

Final Thematic Paper
on
Gender
(Thematic Paper no. 8)

Joint Evaluation of the Ghana – Denmark Development Co-operation from 1990 to 2006

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List of acronyms

AA	Affirmative Action
AWLA	Association of Women Lawyers
CBRDB	Community-Bases Rural Development Programme
CBO	Community-based Organisation
CEDAW	Convention on Elimination of All forms of Violence Against Women
CHRAJ	Commission on Human Rights and Administrative Justice
CIDA	Canadian International Development Agency
CSO	Civil Society Organisations
DA	District administration
Danida	Danish International Development Agency
DFID	Department for International Development Cooperation
DFR	Department of Feeder Roads
DKK	Danish Kroner
DO	Desk Officer
DUR	Department of Urban Roads
DVL	Domestic Violence Law
DWD	District Works Department
EC	European Commission
ECOSOC	Economic Social and Cultural Rights Convention
ECOWAS	Economic Community of West African States
EIA	Environmental Impact Assessment
EMP	Environmental mitigation plan
EQ	Evaluation Question
EVAL	Danida's Evaluation Department
FDI	Foreign Direct Investments
FGM	Female Genital Mutilation
FGDs	Focus Group Discussions
FoE	Friends of the Earth
GAD	Gender And Development
GDOs	Gender Desk Officers
GDP	Gross Domestic Product

GEA	Ghana Environment Agency
GGHR	Good Governance and Human Rights
GHS	Ghana Health Service
GMP	Gender Management Plan
GNI	Gross National Income
GOG	Government of Ghana
GPRS	Ghana Poverty Reduction Strategy
G-RAP	Ghana's Research and Advocacy Programme
GTZ	German Technical Cooperation
HDI	Human Development Index
HIV/AIDS	Human immunodeficiency virus/Acquired immune deficiency syndrome
HR	Human Rights
ICPD	International Conference on Population and Development
IMF	International Monetary Fund
ITN	Insecticide Treated Nets
ISSER	Institute for Statistical, Social, and Economic Research
MAID	Management AID
MDA	Ministries Departments and Agencies
MDBS	Multi Donor Budget Support
MDG	Millennium Development Goals
MFA	Ministry of Foreign Affairs
MLGRDE	Ministry of Local Government and Rural Development
MoFEP	Ministry of Finance and Economic Planning
MOLG	Ministry of Local Government
MOT	Ministry of Transport
MOWAC	Ministry of Women and Children's Affairs
MPBS	Maintenance Programming and Budgeting System
NCWD	National Commission on Women and Children
NDPC	National Development Planning Commission
NPRWA	Network for Poverty Reduction and Women's Advancement
NGO	Non Governmental Organisation
ODA	Overseas Development Assistance
OECD/DAC	Organisation for Economic Cooperation and Development
PLWHA	People Living With HIV/AIDS
PRSP	Poverty Reduction Strategy Paper
PS	Private Sector
RG	Reference Group
SPEED	Support Programme for Enterprise Empowerment and Development
SWAA	Society of Women Against AIDS
SPS	Sector Programme Support
SWAp	Sector Wide Approach
TA	Technical Assistance
TOR	Terms of Reference
TP	Thematic Paper
TSPS	Transport Sector Programme Support
Watsan	water & sanitation
WB	World Bank
WID	Women in development

Summary

An evaluation of Danish assistance in terms of gender is important because gender equality and women's rights promotion are critical to sustainable development. Danida's overall goal of poverty reduction is necessarily linked to support for addressing gender inequality and inequities. Ghana's traditional beliefs, practices and sayings perpetuate gender imbalances. Among ethnic groups, either matriarchal or patriarchal, women are not considered the equals of men and this belief is reinforced by social practices and religious beliefs. This gives rise to social structures that enable men to dominate women, creating inequality in gender roles, economic and social relations and status. In Ghana, as in many other low-income countries, there are a far higher proportion of women within the poverty bracket than men.

Danish Assistance for programmes and projects relating to women and gender within the period 1990-2006 can be categorised into seven main key areas, though these are not clearly marked in the available documents reviewed. They included support for projects on

- women's human rights;
- poverty reduction through integrated and income-generation projects;
- research and advocacy on women's issues;
- support for the vulnerable and displaced;
- capacity-building and training;
- activities of women's groups and associations; and
- mainstreaming of gender equality in their sector support programmes.

Danida extended its support to Civil Society Organisations, especially at district and sub-district levels, to undertake specific gender projects targeting women and the vulnerable. Danida also integrated gender and other crosscutting issues into all its sectors support programmes, as provided for in its country and also gender equality strategies.

Relevance

Danida support for gender-specific interventions has been extremely relevant to the goals and objectives of gender equality, promotion and protection of women's rights in Ghana. Direct support to NGOs for implementation of women's human rights projects has been very relevant for addressing gender discrimination in the Ghanaian society. Ghanaian and Danish commitment to women's rights protection has been clearly visible in the implementation of such gender-specific projects following clear strategies of research, advocacy, networking, education and training. Danida support to gender-specific interventions has been highly relevant:

- to national policy framework, goals and plans; it has supported national attempts to promote gender equality and equity in line with the constitutional guarantees of equality enshrined in the 1992 Constitution of the Fourth Republic, the GPRS1 and 11 and the National Gender and Children's Policy;
- to addressing women's human rights promotion and protection;
- to providing opportunities for women to access resources including agricultural inputs and micro-credit through support for poverty reduction;
- to providing support for local partners, especially local NGOs and CBOs in their support for the development of women and gender issues;

- in its support for capacity-building of the gender / women's sector ministry MOWAC through provision of the equipment and training needed. Danida support to MOWAC as a national institution has been timely, crucial and relevant. The initial support introduced and ensured MOWACs adoption of a framework for monitoring of the GPRS I and subsequently contributed to ensuring gender mainstreaming in the implementation of national gender policies;
- in its selection of regions and districts for support for women's projects. The support has covered the entire country with support for poverty reduction projects focusing on the three poor regions including the Northern, Upper East and West which also have higher levels of marginalisation in gender relations and discriminatory practices against women. Support for poverty reduction and water projects in the Volta region has been crucial. The region is identified as among the fourth poorest region in Ghana apart from those identified above, with the fifth being the Central Region. The Central Region also had some support under the water sector programme.

Danida support for women and gender issues in the period 1990-2006 was also critically relevant, and consistently offered support for action against enslavement of women and girls (Trokosi Practice), coupled with effective stakeholder collaboration directly supporting the reform to existing laws, for example amendment of the criminal code (1998) to criminalise discriminatory practices and the passage of the Domestic Violence Law in March 2007.

In line with gender mainstreaming as a critical cross-cutting issue, Danida was able to support the integration of gender issues its sector programmes. Within the Water and Transport sectors Danida support for gender mainstreaming led to:

- ensuring that both men and women are involved in implementation of the programmes (Women as part of the workforce in the TSPS I and II);
- women and men benefit direct from the projects;
- women and men are involved in monitoring and evaluation of the programmes.

Overall, Danida's sector support towards gender was highly relevant to its support for the development of relevant sector policies, plans and strategies such as the draft health sector gender policy and the gender management plan for the transport sector.

Mainstreaming of gender as a crosscutting issue in the business sector was initially very general, but since 2005 there has been some specific attempt to ensure better inclusion of women. A considerable part of BUSAC Fund grantees are women or members of organisations with major female participation, thus contributing favourably to an improved gender balance in private business support.

Effectiveness

Danida support for gender and women's projects has been very effective, while support to gender mainstreaming in sector support programmes has been moderately effective apart from that in the Transport and Water Sector Support Programmes. The inclusion of a socio-economic component supported gender-specific activities in road construction both in the feeder roads and also the trunk roads sub-components, and was an effective means of mainstreaming gender.

The support was also effective for Danida-supported NGOs, as their management structures and procedures improved.

Efficiency

Danida support has been hailed and applauded by NGO partners as highly efficient compared with that of some other sector donors. It has also been evaluated as highly holistic in supporting demand-driven projects. This ensured that implementation of supported projects was not halted and where necessary the required support in terms of capacity-building and training in project management was also provided. In most cases evaluated, the funds requested in the budget proposals were fully provided and accounted for. In some cases this has led to beneficiaries being able to benefit well beyond their initially targeted outcomes.

Impact

Support towards the Promotion and Protection of women's rights has had high impacts as interventions have had direct impacts leading to changes to the passage of laws and amendment of codes: Danida support for the Trokosi project considerably assisted the amendment of the criminal code in 1999 to include enslavement of girls. Again Danida support for the advocacy, lobbying and dissemination on the Domestic Violence Bill impacted on the national advocacy programme culminating in the passage of the domestic violence law. However, the initially high impacts of income-generation projects suffered from subsequent low repayments of micro credit, causing project benefits to be limited only to the project lifespan.

The impact of gender mainstreaming on the water, transport and health sector clearly relates to general improvements in the socio-economic well being of women, men and children in Ghana especially for communities, districts and regions who benefited from Danida-supported programmes. This assertion is corroborated by programme stakeholders at district levels and also by government partners and project beneficiaries. The provision of a fund for the socio-economic component of the TSPSII led to the provision of gender-specific support to women and communities along the road corridor, the first of its kind in Ghana where the needs of particularly women have been directly integrated into road construction impacting on the livelihoods of communities and also women vendors.

Sustainability

Sustainability was a major issue for almost all gender-specific projects supported through Danish assistance. This related especially to poverty reduction and income-generation projects. Supply of agricultural inputs and micro-credit seemed to have been the most identified areas of risk. This is due to the magnitude of poverty levels which required such projects to be more medium-term than short-term.

NGOs in general and those supported by Danida in particular and also government MDAs have high staff turnover. Therefore, where staff had been trained on specific aspects of gender mainstreaming the benefits from these experiences have been completely lost over time.

Capacity enhancement components of projects supported were highly unsustainable. Most young graduates and middle-level professionals in organisations who benefited from training left in an attempt to further their careers and also for want of better-remunerated jobs. This was also because the training received enhanced their professional skills and abilities which made them more attractive to other organisations, especially in the private sector.

Specific issues relating to marketability and profitability of products also had implications on sustainability, especially support for women's micro-enterprises. Some support from Danida which focused on income-generation activities for women was not sustainable. The support helped to increase production of agricultural produce and processed materials in-

cluding shea butter the prices of which were determined more by market forces outside the beneficiary communities and districts.

Lack of equipment maintenance in some of the Danida-supported women's centres by beneficiaries and stakeholders was also another major shortcoming. Beneficiaries could not maximise the usefulness of the equipment provided. For example food processing and water facilities provided under some of the Danida-supported projects are not functioning. There is clear evidence of sustainability plans not having been followed, with some confusion as to who should maintain those facilities - the district assembly, the implementing NGO or the women's group.

Crosscutting Issues

There were attempts to mainstream cross-cutting issues as much as it was practical, and especially in projects which had some public sensitisation and awareness creation elements. The projects supported by Danida on poverty reduction also included aspects focusing on agriculture. These attempted to include environmental management issues such as introduction of agro-forestry and tree planting especially in the North where development of woodlots is a key component of farmers' activities.

Issues of good governance and human rights (GGHR) seem to have been touched on rather than specifically mainstreamed, although some governance issues have been implicit in some components of the poverty reduction projects supported by Danida, mainly relating to women's basic and civil rights. There were also topics on women's leadership and decision-making in the decentralisation process and also within the local governance structures.

Participation in governance has been facilitated at district levels, promoting for example women's involvement in unit committees and district assemblies, but the degree of women's participation in decision-making has been less than expected. Awareness-raising of HIV/AIDS increased in gender-specific projects and also in the framework of gender mainstreaming in the road sector support programme where the socio-economic component supported integration of HIV/AIDS sensitisation among communities in both the trunk and feeder roads corridors as well as the distribution of condoms to both male and female members of staff.

Global assessment

Danida's support to gender in the 1990s followed the WID approach where the focus was on women's needs and support for women's human rights issues, especially on support for advocacy against violence and abuse of women and girls. The support for gender equity and women's rights promotion and protection has been directly in line with international instruments and frameworks to promote gender equity. These include the Universal Declaration of Human Rights, the Convention on the Elimination of all Forms of Discrimination against women (CEDAW), the Covenant on Economic Social and Cultural Rights (ECOSOC), the UN Declaration on the Elimination of all Forms of Violence against Women (CEDAW) ratified in 1986, the Vienna Declaration on Human Rights of 1993, the Beijing Declaration and Platform for Action of 1995, The International Conference on Population and Development (ICPD), declaration of 1994, the African Charter on Human and People's Rights and the Protocol on the Rights of Women in Africa. The introduction of Danida's gender equality strategy helped to clearly direct Danida's position and strategy in respect of gender mainstreaming in the assisted projects and programmes. The strategy was in line with global orientations regarding promoting equality under the law, equality of opportunities and equality in the political and economic development process. Support for projects working against the feminisation of poverty and ensuring poverty reduction among

women and girls was highly in line with the MDG goal of halving poverty and also addressing gender inequality. Danida's gender equality strategy also positions the organisation in support of activities directed to addressing negative discriminatory cultural practices including all forms of violence against women and girls. This is in line with the CEDAW, and also the Beijing Plan of Action.

In general Danida support to gender-specific interventions and gender mainstreaming was strategic and was successful in directly and indirectly promoting gender equality in Ghana. There was also significant support for promotion and protection of women's rights as well as economic empowerment of women meeting the poverty needs of women, men and children and for employing strategies which supported capacity enhancement of individuals and organisations at all levels. Gender mainstreaming in sector support programmes has been valuable but needs more direction and clearer strategies.

Recommendations

Recommendations for consideration are as follows:

- Government should scale up efforts promoting gender equity. In this context, Danida should consider direct support for and stronger collaboration with National Women and Gender Machinery. MOWAC may need to be considered if Danida's support for gender mainstreaming to date is to become sustainable, and also replicated and scaled up. This is important, especially as it relates to MOWAC's mandate to translate and implement gender policies into sector, regional and district level medium term development plans.
- Current efforts by the Ghanaian government to undertake a Gender budgeting initiative presented in the last budget statement should be supported and monitored. Danida should also ensure that its projects and programmes undergo a system that makes it easy to evaluate and how much of the overall budget is directed to and targeted on gender-specific activities and beneficiaries.
- Future support for gender equity in line with Danida equality strategy should consciously include efforts to identify emerging issues and intensify dialogue and lobbying as well as to sustain advocacy on women's participation and representation at all levels of decision-making.
- Gender-specific plans and strategies for each sector support programme along with earmarked monitoring indicators should be developed and implemented. There should be clear guidelines on how to mainstream gender focusing on gender priorities specific to sectors rather than generalised mainstreaming;
- Effective gender mainstreaming is a fairly new phenomenon and capacity enhancement in that regard should be consistently supported under Danish assistance;
- The support for programmes with decentralised local government partners is important and crucial; it is therefore recommended that gender mainstreaming at the district assembly level be supported, strengthened through effective collaboration and capacity enhancement.
- Support for capacity enhancement in sustainable rural micro-enterprise development and micro-financing projects and programmes for women and the vulnerable should be given as it remains critical to achieving women's economic empowerment.

1 Introduction

The main purpose of this Joint Evaluation of the Ghana – Denmark Development Cooperation during the period 1998 – 2006 is to evaluate its achievements against its overall development objectives as formulated in development strategies, including the development strategy presented by Ghana in Paris in June 1993; the Ghana Vision 2020; the Ghana Poverty Reduction Strategy from 2002; the Interim Poverty Reduction Strategy (2000-02); the Ghana Growth and Poverty Reduction Strategy (September 2005), the Danish Strategy ‘Partnership 2000’ and the country strategies for collaboration between Ghana and Denmark published in 1993, 1998 and 2004. The efforts and achievements will be assessed against the contemporary context and standards prevailing at the time when decisions were made.

While the evaluation will cover the whole period from 1990 to 2006, main emphasis will be on lessons learned from 1998 (second country strategy for collaboration between Ghana and Denmark) to the present day. Particular attention will be paid to the lessons learned from implementation of the most recent country strategy (2004-2008). Please note that, while the evaluation period ends at the end of 2006, where possible the evaluation tries to reflect developments and changes that occurred afterwards, and seemed relevant to demonstrate progress or balance judgements.

Based on the TOR, the tender submitted by Particip and the resultant contract suggested a number of thematic papers (TPs) to be prepared as building blocks for the synthesis report. These papers will be circulated and discussed with relevant stakeholders. They will also be annexed to the synthesis report. However, these papers should not be considered as merely or mostly just background papers but as essential pillars of the overall evaluation focusing on specific issues that arose from first discussions and document analysis.

This thematic paper discusses Danida support for gender. An evaluation of Danish assistance in terms of gender is important because gender equality and women’s rights promotion are key to sustainable development and Danida’s overall goal of poverty reduction is of necessity linked to support for addressing gender inequality and inequities. Women constitute about 51% of Ghana’s population and are considered to include the poorest of the populace. However, no real studies have been undertaken to analyse the extent of poverty among women in Ghana. There is evidence that the majority of women living in poverty are involved in agriculture. Also it is believed that the majority of economically-active women are in the informal sector. They are found mainly in agricultural food processing and marketing, yet their access to economic resources such as credit and land is limited. Access to and control of land is still a gender issue due to the ethnic and cultural inheritance systems in Ghana. The question of how far Danish assistance was able to address some of these issues within the period constitutes the core of this report.

2 Framework of support to the sector

2.1 International and national framework

Ghana’s traditional beliefs, practices and sayings perpetuate gender imbalances. Among ethnic groups, either matriarchal or patriarchal, women are not considered the equals of men and this belief is reinforced by social practices and religious beliefs. This gives rise to social structures that enable men to dominate women, creating inequality in gender roles, economic and social relations and status. Attempts to ensure promotion of basic human rights and equality between women and men have become a matter of concern to governments, NGOs and also donors. Ghana’s sectoral policies and strategies to address

gender discrimination and promote women's rights derives from its own constitution and the international conventions and declarations on gender which provide the legal framework upon which gender equality issues are addressed. These include: the Universal Declaration of Human Rights, the Convention on the Elimination of all Forms of Discrimination against women (CEDAW), the Covenant on Economic Social and Cultural Rights (ECOSOC), the UN Declaration on the Elimination of all Forms of Violence against Women (CEDAW) ratified in 1986, the Vienna Declaration on Human Rights of 1993, the Beijing Declaration and Platform for Action of 1995, the International Conference on Population and Development (ICPD) declaration of 1994, the African Charter on Human and People's Rights and the Protocol on the Rights of Women in Africa.

2.2 The National Constitution

In Ghana the basic guarantees of equality are enshrined in the 1992 Constitution of the Fourth Republic and there have since been considerable efforts at law reform to enhance the status of women in the country. Chapter 5 of the Constitution also addresses the fundamental human rights and freedoms which conform to the international human rights framework. Fundamental to the Constitution is Article 17(1) which states that all persons shall be equal before the law. The Article 17(3) of the Constitution defines discrimination as "giving different treatment to different persons on the basis of race, place of origin, political opinions, colour, gender, occupation, religion or creed". This definition generally applies to both men and women, although women are not specifically mentioned. Yet it is women who suffer most from social, economic and educational imbalance. The definition emphasised 'gender' rather than 'sex', since in practice it is the gender relationship between the sexes and in the performance of these gender roles in society which discriminates against women. In Article 17(4) opportunity is provided for positive discrimination to address social, economic or educational imbalance in Ghanaian society. In addition to the rights accorded to all persons, Articles 22 and 27 deal specifically with women's rights. This makes reference particularly to provision to be provided to women during and after childbirth, the provision of facilities for childcare and, critically, guaranteed equal rights to training and promotion without impediment from any person. Some harmful traditional practices such as widowhood rites and FGM have also been criminalised under the Criminal Code Amendment Act 1998 (Act 554). Despite these efforts, women are still a long way from achieving equality and equal opportunity. In Ghana poverty, illiteracy, social and cultural norms as well as stereotyped attitudes prevent the majority of women from benefiting directly from these reforms. There are still areas that require legal and policy reform such as polygamy.

2.3 Government's sectoral policies and legislation on gender / women

2.3.1 Ghana Vision 2020

The Ghana Vision 2020 identifies major issues relating to gender as inadequate respect for women's rights; discrimination against women; and lack of appreciation of the economic and social needs, contributions and potential of women.¹ The policy objective was therefore to undertake a Women In Development (WID) programme with three basic objectives (i) to strengthen institutions to promote gender equity, (ii) reduce discrimination against women in all spheres of the country and (iii) to enhance the socio-economic status, conditions and circumstances of women. This was based on an analysis of social conditions, which the Ghana Vision 2020 document captured succinctly within the gender and

¹ Ghana Vision 2020 (July 1997), pg 79-80

geographical trends in 1995 as follows: "There are major disparities in social conditions between different sections of the population. Females tend to be worse off than males and rural dwellers worse off than those in urban areas. The lowest living standards are suffered *by rural females, and children in rural areas.*" Over ten years later these trends remain. Women and children and especially those living in rural areas and who have no formal education and skills remain worst affected by poverty. They continue to suffer the worst forms of resource deprivation. Five out of ten regions in Ghana had more than 40% of their population living in poverty in 1999. The worst-affected area included the three northern savannah regions (the Upper East, Upper West and Northern Regions). Nine out of ten people in the Upper East, eight out of ten in Upper West, seven out of ten in Northern Region and five out of ten in Central and Eastern Regions were classified as poor in 1999. Food crop farmers in the country, the majority of whom are women, are indicated as having the highest incidence of poverty. They constitute 59% of the poor in Ghana. This has been due to several factors including lack of access to markets, high costs of inputs and low levels of economic infrastructure.

2.3.2 GPRS I&II

Issues relating to vulnerability and exclusion have been included in Ghana's Growth and Poverty Reduction Strategy (GPRS I & II), which provides a comprehensive Social Policy Framework for addressing development and poverty issues. The GPRS supports the update of existing policies where necessary, and provide guidelines for improved social development performance to bolster economic growth, for strengthening the process of empowering the vulnerable and excluded to reduce their risks, for protecting their rights and for enhancing their contribution to national development. The 2005 Annual Progress Report on the implementation of GPRS I showed that although the economic growth target had been achieved, the impact on poverty has been dismal. In response to concerns by the MOWAC, women's rights organisations and networks on the inadequacy of gender provisions in the GPRS I, extensive efforts were made in support of GPRS II through preparatory studies, and there are gender reflections in the thematic focus areas in consequence. The GPRSII urgently recommends that relative gender equality be achieved in the fields of "decentralisation" and "enhancing employment opportunities in the public service". The strategic gender interests of women are also given much more consideration. In order to reduce poverty through rural development, land distribution policies are to be reviewed in order to improve women's access to land. Improvements in the legal system are also recommended in order to provide better protection for vulnerable groups and to overcome gender-based violence. An area worth commending in the GPRSII is that the policy matrix incorporates gender elements in many places especially in areas of traditional gender interests such as land, trade, fisheries and technology. If monitoring and evaluation confirms that these proposed reforms are adhered to strictly, there is a likelihood for marked improvements in women's benefits in consequence. This will in turn contribute to enhancement of gender equality in the socio-economic system. Women's competitive advantage in traditional areas such as processing, marketing, secretarial and communication can be targeted for promotion in the industrial and service sectors such as export promotion, medium to large scale manufacturing and service delivery.

2.3.3 The National Gender and Children's Policy

The National Gender and Children's Policy (2004) particularly sets the agenda for the development of Women and Children within the framework of national development. The overall goal of the policy is to mainstream gender concerns into the national development process in order to improve the social, legal, civic, political, economic and cultural conditions of the people of Ghana, particularly women and children. The policy document crys-

tallizes the Ministry of Women and Children's Affairs' (MOWAC) commitment to promoting the welfare of women and children and their survival, development and protection. It emphasises Government's commitment to gender responsive development. The policy also complements all sector policies and programmes, and defines structures and key target areas for ensuring that gender concerns are routinely addressed in all planning activities as well as in the implementation, monitoring and evaluation of programme activities. The policy emphasises the cross-cutting nature of gender and seeks to interpret it into development efforts at national, sectoral, district and local levels. The policy further seeks to strengthen and provide a legal basis for the already existing gender-oriented sectoral policies and to ensure that National Development Policy Objectives are made explicitly gender-responsive. The policy framework recognises the critical role of other stakeholders in the achievement of the goals and therefore calls for the establishment of a Multi-Sector Steering Committee that would ensure that the mainstreaming of concerns related to Women and Children occur, including budget allocation by the Ministry of Finance and Economic Planning. However, the Policy has yet to be widely circulated or understood, even within line ministries. Most line ministries, departments and agencies and also sector NGOs do not have sector policies that incorporate gender issues. Reports of various studies conducted and some discussions with key representatives of these agencies confirm the numerous challenges that hinder the translation and implementation of such sector policies. The lack of financial and human resource is identified as the key constraint.

2.3.4 The Decentralisation Policy

The policy seeks to bring participation in decision-making and development closer to communities, and, in principle, provides a window of opportunity for addressing specific economic and socio-cultural imbalances at district level through specific support for both men and women equitably, to facilitate human development.

2.3.5 National Reproductive Health Policy and Strategy

A Reproductive Health Policy was developed in 1996 and safe motherhood clinical skills and health education protocols were developed for training physicians, midwives and public health technicians; since 1998 they have been in use by both the public and private health sector. The Reproductive Health Policy was revised in 2003 as a second edition.

2.3.6 Affirmative Action Policy Guideline (1998)

The policy guideline was issued to promote women into decision-making positions in compliance with Article 35 (6) (b) of the 1992 Constitution, which requires the State to take appropriate measures to achieve reasonable gender and regional balance in recruitment and appointment to public offices. The Government issued a policy guideline on Affirmative Action (AA) to encourage women's participation in decision-making. The formulation of the Affirmative Action (AA) policy guidelines by government following Beijing ensured a 40% level of representation by women at all levels of governance, on Public Boards, Commissions, Councils, Committees and Official Bodies including the Cabinet and Council of State. In 2002 the government increased the quota of appointed female members at District Assembly level from 30% to 50%. This resulted in women constituting 35.5% of appointed members for 97 out of the 110 districts (men accounting for 1,188 and women 655). This still falls short of the 40% target set by the National Plan of Action and the 50% that the government aspired to achieve. Quotas for women in the local government sector have been achieved more through directives. There is general acceptance that monitoring adherence has been difficult especially by the MOWAC.

2.3.7 Legislation

The need to address gender inequalities has also been addressed through a number of national laws adopted by the Ghanaian Parliament. These include:

- The Head of Family Accountability Law, 1985
- Customary Marriage and Divorce Registration Law, 1985
- The Interstate Succession Law – 1985
- The Domestic Violence Act - 2007

2.3.7.1 Intestate Succession Law

The Intestate Succession Law (1985) is aimed at removing the anomalies in the previous law relating to Intestate Succession. It provides a uniform intestate law that will be applicable throughout the country irrespective of the class of the intestate and the type of marriage contracted by him or her. The law aims at giving a larger portion of the estate of the deceased to his spouse and children. There have been calls for a review of the law to address issues of fragmentation within the extended family system as a result of the application of the law. There is an on-going debate among legal experts and gender equality advocates on how extended families relate to widows and their children after the distribution of estates. The outcome of the research is expected to feed into the review of the law.

