



**NETWORK FOR WOMEN'S RIGHTS IN GHANA  
(NETRIGHT)**

**Women's Agency Strengthened to Demand  
Accountability, Equity and Transparency from Industry  
Actors for Improved Livelihoods**

**A GENDER ANALYSIS OF THE JOMORO DISTRICT  
MEDIUM TERM DEVELOPMENT PLAN (2010 - 2013)**

**JULY 2013**



*Mobilising for Women's Rights in Ghana*

## **Introduction**

The Network for Women's Rights in Ghana (NETRIGHT) in collaboration with three of her organisational members – International Federation of Women Lawyers Ghana (FIDA Ghana), ABANTU for Development (ABANTU) and Women in Law and Development Ghana (WiLDAF Ghana) are undertaking a project aimed at strengthening women's agency in the oil and gas communities to interrogate development policies and create a common platform for action. The project proceeds on the premise that development planning in Ghana is conceived within the neo-liberal paradigm which has failed to deliver benefits to the nation as a whole and women in particular. The Ghana's Western Region is known to have a high concentration of natural resources that under gird the national economy. The vast array of natural resources notwithstanding, the region happens to be one of the least developed in the country. The oil and gas find brings in its wake a renewed questioning of the benefit of natural resource extraction to the people of this region. Ghanaians are generally alert to the negative social impact wrought by oil and gas discoveries elsewhere in the West African sub-region. Public awareness of the impact of the 'oil and gas find' on the rural livelihoods has been heightened thanks to heated debates in the print and electronic media. Mass public support as a result has been generated towards the need to protect the livelihoods of women and the poor in oil and gas fringe communities.

In 2008 NETRIGHT carried out a baseline study on oil and gas in the Western Region and followed up with advocacy work on the research findings across the country. The study concluded that there were critical social concerns like the loss of livelihoods, land commercialisation, destruction of farmlands, poor environmental sanitation and high illiteracy. NETRIGHT's findings were consistent with reports on the Ghana Government's portal which raised in addition concerns about inadequate knowledge of the socio-economic implications of the oil and gas find for the fringe communities. There were indications that the emerging oil and gas industry was bound to exacerbate existing gender imbalances if policy and related legislative frameworks were insufficiently gender sensitive.

The project aims therefore to generate public interest on gender equitable development as an avenue to influence the evolution of alternative development paradigms. It also seeks to provide a common platform advocating gender responsive development planning. In order to achieve its goal a component of the project is working to strengthen the capacity of women in Jomoro District and enhance their advocacy and lobbying skills to promote livelihood security. It is hoped that this will lead to an increase in the participation of women and other socially excluded groups in key policy making processes and serve to make policies more gender sensitive.

The District's Medium Term Development Plan (MTDP) constitutes a key document that directs development decisions to respond to the developmental needs of its people. It is therefore necessary to conduct a gender analysis of the document. Gender analysis

broadly is an attempt to determine the ability of policy to recognise that differential positioning of women and men affect their needs and ensuing priorities. Policy sets out to address these needs taking note of the fact that differential positioning disadvantage women constraining their life chances. We utilise Kabeer's Social relations analysis in undertaking the gender analysis of the Jomoro District Assembly's (JDA) MTDP. The social relations approach attempts among other things, to identify the level of gender awareness of policy. Basically Kabeer acknowledges that policies are either gender blind or aware. Gender blind policies fail to account for unequal relations between women and men and as a result tend to reinforce existing male privileges. Gender aware policies on the contrary acknowledge women's key development roles and the unequal social status within which they play this role.

Gender aware policy we like to reiterate vary in the intensity of their recognition of unequal gender relations on women and their ensuing policy interventions aim at differential outcomes. Thus gender aware policies are said to be neutral when they refuse beyond the recognition of women's differential material conditions to tackle the underlying social conditions. Gender aware policies can be gender specific when they target only women or men. Such policies operate with the existing gendered division of roles and make an attempt to assist women or men they target to better perform their gendered role. They are careful not to upset existing gender orders. The third and ultimate is the gender redistributive policy that targets the social systems that structure gender inequalities with a view to transform social gender relations. Such redistributive policies can sow the seeds for alternative development paradigms that place people at the centre of development.

