

Mainstreaming Gender through Sector Wide Approaches in Education

GHANA CASE STUDY

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A study carried out for DFID

by
Mo Sibbons and Amanda Seel



Centre for Aid and Public Expenditure
Overseas Development Institute
London

And



Cambridge Education Consultants

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Any of the views expressed in the report are those of the researchers, based on limited exposure to the situation in Ghana and brief time with many, many people. We are aware of the shortcomings of such a rapid analysis, but hope that we have managed to provide a truthful summary of the current situation. Any misrepresentations are the responsibility of the researchers for which we apologise.

Acronyms

BED	Basic Education Division
BESIP	Basic Education Sector Improvement Project
CD	Community Development
CRDD	Curriculum research and development division
DA	District Assembly
DAC	Development Assistance Committee
DEO	District Education Office
DEPT	District Education Planning Team
DGEO	District Girls Education Officer
FCUBE	Free, Compulsory, Universal Basic Education
GAD	Gender and Development
GES	Ghana Education Service
GEU	Girls Education Unit
GO	Government Organisation
GOG	Government of Ghana
IDA	International Development Assistance
JSS	Junior Secondary School
M&E	Monitoring and Evaluation
MOE	Ministry of Education
MOF	Ministry of Finance
MOH	Ministry of Health
MTEF	Medium Term Expenditure Framework
NCWD	National Council for Women and Development
NGO	Non-Government Organisation
NDPC	National Development Planning Commission
OECD	Organisation of Economic Cooperation and Development
PLA	Participatory Learning and Action
PTA	Parent Teachers Association
QUIPS	Quality Improvement to Primary Schooling
SAP	Structural Adjustment Programme
SMC	School Management Committee
SSS	Senior Secondary School
STME	Science, Technology and Mathematics Education
SWAp	Sector Wide Approach
TA	Technical Assistant/ce
TUC	Trades Union Congress
UBE	Universal Basic Education
WID	Women in Development
WP-GEN	Working Party on Gender Equality
WSD	Whole School Development

Executive summary

This report outlines the main findings of a study to determine the efforts taken and success of the incorporation of gender equality objectives into the mainstream of an education sector programme in Ghana. It is one of three similar education sector studies, the other two being Uganda and India.

The articulation of gender goals

In Ghana, gender equality and gender specific goals are well represented throughout government strategy and policy documents, in education documents as well as more broadly (Annex 3).

Analysis of gender

There is a strong base of analysis of women's issues as they affect lives throughout the country. Not only that, a positive environment for the discussion of gender issues exists, not least because of the work of the National Council for Women and Development and its network of members. This council includes members from all the major government departments, thus enabling dissemination of information and an opportunity to intervene across the board. It is closely associated with a national NGO: the 31st December Women's Movement which is led by the First Lady. Some criticise both the council and the movement for their concern with women rather than gender, which is said to deny the opportunity to address power relationships (personal and political). Never-the-less, there seems to be no doubt that their role in raising the awareness of the population as a whole and politicians in particular to these concerns of lack of opportunities and biased social and cultural norms has been effective. Significant legislative changes have been effected through their efforts.

Gender and the education sector

This positive environment has permitted early discussion of problems associated with girls education, and a general concern to ensure that the poor record of girls entry into school and educational achievements are addressed. Specific actions have been taken since the mid-1980s, and more recently the establishment of a Girls Education Unit (GEU) within the Ghana Education Service (GES) has determined, and is implementing, a programme of activities.

Tools used for the mainstreaming of gender

The tools used to incorporate gender mainstreaming were firstly organisational. A task force on girls education was supported with government and donor funds to develop the strategy for girls primary education. Eventually it was agreed by the Minister of Education that this task force should be established as a unit within GES: the GEU came into being in 1997. This unit has budgeted funds identifiable in the MOF MTEF and in the GES budget.

Analytical tools were, and are, being used for the development of the GEU strategy. A synthesis report of all research on gender and education in Ghana was commissioned, and a specific research programme was undertaken. The main findings from this research were used to develop a mainstreamed strategy and a

programme of targeted interventions (annex 1). It is worth noting at this point that the use of the word 'mainstreamed' is frequent, but has a somewhat different use to that generally accepted by DAC. In Ghana mainstreamed commonly means as part of the government, country-wide programme, in contrast to pilot interventions which are location specific (not mainstreamed). In the GEU context, mainstreaming has been pursued through the appointment and training of a Girls Education Officer in every district education office (DGEOs).

The successful introduction of DGEOs is a valuable management tool for the introduction of local initiatives to address constraints to girl's full participation in school. A gradual process is underway to give participatory learning and action (PLA) training to all the DGEOs, this training being provided directly by the GEU staff. The DGEOs themselves are introducing an incremental programme of PLA activities with schools and their surrounding community representatives. Interestingly, this gradual process of incorporation of schools and communities is permitting a rather more sophisticated gender analysis to take place at a local level than at the national level. Both men and women are included in the PLA activities which are designed in such a way that girls and boys, male and female roles and relationships are explored. These are then linked to gender specific constraints to education and the locally specific and locally possible means of overcoming them identified. It may take a considerable time for a critical mass of awareness and understanding of gender concerns related to education to be developed, but this bottom-up approach appears to have a greater potential for success than a centrally determined policy intervention.

The fact that the DGEO has a place on the district education planning team means that the opportunity exists for locally specific information to be disseminated within the district, and be included in planning processes. The Ghanaian system of decentralised planning should then mean that this local information permeates up through the system. In this short study it was not possible to determine how effective this decentralised process is in ensuring local concerns are truly included in district plans, regional programmes and then in the harmonised plans at national level.

Specific activities

In addition to the appointment and training of DGEOs, the GEU has also focussed on, amongst other things improvements to the content of text books through a gender and equity analysis of current texts. This was followed by the training of Curriculum Research and Development Division (CRDD) staff, master trainers and publishers in gender analysis of texts. They are promoting female teacher training and scholarships for girls. Science, Technology and Mathematics education is being encouraged for girls.

They do, therefore, have a comprehensive set of specific activities, founded on appropriate research and analysis, and supported by both government and donors. There does seem to be a negative side to this happy story though. The fact that there is a GEU encourages officers in other divisions, sections and units to ignore gender issues in their own work. Similarly, donors, in general, view the work of the GEU positively, but fail to extend concern for gender into activities other than those related to the access and participation objectives. During interviews when asked if gender concerns were considered in their activities, many informants pointed us in the direction of the GEU, positively claiming that gender issues were definitely being dealt with. There was little if any understanding that there may, for example, be ways of approaching budgeting to promote gender equity, or that decentralisation has gender implications.

Summary of gender mainstreaming

One way of summarising this might be to suggest that a strong vertical structure exists which ensures that gender issues are dealt with, and that there is an agreed budget for implementation of activities. However, horizontal linkages at national level are weak, with few opportunities for the GEU to intervene in other divisional strategy developments. At the local level the horizontal linkages are much greater. This partly

reflects the fact that the management structure at the District is more interlinked, and there are greater opportunities for discussions between officers with different responsibilities. Where DGEOs are active and have had PLA training, at school level gender issues are being addressed in an holistic way.

It is concluded that a positive environment has enabled gender equality and gender specific goals to be determined and incorporated. However, these goals tend to be ‘WID specific’: they are associated with targeted interventions for the specific purpose of addressing girl’s or women’s constraints to participation or identified problems. In general there is a limited understanding of the value and purpose, and limited use, of gender analysis (as opposed to women’s constraints analysis) throughout all government education sector activities. The presence of a specific unit concerned with girls education has provided an opportunity for a relaxed attitude towards gender elsewhere in the programme. This last point does not necessarily result in the conclusion that such a unit is ill-advised, simply that more consideration could have been given to its constitution and mandate. The NCWD structure perhaps indicates how marginalisation of issues can be avoided – by including all ministries on the council, all are exposed to ideas, information, and concerns.

‘Mainstreaming’ defined

Gender is said to have been mainstreamed: ‘mainstreamed’ is defined as being incorporated in a country-wide government programme. However, the DAC definition as used in the study inception report indicates that mainstreaming is where gender is considered in each and every activity: this is not occurring. Donors as well as government need to broaden their focus from access and participation to all the objectives of the sector programme.

The Ghana Education Sector Wide Approach

The last statement begs the question: what are the objectives of the Ghana ‘SWAp’? Or, indeed, what is the Ghana SWAp? This is dealt with at some length in the report. The researchers were presented with a problematic – the need to define the SWAp in order to determine if gender had been mainstreamed within it. There does seem to be a clear understanding of and support for the *concept* of a SWAp. An early meeting with several people from GES provided an opportunity to explore perceptions of SWAps through a SWOT analysis (annex 2). The advantages of having a single programme to which all development partners and government departments subscribe is clearly appreciated. The weaknesses and threats identified in the SWOT provide an indication of the problems that have been encountered in Ghana with the introduction of such a sector wide programme, many to do with financing problems and lack of unity in approach, domestic and international.

There is no clear answer to the question ‘what is the SWAp’. One sub-sectoral programme exists (*f*CUBE) and is being implemented. Early support for this from development partners was coherent and coordinated, but this unity of purpose seems to have broken down as the development partners have moved in different directions. The World Bank-led BESIP¹ parallels *f*CUBE, but is out of favour with most donors and government. The Government Vision 2020 medium-term plan provides details of a government education strategy, and the MTEF has funding for a programme of education sector activities which is similar to but not identical with the Vision 2020 strategy. Another similar but not identical programme to both these is the Education Sector Strategic Plan.

Effectiveness of gender mainstreaming in the education SWAp

¹ Basic education sector improvement project – note this is not a *sector investment programme* which is the usual use of this acronym

In a situation where the precise nature of the SWAp is very uncertain it is difficult to draw conclusions about its effectiveness in enabling gender mainstreaming to take place. The introduction of the BESIP was possibly instrumental in the establishment of the GEU, but a task force was already in existence. The positive climate created over a couple of decades enabling the ready introduction of interventions to address gender equality would seem to have had greater influence than the introduction of a sector programme. Given the lack of a clearly defined SWAp a question remains. This might be answered by comparison with other country studies: is synergy between a pre-existing positive environment for gender consideration and the introduction of a SWAp necessary for gender mainstreaming to occur?

Concluding points

There are indications from this country study that optimistic and rapid pursuit of a desirable, somewhat ideological, goal (an MTEF led SWAp), may lead to greater disharmony and more opportunities for parallel structures to be set up. Some informants suggested that a disproportionate amount of resources (especially human) and energy were being expended on setting up systems, writing proposals, reviewing and reporting than on implementing a functioning but inadequate education system. This situation is more disabling than enabling of gender mainstreaming.

There are several preliminary conclusions that arise from this study, some specific to gender mainstreaming, some to the introduction of SWAps and some more general.