2.3.7.2 Domestic Violence Law (March 2007)

The Domestic Violence Law (DVL) seeks to offer legal support to all who suffer violence within the domestic set-up by putting in place legal and institutional framework to deal with and offer counselling to both victims and perpetrators. The law has gone beyond the mere criminalisation of Domestic Violence under Criminal Code 1960 (ACT 29) which was considered to have had shortcomings since it criminalises assault and battery, incest, rape and defilement of a child of less than sixteen years. The code also provides protection against customary practices which demean the quality of human life such as widowhood rites and customary marriage. The DVL however goes beyond the code by criminalising all acts of domestic violence and abuse and seeking to provide security and redress for all acts of violence against women, children and also men.

2.3.7.3 Criminal Code

The Criminal Code of Ghana was amended through legislation in 1994(Act 484) and 1998 (Act 554). This was to constitute criminal framework help in addressing of the concerns of women and children in relation to harmful traditional practices against women such as *Trokosi* (ritual servitude of girls and young women) and Female Genital Cutting or Mutilation (FGC/M). This, as well as creating of greater public awareness mostly by women and gender-oriented NGOs, has resulted in stiffer punishment by the judiciary of perpetrators of violence against women and children.

2.3.7.4 Other laws

Service legislation makes particular provisions for improving women's participation in decision-making through quotas for their representation on governing bodies at various levels. Examples are the Education Service Act (Act 506), the Health Service Act (Act 525) and the Community Water and Sanitation Agency Act (564). The Ghana Labour Act, 2003 (Act 651), Section 57(1), guarantees women at least twelve weeks of maternity leave. Article 5 provides for additional leave in case of illness arising out of pregnancy. The Labour Act also makes provision for dealing with sexual harassment in the workplace and provision of

skills training. Enactment of the Breast Feeding Regulations (Legislative Instrument 1667) in 2000 was to provide women with an opportunity to ensure that babies received the required nutrients from their mother from birth up until 6 months.

2.4 National Machinery on Women

Until 2001, the NCWD was the government body responsible for the advancement of women. Its main task was to support government-wide mainstreaming of women's equality issues. The national machinery worked in collaboration with a wide range of donors including Danida, Non-Governmental Organisations (NGOs), Civil Society Organisations (CSOs) and professional bodies. The key objective of the NCWD was, among others, to promote the issues and interests of women. The NCWD was placed at a high level within the office of the President, with linkages to relevant ministries, sectors and agencies to enable it play an active and catalytic role in facilitating cooperation between all agencies of government, NGOs and CSOs.

This national machinery structure has, since 7 January 2001, been elevated to a full ministry with a Minister of State with cabinet status. The Ministry of Women and Children's Affairs (MOWAC) was established and given legal backing by Executive Instrument (EI 18) of 26th October 2001. MOWAC is responsible for ensuring that Ghana fulfils its obligations under the various regional and international protocols and conventions, to which the country adheres. It has responsibility for monitoring and evaluating gender and children's concerns. The official mandate of the ministry is to initiate policies that promote gender mainstreaming across all sectors of the economy leading to the protection of rights of women and children.

The overall policy framework is to "mainstream gender concerns in the national development process in order to improve the social, legal/civic, political, economic and cultural conditions of its people particularly women and children"². The Ministry of Women and Children's Affairs (MOWAC) has two main departments; one responsible for women's affairs (NCWD) and the other for children – the National Commission on Children (NCC). The ministry performs the policymaking, planning and coordination functions and the NCWD and NCC departments implement the policies, plans and programmes advancing women's and children's issues. Within its broad framework the Ministry's function is to:

- prepare a National Development Policy Framework for women and children with all relevant policy guidelines;
- prepare development plans and programmes for women and children in which all the desired objectives and functions of the Ministry are programmed for implementation;
- ensure, through continuous monitoring and evaluation of the implementation process, that development programmes for women and children are effectively implemented, making sure that stipulated objectives are fulfilled.

2.4.1 MOWAC's Strategic Implementation Plan (2005-2008)

The goal of the three-year strategic plan is to achieve the status of decentralized national machinery with the capacity to reform policies, initiate programmes and collaborate with stakeholders to advance the status of women and children. The plan has four strategic objectives identified to guide MOWAC in the formulation of programmes of action for the three-year period. These are:

² National Gender and Children's Policy, MOWAC, Page 7

- National Regional and District institutions established and strengthened to support the implementation of the Ministry's Mandate;
- formulation, reform implementation and monitoring of policies and legislation affecting women and children;
- initiation and implementation of sustainable programmes that improve the social, economic and political status of women and children;
- development and strengthening of strategic partnerships with public, private, Civil Society stakeholders and development partners.

The implementation of the plan has been greatly challenged despite some modest achievements. Critically, ensuring that national, sector and district annual allocation frameworks (budgets) adequately address gender equality and women's empowerment issues still lags behind, and decision-makers, especially at district levels, are yet to demonstrate commitment towards gender mainstreaming as a core part of their development agenda. Lack of financial and human resource is also a major challenge to the sector ministry and this has made it difficult for especially district level institutions to be established and strengthened. Socio-cultural beliefs and practices also still perpetuate gender inequality and continue to subtly dictate the extent of prioritisation of gender and development issues at all levels.

Generally, enhancing an effective and stronger coalition with all stakeholders to accelerate gender equality and women's empowerment in line with the policy is also a major challenge. Regardless of these challenges, in its 2007 programme brochure the MOWAC officially details some achievements made on the implementation of its strategic plan³: These are:

- Micro-credit extended to women engaged in economic activities with a view of reducing their poverty levels and vulnerability;
- Over 17,000 women trained in the informal sector on financial management skills;
- Mothers of trafficked children supported with micro-credit to carry out small skills business to support their families;
- Women durbars organised at regional and district levels to disseminate information on government policies and their potential impacts on women and to receive feedbacks for possible policy review.
- Sensitisation programmes carried out to create health awareness for women (Reproductive Health and Rights Issues, Family Planning and Safe Motherhood);
- Collaboration ensured with relevant government agencies to implement policies on free pre-natal and delivery services for women;
- Registration facilitated of more than 1,000 street girls (*Kayayie*) under the National Health Insurance Scheme;
- Consultative process towards the passage of Property Right of Spouses Bill initiated.
- Policy inputs provided into women and children's concerns for incorporation into national and sector plans e.g. Energy Sector Policy, Land Administration Policy and the Social Protection Strategy Policy.

³ MOWAC, UNDP, UNFPA, Gender Equality and Women's Empowerment in Ghana, 15th June 2007,

- Public sensitised, especially women and vulnerable groups on HIV/AIDS.
- Effective Gender M&E Framework developed to track progress and evaluate outcomes and impacts of gender-related programmes and projects.

2.4.2 Women and Gender Policy Framework

2.4.2.1 Mainstreaming gender in programme activities

From the 1970s until the mid-1990s Ghana's Policy related more to the Women in Development (WID) policy paradigm in respect both of the government and also of international donor organisations. The WID was placed within the ongoing structural adjustment programmes (SAP) and the Programme of Action to Mitigate the Social Costs of Adjustment (PAMSCAD) by focusing on activities on women mainly geared towards increasing women's economic and domestic productivity, this being done through promotion of micro-credits and income-generation activities for women by the government machinery, the National Council on Women and Development (NCWD) and also NGOs. Key among these local NGOs was the 31st December Women's Movement led by the wife of the ex-President which, in the period from 1984 until late 1999, dominated women's rights promotion in Ghana through promotion of income-generation activities and micro-credit for women. The many NGOs founded in the 1980s and 1990s did not counterbalance these policies either but instead, with the support of international donors, complemented the WID measures by negotiating and disseminating income-generating projects at community level. Only in the last decade has a political approach to promotion, namely the **empowerment and rights-based approach** become established within NGOs and community-based organisations (CBOs) working with groups including women's groups at grassroots level. The current approach being used is both WID and Gender and Development (GAD). This was particularly in response to the Beijing Platform for Action which the government put in place to address gender issues in line with the twelve critical areas which cover certain actions and interventions to create an enabling environment for the advancement of women. The NCWD spearheaded the drafting and submission of a proposal for Affirmative Action and Gender mainstreaming to the office of the President. This resulted in policy guidelines on gender equality, and on rights of and opportunities for women in Ghana. It set the pace for the establishment of a more clear-cut administrative framework for handling women's affairs by setting up Women's Desks and Gender Desk Officers (GDOs) in all Ministries, Departments and Agencies (MDAs). Their role is to ensure that prompt action is taken on issues concerning women.

In order to integrate a gender perspective in legislation, public policies, programmes and projects to promote and ensure gender equality and equity, the national machinery has been working with members of legislative bodies, academia and NGOs to review some aspects of the country's laws inimical to women's advancement, and carried out specific research studies. Some of the studies carried out on critical areas in policy formulation include women in agriculture, health, education and women in public life.

Generation of gender-disaggregated data and information for planning has been quite weak but with support from some CSOs, NCWD has been able to incorporate gender concerns in a Monitoring and Evaluation tool for the Ghana Poverty Reduction Strategy (GPRS). In the GPRS document, on the economic front women are seen generally as suffering from poverty as a result of certain cultural practices which prevent them from taking full advantage of opportunities available to them. One such issue is that many Ghanaian women cannot own or control land. They also have limited rights and protection under the law, have less access to credit and do not have the skills that will help them earn more

money from their activities. To this end, the government has proposed some measures to help women. These include:

- helping successful women entrepreneurs to expand their activities;
- making it possible for women, especially those in the agricultural sector to get better production, processing, marketing and management skills; *and*
- reducing or removing obstacles that impede the ability of women and girls to make full use of their abilities and skills; thus making it easier for women to acquire more credit, land and simple technologies.

MOWAC has established the Women's Development Fund and has been assisting women with credit. It has also been involved in public education on issues affecting women and encouraging women to take up political positions, among other activities. Another important aspect of its work has been the development of structures for the effective implementation of its programmes.

The NCWD formulated Ghana's action plan in consultation with NGOs, identifying priority areas and setting time-bound targets for monitoring and allocating resources for implementation.

Research studies on, among other things, women in public life, education, nature and incidence of violence against women and child labour survey, have resulted in:

- attempts to promote and encourage women to higher public positions including membership of boards;
- establishment of a Girls' Education Unit headed by the Minister for Girl Child Education;
- collaboration with NBSSI, EMPRETEC among others in enhancing women entrepreneurial skills;
- establishment of the Girls Education Unit headed by the Minister for Girl Child Education;
- establishment of the Women and Juvenile Unit (WAJU), now Domestic Violence and Victim Support Unit (DOVVSU), under the Police Service in all regions;
- a Report on the need to restructure Police Service training to incorporate gender concerns submitted to the Inspector General of Police;
- a Domestic Violence law passed in March 2007;
- putting in place of the Children's Act.

Other gains include putting in place a Parliamentary Committee on Gender and children; moreover drafting of sector specific gender policies and strategies for MDAs is ongoing. For instance the Ministry of Health and the Ghana Health Service have drafted a health sector gender policy, while the Ministry of Agriculture developed and published its Agricultural Development Gender Strategy in 2001.

2.4.2.2 Mainstreaming gender at the District level

There have been a lot of attempts in recent times to ensure that gender mainstreaming is undertaken at all levels of local government. Under the decentralized governance system established by the Ghana Local Government Act, the District Planning and Coordinating Unit (DPCU) plays a central role in ensuring the integration of gender consideration in the preparation of all planning processes including the District Medium Term Development

Plans (DMTDP) and annual action plans. For the MTDPs it is recommended that specific steps are taken in their preparation to ensure that gender is mainstreamed.⁴

Public Hearings are to be held with primary (direct and indirect) and secondary stakeholders including women and the vulnerable. Secondly performance review of the GPRS is to be done identifying how gender has been incorporated in each of the thematic priority areas including the target beneficiaries, the relevance of initiatives and the appropriateness of the design of programmes and projects to meet needs of both men and women. The compilation of the district profile must be compiled disaggregated by sex and gender roles. Again it is expected that development issues would be harmonised with the GPRS II strategy and that implies that gender has been incorporated into the GPRS II themes. Crucial to all the above is the need to prioritize all identified issues to be addressed giving account to the different needs of men and women.

It is hoped that the integration of gender considerations into all phases of the district MTDP would lead to the development of gender-sensitive policies that would prove more effective in achieving expected results than gender-blind policies. It is evident that very limited auditing has been undertaken so far to evaluate and or review the extent to which gender considerations have been mainstreamed into the DTDP by stakeholders and partners including Danida and other donors.

2.5 Danida's sectoral policies

Poverty reduction is the overriding objective of Danish development policy. Danish development assistance is aimed at helping the poor by investing in human development and promoting sustainable development through poverty-oriented economic growth. Continued progress in democratisation is also continually supported by Denmark. Women's participation, the environment and human rights are important cross-cutting issues for Danish development assistance. A fundamental principle is delivery of effective and efficient assistance through strategic results-oriented interventions – mainly by way of sector support.

In the late 1980s Danida published its first plan of action for development assistance to women. The policy was a two-pronged strategy: first, to provide women with access to opportunities and resources, and second, and more for the long-term, to remove structural constraints that prevent women from participating at all levels of society on equal terms; that is to say, bridging the gender gap and providing women with decisive influence on the development agenda and on the political process in general. Denmark also took part in the global shift of strategy from WID to GAD. However, support for gender still remains a combination of WID and GAD mainly because, as clearly noted, women's projects or separate women's components tend to have a limited impact on the position of women, and indeed on the development process itself, whereas gender mainstreaming is a more holistic approach which considers the impact of a given activity on both men and women.⁵ The plan went through a number of changes until 2004 when a new gender strategy the **Gender Equality in Danish Development Cooperation**. The new strategy for gender equality between women and men in Danish development cooperation was drawn up on the basis of the Government's priorities for development assistance for the 2004-2008 period. To achieve the maximum impact on poverty reduction, these priorities focus on Denmark's activities to meet the following five central challenges: human rights, democratisation and good governance, stability, security and combating terrorism; refugees; relief work and areas of origin; the environment; and social and economic development The vision is a

⁴ National Development Planning Commission (NDPC), 2006

⁵ International Gender Conference 1999, Gender Equity in Development: From a Donors Perspective by Charlotte Kanstrup, Royal Danish Embassy, Accra.

development policy that places people – women as well as men – at the centre. The aim is to promote a society capable of advancing human dignity and freedom of the individual, subject to accountability for his or her actions. The strategy sets out the overall target for gender-sensitive development assistance, and indicators need to be designed to measure progress to this end. The objective of the strategy is to contribute to the promotion of:

- equal rights (political, civil, economic, social, including sexual and reproductive as well as cultural rights) for women and men;
- equal access to and control over resources for women and men;
- equal opportunities to achieve political and economic influence for women and men.

The Danida Gender Equality Strategy defines Gender Equality as follows:

- equality under the law - that is equal rights for women and men in civil, political, economic, social and cultural rights;
- equality of opportunity - that is equal access to and control of resources for women and men;
- equality in terms of political and economic influence - that is the ability to influence and contribute to development processes and participate in decision-making processes for women and men.

These three definitions constitute the three main objectives around which the Danida Strategy is articulated. The three objectives are implemented through a two-pronged approach and methodology as follows:

Mainstreaming: this includes men's and women's wishes, needs and experience in the design, implementation, monitoring and evaluation of policies and efforts. At all levels, an assessment of men's and women's rights, access to resources and decision-making can provide guidance for mainstreaming efforts.

Special interventions: that is, efforts aimed at creating fundamental structural changes in institutions, policies, legislation and allocation of resources to promote gender equality between men and women, and based on the specific needs in the individual country, policy area or organisation.

"Gender equality work at sector level can be used to identify the need for amending legislation, for institutional reform, the need for greater prioritisation of gender equality in PRS, and the need for increasing the allocation of resources to interventions promoting gender equality in national budgets. At sector level it will also be possible to provide assistance for innovative projects contributing to the promotion of the rights of small groups of women and their access to and control of resources and/or influence. Such pilot projects will in part contribute to the empowerment of small groups of women and, in addition, could form a foundation for policy changes, and could be scaled up to cover improvements for the sector as a whole"⁶.

Danida is aiming at integrating gender equality into all sector programmes, that is the **gender mainstreaming** approach, as well as targeting **specific interventions** needed to improve gender equality through legislative reforms. The evaluation attempts to examine both within the evaluation period. In Ghana, under the embassy's local grant authority Danida has supported different aspects of women and gender and development projects between 1994 and 2006. Danida established strong and consistent collaboration with many local NGOs working with different aspects of gender and development.

⁶ Danida: Gender Equality in Danish Development Cooperation. Strategy, 2004, p.18.

The shift in Danish Development aid to Ghana from project-based development to sector programme support provided new opportunities for mainstreaming gender. Mainstreaming gender in the sector support programmes required development of tools and methods. It is clear that in the development of sector support programmes gender analysis need to be conducted, gender-specific indicators developed and gender-specific data collected. Based on this, tools and strategies for gender mainstreaming are to be adopted in each sector. Extensive and local gender training programmes have to be carried out and staff from the implementing partners including MDAs, NGOs and Civil Society need to be provided with gender plans and guides to serve as a checklist for gender sensitivity in the implementation of sector support.

Apart from programming, annual consultations between Ghana and Denmark aim to provide entry-points for gender mainstreaming through dialogue in which gender issues are raised for discussion. Among key issues to be focused on are gender issues in the areas of women's human rights, and partner countries' compliance with and reporting on international conventions.

3 Programme narratives 1990-1998

3.1 Description of major programmes and projects

Danida's support for gender equity and women's issues during this period was categorised under the local authority grants for minor projects. These were based on demand-driven proposals from local, non-profit, non-government and Civil Society organisations (NGOs, CBOs, associations, independent research institutes, foundations, etc.) registered in Ghana. Support was also given to government sector ministries, departments and agencies, and educational institutions, to undertake specific projects focusing on gender equity and women's issues. Generally the local grants supported such activities as women and gender issues, culture, human rights and HIV/AIDS with the main focus on poverty reduction and also on innovation. The programmes and projects supported under women and gender within this period can be categorised in five main key areas, although these are not clearly indicated in the documents reviewed. They include the following:

1. women's human rights,
2. poverty reduction, integrated and income-generation activities,
3. research and advocacy on women's issues,
4. capacity-building and training, and
5. support for activities of women's groups and associations

3.1.1 Women's human rights protection and promotion

Specific examples of this form of support were the projects on Trokosi and Sexual Defilement of girls. With Danida assistance, "International Needs Ghana", an NGO, was supported over a period of ten years conducting a campaign to free young girls and women from ritual servitude under the Trokosi System. The practice of *Trokosi* also known as *Fiashidi* is regarded as a means of averting the wrath of gods invoked in cases where an offence has been committed against a fetish priest or the gods. The requested sacrifice is a young virgin girl, usually between the ages of 6 and 8, given over to the shrine owner and put in the service of the presiding fetish priest. The girls' duties are to maintain the shrine, work the farms, cook and clean and also fulfil the sexual needs of the priest when and as requested. The sentence lasts anywhere from three years to life; in the latter case, on the death of the girl, the offending family is expected to replace her with another vestal

virgin.⁷ The Trokosi is described as very brutal⁸. The potential of the girls and women to live as healthy, productive members of the community is essentially negated by the conditions that they are made to endure in the shrines. According to the available reports on the practice, the priests who the girls are given to are not required or expected to provide for their needs. The families of the slaves are expected to furnish them with food and clothing, Trokosis are stigmatised in the community, and they are often left with no steady source of food and income. The girls and women work on the farms of the priests, but according to custom they are not necessarily made to enjoy any of the harvested food, often leading to malnourishment.

Against this background International Needs Ghana (ING), an NGO, launched a campaign against the practice and commenced its work on Trokosi in the early 1990s. According to available reports Danida funding for the ING in 1994 was officially the first they ever received for their work on Trokosis. Under the *Modernisation of the Trokosis Projects* Danida first provided support for implementation of the project from 1994 to 1996, a total of DKK 456,000 being provided over two years. In 1996 an amount of DKK 2.500.000 was again provided for a further two years and in 1998 a further DKK 1.253.818 was committed to the liberation of the Trokosis (project duration until 2001). Altogether, Danida committed a total of MDKK 4.95. to ING for implementation of the Trokosi projects.⁹

The projects supported awareness campaigns, education and advocacy against the Trokosi system. It also sought to provide support, rehabilitation and counselling to the liberated Trokosi girls and women. Specifically the objectives of the projects were to the following: to advocate for the criminalisation of the Trokosi practice; to lobby with shrine operators and fetish priests to free the Trokosis; to support liberated Trokosi women and girls; to provide psychosocial and emotional counseling for liberated Trokosi women; to provide for funds for the rehabilitation of liberated Trokosi women; to provide vocational training for Trokosi women; and to provide micro-credit support for liberated Trokosis.

According to Danida and ING project reports the project support was successful insofar as it:

- prompted national discussions especially on the negative consequences of the Trokosi practice on their victims;
- advocated for criminalisation of the Trokosi practice;
- supported the liberation of thousands of Trokosi women, girls and families from bondage;
- provided psychosocial and emotional counselling for liberated Trokosi women;
- provided funds for rehabilitation of liberated Trokosi women;
- supported the ING vocational institute at Adidome;
- provided vocational training for Trokosi women;
- provided micro-credit support for liberated Trokosis and ensured their introduction to alternative livelihood and income generating activities.

⁷ Kufogbe S and Gbedemah F.(2003) International Needs Ghana, The Trokosi Practice in Ghana: An annotated bibliography. Pg12

⁸ Dr. Emile Short, Former Executive Director of CHRAJ, Ghana in an official statement on the Trokosi Practice, 1999.

⁹ Ghana_gender_104.11-5, Ghana_gender_104.46

The foregoing resulted in the freeing and rehabilitation of over 2,000 girls who had been sent to shrines in 'reparation' for sins purported to have been committed by other family members, usually men. The campaign has also been active in lobbying government and parliament, which resulted in a ban on the Trokosi system in 1998.

Another major support by Danida in relation to the protection of girl's and women's human rights is the Sexual Defilement of girls. The project was described as innovative and created awareness of the problem of sexual defilement among girls. The project was undertaken by Higher Ground Foundation, an NGO. Danida committed an amount of DKK 2,360,204 to this project. The timing of the project is reported to have opened up national discussion of the issue which was considered taboo and shunned by many including the media. The project engaged the public and policy makers in dialogue and the project evaluation rated its implementation as satisfactory.

3.1.2 Women's poverty reduction and economic empowerment

In Ghana poverty is reported to have a gender dimension, namely that women experience greater poverty, heavier time burdens, lower rates of utilisation of productive resources and lower literacy rates. In the poorer rural communities women head more than half of the households and a very limited number of women can read and write. Through support for micro-credit and income-generation activities and under various rural poverty alleviation programmes, Danida, in partnership with non-governmental organisations (NGOs) such as Friends of the Earth (FoE), Management Aid (MAID), and Africa 2000 Network (A2N), supported a large number of rural women's groups from poverty-stricken areas.

The main objectives of the Danida-supported poverty reduction and integrated income-generation projects were:

- to provide income-generation activities for women, men and youth;
- to build capacity and offer training for women in enterprise development and business management;
- to provide inputs including agricultural inputs for especially women, men and youth;
- to provide social services and infrastructure for poor communities including water facilities and irrigation ponds;
- to provide training and education on sustainable agriculture and agro-forestry;
- to provide basic equipment and training in food processing and marketing including shea butter processing; *and*
- to support publicity and documentation of best practices in income-generation and micro-credit support for women.

The poverty reduction projects also focused on women's civic and human rights and promotion of women's roles in conflict resolution. Danida through these projects supported integrated projects that targeted communities in the three savannah regions of Ghana and also conflict-ripe zones of the northern, upper east and western regions. The project support combined the dual objective of addressing poverty using strategies of empowerment, conflict resolution, and collaborative community management.

The goal was sustainable income-earning potential and support for women's groups in undertaking various economic activities such as micro-credit schemes, farming, food processing (e.g. sheanut butter processing), snail rearing, mushroom production, and others. In addition to these activities the NGOs extended animation and public education pro-

grammes to inform community leaders and women about the rights and civic obligations of women, youth and the vulnerable.

It is estimated that the above programmes have reached over 10,000 women to date and the results have been impressive, as participating women have experienced considerable improvements in their income and general situation, for example enabling them to pay for medical fees and schooling as well as participating in public life¹⁰. As stated in an end-of-project evaluation report: "Considering the cultural backgrounds and beliefs of most of these communities, the project has gone a long way to ensure the reintegration/participation of the women into the civic and political lives of their communities"¹¹. It was intended to support both women's productive and strategic needs at community level.

3.1.3 Research, advocacy and networking

Danida support for research on gender and women's issues included primarily support for studies on violence against women and children in 1997. An amount of DKK 539,254 was provided to the Gender and Human Rights documentation centre in Accra to undertake a national study on violence against women and children. The research subsequently provoked advocacy on gender and domestic violence, and then dissemination of findings in the period 1998-1999 by the Gender NGO. According to available reports the result of the survey generated and stimulated a high level of public awareness on the subject including a discussion on the floor of the Parliament in 1998 of the growing incidence of domestic violence and the need for a national programme to address the problem.¹² This initiative spearheaded a national campaign of advocacy on the issue of violence against women and children, and it is understood that structured gender networking on the issue developed as a result.

3.1.4 Capacity-building and training in gender

The publication of a Gender Training source book for Ghana was a major capacity enhancement supported by Danida in 1998. The project was undertaken by the Institute for Statistical, Social, and Economic Research (ISSER) of the University of Ghana, Legon. The key objective was to compile, publish and circulate a gender training source book to upgrade the quality of gender training in Ghana, through a grounded and systematic approach reflecting the Ghanaian context. The project is described as one of the most focused and targeted attempts to provide a carefully written and researched training manual on gender.

It is also important to note that gender and women-specific interventions supported by Danida within this period had a focus on building capacity and also provided various training programmes. Different categories of project beneficiary were given training on key issues relating to gender and women's issues. These included training of grassroots organisations, including FBOs and CBOs, on agriculture / silviculture practices and income-generation; training of NGOs and support organisations in project management and gender mainstreaming; and training of individual project beneficiaries in business management. This was on a large scale since all the projects identified had some awareness creation and training components.

¹⁰ Charlotte Kanstrup, (2000) *Ambassenden Accra, Fund for Poverty Reduction and Promotion of Women's Rights*, 104.Ghana.46

¹¹ Friends of the Earth, *End of Project Evaluation Report to Danida*, 2001.

