender mainstreaming in Ghana at national and sub-national levels. More specifically, the review sought to identify enabling factors and challenges for the establishment of decentralized women's departments at district level.

The data collected for the purpose of the review were collected through interviews and focus group discussions conducted with a sample of informants purposefully selected for the relevance of their position and experience. A few key policy and research documents were consulted to further inform the data collection and analytical steps of the review.

### **1. MAIN FINDINGS**

#### **1.1 National-Level Issues**

Two main themes arise from the findings related national-level issues. The first is the need to clarify the main role of the Ministry with respect to gender mainstreaming. The key informants agreed that noticeable progress has been made by the Ministry with respect to sensitization of the general public about key strategic issues, highlighting the role of the Ministry in the debates on the Domestic Violence and Human Trafficking bills as an example of the success of the Ministry in the promotion of women's strategic interests.

However there seems to be some confusion with respect to MOWAC's role, mainly due to its strong involvement in the implementation of programmes directly targeting women ("WID Projects"). On the one hand, the MOWAC staff sees the tangible results that these programs are producing and it is obvious that they are central to the visibility and to the mandate of the Ministry. On the other hand, representatives of the MDAs felt that this approach was detrimental to the promotion of women's strategic interests and that this implementation role is competing with their own responsibilities, in addition to being incompatible with MOWAC's policy and advocacy mandate. The proper role of MOWAC is clearly one of promoting women's strategic interests through advocacy, policy guidance with the MDAs, and monitoring and evaluation of the relevant policies to ensure that commitments towards gender equality are implemented. But more emphasis on the policy and advocacy role of the Ministry will require the development of expert knowledge and capacities by its key staff.

The second theme raised by the informants is related to the capacity of the Ministry. Throughout the assessment it became clear that MOWAC's staff and their colleagues from other agencies agree that MOWAC does not currently have the human, financial and technical resources to fulfill its mainstreaming mandate. In particular, the informants mentioned the

weak coordination mechanisms within the Ministry and with key MDAs, which impact on the effectiveness of the Ministry.

## **1.2 Decentralization of the Women's Machinery**

The decentralization of the women's department at district level is one of the key expected results of MOWAC's Strategic Implementation Plan for 2005-2008. Further, this priority is supported by a majority of informants who think that the next key step in gender mainstreaming in Ghana lies in the decentralization of the women's departments at district level. According to that view, MOWAC should take advantage of the current momentum as regards the implementation of the Local Government Service Act of 2003 and the negotiations related to Multi-Donor Budgetary Support to move forward with the establishment of the legal and administrative framework for the decentralization of the women's machinery at district level.

With the exception of DISCAP's work in the three northern regions, there is currently very little experience in Ghana about that important step in gender mainstreaming. DISCAP has provided a significant level of support to mainstreaming gender into district and regional level governance structures, including the establishment of district's women's departments in all 34 districts of the three northern regions. The internal monitoring work carried out by the DISCAP team identified the following factors as being key to effectively mainstream gender into district-level structures: political support by assembly members and senior regional and district personnel; technical capacity for gender-based analysis by relevant personnel; selection of gender desk officers with sufficient expertise; strong linkages between gender networks and the GDO and the active participation of women in district assembly structures.

## **2. RECOMMENDATIONS**

### **2.1 STRENGTHENING NATIONAL-LEVEL CAPACITY**

- **Development and Dissemination of a Communication Strategy:** MOWAC should develop a communication strategy detailing key messages and information to be disseminated to various stakeholders (NDPC, key MDAs, GEST group, regional and district-level structures).
- **Creation of an Inter-ministerial Gender Network:** One important mechanism for improved stakeholders coordination would be the creation of an inter-ministerial gender network composed of senior gender officers of key MDAs and MOWAC's Headquarters senior staff.
- **Development of Gender Expertise:** The need to train a core group of MOWAC staff with respect to gender equality is critical in the Ministry's efforts to establish its credibility.
- **Engagement with GEST:** The benefits to MOWAC's participation in the group might be maximized if MOWAC was explicit about the type and nature of support that it expects from the group.