Our analysis therefore was informed by these tools and attempted to identify what kinds of gender differences if any were outlined in the JDA MTDP. We were also interested in the outcome of proposed interventions. By way of conclusion we highlight what was missed and offer recommendations as to what can be done to situate women more forcefully in the development plans of JDA.

## **General Comments**

The JDA development plan is derived from the GSGDA1 2010-2013. The GSGDA1 works around 7 thematic areas and has no visible gender focus. Overall the JDA MTDP recognises some levels of differential positioning of women and men. In terms of intervention it tends to offer gender specific solutions that seek to better women and girls material conditions. Nowhere does it make attempts to tackle existing structures of inequality. In several areas however it is neutral operating on the presumed assumption that there are no unequal relations between women and men and they both stand to make equal gains from a particular intervention.

**Language:** language is very important for it determines what is visible and should attract policy attention. In this particular case it indicates the extent to which women are recognised as a distinct social category and important economic agents and not appendages of men. It is in this light that the analysis was particular about how women were represented in the text of the MTDP. We note that the dominant language assumes that men are active agents and on page 66 for example the male pronoun is used to refer to the political head of the district. Implicit in such use of language is the conjecture that the document assumes that heads, both political and executive, will always be men.

### **Data Disaggregation by Sex**

A gender aware policy operates on the assumption that existing inequalities yield differential impacts and therefore women and men's situations should be captured in data sets to inform future policy directions. Gender aware policies as a result should have a complete understanding of women's location relative to men and should be able to track emerging trends. Gender disaggregated data allows policy makers to plan their interventions to address differential social conditions and unintended policy outcomes. Thus we were interested in the attempts made to provide such data. We note that while statistics presented for some areas were disaggregated by gender, it was not the case for others. We have outlined below areas where such disaggregation of data is key to painting the true state of affairs in the district and should assist in determining policies to promote women social conditions. To begin however recognised some good examples that can be used to inform further actions. They are:

- Page 34: Table 1.3 *Age Sex Distribution*;
- Page 76 Table 1.25 *District School Performance*, is a good example of capturing gender disaggregated data;
- Page 80 Table 1.30 showing the situation of disabled persons in the Jomoro District is a good effort in providing gender disaggregated data;
- Pages 106, Tables 3.8 and 3.9; 70 to 72 and 127 provide detailed gender disaggregated data on educational enrolment, parity and performance.

### **Missed Opportunities**

Some critical areas lacking gender disaggregation include:

- Page 36 Table 1.6 *Occupation by Sex – Jomoro*; even though sex is announced in title the data in table makes no effort at disaggregating data;
- Page 36 Table 1.7 *Contribution of Persons 7-14 Years to Total Employed Persons* discusses child labour but makes no attempt to capture the female male dimension;
- Page 52: descriptions of population profile of agricultural producers makes no attempt to provide the female/male dimensions to agricultural production be it subsistence or commercial farming; neither do discussions on the crop type, farm size attempt to provided a gender analysis;
- Page 53: the discussion on household income on this page is silent on the women and men incomes situation;

- Page 57: Where are the women in the tourism industry? What is the implication of tourism and commercial sex trade on women's status in Jomoro District?
- Page 59: Table 1.16 showing percentage of population and the livestock type mostly reared in the district, this table does not provide details of ownership by gender, so there is not idea about women and men's animals;
- Page 77 Table 1.26 *Top Ten Diseases of the Jomoro District*, should have been gender disaggregated;
- Page 101 Table 3.4 *Occupational Distribution* should be sex disaggregated in order to determine the existence of occupational sex segregation.