¹² *Ibid* pg.8, Ghana_gender_104

3.1.5 Focus on local women's NGOs and groups

Support for women's groups and NGOs seemed to have been a major feature, both small and better-known women- and gender-focused NGOs being supported throughout the country in undertaking innovative and groundbreaking projects targeting poor rural women. Organisations such as International Needs Ghana and MAID were projected into the lime-light with support from Danida to undertake projects on critical issues including Trokosis (girls' enslavement) and support for alleged witches. These activities brought into the lime-light issues which until then were considered to be traditionally cultural practices with negative consequence on women's rights.

In general, the objectives of the projects were as varied as the focus areas covered. For example the objectives of the street babies project was to run a baby care and school programme at three locations in Accra as well as a literacy programme for street mothers and children at one location. The project included, among other objectives, construction of physical structures and development of appropriate training and awareness-creation on the problem of sexual defilement among girls. The growing incidence of defilement of girls made this project and the period within which it was initiated of highly strategic importance for an issue traditionally considered taboo and shunned by many including the media. The project engaged the public and policy-makers in dialogue and managed to create a platform for a possible major initiative in the immediate future.

3.1.6 Coverage areas and budget

The projects supported by Danida for women and gender had national, regional, district and sometimes community focus. The district and community level projects normally targeted the very rural communities. There has been no documentary evidence as to why specific regions and districts were selected. Danida-supported gender projects generally covered the entire nation. It must be noted, however, that support for poverty reduction and integrated projects covered mainly four of the five regions categorised among the poorest which are: Northern, Upper West, Upper East and Volta Regions.

Four of the projects supported within this period were of national coverage: (1) development and publication of a gender training handbook (2) dissemination of the gender publication, (3) advocacy and networking on the Trokosi project, and (4) research into domestic violence, all of which included nationwide advocacy and dissemination programmes.

The following table provides a summary of the amounts of money committed to gender and women-specific projects.

Table 1: Summary of gender focused projects (1990-1998)

Project Title	Year	Duration (Years)	DKK
Støtte Lii. moderniser:Lng at Trokosi systemet	1994	2	456,000.00
Strengthening the protection of women's legal rights	1995	2	627,000.00
Modernisering af Trokosi-systemet	1996	2	2,500,000.00
Eyisam kvindecener	1996		694,908.00
Sustainable income earning promotion in rural communities	1996	1	2,069,025.00
Total 1994-1996			5,263,933.00
Sexual defilement of female children	1997	3	2,360,204.00
Integrated Support to the Nanumba and Yendi Districts of the Northern Region	1997	2	730,000.00
Integrated support to Nanumba and Yendi districts (focusing on youth and women)	1997	3	3,017,172.00
Sustainable income earning promotion in rural economies (Bridging Component)	1997	1	670,300.00
Street Babies Project	1997	2	1,797,549.35
Economic empowerment and capacity-building program for women's groups	1997	1	428,722.78
Total 1997			9,003,948.13
Støtte til reformering af Trokosi systemet	1998	0.5	1,253,818.00
Integrated support to Yendi Nanumba and other Communities II	1998	1	880,079.00
Integrated Support for the Rural Poor in the Northern Region III	1998	2	1,225,840.00
Study on violence against women and children	1998	2	539,254.50
Support for West Mamprusi Women Sheanut Extraction Groups	1998	1	196,048.85
Sustainable income earning promotion in rural economies (Bridging Component)	1998	1	1,220,000.00
Support for the publication of a "Gender Training Handbook"	1998	1	249,559.16
Farming Project for distressed women in the Hohoe District.	1998	3	398,849.00
Total 1998			5,963,448.51

Source: Gender_EAD_Ghana_104_1994-1998 Files

3.2 Assessment of relevance, efficiency, effectiveness, impact and sustainability – mainly based on existing documentation

This assessment is based on available documents. It should be noted that the supported gender and women-focused projects between 1990 and 1998 are coherent with the general Danida and Ghanaian objective of poverty reduction with focus on women's rights and gender equity. It is also in line with a special focus on the vulnerable including displaced women and girls, and can be summed up as below:

Table 2: Summary assessment of Danida support to Ghana during the period 1990-1998

Criterion	Assessment
Relevance	Danida support, targeting women and gender issues in the 1990-1998 period, was highly relevant especially in relation to the promotion and protection of women's human rights and also in addressing poverty through the provision of income-generation activities in rural communities. These activities were in line with the demands of the 1992 Constitution which included promotion of women's human rights and ensuring that all women and men are treated free. It was also directly in line with Danida's strategy of promoting the rights of women and addressing poverty reduction through support for income-generation activities.
Effectiveness	Danida-supported projects were effective insofar as Danida put in place measures to ensure that inadequacies in the organisational management structures were addressed through effective monitoring and auditing of activities undertaken. There are indications that all proposals were subjected to strict scrutiny as well as the capacity of the local NGO or government organisation to implement them.
Efficiency	Implementation of women and gender projects was judged efficient on average, where efficiency relates also to the capacity of the staff of the implementing organisations to manage the projects. There are indications of consistent training for staff of implementing partners through formal workshops and on-the-job training and this included training on the logframe. Some external training at academic institutions was sponsored by Danida, some including training outside Ghana.
Impact	All projects undertaken had initial high impacts in direct relation to their immediate objectives. The projects also met the direct and immediate needs of their target beneficiaries, especially the income-generation and micro-credit projects which provided immediate access to credit, inputs and social services. The human rights projects were also able to offer freedom to victims and to provide national advocacy and changes in the institutional and legal framework. The amendment of the criminal code to criminalise all acts of slavery and bondage of girls and women was a major impact and is linked direct to the work of the International Needs Ghana with Danida support.
Sustainability	Sustainability remained a major risk as it related to the ability of local partners to be able to extend the benefits of the Danida-supported projects beyond their duration. Support for women and human rights issues was highly sustainable inasmuch as its benefits are still being felt and promotion of the issue is still ongoing. However, support for income-generation activities has been very unsustainable as they ground to a halt at the end of the implementation period. Issues relating to sustainability of poverty reduction and micro-credits and maintenance of inputs were identified as a major challenge by local partners. All available end-of-project reports identified sustainability of projects as a challenge and this was related to the inability of the projects to extend their coverage to more beneficiaries, as well as reflecting NGOs' needs to seek alternative sources of support.
Cross-cutting Issues	Cross-cutting issues, especially issues of HIV/AIDs, received appreciable attention especially in the training included in poverty reduction programmes from 1997, in which HIV/AIDS received some national attention including institutionalisation of support through the National AIDS Commission. Other local NGOs supported by Danida took up HIV/AIDS sensitisation as sub-components of awareness-creation programmes for project beneficiaries.
Global gender Issues	Support for the projects was in line with CEDAW, the Beijing Platform for Action and also the African Charter on Human and Peoples rights. The 1995 Beijing Conference on Women which adopted the 12 critical areas of focus including women's human rights and action against violence against women and girls provided a new impetus for the implemented of these projects.

3.3 Lessons learnt

According to available project reports, reviews¹³ and the evaluation team's findings to date, the following main lessons can be drawn:

- Support for action against negative cultural practices such as the Trokosi requires, in addition to mere financial support, institutional as well as legislative changes initiated by intense lobbying and advocacy on women's rights issues. This can result in changes in policies and in amendment of a legal instrument, for instance the Ghanaian criminal code.
- Collaboration remains a key requirement for successful implementation of projects and the success of the women's human rights projects including the Trokosi and the domestic violence research depends on the involvement of key national governmental and Civil Society organisations.
- While the immediate objectives of the Danida-supported projects were achieved with appreciable degrees of success, it can be concluded that the support for income-generation and integrated poverty reduction projects need time, more resources and more expertise in their management in the interests of sustainability. Also, the assumption that smaller partners, especially rural-based women's groups, were going to grow as a result of partnerships proved too ambitious.
- Project components which dealt for example with development of nursery schools for babies and literacy skills for their mothers were identified not to have been that successful as the mothers were usually either too busy or tired. Interestingly, however, an unanticipated benefit of such programmes was that after the babies stayed at the schools, the mothers grew to accept the fact that it was important to continue with the child's education, after the initial support had been provided at the nursery schools. This had positive implications for young girls.
- Some of the inherent assumptions that the projects would sustain themselves beyond the duration were too ambitious and were therefore not achieved. Project activities virtually ground to a halt at the completion stage even though the human capacity and enthusiasm of the organisations may still have existed, The resources needed to meet the administrative and operational expenses required for a sustained operation were not normally guaranteed while at the same time it took time for some local NGOs to develop follow-up proposals and identify partners to support their activities.
- Poverty Reduction and Women's Empowerment projects with micro-credit components suffered low repayments, especially those implemented in the rural poor communities, and this hindered any attempt to revolve funds and upscale projects to cover other beneficiaries.
- Capacity enhancement in women's decision-making roles needed to be more consistently undertaken even though they were often stated to be part of the main objectives of the projects.
- The success of the gender projects depended to a large extent on the level of collaboration with other key players such as the traditional practitioners, Government, Civil Society Organisations and especially district assemblies. Lack of commitment to the promotion and protection of women and to gender issues among these key stakeholders was a major challenge.

¹³ Project Completion Reports, *Gender_EAD_Ghana_104_Files*

- Another important lesson was that the delicate nature and scale of gender equity and poverty issues requires integrated projects and interventions of a more sustained nature over a long period of time before significant changes in the lives of the target beneficiaries, especially women, can be expected to become evident.

All the above were endorsed by the evaluation mission following discussions with key stakeholders, representatives of the various organisations, and also some project beneficiaries using focus group discussions and individual interviews.

4 The programmes 1998-2008

4.1 Description of major programmes

The focus of Danish support for women from the 1998 was captured succinctly as: “The crosscutting considerations of women in development, the environment and human rights will be included in future sector programmes and in special activities. This will be achieved by developing indicators that, at both the planning stage and during project implementation, ensure focus on these aspects”¹⁴

In line with the above position, a special focus seemed to have been placed on support for critical gender and women-specific issues in Ghana which can be categorised as follows:

- research into women’s issues;
- advocacy and networking on women’s and girls’ issues;
- promotion of women’s human rights through actions against discrimination and violence against women and the vulnerable, including girls;
- poverty reduction and economic empowerment;
- capacity enhancement and training.

Dissemination of research findings on violence against women and children was among some of the key activities funded by Danida in 1999. It was in response to reports from the media indicating an increase in domestic violence on a daily basis. Spousal battering, incest, rape and defilement had occurred at times - and still do - and the need for special protection for the victims of domestic violence had - and still has - become urgent. In some instances, dangerous objects and chemicals such as acid had been used as tools for assault often resulting in deformities and occasionally deaths. This support was consistently followed up with training of the police service and later the judiciary in the handling of cases of violence against women subsequent to the formation of the Women and Juvenile Unit (WAJU), now renamed Domestic Violence and Victim Support Unit (DOVVSU), within the Police Service to handle cases of violence and abuse. Capacity enhancement and Training of Ghanaian Police and the judiciary on handling of domestic violence was thus a major project supported by Danida.

In line with the foregoing, Danida supported another NGO, the Gender Development Institute (GDI), in 1999 in spearheading gender networking activities in Ghana. Support for GDI activities promoted dialogue and conferences between and among local and international partners in the promotion of women’s issues. Some important components of the programme were the formation of School Gender Clubs in secondary schools throughout Ghana where boys and girls were sensitised to gender issues. It also sought to promote awareness of gender issues and relation issues among teachers and high school students.

¹⁴ Ghana strategy for Danish-Ghanaian Development Cooperation, 1998, page 25

Another component involved creation of a monthly forum for gender activists and groups to discuss topical issues on gender equity and development. The institute was also supported in its organisation of two international conferences on Gender and Development in 1999 following the 1997 -1998 networking activities.

The poverty reduction projects supported by Danida in the period 1999-2005 aimed to improve living conditions in rural communities and groups, especially women, and to support small projects with inputs, credit and technical assistance within the designated project area. They created a platform for exchange of information on production and marketing activities and also trained CBOs and other rural groups in project development and management.

4.2 Special grant for Poverty Reduction and Promotion of Women's Rights

In 2002 the embassy drew up a proposal for a special grant for Poverty Reduction and Promotion of Women's Rights and allocated funds of up to DKK 15m, specifically to the following categories:

- Women's Human Rights / Actions against Gender based violence / domestic violence
- Poverty reduction programmes for women food crop farmers and traders
- Gender-specific HIV/AIDS interventions
- Support to National Machinery

4.2.1.1 Women's Human Rights/Action against Gender based violence/domestic violence

Under the **poverty reduction and promotion of women's rights fund** Danida funded the African Women Lawyers Association (AWLA), a local NGO in Ghana. The goal of the project was to sensitise the public to the negative effects of domestic violence on women's lives and their equal participation in the development process. The project sought to address domestic violence by training the National Police Service (NPS) and the Judiciary in the handling of victims and perpetrators of domestic violence. It provided a comprehensive national training programme for police personnel on domestic violence, especially for officers of the newly created women and juvenile unit (WAJU) of the police service, now called the Domestic Violence and Victims Support Unit (DOVVSU).

The specific objectives of the project were to educate the police on the various physical, economic and psycho-social dimensions of dealing with victims of domestic violence. This was due to the magnitude of the problem of domestic violence in the country revealed during a nationwide study on the issue, also funded by Danida. It was documented that gender-based violence is widespread but it is often perceived as a "private problem" or a "non-issue", a mindset which also prevailed among the police. Against this backdrop, the project targeted representatives from the police, the Attorney General's Department and the Judiciary. The project aimed to build up their capacity and change the cultural mindset using a comprehensive strategy which "addresses certain imbalances and lacuna in our gender justice system in order to effectively improve the situation of the handling of domestic violence issues in the country"¹⁵.

¹⁵ Special Supplementary on Domestic Violence by AWLA, Daily Graphic Thursday November 28, 2002, page 11

The project designed training for the police who are the first points of call when domestic violence occurs, in order to enable them to exercise due diligence in preventing, investigating and prosecuting acts of violence perpetrated against women. It was also intended to strengthen the capacity of police stations to deal more effectively with complaints of violence against women and at the same time contribute to fulfilment of the solemn government commitment to take integrated measures to eliminate violence against women. The measures included the following:

- training and sensitisation of all facets of the Ghana Police Service with laws on domestic violence;
- training and equipping a nucleus of police officers to conduct "training of trainers" programmes on a sustained basis;
- facilitating easy access by every police officer in the country to the laws relating to domestic violence;
- sensitisation of the Judiciary to gender-related issues;
- improving the triangular relationship between the police, the Attorney General's Department and the judiciary so as to enhance protection of women and children from violence within their homes;
- equipping crime officers with effective practical strategies for dealing with complaints of violence against women.

It was hoped that these programmes would enable victims of domestic violence to have access to just and effective remedies and be able to report cases in a safe and confidential environment in the long run.

4.2.1.2 Poverty reduction programmes for women in the Northern Regions

Based on a proposal by a Network for Poverty Reduction and Women's Advancement (NPRWA) made up of three NGOs (Africa 2000 Network, Management AID, and Friends of the Earth) Danida, provided support for implementation of a women's economic empowerment and poverty reduction project in districts in the Northern Region. Danida committed a total of DKK6.4m to the project¹⁶. The main development goal of the project was to promote poverty reduction and improvement of women's situation in the Northern Regions of Ghana through economic empowerment while contributing to conflict resolution in the area. The project had the goal of promoting economic activities and political participation of rural women and youth. The target groups were mostly women even though some provision was made for a very limited number of men and youth groups. The project reports indicate that the use of integrated approaches to poverty reduction was intended to help build economic and social development activities for sustainable development in the proposed project areas.

The main components of the projects were provision of credit schemes, agriculturally based inputs and basic social services. Under the programme the participating organisations were reported to have utilised seven strategies in support of women, namely support for income-generating activities, capacity-building and training, provision of inputs, provision of social services, publicity and documentation, and conflict resolution. Project beneficiaries were provided with income-generating activities such as crop production and agro-processing, the capacity-building and training included management and leadership skills focusing on women's role.

¹⁶ Danish Embassy Accra, Proposal on poverty reduction and gender equality in Ghana, ANNEX A, page 7

Each of the three NGOs focused on 5 districts, thus covering a total of 15 districts in the Northern Region of Ghana. In line with the project strategy each NGO targeted 3,500 women per project area and worked directly with thousands of women and youth groups. Available reports indicate that outputs were met and over 10,000 women were supported by the projects.¹⁷ Infrastructural provisions included construction of resource training centres for women and youth, and food processing units. Specific components of the projects also included social service elements such as construction of water facilities and rehabilitation of irrigation ponds.

4.2.1.3 Gender-specific HIV/AIDS interventions

Society of Women Against AIDS in Africa (SWAA), an NGO working on HIV/AIDS, was supported by Danida in undertaking a project to promote the use of female condoms, again under the women's rights fund. Danida committed an amount of DKK1.5m to the project. The female condom was introduced in Ghana in 1998 as one of the measures to control the spread of HIV/AIDS, other sexually transmitted diseases and also as a family planning method. There also existed studies from other countries on how the female condom had been accepted as a barrier method, like the male condom, effectively fulfilling the dual roles of preventing the spread of Sexually Transmitted Infections (STIs) including HIV and AIDS as well as preventing unwanted pregnancies.

The female condom was perceived under the project as a potentially powerful tool for providing sexually active women and their partners with an additional option. Like the male condom, the female condom in Ghana was a non-prescriptive over-the-counter product distributed in both clinical and non-clinical settings in the private and public sectors. The SWAA project distributed condoms in public and private outlets throughout the country and also through family planning clinics STD Clinics. The project targeted especially commercial sex workers, private hospitals and clinics and maternity homes. Some pharmacies and chemical sellers' outlets also participated in the project. Collaborating with women's groups, workplace programmes, community based distributors and other community outlets - for example hairdressers' shops - SWAA Ghana played a leading role in supporting women living with HIV/AIDS. Project implementers paid regular visits to the association for people living with HIV/AIDS (PLWHA) in Accra. They also offered counselling and briefing on health and nutritional care to PLWHAs.

The SWAA project used downstream strategies such as puppetry, drama and media training especially on the FM stations as well as direct negotiation with commercial sex workers. Project reports¹⁸ also indicate that SWAA worked in collaboration with the Ministry of Health and other partners in promoting the female condom on a large scale in Ghana with good results. SWAA members, various grassroots women groups and professional women were trained on use of the female Condom, STDs, HIV/AIDS, and in counselling, communication and negotiation skills.

4.2.1.4 Support to National Machinery: MOWAC

Danida provided major support under the women's rights fund to the Ministry of Women and Children's Affairs (MOWAC). The goal of the project was to strengthen the Ministry through capacity-building and specific technical support in key areas so as to enhance the Ministry's ability to effectively address gender inequalities and issues impacting negatively on women's and children's development in Ghana. The objectives were to support

¹⁷ Danida Women's Rights Project, Reports, Project No. 104 Gha 46, Danish Embassy

¹⁸ Project No 104 Gha 46

MOWAC in its start-up phase in the key areas of technical assistance for drawing up and implementing effective gender and children-related policies and for building up relevant internal capacity, whilst providing necessary logistical support for MOWAC to enable it to fulfil its mandate efficiently.

The project sponsored and facilitated a meeting on the Early Childhood Care Development (ECCD) Policy, which contributed to overall development of the policy. It also began the process of developing the second Ghana National Plan of Action (GNPA) for Women, which is a global United Nations requirement of all governments. However, this could not be completed as the UN project ran out of funds in support of this initiative. In accordance with the project document, the Gender Advisor also examined the first Draft National Gender Policy and made comments for incorporation into the final policy document.

In addition, the Project was able to sponsor and facilitate development of a Monitoring and Evaluation Plan for the Ministry, for implementation of the GPRS. A seven-member team was set up to undertake this exercise comprising ministry and project staff. It reviewed the three GPRS documents along with other relevant poverty-related literature and produced a GPRS Review Report. The team also made recommendations for preparing subsequent editions of the document to take into account other Ministry concerns regarding Women and Children. It also produced a GPRS Monitoring and Evaluation Framework and Monitoring and Evaluation Plan. Three consultations were held with various stakeholders to discuss the framework and proposed plan to help them appreciate MOWAC concerns in implementation of the GPRS where the wellbeing of women and children were concerned. Technical assistance was also provided in the form of one gender advisor and one project accountant who managed the project for its duration. The project officers facilitated all activities carried out under the project. The gender advisor was later to be retained and is currently the Director of the women's department of the MOWAC. An external consultant was also engaged to review the Monitoring and Evaluation Plan developed by the GPRS Technical Team.

4.2.1.5 Other gender-specific projects 2005-2006

In July 2005 the Embassy approved an amount of DKK 2.49m for implementation of various activities related to women and youth empowerment by another NGO network. The Southern Youth and Women's Network (SOSYWEN) also received support from Danida for its work in the Volta Region of Ghana, also a deprived region. The project combined an integrated approach to poverty reduction, mainstreaming HIV/AIDS issues. The following objectives were intended:

- to empower youth and women economically through establishment of agro-processing centres;
- to build the capacities of the organisations through workshops and seminars;
- to encourage voluntary testing for HIV/AIDS through provision of PMCT and VCT centres at two district capitals;
- to provide early child education by putting up two pre-schools still in the two district capitals.

Project reports indicate that the project achieved its intended objectives and expected outputs. It has for instance succeeded in establishing four agro-processing centres in the two operating districts in the region (Kpandu and Hohoe) including the setting-up of oil and crop processing and mills. The project has also trained a total of 15 community groups made up of 500 women and 500 youth in various income-generation activities including agro-processing and textile production. The project collaborated with key stakeholders such as the Ministry of Health (MoH), the Ghana AIDS commission (GAC) and the District

assemblies (DA) of Kpandu and Hohoe, both in the Volta region of Ghana. A key output is the establishment of HIV/AIDS testing and counselling centres for the two communities to provide services to all nearby communities. The centres were located near the hospital and health centres of the communities for easy reference by the medical authorities. All the necessary equipment and infrastructure for the centres were provided under the project.

4.3 Budget 1999-2005 for women and gender-specific projects

Below is a summary of support for women and gender-specific projects under the local minor grants provision.

Table 3: Summary of support for women and gender-specific projects under the local minor grants (1999-2005)

Projects	Year	Duration (Y)	Amount
Sexual defilement of female children III	1999	1	517,864.00
Violence against women and children – national launch and dissemination programme II	1999	1	478,583.24
Gender Equity and Development	1999	1	421,510.00
Gender Networking and Advocacy	1999	2	1,686,314.00
Gender Networking and Advocacy	1999	2	1,750.93
Trokosi Modernisation Project	1999	1	878,224.00
Sustainable income earning promotion in rural economies (Bridging Component)	1999	1	292,273.07
Economic empowerment and capacity-building program for women's groups II (Consolidation and Expansion Project)	1999	2	554,943.96
Training for Police Service (WAJU)	1999	2	720,723.00
Domestic Violence Project	1999	2	815,100.12
Total 1999			6,367,287.32
Support to District Committees on Children	2000	1	353,408.45
Support to "Witches" Camp	2000	3	2,452,618.92
Total 2000			2,806,027.37
Gender Equity and Development	2001	1	516,993.99
Training for Police Service	2001	1	98,300.00
Total 2001			615,293.99
Womens Poverty Alleviation in Upper East	2002	2	2,724,828.00
Support for Women Rights and Empowerment	2003	2	1,593,105.00
Support to Youth and Women's Groups	2003	2	2,763,000.00
Total 2003			4,356,105.00
Frontrunner – Institutional capacity-building for Sosywen	2004	1	150,250.00
Economic empowerment and capacity-building for Women and Youth Volta Region Front runner	2005		2,492,447.00
Total 2004 and 2005			2,642,697.000

Source: *Gender_EAD_Ghana_104_1998-2006 files*

5 Sectoral Evaluation Questions

Whereas the previous chapter focuses mainly on a description of the gender-specific programmes, this chapter addresses one by one each of the gender-related Evaluation Questions and associated Judgement Criteria identified during the Inception Phase, and provides an overall assessment for each question, where possible related to the DAC criteria. These “sectoral questions” focus on core issues and are complemented by questions relating to cross-cutting issues. It should be noted that in this case the team considers “gender” as a “sector” or “theme” first, and second as a cross-cutting issue.

5.1 Question 1: To what extent is Danida support to gender linked to, aligned with and accountable in relation to Ghana’s policies and plans (or sector strategies), harmonised with other DPs, and predictable?

5.1.1 Relevance: Danida support refers to and is conceived in support of national development objectives and strategies

Women and gender issues are clearly identified as critical crosscutting issues in the GPRS. Particularly in the GPRS II issues relating to vulnerability and exclusion have been mainstreamed as policy guidelines. Under gender equality it is stated in the GPRS II: “The pursuit of gender equity is universally recognized as a basic prerequisite of good governance. Existing constitutional guarantees of fundamental rights and freedom provide legal backing for the protection of rights of all citizens, including women and children. However, Ghana is yet to attain the standards set by the international community as far as incorporating gender considerations into governance policies and programmes are concerned. A more daunting challenge in this regard is ensuring that these constitutional and legal provisions are practiced.”¹⁹

Danida support can therefore be closely linked to that of Ghanaian gender policies, and its support for gender-specific projects was clearly in line with the national policy of addressing gender inequity through direct targeting of women. Danida assistance had a high degree of relevance providing support to projects with the objectives to address gender needs in terms of access and control of resources and services especially by women. This included access to agricultural resources and inputs. Danida therefore provided additional support to projects which provided opportunities for empowering women, as well as men and youth, economically and socially. Danida support for gender during the entire period under consideration seems to have fallen within national gender objectives by for example providing support for local women, especially those in agriculture. Danida support to women-focused poverty reduction projects through the Network of NGOs (Africa 2000 Network, Friends of the Earth and Management AID) in the Northern Region, in the Upper East and West regions of Ghana was directly linked to this objective.

Another key objective in terms of gender in the GPRS is to reduce or remove barriers that negatively affect the ability of women and girls to make full use of their abilities and skills. These projects sought to provide micro-credit for women, thus making it easier for women to gain access to financial and input credit, land and simple technologies oriented to improved and diversified livelihoods.

5.1.2 Improved alignment of Danish assistance

Danida assistance for gender issues cannot be clearly seen to have been directly aligned with national priorities in terms of the documentary evidence available. The Ministry of Fi-

¹⁹ GPRS II Gender Equality, page 60

nance and Economic Planning does not have details of how much support has been provided for gender-specific interventions or through gender mainstreaming in sector support programmes. This is due to the fact that Danida support for gender / women's specific projects was often given under the local grants authority where there was direct contact between NGOs and the Danish Embassy for financing. Although general information of Danida support to Ghana was available there is no evidence of how support for gender specific projects and gender mainstreaming have been captured and disseminated to the Ministry of Finance and Economic Planning.