- Attempting to move too rapidly towards an ideal is generally counterproductive. Establishing the necessary framework within which changes can take place is essential if steady progress is to be made. The example of gender mainstreaming in Ghana is positive in this respect: the ideological goal of gender mainstreaming has not been reached, but very positive moves towards that goal are taking place. A national structure, a decentralised organisation and the gradual exposure of bottom-up learning and exploration are moving discussions and interventions from a focus solely on women's rights to one which is incorporating these within a gender context. The moves towards an education sector programme is less positive, with clear disunity between different parties, and lack of clarity in the definition and content of the programme. Slower progress and greater emphasis on consensus building may have produced a more robust and productive result
- Clear and decisive leadership must come from Government if the ideal of a Government-led gender-sensitive, consultative process producing an overall education sector gender-aware policy framework and programme content is to be reached.
- There is little consensus within the donor community about either gender mainstreaming, or sector wide approaches.
- With gender mainstreaming there appears to be poor communication within donor organisations concerning gender issues, the technical divisions, such as education, being provided poor guidance on how to ensure gender issues are mainstreamed in their own activities. Having a national policy is only the first step: this needs to be disseminated *effectively* and sufficient support needs to be provided for implementation. Two very obvious examples are i) the insistence that all technical assistance is provided with due consideration of gender – **all** TORs should include a generic point reflecting this; and ii) the most problematic area is that of budgeting, where expertise on gender budgeting would be invaluable both to raise peoples awareness of the fact that there are such concerns, and to help with their preparation.
- If care is not taken with the constitution and mandate, the setting up of a separate Girls Education Unit distracts from gender mainstreaming.

- Care has to be exercised in the use of words which are assumed to have specific interpretations. Although the inception report for this study provided definitions of ‘gender mainstreaming’ and of ‘sector wide approaches’, there was an implicit assumption that mainstreaming was of itself uncomplicated. This proved to be a false assumption. In Ghana ‘mainstreaming’ has been taken into common use to mean within the main programme, rather than in pilot or trial location-specific projects.

1. INTRODUCTION

Background

This case study of Mainstreaming Gender in the Education Sector Programme in Ghana is one of the three country studies included in a study initiated by the Working Party on Gender Equality (WP-GEN) of the Development Assistance Committee (DAC) of the Organisation of Economic Co-operation and Development (OECD). The other country programmes included in the study were Uganda and India; the study was funded by DFID.

Similar studies in the agriculture and health sectors are being undertaken separately with funding support from other WP-GEN members.

The aim of the country study was to research whether and how the education sector programme has enabled a more coherent approach to gender mainstreaming, or has the potential to do so. Together with the information gathered from the other two countries lessons are to be identified and disseminated.

1.1 Methodology

In order to gather sufficient information from a range of stakeholders to inform the production of this study report a two-person team visited Accra, one Regional office (Central Region, Cape Coast) and one District (Koforidua) over a total of 20 person days. Many people were interviewed, mostly individuals but including a few representative teams, using a semi-structured schedule. In one case it was possible to undertake a SWOT analysis (Strengths, Weaknesses, Opportunities and Threats) with several representatives of one of the key implementing institutions: the Ghana Education Service (GES). Extensive access to education sector informants at both Centre and District was afforded the researchers. In addition, senior personnel of other Government of Ghana (GOG) agencies related to planning, policy development, civil service reform and financing provided ready access to their time, ideas and documentation. The main development partners contributing to the education sector willingly participated in interviews. Civil society representatives, through Non-Government Organisations, and local political bodies (district assemblies), as well as the wider research community were included in the schedule. Although ideally greater time should have been devoted to contact with the primary stakeholders, the children in school and their parents, never-the-less it was possible to visit three schools and have discussions with teachers and students in those schools.

1.2 Definitions

The inception report for this study outlines in greater detail the approach used by the research teams and the process that we hope to follow in order to produce a synthesised set of recommendations. It outlines our start-point understanding of the issues and some definitions of the basic concepts which are being tested. These definitions are returned to below to compare with the information gathered in Ghana.

1.3 Improving opportunities for gender mainstreaming through SWAp

In addition to exploring how successful gender mainstreaming appears to be, there are two other considerations which seem to be necessary:

is the SWAp itself successful? If there are serious questions about the likelihood that the sector programme can deliver an education service, those same questions must also arise for gender mainstreaming: without a [successful] programme there are no components within which to integrate (mainstream) gender issues.

would gender mainstreaming have been successful without the sector programme? Does the sector programme actually enhance the functioning of sub-divisions of the education system, and provide a better context within which gender issues can be considered? Or, were those divisions functional anyway, and was gender already being considered?

We return to these two sets of questions during the final deliberations in the report.

1.4 Structure of the report

The report starts by describing the socio-economic and socio-cultural context of Ghana, noting the diversity of the country and identifying the challenges that face policy makers in achieving gender equity. Diverting from the structure of the other country-study reports, the next section explores the education sector programme, or, more accurately, outlines the several concurrent programmes. This lack of single voice, on what the sector programme is, produced a variety of responses from study informants, in particular a lack of coherence in development partner support. From the GOG a considerable commitment to improving the welfare and livelihoods of women through a national development programme strongly led by the National Council for Women and Development is demonstrated in the next section. The relatively long history of positive support for women's development has created a conducive environment for the formulation of an education policy with an earmarked-funded gender equity programme.

The report progresses to exploring the experiences of gender mainstreaming in education, noting that the strongest support focuses on access and participation. A decentralised approach strengthening District Education Office capacity to address gender equity through the appointment of trained District Girls Education Officers, and the use of participatory learning and action at school level is highlighted. This seems to offer greater potential for horizontal dissemination of awareness of gender equity objectives, than the vertical structure of the Girls Education Unit in the Ghana Education Service at the central level.

Although it is concluded in the final section that a 'Women in development' rather than a 'Gender and development' approach is being pursued, this is viewed positively as an appropriate stage of a development process that is in place. This contrasts with the experiences with a SWAp in Ghana, where it is suggested too rapid a pace of change was required, leading to the failure of all stakeholders to progress uniformly. Some tentative recommendations end the report. These are sub-divided in three: gender mainstreaming and education SWAps separately, and for both together.

2 Ghana: the sector wide approach context

2.1 Socio-economy

The early 1980s were a time of economic emergency which required the intervention of the International Monetary Fund and the World Bank and the introduction of an Economic Recovery Programme and a Structural Adjustment Programme. Ghana has progressed economically since then, passing through the period of severe and devastating economic downturn and emerging into 10 years of sustained growth between 1983 and 1992. The subsequent down turn, whilst severely constraining progress towards widespread improvements for the population as a whole, has been responded to positively by the government with the development of a 25 year strategic plan. Nevertheless, two exports dominate the economy: cocoa and gold. The price of both of these fell significantly in 1998/99, leaving the government's financial planning with a considerable shortfall on planned expenditure. The effect of this on the first year's introduction of a full MTEF is returned to below.

Despite the relatively sound picture of economic growth, the structural changes of the early-mid 1980s created greater problems for certain sections of the community than others. Rural communities, the unemployed or under-employed, and retrenched workers in urban areas were particularly vulnerable and the recognition of that produced PAMSCAD (Programme of Action to Mitigate the Costs of Adjustment). Women appeared to be particularly affected by increased poverty, not only where they were directly affected with retrenchment or loss of markets, but also having increasingly costly and difficult reproductive responsibilities, including household health and welfare. Ghana still faces considerable difficulties related to a poor demographic profile (high population growth rate, 3.1, high infant mortality rates, 79, and a life expectancy of 59) and a reliance on agriculture as the main productive activity.

2.2 Socio-cultural context

Poverty persists as a major problem in Ghana. This has a significant regional dimension, with the north experiencing the greatest incidence and depth of poverty. This regional disparity has the unfortunate consequence of exacerbating other regional differences and creating even wider distortions in service provision and service uptake. In the education sector this can be seen very clearly with a vast difference on every education variable. The gender differences, seen across the country, are particularly marked in the Northern Regions, with women being poorly represented in public life and as beneficiaries of government services.

Education: gendered variables

The tables below indicate the different access to schooling experienced by boys and girls, and show the variation across the country. In addition to the problems that face girls in getting to and staying in school, as might be anticipated, there are also marked differences in the numbers of male and female teachers. This is particularly so in rural areas, and the more remote the less likely are there to be female teachers on the staff. There are marked contrasts between urban and rural settings, differences which are particularly stark for head teachers. For example in Koforidua, a Municipal District Authority, one rural circuit has 4 female head teachers, and 12 male; in contrast in a central urban circuit there are 11 female head teachers and 5 male. The presence of female teachers is one of the variables shown to influence girls' enrollment, giving both the parents and the child confidence that they will be adequately cared for and protected from sexual harassment, as well as providing suitable role models to encourage positive perceptions of the value of schooling for girls.

Table one: School enrollment – Gross Intake Rates²

	1992/93		1993/94		1994/95		1995/96		1996/97		1997/98	
	Boys	Girls	boys	girls	boys	girls	boys	girls	Boys	Girls	Boys	girls
Gross intake rate Primary level	85.2	77.02	84.65	76.44	79.58	72.48	77.58	70.49	83.28	76.05	81.48	75.57
Gross intake rate junior level	70.88	54.27	70.96	54.74	69.82	55.13	71.06	56.87	69.73	56.75	66.23	55.08

Source: National Education Forum, background paper prepared for the Ministry of Education, 1999

Table 2: Gender Parity in education

Region	Enrollment gender parity	Drop-out gender parity
National	0.88	1.05
ROC	0.92	1.10
Northern	0.60	1.31
Upper East	0.72	0.66
Upper West	0.77	1.05

ROC: Rest of Country

Source: National Education Forum, background paper prepared for the Ministry of Education, 1999

Table 3: Primary and Junior

Year		Male	Female
1995/96	Primary	42525	24889
	Junior	26427	8846
1996/97	Primary	45684	25656
	Junior	30735	9682

Source: National Education Forum, background paper prepared for the Ministry of Education, 1999

Schools, teacher numbers

Gender and education

There has been a considerable amount of research on gender issues in education, or more specifically, research on constraints to girls' access to education. In addition to poverty, which affects girls' more than boys' education as households make decisions on where to focus their household resources, there are various social, cultural and economic reasons preventing girls from getting to school or causing them to be pushed out from school.

Gender roles are largely perceived to be male = productive, female = reproductive. In reality, there are many areas of cross-over, for example, traditionally women have been involved with cocoa production. Women are visible in public life, playing a key role in marketing domestic produce, mostly, but not exclusively small scale (petty-trading). The latter has to be qualified by location and by religion. A significant minority of the Ghanaian population are Muslim which has resulted in different social patterns and structures to those of the Christian population. Muslim women, for example, are less likely to be seen taking active roles in public space.

The religious divide is most obvious between the Northern Region, which is predominantly Muslim, Upper West Region with a Muslim population of between 20 and 30% and the rest of the country with a majority Christian population. It should be noted, however, that there are communities of these two dominant

² The most recent census in Ghana took place in 1991. Extrapolated population figures and questionable education sector data require that these figures be treated with caution. Although not being able to use these data to give total accuracy, assuming similar distortions from around the country, they do provide valuable indications of education distributions.

religions throughout the country, requiring particular attention from those designing social policy interventions, including the determination of appropriate policies encouraging universal access to education – towards Education For All.

