



EUROPEAN UNION  
DELEGATION TO GHANA

Head of Delegation

## Gender Action Plan III – 2021-2025 Country Level Implementation Plan – CLIP Ghana

The CLIP for Delegation GHANA has been developed in line with the outcomes of the Country Gender Analysis conducted by the EUD in collaboration with Member States in 2018 and other Country Analyses conducted by other partners such as the USAID/Ghana Gender Analysis Report (April, 2020), the Ghana Gender Analysis report (UNDP, 2019). Other references included, the NETRIGHT's Gender Analysis of Ghana's COVID-19 Response Measures (*Abena Oduro and Dzodzi Tsikata, 2020*).

In addition to the above, stakeholders were engaged in discussions on their assessment of Ghana's progress in promoting gender equality and women's empowerment. Key stakeholders consulted include staff of the Domestic Violence Secretariat, Department of Gender and Ministry of Gender, Children and Social Protection, Development Partners, gender consultants and civil society partners active in gender issues.

Another document that forms a basis for the development of the CLIP for Delegation Ghana is the CSO Roadmap (2021-2024). The first priority achieved in 2019/2020, was the Freedom of Information Law passed in 2019 and implemented in 2020. The new priorities/objectives are focused on Environment and Natural Resources, Gender Equality in line with GAP III, Civil Society organisations transparency and accountability and Civil Society coordination, networking and sustainability (Enabling environment for CSOs). The process for developing the Roadmap for the engagement with civil society in Ghana was very participatory. The process brought together a wide variety of civil society organisations i.e. Think tanks, networks and coalitions, district-based civil society organisations, community-based civil society organisations, faith-based organisations and thematic groups, such as those dealing with oil and gas and other minerals.

### 1. Context for EU action gender equality and women's empowerment in the country

The 1992 constitution of the Republic of Ghana, which came into force on January 7, 1993, provides the basic charter for the country's fourth attempt at Republican Democratic Government since independence 1957. The fourth republic administration is credited for its advancements in liberal economic reforms, setting up anti-corruption agencies, political freedom for citizens, creating more space for civil liberties including freedom of the press and its enhancement of democratic institutions. In all, eight successive democratic elections have been conducted in Ghana between 1996 and 2020. They have resulted in peaceful alternation of power between the New Patriotic Party (NPP) and National Democratic Congress (NDC).

Human rights and equality are values deeply embedded in Ghana's Constitution. Moreover, Ghana has recognized key international human rights treaties, policies and conventions relevant to gender equality and women's empowerment. This is in addition to commitments to achieve targets of International Frameworks and instruments such as the Sustainable Development Goals (SDGs),

provisions of the Universal Declaration of Human Rights, and the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) among many others. Ghana has initiated legal, institutional, policy and administrative measures towards gender equality and women's empowerment and social development issues.

In January 2013, the Ministry of Gender, Children, and Social Protection (MoGCSP) replaced the then Ministry of Women and Children's Affairs (MoWAC), which had been overseeing gender issues since 2001. The reframing of the Ministry solidified and expanded the role of the Government in protecting and empowering vulnerable groups and marginalized population of society with a mandate to oversee the implementation of the National Gender Policy (2015).

The 2021 World Economic Forum's Global Gender Gap (GGG) report positions Ghana at 117 (out of 156 countries). Ghana's 2021 global rankings in gender gap indices are 119 for economic participation and opportunity, 120 for educational attainment, 40 for health and survival, and 110 for political empowerment. Ghana's overall ranking on the GGG index dropped in 2021 as compared to 2020 (*117 out of 156 countries for 2021 and 107 out of 153 countries in 2020*). There are slight improvements on the educational attainment, political empowerment and economic participation and opportunity indices, but it slid backwards on the health and survival index.

Persistent inequalities in resource allocations on gender-related priorities, low representation of women in governance and decision-making, inadequate effective monitoring and evaluation systems in the Ministry of Gender, Children, and Social Protection (MoGCSP), violence against women and girls, competing government priorities and political will are among the factors that challenge the implementation of national and international commitments on gender equality. These factors explain, in part, Ghana's loss in rankings in the 2021 GGG report.

In addition to the coordination system of Government at national level, there is a Gender Equality Sector Team (GEST) consisting of Development Partners active in promoting gender equality and women's empowerment. The activities of this donor coordination team is to complement Government efforts, coordinate on funding opportunities by partners and reduce duplication of efforts among partners.