However, discussions with individual local beneficiary NGOs indicate that there has been some alignment as it relates especially to, although not limited to, the issue of "Strengthened capacity through co-ordinated support". Also, local NGOs supporting gender-specific projects agree that as a result of this support they have been able to put in place better systems for procurement and management which are prerequisites for continual support from Danida, and any failure to fall in line with requirements prompted queries from the embassy. Prudent management systems through regular auditing is said to have been a feature of support although it is difficult for local partners to define whether this is in line with Danish or Ghanaian systems. For some of the local NGOs who did receive continuous and consistent support from Danida between 1990 and 2006, there are indications that their capacity to manage Danish assistance had been strengthened, a prerequisite for further support. At least five of these local partners allude to the fact that the requirements made of them in ensuring efficient management of funds had helped strengthen their capacity to be able to manage further assistance from other donors.

Overall, during the first period no consideration was given to issues relating to alignment since support for gender-specific activities went to small NGOs and the agreements were between them and Danida with no linkages to the Ministry of Finance. Neither was such support coordinated or monitored by the sector ministry, department or agencies.

As for some other major aspects of alignment the following can be said:

- Only projects supported for the sector ministries (MOWAC) in 2003 to some limited extent followed the Ghanaian procurement system as project outputs permitted. The public financial management system used related to the regulations laid down for MDAs. This generally applied to the projects. All expenditures made needed to be approved both by the sector minister as well as by the project implementation unit. This support however was not in anyway captured or reported in the national budget.
- As for the issue of predictability, according to the discussions held, funding support for gender and women-specific projects was released on time and according to agreed schedules and this ensured effective planning and discharge of project activities. These disbursements however did not relate in any way to those made according to the GPRS sector and MTEF.
- Danida support in capacity development was not properly co-ordinated although it was consistent to a large extent with national policies including Vision 2020 and the GPRS I and II
- The assistance to local NGOs did not strictly follow Ghana's procurement systems but is said to have followed guidelines and procedures agreed between Danida and the NGOs. Undoubtedly the capacity of the NGOs consistently supported by Danish Assistance was strengthened as they were able to manage higher amounts of support than they initially received.
- Support for gender-specific projects was seen to have been based on financial management systems agreed between the implementing partners and Danida, but

which seemed to have been aligned more with Danida aid guidelines than with Ghana's financial management systems. Prudent accounting and auditing measures were implemented, based on agreement with Danida. Periodic evaluations and audits were undertaken including the use of external auditors paid by Danida.

5.1.3 Harmonisation

All donor institutions and international NGOs have provision within their organisational policies to support the promotion of gender equality or women's rights considerations in one way or the other. Budgets and, in some cases, technical expertise are made available for promoting gender equality in line with national policies and strategies. Donor support had been random and oriented to individual organisations. However recent donor interventions (2002-2006) have been combined with enhanced networking efforts. At national level the Multi-Donor Budget Support (MDBS) has been a major result of such collaboration. In the area of gender, the Gender Equality Support Team (GEST) has emerged as a major partnership effort to ensure harmonisation but the Group does not use common arrangements or procedures, nor is there any attempt at shared analysis.

Aside the GEST Group, a new Joint Assistance Strategy (JAS) has been developed and will be implemented by DFID Ghana in partnership with the World Bank, the EC, the Canadians and Germans. The JAS is based on supporting GoG's GPRSII. DFID is trying in this vein to ensure, along with the CIDA and the other Development Partners (DPs), that the JAS has adequate gender analysis and explicitly recognizes the need for DPs to support GoG fulfill its gender equality and women's empowerment commitments (CEDAW, Solemn Declaration, 2004). MOWAC is acting as co-chair of the group aiming at bringing to bear critical national issues needing attention and support from development partners.

5.1.4 Conclusions

Danida support for gender-specific interventions has been highly relevant to national gender priorities. Support for gender mainstreaming has not necessarily been aligned with the national budget since the support is not in any way detailed within the overall support for the sector by the Ministry of Finance. In terms of harmonisation, there has been a very low degree of harmonisation with other development partners supporting gender mainstreaming.

5.2 Question 2: How appropriate was the choice of regions of Danish assistance to the sector?

5.2.1 Quality and comprehensiveness of choice of regions and sectors

Support for gender has been strategic in terms of the appropriateness of choice of regions and sectors. Although there is no documented evidence of how this came about, the support for gender during the periods 1990s – 1998 and 1999 -2005 seems to have comprehensively covered the Northern, Upper East and Volta Regions, complemented by wider national level coverage. Support for women's human rights projects has been at national level, whilst support for specific NGOs has been demand-driven. In Ghana, the percentage of particularly poor women is high in Northern, Upper East and Volta Regions where the poverty reduction programmes were undertaken, in comparison with other regions. Support for national programmes, including those on domestic violence, is highly appropriate since the issue required a more national than regional focus. This included national research, advocacy and capacity enhancement throughout the entire country. Under support to IBIS 78 NGOs and CBOs have received support covering over 78 districts, that is over

60% of the total number of districts in Ghana, which is considerable coverage. Each of the CBOs is undertaking activities covering basic and civil rights of the vulnerable, a large proportion of whom are women.

5.2.2 Consideration of up-scaling potential

Although some of the Danida-supported projects had the potential for up-scaling to regional level there were no indications of this having been considered. Such projects include support for poverty reduction and HIV/AIDS projects, or training and sensitisation of the police and judiciary in addressing gender-based violence. It is difficult to say that consideration was not given to scaling-up since projects were supported on the basis of proposals presented. Interestingly there is an example of consideration having been given to support for the poverty reduction for women and youth in the Volta Region. The project seems to have been fashioned in accordance with those implemented in the Northern part of Ghana. The project was also initiated and implemented by a group of Networks known as such by the Southern Youth and Women's Network (SOSYWEN). One of the members of the network was Friends of the Earth which has long experience of implementing projects for the poor, especially women in the Northern Region. Prior to implementation of the poverty reduction projects in the North, individual members of the network had implemented similar projects covering smaller communities and beneficiaries before up-scaling to cover an entire region under a network of which the members included an organisation (Friends of the Earth) which previously implemented a poverty reduction project in Northern Ghana with similar support from Danida.

5.2.3 Conclusions

Danida's choice of regions and sectors for support for gender-specific projects has been strategic, well targeted and directly related to regional as well as national foci. Choice has been directly in relation to the needs and priorities of the regions and sectors selected. Project support in terms of gender has been in line with women's human rights protection, a national priority, and support for women's economic empowerment which was much needed for women in the poorest regions including Northern, Upper East and West Regions.

5.3 Question 3: To what extent did Danida support for gender-specific interventions contribute to gender equity and equality and gender mainstreaming in Ghana in line with the poverty reduction strategies?

5.3.1 Enhanced capacity of civil society and women's organisations in addressing critical gender issues

As a result of Danida's support to Civil Society and women's organisations in Ghana, critical issues relating to women's human rights promotion and protection were adequately addressed by the NGOs, Civil Society Organisations and women's organisations supported. NGOs such as International Needs Ghana (ING), AWLA, Africa 2000 Network, Management AID were enabled to undertake innovative and well-targeted interventions which have received national and even international commendation for their promotion of women's human rights and support for promulgation of laws and amendment of criminal codes currently orienting redress of these issues nationally.

Danida support in 2000 to Management AID, a local NGO, in support of women in the Tindang Witches Camp in the North, achieved remarkable success. The Camp has a priest and 1,200 people of whom 90% are women alleged to be witches. The local NGO provided water facilities, toilets, blankets, renovation work for houses and micro-credit for ag-

riculture. This has led to more people from surrounding villages settling in the camp to gain access to the provided infrastructure, thereby breaking down stigmatisation of and discrimination against the alleged witches. Support enabling the camp to undertake agricultural activities greatly improved food security, and partnership with the camp continued with ongoing projects even after the end of Danida's support.

This support was critical, as Ghana has specific obligations as a member of the UN General Assembly and as a party to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the UN Convention on the Rights of the Child, and the African Charter on Human and Peoples Rights, to take affirmative action to protect women and children from violence. Article 12 of the 1992 Constitution specifies protection of the fundamental human rights of all persons, irrespective of gender, by all organs of the State. Article 17 goes further, in specifically prohibiting discrimination on grounds of gender.

5.3.1.1 International Needs Ghana and the work on the Trokosi practice

Danida's support was the first major external assistance for promoting national redress of enslavement of girls. Danida's support to the local NGO International Needs Ghana greatly enhanced its ability to undertake the national project addressing the Trokosi practice from 1994 to 2002. This support has been identified as one of the most highly successful contributions to gender equity and equality in Ghana. The Trokosi-Woryokwe practice is a religious and cultural practice in the Ewe and Dangme areas of South Eastern Ghana. Prior to the Danida support its practice is alleged to have been shrouded in secrecy and victims and practitioners lived in fear of the gods if information about the practice was divulged to strangers. Through the work of International Needs Ghana the practice aroused public indignation over the ritual restrictions and abuses.²⁰ The Danida support built up the capacity of International Needs Ghana and enabled it to:

1. research the extent of Trokosi practice in Ghana and provide recommendations for opposing the practice;
2. create public awareness of the Trokosi systems and of the extent of ritual servitude of victims;
3. pursue advocacy for the release of the Trokosis;
4. organise national educational campaigns, meetings and conferences on the issue;
5. begin a process of negotiating with shrine priests for release of the Trokosis;
6. provide rehabilitation for freed Trokosis through psycho-social counselling and financial packages;
7. provide packages to priest for the performance of various rituals for victims to be released.
8. provide freedom for the 300+ victims and assistance to enable them to become full members of their local communities;
9. provide access to formal education and modern health care for victims and especially their children.

In sum, the victims designated as "wives of the gods", who used to suffer physical, mental and psychological abuse were freed due to the work of ING. Their abuse contravened the

²⁰ International Needs Ghana Reports, 1996 - 2004

original belief that any abuse of women would incur the wrath of the gods to whom they are dedicated.

The emotional and psychological counselling and rehabilitation of women and children in the various communities enhanced the status of released Trokosis who hitherto had lived in abject poverty and are currently integrated into their communities. The project ensured a release of over 300 Trokosi women and over a thousand children from various shrines in five districts in two regions. The economic packages provided for the released Trokosis helped them engage in income-generating activities such as baking, farming and also hairdressing. Again national advocacy against the Trokosi practice, coupled with support and networking with other international donors and national partners especially CHRAJ, led to criminalisation of the practice in 1999 in the criminal code of Ghana. Danida in their support to ING therefore did contribute to this achievement.

5.3.1.2 Association of Women Lawyers (AWLA) and Violence Against Women in Ghana

The capacity of AWLA to undertake sensitisation of the police, judiciary, and Civil Society on the issue of domestic violence was greatly enhanced with support from Danida from 1999 and again between 2002 and 2003. Domestic violence is recognised as a human rights violation which militates against women in the realisation of their potential economically, socially and politically. Violence against women is manifested in physical, sexual or psychological harm or suffering to women including threats of such acts as coercion or arbitrary deprivation of liberty, whether in private or public life. Through Danida's support AWLA was able to offer training to a total of 205 police officers on handling of domestic violence. It is reported to be the first training of its kind in Ghana for police officers across all ten regions, with another eighty-two (82) police officers trained as trainers in handling of domestic violence .

The support also enhanced the capacity of the judiciary and the Attorney General's Department to assist the police in the effective handling of acts of violence against women. 41 Judicial Officers were trained from the Northern and Southern Sectors. Available documentary evidence indicates that AWLAs general public advocacy and sensitisation target of 2,500 people in 30 districts was substantially exceeded, the project succeeded in sensitising over 3,692 members of the general public to the need to protect the rights of women and children and prevent or stop acts of violence against women.

Furthermore, increased awareness among the general public of the prevalence of domestic violence is indicated by the production of an advertisement on domestic violence aired on the GTV and TV3 and also some of the radio stations in the major local dialects (Twi, Ewe, Hausa and Dagbani), along with nationwide broadcasts. There was also an internship programme for 5 personnel of WAJU in South Africa which was hailed as a landmark bringing to bear new strategies and approaches to the handling of domestic violence by the Ghanaian police. Among other benefits of the project is the preparation and dissemination of manuals, brochures and leaflets on domestic violence.

It is noted that AWLA support brought together ten police commissioners, the two deputies of the IGPs and the AWLA executive for a brainstorming meeting on a policy framework for the newly created Women and Juvenile Unit (WAJU), now known as DOVVSU (Domestic Violence and Victim Support Unit). Although the police, judges and magistrates are reported not to have been always receptive to programmes organised by lawyers, the AWLA project was highly patronized by the judiciary and the police service as AWLA reportedly used strategies and approaches which were collaborative and participatory, using gender mainstreaming. This included the use of very senior lawyers as programme co-ordinators and facilitators. An intra-agency training involving the Ministry of Health, Department of

Social Welfare, CHRAJ, NGOs and Civil Society also provided an avenue for consultative discussions on domestic violence. Overall, Danida support to AWLA was a landmark insofar as it brought on board all stakeholders.

5.3.1.3 National Commission on Women and Development (NCWD) and the Domestic Violence Act

Preceding the passage of the Domestic Violence Act in March 2007 Danida supported the Department of Women of the MOWC in their sensitisation programmes on the Domestic Violence Bill. According to representatives of NCWD / MOWAC, this support was critical and came in “at a time when it was most needed and sensitisation at the district level needed to be comprehensively supported”. Domestic violence is the abuse of any person (male or female) within a domestic setting or relationship. It occurs in many forms and these include physical bodily attacks, often resulting in various injuries. It was reported that in some instances there is use by perpetrators of dangerous objects and chemicals such as acid against victims. Some perpetrators use tools for assault often resulting in deformities and sometimes deaths. Research findings on violence against women and also media reports in the mid-1990s indicated a growing increase in domestic violence including spousal battering, incest, rape and defilement in Ghanaian society. In 1998 Danida supported a survey on domestic violence. It showed that 33% of the women and girls surveyed had been victims’ of physical violence. Despite its prevalence in Ghana, domestic violence which mostly affected women and girls (over 90% of the victims) did not receive the desired attention.

Even though the obligation of the State to protect its citizens extends to the domestic setting, violence in the home was being treated as a ‘private family matter’ detrimental to the victims in particular and to society as a whole. The law in Ghana was considered inadequate for dealing with the particular crime of domestic violence. To curb it there was a general call for the need for special protection for the victims of domestic violence as a matter of urgency. A coalition Against Domestic Violence was formed which lobbied the Attorney General’s Department to draft a bill on Domestic Violence which needed parliamentary assent. The government prepared a Draft Domestic Violence Bill to be passed into Law. The Bill was intended to remedy all these anomalies; and it was also to contribute significantly to the sensitisation of the police and courts to this crime by promoting understanding of the vulnerability of people in domestic relationships who are abused by the people they should be able to trust most. Following the drafting of the law there was an urgent need for the contents to be properly disseminated to enable the public to make inputs to and debate critical issues raised in the bill. The government under the direct auspices of the President found it expedient to subject the draft Bill to national debate and discussion so as to obtain the view and opinion of the Ghanaian masses on the matter. It was therefore directed that through the Ministry of Women and Children’s Affairs (MOWAC), public views on the bill should be collated and a report submitted to Cabinet for subsequent consideration by Parliament. Danida therefore supported the NCWD under the MOWAC with DKK475,000 to disseminate the bill across the country. The Danida support, according to reports from NCWD, contributed to the following achievements:

- creation of public understanding and knowledge of the proposed draft Domestic Violence Bill;
- creation of a forum for open discussion with a wide cross-section of Ghanaian society on critical issues of concern in the draft Bill;
- secured commitment among stakeholders to work together towards implementing interventions and achieving the goals and targets set out in the draft Bill;

- ensured overall nationwide inputs, thereby giving the Bill a national character and making it acceptable once passed;
- the full co-operation and support of society in general and of human rights advocacy groups and NGOs in particular.

The Domestic Violence Bill - now a law - advocates a proactive role for the police, social workers, probation officers and health care providers in dealing with domestic violence. This should improve the chances that victims will be taken seriously and protected from further abuse. NCWD, through Danida support, was able to sensitise over 8,000 participants in 16 different locations across Ghana. It is reported that the sensitisation programme generally succeeded in ensuring national understanding of the provisions of the Domestic Violence Bill and helped address the major concerns that the public had about the bill.

Table 4: The NCWD DVLB National Sensitisation Programme

<i>Date</i>	<i>Region</i>	<i>District</i>	<i>Date (2005)</i>	<i>No. of participants</i>	<i>Total</i>
9 th – 16 th August 2005	GREATER ACCRA REGION	Ada (Kasseh)	9 th August	460	1,256
		Dodowa	10 th August	400	
		Kokro-bite/Bortianor	16 th August	396	
23 rd – 24 th August 2005	CENTRAL REGION	Cape Coast	23 rd August	560	1,099
		Assinfosu	24 th August	539	
29 th - 30 th August	VOLTA REGION	Ho	29 th August	519	989
		Denu	30 th August	470	
6 th – 8 th September 2005	EASTERN REGION	Nkawkaw	6 th September	405	1,378
		Koforidua	7 th September	491	
		Somanya	8 th September	482	
21 st - 23 rd September 2005	ASHANTI	Kumasi	21 st September	476	1,297
		Agona	22 nd September	443	
		Obuasi	23 rd September	378	
8 th - 10 th November 2005	UPPER WEST	(Wa-West) Wechiau	8 th November	410	1,232
		Laura	9 th November	415	
		Gwollu (Sissala)	10 th November	407	

Source: MOWAC / NCWD Report on Dissemination Meetings on the DVLB presented to Danida, 2006

5.3.2 Increased capacity of civil society and women's organisation to promote women's involvement in national and local decision-making

Danida support for NGOs and national machinery promoting women's empowerment inevitably enhanced their capacity to become more involved, especially in local decision-making. The pursuit of equitable participation in power and decision-making for women as well as men is recognized as critical to achieving sustainable development. Women are poorly represented at all levels of decision-making especially in rural areas where they are constrained by cultural taboos and resistance from men. Traditional biases also continue to limit women's access to education and productive assets, and to taking on decision-making roles in the family and public life. Women's limited participation in politics and public service does not allow their full integration into national decision-making. Women's participation in the power structure in the country is still low and stands at about 10% in Parliament. There are laws, particularly service legislation, which make provisions for improv-

ing women's participation in decision-making through quotas for their representation on governing bodies at various levels. Examples are the Education Service Act (Act 506), the Health Service Act (Act 525), the Community Water and Sanitation Agency Act (564) and the Local Government Service Law (Act 656).

After the Beijing Conference the NCWD spearheaded the drafting and submission of a proposal for Affirmative Action and gender mainstreaming to the office of the President. The formulation of the Affirmative Action (AA) policy in 1998 by government set a target of 40% representation by women at all levels of governance, on Public Boards, Commissions, Councils, Committees and Official Bodies including Cabinet and the Council of State. This resulted in guidelines on gender equality and on rights and opportunities for women in Ghana. It set the pace for the establishment of a more clear-cut administrative framework for handling women's affairs by setting up Women's Desks and Gender Desk Officers (GDOs) in all the Ministries, Departments and Agencies (MDAs). Their role is to ensure that prompt action is taken on issues concerning women. The target has yet to be met. Danida's support for promoting the involvement of women in national and local decision-making falls directly in line with this target and related to the support provided for the following projects:

- **Support to women NGOs to ensure that women are involved in decision making at their local levels**

All the integrated and women's poverty reduction projects supported by Danida had components which provided training for women beneficiaries in leadership and decision-making. Training and education of women centred on issues relating to Women and Politics, Children's Rights, Women's Human Rights, Rights of girls, Positive traditional roles of Women, Conflict Resolution, traditional methods of reconciliation, and conflict resolution strategies.

- **Support to the capacity-building of MOWAC**

The establishment of the MOWAC was itself considered an important milestone with the appointment of a minister of cabinet status. Danida support to the capacity-building of MOWAC considerably enhanced its ability to monitor gender mainstreaming in national policies, especially the GPRS. The provision of equipment including computers, and training in its use and application, improved its capacity to document, disaggregate and monitor progress in respect of agreed gender indicators. This helped MOWAC for example to undertake effectively intensive lobbying and advocacy on affirmative action, subsequently leading to increases in the number of women in top decision-making positions including parliament. Women's participation at District level has improved remarkably from 3% to 35.5%. This was made possible by the efforts of MOWAC to ensure that 50% of the Government-appointed members of the Assembly are women. In 2002 the government issued a directive increasing the proportion of women appointed members of the District Assembly from 30% to 50%. This resulted in women constituting 35.5% of appointed members for 97 out of the then 110 districts (men constituting 1,188 and women 655). This still fell short of the 40% target set by the National Plan of Action and the 50% that the government aspired to.

Furthermore, MOWAC has also contributed to the improvement in the nomination and selection and appointments of ministers of state. However, the appointment of women to other key positions was and still is relatively low, as shown in the table below.

Table 5: Number of people in key positions in the public sector according to gender

Positions	1997-2000					2000-2004				
	Total	Male		Female		Total	Male		Female	
		No.	%	No.	%		No.	%	No.	%
Member of Parliament	200	183	91.5	17	8.5	200	181	90.5	18	9.5
Cabinet Ministers	19	18	94.7	1	5.3	20	18	94.7	2	10
Regional Ministers	10	8	80	2	20	10	10	100	0	0

Source: UNECA's African Gender Development Index, Ghana National Field Trials Draft Summary Report, April, 2004

Table 6: Appointments to key positions in Government according to gender

Sector	Total No.	Female	%	Male	%
Cabinet Ministers	20	2	10	18	90
Ministers of State	33	2	6.1	31	93.9
Deputy Ministers	31	5	16.1	26	83.9
Regional Ministers	10	0	0	10	100
Deputy Regional Ministers	5	1	20	4	80
Council of State	24	4	17	20	83
Members of Parliament	200	19	10	181	90
Ambassadors	45	4	9	41	91
Chief Directors of Ministries	11	2	18	9	82
District Chief Executives	110	7	6	103	94
Regional Coordinating Directors	10	0	0	10	100
District Assembly Appointees	1,843	655	35.5	1,188	64.5
Heads of Armed Forces	4	0	0	4	100
Heads of Police Forces	11	2	18	9	82
Heads of Leading Banking Institutions	15	2	13	13	87
Justices of the Supreme Court	10	2	20	8	80

Source: Ministry of Women and Children's Affairs, 2003

5.3.2.1 Conclusions

Overall, Danida support through gender-specific interventions as well as gender mainstreaming in sector support has contributed towards the building of required capacity and resource base for partner NGOs and sector ministry including MOWAC to be able to address and promote critical gender issues. These issues include monitoring of the GPRS I to ensure gender issues are being addressed, domestic violence, participation of women in local governance (assembly women, Unit committees and Area Councils) and the building of strong collaborative advocacy programmes by the National Machinery in partnership with civil society. Danida support was able to build up the capacity of the national machinery supporting its role, and that of its agencies and departments including the NCWD, to undertake advocacy, lobbying, monitoring and evaluation of national programmes and to effectively support women's decision-making roles.

Table 7: Summary of DAC-criteria assessment regarding increased capacity of supported NGOs and MOWAC to address critical gender issues

Criterion	Assessment
Relevance	Danida assistance had a high degree of relevance, providing financial and resource capacity enhancement to gender / women-focused NGOs to undertake projects that had the objective of addressing gender needs in terms of access and control of resources and services, including agricultural resources, to provide additional support to projects providing opportunities for women as well as men and youth. Danida support for gender seems to fall within national gender objectives.
Effectiveness	Capacity-building for the sector ministry in terms of provision of office equipment including computers and vehicles greatly enhanced the work of the then newly established ministry. MOWAC aims to ensure that the government fulfils its obligation of ensuring that 50% of the appointed members of District Assemblies are women. Through lobbying and advocacy, MOWAC has contributed to improvements in the nomination, selection and appointment of Ministers of State. Women's participation at District level has improved remarkably from 3% to 35.5%. MOWAC has become more effective and better organised in pursuing its mandated role. The technical support provided under the capacity-building project enabled the national machinery to monitor gender mainstreaming in the GPRS. Danida-supported NGOs were effective in their support for women's involvement in decision-making, especially at grassroots level.
Efficiency	The capacity-building of a sector ministry and provision of technical support was highly efficient, putting efficient systems and structures in place especially in the monitoring of the GPRS. Likewise Danida support enhanced their capacity to provide essential training to beneficiaries efficiently.
Impact	It is likely that the improved capacity of the national machinery as well as of the NGOs supported has led to better managed services. MOWAC was better positioned to undertake its advocacy, dissemination, monitoring and evaluation roles. Local NGOs acquired skills in providing support for women and the vulnerable. The development of capacity in coordination of data, collection, collation and analysis by the national machinery for women as a result Danida support will go a long way to improving a long-term strategic framework for promoting women's participation in decision-making at all levels..
Sustainability	It is very likely that several aspects of the capacity-building efforts will remain long-term, especially those targeted on staff of government MDAs and also, to a limited extent, on those who participated in the projects implemented by the NGOs. International Needs Ghana continues to offer support to the liberated Trokosis and their families whilst their activities in Trokosi-practising communities continue. Likewise, MAID's activities in the "alleged witches camp" in the Northern Ghana are still ongoing. Most equipment, infrastructure and skills acquired through the support are still in use.
Cross-cutting Issues	HIV / AIDS has been consistently mainstreamed into almost all gender-specific projects. Good governance has not been consciously mainstreamed, while training of women in decision-making and conflict management has been an integral part of most gender sensitisation and training workshops. In the Northern Ghana projects implemented by the NGO network (MAID, Africa 2000 Network and Friends of the Earth) had specific components on gender and environmental management.
Coherence, Coordination, Complementarity	The nature of independent support to MOWAC and NGOs generally makes issues related to coherence, co-ordination and complementarities in terms of promotion of gender difficult to measure. Support for actions against domestic violence however has supported some measure of coherence, well co-ordinated by the MOWAC in collaboration with the Coalition Against Domestic violence.
Issues of Procedures, Administration and Management	The funding process for the NGOs is described to have been flexible in the way it was planned. However, the reporting mechanisms can be assessed as too time consuming, being mainly directed towards effectiveness and judicious usage of funds. All organisations supported under the Danida Fund for poverty reduction were required to have administrative and management structures which discourage mismanagement.
Global Assessment	The Fund for Poverty Reduction had direct linkages to global poverty reduction campaigns for women. Under both the Beijing Platform for action and the MDGs on gender equality, Danida support was directly targeted at meeting the needs of women and the vulnerable in an attempt to address current levels of inequality.

5.3.3 Extent of Danida support to MDAs, civil society and women's organisation related to the monitoring and evaluation of Gender and the GPRS

Danida support for the monitoring and evaluation of gender mainstreaming in the GPRS was undertaken by the sector Ministry, MOWAC, in 2003 and was the first of its kind undertaken by the ministry. It was in direct response to section 3.4 of the GPRS I document which indicated that poverty in Ghana reflected serious gender disparities which required highly-focused attention. Danida support for monitoring of gender and the GPRS I was strategic and focused on the corporate mandate of the Ministry of Women and Children's Affairs. The ministry undertook this activity as part of Danida's support for capacity-building.