A synthesis report on research studies on gender and education has been produced for the Girls' Education Unit (GEU) (described below) of the Basic Education Division of the Ghana Education Service (GES). This valuably provides a compiled list of all factors found to affect girls' participation in education.

Factors affecting girls' enrollment

- Poverty, and direct costs
- Opportunity costs: loss of girls' domestic and reproductive labour to the household.
- Lack of awareness of the value of, or negative perceptions about, girls education (parents, community and religious leaders, teachers)
- Poor physical access to schools and poor quality of school infrastructures

Factors affecting girls' retention

- Poverty and direct costs
- Untimely pregnancy
- Early marriage
- Inappropriate curriculum and/or gender segregated curriculum
- Desire to enter paid work

These findings were used as the basis for the development of strategies and programmed activities included in the basic education programme *f*CUBE (Free Compulsory Universal Basic Education). These activities relate to the third *f*CUBE objective of increased access and participation to basic education. The main strategies are outlined in section 4.3.2 and in annex 1.

2.3 Government commitment and capacity to pursue an Education Sector Programme.

In the environment of structural adjustment programmes through the 1980s, a major programme of educational reform was introduced from 1987. These included concerns with girls' access to Science, Technology and Mathematics, as well as the more general concerns with increasing all children's access to a better education system. Community participation in the provision of basic education links to the populist government's emphasis on bottom-up planning and ensuring the government is "of the people, for the people and by the people". Despite the government's commitment, both written and in the proportion of the budget devoted to the education system, over the first ten years there was a reported very slow progress towards their goals. The explanations given for the slow rate of change included:

- Lack of commitment to change among education professionals
- Underestimate of the extent of institutional change required and the necessary time to effect the changes
- Lack of accountability at all levels of the system
- Lack of an agreed and integrated approach to the reform programme
- Continued growth of the school-age population, and
- Lack of focus in the contribution of external funding

When we turn to the current situation and the implementation of the education SWAp some of these explanations have strong resonance. One of the institutional constraints which contributes considerably to slowing progress is the division of functions and responsibilities between a Ministry of Education (MOE) responsible for strategy and policy development and the Ghana Education Service (GES) responsible for implementation. This is returned to later.

3. Main concerns relating to the Education SWAp

The original intention at this point in the report was to outline the overall goals of gender equality within the education SWAp, and to look at the gender-specific objectives defined in the programme. This approach is adhered to in the other case study reports (Uganda and India), but this report deviates from the planned structure as there is no one and clear sector wide programme. It is more appropriate here to outline the current education programmes and to provide a limited explanation of the process that has led to this situation. The report then returns to the main issue of gender mainstreaming.

3.1 Sector-wide approaches

In this chapter the education sector programme is discussed. It is necessary to explore and define the Ghana SWAp before we can start to determine the degree to which gender mainstreaming has been achieved and how or if the SWAp contributed. An additional and intermediary definition to those included in the inception report is provided here: mainstreaming. The reasons for this become apparent.

³The concept of the 'sector-wide approach' has emerged to encompass a range of changes in the practice of development co-operation. In recent years much development assistance has moved from the framework of the 'project' to that of multi-donor support to sector programmes. This in turn is part of a wider shift in development thinking which focuses on the importance of developing consistent and effective policy frameworks at the macro and sectoral level, as a prerequisite for sustainable poverty reduction. The key principle of empowering structures in partner countries to take the lead role in defining the agenda for development co-operation has become the dominant narrative in new thinking about the meaning of 'partnership' in the development process.

The basic elements of a sector-wide approach are defined as follows by DFID's education department (DFID 1999 *Learning Opportunities for All: A Policy for Education*):

- Governments define a macro-economic framework within which medium term expenditure frameworks determine the resources available for individual sectors
- Governments lead a consultative process with stakeholders and investors, including development agencies to define:
 - an overall sector policy framework
 - priorities, objectives and performance measures
 - expenditure programmes
 - institutional reform and capacity building
 - jointly agreed management, reporting and accounting arrangements
- Major donors jointly support the process and the practice of the sector programme, preferably using common procedures
- Technical assistance is commissioned by governments rather than donor agencies

³ This definition is the one used in the Inception Report – Mainstreaming Gender Equality in Sector-Wide Approaches: Case studies in Education.

We note that it is unlikely that any one programme will conform to all of these criteria; they should be used as a desirable end point, indicating an intended direction, rather than a blueprint description.

3.2 Ghana Education Sector Programme and Objectives

Finding one description of the SWAp to which all the central level stakeholders could subscribe proved to be problematic. This is in part related to the historical development of the education sector programme, and leads to some interesting conclusions. The most significant of the various programmes and their sets of objectives are described in the following section. Annex 3 provides a table outlining the objectives of 5 education plans, and shows where gender has been included or excluded.

3.2.1 Ghana - Vision 2020

The education programme has gone through a series of changes over the last 4 years, a consequence of a gradual progression towards a coherent education strategy within the overall GOG 25 year development programme: Vision 2020. This 25 year strategy was itself a follow-on from the Economic Recovery Programme (ERP) and the Structural Adjustment Programmes (SAPs) of the early 1980s: short term measures designed to overcome the economic emergencies of that period.

Decentralised planning

By 1990 the National Development Planning Commission (NDPC) had been established as a co-ordinating body for the new national development planning approach. The planning process is predicated on the government's commitment to grassroots participation, and has therefore from the outset been concerned with a decentralised approach to policy development. To quote from the first medium-term plan (1997-2000): 'this *Plan* distils and co-ordinates the combined concerns and priorities of the Districts, the Regions, the Ministries and agencies of central government, as well as the concerns of major interest groups in the private sector, the traditional social partners and civil society at large'. Certainly, interviews with district education service civil servants, the district assembly members and the district education oversight committee in one district (Koforidua) confirmed the existence of mechanisms for decentralised planning, and also expressed satisfaction with them.

The Director of NDPC is confident that the harmonisation process at Regional and National levels manages to combine plans without undermining their imperatives, but with concern for overall budget and target limits. However, how well district perceptions are represented in the final planning documents, and whether more local voices are heard during their production could not be tested.

3.2.2 Free, Compulsory and Universal Basic Education (fCUBE)

The NDPC production of the overall strategy combines the sector programmes produced by Ministries. The Ministry of Education has responsibility for preparing its own plan for inclusion in the government programme. The 1992 constitution of Ghana states: "The Government shall draw up a programme for the implementation within the following ten years, for the provision of Free, Compulsory and Universal Basic Education."⁴ The fCUBE programme, as it continues to be known, was drawn up by 1995 ready for implementation between 1996 and 2005. Four main constraints were identified which prevent UBE:

- Poor teaching and learning resulting in poor performance of children throughout the basic education level;
- Inadequate access to educational services;

⁴ Basic Education includes nine years of schooling: 6 primary grades and 3 Junior Secondary School grades. This is ambitious and may overlook the consequences of teaching requirements for the JSS schools being different, more stringent, to those of primary. There are indications that resources and teaching improvements are concentrated more towards these JSS grades than to the primary grades, perhaps diverting attention away from the greatest need of enabling the poorest and girls to enter school at primary one.

- Weak management capacity at all levels of the educational system;
- Unsatisfactory financing arrangements for the education sector.

The three objectives for the programme, which address these prioritised concerns of the Government, were:

- 1. Improving the quality of teaching and learning
- 2. Management for efficiency component; and
- 3. Access and participation.

fCUBE was described as: “a comprehensive sector-wide programme designed to provide good quality basic education for all children of school-going age in Ghana by the year 2005”. This Government programme was supported by a wide range of donors, although the nature and extent of that support varied: we return to this below. The fact that this was described as a sector-wide programme appears to have led to later confusion.

It is worth noting that the ‘f’ of the programme, free education, is misleading. Certainly the government is providing free teaching, but schooling requires other expenditures. Schools are entitled to charge various fees, such as school development funds, book funds and so on, which have a ceiling up to which schools can charge. All proposed fees have to be approved by the local District Assembly but provided they are within the stipulated limits it is unlikely that there would be any interference by them. Although financial demands are modest, when combined with other requirements, such as the obligation to wear school uniforms and the opportunity cost involved, schooling rapidly becomes beyond the means of the poorest households, with particular consequences for girl’s enrolment.

3.2.3 Basic Education Sector Improvement Project

By the end of 1996 the Basic Education Sector Improvement Project (BESIP)⁵ was being outlined. This was linked to other reforms taking place in the public sector: the National Institutional Renewal Programme; Civil Service Performance Improvement Programme; and the Public Financial Management Reform Project. Essentially, the BESIP linked to conditions being negotiated for the World Bank (IDA) credit to basic education. BESIP was designed to improve financial management and planning capacity to improve the potential for effective fCUBE implementation. Some informants in and out of government considered the creation of a Project Implementation Unit in the MoE for BESIP, and the need to set up specific bureaucratic structures to satisfy the demands of the World Bank were sending the wrong signals. That is to say, this was not a programme being implemented by, for and through government organisations but a donor project establishing parallel systems to work along-side the existing systems.

In 1998, the British Department for International Development (DFID), were describing their support to the Education Sector Strategic Plan in terms of four outputs:

- 1. Improved management efficiency in the education sector
- 2. Decentralised management of the education system
- 3. Improved access and participation in basic education
- 4. Improved quality of teaching and learning

These four outputs, or objectives, reproduce MoE objectives. While these clearly link to the three objectives of the original fCUBE documentation, development partners, other than DFID, express concern that they are ordered differently (they consider this implies a difference in order of priority) and contain an additional output, decentralised management, that was not evident in the fCUBE documents. Whilst this is true, it should be noted that decentralisation is a firm commitment of the Government; this additional output is therefore compatible with general social sector reforms in the country, and not incompatible with the original three objectives. It seems that the concern of some development partners is that an additional set of activities

⁵ The use of the acronym BESIP may of itself be confusing. In other countries the World Bank have taken the lead on the re-orientation or reform of sector programmes calling these sector *investment programmes*, also known as SIPs.

are included in a log-frame with an additional output, creating lack of coherence in approach, not an argument with decentralisation per se.

3.2.4 Vision 2020, first medium term development plan

In 1997 the Government published the first medium term development plan of Vision 2020, coordinated and prepared by the NDPC. This articulates the education policy in terms of an education programme with the following objectives:

- improving learning achievement and outcomes, particularly at basic and secondary levels;
- increasing school enrolment rates at basic and secondary levels in rural and urban disadvantaged areas;
- increasing in-school retention rates at all levels of education, particularly among females;
- reducing regional and district disparities in education facilities;
- upgrading the quality of teachers at all levels of the educational system;
- continuing curricular reform, including increasing emphasis on science and technology, to make education more relevant to socio-economic realities and national aspirations;
- expanding, strengthening and increasing intake into tertiary education;
- increasing adult literacy rates, especially among rural women;
- strengthening and improving efficiency in education management and financing.