Gender disaggregated data helps policy makers to pursue the gendered dimensions underlying differences and use the emerging dynamics to guide the district's priorities. The failure to provide gender disaggregated data implies that the policy is blind to the gender relations that structure female and male to compromise development outcomes.

We move to take a deeper look at some emerging gender concerns that should inform policy. We do this by grouping the areas outlined in the MTDP into four, these are the district's social and economic concerns outlined in the document, the domestic situation and governance and decision making. This approach was adopted in order to allow detailed focus of discussions on various areas identified and avoid unnecessary repetitions. In taking this approach our analysis does not proceed in the way the report is structured and we do as a result jump over pages and keep moving backwards and forwards.

### **Social Conditions**

Under this sub-heading we discuss issues related to population, health, education as well as religion. In areas where some social and economic issues are outlined it is important to assume some related gendered implications and to pursue them further. We outline some such areas below:

- **Population**
  - ✓ Chapter 3: page 102 makes a bold attempt to provide the sex profile of the population of the district and notes that in contrast to the national situation male presence in the district is higher than females. The recognition that the males outnumber females in the district situation is not pursued further as a developmental problem. It is important to explore the conditions creating low female presence and the ensuring gendered implications for the district in order to determine how to intervene. The sex profile of the district population is in contrast to the national situation where women outnumber men.
  - ✓ Pages 114 and 115: Migration is identified as accounting for female male disparities; what does the higher proportion of men to women mean for the district? And what are the gender dynamics of the high incidence of migration influx of men and commercial sex for women's bodily integrity?

- ✓ Page 126: there is no attempt to unpack the gendered impact and implication of high incidence of commercial sex especially for the girl child and the possibility of young boys falling prey to same sex abuse.

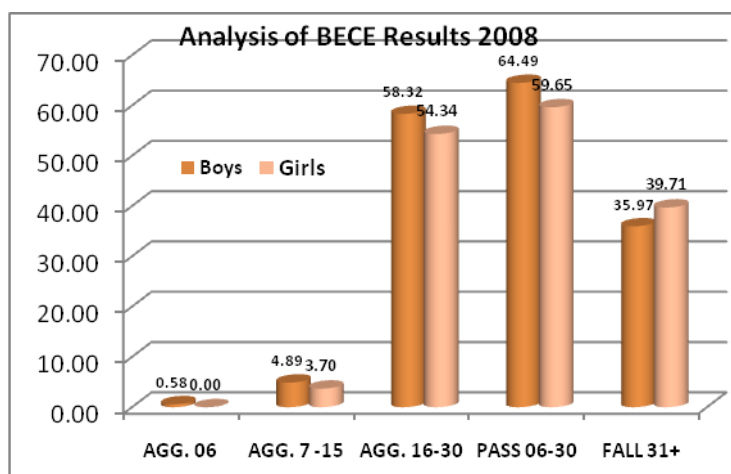
▪ **Education**

The MTDP notes the general low performance of students in the district with high pupil teacher ratio. The answer provided later in the observation that high proportion of teachers (63%) in the district is untrained. In general this section of the report makes conscious attempt to capture the female and male situation in terms of educational enrolment, attrition, performance and parity.

- ✓ Page 106 the Tables 3.8 and 3.9 reveal higher attrition rates for females than males, especially at the junior secondary level. Table 1.24 below shows that female performance is even worse. A further interrogation of the statistics as captured in the table and graphs below shows the exact female low performance in relation to males.

**Table 1.24 Basic Education Certificate Examination - 2008 ANALYSIS OF RESULTS for Jomoro district**

	Boys	Girls	Total
REGISTERED	864	625	1489
PRESENT	859	622	1481
Aggregate. 06	5	0	5
Aggregate. 7 -15	42	23	65
Aggregate. 16-30	501	338	8739
PASS 06-30	554	371	925
FALL 31+	309	247	556



- ✓ The development plan notes that it is a problem but the proposed intervention stops at a passing reference to provide incentive to young girls. There are no attempts to get to the underlying gendered causes. The suggested intervention focused on the girls makes them the problem. Being gender specific misses the

real problem and avoids targeting the underlying gendered factors fuelling the high dropout rate that limit their educational attainment and aspirations.