A seven-member team was set up to develop the MOWAC monitoring and evaluation plan of the GPRS. The capacity of the team was built through training and through introduction of gender concepts and gender analysis tools and frameworks. It also entailed a review of the necessary skills including those related to the logical framework. The Policy Planning and Monitoring and Evaluation (PPME) unit of the various MDAs and GDOs were also provided with capacity enhancement in the various components of the GPRS to enable them to be actively involved in the monitoring and evaluation process. Two main documents were produced as a result of the monitoring and evaluation work, namely:

- MOWAC's Review of the GPRS Document; *and*
- MOWACs Monitoring and Evaluation Plan of the GPRS.

However, the report of the consultant hired to assess the success of the monitoring and evaluation of the GPRS I commented that the MOWAC analytical framework on the GPRS thematic areas was most ambitious and fraught with vagueness. He further stated that the MOWAC GPRS monitoring and evaluation plan document is closer to a policy document which incorporates the time dimensions lacking in the Analytical Framework document.²¹

Beyond the production of documents, the Ministry successfully built strategic partnerships with stakeholders. A consultative meeting was held with stakeholders including NDPC on how the MOWAC's monitoring and evaluation plan can be incorporated into the implementation of the GPRS. MOWAC was able to develop an analytical framework which was successful in assessing the critical gender concerns that needed to be addressed. MOWAC was highly successful in identification of most of the gender imbalances which have direct poverty implications and this formed the basis for policy dialogue between it and other sector ministries including the NDPC. Although this action was not enough for clear policy formulation, it greatly contributed to further discussions on gender mainstreaming in the GPRS II. The gender analytical framework developed and used by MOWAC to monitor the GPRS was very useful and helped in identifying core thematic areas that required development. The analytical framework however was described as over-ambitious and sometimes vague. Again the inadequacy of the PPME unit of the MOWAC is cited as one of the major challenges that faced the ministry in its building-up and monitoring of the GPRS.

It should be noted, however, that the work undertaken by MOWAC greatly informed and supported the improvement of gender consideration in the GPRSII. Beyond piecemeal efforts, the GPRSII 2006 – 2009 process was characterised by efforts to ensure a more serious approach to gender analysis. A gender working group was established, and a consultant was hired which made efforts to ensure a gender perspective in all five thematic areas. Women's Empowerment was identified as a key focus area with implications for gender and some of the main problems outlined include a focus on the prevalence of out-

²¹ Report on Review of the GPRS Document and MOWAC Monitoring and Evaluation Plan

moded customs inimical to women's rights (including women affected by violence, harmful traditional practices – Trokosi, widowhood rites, betrothal systems); lack of gender budgeting, weak access to economic resources; and inadequate presence of women in public life. These are among the priority concerns requiring effective mainstreaming into all sectors.

Significantly none of the supported NGOs cited monitoring of the GPRS as a core function and mandate. They all claim to support promotion of gender equity which is a general concern in the GPRS. All activities undertaken were considered to contribute directly to gender equity promotion.

5.3.3.1 Conclusions

Danida support for the capacity-building of MOWAC was very substantial for, as a newly-created sector Ministry, MOWAC needed to position itself to adequately take up its critical role of ensuring that gender is mainstreamed into all national and sector programmes including reviewing of critical sector policies and frameworks for which the GPRS I was a classic example. The capacity to be able to undertake this assignment successfully placed MOWAC in strategic alliances with sector planning bodies including the NDPC. The limited capacity of the PPME unit of MOWAC however turned out to be a challenge once Danida-supported technical expertise was withdrawn.

Table 8: Summary of DAC-criteria assessment regarding the monitoring and evaluation of implementation of gender mainstreaming in the GPRS

Criterion	Assessment
Relevance	Support to enable the national machinery to monitor and evaluate the implementation of the GPRS was highly relevant and critical. It was in direct response to the GPRS I document, section 3.4, which indicated that poverty in Ghana reflected serious gender disparities and required close attention. The support for the capacity enhancement of MOWAC helped the ministry fulfil its key mandate which is to monitor gender mainstreaming at the policy, programming and implementation levels of the economy and to monitor how this situation was being addressed, in line with the objectives of the GPRS. Ghanaian women generally experience greater poverty and the heaviest demands on their time, lower utilisation of productive resources and lower literacy levels. Danida support in the monitoring of gender and the GPRS I was strategic and focused on mandate of the Ministry of Women and Children's Affairs corporate for ensuring that gender equity issues are addressed within the national poverty reduction programme.
Effectiveness	Effectiveness was an issue, as MOWAC was a new ministry still grappling with issues relating to expertise of staff in gender mainstreaming, especially collation and analysis of gender-disaggregated data. The Policy Planning, Monitoring and Evaluation Unit (PPME) unit was (and still is) understaffed, while technical support staff was overstretched with tasks beyond their ToR.
Efficiency	The inclusion of the Policy Planning and Monitoring and Evaluation (PPME) unit of the various MDAs and GDOs in the programme was efficient to a limited extent. The provision of training and capacity enhancement in the various components of the GPRS enabled them to be actively involved in the monitoring and evaluation process taking it beyond what was normally done (gender blindness and insensitivity to women's issues).
Impact	MOWAC greatly informed and supported the improvement of gender considerations in the GPRS II, having closely reviewed and monitored the GPRS I. This is acknowledged to have contributed to greater inclusion of gender issues in all the thematic areas of the GPRS II.
Sustainability	MOWAC's mandate includes monitoring of national policies to ensure gender mainstreaming in the GPRS and all sector policies. Danida support thus placed them in a better position to undertake monitoring of sector policies. There is evidence of MOWAC having supported the review of the Health Sector Gender Policy and also of its continual support for the review of sector ministries plans and programmes to ensure gender mainstreaming at all levels.

Criterion	Assessment
Cross-cutting Issues	The review of the GPRS included issues on how HIV/AIDS measures were to be implemented. Issues concerning children and the vulnerable were also highlighted during the monitoring of the GPRS.
Coherence, Coordination, Complementarity	There are indications that support ensured some level of coherence, co-ordination and complementarities among the MDAs that participated in the consultative meetings. However, Civil Society was only weakly involved. Calls for more coherent and coordinated involvement of Civil Society in such programmes remains a challenge as there seems to be more dialogue and consultation between MOWAC and other sector ministries than with key stakeholders including local NGOs and Civil Society Organisations (CSOs).
Issues of Procedures, Administration and Management	Still relating to the issue of MOWAC's being a new ministry, it had to learn to operate procedural, administrative and management systems in line with those of the Ministry of Finance and make Danida support fit within that context. This resulted in some of the allocated amounts not being disbursed owing to slow implementation of the capacity-building project. Delayed administrative procedures was a key challenge since ministerial approval needed to be sought for the implementation of most outputs..

5.3.4 Relative importance of Danida support for the implementation of women's poverty reduction and income generating projects by NGOs

Between **1990 and 1998** Danida support to women and gender under the Small Local Grants facility was focused on integrated projects promoting women's economic empowerment. Over 80% (of all gender and women-specific projects supported) were in a poverty reduction context. Training for women's economic empowerment provided technical skills and largely focused on their practical needs, but has rarely addressed the underlying factors that create their situations.

Between **1998 and 2006**, Danida support under the Fund for Poverty Reduction and Women's Rights also directly supported implementation of women's poverty reduction and income-generation projects by NGOs. The project support was, among other things, targeted on a network of NGOs operating in the Northern region of Ghana.

Reduction of poverty among women in Ghana remains a major challenge. The GPRS I estimates that food crop farmers are the worst hit by poverty in the country. Of this, women are estimated to constitute 55%-60%. It also estimates that 61% of urban and 53% of rural female-headed households fall in the poorest 20% of the population. The one percentage point increase in female-headed households from 33.6% (1998/99) to 34.3% (2000) is perceived to be synonymous with the global phenomenon of feminisation of poverty experienced in the developing world as a result of the Economic Recovery Programmes and Structural Adjustment Programmes (ERP/SAP) introduced in developing countries in the mid-1980s. Ghana's commitment to eradicating poverty in the 1990s related to provision under the Millennium Development Goals (MDG) and the implications for women related to their economic empowerment. This is particularly important for the actors in the informal sector. Agriculture contributes 36% of GDP and women's contribution to the sector is estimated at 55-60% of total agricultural production. Women still dominate food crop production and are responsible for 90% of the food chain in the country, ensuring food security from cultivation, storage, processing through to marketing. The 2000 Census results show that 85.6% of economically-active women in Ghana are engaged in the informal sector. Notwithstanding women's substantial contribution to the economy, their participation in decision-making remains limited.

Danida support for the implementation of women's poverty reduction and income-generation projects against this backdrop can be considered to have been very significant owing to the following:

- extent of poverty among women and girls in the areas supported;

- the choice of regions and districts which covered an extensive part of the country;
- the integrated nature of projects supported which included support for agriculture and food processing as well as the provision of basic social infrastructure.

While Ghana's Report on the Implementation of the MDG indicates that good progress has been made in reducing poverty (from the high incidence of 51.7% in 1992 to 39% in 1999 and extreme poverty from 36.4% to 26.8%), gender, spatial and occupational differences in income distribution exist. A range of gender gaps in access to productive resources and services make women more vulnerable to poverty than men and these were some of the gaps that the support sought to diminish. The Women Development Fund, coordinated by the Ministry of Women and Children Affairs, was established to provide micro-credit for women. By the end of 2004, 991,000 women had benefited from about €54 billion, and the recovery rate (98%) is very encouraging. The Central, Northern and Upper East regions reduced their poverty levels. However, poverty in Upper West remained at 88%, which was double the national average of 43%.

5.3.4.1 Conclusions

Support for NGOs undertaking income-generation activities targeting women and the vulnerable is crucial and has directly met the needs of women in very poor communities.

Table 9: Summary of DAC-criteria assessment regarding Danida support for women's poverty reduction and income generating projects

Criterion	Assessment
Relevance	Reduction of poverty among women in Ghana remains a huge challenge and Danida's support was directly in line with Ghana's priority of reducing poverty and creating wealth especially among the poorest, more than half of whom are women. Supporting income-generation projects focused on the northern part of the country was highly relevant. Also, the supported projects targeted rural crop farmers, thus addressing the issue of food security at micro level and also directly increasing the income levels of peasant families through the provision of input supplies and micro-credit loans. The GPRS I estimates that food crop farmers are the worst hit by poverty in the country.
Effectiveness	Support from Danida to the NGOs was effective in providing the inputs and credit needs of rural women. The support particularly ensured that access to agricultural inputs and credit for the development of income-generation activities was increased.
Efficiency	Efficiency related to the capacity of the implementing NGOs to ensure that the target beneficiaries benefit fully from the projects. The indications are that the support was adequately disbursed and on time.
Impact	The quick and short-term impacts included the following: <ul style="list-style-type: none"> • Increased income levels of poor women and limited numbers of men as a result of micro-credit • Accessibility of agricultural inputs including provision of seeds, access to tractors, water pumps and irrigation systems • Enhanced knowledge of and skill in new agricultural technologies • Access to extension support • Access to food processing equipments • Improvement in village infrastructure such as access to boreholes • Diversified rural economy with the introduction of vocational and skill training for women and youth including processing of shea-butter and production of locally made soaps
Sustainability	However, in the long-term the impact of the projects has been very limited. Among the many reasons are the difficulty of ensuring effective repayment in the micro-credit component of the projects and a general lack of maintenance leading to break-down of the inputs and equipment provided including food processing equipments. Specific issues relating to marketability and profitability of products also had implications on sustainability, especially support for women's micro-enterprises. Some support from Danida focus-

Criterion	Assessment
	ing on income-generation activities for women was not sustainable. The support helped increase production of agricultural produce and processed materials including shea butter of which the prices were determined more by market forces beyond the beneficiary communities and districts. Again lack of maintenance of equipment by beneficiaries and stakeholders at some of the Danida-supported women's centres was another major shortcoming. Beneficiaries could not maximise the usefulness of the equipment provided. For example food processing and water facilities provided under some of the Danida-supported projects are no longer functioning. There is clear evidence of sustainability plans not having been followed with some confusion as to who should maintain those facilities - the district assembly, the implementing NGO or the women's groups. This indicates lack of proper co-ordination and good planning by the project stakeholders. Hence the immediate impacts of the projects are not being sustained.
Cross-cutting Issues	Within the implementation of the poverty reduction and income-generation projects were awareness-raising and sensitisation on HIV/AIDS, gender and decision-making, women in leadership, conflict resolution and, to some extent, child care. Issues of human rights and women's role in governance were also mainstreamed. For example the provision of income-generation activities to women included some sensitisation on women's role in decision-making and on conflict resolution in the Northern Region specifically the Yendi District where conflicts escalated in 2001, resulting in the killing of their Traditional Chief. Projects on integration of women specifically targeted training in decision-making and conflict resolution for both men and women as well as issues that impeded women's role in local governance.
Issues of Procedures, Administration and Management	Project reporting, auditing, monitoring and evaluation were in line with the administrative procedures agreed by Danida and the organisations.
Global Assessment	The implications for women of the Millennium Development Goals (MDG) relate to their economic empowerment. This is particularly important for the actors in the informal sector where a majority are women. Danida support to projects aiming at women's poverty reduction and income-generation was in line with the MDG aim of halving poverty. The goals of the projects were to reduce poverty among women through the provision of inputs and micro-credit. Again in line with CEDAW Convention of addressing <u>inequality in the sharing of power and decision-making, the poverty reduction programmes had components which sought to empower women through training and leadership skills for them to enable them to become directly involved in local governance at grassroots level.</u>

5.4 Question 3: To what extent has Danish assistance contributed to the development of organisational and institutional capacity in gender and sustained improved performance of such organisations / institutions?

5.4.1 Consideration, by Danida, of capacity-building issues in policy dialogue, general and in individual sectors

There is limited documentation on how Danida considered capacity-building on gender in policy dialogue in general. However, there is evidence from discussions with donor representatives, all members of the GEST group, who confirm that since the middle of the 1990s there has been much engagement with GoG on building capacity for gender mainstreaming, resulting in some attempts by GoG to ensure integration of gender concerns into sector policies, including the women in agricultural development (WIAD) strategy on gender, the MoH draft policy on gender, and the finalisation of the MOWAC policy document on gender including an implementation plan and strategy which was supported by donors including Danida. Through Danida organisations like ING Ghana, AWLA, MAID, FOE and the MOWAC were in a position to handle their individual objectives as well as the general mandate to address critical gender issues. For example, AWLA was able to offer training to a total of 205 police officers on the handling of Domestic Violence. It is reported

to be the first of its kind in Ghana, training police officers in all ten regions with another 82 police officers trained as trainers in handling domestic violence.

The support also enhanced the capacity of the judiciary and the Attorney General's Department to assist the police in the handling of acts of violence against women effectively.

5.4.2 Relative (strategic) importance given to capacity-building measures in individual programmes and sectors

Capacity-building here relates to provision of training to enhance knowledge and skill as well as of the equipments and infrastructure needed for programmes and projects. In terms of gender this can be treated at different levels:

1. Capacity-building for sector MDAs
2. Capacity-building for programme or project staff
3. Capacity-building for project beneficiaries

Danida attached great importance to all the above and offered holistic support to capacity-building in individual programmes and sectors. Danida support in terms of enhancing capacity in gender was strategic and extremely important as it ensured that the requisite skills in gender mainstreaming (a fairly new concept) were provided. Undoubtedly the capacity-building project for MOWAC already discussed above provides a clear example of how capacity-building can enhance individual organisations' capacity, governmental or non-governmental, to fulfil their mandate and achieve their organisational objectives.

All staff members of the NGOs which received support to implement poverty reduction programmes including MAID, Africa 2000 Network and Friends of the Earth received some support for training, especially of female staff. Staff, including management staff involved in project implementation, were said to have been provided with training on essential topics such as micro-credit operations, project management and gender mainstreaming. Some of the staff of the NGOs supported (at least three of the members interviewed) were helped by Danida to further their post-graduate diplomas and degrees in project management. Support for capacity enhancement in gender was also provided in sector support programmes and key gender staff in the health, transport and water sectors reported having benefited from Danida support for training in gender mainstreaming relating to their sectors.

Furthermore, team-building and networking meetings were supported among NGOs in receipt of Danida support. Support was also provided for an exchange programme to South Africa by a 5-member team of police officers from the Women and Juvenile Unit (WAJU) to learn how domestic violence is being handled in South Africa. This programme, according to the police service, helped them to better restructure the WAJU (now DOVVSU) unit to deal with both perpetrators and victims of domestic violence, drawing extensively on some of the ideas and structures learned.

5.4.3 Satisfaction of trainees of all kinds with the capacity-building measures on gender

Existing activity reports on training and capacity-building indicate great satisfaction from all beneficiaries. It usually led to improved capacity to mainstream gender in the organisations where such courses were given, for example the transport and health ministries where individuals and focal gender staff were provided with gender training. Of course more participants wished to have taken part and the need for the training courses to be extended and expanded was constantly requested.

5.4.4 Relevance of capacity-building measures to in-country needs

Gender mainstreaming is a fairly new concept and knowledge and skills in addressing such issues requires training in gender analysis tools and strategies. Support for training in gender mainstreaming is highly relevant and commendable, as it covered issues such as understanding gender mainstreaming and analysis, which have been identified as important to strengthening capacity of organisations to mainstream gender effectively. Under the support for the Gender Development Institute (GDI) training workshops and conferences were held from 1999 to 2001 which brought together several NGOs requiring knowledge and skill in gender mainstreaming and analysis (the available reports do not provide definite figures on the numbers). These training efforts were provided as part of Danida support to the GDI for effective gender networking. The fora also provided the opportunity for sharing ideas and challenges in gender mainstreaming in Ghana. Overall, these measures were highly relevant since they were provided at a time of a national movement in favour of introducing gender and development (GAD) after several decades of using WID.

5.4.5 Level of retention of staff trained

Issues relating to staff retention are linked to the ability of MDAs and NGOs to remunerate their staff adequately and also provide enough motivation to remain and utilise the knowledge acquired. A problem is that once staff receive training they often use their improved knowledge base as a step to other financially rewarding job opportunities, mainly in the private sector. In fact most trained staff from MDAs and NGOs have since left and little is known of where they work now.

5.4.6 Progress in administrative and institutional reforms that aim at improved service delivery for the clients, and improved quality of service delivery

If capacity-building and training measures are to be judged successful, then the knowledge acquired needs to be applied to promote changes with a view to improving service delivery related to gender issues. A good example of this is Danida support for the training of the police and judiciary on the handling of domestic violence through AWLA. There is evidence that the training contributed to increased awareness, and thus to a major reform within the police service and a renewed attempt to provide more support to victims. Since the training more WAJU (now DOVISSU) units have been opened in all 10 regions and the number of units opened in police stations countrywide steadily increases. The Police Administration had opened 23 new offices and desks for the DOVISSU across the country by the end of 2006. The Unit now has 63 offices and desks in different parts of the country. Also, all the regional DOVISSU offices are now headed by Senior Police Officers. This has significantly improved the operations, administration and supervision of the Unit within the regions.²²

Furthermore, AWLA training for the police, judiciary and stakeholders has been generally identified as good practice which has helped in the decentralisation of WAJU to regions and districts, as well as in general improvement in the handling of victims by the police (which prior to the training was unsympathetic).

There is limited documentary evidence on other NGOs, or else the staff interviewed could not provide concrete information on how Danida support instrumentally supported institutional reform. Overall, Danida support to MOWAC and NGOs has improved their levels of service delivery. Knowledge of accountable and efficient administrative and management

²² NDPC, Report on the Implementation of the GPRSII, 2007

procedures has supported improved levels of administrative and financial management among the Danida-funded organisations.

5.4.7 Conclusions

Danida was extremely supportive of capacity-building in gender issues at all levels for staff of implementing partners as well as beneficiaries. This contributed considerably to broadening of the scope and capacity for gender mainstreaming and project implementation, monitoring and evaluation. These benefits, however, seemed to have been higher for individuals than for institutions owing to low staff retention level.

Table 10: Summary of DAC-criteria assessment regarding Danida contribution to the development of organisational and institutional capacity in gender and sustained improved performance of such organisations / institutions

Criterion	Assessment
Relevance	Capacity-building in gender was very relevant and met the direct needs of all the beneficiaries. This is because gender mainstreaming was (and still is) a fairly new phenomenon.
Effectiveness	Capacity-building in gender mainstreaming has been made possible among NGOs and MDAs only by the support of donors such as Danida, since there is no harmonised and consistent effort by the GoG to support such activities. Especially worth mentioning is Danida support for capacity-building of the Ghana Police Administration and the judiciary on the handling of victims and perpetrators of domestic violence as well as enhancement of the capacity of the MOWAC for the monitoring and evaluation of the GPRS.
Efficiency	Support for capacity enhancement was efficiently designed and carried out. The resources provided for the programmes were adequately applied in most instances and therefore the expected deliverables were achieved. In training the police and the judiciary AWLA was able to use the funds to train more officers and also use resource persons from within its membership, thus cutting down the cost of using external consultants. The training was also spread countrywide and participants were targeted within their specific locations, thus reducing travel costs that would otherwise have been incurred. Likewise, most of the capacity enhancement for NGOs was coordinated to ensure that only those who required the training benefited.
Impact	<p>Impact is mixed. While immediate impact was considerable as detailed in the available evaluation reports, sustainability of the impact remains an issue.</p> <p>Capacity of the supported NGOs in gender mainstreaming was enhanced with most of the organisations now having the capacity to develop and implement larger projects targeting women and the vulnerable, and covering more districts and communities; e.g. ING now works with Trokosi <i>communities</i>, not just victims, while African 2000 Network, Friends of the Earth and MAID have all extended their areas of operation as a result of the experiences gained from Danida-supported projects.</p> <p>Capacity of organisations to identify and address critical gender issues through the development of gender-specific strategies, frameworks, monitoring and evaluation indicators was greatly enhanced during implementation of the projects.</p> <p>Capacity to report regularly on outputs, progress, achievements and challenges was enhanced but proper documentation for easy future referencing has been a shortcoming.</p> <p>The police force and specifically the organisational capacity of the Domestic Violence and Victims Support Unit (DOVSSU) formally WAJU was enhanced through training and access to training manuals and published codes of ethics for easy reference by officers.</p> <p>Capacity of supported organisations and institutions to organise meetings, workshops and conferences on gender and women's issues was greatly enhanced. These include district, regional and international workshops.</p> <p>The capacity of supported organisations to collaborate with key stakeholders on gender and women's issues has improved, since stakeholder participation was a key precondition for support.</p> <p>The development of gender-sensitive monitoring indicators and of the ability to conduct monitoring and evaluation for use during project implementation has also invariably en-</p>

Criterion	Assessment
	hanced their proficiency and general monitoring and evaluation capacity as a result of the tools made available for their use.
Sustainability	<p>Sustaining the gains from capacity enhancement was and remains a problem and this relates to the high turnover of staff of the various organisations as well as to transfers and organisational structure changes. Sustainability of enhanced organisational capacity was therefore an inherent risk due to the following:</p> <ul style="list-style-type: none"> • the majority of the personnel who received training left the organisations for better remunerated jobs; • the majority of the younger staff left the organisation to pursue further training and subsequently took up employment opportunities outside Ghana; • the majority of those trained were moved to other units in the organisation involving schedule changes which often did not require the application of the knowledge and skills received; <p>Regardless of the above findings, there are indications that gains has not been entirely lost and the following successes relating to sustainability were identified:</p> <p>The work of the institutions supported has attracted interest and support from other donors and funding bodies and has also been indirectly targeted by other networks. For example four of the supported NGOs are currently receiving support from other sources (for example three organisations previously supported by Danida are currently receiving funding from the Ghana Research and Advocacy Programme (G-RAP) to which Danida is a contributor.</p> <p>Some of the women's centres developed under Poverty Reduction Programme for the Northern Region and supported by Danida are currently being supported by JICA and Womankind. The current support include processing of shea-butter cakes and soaps for export to Europe and Asia.</p> <p>The majority of women's groups and associations formed and trained under Danida are still functioning in local communities and are attracting support from government support under ongoing poverty reduction programmes. It is easy for the women to mobilise for support and also to network.</p>

5.5 Question 4: How appropriate were the aid modalities / support and funding methods used by Danish assistance related to gender?

The judgement criteria needed to analyse the appropriateness of this means of support encompass the following:

1. Level of achievement of objectives and induced sustainable impacts by aid modality
2. Assessment of modalities applied by Danish assistance by Ghanaian Government, civil society and other partners
3. Appropriateness of combination of modalities to national policy and institutional context
4. Quality of changes in organisational capacity

Available evaluation and end-of-project review documents indicate high levels of achievement of objectives for most of the supported projects and programmes, especially those which relate to gender and women's rights issues. However, beyond the duration of the projects sustainability seems questionable. This relates especially to a lack of commitment to implementation of sustainability plans following project termination.

As for the assessment by government and Civil Society, the evaluation found that Danish assistance with gender issues is commended as very positive and satisfactory and this conclusion is normally contrasted with approaches to gender mainstreaming by other donors which allegedly only support specific activities whereas Danish support has normally been linked to existing projects and programmes. Discussions with implementing partners

indicated high satisfaction with Danish assistance with gender, especially with gender equity issues.

The support for MOWAC as well as NGOs and Civil Society in the implementation of gender and women's rights projects can be assessed as most appropriate and as in line with the Gender and Children Policy and the strategic implementation plan for gender.

Despite the fact that there exist problems with the retention of qualified staff, interviews with representatives of the selected NGOs supported by Danida clearly indicate that their current capacity is a direct result of Danish assistance and that, as organisations, they are now better positioned to undertake similar projects and programmes.

Overall, Danish funding for NGOs has been holistic and flexible especially in its support to critical gender issues relating to violence and abuse against women. The aid modalities used – project approach – has been appropriate for that kind of activity. Issues relating to administrative and reporting procedures have sometimes been considered too cumbersome.

5.6 Question 5: To what extent was gender as a cross-cutting issue duly considered in Danish assistance to all sectors?

5.6.1 Gender as a cross-cutting issue in other sectors: What has been done at the level of the individual programmes?

Clearly stated in the Growth and Poverty Reduction Strategy (GPRS II) is that “attention will be paid to cross-cutting issues such as gender, environment, human resource development and capacity building to complement and reinforce production and increased productivity for accelerated growth” (GPRS II, 2006-2009). A strategy on equality between men and women in Danish development co-operation was drawn up in 2004. The vision is a development policy that places people – women as well as men - at the centre. In much the same vein the Country Strategy for Ghana 2004-2008 the Embassy of Denmark in Accra (“the Embassy”) has committed itself to advancing the cross-cutting issues of gender, HIV/AIDS, environment and human rights, in all sector programmes. Therefore all cross-cutting issues, including gender, are to be taken into account when each programme is formulated. Further, periodic reviews are seen as opportunities to improve the effective consideration of these cross-cutting issues.