It states that the education sector programme encompasses four major sub-sectors:

- Basic Education
- Secondary Education
- Teacher Education
- Tertiary Education

This statement of the Government Education Programme clearly moves some way from the fCUBE so-called sector-wide approach, perhaps more accurately describing a sector programme containing as it does, reference to non-formal education and tertiary education in addition to basic, primary and secondary.

3.2.5 MoE Education Sector Strategic Plan 2000 - 2002

The Ministry of Education in 1999 produced the education sector strategic plan for 2000 – 2002. This contains seven objectives, which are in line with, but not identical to the nine contained in the medium term plans for Vision 2020. They are, however, identical to the, differently ordered, objectives of the MTEF:

- improve management efficiency in the education sector;
- decentralise and sustain management of the education sector;
- improve access and participation as well as equity;
- improving the quality of teaching and learning;
- improve operations of functionally literate and self-reliant programmes;
- improve access to science and technology education as well as training;
- make education more responsive to the manpower requirements of the nation.

Tertiary education is not explicitly included here, as it is in the Medium Term Plan, but literacy programmes are.

In the education strategic plan document it is pointed out that these are interlinked activities, all of which need to succeed for any one of them to be successful. They have adopted a 'Whole School Development' concept in order to integrate and inter-link the activities of the pre-tertiary education, which is clearly described as linking to decentralisation in planning and implementation.

3.3 Stakeholder perceptions of the education sector programme

3.3.1 Development Partners

Some development partners express concern that the education sector programme no longer represents what they considered they had offered to support. *fCUBE* with its three clear objectives and discrete sets of activities was relatively easy to commit support for. Now, in particular, the introduction of the whole school development approach makes it more difficult to identify discrete sets of activities for which one partner can provide resources.

Constraints to implementation

This comment perhaps underscores one of the major stumbling blocks to the implementation of a sector approach which is predicated on the notion of Government ownership of the strategy and detailed policy: development partners wish to continue to support individual sets of activities. Although subscribing to the notion that the Government should determine the overall strategy and outline the main areas that are to be included in the programme, implementation is still perceived to be in the domain of the development partners. The desire to contribute technical assistance to lead reforms and improvements to what are seen to be weak and ineffectual implementation units (from school to national departments) is strong. There are persistent inputs of discrete projects, which whilst claiming to be in line with Government policies, particularly *fCUBE*, are none-the-less perpetuating a piecemeal and ad hoc implementation of the overall strategy. The aspiration to create a national programme equitably distributed is claimed (by various informants in Government positions) to be undermined by these parallel interventions.

3.3.2 District and school level perceptions

There is understanding about and knowledge of *fCUBE* from school level upward. There is no question that all those interviewed were unequivocal in support for this government programme, and for the objectives, particularly of increasing access for girls to primary schools. There was, however, some confusion when it came to understanding the Whole School Development initiative, which is now a central part of the government *fCUBE* programme, and being implemented incrementally throughout the country by GES. It is worth reflecting on this as the confusions do provide some useful insights into some of the challenges that face governments as they move from a project approach to a programme approach.

The fact that WSD was first introduced as a DFID funded project, and that certain school inputs were provided clearly labelled with the development partner acronym as a constant reminder of their source, has created a persistent label for WSD as a donor project. In those districts where the very similar QUIPS project is being implemented alongside WSD these are seen as competitive projects, and neither perceived as part of a government programme. Where childSCOPE is also being implemented the multiplication and duplication of project-related activities for the small team of District personnel is diverting from the routine tasks of implementation.

A detailed discussion with the assistant director supervision and a couple of supervisors in a District Education Office reinforced this point when they made comparisons of the training they had received from QUIPS and WSD. They clearly thought that the QUIPS training was more effective because it trains teachers directly rather than relying on the cascade method of WSD which trains the head teachers and emphasises their role in training their own staff. They were unimpressed or failed to understand that QUIPS would only train staff in a limited number of schools, whereas the GES WSD programme will incrementally cover the whole country over a relatively short period. 'Mainstreaming' did not appear to be an issue with which they had sympathy.

Persistent views of projects as competing activities rather than as coordinated events contributing to the whole government programme indicates that, certainly at the moment, education sector staff are not aware of a functional education SWAp being in place.

Apart from *f*CUBE, there was no evidence that a wider sector programme was understood as being in place and being pursued by the government. The District Assembly Chief Executive and other members of the assembly were aware of the broader context of civil service reform and the Vision 2020 planning processes, but did not articulate knowledge of an education sector approach.

3.4 Mainstreaming

When criticising development partners many of the government representatives referred to the lack of mainstreaming that the discrete donor projects created. For them, mainstreaming appears to mean that activities are included throughout the country, that they are included as part of the main government programme. Certainly, implementation may be staggered and differential targets are set for districts depending upon a set of criteria established by the NDPC (to produce an equitably accessible and distributed system of basic education) but essentially all activities are national activities, nationwide.

The fact that there are projects being implemented in different districts supported by development partners (such as USAID [QUIPS], CIDA [GCEP], UNICEF [childSCOPE]) which are not identical to the Ghana Education Service (GES) activities and approaches, undermines the ability to create a coherent and equitable national system. It is perhaps worth noting that BESIP is described as a donor project in government documents, not as a (or *the*) education programme. This continued support for discrete projects is clearly resented by some, despite their being desirous of development partner resources.

It is not only the government staff who are disturbed by a continuing lack of mainstreaming of activities. One academic in the University was particularly vehement about the negative effects of pilot programmes which do not lead to continuing interventions throughout the country. This was reiterated by another informant, and is perhaps a criticism which would seem to have considerable validity.

3.5 Financing

The GOG Vision 2020 strategy described above provides a coherent government spending programme over a set period. This went hand in hand with the production of a Medium Term Expenditure Framework (MTEF). The MTEF provides a three year programme of expenditure for all government spending, with a detailed budget for the coming year. Of this budget, 30% is allocated to the social services, and education has the highest proportion of the social service budget. Expenditure ceiling are agreed for all budgets based on the overall estimation of available funds, domestic and development assistance, divided according to the agreed proportions and to meet set targets. Once government approval has been given for the budget the ceilings cannot be violated.

The MTEF and the strategic planning process are government led and government owned – according to the informants from the NDPC and the MOF. Although this is in line with recommendations made by the World Bank, the senior Ghanaian officers are clear that this is the best way forward, and the approach they wish to take: this is not a World Bank led process. MTEF is seen by the NDPC as a management tool to help towards determining and meeting targets. Informants raised questions about the capacity of the MOF to pursue the use of this technocratic tool, however.

All departments are given guidelines by the MOF for the production of their programme budgets which includes details of the resource envelope available and how to set targets. Despite this, there are obvious confusions within the MOE. The MOE and the GES each has a unit producing budgets for all or part of the education sector programme. The information being used for the production of these budgets is not uniform, nor complete and is not identical to the information available to the MOF. This lack of synchrony undermines the achievement of a coherent programme. This might indicate that a firmer leadership from

within the Ministry of Education is required in order to achieve coincident (harmonised) plans from the divisions and units involved, and that more open access to necessary information is desirable.

One of the advantages of a MTEF is the ability to monitor expenditures against set targets, and to provide a ready means for the inclusion of external assistance. However, to date only one donor (EC) has agreed to contribute non-earmarked funding direct to the common education fund. DFID have an arrangement which contributes directly to the budget, but is accounted for separately. USAID agreed a proportion of their aid budget for non-project aid but conditions agreed with government for their release were not met. Other donors have either yet to find an acceptable mechanism for funding into a common pool, or have made separate project agreements with government.

The failure in the first year of full implementation of the MTEF of the government to meet its spending commitments resulted in considerable delay in the implementation of activities. The non-availability of counterpart funding from the government meant that donor did not release their funds for the budget. Although the short-fall on government monies was largely due to external constraints (fall in cocoa and gold prices and rise in oil price), the vulnerability of the economy to such shocks perhaps undermines the credibility of the MTEF approach.

3.6 Institutional factors

The establishment of a separate institution, the Ghana Education Service (GES) as the implementation wing of the Ministry of Education appears to create a lack of coherence in the education sector rather than simplifying or improving the service. The need to plan programme implementation immediately creates the potential for cross-over of responsibilities and implies a difficulty in creating clear demarcation between the roles of the two institutions. As implied above, the fact that both GES and the MoE have finance departments complicates management. In addition, the different attitudes towards the desire for and use of TA is marked. Various divisions of GES are seeking TA to support the development of particular aspects of the education programme, but requests which have to be agreed by the Minister are not being responded to, or are being turned down. There is obvious disquiet in both institutions and resentment about the other's actions.

The majority of senior officers, up to and including Directors, in the GES are educationalists who have risen through the ranks of the education service. While this gives an advantage of inside knowledge of the difficulties and practical concerns encountered in schools and districts it also has resulted in people being promoted beyond their capacity. Technical skills, such as human resource development, finance management and budgeting, planning and policy making, are skills which require particular training and knowledge. It would seem, judging by the comments of several people, that many of those in top positions lack the skills necessary to fulfil their roles effectively. As more sophisticated systems are put in place it seems that the skills to meet these new requirements are unlikely to be immediately to hand within the government institutions.

3.7 Concluding remarks

The introduction of the concept of a common pool of donor funds to which all donors contribute to fund a government programme appeared to complicate negotiations on development partner commitment to the government education sector programme. Not only is there lack of clarity of what the sector programme precisely is, and hence what development partners are committing themselves to, there is also no common agreement on appropriate funding mechanisms.

Consideration of the points made above lead to the identification of two particular concerns which need to be addressed. The first is the continuing desire of development partners to have interventions identifiable as their contributions (maybe for the sake of accountability to the taxpayers of the country of origin of the funds); the second is the need for an education sector to have nationwide (mainstreamed) interventions. Neither of these factors would seem to invalidate the notion of a SWAp, however. Nor do they create insurmountable obstacles to the development of a coherent strategy. One development partner (DFID) appears to be managing to satisfy both desires (albeit not entirely smoothly), supporting the national programme of whole school development with particular technical assistance as determined jointly by GES and DFID. The money to fund these interventions is accounted for within the overall government budget, but earmarked for specific sets of activities.

Summary points

The following constraints appeared to be the main ones hampering moves towards the implementation of an education sector programme

- There is no one programme which can unambiguously be labelled the education sector programme
- Prior consensus of all parties needed to be reached before moving towards the introduction of:
 - i) common funding mechanisms and the introduction of the MTEF
 - ii) a common programme of activities, and the means of continuing project interventions within that programme
- **Lack of leadership:** perhaps the overwhelming picture that emerges is of a lack of decisive, clear, strong and coherent leadership from government, confounded by a less than clearly defined institutional framework
- **Lack of donor commitment:** there is a continuing pursuit of their own project agenda by development partners, often with conflicting, or certainly non-coordinated, approaches with both government and other donors. This is compounded by financial or resource imperatives outweighing SWAp imperatives (GOG does not want to refuse gift horses).
- **Technical assistance: whose agenda?** Several government informants indicated their dislike of donor supported TA. Not only did external consultants tend to take over the work of government officers rather than supporting them, development partners conduct bilateral discussions with their own TAs with no reference to counterparts or divisional directors. Within government there is lack of unity on perceptions of the value of technical assistance.
- **Donor co-ordination office:** A coherent policy development body and co-ordination unit does not exist. The fact that the DCO is located in the MOE and much of the work included in the donors supported initiatives is implemented through GES at National or District level does not maximise the potential for co-ordination. In addition, the DCO appears to have more the function of a project implementation unit rather than a policy developing co-ordinating body.