Among the areas of engagement of partners are:

- Advocacy for multi-sector investments in adolescent girls' empowerment policies and services;
- Creating an enabling environment that will empower adolescent girls in Ghana including the most vulnerable, through participatory approaches and the provision of gender-responsive and youth-friendly sexual and reproductive health education and services;
- Ensure women's participation in planning and budgeting discussions at local level.

Ghana's gender machinery and institutional actors accountable for gender equality and women's empowerment (GEWE) lack coordination, as well as institutional and financial capacities to support effective coordination of gender issues at national and decentralised levels.

The public budget can be "gender-responsive" if the allocation of public resources is based on a process of analysis, planning, monitoring and evaluation that identifies and addresses gender differences and inequalities. In Ghana, gender statistics are partially available, but not sufficiently disaggregated. Planning documents are rarely informed by gender statistics, and do not integrate a gender analysis.

The lack of sex-disaggregated data is a major setback for reporting on gender issues; challenges, inform the design of response interventions and progress made by Ghana in promoting gender equality and women's empowerment in various sectors including agriculture, education, health etc. The role of specific institutions in supporting this demand will be crucial in this regard and a coordination with State institutions and academia will be an effective approach to ensure up-to-date and available sex disaggregated data.

Consequently, sector policies and programmes do not include a clear and evidence-based strategy to contribute to GEWE. Planning documents often include some specific measures in favour of GEWE, but are not articulated in evidence-based strategies, nor sufficiently financed and monitored. (*Country Gender Analysis, 2018 conducted by the EUD and Member States*).

Women's participation in decision-making and public life is still low with a marginal number of 40 women elected to the 275-seat Parliament in the December 2020 general elections. A perceived "unfriendly" political culture and structures has frustrated efforts to increase women's participation in political civil society to bring about wider change.

In the agriculture sector, female farmers face common challenges, deriving from gender roles and relations. These challenges concern their access to resources and services (land, credit, information, knowledge and skills, labour, inputs, market), women's time management, and women's participation in decision-making at different levels.

The passage of the Domestic Violence Act, 2007 (Act, 732) was achieved through the collaborative efforts of Government, Parliament and Civil Society. MoGCSP has the oversight responsibility for the implementation of the Domestic Violence Act and has developed a National Plan of Action in consultation with its partners.

The Human Trafficking Secretariat (HTS) under the Ministry of Gender, Children and Social Protection (MoGCSP) was established to coordinate all activities of Human Trafficking issues in Ghana and implement the Human Trafficking Act of 2005, Act 694. During 2017-2021, the Human Trafficking Secretariat developed and is currently implementing the National Plan of Action for the elimination of Human Trafficking (2017-2021). In the period of 2019 - 2020, an estimated 224 investigations were carried out, leading to 36 prosecutions. The MoGCSP collaborated with its partners and stakeholders to combat human trafficking in Ghana. The HTS is developing a communication strategy and the Human Trafficking National Plan of Action (2017-2021) is under review to improve preventive mechanisms, protection and prosecutions.

Despite the efforts made so far, Ghana continues to be challenged with high incidence of gender-based violence, human trafficking, irregular migration and child labour. Law enforcement officers require specialized skills training on gendered issues, victim interviewing, understanding the consequences of human trafficking and irregular migration, and need to gain an awareness of the security threat these pose to the nation. An ineffective community-based approach to gender-based violence, human trafficking and prosecutions leads to impunity and the perpetuation of the crime.

Child marriage is largely a female phenomenon with about 20% of women aged between 20 and 24 years having been married before their 18<sup>th</sup> birthday compared to about 4% of men. Early pregnancy

and traditional practices and norms that promote child marriage are the major reasons for child marriage among girls. (*Centre for Social Policy Studies and World Vision, 2017*).

The Multiple Indicator Cluster Surveys (MICS, 2017/2018) reveals a disturbingly strong tolerance of domestic violence among both men and women. The percentage of adults aged 15-49 justified wife beating for any of the following reasons: she goes out without telling him; she neglects the children; she argues with him; she refuses sex with him; she burns the food was 32% of women and 17% of men nationally. The figures are higher among rural dwellers and the poor. Given the scale and costs of gender-based violence and its human rights ramifications, services and efforts to stop gender-based violence are wholly inadequate. DOVVSU operates with serious financial and operational constraints and the most successful shelter for abused women is an NGO initiative currently funded by voluntary contributions.