## 2.2 DECENTRALIZATION OF THE WOMEN'S MACHINERY

The successful establishment of the decentralized women's departments will require that coordinated actions be undertaken in three different areas: the establishment of the legal and administrative framework, support to the Ministry's capacity to complete the decentralization and facilitate the work of the decentralized departments organizational development and communication with key stakeholders throughout the process.

- **Establishment of the legal and administrative framework:** Given recent directions regards decentralization, integration of MOWAC into decentralized departments at the district level is a crucial first step coupled with formulating guidelines regarding the establishment of the women's machinery at the district level including determining the accountability framework for the integration of the gender focal persons into the district assembly structures.
- **Organizational development:** The successful integration of the gender officers into the sub-national level structures will require the creation of an organizational environment that is conducive to gender mainstreaming. In that respect the capacity of district-level structures to formulate and implement gender strategies, support gender networks and mainstream gender into all its programs and activities is a critical factor.
- **Communication:** the steps to be undertaken to decentralize the women's machinery will require the exercise of strong leadership by MOWAC's Minister and staff. Its action will need to be supported by a solid communication strategy, a key ingredient of successful organizational change. Such a strategy might be incorporated into the overall communication strategy developed by the Ministry.

## CONCLUSION

The establishment of local governance structures that have both adequate female representation and appropriate technical capacity to address gender inequalities is a key factor in Ghana's efforts to reduce poverty. In that respect, the decentralization of the national women's machinery at district level is a critical opportunity to create an environment that will be conducive to fulfilling commitments towards pro-poor local governance.

## **INTRODUCTION**

This report presents the findings and recommendations arising from the review of progress on MOWAC's Strategic Implementation Plan, carried out in December 2006 by the DISCAP team. It is composed of three main sections. The first section presents the background, focus and methodology of the review. The second section presents the main findings and recommendations as regard to progress towards MOWAC fulfilling its overall mandate and focuses on national-level issues. The third section presents the main findings and recommendations with respect to the decentralization of the women's department at district level.

### **1. BACKGROUND**

#### **1.1 Context and Focus of the Review**

The review was conducted at the request of the Minister of Women and Children's Affairs (MOWAC), Alima Mahama (Hajia), and its primary purpose was to determine the extent to which progress had been made towards achieving the expected results stated in the SIP, with a particular focus on issues related to the decentralization of the women's machinery. Its general purpose was to ascertain the key areas for potential support, key barriers and the key actions that are required in order to help the Ministry to play its role fully as the central policy advisory agency for gender mainstreaming in Ghana at national and sub-national levels. More specifically the review sought to identify enabling factors and challenges for the establishment of decentralized women's departments at district level. This report will contribute to MOWAC's reporting to the Government of Ghana on the incremental steps taken and thus progress made since the adoption of the Strategic Implementation Plan (SIP). It was deemed particularly timely to conduct the review at this time, given the changes that have occurred in the national policy environment that might create a more conducive environment for the decentralization of the women's machinery.

#### **1.2 Methodology**

The data collected for the purpose of the review came from various primary and secondary sources. Primary data were collected through interviews and focus group discussions conducted with a sample of informants purposefully selected for the relevance of their position and experience. A few key policy and research documents were consulted to further inform the data collection and analytical steps of the review. A list of people contacted and documents consulted is presented in Annex A of this document.

## **2. NATIONAL-LEVEL ISSUES**

This section presents the main findings and recommendations with respect to issues influencing the capacity of the Ministry to further its national-level mandate.

### **2.1 Main Findings**

The Ministry of Women and Children's Affairs was established by the New Patriotic Party Administration in January 2001 and includes the National Council on Women and Development<sup>1</sup> (Department of Women) and the Ghana National Commission on Children (Department of Children). Its offices are in Accra and it has regional representatives in all regions of Ghana. Its mandate is to formulate, promote and monitor policies aimed at mainstreaming gender into all aspects of the Government of Ghana's work.