4 Gender mainstreaming in Ghana

4.1 Context

As early as 1975 during the first International Women's Year Ghana has had a focus on women's issues at National level. The National Council for Women and Development was set up in that year with the remit to enhance the opportunities of women to take a full part in their own and National development.

A positive decision was made to have a council structure and not to be a Ministry for Women's Affairs (or similar). Having a council structure allows them to work with both ministries and NGOs. They resisted a change to being a ministry as they felt issues would get marginalised, a situation which is avoided as:

- They are located in the office of the President;
- they have a management board of 15 members including from the key ministries
- They have a national secretariat and 10 regional secretariats, and in addition focal persons from selected districts; at district though they tend to work through NGOs
- NCWD has a person on the NDPC
- They have representatives on many national bodies, such as the small scale industries board, institutional renewal programme, national public reform board, good governance task force, the public and civil services reform committee and so on. They play a key role in ensuring women's concerns are represented in all these bodies.

Recent positive changes instituted following their initiatives include the introduction of Affirmative Action Legislation requiring 40% posts for women in government/public sector employment representation, the illegalisation of female genital mutilation, and improvements to inheritance rights. In addition to playing a central role in initiating changes to discriminatory legislation and the institution of new laws to give additional rights or protection for women they have been involved with

- Demystifying Science and Technology for women
- curriculum revision making it accessible to all children
- work with other main ministries such as MOF, MOH, MOE, C.D. etc
- working with other women's organisations who are the implementers of policies, especially NGOs.
- Monthly meetings with NGOs to discuss plans and programmes and monitoring.
- NCWD have a monitoring role and a coordinating role. They have a register of NGOs
- Some work with INGOs who are invited to attend the monthly meeting

Talking with women on the National Council gave a very different impression to that gained from talking to others informants. They are able, educated and motivated with a clear vision of their objectives. However, much of their work is devoted to 'women' and not 'gender'. There is little in what they do which firmly addresses issues of power relationships and they concentrate on women's practical gender needs rather than their strategic gender needs. But they do have a loud and widely heard voice, largely because of their close links to the 31st December Women's Movement, an NGO firmly led by the First Lady. A common criticism was that they had no teeth and were ineffectual in pushing the gender agenda. This came from development partners and from within other government divisions. Given that they have had considerable success in terms of central level legal rights, this criticism could be because they are not seen to be implementing actions at local level. The network of NCWD representatives are not effective, or do not seem to be from our one direct contact and judging by the views of others.

The academic community is critical at a rather more sophisticated level. The failure to move from WID to GAD along with the international community is, for the researchers, a failure to tackle the root causes of the problems. They claim that there is little evidence of greater autonomy or empowerment for women, and that the indicators that might show where improvements are being made are not moving in their favour.

Although the NCWD has not been directly involved in the education sector mainstreaming of gender issues, it is worth focussing some attention on them. Across the board every contact within the government:

education sector, planning, finance, civil service, and local government, were willing and able to discuss issues of girls education, and more broadly the bias against females which creates a situation of educational disadvantage. *Ability* to discuss gender issues (as opposed to girl's/women's issues) varied considerably, but the *willingness* to engage in dialogue was universal and positive. The agreement to locate a 'gender desk' within each Ministry, whilst not yet obviously active, is a further indicator of influence and acceptance and one with the potential to increase ability to match willingness. Without denying the importance of the social constructs which have enabled a positive and visible role for women in Ghanaian society, this favourable ground-swell of opinion and the ease with which gender issues can be raised must in part be a consequence of a positive central lead on such issues. Although this does not readily translate into policies and strategies which will address problems (which does perhaps require more of a gender analysis than a women in development analysis) it provides an invaluable basis upon which a gender mainstreaming strategy can be developed. A positive, accepting environment may be a necessary, although not sufficient, factor to enable gender mainstreaming.

4.2 The articulation of gender objectives in government education programmes

Three programmes exist which are Government owned and led: *f*CUBE, Vision 2020 and the Education Sector Strategic Plan (the last based on budgeting and resource allocation of MTEF: the Education Strategic Investment Plan [ESIP]). All three make direct reference to girl's or women's needs and targets, with objectives to increase the access and participation of girls in school, and/or female enrollment at all levels of education. In addition there is a WID strategy with specific objectives contained in the Vision 2020 plan, some of which are related to education. A table is attached as annex 3 which identifies the main objectives of these three government plans, and two others: BESIP and the Education Strategic Investment Plan 1998-2003 produced by DFID based on their understanding of the Government ESIP. What is striking is the contrast between stated objectives and the lack of gender focus in the programme of activities, and the lack of consistency between programmes. For example, the WID strategy refers to the integration of gender concerns into the school curriculum, but this is not reflected in the education strategy objective of improving the quality of teaching and learning. Close scrutiny of the 1999 Education Sector Strategic Plan is remarkable for its lack of reference to gender throughout the text other than a paragraph identifying the lower percentage of girls than boys enrolled at all levels of the system. These points are returned to in section 5.2.

4.3 Ghana Education Sector Gender Activities

4.3.1 Science, Technology and Mathematics Education for Girls

In 1987 the first focussed activities to enhance the quality of education for girls was introduced. A pan-African Conference held in Ghana encouraged the view that Science, Technology and Mathematics teaching should be strengthened and particularly that perceptions of the value for and the ability of girls to tackle and achieve in these subjects should be addressed. The assignment of District Science, Technology and Mathematics Education Officer (STMEOs) to pursue girls education in these subjects in Junior and Senior Secondary schools (JSS and SSS) has been in place since 1987. The starting of regular science clinics for the purpose of encouraging girls and the use of positive female role models has encouraged a change in perceptions.

Secondary Schooling and gender issues

It is reported that results are now being seen, with greater numbers of girls achieving well at junior secondary level, and qualifying to move into SSS. This produces a significant constraint as the number of SSS places is severely limited, and those that are available are largely urban based, often boarding schools incurring considerable expenditure. Both these factors militate against young women progressing to SSS level despite their increasing achievement levels in JSS.

Research studies in other African countries have shown a significant link between demand for secondary schooling and continued participation at primary or junior secondary schools. If this is the case in Ghana, the fact that secondary schools are so inaccessible for the majority may well be contributing to the high level of drop-outs in the JSS grades. The gender considerations related to secondary schooling are unlikely to be addressed in the present climate, where basic and primary education is the continuing focus of attention despite the articulation of a broader sector programme.

4.3.2 Girl's Education Unit

More recently the STME work has been married with other girls education initiatives through the Girls Education Task Force, which later became the Girls Education Unit of GES. Following the 1994 UN mandate on the requirement of a girls' education focus within the Education For All (EFA) strategies a Task Force on girls' education was established in Ghana. This Task Force was upgraded to be the Girls' Education Unit (GEU) within the basic education section of the GES, with direct government funding, as well as donor support. The activities included in the GEU work programme were developed to address the main problems identified in research studies (annex 1). The main roles of the GEU are to:

- Improve girls' participation and decrease drop-out levels
- Raise awareness about girls' education matters at local and national level
- Maintain girls' regular attendance in schools

District Girls Education Officers

One of the key initiatives instituted through this GEU, and which provides a valuable basis upon which gender mainstreaming can thrive, is the establishment of District Girl's Education Officers in each of the 110 Districts. *Basic orientation training* has been provided to all these officers, and a programme to provide training in *participatory learning and action* (PLA) will gradually include all of them. The view was taken that problems related to girls education were highly localised, and therefore research should be location specific to enable appropriate interventions to be developed. Not only does the use of PLA provide this local knowledge, it also acts as a useful tool to raise peoples awareness of the value of girl's education.

Observation of the outcome of this training in one district was very favourable, with the girls education officer very familiar with her assigned role, and completing an interesting programme of PLA activities with selected schools and their communities. Evidence of the effects of their work combined with the WSD initiatives in a couple of schools was very visible, with remarkable improvements to girls enrolment and achievements of the school as a whole in terms of children's learning outcomes.

4.2.3 Other GEU initiatives

- The synthesis of research on girl's education in Ghana was one of the early activities of the GEU.
- Post-secondary teacher training for basic education now includes training of teachers to be inclusive teachers and gender sensitisation sessions are conducted in the training. The Handbook for Head Teachers included many references to gender issues and the GEU have been centrally involved in the revision of these materials following an analysis of content.
- With support from a CIDA funded consultant and the collaboration of the GEU, the Curriculum Research and Development Division has undertaken a comprehensive gender analysis of primary text books, and undertaken training for teacher trainers and book publishers.

4.3 Donor attitudes and support for gender mainstreaming

Donor attitudes vary dramatically, from the statement that 'education is gender neutral' (GTZ) therefore not requiring any particular interventions or considerations, to the (USAID) articulated equity strategy of the Quality Improvements in the Primary Schools Program (QUIPS) where gender concerns are considered for every component, including personnel management and M&E. Between these two extremes of no gender intervention and holistic integration of gender analysis and considerations are a variety of other approaches.

This section describes where development partners are likely to support or influence government policies on gender mainstreaming.