## **2. Selected thematic areas of engagement and objectives**

For Delegation Ghana, the preparation of the CLIP in line with the EU Gender Action Plan III is an opportunity to contribute to effective design and implementation of actions aimed at promoting gender equality and women's empowerment. The Delegation through its Joint Programming (2021-2027) as part of reaching the targets, will ensure that at least 85% of all new actions will have gender equality as a significant (Gender marker 1) or principal objective (Gender marker 2) in each priority area of the MIP.

The CLIP will serve as reference for the identification and formulation of all new actions by the Delegation with a clear analysis of gender-mainstreamed interventions within the various priority areas.

The Joint Programming (2021 – 2027) collectively supports Ghana's economic transformation agenda, focusing on boosting strategic sustainable investments, to achieve job creation and private sector development, tapping into the potential of economic integration and trade, ensuring sustainable agriculture, enhancing critically needed skills development and education, and promoting renewable energy and energy efficiency. Other areas of focus include climate mitigation and adaptation initiatives and social inclusiveness endeavour, security challenges, strengthening the rule of law, enhancing accountability standards and improving economic and financial governance, as well as inclusion of the most disadvantaged and discriminated, among which women and youth.

Digital technologies are also considered crucial for attaining the "*Ghana Beyond Aid Agenda*" that emphasises the maximisation of resource/revenue mobilisation, reduction of corruption, investments in agriculture and industrialisation and boosting productivity through changes in attitudes, work ethics and respect for laws and regulation.

The priorities areas are in line with the Government of Ghana's Long-Term National Development Plan (LTNDP) 2018-2057 and the first Medium-Term National Development Agenda (MTNDA) 2018–2021 identifies the priority and objectives.

The Team Europe initiative identified areas are: Priority area 1: Green growth for jobs, Priority area 2: Smart and sustainable cities, and Priority area 3: Good governance and security.

Gender is mainstreamed across all the priority areas. The objective is to support gender equality by promoting gender issues and empowering women and girls. Gender equality is as a human rights

concern and requires pragmatic approach in contributing to local and global level development. In consideration of the EU Gender Action Plan III objectives, the overall objective of the CLIP is aimed at an inclusive and responsive approach to interventions.

The target is to help achieve the EU's global target of 85% of EU funded actions at country level to be gender responsive. The areas of engagement will focus on mainstreaming gender taking a cue from the areas of the National Gender Policy (2015), national legislations and in response to other international commitments such as the SDGs and the EU's commitment under GAP III.

The GAP III identifies six key thematic areas of engagement. In response to gender inequalities in Ghana and in line with the MIP (2021-2027), the selected thematic areas of engagement are the following:

- **Ensuring freedom from all forms of gender based violence**

Possible actions under this thematic area will support advocacy and education activities that enforce actions against gender-based violence, support CSOs and government's initiatives for the promotion of child rights, integrate gender issues, and address gender inequalities affecting girls' rights in Ghana.

Other areas of possible support will also include capacity building and resourcing of MoGCSP, law enforcement agencies and other stakeholders for effective coordination of human trafficking and violence against women in response to the Human Trafficking Act of 2005, Act 694 and Domestic Violence Act, 2007 (Act, 732).

- **Strengthening economic and social rights and empowering women and girls**

Under this thematic area, possible actions will support women and girl's access to skills training i.e. TVET skills in particularly male-dominated fields, promote women's access to finance in identified sectors under the priority sectors of programming.

Actions will foster business, trade and value chains development that promote inclusive growth with a particular focus on women and young entrepreneurs of MSMEs in digital, circular and green economy as well as the health sector.

- **Advancing equal participation and leadership**

Actions under this thematic area are proposed to promote rule of law and accountability, representation and participation in governance and decision making to address gender inequalities and differences. Institutional capacity building, gender-responsive civic education and the promotion of women and girls' active participation.

Other actions will also support CSO dialogues and advocacy interventions on the passage of the Affirmative Action Bill and sensitisation at national and local levels after its passage when required.

- **Challenges and opportunities of green transition and digital transformation**

Actions proposed will include women's participation in environmental conservation and climate change, improved access to jobs and entrepreneurship opportunities in the green and circular

economy. Priority will be given to empowering women and youth to participate in digital, green and circular economy activities by promoting access to financing and innovative entrepreneurship skills.