#### ***Role of the Ministry***

It appears that noticeable progress has been made by the Ministry with respect to sensitization of the general public about key issues such as violence, poverty, girl child education and women's rights. MOWAC's role is perceived as being effective in raising the level of awareness on such issues. There is consensus on the fact that the Ghanaian public is more sensitized than before and that this progress can be attributed to the visibility that MOWAC has given to these issues through public interventions in the media, within parliamentary settings and through regional visits by the Minister. In particular, the role of the Ministry in the debates related to the Domestic Violence and the Human Trafficking bills has been highlighted by a number of informants as an example of the success of the Ministry in the promotion of women's strategic interests.

Contradictory comments were made about the role of the Ministry with respect to the implementation of initiatives directly targeting women. These initiatives focus mainly on skills development to enable women to work in key productive sectors (agricultural production, information and communication technology and small business) and economic empowerment through micro-credit. On the one hand, the comments made by MOWAC's staff about these programmes indicated appreciation for the tangible results that they are producing. It is obvious that these programmes are central to the visibility of the Ministry and that they constitute one important source of pride for MOWAC staff, who see these targeted initiatives as central to the role of their Ministry. On the other hand, there were strong criticisms formulated by representatives of MDAs regarding what is perceived by them as being the focus of MOWAC's approach on meeting women's basic needs to the detriment of the advancement of their long-term strategic interests.

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<sup>1</sup> Established in 1975 to serve as the official national machinery for advising the government on all issues related to women.

But this “WID” orientation is a legacy of NCWD’s efforts to fill the important gaps that existed in the late 1970’s and 1980’s with respect to programming resources directly targeted at meeting women’s most pressing needs. As the tasks related to the design, management and monitoring of such initiatives still constitute a large part of the Women’s Department’s work it is therefore not surprising that the staff still perceives its primary task as one of project management.

This lack of clarity about MOWAC’s mandate and role also creates confusion among its main partner organizations (key MDAs and NDPC). Informants from these agencies expressed confusion about MOWAC’s role with regards to a number of issues: advocacy, gender policy formulation, ‘gender auditing’ and project implementation. In the minds of the key informants, the roles of policy guidance, monitoring and evaluation and that of project implementation are somewhat incompatible. While MOWAC should be advocating for the integration of gender concerns into all development policies and programs, its implementation role is perceived as duplicating initiatives undertaken by MDAs, thus consuming scarce resources to which MDAs would like to have access. For some of them this competition for scarce funds, technical resources, expertise and personnel negatively influences MOWAC’s capacity to credibly play its policy advisory role and to create and maintain the alliances that are so critical in furthering gender mainstreaming in all Ghana’s development policies and programmes.

This prevalent feeling of unnecessary competition between MOWAC and other ministries and agencies is further accentuated by the perceived conflict around ownership and responsibility for gender mainstreaming. As several key ministries drafted gender policies and implemented gender-specific programmes before MOWAC was created, some informants felt that their ministry or department is better equipped to address the gender issues that are specific to their sector than MOWAC. But, as indicated above, the “women’s projects” undertaken by NCWD in the 1970’s and 1980’s contributed to attracting donors’ attention to women’s needs with respect to key development issues (food security, education, economic empowerment). These early experiences have certainly contributed to paving the way for the policies and programmes currently being implemented by the various ministries, departments and agencies (MDAs). Thus, while it is true that MOWAC, *per se*, did not exist before some ministries had gender policies, the contribution of NCWD in shaping current thinking and action on gender within the MDAs should not be underestimated.

This tension between the policy and project implementation roles is a common obstacle faced by women’s machineries around the world. Some of the ways through which it has been eased in other countries include the implementation of pilot projects in areas where other ministries are not working or do not have experience, close project collaboration with relevant

ministries, and ongoing communication between field-level and national advocacy teams to prevent those conceptual differences from becoming too deeply rooted (Bell et al., 2002).

The proper role of MOWAC is clearly one of promoting women's strategic interests through advocacy, policy guidance with the MDAs, and monitoring and evaluation of the relevant policies to ensure that commitments towards gender equality are implemented. At the same time, it is obvious that, to MOWAC's Minister and staff, the implementation of projects is one of the key achievements of the ministry; they are not yet ready to see the role of the ministry become solely policy-oriented. For this change to happen there is a need to improve the credibility of MOWAC's headquarters through the development of expert knowledge and capacities to play the policy supervision and monitoring role of a national women's machinery. More than mere organizational change, this is a deep transformation that would also, in the medium term, imply changes to the implementation role currently played by MOWAC.