- ✓ Page 127: it is good to target gender parity but the specific activities outlined are gender neutral focusing on females and parents;
- ✓ Page 70 – 72: shows how the absence of a gender analysis can prevent the right diagnosis, the gender dimension of the drop in school enrolment makes no connection to the absence of toilets as a possible factor for female enrolment. Research shows that having decent toilet facilities in school is important for retaining adolescent girls in school. Personal care during menstruation is a sensitive issue and where there are no toilets the inconveniences created for girls can force them to drop out of school.
- ✓ Table 3.28: no affirmative action provisions have been instituted to increase female enrolment and retention; there is nothing about dealing with provision of toilet facilities that have been known to undermine female retention in schools. There is very little on school environment like physical structures and social (incidence of sexual harassment, teachers and peers) as well as a hidden curriculum where teachers attitude towards girls tend to produce reactions on their part that leads to fulfilling the expectation that females will underperform.

#### ▪ **Health**

The gender dimensions about health emanates from several concerns underscoring women's gendered positioning. First there are specific women's health needs arising out of their reproductive health. Pregnancy, childbirth and breastfeeding impose unique health demands on women's bodies that men do not face. Second the care giving role assigned women poses an additional burden where health conditions in a community is compromised by epidemics and contagious diseases. Social gender relations deny women the right to bodily integrity and constraints their ability to make reproductive decisions like use contraceptives to prevent unwanted and dangerous pregnancies and adequate spacing between childbirth all major factors affecting maternal and child mortality.

In addition to missing the gendered implications of certain health situations, some tables that captured health related statistics within the district should have been gender disaggregated. These include:

- ✓ Page 77 Table 1.26 10 top diseases should have gender disaggregated data so that the gender dimension to diseases can inform policy;
- ✓ Page 105: Tables 3.5, *Age Population and Enrolment*, Table 3.6 *Population of Public and Private Schools*, Table 3.7 *Public and Private Student/Pupil School Rate (PSR) and Table 6.5, Children Within the School Going Ages that are Expected not to be in School by the Year 2010 and 2013*, and should all be gender disaggregated in order to capture the gender issues at play to inform policy;

- ✓ Page 77: Table 1.26 10 top diseases ranking of pregnancy related complications what are the gender related dimensions and what are the implications for women's health?
- ✓ Page 139: under 5 mortality and underlying gender causes, women's nutrition, eating, food habits, use of local foods and food taboos, beliefs about food and nutrition, health and sanitation and women's status, conceptions of a good women and health seeking habits,
- ✓ Page 140: should have included interventions for dealing with gendered aspects of infections as well as support for caregivers.
- ✓ Page 98 Table 2.7 gender implications of malaria, HDR Mortality, HIV/AIDs and women's gender role, time burdens as care givers, gender and access to resources, women control over their bodies and number of children to have, decision to breastfeed and how long, access to and the decision to use contraceptives, as well as meal practices and food taboos and implications for women's health particularly during pregnancy and breastfeeding.
- ✓ Page 39: Table 1.3.4 what gender issues emanate from religion religious attitudes and women's health seeking behaviour?

### **Economic Conditions**

Economic conditions are avenues for people to meet their material needs. Women's livelihoods provide access to independent income that go to support the wellbeing of their households. It is in this sense that sections on the economic conditions as well as planned interventions should have been gendered.

Page 101 Table 3.4 should have provided sex disaggregated in order to determine the existing forms of occupational sex segregation. The implications for women's work should inform the district's priorities.

#### **▪ Agriculture**

The MTDP announces the intension to focus on agriculture, however there is very little effort deployed to unpack the gender implications.