A particular emphasis in the Country Strategy on the issue of gender has been put on advancing equal participation and women's rights in the implementation of programmes. Various efforts have been made to ensure that gender is mainstreamed into all sector support programmes. Gender mainstreaming is the term used in the Platform for Action adopted by the 1995 Fourth World Conference on Women in Beijing. It must be noted that these efforts depended on the interpretation, expertise in mainstreaming and institutional mechanism and structures. Most definitions of gender mainstreaming derive from that developed by the UN Economic and Social Council in agreed conclusions 1997/2 where it is defined as:

‘... the process of assessing the implications for women and men of any planned actions, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.’

At the operational level, gender mainstreaming means integrating gender concerns into every aspect of an organisations priorities and procedures. It implies that one of the key

features of mainstreaming is that it shifts the focus from just women as a target group to gender equality as a goal. Programmatically, this implies a very different strategy to that of adding on some resources or activities for women to a wider transformation of how work is analysed, planned and executed. It involves bringing gender equality concerns into 'the mainstream' or centre of where choices are considered and decisions are made. It is not dealt with as an 'add on'. It is noted that within the Danida supported programmes and common to most programmes there is no set formula or blueprint for gender mainstreaming. The essential elements that have been used have been:

- Analysis appropriate to the context (national, sector etc.) to understand gender differences and inequalities;
- Identifying opportunities to narrow the gap;
- Deciding on the approach to be taken and implementing this;
- Monitoring what happens and re-planning in an iterative way.

There was limited evidence of gender analysis having been undertaken prior to support for gender mainstreaming in programme implementation. Both Danida and Ghanaian counterparts could not trace the above elements having been specifically or consistently followed in the mainstreaming of gender in sector support programmes. It must be stated however, that some considerable effort had been made to mainstream gender as a cross-cutting issue with some results especially in the water and transport sectors. To operationalise gender mainstreaming, a number of instruments and mechanisms have to be used. The *instruments* may include: setting up gender units and/or hiring gender specialists; using gender analysis and planning tools; developing gender frameworks, checklists, tools and guidelines; as well as awareness raising and provision of gender training. The following sections present some findings on how gender was mainstreamed as a crosscutting issue within sector support programmes.

5.6.1.1 Gender-related activities in the individual sectors

5.6.1.1.1 Water Sector Support Programme

The water sector in Ghana has for many years acknowledged that women play a central part in the provision, management and safeguarding of water. Women and children are the main individuals responsible for collecting the water, hence they often have a greater incentive to participate in and maintain water and sanitation programmes at community level. The GoG National Community Water and Sanitation Strategy relied on demand-driven, participatory approaches requiring the active participation of both men and women. In the Danida support to the sector, which covers Volta, Eastern and Greater Accra Region, emphasis is therefore put on promotion of equal participation of men and women in the planning and management of water and sanitation facilities. A Gender Coordinator has been employed in the CWSA Head Office as the person responsible for coordination of gender issues. Furthermore, there have been several short-term specialist inputs in all three regions. Support was provided for the development of a gender strategy to the CWSA, under the WSSPS I. The gender strategy for the water and sanitation sector which was prepared in 2001 has the following elements:

- Main-streaming gender issues
- Gender awareness training
- Gender balanced staffing
- Gender training for community leadership

- Focus on women's participation at all levels

Gender issues, especially women's participation in the management of the water facilities at the community level, was considered paramount in the implementation of the Volta project and WATSAN committees had women purposively selected as members. In addition, at the management level, it was considered community animation and extension would be better enhanced if led by women, and effort was made to ensure that at least 50% of the software staff were women.

In WSSPS II however, gender equality is addressed mainly through mainstreaming into all programme activities. Compared with earlier projects and programmes, which included specific action plans, the WSSPS II is less specific on gender issues. Preferential treatment of women is practised in some areas, e.g. in the decision-making role of women under the Community Ownership and Management (COM) concept, which complies with Danida's policy of equal representation of women and men in WATSAN committees. A watsan gender guideline has been prepared which is currently being used by CWSA and DWSTs to support communities in their selection of WATSANS.

Many training programmes on gender awareness among the different staff groups have been undertaken under a Gender Training Programme and data from the communities on Gender Awareness and Women's Participation is now being collected from all districts. A gender training manual and teaching aids for illiterates has also been developed. Special leadership skills training has been carried out for women members of the community-based Water and Sanitation Committees (WATSANs) under the programme. The goal is that at least 50% of WATSAN members are women and gender awareness training has been included in all community activities in furtherance of this objective.

The Project Implementation Manual (PIM²³), which has now been prepared to guard the implementation of community water and sanitation programmes, indicates current national commitment to the mainstreaming of gender in the sector. The PIM has emphasized gender and women's issues as core and this has been captured within the objectives, strategies and principles to guard the implementation of water sector programmes to be followed by all. It is indeed a policy now that all shall place emphasis on equal participation by men and women in all key community decisions and commitments on sub-projects and their related activities. "A gender-sensitive approach will ensure that community's decisions take into account the different priorities and interests of both sexes in improvements to be made. This is important in a situation where the project will be implemented within cultures which are traditionally male-dominated, and which generally frown on female assertiveness".

All actors in project implementation process, namely, the community, DA, RWST/CWSA, RCCs, private sector/NGO providers of goods and services, etc. will require orientation on gender issues. They will be expected to bring their awareness of the gender factor to bear on their community level activities, and to ensure active participation of both men and women in projects. The approaches to be adopted at the community level may include:

- General community education on gender during the mobilisation phase,
- Adoption of gender-sensitive methods in decision-making throughout the project phases,

²³ MWRWH, National Community Water and Sanitation Programme, Project Implementation Manual (PIM), September 2007

- Application of gender consideration and other innovative approaches which will ensure that men and women attend meetings in the desired numbers, are well represented on WATSAN/WSDB, and the executives of WATSAN/WSDB.

Box 1: Gender-sensitive methods decision-making in the CWSA

The Project Implementation Manual proposes the adoption of gender-sensitive methods in decision-making throughout the project phases, such as:

- Organising meetings at times and in places that are convenient for both women and men
- making special effort to inform women of meetings and encouraging them to attend
- Organising separate meetings for men and women to address their needs and concerns and incorporating their separate views in final decisions
- ensuring that at least 40% women representation on WATSAN/WSDB and members selected democratically by each group
- ensuring that women and men equally participate in both technical and social aspects of projects (designing and siting of facilities, operation and maintenance, at least, one caretaker to be a woman)
- planning and training programmes to take into account possible differences between men and women
- --women representatives sign all community agreements

Source: MWRWH National Community Water and Sanitation Programme PIM, (Sept 2007)

5.6.1.1.2 Transport Sector Support

Danida's transport sector policy from 1999 ('Transport infrastructure') establishes poverty reduction as the basic principle of Danish development cooperation, and emphasises the role of gender. The document provides details on integrating gender analysis into the transport sector programmes involving moving from a "women-in-the sector" approach to looking at the sector from the perspective of both women and men, recognising their sector as a gendered structure, regardless of whether women are present. A Gender Management plan (GMP) for the transport sector was developed in November 2003 covering the TSPS II. This does not describe a separate intervention, but brings together the various gender related activities and outputs of the TSPS II. This is to be used to monitor the progress on the gender issues during the implementation of phase 2.

The GMP outlines the policy framework and objectives on gender together with more specific management plans for the three components. In order to take into account equality in rights, access to resources and decision-making, some different methods and procedures have been applied such as:

- Gender and public participation fora
- Open recruitment policy
- Training schemes relevant to women's long-term needs
- Gender-sensitive work contracts
- Support to contractors for creating a more gender-equitable working environment, including training of women as foremen.

In addition, in the sub-component "Direct support to selected district assemblies", planning tools that combine poverty mapping techniques and rural accessibility planning have been in use in the work with district and sub-district stakeholders to take into account the composition of gender-balanced local decision-making bodies, for example. TSPS II takes into consideration equality in rights, in access to resources (including employment opportunities related to roads work), and in decision making between women and men within the

transport sector. All planning and prioritisation of activities are based on stakeholder participatory approaches so as to take into account the different needs of women and men.

The Feeder Road Component uses almost exclusively labour-based methods and local constructors and labour forces for the rehabilitation and maintenance of approximately 1,000 km of feeder roads concentrated in the northern and most deprived areas of the country. About one third of the labourers are women, who work on road construction during farming off-seasons, enabling them to earn some cash to pay for school fees and medical care. A special training programme for women was developed and implemented during the period 2000 – 2001 as a joint venture between the Feeder Roads Training Department and a local Technical School. The programme trained 20 women in all the key skills needed for construction of feeder roads, such as carpentry, masonry, bricklaying and concrete works. This would enable the women to become foremen and take on better-paid jobs. All participants were sponsored by their contractors and were guaranteed a job after the course. A repeat course is planned.

Box 2: Gender and the Feeder Roads Component

In the TSPS II, The feeder road sub-component (b) has also ensured an impressive involvement of women (36%) in its Pilot Training programme on Maintenance Performance Budgeting System – MPBS / Routine and Recurrent Maintenance for Labour Based Contractors / Small Scale Contractors. Also within the Implementation of Rural Access Improvements (RAIs) and Intermediate Means of Transports (IMT)s, women and women's groups are especially direct targets and beneficiaries. Their involvement in decision-making however requires the use of gender specific strategies which although is detailed out in the Gender Management Plan (GMP) has not been consistently followed. There are ongoing activities however to ensure that the GMP is implemented before the end of the programme.

Source: Gender Sensitivity Review, (March 2007)

Under the Trunk Roads Component, a sub component for socio-economic development along the seven roadside communities has been included. This component has been developed together with the various stakeholders and includes covering of open drains, construction of school and public toilets, walkways at schools and market areas. It also has a HIV/AIDS outreach prevention programme for the workforce and the communities. In addition, women staff and constructors have been supported in road and transport related courses in either Denmark or Kenya. The socio-economic sub-component of the TSPSII clearly offers a better avenue for gender issues to be specifically addressed and mainstreamed into core programme sub-components. The sub-component has been well implemented offering some very good and exemplary practices for replication in the other sub-components and also future programmes in the road sector in general. The review found out that currently the component has been documented as a good practice by the Ghana Highway Authority and discussions to buy into the practice and to establish its inclusion as a policy for future constructions is being discussed with donors in the sector. A documentary of the implementation of the socio-economic sub-component is currently ongoing.

5.6.1.1.3 Business Sector Support

Since 1993 Denmark has supported the private sector in Ghana through the Private Sector Programme. The programme focuses on individual private businesses and on co-operation between private companies in Denmark and Ghana. Following a number of workshops on private sector development, the Governments of Denmark and Ghana decided during the Annual Consultations in 2002 to cooperate on business sector development. The Danish support to business sector development was to follow the same principles as those applied to sector programmes supported by Denmark. The preparation of the Business Sector Programme Support (BSPS) was carried out as a joint effort between

a number of Ghanaian institutions and Danida. Based on a framework developed and approved as part of the Annual Consultations in April 2002, formulation of the different programme components took place during the second part of 2002 and January 2003. The documents constituting the basis for the appraisal contain the BSPS Document as well as four Component Descriptions.

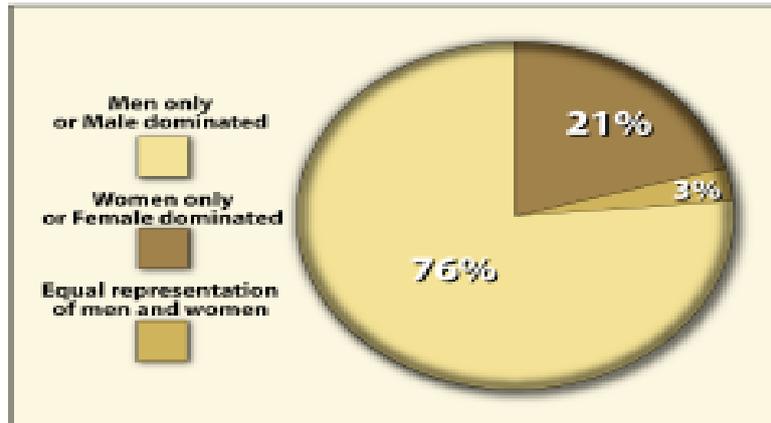
Unfortunately, documents on gender mainstreaming in the business sector support programme are limited and scattered. The BSPS, according to its programme document²⁴, pursues a pro-poor strategy in line with the GPRS I and has been designed through its **development objective** to create *'equitable growth in production and employment achieved through development of a competitive and vibrant business sector'*. In the joint GoG / Danida **preamble** of the programme document it is emphasized that: "BSPS and the GPRS share the focal point of creating conditions for broad-based development of business activities that will contribute to economic growth, employment creation and thus indirectly alleviating poverty. Equal rights and access of women and men as well as strengthening of good governance through introduction of ethical codes of conduct are important concerns of BSPS."

In the Component three – Business Support instruments, it is stated that the component will assist the mainstreaming of gender issues in trade negotiations and the implementation of treaties in Ghana. Again it was envisaged furthermore, that being involved in growing cash crops women's interests are directly affected by export promotion activities. Suggested interventions will strengthen and broaden the trade dialogue within Ghana and work towards full business and private sector integration in forming Ghana's position in trade negotiations, promoting transparency and participation in the trade related policy arena. It was reported in the First Review of Business Sector Programme Support (BSPS) II in June 2005 that even though focusing on the situation of women and the impact of the proposed activities on the conditions of women are priorities of BSPS according to the programme document, gender mainstreaming in the BSPS is considered less satisfactory²⁵. Under the SPEED programme there are clearly-defined targets for how many women entrepreneurs should receive loans and reports indicate a good record of women-owned enterprises in receipt of support. Overall, women-owned enterprises accounted for 42.5% of total loans. However, also the BUSAC Fund supports important initiatives promoting advocacy for women in private business and has further potential in that regard. Gender balance in BUSAC interventions is taken well into account in actual projects and a number of women's associations are being supported in their advocacy activities as shown in the figure below:

²⁴ Danida, 'Sector Programme Support Document: Business Sector Programme Support (BSPS) 2003-2008, September 2003

²⁵ Review Aide Memoire, Review of the BSPS, June 2005, Pg 16

Figure 1: Gender balance in BUSAC interventions



Source: BUSAC, *Semi-Annual Progress Report January-June 2007*, p.29

In the call for applications in February 2007 actually 5 out of the 35 proposals approved for support were for women business associations and even in projects where visible female participation would not have been expected, like the 'dynamic' spare parts dealers of Suame Magazine Industrial Development Organization (SMIDO), organizing about 200,000 members in Kumasi, this presence is actually very visible. Surprisingly, however, the gender aspect is not featuring prominently in the new log-frame agreed between the BUSAC donors. In general, the BSPS focus on cross-cutting issues is rather weak and only recently have efforts been made to deal with the major short-comings. The reason for this lack of emphasis on cross-cutting issues may to some degree depend on the basic programme design, operating on macro- and meso-level and only indirectly at micro level. However, even within this constraint, un-exploited opportunities exist as also indicated by the recommendation of the September 2007 joint review: "Cross-cutting issues with special emphasis on gender, as well as information and awareness of HIV/AIDS should be more vigorously pursued by the BSPS implementing partners."

5.6.1.1.4 Health Sector

Danida support to gender and women's issues can be seen within the sector-wide approach (SWAp), which, in agreement with MoH, earmarked funds for a number of pro-poor interventions. These included strengthening district and sub-district capacity for the management of health services; improving Access to Health Care for the Poor including women, and, more importantly, consolidating the work it had begun in the Upper-West Region on primary health care services, especially for women and children. During the period 1998-2002, support for the poor, within which support for gender is included, amounted to DKK10m.

Overall, Danida support for health has been provided for more than a decade. During this period:

- Danida has stimulated incorporation of gender in the appointment of a gender-focused person in the MoH.
- Danida also financed scholarships for seven women to undertake a Masters of Public Health degree in Europe and elsewhere, including Ghana. These women are all now acting as heads of District Health Management Teams (DHMTs) in Districts throughout Ghana, four of them in the Northern, Upper East and Upper West Regions of Ghana.

- Support has also been given to MOH for developing a gender policy “Promoting Gender Equity and Health”, and gender training for staff and policy makers. This policy is in draft and is yet to be finalised.
- A team has been set up to facilitate mainstreaming and implementation of the policy, which is reflected in the next GoG five-year programme “Partnership for Health, Bridging the Inequalities Gap”. The overall programme has a strong focus on improving reproductive health and the main development targets include reduction of the maternal mortality ratio, an increase in family planning receptors, and an increase in ANC and PNC coverage. The programme also includes issues such as improved privacy for women, promotion of gender awareness, understanding the different health needs of women and men and encouraging participation of men in reproductive health services.
- Danida earmarked components on “Improved Access for the Poor” and “Strengthening District and Sub-District capacity” aim at reducing financial barriers to health care access for the poor through exemptions for the poor and for pregnant women and through improved service level in the most remote and deprived areas.
- There was an increase in the use of Insecticide Treated Nets (ITN) by children under five years old and women over the period between 2004 and 2006. The 2006 health service report notes a decrease in the under-five malaria fatality rate from 2.4% in 2005 to 2.1% in 2006 (against a target of 2% for the year). The decrease may be partly attributed to the increasing in the use of ITNs and other effective interventions supported by donor funds.
- Remarkable also is the continual increase in female enrolment in the Rural Health Schools in Kintampo as a result of capacity-building programmes including expansion of infrastructure including provision of dormitories and equipment to facilitate learning.

Table 11: Kintampo Rural Health Training School: Admissions by year and sex

YEAR	MALE	FEMALE	TOTAL
1998	57	11	68
1999	94	12	106
2000	49	17	66
2001	98	35	133
2002	117	25	117
2003	174	52	226
2004	115	55	170
2005	229	78	307
2006	291	139	428

Source: RHTS, Kintampo, September 2007

5.6.1.1.5 Good Governance and Human Rights (GGHR)

Support to Gender / Women through IBIS (2004 – 2006)

Promoting good governance and human rights continues to be a key component of the Ghana Poverty Reduction Strategy (GPRS II) for ensuring that key policy processes of controlling and managing resources are adhered to. It involves encouraging independent constitutional bodies such as Civil Society Organisations to play an active role as citizens outside government structures, keeping an eye on resource management and utilisation. Ibis West Africa is managing a Civil Society fund which is aimed at supporting community-

based organisations in promotion of rights and justice and in demanding accountability at local government level. The fund is part of the Danida Good Governance and Human Rights Programme. The fund aims at strengthening the capacity and effort of community-based Civil Society Organisations for participation and advocacy for good governance and human rights. It achieves this by means of small grants for implementation of activities as well as Organisational Development Training for implementing partners. Implementation of the GPRS and other reforms has been slow in Ghana due to insufficient ownership and capacity at the different levels as well as inadequate resources to ensure their achievement. The programme was therefore designed based on the understanding that continued and intensified engagement with governance institutions could help bring good governance to individual citizens who start questioning why certain things are done and demand accountability.

The focus area should fall within one of the three GG&HR focus areas, i.e. Basic Rights, Civic Rights and District Accountability including Police and Judicial Accountability. Key among the proposals to which the programme is to give priority is the right to inclusion in decision-making – that is participation in development programmes, voters' rights, women's rights, and the rights of vulnerable groups including people living with disabilities and HIV/AIDS. The programme is implemented across the six regions with a wide geographical spread, including Volta, Northern, Brong Ahafo, Upper East. A number of the NGOs and CBOs supported are women's groups. For example, it is reported²⁶ that one CBO known as 6th March Women's Foundation demonstrated that, through their awareness-creation programmes in the Sunyani Municipality, 27 women stood for the local government elections of whom nine were elected to the local assembly

According to available review reports, the support has also encouraged women's participation in District Assembly elections in several districts in the northern zone. In each instance, the level of participation was reported to have increased both at unit committee and District Assembly levels. The support was aimed at supporting CBOs working on women's civic and basic human rights. In the area of women's basic rights CBOs work to stop harassment of women accused of witchcraft, as well as decreasing the number of women being accused of witchcraft and banished from their homes, for example in Gambaga Witch camp, also in the northern region. More women have become aware of and demanded their rights; the CSOs have found that involving men, working with traditional authorities, collaborating with government agencies facilitates their efforts. However, to sustain efforts, there may be the need to invest in supporting local government-substructures and more consistent and integrated economic initiatives. Another innovative project type is support for women's literacy programmes. Some projects such as the Nafaanra Literacy Project were working to stop discriminatory forms of initiation and widowhood rites against girls and women. Also in the traditional areas, where traditionally rites involving female genital mutilation and humiliating widowhood rites are still being performed, innovative strategies were adopted by project implementers. The establishment of advocacy groups in close co-operation with traditional authorities promoted women's civic rights.

Support to Gender through G-RAP(2004-2006)

Danida offers support to the Ghana Research and Advocacy Programme (GRAP) together with other donors such as CIDA, DFID and RNE-DGIS. The goal is to strengthen civic engagement and also to support processes and activities initiated by Ghana's research and advocacy Civil Society institutions that aim at influencing pro-poor policy-making processes within the GoG and promoting effective and efficient policy implementation, both at

²⁶ Ibis Draft Evaluation Report (2007) page 13

national and decentralised levels. Strategically, G-RAP aims at strengthening the funded institutional capacities (capacity-building grants). However, according to the G-RAP Annual Report 2005, in September 2004 (when the Programme Management Team became operational) the programme's designed selection criteria were reviewed and found to be "gender neutral if not gender blind". The initial design did not show any specific recognition of gender issues although the support did benefit a number of gender-focused organisations. It should be noted that CIDA as a Funding Partner made its participation conditional on an in-depth analysis; since then a gender analysis of the project has been undertaken and recommendations from the analysis resulted in the formation of an inter-stakeholder Gender Steering Committee (GSC), and G-RAP is to recruit a gender specialist to support the Programme.

It must be noted the G-RAP supports some notable women's and gender-focused groups in Ghana focusing on advocacy of gender issues. For instance ABANTU for Development, Ark Foundation has benefited from a CIDA-Danida grant to prepare women aspirants to actively participate in district level elections which took place on 12 September 2006. Another aspect of the programme was education of the electorate to vote for women candidates. This programme was implemented in collaboration with a number of research and advocacy organisations which are also members of the Coalition on the Women's Manifesto for Ghana.

5.6.1.2 Increased gender mainstreaming into programme support and project activities

Gender mainstreaming into sector support programmes has clearly increased. Danida has played an acknowledged role in both improving the situation of women and integrating a gender perspective into sector support programmes. Danida has supported the introduction of WID and GAD policies at national and, to a greater extent, project level as well as within its sector support programmes in which the design and implementation of programmes is to be supported by a gender analysis and training for core staff in gender mainstreaming.

5.6.1.3 Increased targeting of women, children and vulnerable groups as direct or indirect targets (beneficiaries) of Danida programmes and projects

There has been a growing increase in the amount of money for gender mainstreaming and in the extent of support for targeting women, children and vulnerable groups since 1995. This can clearly be seen under the current support for gender and women's projects through IBIS, where women's groups and groups serving the vulnerable including the physically challenged are continually targeted. These local CBOs especially work on promotion of women's civic and basic rights. In the first phase of the programme in 2005, 62 out of the total of 78 organisations were funded. The remaining 16 could only be funded in the second half of 2005 and 42 of the 62 funded projects in the first phase were selected for continued support under the second phase of the programme. This brought the total number of CBOs supported under the second phase to 68 and to 78 for both first and second phases. The regional compositions include: Northern Region – 26; Upper West Region – 8; Upper East Region – 4; Brong Ahafo Region – 11; Central Region – 11; Volta Region – 18. Basically there have been increases in the targeting of women, children and vulnerable groups with current focus on the following critical issues:

- promoting children's rights to education, especially the girl child;
- communities' right to health care, especially in relation to childhood diseases and reproductive health targeting of women and girls;

- employment rights of women;
- promoting responsible parenthood to guarantee children's rights to basic social services and proper upbringing;
- sensitisation programmes to challenge socio-cultural practices that deprive certain sections of society especially women, children and the disabled of a decent living;
- promoting the rights of the physically challenged.

5.6.1.4 Increased level of women's participation in decision-making on Danish supported programmes and projects as well as at grassroots community levels

Available documents make it impossible to provide detailed figures and numbers on participation in decision-making, but all documents reflecting women's participation in decision-making on Danida-supported programmes and projects indicate a high degree of women's participation at grassroots levels whilst at management levels the level of participation remains low. This seems to be due generally to the socio-economic and cultural positions of women in Ghana which continues to keep their participation in leadership still very low. This is coupled with general lack of women's interest in participation on boards and steering committees. Under individually supported projects undertaken by NGOs there is evidence of high women's participation at grassroots levels whilst their participation is low at management level, unless it is an intervention which targets only women.

Likewise, especially in the water sector women's participation at WATSAN community level indicates increased targeting with clear guidelines on their involvement as well as training in decision-making. At a less obvious, but still impressive, level the involvement of women in the Transport Sector Support Programme (TSPS II) sub-component (b) is growing. However, at the higher decision-making levels within both water and transport sectors at national, regional, and district board or steering committee levels, women's decision-making roles have remained limited.

5.6.1.5 Improved levels in the socio-economic status of women, men, children and the vulnerable due to Danish Assistance

It must be noted that Danida support to Ghana generally has the overall goal of poverty reduction, and thus the improvement in the socio-economic status of the people of Ghana has been key both to the gender-specific interventions and also to all sector support programmes and projects within which gender has been mainstreamed.

Danida's support for poverty reduction and integrated projects for women, youth, children and the vulnerable clearly has had potential for improving their socio-economic status. Under various rural poverty alleviation programmes reports indicate that more than 10,000 women were targeted by local NGOs and helped to undertake various economic activities including shea-nut processing, snail-farming, general farming, small ruminant production and various forms of vocational skill training (soap making, batik tie and dye production). Testimonies from some beneficiaries indicate that support from these projects were a life-line to their very survival. Notable among them are the provision of micro-credit for women farmers and processors. These persons would never have had access to loans to expand their enterprises but for the DANIDA support to the NGOs which implemented the projects. A more targeted approach to improving the socio-economic status of women, men and children is found under the Fund for Poverty Reduction and Women's Rights 2002 which provided structured support through provision of funds to the NGO network on women's poverty reduction.

Again Danida support to all the other sectors including environment have generally been successful in improving the socio-economic status of women, men, children and the vulnerable. For example an environment project by an NGO, GIA-Nabio Agroforestry development organisation, was considered as one of the most successful of its kind in Ghana. The NGO Chairperson was therefore invited to present the results at the Fifth Session of The Conference of Parties under the Convention to Combat Desertification in Geneva in 2001, financed by the MFA in Denmark. An independent evaluation was carried out in 2003; according to this study the NGO has through its Danida-funded projects “reached a target group of the poorest women in Upper East Region, and had had a significant impact on the livelihoods of these women”²⁷. Other programmes to address environmental degradation, especially in the Savannah zones of Ghana were identified to have introduced systems for managing bushfires occurring in these regions. The systems were described as “gender sensitive, sustainable and equitable community bushfire management systems”, operational in communities, traditional areas and districts in the three Regions of Northern Ghana.