Under current circumstances, the transition from a project-oriented to a more policy and advocacy-oriented ministry requires appropriate capacity building interventions for the staff and the communication of clear messages to all stakeholders involved (MOWAC's staff, MDAs, relevant civil society organizations).

### ***Issues of Capacity***

Throughout the assessment it became clear that MOWAC's staff and their colleagues from other agencies agree that MOWAC does not currently have the capacity to fulfill its mainstreaming mandate. The scarcity of human and financial resources, particularly that of MOWAC's Headquarters' team, combined with insufficient technical knowledge to effectively guide the Ministry and MDAs in the design and implementation of gender mainstreaming strategies, are reflected in a number of issues raised by the informants.

First, the weakness of internal coordinating mechanisms has been mentioned as a key obstacle in maximizing the use of scarce resources. Internal coordination within the Ministry, i.e. between the various sub-departments (Finances and Administration; Policy, Planning, Budgeting, Monitoring and Evaluation; Human Resources; Research and Information; International Women's Desk; International Children's Desk) and between the functions within the Women's Department (Finances and Administration; Programmes and Projects; Research and Information; Counseling; Monitoring and Evaluation) was said to be weak, thus impacting on the effectiveness and efficiency of the Ministry.

Second, coordination between MOWAC and other ministries with respect to the formulation and audit of gender policies and the implementation of gender-specific projects is also wanting. In that respect, one area of critical importance is the harmonization of management

information systems used to collect, compile and retrieve sex-disaggregated data. This is a problem that would require strong collaboration and coordination among MOWAC, MDAs and the Ghana Statistical Service (GSS).

Third, the Ministry's staff is not perceived by those of the MDAs as possessing the necessary technical skills and knowledge to guide them in their efforts to mainstream gender into their ministries and agencies. MOWAC needs to be seen as a useful policy instrument for the MDAs and other partners and not merely a monitor of their efforts. A large part of this role is to facilitate the promotion of the MDAs' efforts to mainstream gender into sectoral policies and programmes. The emphasis on this facilitation role for MOWAC can assist in increasing the efficiency and effectiveness of current efforts. A clearer understanding of the role of MOWAC by stakeholders would facilitate engagement with them to form the alliances that are so critical to the achievement of long-term gains as regards gender mainstreaming in Ghana.

Finally, there is a view that MOWAC does not have information on the current state of affairs with respect to the establishment of gender offices in districts. Questions such as "Who is doing what and where?", "What are the activities of the donor partners?", "Which districts have Gender Desk Officers?" and "How stable are those positions and how can they be consolidated?" do not find, in the eyes of our informants, the answers that should be provided by MOWAC. To the exception of the support provided by DISCAP to all districts of the three northern regions, it seems very difficult to keep track of other initiatives implemented with respect to the establishment of the district-level women's machineries.

These data might also be a reflection of the need for more comprehensive programme support by MOWAC. A recent mapping exercise carried out on gender interventions in Ghana<sup>2</sup> identified a number of projects and initiatives in support of specific activities pertaining to the work of the Ministry in areas such as policy review, development of tools and action plans, collection use and dissemination of sex-disaggregated data, equipment. The main sources of support included UNFPA, the African Development Bank, CIDA-DWAP, CIDA-DISCAP, UNDP, DfID, Netherlands and UNIFEM. This "projectized" type of support presents important coordination challenges for the Ministry and lacks the comprehensiveness and continuity that would be critical to meet the mid and long term organizational development challenges faced by MOWAC.

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<sup>2</sup> SNV. (2005) Gender Mapping of Ghana Report (draft). / p.

## **2.2 Recommendations**

The SIP review highlighted four priority areas that require action in order to support MOWAC's work at national level:

### **Development and Dissemination of a Communication Strategy**

MOWAC should develop a communication strategy detailing key messages and information to be disseminated to various stakeholders (NDPC, key MDAs, GEST group, regional and district-level structures). The strategy would include the following elements:

- MOWAC's mandate;
- Proposed strategy for collaborating with stakeholders;
- Proposed mechanisms for improved coordination and harmonization of efforts towards gender mainstreaming; and
- Key results expected from the implementation of the SIP.