- Despite USAID's positive attitude towards gender integration they are working outside of the main sector programme, in their own project (QUIPS). Even if this project is working within the education system at a local level, the degree to which it will influence gender outcomes on a sector wide scale is limited to those schools where it is active.
- Similarly, UNICEF (Child SCOPE) and CIDA (GCEP) are supporting geographically delimited interventions within the formal and informal education sectors, which whilst having gender specific activities, will not have a nation-wide impact.
- The European Union provides funds directly for the non-salary budget of the MOE. Monitoring the impact of the performance in the use of their contributions does not include any gender indicators. It is likely, therefore, that despite the presence of a gender adviser in their delegation, their impact in terms of gender mainstreaming will be neutral for policy development, but positive in terms of supporting GEU initiatives through the general pool of funds.
- JICA include a WID expert in their Ghana team, and they have a universal WID policy. This does not, however, extend to WID interventions in Ghana, and neither is their WID spokesperson invited to mainstream their WID contribution in the development of projects for Ghana, including their education sector support.
- The GTZ education adviser's attitude is antithetical to the inclusion of gender considerations in their interventions. As providers of technical assistants only they are unable to contribute funds directly to the government budget. They are supportive of a SWAp approach which gives government the lead on a coordinated programme, but their view is that poor leadership and lack of clarity in the programme are preventing GTZ collaboration.
- DFID have been involved in capacity building and strategy development of the Girl's Education Unit, and are contributing to the overall education sector programme. In both senses they could be said to have supported and to be supporting gender mainstreaming, although the caveat to this is the lack of gender considerations or focus in all the other components of the programme with which they have been involved. The additional caveat is the degree to which the GEU could be said to be mainstreaming gender, an issue which is raised elsewhere in this paper. A further point indicating a lack of depth and breadth to advocacy of gender considerations is the failure to include a generic term in consultants TORs to be sensitive about and to consider gender issues in all of their work. Although to a certain extent this is beyond their remit as GES are responsible for outlining TORs there has been no representation from the donor on this matter.
- The World Bank have a resident social development specialist and have supported the development of the Government Gender Strategy. As would be anticipated, they have been major players in the encouragement of the government in the move to strategic planning approaches and the introduction of the MTEF. Mainstreaming, in the sense of having a coherent national strategy based on sound research and analysis, is supported by the World Bank. The WB are directly involved in support for research and analysis and this includes the production of research papers on gender issues in Ghana⁶. They are not directly involved in supporting the work of the GEU or the inclusion of gender elsewhere in the programme. Despite being instrumental in the development of an enabling environment for gender mainstreaming, some of the specific actions of the Bank may have been inconsistent with efforts to carry through this commitment at the level of implementation. A consultant has worked with the CRDD on ensuring the elimination of gender bias in primary text books. This work is advanced and the private publishers have been in a constructive dialogue with CRDD on the production of new text books. The World Bank have a specific time limit on the use of the IDA loan to fund the book production, a time limit within which the publishers say they cannot produce all the texts. The suggestion, from the WB, that ready published books should be brought in to replace those which cannot be produced on time in Ghana will undermine the whole process of ensuring gender and cultural sensitivity in the curriculum and texts which have been prepared. Consideration is being given to seeking alternate sources of

⁶ For example, World Bank Discussion Paper No. 403. Ghana: Gender analysis and policy making for development, Shiyang Chao, 1999.

funding for book publication to ensure that this process of gender sensitisation and gender analysis continue.

Summary points

- A positive and enabling environment exists for the mainstreaming of gender
- Government education strategy documents include gender specific targets on participation, and objectives which are gender specific, but there are few textual references to gender and few if any activities beyond those directly related to access and participation.
- In basic education, several initiatives are being implemented through the Girl's Education Unit towards creating equitable access to and participation in schooling
- Donor policies and attitudes towards gender in education vary considerably; although generally supportive of government initiatives there are some counter-productive actions, and lack of knowledge about or support of the donor country gender policy

5. Effectiveness of gender mainstreaming in the education sector programme in Ghana

5.1 Gender mainstreaming

The previous chapters described the general context for gender activities in Ghana and what those activities are. We now explore how effective gender mainstreaming is considered to be. We can ‘test’ the effectiveness against a set of criteria or guidelines laid out by DAC, and as outlined in the study inception report.

⁷According to DAC guidelines, a **mainstreaming strategy** has two major aspects:

- The integration of gender equality concerns into the analyses and formulation of all policies, programmes and projects;
- Initiatives to enable women as well as men to formulate and express their views and participate in decision-making across all development issues

A mainstreaming strategy does not preclude initiatives specifically directed towards women. Similarly, initiatives targeted directly to men are necessary and complementary as long as they promote gender equality.

(OECD DAC (1999) *DAC Guidelines for gender equality and women’s empowerment in development co-operation*, p. 15)

The capacity for gender mainstreaming within a given sector can be understood in terms of the following typology:

- Understanding and commitment
- Structures and mechanisms
- Information and research
- Analytical Planning and management skills
- Participatory mechanisms
-

These capabilities can then be assessed in terms of the institutional map of key agencies involved in planning and delivering education, for example:

- National focal points for gender issues
- Central planning authorities
- Line ministries
- Local government bodies
- Training institutes and other educational institutions e.g. curriculum and assessment authorities
- Schools and communities
- donor agencies

The table (4) on the following pages outlines the main features of gender mainstreaming in Ghana, relating these to the criteria outlined above. Note that the key agencies listed in the DAC definition does not include

⁷ This definition was included in the Inception Report– Mainstreaming Gender Equality in Sector-Wide Approaches: Case studies in Education.

Civil Society Organisations or Non-Government Organisations. In Ghana there are many organisations providing significant education projects. These tend to be with hard-to-reach children or out-of-school children including street children. One example is the Shepherd schools initiative of Action Aid. In the north of Ghana there are many communities where animal husbandry is the main subsistence activity, and where boys have responsibility for herding and girls are expected to play a significant role in reproductive activities. The formal schooling system was not accessible to these children because of the number of hours required in attendance and the timing of the school day interfering with their main activities. The Shepherd schools provide basic education early in the morning taught by local people specially tutored through the project. The social, cultural and gender analysis for the setting up of these schools was sound and has led to a successful initiative. NGOs are invited to share 'best practice' of this type with government through a consultative body which meets regularly, although local district officers are reportedly not necessarily as open in their acceptance of alternate approaches such as this. Creating linkages between the non-formal and formal schooling systems remains problematic.

Although the content of table 4 has to be read with caution as these conclusions have been reached following a very limited study of the situation, they indicate a considerable degree of commitment and support for gender mainstreaming throughout the Government. There are areas where the situation could certainly be strengthened; these are particularly in the area of analytical planning and management. No reference is made in the table to budgeting and finance, which is the policy area least likely to address gender issues (other than where a gender specific activity has a budget line). This probably reflects a similar lack of concern for or understanding of gender budgeting of the development partners.

5.2 Main findings about gender mainstreaming in Ghana

There are perhaps three most significant points to make concerning gender mainstreaming:

- There is limited understanding that concern for girls' education needs to be addressed through the medium of gender analysis. This is an extensive misunderstanding, and is evident in the general 'Women in Development' rather than 'Gender and Development' approach of the NCWD, in the concentration on women's issues in the NDPC, and in TUC emphasis on women's rights. We return to discuss the implications of this in the final section of the report.
- The fact that within the GES there is a strong and adequately funded Girls Education Unit addressing the poor access and participation of girls in school means that mainstreaming, defined as countrywide rather than in each and every activity (as in the DAC definition) does occur. If adhering to the DAC definition, mainstreaming does not occur: gender analysis and gender related activities are not evident in all education sector components. This is related to the first point, that a working understanding of gender is not inculcated throughout the system (or beyond).
- Increasing the numbers of children in school, and targeting girls or other disadvantaged groups, is the main gender concern. In many ways this seems to provide a much easier challenge than addressing gender issues related to the quality of schooling being provided. Knowledge and understanding of gender issues such as classroom organisation, inherent learning differences and curriculum content and method of teaching are more difficult to tackle. They require greater technocratic understanding within the organisations, agencies and institutions involved, and they challenge perceptions of a largely male dominated higher echelon about teaching and learning practice. Improving the quality of teaching and learning does require mainstreaming of gender: in management, decentralisation, teacher training as well as curriculum and materials development.

An example of one of the initiatives being implemented by GES is useful to illustrate the lack of (DAC defined) mainstreaming, the Whole School Development programme. The document which describes this activity, the Concept Note, is silent on gender other than concern for girls access and participation. This is despite the numerous areas where gender is of significance. He/she his/her is used implying some sensitivity to gender but there are no references at all to the way the interests of men and women or boys and girls are to be met in the various components of the programme. The following are some examples:

- Improving the quality of teaching and learning does not include concern with ensuring that both boys and girls benefit from improvements to teaching, curriculum, access to learning and assessment.

- ‘Ensuring community involvement’ does not make specific reference to ensuring that both men and women are represented on SMCs or PTAs. No concern with timing and location of meetings which might influence participation are expressed.
- There is no gender and management focus
- District officers involvement also has no reference to any gender issues that might arise, such as mobility and support for remote schools, personal safety etc.
- One particular concern within schools, particularly with the older children, is the support necessary for them as they reach puberty. Dealing with sex and sexuality, and managing these within the school are significant concerns where it is known that sexual harassment and early pregnancy are preventing many girls from completing primary education. Sensitising boys as well as girls to these issues, making sure that male teachers understand the importance of their attitudes towards girls and boys and the way these can influence and perpetuate stereotypical behaviour patterns, encouraging a supportive environment for girls and so on should be included in the WSD training. The school health education project does include some of these issues, but the impression is that their work is not ‘mainstreamed’. The link or the split between health and education is complicated. MoE thinks this work should be supported by MoH and the reverse.
- EMIS is another area where gender disaggregated figures and gender analysis are important, but this is not given any focus in the WSD concept note. If the emphasis on increasing girls access to schools is to be analysed, appropriate data has to be collected. This should not concentrate only on enrollment but on the participation of girls through the school cycle and their learning outcomes.

This example can be replicated throughout the education programme. The impression is given that because there is a GEU, and because there are many specific activities devoted to increasing girls enrollment and participation, that other activities, where the GEU has no direct involvement, do not need gender consideration. Gender workshops have been held with the top level GES and MOE officers (although the MOE were not well represented) to sensitise them to gender issues, but the outcomes of this have not filtered into an understanding of how gender issues could or should be analysed as a regular and unconditional concern of each and every aspect of the programme.

No gender analysis has been undertaken during the budgeting process; no gender issues are raised with decentralisation; and improved management does not extend to exploring gender issues.

Gender budgeting is not an unknown in Ghana. There are academics with the necessary skills and knowledge who are willing and able to advise the Government on the mainstreaming of gender concerns into budget processes. As is pointed out by a participant in the Gender Mainstreaming Conference in Accra in 1999, greater co-operation between academics and practitioners could be encouraged and supported to improve practice.

5.3 Does the SWAp enhance gender mainstreaming?

As suggested in the introduction, there are two issues for us to consider: is the SWAp itself sufficiently successful so that gender has something within which to be mainstreamed; and, would mainstreaming have been successful without the SWAp anyway?

5.3.1 Is the SWAp successful?

The following table outlines some of the main issues relating to the sector programme in Ghana.