Fostering a green digital economy through industry and the financial sector, while tackling inequalities and discrimination, in particular against women, will be essential for meeting the Green Deal objectives.

Overall, efforts will be made to address various groups of discrimination taking into account gender for instance, Persons Living with Disability, women and girls with special needs, widows, visually impaired, abused women etc.

### **Potential for synergies, cooperation, partnerships, training and joint implementation with EU Member States and other EU actors.**

The approach of a Team Europe Initiative will further enhance the cooperation and partnerships with EU Member States and other EU actors under the identified priority areas.

The selected thematic areas of engagement will be prioritised in partnerships and joint implementation of interventions all aimed at promoting issues of gender quality and women's empowerment in Ghana.

### **In what way civil society will be included in the design, implementation and monitoring**

Ghana has made a clear commitment at the highest political level to the 2030 Agenda. Creating Prosperity and Equal Opportunity for All (2017-2024) adheres to the leave no-one behind (LNOB) principle, pointing out the need for inclusive development allowing all citizens of Ghana to participate equally in the country's development and providing a special degree of protection to children, women, people with disabilities and the elderly. There is a need to support women participation in politics, business and digitalisation.

Civil society organisations continue to shape and influence political and economic governance, hold government accountable and offer alternative suggestions/proposals for the economic management of the country. There has been significant advocacy on gender issues, such as the affirmative action (gender equality) bill and social protection.

In 2020, the alliance of civil society organisations working in the extractive sector, anti-corruption and good governance carried out advocacy campaigns that succeeded in getting the government to suspend the establishment of a special purpose vehicle, Agyapa Royalties, to manage the country's mineral royalties until all documents relating to its establishment and its owners have been disclosed.

The Delegation has a track record for effective coordination with CSOs and efforts will be made to build upon these best practices in close collaboration with the CSO focal point for the Delegation and with support from the hierarchy.

The first priority was achieved in 2019/2020; it is the Freedom of Information Law passed in 2019 and implemented in 2020. The new priorities/objectives are focused on Environment and Natural Resources, Gender Equality in line with GAP III, Civil Society organisations transparency and accountability and Civil Society coordination, networking and sustainability (Enabling environment for CSOs). In order to facilitate the implementation of the Roadmap, the European Union provided

funding under the Civil Society Organisations thematic programme to a number of civil society organisations through calls for proposals. The EU, with the support of Member States and the multi-donor pooled fund–STAR-Ghana, civil society organisations and the media have been able to achieve one of the priorities of the Roadmap – the law on the Right to information.

There are potential synergies with EU Member States and EU actors, Government of Ghana, other Development Partners and CSOs and particularly taking a cue from the pillar assessments of possible institutions that could implement relevant interventions. Steps will be taken for detailed consultation to ensure that gender mainstreaming is a priority for a partner identified to implement and EU funded intervention in country.

Civil society consultation will inform the identification and formulation of proposed interventions taking into account their in-country experience. The CSO Roadmap will be a major reference for the design and implementation of interventions and consultations for the monitoring of achieving specific gender targets for EU funded actions.

In line with Country's CSO Roadmap, there will be regular consultations with CSO through active participation of women's groups and CSOs in events and engagements. The integration of questions on women and girls rights and gender equality will be included in consultations and the identification and formulation of actions. When possible, consultations on the CSO Roadmap and GAP III will be merged for improved coordination and linkages.

### **3. Targeted actions supporting gender equality and women's empowerment**

According to GAP III each Delegation should have at least one action with gender equality, women's and girls' rights and their empowerment as a principle objective by 2025.

The experiences of existing gender interventions such as the "Enough! Project" by OXFAM IBIS and other CSO related gender actions provide useful guidance for the identification of specific actions.

Through the European Instrument for Democracy and Human Rights, the EU will support two Non-Governmental Organisations, i.e. ActionAid Ghana and Hen Mpoano to implement actions that will promote gender equality in Ghana for a total amount of EUR 0.95 million. These two organisations will work with other civil society organisations, community groups, government agencies and other stakeholders to counter violence against women and girls. These two projects will start early 2022 and will last for 36 months.

Also, the proposed implementation plan for Ghana within the Multiannual Action Programme 2021-2024 for Human Rights and Democracy, includes a specific action on gender equality and human rights for an estimated amount of EUR 1 million. The specific objectives of the action are to increase participation of women in politics and to support women's economic empowerment. The relevant call for proposals is planned to be launched early 2023.