The Danida support for the health, water and sanitation and transport sectors have been generally evaluated to have supported provision of needed socio-economic infrastructures including water and road accessibility to local populations including women and the vulnerable, especially in poor communities in Ghana. Support for specific interventions on good governance and human rights has sought to contribute to basic and civil rights of women and the vulnerable especially at grassroots level. Core to the activities of all 78 CBOs supported under the IBIS fund for NGOs is promotion of basic and civil rights of women, children and the vulnerable. Local NGOs and CBOs are helped to support and monitor women’s roles in decision-making within local governance structures including the district assemblies, area councils and unit committees, and to support the district administrations.

5.6.1.6 Conclusions

Table 12: Summary of DAC-criteria assessment regarding consideration of gender as a cross-cutting in Danish assistance to all sectors

Criterion	Assessment
Relevance	Overall, gender mainstreaming in all sectors has been very relevant in line with the GPRSI and II and, in recent times, the Ghana Gender and Children’s Policy. The support has generally been in line with actions focusing on promotion and protection of women’s rights and prevention of discrimination against women. The mainstreaming of HIV/AIDS has been especially relevant and in line with strategic attempts by the Ghana AIDS Commission to ensure strategic mainstreaming at sectoral level, having provided the framework in their sector HIV/AIDS strategic documents.
Effectiveness	Generally, consideration of gender as a crosscutting issue has been very effective where there are clear strategies and guidelines for mainstreaming. For example, in the transport sector mainstreaming of gender and HIV/AIDS has been effective. Also the involvement of women in the Water Sector Support programme as a prerequisite has been generally effective and indeed exemplary especially in the provision of capacity enhancement and training for WATSANs focusing on women. Included in sensitisation and awareness-creation projects were issues relating to HIV/AIDS, almost all projects with elements of awareness-creation incorporating basic sensitisation on HIV/AIDS. This was more visible with projects funded in the 1998-2005 period. Gender mainstreaming within sector support programmes seems to be improving

²⁷ Env_pcr_2004 Ghana 12 66

Criterion	Assessment
	especially for the water and transport sectors which have clearly set out plans to ensure that gender equity issues are properly integrated. For example the TSPS II had high integration of cross-cutting issues including community-level sensitisation on HIV/AIDS funded specifically for that purpose under the socio-economic component of the project. The other sectors such as the GGHR do not adequately mainstream gender with exception of the component which supports civil society advocacy on gender. Particularly the IBIS specifically ensures that local NGOs and CBOs are addressing the civic and basic rights of women and the vulnerable.
Efficiency	Efficiency here relates to the capacity of implementers to mainstream. Knowledge and skill in gender mainstreaming within the sectors is very low and this has often been a limitation. For most of the time lack of commitment to mainstreaming of crosscutting issues has also contributed to low efficiency. Where the programmes provided guidelines, for example on how mainstreaming should be conducted in the Transport and Water sectors, efficiency has been very high. The emphasis placed on mainstreaming required partners to be more gender sensitive and also ensured that issues on gender are reported on. But mainstreaming of gender, environment and HIV/AIDS, especially in support for governance and decentralisation, has been too general and not specific.
Impact	Danida support for gender mainstreaming, especially in the transport and water sector, has had a positive impact by increasing the involvement and participation of women as direct beneficiaries and also decision-makers. Mainstreaming within the other sectors has generally been successful in improving the socio-economic status of women, men, children and also the vulnerable.
Sustainability	In the water sector, women's participation in WATSAN committees has been sustainable and there has been some increase. The level of involvement of women in decisions on water management at local level in particular has generally improved. Training of women as Watsans has also been institutionalised especially for the regions which received Danida assistance (Greater Accra, Eastern and Volta). Training manuals used have been adapted for other regions. The mainstreaming of gender in the transport sector is being documented as good practice for possible "buy-in" by other donors in the water sector, and discussions are currently ongoing as to how to adapt the process for the sector as a whole.

6 Summary assessment, related to the DAC criteria

The following table provides an overall summary of Danida support to gender, both as a "sector" and as a "cross-cutting issue."

Table 13: Summary assessment of Danida support towards gender, both as a sector and as a cross-cutting issue, related to DAC criteria

Criterion	Assessment
Relevance	<p>Danida support for gender-specific interventions has been extremely relevant to the goals and objectives of gender equality, promotion and protection of women's rights in Ghana. Direct support to NGOs for the implementation of women's human rights projects has been very relevant for addressing gender discrimination in Ghanaian society. Ghanaian and Danish commitment to women's rights protection has been clearly visible in the implementation of gender-specific projects following clear strategies of research, advocacy, networking, education and training. Danida support to gender-specific interventions has been highly relevant:</p> <ul style="list-style-type: none"> • to the national policy framework, goals and plans for gender equality and equity including the constitutional guarantees of equality as enshrined in the 1992 Constitution of the Fourth Republic, the GPRSI and II and the the National Gender and Children's Policy; • to addressing women's human rights promotion and protection; • to providing opportunities for women in accessing resources including agricultural inputs and micro-credit through support for poverty reduction; • in providing support for local partners, especially local NGOs and CBOs, in sup-

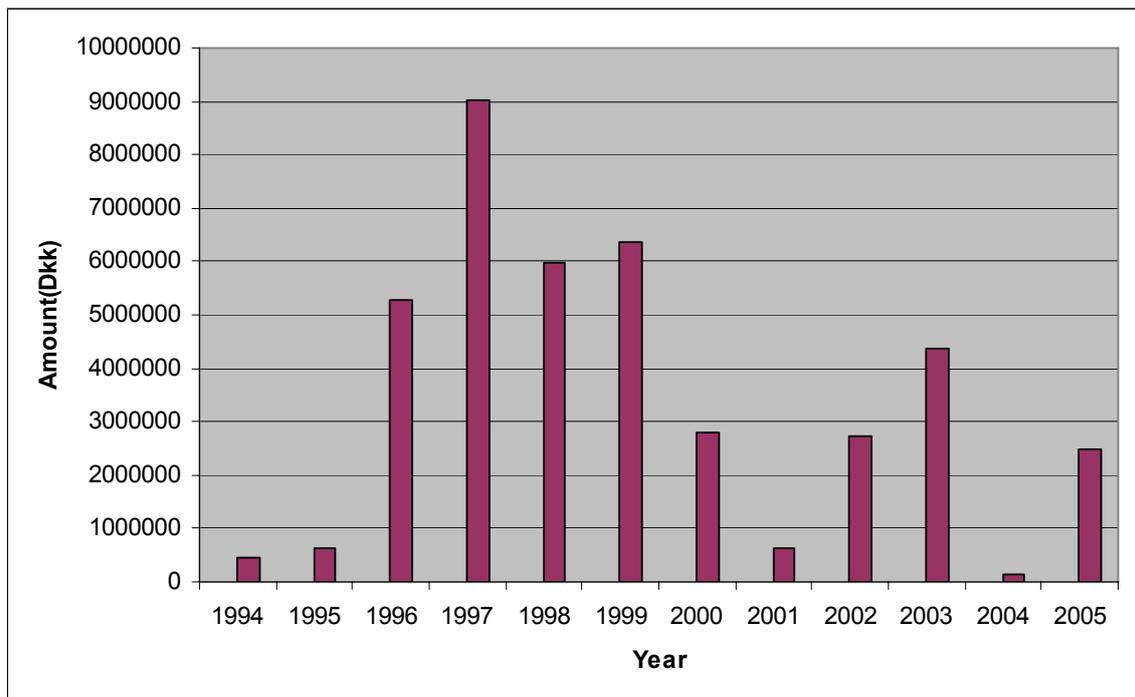
Criterion	Assessment
	<p>port of the development of women and gender issues;</p> <ul style="list-style-type: none"> • in its support for capacity-building of the sector ministry MOWAC through provision of needed equipment and training; Danida support to MOWAC has been relevant in ensuring its adoption of a framework for monitoring of the GPRS to ensure gender mainstreaming and implementation of national gender policies; • in its selection of regions and districts for support of women's projects focusing on the three poor regions in the North and the Volta region identified as among the five poorest regions in Ghana, support to the fifth Central Region having been provided under the water sector programme. <p>Consistent Danida support for actions against enslavement of women and girls (Trokosi Practice) and domestic violence including support for research, advocacy, education and stakeholder collaboration, was highly relevant in ensuring reform of existing laws, that is amendment of the criminal code (1999) to criminalise discriminatory practices such as girl enslavement, and also contributions to the passage of the Domestic Violence Law in March 2007.</p> <p>Danida support to gender mainstreaming as a crosscutting issue has also been very relevant especially within its sector programmes. Within the Water and Transport sectors Danida support led to the following:</p> <ul style="list-style-type: none"> • ensuring that both men and women are involved in implementation of the programmes (women as part of the workforce in the TSPS I and II); • women and men benefiting directly from the projects; • women and men being involved in the monitoring and evaluation of the programmes. <p>Overall, Danida's sector support for gender was highly relevant to the development of relevant sector policies, plans and strategies such as the draft health sector gender policy and the gender management plan for the transport sector.</p> <p>Mainstreaming of gender as a crosscutting issue in the business sector has been general, whilst the inclusion of a component for support to civil society in ensuring good governance and accountability has opened a new direction for women's basic and civil rights to be promoted at grassroot level through the Ibis support.</p>
Effectiveness	<p>Danida-supported gender and women's projects has been very effective, while support to gender mainstreaming in sector support programmes has been moderately effective, apart from that of the Transport Sector Support Programme II which had a specific socio-economic component that supported gender-specific activities in road construction, in both the feeder roads and trunk roads sub-components.</p> <p>The support was also effective in Danida-supported NGOs, as their management structures and procedures improved.</p>
Efficiency	<p>Danida's highly efficient mode of support is hailed and applauded by NGO partners when compared with that of some other sector donors. Danida's holistic support for demand-driven projects ensured that implementation of supported projects was not halted and that where necessary the required support for capacity-building and training in project management was provided. In most cases evaluated, the funds requested in the budget proposals were fully provided and accounted for. In some cases this has led to beneficiaries being able to achieve much more than their initially targeted outcomes.</p>
Impact	<p>Available reports indicate high impact levels for relatively small gender-specific projects (although generally documentation on impact is limited). The impact of support for the Promotion and Protection of women's rights has been high as interventions led to changes in the passage of laws and amendment of codes.</p> <p>Danida support for the Trokosi project greatly facilitated amendment of the criminal code in 1999 to cover enslavement of girls.</p> <p>Danida support for the AWLA advocacy on domestic violence impacted on the national advocacy programme culminating in dissemination of the Domestic Violence Bill.</p> <p>The initially high impacts of income-generation projects were diminished by subsequent low repayments of micro-credit causing the project benefits to be limited to the project lifespan.</p> <p>The impact of gender mainstreaming in the water, transport and health sectors clearly relates to general improvements in the socio-economic wellbeing of women, men and</p>

Criterion	Assessment
	<p>children in Ghana as a result of Danida-supported programmes. Provision for and access to basic socio-economic services especially for women and the vulnerable continues to be a major challenge to most District Assemblies including those in the regions and districts where Danish Assistance was provided. The provision of a fund for the socio-economic component of the TSPSII led to the provision of gender-specific support to women and communities along the road corridor, the first of its kind in Ghana where the needs of women in particular have been directly integrated into road construction.</p>
Sustainability	<p>Sustainability was a major issue for almost all gender-specific projects supported, especially poverty reduction and income-generation projects. The support for the provision of agricultural inputs and micro-credit to beneficiaries seemed to have been most at risk. This is due to the magnitude of poverty levels which required such projects to be more medium-term than short-term.</p> <p>NGOs in general, those supported by Danida in particular, and government MDAs have high staff turnover. Therefore, where staff have been trained on specific aspects of gender mainstreaming, the experience has been completely lost over time. For instance, following training of national service persons as Gender Desk Officers for the districts under the MOWAC capacity enhancement project, most young graduates are very likely to have other plans for their careers outside the government service unless issues of remuneration and motivation are addressed.</p> <p>Sustainability was a critical issue. This is because some of the products supported under the poverty reduction projects from the Danish assistance required improvements in the local markets. Increases in production levels for raw and processed agricultural produce including shea-butter led to glut and low pricing. The prices were determined more by market forces outside the local communities and districts leading to low pricing and often losses for women. Also, lack of maintenance of equipment provided in some of the women's centres was a major shortcoming. The issue of who has responsibility for maintaining the facilities and equipment provided was unclear as between the district assembly, the implementing NGOs, women's groups, or wider communities. Lack of well thought out sustainability plans coupled with ever increasing lack of maintenance has placed sustainability at very high risk.</p>
Coherence, Coordination, Complementarity	<p>Donor coordination in terms of support for gender equity is considered to have been particularly poor during the 1990-1998 period but is being improved by the establishment of the GEST group under the MDBS. Promotion of gender equity and women's rights is common to donors who see gender mainstreaming as a key focus in poverty reduction and the development process generally.</p>
Issues of Procedures, Administration and Management	<p>Stakeholders describe Danida as flexible, holistic and consistent in its support in terms of procedures for and administrative management of gender-specific interventions, projects and programmes. NGOs receiving support from Danida believe this must reflect the systems and structures in place which ensured accountability and proper auditing, and this is considered to be a considerable asset, taking into account the extent of support that Danida provides especially for small up-and-coming NGOs. The provision of technical support for projects, especially those with sector MDAs, has been identified as beneficial in ensuring that the requisite in-house technical assistance was available from persons with professional expertise since gender mainstreaming involves analytical skills most of which were lacking. The provision of training in effective administrative management is commended as having been very useful.</p>
Global Assessment	<p>Danida's support to gender in the 1990s follows the WID approach with a focus on women's needs and support for women's human rights issues especially on support for advocacy against violence and abuse of women and girls. This was in line with global attempts, especially during this period, to address the feminisation of poverty and elimination of negative practices against women.</p>

7 Overall Conclusions and recommendations

The figure below presents the grant amounts in DKK disbursed annually on gender-related projects by the Danish Embassy during the period 1994-2005. It can be seen that the focus shifted away from individual projects: allocations to gender-specific projects between 1994 and 2005 are estimated at over DKK37m, while at the same time gender was more and more mainstreamed into other sectors. It is however impossible to estimate how much was spent on gender mainstreaming within sectors and on other projects supported under Danish assistance. This is due to lack of gender budgeting. The figure below summarises Danish support for gender-specific projects from 1994 to 2005. Support for gender-specific projects grew from under DKK 500,000, covering up to 2 projects and one region per year to a peak of over DKK 9m in 1997. Within this period the projects supported also had national coverage with nine or more projects supported each year. It should be noted that the figure for 2004 in actual fact covered an extension of support from 2003 and does not necessarily indicate a fall in total support. This is because the projects were of two-year duration. Within this period the allocation for poverty reduction and promotion of women's rights amounted to DKK 15m.

Figure 2: Summary of local grants for women and gender-related projects between 1990 – 2005



Note: The DKK amounts are those used in the related project documents except for one project where USD-figures were converted into DKK. In cases where both the actual disbursement and the budgeted amount for the projects were documented, the actual disbursement figure was used.

The direct support for gender and women's rights since 2005 has been under the umbrella of Ibis Ghana from where, under the Civil Society component of the good governance and human rights programme, support for women's basic and civil rights is being promoted. Reference has been made to this in the section on gender as a cross-cutting issue within the programme support. The total allocation made for NGOs and CBOs under the Civil Society component of the GGHR Programme was **DKK 2.0m (3,066,000,000 cedis)** while the total budget was **DKK 2.1m (3,187,500,000 cedis) for the period 2005 until 2006.**

On the whole, Danida support to gender and women's equality has **been crucial and highly relevant** to the needs and policies of Ghana in terms of gender and women's

rights. The support has also been consistent with international and national commitment to promotion of gender equity including the conventions of CEDAW, and the Beijing Platform for Action. The promotion and protection of women's human rights, and poverty reduction through provision of income-generation and skill training has supported poverty reduction strategies which Ghana has pursued throughout the period of evaluation. Support for issues on violence against women including domestic violence, enslavement of women and girls and outcasting of witches has greatly promoted national advocacy, networking and dialogue on these issues. This has in no doubt contributed to the passage of relevant laws prohibiting their practice. Of importance to gender support has been provision of funds for gender and HIV/AIDS issues, notable among them being support for the distribution of female condoms.

On the whole, Danida support has also been effective and efficient, with some high measurable impacts. The majority of the individual programmes of support to women's groups and issues has been highly successful and can be summed up as follows:

- Support for Research and Publications on critical issues on women and gender: Danida contributed to research and documentation on critical gender issues hindering women's advancement has been innovative. It also greatly contributed to the general wealth of information on such critical issues and provided grounds for further work to be undertaken including advocacy, networking, lobbying and dialogue for change. This is especially notable for Danida's support for measures to curb violence against women and girls, including the Trokosi practice. Danida support for the compilation of a Gender Training Manual by the Institute of Social and Statistical Research (ISSER) was a clear success as the manual still remains a valued reference document on gender.
- Support for projects on violence against women and girls: Danida support for actions against violence and abuse towards women and girls has been comprehensive, strategic, consistent and holistic. This support for action on violence against women and girls started with support to an NGO to undertake nationwide research on violence against women and girls. This was followed by further support for dissemination of research findings. Further support to Association of Women Lawyers (AWLA) coincided with national advocacy on violence against women by a National Coalition which resulted in lobbying, dissemination of research findings, and training of police and the WAJU and which facilitated the passage of the Domestic Violence Law.
- Support for networking on Gender and Women's Rights: Danida's pioneering support for the activities of the then newly-established Gender Institute is said to have promoted effective networking of local partners on gender and women's rights. Danida's support for an international conference on Gender held in Ghana in 1999 was highly successful bringing together gender experts from all over the world to discuss national and international gender issues. The workshop also succeeded in training local gender experts and women's rights advocates in current trends in gender mainstreaming from different perspectives. The publication and dissemination of workshop presentations were also supported by Danida and they continue to be reference materials on gender in Ghana.
- Support for the sector Ministry (MOWAC) has been very useful. It helped the Ministry offer support for the training of Gender Desk Officers (GDOs) in Ghana under a capacity-building programme.
- Contribution to gender strategies, policies and laws: Danida successfully contributed to the monitoring of the GPRS I to ensure that gender mainstreaming was suc-

successful Support for national dissemination of the Domestic Violence Bill, now law, has been hailed as a success.

- Support for poverty alleviation among women, girls and youth was another major success covering rural communities in the Northern, Upper East and West and also the Volta region implemented by six different NGOs (Africa 2000 Network, Management Aid, Friends of the Earth, Gnado, Centre for the Development of People, Southern Sector Youth and Women's Network), three of which formed a network for experience sharing, learning and collaboration.
- Support for Women and HIV/AIDS was another interesting innovative project supported by Danida which succeeded in distributing female condoms to thousands of women across Ghana ensuring a national increase in accessibility and use of female condoms especially by rural women.

However, sustainability is highly questionable, especially in relation to support for short-term projects but also with regard to gender-related activities in sector support programmes. Most of the expected project impacts may not have lasted beyond the project lifespan. Danida's aid modalities, procedures and portfolio management compare favourably with that of some other donors in the sector, and Danida's holistic approach and flexibility in provision of funds have been greatly commended.

On the other hand, there are a number of lessons that should be considered for any future support to gender:

- Lack of a clear **agenda for mainstreaming**, including lack of gender policies or policy frameworks, plans, guidelines and personnel with requisite gender analysis skills, can limit the extent of and success in implementation of gender-specific projects. The need for improving organisational capacity, structures and mechanisms for gender mainstreaming or gender management systems cannot be overemphasised.
- **Sensitisation workshops/seminars** should have been organised for decision-makers, as a forum for advocacy, lobbying and dialogue. Such fora help reduce the fear and apprehension often encountered in organisations embarking on gender mainstreaming initiatives. It also contributes to building commitment and political will among top-level management to commit time and financial resources and to institutionalise the processes that can or will internalise gender concerns.
- Another lesson is that the process of **gender mainstreaming in large male-dominated organisations** is a slow and exacting process; the challenges are many, so realism, patience, flexibility, determination and skill are required.
- Although gender analysis in all development programmes is being implemented on a programme-by-programme basis resulting from the development of the monitoring and evaluation plan through donor support, the **Gender Desks** created at the MDAs and trained with Danida support have not been able to influence public policy effectively. Where gender concerns have been taken on board, it has been the result of Civil Society advocacy. However, the GPRS II and the ICT for Accelerated Development have been effectively fostered.
- **Networking** among NGOs goes beyond mere implementation of similar projects and has to be strategically undertaken to maintain gains and mutual support beyond project termination.

Some general conclusions are summarised below with corresponding recommendations:

Table 14: Summary of conclusions and recommendations

	Conclusions	Recommendations
	Gender-specific Interventions	
1.	Sustainability of poverty reduction projects was a key problem for many NGOs implementing such projects.	Support for capacity enhancement in sustainable rural micro-enterprise development and micro-finance projects and programmes for women and the vulnerable is highly recommended
2.	Limited gender budgeting within sector support makes deductions about total support for gender equity and mainstreaming difficult if not impossible.	There is a need for the introduction of gender budgeting in Danida-supported projects and programmes to make it easy to evaluate how much of the overall budget is directed to targeting gender-specific activities and beneficiaries.
3.	All development actors, including Danida, working towards poverty reduction with gender equity and advancement of women as a priority need to intensify their efforts to engage government, corporate organisations, etc. in support of this initiative.	Future gender support should consciously embody efforts to identify emerging issues, intensify lobbying and sustain advocacy on women's participation and representation at all levels of decision-making.
4.	The capacity of the national machinery is quite weak and requires more attention by the government, possibly with further donor support. This is especially important as it relates to its mandate to translate and implement gender policies into sector, regional and district level medium term development plans.	Government should scale up its efforts to promote gender equity. In this context, Danida may consider direct support for and stronger collaboration with National Women/Gender Machinery. MOWAC may need to be considered, if Danida's support for gender mainstreaming so far is to become sustainable, replicated and scaled up.
	Mainstreaming Gender in Sector Support Programmes	
5.	Capacity enhancement and skills in gender mainstreaming is a prerequisite for effective and efficient analysis and effective integration of gender into programme implementation.	Effective gender mainstreaming is a fairly new development and capacity enhancement in that regard should be consistently supported.
6.	There are no sector specific plans or strategies for all but the Transport Sector Support Programme and this will invariably affect effective gender mainstreaming in sector support.	Gender-specific Plans and strategies for each sector support programme, including marked monitoring indicators, should be considered.
7.	Current membership of programme steering committees and board membership is not gender-balanced, enforcing patriarchal control.	Danida should insist on gender-balanced composition of the various steering committees in all support programmes.
8.	There is no clear guidelines and plans on prioritizing gender mainstreaming in sector programmes and projects.	Guidelines need to be developed on how to mainstream gender focusing on gender priorities specific to sectors rather than generalized mainstreaming.
9.	Gender mainstreaming within programmes with decentralized local government partners and stakeholders require strong support by and with collaboration from Danida.	The support for programmes with decentralized local government partners is important and crucial it is therefore crucial that gender mainstreaming at the district assembly level be supported, strengthened through effective collaboration and capacity enhancement.

8 Annexes

8.1 Interview guidelines

Evaluation Questions

8.1.1 Gender as a cross-cutting issue

Indicators	Group 1: Programme / Project Partners (MDAs)	Group 2 NGOs and Civil Society (Programme/ Project Team Members)
<p>A. Levels of improvement of women's human rights due to Danida assistance e.g. promulgation, amendments and or changes of policies and laws on women's and children's rights</p> <p>Level of promotion of gender equity and equal opportunities for men and women</p>	<ul style="list-style-type: none"> • How has projects and programmes supported gender / women's human rights? • How has Danida Assistance directly contributed to any laws, policies relating to women's rights? • Has Danida support led to the development of any gender strategy or guideline currently in use or in draft? How was this achieved/ • Has Danida-supported research, dialogue on the need for an amendment or change in policies and laws relating to women and children's rights? • Were women and men involved and consulted on the gender impact of the programme or projects? • How did women and men participate in programme and project activities? • How did men and women benefit from the project activities? • To what extent did the targets set for women and men met? • Have women's practical and strategic interests in the project sector been met? • Were strategies and targets for promoting equal opportunities and benefits identified, developed and followed throughout programme / project cycle 	<p>How have projects and programmes supported women's human rights?</p> <ul style="list-style-type: none"> • How did Danida Assistance directly or indirectly contribute to laws, policies relating to women's rights • Has Danida-supported the development of any gender strategy or guideline currently in use or in draft • Has Danida-supported research, dialogue on the need for an amendment or change in policies and laws relating to women and children's rights? • Were women and men involved and consulted on the gender impact of the programme or projects? • How did women and men participate in programme and project activities? • How did men and women benefit from the project activities? • To what extent did the targets set for women and men met? • Have women's practical and strategic interests in the project sector been met? • Were strategies and targets for promoting equal opportunities and benefits identified, developed and followed throughout programme / project cycle
<p>B. Number of programmes supported with women and gender-specific components</p>	<ul style="list-style-type: none"> • How has Danida contributed to development and implementation of gender-specific programmes under its sector support? • Were strategies and targets for promoting equal opportunities and benefits identified, developed and followed throughout programme / project cycle • Were strategies and targets successful in promoting equal 	<ul style="list-style-type: none"> • How has Danida contributed to NGOs development and implementation of gender-specific programmes? • How important has Danida support to the individual NGOs in terms of their gender-specific objectives and goals? • How has Danida support for the NGOs in terms of addressing gender equity supported national and local targets in terms of gender? • Were strategies and targets for promoting equal opportunities and benefits identified,

Indicators	Group 1: Programme / Project Partners (MDAs)	Group 2 NGOs and Civil Society (Programme/ Project Team Members)
	participation and benefits <ul style="list-style-type: none"> • Were strategies useful in addressing critical gender issues relating to the sector? • Were targets for men and women realistic 	developed and followed throughout programme / project cycle <ul style="list-style-type: none"> • Were strategies and targets successful in promoting equal participation and benefits • Were strategies useful in addressing critical gender issues relating to the sector? • Were targets for men and women realistic
C. Extent of support to women (as against men), women representatives of women's groups and civil society groups to participate in decision-making on programmes and projects (Programme or project management / steering committee members)	<ul style="list-style-type: none"> • At what levels did women participate in Danida-supported programmes? Water, Transport, Health, Business? • How were women allowed to participate, i.e. selection of men and women as beneficiaries? • What specific provisions were / are made within each of the programme or sector to encourage women to participate (Gender Management Plans, Affirmative Action, Gender Guidelines) • What support mechanisms / incentives exist for women to actively participate in Danida projects and programmes e.g. capacity-building programmes, study tours, exchange programmes • How were women's particular participation as well as that of men prioritised? • Is it possible to measure the actual number of women who are currently participating in local politics due to DANIDA assistance 	<ul style="list-style-type: none"> • At what levels did women participate in Danida-supported programmes • What specific provisions were / are made within each of the programmes or sector to encourage women to participate (existence of Gender Management Plans, Affirmative Action, Gender Guidelines) • What support mechanisms / incentives exist for women to actively participate in Danida projects and programmes e.g. capacity-building programmes, study tours, exchange programmes • How were women's particular participation as well as that of men prioritised? • Is it possible to measure the actual number of women who are currently participating in local politics due to DANIDA assistance
Percentage of women (as against men) who are participating in decision making at grass-root levels i.e. in local politics due to Danida programme and project support	<ul style="list-style-type: none"> • How many training programmes were undertaken • What specific issues were discussed • How are women selected for these training • Where are such trainings held (within communities, nationally, internationally?) • How is knowledge acquired being utilised? • Relevance of such training to women? 	<ul style="list-style-type: none"> • How many training programmes were undertaken • What specific issues were discussed • How are women selected for these training • Where are such trainings held (within communities, nationally, internationally?) • How is knowledge acquired being utilised? • Relevance of such training to women?