BASIC ELEMENTS OF A SECTOR WIDE APPROACH	GHANA, EDUCATION SECTOR PROGRAMMES
<p>Governments define a macro-economic framework within which medium term expenditure frameworks determine the resources available for individual sectors</p>	<p>An MTEF has been implemented for all government programmes in the last year. This has determined the resources available for the education sector, although the MTEF objectives are not identical to those being pursued by all implementation units. The GOG was unable to meet its planned expenditures which has resulted in considerable delay in implementation of planned activities.</p>
<p>Governments lead a consultative process with stakeholders and investors, including development agencies to define:</p> <ul style="list-style-type: none"> • an overall sector policy framework • priorities, objectives and performance measures • expenditure programmes • institutional reform and capacity building • jointly agreed management, reporting and accounting arrangements 	<p>There is still considerable lack of clarity on many of these issues. One of the contributory factors is the division between a policy determining Ministry and an implementation unit for basic education. There is no decisive leadership and no single voice leading the education sector programme.</p> <p>There is little evidence of coherent support for the education sector beyond basic and primary education. Although there are now objectives in the government's strategy related to secondary, tertiary and adult education these are not defined in terms of clear sets of activities, and documents contain very few if any references to gender.</p>
<p>Major donors jointly support the process and the practice of the sector programme, preferably using common procedures</p>	<p>There is little consensus amongst the development partners, and only one (the EC) is providing finance directly to the MTEF budget.</p>
<p>Technical assistance is commissioned by governments rather than donor agencies</p>	<p>Many donor projects are in the process of implementation, and others are already planned for individual donor's next finance period. TA is commission directly for these projects.</p> <p>There is lack of coherence in the approach towards TA between the MOE and GES. GES is leading demands for funding of TA to support initiatives in partnership with donors, but the MOE is slow to respond and often reluctant to approve.</p>

As was pointed out earlier, although there is a government education sector strategic plan, and an MTEF outlining the expenditure framework, there are other plans and other agenda that are also being pursued simultaneously. Perhaps the most serious issue is the lack of commitment from the development partners to the government sector plan, and the failure to achieve a consensus on funding mechanisms prior to the implementation of the MTEF.

5.3.2 Would gender mainstreaming occur without the SWAp?

There is no doubt that gender concerns were being addressed before the introduction of a sector programme, and certainly prior to the implementation of the MTEF. However, the BESIP was helpful, and probably instrumental in the setting up of the GEU, which has certainly strengthened the work of the Girls Education Task Force which preceded it. BESIP required links between the centre and the District Education Planning Teams, and this has supported the decentralised mainstreaming of concern with girls education issues.

Summary points

- Despite a widespread commitment to gender equity, gender mainstreaming has not occurred throughout the education sector in Ghana. There is a concentration on access and participation, and little evidence of gender being considered elsewhere in the programme.
- The emphasis continues to be on concerns with females rather than concern with gender: there is little gender analysis associated with the planning and implementation of activities, although information is available to inform the strategy development and policy-making processes.
- The lack of clarity on the precise nature of the education sector programme constrains the analysis of whether gender mainstreaming has occurred: occurred in what? needs to be defined.
- The most problematic area for gender mainstreaming is that of budgeting and finance. Donor representatives or consultants are as likely as government officers to overlook gender issues in budget development.

There is no definitive answer to this question. There is no doubt that the favourable climate for the discussion of gender issues which pre-existed the SWAp has permitted a committed focus on addressing the poor education statistics on girls education. Has this favourable climate itself been instrumental in enabling the debates and strategies to be developed within the SWAp? Put another way, is synergy between a pre-existing positive environment and a SWAp necessary in order for a mainstreamed approach to occur? It will be interesting to compare this case study with the others included in the study as these might be able to support or refute this particular question.

It has also to be acknowledged that there are constraints to the achievement of gender equity in access irrespective of the success of gender mainstreaming and/or a SWAP. Poverty is still a major problem for a large proportion of the population. Where choices are made in household resource use it is still seen to be logical for boys to be given priority. While basic education continues to be costly, both direct and opportunity costs (see the earlier notes related to whether *JCUBE* is free) there will continue to be lack of gender equity in access as well as socio-economic inequity.

6. Lessons and Recommendations

The picture that emerges is one of considerable commitment to improving the welfare and livelihoods of women, of supporting macro level changes to create a more conducive environment for women to make autonomous and informed choices. This commitment is evident at the national level in the national development plans where specific inclusions of objectives for women are seen in, amongst other things, small-scale enterprise development, poverty alleviation, access and participation in education, and in access to reproductive health services. In the education sector, the establishment of a Girls Education Unit with earmarked funding and the decentralised programme of 'mainstreamed' activities also provides a useful indication of the level of commitment.

There does not seem to be a uniform understanding or commitment to an education sector programme, with perhaps the greatest disunity within the donor community. A failure in dissemination of the precise structure of the sector programme, with no decisive programme of activities towards set outputs, is indicated in the lack of knowledge of the programme beyond the senior education sector officers. The lack of knowledge extends throughout government and non-government circles. No directives have come from MoE to NGOs to work to shared objectives, and no lead on priority districts or priority actions have been provided. However, the value of a government led common programme within a strategic plan is a commonly shared perception.

Jones and Lawson (1999) suggest that a hierarchy of approaches exists in the development of sector programmes. In the first stages these move from i) project-based planning and implementation through ii) programming of donor-funded projects within an agreed sector framework to iii) a co-ordinated planning framework with harmonised procedures. Beyond those iv) a sector approach based on parallel financing follows and ultimately v) a sector programme with common financing mechanisms. The authors suggest that the key stage in the moves up this hierarchy is that between iii) and iv), essentially the move which brings donor resources within the budget envelope.

There are strong indications from studying gender mainstreaming in the Ghana sector programme that too rapid a move up the hierarchy has been attempted, and this has had the consequence of leaving some of the key groups out of the process, not least many of the development partners. Stage iii: a co-ordinated planning framework with harmonised procedures, seemed to be well on the way to being implemented in a sub-sectoral programme, *fCUBE*. The demands for the rapid implementation of a MTEF seems to have overloaded several government ministries and departments, creating more disunity rather than greater coherence and commonality of approach.

Although it has been shown that gender mainstreaming is not fully in place, there are good indications that women's (or girl's) concerns are given a high priority. This is not an ideal situation, but is certainly a workable situation. The fact that PLA is incrementally (and by all accounts successfully) being introduced throughout the country provides a gender focus at school and community level. This bottom-up move from girl's needs to gender needs is a good sign that given the right context and environment progress can be made towards an ideal. Perhaps in the way that Jones and Lawson consider a hierarchy of stages towards SWAp is desirable, a similar hierarchy of approaches towards gender mainstreaming could also be suggested. Producing a stages of development towards gender mainstreaming in SWAp could be recommended as an outcome of the comparison of the three country studies included in this research activity. The summary points that arise from this study are that both the SWAp and Gender Mainstreaming require certain 'best practice' factors, and that these go hand in hand: one without the other is ineffectual.

Gender Mainstreaming:

A Women in Development approach is a valuable starting point, a first stage, from which a Gender and Development strategy can be developed. Whilst strategic and specific interventions for women or girls continue to be required, a broader approach including mainstreaming of gender is necessary if unequal power relationships are to be redressed and equity is to be achieved.

Care must be taken with the constitution and mandate if a separate Girls Education Unit is to be established in order to avoid marginalisation of girl's or women's affairs and the distraction from mainstreaming gender. Critical Mass is vital for change: one girls' officer at District is unlikely to make significant changes in the education system as a whole. Change requires sufficient people working jointly towards a common goal in order for perceptions, knowledge and understanding to be inculcated at societal level.

Greater academic and practitioner liaison could contribute to improve gender understanding and gender practice.

Education SWAp

Attempting to move too rapidly towards the ideal of an MTEF led SWAp before the institutional capacity is ready and before full agreements have been reached between all parties is counter-productive.

Understanding of relationships between the sub-components of an education system are essential if strategic plans are to be effective. For example, the links between basic/primary and secondary schooling are important as demand for the latter influences attendance at the former; governments and donors need to be more overtly aware of these interlinkages to enable more effective plans for both to be developed.

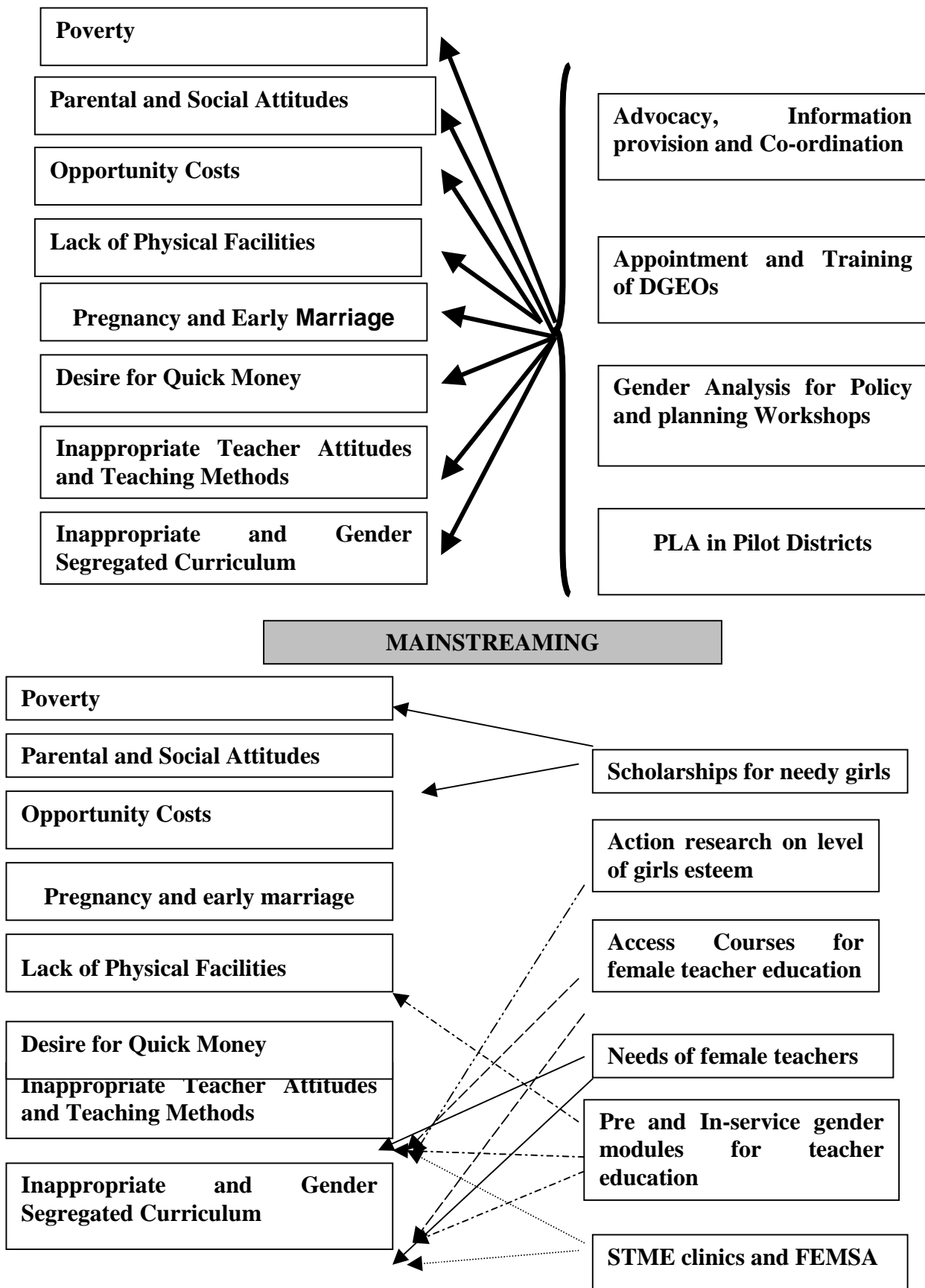
Institutional structures conducive to collaboration and coordination are essential at policy development level as well as during implementation.