### **Creation of an Inter-Ministerial Gender Network**

One important mechanism for improved stakeholders coordination would be the creation of an inter-ministerial gender network composed of senior gender officers of key MDAs and MOWAC's Headquarters senior staff. Composed of high-level senior civil servants, the network could be utilized to share information and tools, identify priority areas to be addressed by all ministries, and harmonize approaches to gender.

It would also be an important mechanism to identify where synergies with the actions of other MDAs would be most effective.

### **Development of Gender Expertise**

The need to train a core group of MOWAC staff with respect to gender equality is critical in the Ministry's efforts to establish its credibility. The most recent training delivered by DISCAP and ILGS clearly highlighted the fact that there is a core group of individuals within the ministry that could play strong leadership roles within their ministry and with other MDAs and partners. There is a need for them to acquire and master in-depth technical skills and coaching capacities to be effective in that work.

### **Engagement with GEST**

The recent establishment of the GEST group composed of gender advisors from donor agencies has potential to support MOWAC in its policy role. However, it seems that the GEST group is still in its formative stage. In that respect, the benefits to MOWAC's participation in the group might be maximized if MOWAC was explicit about the type and nature of support that it expects from the group.

### **3. DECENTRALIZATION OF WOMEN'S MACHINERY**

The second theme addressed through the review was the decentralization of women's department at district level. We are presenting the main findings of the review, followed by the recommended steps to be undertaken to further the Ministry's action in that area.

#### **3.1 Main Findings**

The integration of NCWD into MOWAC has provided the Ministry with the opportunity to maintain a strong presence at regional level through the structure established by NCWD. Furthermore, there is currently momentum regarding the implementation of the Local Government Service Act of 2003, whereby the district-level staff of key MDAs will soon be incorporated into district-level structures. This represents an opportunity for MOWAC, provided the Ministry is able to receive approval to be part of the current decentralization plans<sup>3</sup>. At the same time, MOWAC has been given authorization to create 75 positions, most of which will be created at district level. The national policy environment thus presents opportunities that create a favorable moment for the establishment of a first "wave" of women's departments at the district level.

The decentralization of the women's department at district level is one of the key expected results of MOWAC's Strategic Implementation Plan for 2005-2008. The GPRS II section on Governance underscores the importance of decentralized structures for the implementation of effective pro-poor programming and the mainstreaming of gender equality considerations for achieving expected results with respect to poverty reduction<sup>4</sup>.

Further, this priority is supported by a majority of informants who think that the next key step in gender mainstreaming in Ghana lies in the decentralization of the women's departments at district level. They expressed the opinion that MOWAC should take advantage of the current momentum as regards decentralization and the negotiations related to Multi-Donor Budgetary Support (seen as a potentially influential source of support for gender mainstreaming) to move forward with the establishment of the legal and administrative framework for the decentralization of the women's machinery at district level. With the exception of DISCAP's work in the three northern regions, there is currently very little experience<sup>5</sup> in Ghana about that important step in gender mainstreaming. DISCAP has provided a significant level of support to mainstreaming gender into district and regional level governance structures,

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<sup>3</sup> It appears that MOWAC is not currently on the list of decentralized ministries because it was not created at the time that the Local Government Service Act was passed by the Government of Ghana.

<sup>4</sup> Ghana GPRS II (2006-2009), Chapter 5, p. 64.

<sup>5</sup> Some scattered and short-lived efforts were made in a handful of districts, with donor support (DANIDA in some districts) or utilizing the services of National Service volunteers in Gender Desk Officers' Position. These were initiated within different program frameworks and, in general, have not been sustained over a long enough period of time to provide the critical learning required for their replication.

including the establishment of district's women's departments in all 34 districts of the three northern regions. It is therefore worth considering the DISCAP experience in detail.<sup>6</sup>

### **DISCAP's Experience**

The District Capacity Building Project (DISCAP) is a seven-year local governance project whose goal is to strengthen local government capacities in the Upper West, Upper East and Northern Regions of Ghana. The project's purpose is to strengthen the capacities of local government bodies to manage, in collaboration with NGO and private sector stakeholders, potable water and sanitation resources. Presently, DISCAP works with the 34 District Assemblies in the three northern regions of Ghana.