- ✓ Page 52: sex profile of agricultural production e.g. subsistence/commercial farming, crop type, farm size etc
- ✓ Page 97: the constraints identified as facing agriculture fail to factor in women's gendered access to land and its implication for subsistence production in the district.
- ✓ Page 59: livestock ownership does not provide the situation on women and men's animals;
- ✓ Women have been identified as heavily represented in subsistence agriculture which is the dominant form of agriculture in the JDA. Considering women's key role in providing family meals and how this is linked to their land rights; what will be the implication for the proposal to



expand the industry for women's earnings, gender roles and time use burdens as well as their economic opportunities?

- ✓ Page 131: increasing crop and livestock production; which crops and livestock will receive attention and what is the implication for women's work
- ✓ Page 129: attempts to revitalise Community Based Fisheries Management Committees (CBFMC), what provisions are they for women fishmongers and owners of fishing equipment? Fishmongers are the major actors in realising the economic worth of fish through their fish processing and marketing activities, they remain key actors in the viability of the industry.
- ✓ The sex of the extension officers and their orientation to female farmers is important for sustaining women's farming especially subsistence and commercial farming

#### ▪ **Tourism**

Where are the women in the tourism industry? What is the implication of tourism and commercial sex trade and women's status here?

#### ▪ **Oil and Gas Development**

The concerns of the MTDP in relation to oil and gas industry are couched in the victim mentality generally lamenting the negative impact that the industry may portend for the district. Given the implications of the find, exploration and production for the district what opportunities are there and how is the district positioned to take advantage of all the opportunities identified? What are the implications for women?

#### ▪ **Markets**

- ✓ Page 95 Table 2.3 *Prioritized development issues under the GSGDA1 2010-2013* and Page 97 Table 2.6 *Table 2.6 Enhancing Competitiveness in Ghana's Private Sector* present discussions on marketing facilities but make no provision for including various women's groups in the markets. The identification of private investors should not leave out women trader's initiatives to invest in the market facilities. The restructured market should provide basic amenities for the comfort and safety of market traders, their goods and health as well as hygiene safety of consumers.
- ✓ Page 126: Plans to construct markets for artisans to what extent will women's trades be targeted?
- ✓ Page 58: key issues identified for revenue mobilisation should also be gender sensitive e.g. what are the sources of income of various economic actors in the district? What is the size and regularity of their income as against men's?
- ✓ Any attempt to determine what good road infrastructure means for facilitating women's economic activities? Especially marketing

- ✓ Page 142: too much stress on credit and entrepreneurship training, nothing on environment in which people operate- what can the district do to support facilities like markets for trading, toilets day care centres, cleaning markets
- ✓ Support to lead crafts persons (master) and apprentices – what crafts will be targeted and extent to which crafts have a future and target women’s crafts and promote females to participate in male dominated crafts to break gender stereotypes
- ✓ Page 151: educational programmes about worth and value of environment and wetlands should be considered. This should include building sustainable hygienic behaviour of communities

▪ **Domestic Situation**

Discussion on child labour

- ✓ Page 113: Table 3.24: *Labour Force /Child Labour (C.L)* the gender dimension of labour force and child labour
- ✓ Page 53: household income; what are the gender dimensions here in terms of household income pooling arrangements and women’s spending responsibilities in the household
- ✓ A related interest is the household income situations in single parent households especially women headed ones.
- ✓ Page 80: The problem of child maintenance should be tackled within the wider context of father’s domestic responsibilities and women’s empowerment.
- ✓ Page 53, Energy: use of fuel wood for cooking has implications for women’s time use burdens and their health. What types of cooking stoves are in use in the district and what are the health as well as environmental implications of the dominant fuel used in the JDA?