For achieving the targets under the CLIP, a number of actions will be considered at institutional level to support the Delegation and its Member States for the identification and implementation of gender actions:

- Improve the capacity of EU Delegation staff, EU Member States and key implementing partners to integrate gender issues in their specific sectors of intervention;
- Ensure that all Terms of References for provisions of services (for studies, programme formulations, technical assistance and evaluations) fully integrate gender issues and require some level of gender expertise as part of the team;
- Improve Monitoring and Evaluation systems using sex-disaggregated data and appropriate gender performance indicators and support sector ministries in the production of the gender statistics necessary to this end;
- Promote EU-MS common positioning and coordination on gender issues within the framework of the Joint Programming for Ghana (2021-2027);
- Promote EU and MS' role in policy dialogue on gender equality and women's empowerment in Ghana, with a special emphasis on the sexual and gender based violence and enforcement of the Affirmative Action Bill.

**Indicate, where possible, any specific support foreseen to national gender machineries/networks or other institutional actors by the EU and/or MS. Indicate whether women organisations and organisations working on gender equality will receive support.**

Ghana's gender machineries and the other actors engaged and/or accountable for GEWE lack of coordination and institutional and financial capacities. The multi-sector coordination for the implementation of the National Gender Policy (NGP) is not working, there is no platform for dialogue between the government and civil society on gender and the existing group of coordination of Development Partners and the government through the Gender Equality Sector Team (GEST) is currently not active.

Women's rights organizations are weakly involved in policy making in Ghana and there are no regular platforms for dialogue between the Government and civil society on gender and women's rights. The only mechanism of coordination on gender issues is the Gender Equality Sector Group (GEST), regrouping development partners and the Government, and coordinated by the Ministry of Gender, Children and Social Protection (MoGCSP).

The MoGCSP, other institutional actors and women's groups might benefit from capacity building to enhance their coordination role and support the implementation of the National Gender Policy, notably through the Technical cooperation and dialogue facility.

Particular attention will be given to ensure that the needs of women's groups are taken into account in the design of interventions.

#### **4. Engage in dialogue for gender equality and women empowerment**

In engaging with Ghanaian authorities, the use of political dialogue platforms presents a good opportunity to engage on gender related issues. It is expected that this will provide prospects to further exchange on the subject as a priority.

The EU Heads of Cooperation meetings provide an opportunity to exchange on gender equality interventions and build networks for future cooperation. Gender will be considered as a crosscutting issue for effective mainstreaming in all interventions.

## **5. Outreach and other communication / public diplomacy activities**

During the period 2022-2025, the EU, in collaboration with Member States, will organize a number of communication activities with support from the communication team of the Delegation. The following events will provide an opportunity for specific activities:

- Commemoration of International Women's Day – 8 March.
- Commemoration of Pink Month – October.
- The Day of the Girl Child in collaboration with CSOs active in this area.
- May 9 events will present an opportunity to showcase the support of the EU and its Member States are doing to promote gender equality and women's empowerment.
- Farmers' Day in Ghana is an opportunity to celebrate Ghanaian women in the agriculture sector and identify possible linkages with EU interventions.
- The commemoration of the 16 Days of Activism from 25 November to 10 December.
- Collaboration with the media on other initiatives to promote gender equality and women's empowerment.

Visibility materials to support various campaign-related activities such as the 16 Days of Activism will be developed.

In addition, the EU and its Member States will identify Goodwill Ambassadors to support in advocacy. The Goodwill Ambassadors will include the EU Ambassador, Heads of Missions of EU Member States, traditional rulers, media personalities and gender activists. Young women role models could also serve as Goodwill Ambassadors for specific campaigns and commemoration of International Days.

## **6. Technical Facility and/or financial resources allocated to support GAP III implementation**

The Delegation has earmarked an indicative amount of EUR 200,000 under the Technical Cooperation Facility (TCF) V to support the implementation of the CLIP. This will be implemented through technical assistance on various gender topics.

Under the Joint Programming Ghana 2021-2027, the Technical cooperation and dialogue facility will allow to support institutional building activities, policy dialogue and communication and visibility actions in relation to gender equality.

The Delegation will continue to engage with Member States, CSOs, Government ministries, departments and agencies, and development partners to coordinate activities related to GAP III implementation.

*Date:* .....

*Signature by Head of Delegation:* .....