The mainstreaming of gender into all aspects of the project has been central to DISCAP's approach to pro-poor local governance. Its Gender Strategy includes two broad outcomes:

- Increased participation of women and integration of gender equality concerns in relation to potable water and sanitation decision-making; and
- 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.

The Gender Strategy included gender-specific interventions and the mainstreaming of gender considerations into all DISCAP's components. It was implemented in line with the multi-pronged approach to capacity development adopted by the project, whereby interventions are combined to reach various stakeholder groups at different levels (national, sectoral, organizational and individual).

One of the key components of the gender strategy was the development of district gender strategies. With the support of DISCAP, each of the 34 participating districts received support to conduct a district-level gender analysis. The findings of the analysis constitute the basis on which stakeholders priority issues to be addressed, results expected, activities to be completed, the responsibilities for implementation and resources allocated. The preparation of the document is done through a participatory process. The District Gender Strategy is the key document outlining the district-level commitment to gender issues and is a key tool for the GDO who is responsible for its monitoring.

In addition, DISCAP's gender strategy supported the strengthening of district gender networks, support to the creation and integration of GDO positions into the district-level structures, gender training designed to meet the needs of each stakeholder group and

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<sup>6</sup> The DISCAP experience will be extremely useful and the first districts in which the gender desks will be established might be selected from some of the most successful DISCAP districts (with respect to gender mainstreaming). This would create a precedent of "success" which would pave the way for other districts.

mainstreaming gender into all other components of the project, with a particular attention to the incorporation of gender considerations into all training courses.

### **Key Success Factors**

The internal monitoring work carried out by the DISCAP team identified key factors that facilitate the mainstreaming of gender into district-level structures. These factors are presented below.

- **Political support:** Political support by assembly members and senior regional and district personnel is critical in creating an enabling environment for the utilization of gender-based analysis and other gender mainstreaming tools and for turning them into gender-sensitive policies and programmes. Political support at all levels (national, regional and district) from elected representatives and senior officials is required to create incentives to pursue the integration of gender concerns into all aspects of the decentralized governance structures.
- **Technical capacity:** Regional and district-level personnel need to have appropriate understanding of basic gender concepts, gender-based analysis, gender-sensitive policies and how these concepts are incorporated into key tools utilized for pro-poor local governance. Ongoing training and coaching are necessary to ensure appropriate skills and knowledge levels. Practice is a key element in changing organizational routines and processes.
- **Profile of the Gender Desk Officers:** The profile of the GDOs influence their effectiveness: experience in the district (previous position held), academic background and perceived expertise on gender issues have been found to be important factors.
- **Linkages between gender network and the GDO:** The extent to which the gender network is been active and supportive of the work of the GDO and, in general, is actively taking part in the development and implementation of the district gender strategy has an impact on the GDO's capacity to negotiate her or his role within the DPCU. Members of the gender network bring data, information and influence on specific issues being addressed in the district gender strategy. In turn the GDO supports the development of the gender network through coordination of meetings, facilitation of exchange of information and, sometimes, through acting as an intermediary between the network members and the District Assembly members.

- **Women's participation in District Assemblies:** The elections held in 2006 saw a slight increase in women's participation in the electoral process and, with the enforcement of the 30% quota reserved for female appointees, there are hopes that women will become more influential in the District Assembly structures. Female assembly members can be powerful advocates for gender issues, provided that they have access to appropriate support, data and information to act as credible advocates. The combined role of the gender networks and of the GDOs is critical in providing such support.

## **3.2 Recommendations**

The successful establishment of the decentralized women's departments will require that coordinated actions be undertaken in three different areas: the establishment of the legal and administrative framework, support to the Ministry's capacity to complete the decentralization and facilitate the work of the decentralized departments organizational development and communication with key stakeholders throughout the process.