**Women’s Participation in Decision Making**

- Page 127: Under governance: low female participation is not identified as a developmental problem. What is the status of the mandatory 30% representation of government appointments reserved for women?
- Page 91: Summary of key development problems (see list below) is silent gender issues;
  1. High cost of planting materials
  2. Low level of packaging of agric products
  3. Inadequate extension of electricity
  4. Low farmer access to extension services
  5. Poor development of tourism
  6. Poor enrolment of basic schools
  7. Low pupil-teacher ratio
  8. Poor classroom infrastructure
  9. Inadequate water and toilet facilities in schools

10. High incidence of malaria
11. High <5 years mortality
12. Inadequate staff accommodation
13. Low access to potable water
14. Weak internal revenue mobilization
15. Low participation of sub-structures
16. High incidence of chieftaincy disputes

- What gender considerations informed the choice of the district's priorities?
  - ✓ Page 94: Who were at the stakeholders workshop prioritised the most pressing needs of the JD where limited resources were to be applied. Were various women's constituencies identified and what was the nature of their involvement? Did it allow them to consult their constituencies?
  - ✓ Page 67: functions of the district assembly, sub-committees of the JDA, Area Councils and Unit Committees provide avenues for women's participation it is not clear how women are fairing in these spaces. What is being done to support women's representation on these committees?
  - ✓ It is important to examine in the light of apathy identified the perceived relevance of local governance is in the lives of the people
- What opportunities can be provided for local to own the process and take advantage social and economic openings that the district might offer?
  - ✓ Page 145: involving CSOs in district planning to what extent does/did the JDA create avenues for women CSOs?
  - ✓ Capacity building for 10 women what is basis of no 10?
  - ✓ Need to involve local women's groups e.g. market women's associations go beyond their representatives
  - ✓ Provide avenues for group to outline their concerns and feed concerns into district's development plan
  - ✓ Page 150: WATSAN committees extent to which women are represented - reserved seats and WSDB

### **Missed Opportunities for Gender Mainstreaming Worth Saving**

- Pages 88 and 89 what are gender implications of issues identified in **Table 1.38 Core District Indicators** for JDA?
- Pages 89 and 90 gender implications of key development gaps
- Page 127 table 3.27 choice of projects and their gender sensitivity they should provide avenues for gender mainstreaming.
- Agric extension, ICT, education, capacity building for small scale agro-processors, composting, what additional gender dimensions will be introduced? Any account of the implications for women's time use?
- Governance, need to focus on participation and female participation in particular
- Page 126: Any attempts to gender disaggregate training to deal with some specific gender concerns?

- Page 130: why advertise in the Daily Graphic for markets in Accra, what possibilities exist in the district? Schools, public institutions, industries, oil and gas related industries, hospitality industry?
- Page 155: Chapter 5 District Annual Action plan
- There is a need for a gender audit of occupations in relation to benefit from oil and gas, production and exploration; any gender capacity building to target downstream gas industries?
- Page 167: Business advisory centre extent to which it will be gender sensitive
- Page 170: monitoring should include gender audit, impact on women as beneficiaries
- Page 171: programme evaluation report: topics outlined should include gender audit
- B3 1<sup>st</sup> are benefits reaching the targeted beneficiaries? If not state beneficiaries not being reached
- Last 4<sup>th</sup>, where planned targets ... avoided in future
  
- Chapter 7 Communication Strategy
  - Dissemination should include women as key stakeholders
  - Creation of awareness
  - Promotion of dialogue ... feedback where are the women?
  - JDA organogram should create space for women and women's groups in committees and sections:
  - Probe more the position of the Area and Unit committees in the JDA structure and create space for women on them

On the whole the JDA MTDP can be said to have some level of gender awareness. This we have noted is a useful beginning but inadequate to for improving women's conditions let alone transforming gendered institutional structures that underlie their lower social status. We note that the suggestions we have offered are initial steps in addressing gender inequalities and should position the JDA towards dealing with the fundamental systems the structure gender inequality in the district and beyond.