Indicators	Group 1: Programme / Project Partners (MDAs)	Group 2 NGOs and Civil Society (Programme/ Project Team Members)
Extent of Danida support towards capacity development and enhancement programmes for women and youth including training in leadership and decision-making	<ul style="list-style-type: none"> • Was capacity enhancement on gender mainstreaming a core component or activity of the programme • How did the programme ensure that the capacity of partners in gender mainstreaming was enhanced? • Which members of the implementation team were provided with gender training? • Was capacity in gender analysis and mainstreaming enhanced during the project and through which specific activities? • How many training programmes were undertaken • What specific issues were discussed • How are women selected for these training • Where are such trainings held (within communities, nationally, internationally?) • How is knowledge acquired being utilised? • Relevance of such training to women? 	<ul style="list-style-type: none"> • Was capacity enhancement on gender mainstreaming a core component or activity of the programme • How did the programme ensure that the capacity of partners in gender mainstreaming was enhanced? • Which members of the implementation team were provided with gender training? • Was capacity in gender analysis and mainstreaming enhanced during the project and through which specific activities? • How many training programmes were undertaken • What specific issues were discussed • How are women selected for these training • Where are such trainings held (within communities, nationally, internationally?) • How is knowledge acquired being utilised? • Relevance of such training to women?
D. 1. Evidence that gender impacts have been properly assessed and managed	<ul style="list-style-type: none"> • To what extent were gender evaluations undertaken for sector support programmes 	<ul style="list-style-type: none"> • To what extent were gender evaluations undertaken for gender projects
2. Evidence of improvement in the socio-economic status of women (as against men) i.e. income levels through Danida assistance	<ul style="list-style-type: none"> • How can we access changes in the socio-economic status of women due to actual Danida support? • How has individual programmes and projects directly supported the specific needs of women and men (Water, Transport, Health, Business Sector) • How has this support been sustained for greater gains? 	<ul style="list-style-type: none"> • How can we access changes in the socio-economic status of women due to actual Danida support? • How has individual programmes and projects directly supported the specific needs of women and men (Water, Transport, Health, Business Sector) • How has these support been sustained for greater gains
3. Evidence of women and men engaged in specific income-generation activities supported by Danida programmes and projects	<ul style="list-style-type: none"> • How has gender and poverty issues been addressed through the provision of support? • No of income-generation projects supported • Number of women who have set up businesses due to Danida assistance • Have women and men been advantaged or disadvantaged by the programmes or projects? 	<ul style="list-style-type: none"> • How has gender and poverty issues been addressed through the provision of support? • No of income-generation projects supported • Number of women who have set up businesses due to Danida assistance • Has women's status improved as a result of the project? • What changes has occurred in terms of the following? <ul style="list-style-type: none"> o Political and legal status

Indicators	Group 1: Programme / Project Partners (MDAs)	Group 2 NGOs and Civil Society (Programme/ Project Team Members)
	<ul style="list-style-type: none"> • How have economic and social changes produced by the project affected women's and men's roles and relationships in terms of the following: Gender division of labour Access and control of resources Decision-making • Has women's status improved as a result of the project? • What changes has occurred in terms of the following?: <ul style="list-style-type: none"> o Political and legal status o Employment opportunities o Access to productive resources o Health status o Educational status o Capacity enhancement 	<ul style="list-style-type: none"> o Employment opportunities o Access to productive resources o Health status o Educational status o Capacity enhancement
<p>Level of Danida support to women and girls towards access to resources (e.g. water, land, inputs, good roads and infrastructure, quality education) as a result of Danida assistance</p>	<ul style="list-style-type: none"> • How has Danida contributed to the development and implementation of gender-specific programmes? • How important has Danida support to sector support programmes in terms of their gender-specific objectives and goals? • How has Danida support for the sector programmes helped in addressing gender equity in line with national and local gender targets? 	<ul style="list-style-type: none"> • How has Danida contributed to NGOs development and implementation of gender-specific programmes? • How important has Danida support to the individual NGOs in terms of their gender-specific objectives and goals? • How has Danida support for the NGOs in terms of addressing gender equity supported national and local targets in terms of gender?
	<ul style="list-style-type: none"> • What further linkages have been or need to be built with gender experts, gender and women's organisation, to ensure development in gender mainstreaming in future support programmes • Were there already existing partnerships and linkages with other gender / women focused groups and organisations (e.g. <i>the GEST</i>)? • How did the programmes / projects succeed in building upon these linkages • What direct or indirect inputs in terms of gender and other crosscutting issues did the networks make into the programme or projects? 	<ul style="list-style-type: none"> • What further linkages have been or need to be built with gender experts, gender and women's organisation, to ensure development in gender mainstreaming in future support programmes • Were there already existing partnerships and linkages with other gender / women focused groups and organisations (e.g. <i>the GEST</i>)? • How did the programmes / projects succeed in building upon these linkages • What direct or indirect inputs in terms of gender and other crosscutting issues did the networks make into the programme or projects?

8.1.2 Gender-specific projects

8.1.2.1 Group 2: Evaluation Questions for NGOs

<i>Indicators</i>	<i>Evaluation Questions</i>
1. Evidence of Danida assistance towards gender mainstreaming and dialogue on gender issues	<ul style="list-style-type: none"> To what extent were projects successful in promoting gender equity and equal opportunities for men and women Were women and men involved and consulted on the gender impact of the programme or projects? How did women and men participate in project activities? How did men and women benefit from the project activities? To what extent did the targets set for women and men met? Have women's practical and strategic interests in the project sector been met?
2. Evidence of support for gender capacity enhancement and training programmes	<ul style="list-style-type: none"> How much of Danida support has been directly targeted towards capacity-building in gender mainstreaming? How has this support been successfully utilised Were strategies and targets for promoting equal opportunities and benefits identified, developed and followed throughout programme / project cycle Were strategies and targets successful in promoting gender equality? What gender strategies were employed on the project and were they useful in addressing the critical gender issues proposed by the project? Were targets for men and women realistic
3. Extent of support for gender equality and advocacy programmes for example violence and discrimination against women and girls.	<ul style="list-style-type: none"> What were the economic and social changes that were produced by the project: How did the contributions made by the project affect women's and men's roles and relationships in terms of the following:(Gender division of labour, Access and control of resources and Decision-making)
4. Extent of support to women, women's NGOs and civil society in promotion of and enhancement of women and leadership roles	<ul style="list-style-type: none"> Which gender-specific advocacy programmes have received support? How has this support supported increase in awareness of the issues and reduction of discrimination against women? How has this support been viewed by the target victims and potential victims? Have women and men been advantaged or disadvantaged by the programmes or projects? How do the NGOs perceive these support How has the support contributed to the commitment of women, NGOs and civil society towards gender equity in leadership
5. Number of women programmes supported with leadership components	
6. Number of, and level of support for women / gender income generating projects	<ul style="list-style-type: none"> How many women have directly benefited from income-generation activities as a result of Danida support To what extent did the project support and or resulted in improvement in women's status? What changes has occurred in terms of the following: <ul style="list-style-type: none"> Political and legal status Employment opportunities Access to productive resources Health status Educational status Leadership Capacity

Indicators	Evaluation Questions
7. Level of capacity of NGOs to implement gender sensitive projects	<ul style="list-style-type: none"> • How did the project support gender equality as integrated into vision and mission values of partner organisations? • Does the partner NGO have defined position (vision, mission, objectives that reflect its intention to address gender inequality and or defined gender policy and strategy)? • To what extent did the project or programme add value to this position? • How did the programme or project specifically support the NGO to achieve in terms of knowledge and expertise in gender mainstreaming? • Did the counterpart agency have the required gender expertise / expert within its organisation? • Was there the need to seek expertise outside to support in gender mainstreaming? • Has the capacity of the organisation been strengthened during the programme? • What has facilitated or constrained this (Lessons learnt)? • What level of gender expertise was brought into the project and project counterparts? • Was adequate gender expertise made available throughout the programme / projects and at what levels? • Were gender issues adequately identified and addressed in the contract and scope of services? • Does the organisation have established contacts with
8. Evidence of gender monitoring and evaluation	<ul style="list-style-type: none"> • Were there systems and structures in place to mainstream gender • Were adequate gender monitoring and evaluation conducted? • Did reporting include gender equality results? • How was information on gender disaggregated, analyzed and disseminated? • Were there developed gender information and knowledge systems at the programme, partner and internal organisation level? • How did the programme support or add value to the above? • Did the programme support the development of a system and structure in gender mainstreaming? • How were gender monitoring and evaluation targets set? • Did the project support the development of gender sensitive monitoring and evaluation tools? • Evidence of support for civil society organisation in the monitoring of gender sensitivity and promotion of women's rights • Are there existing assessments on opportunities and constraints for improving gender equity within specific supports sector for future programmes? • Has Danida support ensured the development of gender sensitive monitoring tools? • Has Danida support ensured the development of gender sensitive monitoring indicators? • Who conducted the assessments? • What were some of the basic recommendations provided in the assessments? • Have there been any attempts to address the recommendations? • Are there any special plans or proposals to develop specific projects to address this?

8.1.2.2 Specific Evaluation Questions for case projects

International Needs Ghana - Trokosi Project

1. How many girls' / women were liberated from Trokosi under the Danida support?
2. How many girls' received training under the projects?
3. How many girls' were supported to set up their businesses under the project
4. How many girls received micro-credit support and how much did each girl receive
5. To what extent has the project supported the women's training centre and how are women continuing to benefit from the centre
6. What capacity enhancement did IN receive as a result of the project
7. To what extent did the TROKOSI project contribute towards awareness of the abuse of rights of girls and women
8. To what extent did the project contribute to and subsequent passage of the law prohibiting the practice of TROKOSI in Ghana
9. What has been the major achievements of Danida support to the liberation and re-settlement of Trokosi's in Ghana
10. What systems are in place to track and support girls and women who were liberated and what are there any reports on where they are currently and what they are currently involved in?
11. What has been some of the challenges relating to Danida support to International Needs under the Trokosi Project What were the major achievements of the project
12. What were the main challenges
13. What do you think of Danida support
14. How different is Danida's support from that of other donors?
15. How would you describe the relationship you had with Danida in terms of their disbursement of funds, administrative procedures, financial management, reporting and other mechanisms and structures for accountability?
16. How difficult was it to follow these requirements?
17. What were some of the lessons learnt?
18. How sustainable was the project?

Management AID (MAID) Support for the Witches Project

1. How many girls' / women , alleged witches have received support under the Danida support
2. How many women (alleged witches) have received training under the projects
3. How many women (alleged witches) were supported to set up their business under the project
4. How many women (alleged witches) received micro-credit support and how much did each woman (alleged witch) receive
5. What capacity enhancement did MAID receive as a result of the project
6. To what extent did the project contribute towards awareness of the abuse of rights of girls and women alleged to be witches

7. To what extent did the project contribute to the promotion of women's human rights in Ghana?

Africa 2000 Network, Management AID (MAID), Friends of the Earth (FOE)

Northern Women's Economic Empowerment Project

1. How did the project contribute to poverty reduction among women and girls in the North?
 - How many districts / communities/women and men benefited from the programme
 - How many women and girls received micro-credit support and how much did each girl receive
 - How many women, men and youth received inputs under the project
 - How many NGOs and CBOs benefited from the project?
2. What capacity enhancement and training programmes were undertaken under the project?
 - How many girls/women received skills training under the project
 - How is this training being utilised
 - What is the current level of linkage between the organisation and the NGOs and CBOs trained
3. To what extent did the project support development of micro-enterprises for women and girls (and men) in the Northern Region
4. What were some of the significant achievements of the projects?
5. What were some of the significant challenges and how were these addressed/
6. What were some of the key lessons learnt from the implementation of the project
7. How are the beneficiaries currently using their support and knowledge acquired under the project
8. What gender mainstreaming strategies were employed?
9. How have the leadership skills acquired being utilised?
10. To what extent did the capacity of these groups built in gender mainstreaming?

AWLA

1. How did the research, publication and training on domestic violence support gender, women and human rights issues in Ghana?
2. How do you see gender mainstreaming in Ghana?
3. How has the publication contributed to enhancing capacity of users to mainstream gender?
4. Who are the main users of the manual?
5. What are some of the key contributions of your programme to addressing domestic violence in Ghana?
6. What were the major achievements of the project?
7. What were the main challenges?
8. What do you think of Danida support towards gender mainstreaming?
9. How different is Danida's support from that of other donors?

10. How would you describe the relationship you had with Danida in terms of their disbursement of funds, administrative procedures, financial management, reporting and other mechanisms and structures for accountability?
11. How difficult was it to follow these requirements?
12. What were some of the lessons learnt?
13. How sustainable was the project?

MOWAC

Capacity Enhancement Project

1. To what extent did the project contribute to the following:
 - Goal, aims and objectives of MOWAC
 - Gender Policy of MOWAC
 - Strategic Plan of MOWAC
 - Financial Mobilization and utilisation
 - Promotion of the rights of women and children
 - How did the project contribute to capacity-building of MOWAC in terms of the following:
 - Human Resources – development
 - Infrastructure and equipments
 - Gender Mainstreaming of programmes and projects
 - Monitoring and Evaluation of national and sector programmes and policies (GPRS)
 - Policy Dialogue
2. What were the major achievements of the project?
3. What were the main challenges and how were these challenges addressed or could have been addressed/
4. To what extent has the gains made from the project been built upon?
5. At what levels is the contributions of the project best felt (National, Regional, District)
6. How many regional and or district offices benefited from the project?
7. Did the project achieve its intended aims and objectives?
8. Were there any challenges relating to the financial allocations for the project?
9. What major lessons were learnt as a result of the project?

8.1.3 Focus group questions

Focus Group Discussions (FGDs) with Local Stakeholders including women's groups and Project Team Members

Key Evaluation Questions	Guiding Questions
How did the project succeed in promoting gender equity and equal opportunities for men and women	<p>Were women and men involved and consulted on the gender impact of the programme or projects?</p> <p>How did women and men participate in project activities?</p> <p>How did men and women benefit from the project activities?</p> <p>To what extent did the targets set for women and men met?</p> <p>Have women's practical and strategic interests in the project sector been met?</p>
Were strategies and targets for promoting equal opportunities and benefits useful?	<p>Were strategies and targets successful in involving disadvantaged women and men?</p> <p>Were the strategies employed on the project useful in addressing the critical gender needs and issues proposed by the project?</p> <p>Were targets for men and women realistic?</p>
Were women and men advantaged or disadvantaged by the project or projects?	<p>What were the economic and social changes that were produced by the project?</p> <p>How did the contributions made by the project affect women's and men's roles and relationships in terms of the following: (Gender division of labour, Access and control of resources and Decision-making)?</p>
Did the project provide capacity enhancements for women and men?	<p>What were some of the workshops organised under the project</p> <p>Did these capacity-building programmes cover specific issues (cross-cutting issues on gender, women's human rights, inc</p>
Have the status of women improved as a result of the project?	<p>What changes has occurred in terms of the following:</p> <ul style="list-style-type: none"> • Political and legal status at community, regional and national levels? • How did the project ensure an increase in employment opportunities • How did the project support access to productive resources • Health status • Educational status • Capacity enhancement
Did / does counterpart agency have capacity to implement gender sensitive projects	<p>Is gender equality integrated into vision and mission values of partner organisations?</p> <p>Does the partner MDA's have defined position (vision, mission, objectives that reflect its intention to address gender inequality and or defined gender policy and strategy)?</p> <p>Did the project or programme add value to this position?</p> <p>Did the programme or project require specific knowledge and expertise in gender mainstreaming?</p> <p>Did the counterpart agency have the required gender expertise / expert within?</p> <p>Was there the need to seek expertise outside to support in gender mainstreaming?</p> <p>Has the capacity of the organisation been strengthened during the programme?</p> <p>What has facilitated or constrained this (Lessons learned)?</p>
What level of gender expertise was brought into the project and project counterparts	<p>Was adequate gender expertise made available throughout the programme / projects and at what levels?</p> <p>Were gender issues adequately identified and addressed in the contract and scope of services?</p> <p>Does the organisation have established contacts with them?</p>

Key Evaluation Questions	Guiding Questions
Are there systems and structures in place to mainstream gender	<p>Did reporting include gender equality results?</p> <p>How was information on gender disaggregated, analyzed and disseminated?</p> <p>Were there developed gender information and knowledge systems at the programme, partner and internal organisational level?</p> <p>How did the programme support or add value to the above?</p> <p>Did the programme support the development of a system and structure in gender mainstreaming?</p>
Were adequate gender monitoring and evaluation conducted?	How were you involved in the project and were you periodically consulted on how the project was progressing?
Were there aspects of the project which were not useful to women or which constrained women and men from benefiting fully from the project?	<p>How did you become aware of such constraints:</p> <p>participatory discussions;</p> <p>Evaluations;</p> <p>Gender assessments;</p> <p>What recommendations were provided?</p> <p>Have there been any attempts to address the recommendations?</p> <p>Are there any special plans or proposals to develop specific projects to address the recommendations?</p>
What further linkages have been or need to be built with gender experts, gender and women's organisation, to ensure development in gender mainstreaming in future support programmes	<p>Were there already existing partnerships and linkages with other gender / women focused groups and organisations (local women's groups and networks e.g. women's micro credit group)?</p> <p>How did the projects succeed in building upon these linkages?</p> <p>What direct or indirect inputs in terms of gender and other crosscutting issues did the networks make into the projects?</p>

8.2 Persons met

Name, first name	Organisation / institution	Function
Abiru, Shaibu (Mr.)	Friends of the Earth (FOE)	Regional Coordinator
Aboetaka, Obed (Mr.)	Sogakofe Area Council	Secretary
Abdulai, Fatima	Duamponpo Community,	Project Beneficiary
Adomako Agyei, Theodora (Mrs).	CWSA, Headquarters	Gender Focal Person
Amanfo, Regina Oforiwa (Ms.)	Ghana Centre for Democratic Development	Gender Focal Person / Program Officer
Andani, I.A. Prince (Mr.)	Management AID (MAID), Tamale	Executive Director
Afrifa, Amoah (Mr.)	SOSYWEN	Field Officer
Adu Sarkodie (Mr.)	COWI Consult, Tamale	TSPSII
Alhasan, Mohammed	Management AID (MAID), Tamale	Field Officer
Akakpo, Mr. Vincent	South Tongue District	District Engineer
Akpobi Nanagoe	Ative	Liberated Trokosi
Akoto, Francis (Mr.)	Ghana Health Service Kpandu	Projects Manager
Amadu Dabou, Omar (Mr.)	Kpandu	District Coordinating Director, Kpandu District Assembly
Amuzu, Emma (Ms)	Hohoe Government Hospital	Midwife Counsellor
Anderson, Theophilus.K.	Friends of the Earth (FOE) / Southern Sector Youth and Women's Network (SOSYWEN)	Executive Director
Anyidzitue (Mr)	Akorplorto	Liberated Trokosi
Appiah, Kankam (Mr)	Nation Council of Women and Development (NCWD), Greater Accra	Monitoring and Evaluation Officers
Appiah, Joyce Marku (Mrs)	CWSA, Greater Accra	Gender Focal Person
Asafo Hodo	Ative	Liberated Trokosi
Asare, Justice (Mr.)	NCWD, Greater Accra	Accountant
Ashong (Mr.)	Feeder Roads, Accra	Deputy Director
Asimah, Edem (Mr.)	CWSA, Greater Accra	District Director
Awadey, Cromwell (Mr)	International Needs Ghana	Projects Coordinator
Aziizu, Issifu	Social Development and Improvement Agency	Executive Director
Bako, Latif	Management AID (MAID), Tamale	Accountant
Bedu-Addo, Dede (Mrs.)	Independent Gender Consultant	Gender Consultant – Formerly with Action AID and SNV
Chinebuah, Nana Teiba (Ms.)	CHRAJ	Coordinator of Donor Projects
Christensen, Camilla	Danish Embassy	First Secretary
Cobbinah, Chief	Regional Police Command, Tamale (AWLA Beneficiary)	Police Constable, DOVSSU
Cofie, Sandra	Judiciary Reform Project Development and Implementation Unit	Director
Community Members / Leaders	Gnani Tindang	Witches Camp
Community Members / Leaders	Yendi	Dagbon Youth Community
Dabguishie, Badesu	Ative	Liberated Trokosi
Darkwah, Yaa	Duamponpo Community	Project Beneficiary

Name, first name	Organisation / institution	Function
Dartey, Cudjoe (Mr.)	Feeder Roads, Accra	Project Co-ordinator, Feeder Roads
Denta, Akosua (Madam)	Kubease Community,	Market Stall Beneficiary
Determeyer, Hans (Mr.)	G-RAP	Team Leader
Diameto, Sekey (Mr.)	Ative	Liberated Trokosi
Dobo, Emmanuel (Mr.)	Africa 2000 Network	Agricultural Officer
Dokurugo, Naomi (Ms.)	Management AID (MAID), Tamale	Field Officer
Dometi, Joseph (Mr.)	The Volta Physically Challenged Independent Group	President
Donkor, Maame (Madam)	Duamponpo Community	Project Beneficiary
Esi, Maame (Madam)	Duamponpo Community	Project Beneficiary
Evans, Peter (Mr.)	Metacept	Managing Partner
Ewusie, Emmanuel (Mr.)	AARSLEFF Gh JV	Gender Consultant and HR Officer
Gally, Dora (Ms.)	Ative	Liberated Trokosi
Frimpong, Elizabeth (Mrs)	6th March Women's Foundation	Executive Director
Havor, Anthony W.Y. (Mr.)	Larve Area Council	Secretary
Hudu, Walvis (Mr.)	FOE, Yendi	District Coordinator
Issahuku, Mohammed (Mr.)	Africa 2000 Network	Accountant
Kata (Mr.)	MOWAC	PPME
Kassim, Latifa (Ms.)	Africa 2000 Network	Field Officer
Kazume, Vincent (Mr.)	Ministry of Women and Children's Affairs (MOWAC)	Chief Director
Kobi, Abena (Ms)	Kubease Community,	Market Stall Beneficiary
Kortsu, Stephen (Mr.)	Agave Afedume Area	Secretary
Kottor, Moses A. (Mr.)	Agave Adedume Area Council	Chairperson, AC
Kuma, Edna (Ms.)	Association of Women Lawyers (AWLA)	Executive Director
Kreponi, Rejoice (Mrs.)	Ghana Health Service, Hohoe Government Hospital	Hospital Administrator
Kusack, Kathy (Ms.)	CIDA	Gender Officer / GEST Member
Lansang Yakubu, Adisa (Madam)	Africa 2000 Network Northern Region Network of NGOs	Executive Director
Manu, Takyiwaa (Professor)	African Studies Department	Head of Department
Matey, Daniel (ASP)	Regional Police Command, Tamale (AWLA Beneficiary)	Head of Domestic Violence and Victim Support Unit
Mortense, Vibike Gram	Danish Embassy	Gender Focal Person
Mottey, Augusta (Madam)	Hohoe Government Hospital	Midwife / HIV Counsellor
Musah, Issah (Mr.)	Africa 2000 Network	Field Officer
Naporo, Kwadjo (Mr.)	Management AID (MAID), Tamale	Field Officer
Norshie, Diana (Ms.)	Ative	Liberated Trokosi
Obirikorang, Margaret (Mrs.)	Strength of Women Foundation	Director
Ofori, Winfred (Dr.)	Ghana Health Service, Kpandu	District Director
Ohene-Sarfo, Rita (Mrs)	Ghana Highway Authority	Coordinator, Socio Economic Sub-Component
Opore, Joana Adzoa (Mrs.)	Independent Gender Consultant	Consultant – Gender / Formerly National Coordinator UN Sys-

Name, first name	Organisation / institution	Function
		tems Gender Programme and GEST Member
Opoku Boateng, Joyce (Ms.)	AWLA	Member (Danida Project Team)
Opoku, Patience (Ms.)	NCWD, Greater Accra	Deputy Director
Opoku, Kwasi (Mr.)	JAEVCO Associations Limited	Consultant – Project Management / Gender
Pappoe, Fred (Mr.)	Danish Embassy	Senior Programme Officer
Pimpong, Rev.	International Needs Ghana	Executive Director
Pobee Hayford, Francisca(Mrs.)	National Commission on Women (NCWD) Former Consultant on Danida Support Programme	Director
Rasmussen, Birgitte K.	IBIS, Education for	Development Regional Director
Sakibu, Zenabu (Ms.)	SOSYWEN	Project Co-ordinator
Sedofia, Emmanuel (Mr.)	Dabala Area Council	Secretary
Seidu, Asibi	Duamponpo Community	Project Beneficiary
Shaihadu, (Mr.)	Management AID (MAID), Tamale	District Coordinator
Sorenson, Lise Abildgaard (Ms)	Embassy of Denmark	Programme Coordinator
Sogbezi, Awoyonyo (Ms.)	Ative	Liberated Trokosi
Sultan, Sonya M. (Dr.)	DFID	Social Development Advisor / Gender Focal Person
Tackie, Marian (Mrs.)	MOWAC	Deputy Director International Affairs
Tahiru, Damba (Mr.)	Africa 2000 Network	Project Officer
Togbe Ayite Awaga III	Sogakofe Area Council	Traditional Leader and Chairperson AC
Togbe Ajakofi V	Tafi Mador	Chief
Togbesu, Yaa Kotor	Apkorplorto	Liberated Trokosi
Torkpo Ayikwei	Tafi Mador	Community Leader
Torkonoo, Charles (Mr.)	Ghana Health Service	Deputy Administrator
Tsabu, Dora	Apkorplorto	Liberated Trokosi
Vormawor, Ms. Patience	International Needs Ghana	Head, Gender Desk
Waye Kapre	Apkorplorto	Liberated Trokosi
Women Leaders	Sanaregu near Tamale	Sanirugu Women's Centre
Yaa Baby	Kubease Community,	Marker Stall Beneficiary
Yaa, Mary	Duamponpo Community,	Project Beneficiary
Zakari, I.P.S. (Mr.)	NCWD, Northern Region, Tamale	Regional Director

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