### **3.2.1 Establishment of the Legal and Administrative Framework**

#### **Legal Framework**

1. Integrate MOWAC into decentralized departments at the district level.

#### **Directive to Create the Decentralized Women's Machinery**

In collaboration with other key stakeholders (LGS, MLRDE, OHCS and ILGS, formulate guidelines regarding the establishment of the women's machinery at the district level.

#### **Human Resources**

At the time of the review the team learned that MOWAC had received approval for the creation of 75 positions, most of which would be at district level. Once approval from the public service commission is received to create and fund the positions, the Ministry needs to proceed with the recruitment, hiring and posting of the gender desk officers. In particular, the various elements constituting the scheme of service must be specified:

- Job description, role of officer
- Entry regulations (qualifications)
- Career path, promotion requirements
- Working relationship with DAs, etc.
- Reporting lines
- Guidelines to incorporate the GDO into the district-level planning and coordination structures

### **3.2.2 Organizational Development**

The successful integration of the gender officers into the sub-national level structures will require the creation of an organizational environment that is conducive to gender mainstreaming. In that respect the capacity of district-level structures to formulate and implement gender strategies, support gender networks and mainstream gender into all its programs and activities is a critical factor. Key steps to be completed in that respect might include:

- Communication with DPCUs regarding the integration of the GDO;
- Training of the DPCU to incorporate gender into district planning systems;
- Development of guidelines to mainstream gender into district plans (design, planning and monitoring/evaluation);
- Coordination with other decentralized MDAs and the gender networks with respect to gender mainstreaming and the role of the GDOs.

### **3.2.3 Communication**

The steps to be undertaken to decentralize the women's machinery will require the exercise of strong leadership by MOWAC's Minister and staff. Its action will need to be supported by a solid communication strategy, a key ingredient of successful organizational change. Such a strategy might be incorporated into the overall communication strategy suggested in section 2.2 above.

## **CONCLUSION**

The establishment of local governance structures that have both adequate female representation and appropriate technical capacity to address gender inequalities is a key factor in Ghana's efforts to reduce poverty. In that respect, the decentralization of the national women's machinery at district level is a critical opportunity to create an environment that will be conducive to fulfilling commitments towards pro-poor local governance.

**ANNEX A – LISTS OF PERSONS CONTACTED AND DOCUMENTS CONSULTED**

**PARTICIPANTS IN THE REVIEW OF  
MOWAC'S STRATEGIC IMPLEMENTATION PLAN 2005-2008**

**MOWAC FOCUS GROUP  
05 DECEMBER 2006**

<b>NO.</b>	<b>NAME</b>	<b>ORGANISATION</b>	<b>POSITION</b>
1.	Matilda Banfo	DOW/MOWAC	Senior Project Officer
2.	Margaret Korri	GES. GEU Headquarters	Project Officer
3.	Ruth Addison	CD/MOWAC	Senior Program Officer
4.	Victoria Aniaku	MOFA/WIAD	Gender Officer
5.	Peter Eduful	DOC/MOWAC	Director
6.	Frank Quist	M.M U.E	Ag. Director, HRD
7.	Daniel Kattah (m)	MOWAC	Director, PPME

**GEST FOCUS GROUP  
06 DECEMBER 2006**

<b>NO.</b>	<b>NAME</b>	<b>ORGANISATION</b>	<b>POSITION</b>
1.	Mercy Osei-Konadu (f)	UNFPA	
2.	Juliana Osei (f)	WFP	
3.	Patience Opoku (f)	Women's Department - MOWAC	Principal Administration Officer

**INDIVIDUAL INTERVIEWS**

<b>NO.</b>	<b>NAME</b>	<b>ORGANISATION</b>	<b>POSITION</b>
1.	Dr. Sulley Gariba	DISCAP-GDA	IDS
2.	Mariama Adama-Issah	CIDA PSU	Gender Specialist
3.	Kathy Cusack	CIDA PSU	Gender Specialist
4.	Esther Ofei-Aboagye	ILGS	Director
5.	Mary Mpereh	NDPC	Gender Consultant
6.	Francesca Pobee-Hayford	Women's Department	Director

## **List of Documents Consulted**

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