Both Gender Mainstreaming and Education SWAp

Clear leadership has to come from the Government if the ideal of a Government-led gender sensitive, consultative process producing the overall education sector gender-aware policy framework and programme content is to be reached.

Donor coordination and commitment to the government process of both the SWAp and Gender mainstreaming is vital.

Annex 1



ANNEX 2: SWOT analysis of sector wide approaches: GES focus group meeting

<p style="text-align: center;">Strengths</p> <ul style="list-style-type: none"> • Produces a coherent programme supported by development partners and government divisions. • Increased coordination and integration • Avoids duplication of efforts • Encourages government ownership and commitment • Increases capacity • More focussed direction of education sector • Efficiency in resource use and more effective control of resources. • Common basket means programme can continue irrespective of changes in development partner contributions 	<p style="text-align: center;">Weaknesses</p> <ul style="list-style-type: none"> • Conditionality of development partners on funds constrains government programme planning • Lack of capacity within government system to deal with complex system • May lack focus on particular areas • Possible lack of cooperation may hamper progress • One unit may slow down the progress of the whole sector • Lack of Government counterpart funding may slow down implementation
<p style="text-align: center;">Opportunities</p> <ul style="list-style-type: none"> • Greater opportunities to work together • More information from development partners • All activities can be included in the programme without fear of some being left out • Capacity building • Transfer of skills • Different units and divisions can plan together 	<p style="text-align: center;">Threats</p> <ul style="list-style-type: none"> • Lack of funding • Lack of cooperation among divisions during the implementation of activities • Some sub-sectors may be considered less important and are therefore marginalised • Conservatism with respect to low capacity • Poverty in deprived areas militates against their access to the programme.

ANNEX 3: List of People Interviewed

Ministry of Education

Mr Ayida Donor Coordination Officer
Patrick Yiriyallah Director, PBME

Ghana Education Service

Emmanuel Acquaye Director, Basic Education
Elizabeth Addabor Director, Teacher Education Division
Felicia Adofo, School Health Education Programme, GES
Mr Agyare, CRDD
Sarah Agyeman, Girls Education Unit, GES
Mary Ampah-Nkrumah Deputy Director (BED)
Sophia Awortwi, Girls Education Unit, GES
Margaret Brew-Ward Girls Education Unit
Florence Daaku Coordinator, ICU
Rose Korang-Okrah Girls Education Unit
John Obeng-Asamoah, Director, Admin. & Finance Division, GES
J Buda-Smith DDG (Academic) GES
Alhassan Seidu Whole School Development Coordinator, Director, TED
Alex Tetty-Enyo Deputy Director-General (A&F)

Koforidua District

Ing. E. Adu Boateng Municipal Chief Executive, New Ju Aben Municipal Assembly, Koforidua
Members of the Koforidua District/Municipal Oversight Committee
District Director of Education
District Girls Education Officer
Assistant Director District Education Office, Supervision
Head teacher and staff, Freeman Methodist primary 'A' school
Head teacher and staff, Jumapo Anglican Primary School
Steven Adoo Teacher Training Coordinator, TRC

Regional Office, Central Region

Mrs Ewura-Abena Ahwor Director, GES Regional Office, Cape Coast

Ministry of Finance

Mr Hudu Siita

Office of the Head of the Civil Service

EF Ofusu-Appeat Director, Civil Service Performance Improvement Programme

National Development Planning Commission

Dr Ebrynn and Team Director

National Council for Women and Development

Mrs Tackie,

Development Partners

Marilyn Aniwa,	Developmental Officer, Canadian High Commission
Camilla Christensen	Young National Expert, European Union
Helen Dzikunu	Programme Officer, DANIDA
Junko Izumiyama	Environment and WID officer, JICA
Kurt Komarek	Team Leader, Assistance to Teacher Education Programme, GTZ
Peter Kresge,	Education team leader USAID
Kofi Marrah	Social Development Adviser, World Bank
Ian Steward	First Secretary Aid, British HC
Joe Vere	Head, Human Resources Development Programme, UNICEF
Malcolm Watson	DFID Education Field Manager

CSOs/NGOs

Juliana Adu-Gyamfi	Reflect coordinator, Action Aid
Dede Bruku,	Regional Gender Coordinator, Action Aid.
Douglas Gitiani	Officer In-Charge Education, Plan International
John Oldale	Director, Girl-Child Education Project, WUSC
Lori Wicchart	Catholic Relief Services
Mrs Yeboah	FAWE coordinator

Trades Union

Irene Adanusa	Deputy General Secretary, Ghana National Association of Teachers
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Researchers and Consultants

Takiwa Manu	Senior Researcher, Institute of African Studies, Ghana University, Lagon
Charles Otoo	Consultant, Global Auditors
Rosemary Shaugnessy	WUSC consultant, GEU, GES

focus

BASIC: EQUITABLE ACCESS

1. FCUBE (Sept 1995 GoG Programme for FCUBE)			2. BESIP (May 1996 GoG/ WB)		
Objectives	Programmes/ strategies	Gender	Objectives	Programmes/ strategies	Gender
2. ACCESS AND PARTICIPATION	<p>Infrastructure programme covers school construction and rehabilitation and staff housing programme with a focus on disadvantaged areas.</p> <p>Community Participation programme focuses on creating demand and developing community ownership.</p>	<p>Gender not mentioned under the 4 infrastructure activities</p> <p>1 of four community participation activities is to address the social, economic and cultural barriers to participation, particularly for girls.</p>	2. IMPROVING ACCESS AND PARTICIPATION	<p>Infrastructure- 7 activities-</p> <p>Community development- 3 activities including IEC campaign</p>	<p>The 6th activity is about access for girls and is supposed to cross cut into the others (gender - sensitive curriculum mention here, but not under the curriculum activities listed under "quality").</p> <p>Girls education a particular focus of IEC.</p>

3. 1997 -2000 FIRST MEDIUM TERM DEVELOPMENT PLAN OF VISION 2020			4. EDUCATION STRATEGIC INVESTMENT PLAN 1998-2003			5. EDUCATION STRATEGIC INVESTMENT PLAN		
Objectives	Programmes/ strategies	Gender	Objectives	Programme s/ strategies	Gender	Objectives	Programmes/ strategies	Gender
<p>2. INCREASING SCHOOL ENROLMENT RATES IN RURAL AND URBAN DISADVANTAGED AREAS.</p> <p>3. INCREASING SCHOOL RETENTION RATES AT ALL LEVELS, PARTICULARLY AMONG FEMALES</p> <p>4. REDUCING REGIONAL AND DISTRICT DISPARITIES IN EDUCATIONAL FACILITIES</p> <p><u>FOR BASIC EDUCATION SUB-PROGRAMME.</u></p> <p>OBJECTIVE IS QUOTED AS “IMPROVING ACCESS TO BASIC EDUCATION FACILITIES”</p> <p>WID OBJECTIVE 3. ENHANCE THE SOCIO-ECONOMIC STATUS, CONDITIONS AND CIRCUMSTANCES OF WOMEN</p>	<p>11 activities including school mapping, rationalising infrastructure use,, establishing a school improvement fund, strengthening SMCs, social marketing on girls education</p> <p>WID strategies: increase female enrolment and achievement at all levels of education</p>	<p>Mention of measures to reduce repetition and wastage rates, particular for girls, and of a social marketing campaign to promote education, with an emphasis on girls</p> <p>WID and Education strategies are consistent</p>	<p>3. IMPROVE ACCESS AND PARTICIPATION AS WELL AS EQUITY</p>	<p>Increase primary enrollments</p> <p>Increase JSS enrollments</p> <p>Increase female participation rates in primary and JSS</p> <p>Reduce drop out throughout the system</p>	<p>Includes community sensitisation through GEU, IEC, Action Research consultation and school calendar.</p>	<p>2. IMPROVE ACCESS AND PARTICIPATION</p>	<p>Increase primary enrollments</p> <p>Increase JSS enrollments</p> <p>Increase female participation rates in primary and JSS</p> <p>Reduce drop out throughout the system</p>	<p>Just says “organise programme of activities to boost female enrollment”.</p>

BASIC: QUALITY

1. FCUBE (SEPT 1995 GoG PROGRAMME FOR FCUBE)			2. BESIP (MAY 1996 GoG/ WB)		
Objectives	Programmes/ strategies	Gender	Objectives	Programmes/ strategies	Gender
1. IMPROVING THE QUALITY OF TEACHING AND LEARNING	Curriculum reform programme covers curriculum and materials development, move to continuous assessment and Ghanaian language policy Personnel Development programme covers improving quality of pre-service and in-service teacher education, certification of headteachers and improving quality of monitoring and supervision.	No mention of gender in the 4 activities to bring about curriculum reform or the 4 to improve teacher training	1. IMPROVING THE QUALITY OF TEACHING AND LEARNING	Curriculum- 8 activities Books- 3 activities Teacher education 12 activities	No gender-specifics

3. 1997 -2000 FIRST MEDIUM TERM DEVELOPMENT PLAN OF VISION 2020			4. EDUCATION STRATEGIC INVESTMENT PLAN 1998-2003			5. EDUCATION STRATEGIC INVESTMENT PLAN		
Objectives	Programmes/ strategies	Gender	Objectives	Programmes/ strategies	Gender	Objectives	Programmes/ strategies	Gender
1. IMPROVING LEARNING ACHIEVEMENT AND OUTCOMES AT THE BASIC AND SSS LEVEL 5. UPGRADING THE QUALITY OF TEACHERS AT ALL LEVELS IN THE SYSTEM 6. CONTINUING CURRICULAR REFORM, INCLUDING INCREASING EMPHASIS ON SCIENCE AND TECHNOLOGY <u>FOR BASIC EDUCATION SUB-PROGRAMME-</u> QUOTED AS IN FCUBE WID OBJECTIVE 2. REDUCE DISCRIMINATION AGAINST FEMALES	Programme activities focus on the curriculum, learning materials, teaching methodology and teacher training and learning assessment. WID strategy: integrate gender concerns into the school curriculum to reflect women's human rights	No mention of gender This WID strategy is not repeated in the education curriculum strategy	4. IMPROVE THE QUALITY OF TEACHING AND LEARNING	5 tactical outputs	No mention of gender	1. IMPROVE THE QUALITY OF TEACHING AND LEARNING	WSD Books Trained teachers Improvement in TTCs Library facilities	No mention of gender

UPPER SECONDARY: EQUITABLE ACCESS AND QUALITY

1. FCUBE (SEPT 1995 GoG PROGRAMME FOR FCUBE)			2. BESIP (MAY 1996 GoG/ WB)		
Objectives	Programmes/ strategies	Gender	Objectives	Programmes/ strategies	Gender

3. 1997 -2000 FIRST MEDIUM TERM DEVELOPMENT PLAN OF VISION 2020			4. EDUCATION STRATEGIC INVESTMENT PLAN 1998-2003			5. EDUCATION STRATEGIC INVESTMENT PLAN		
Objectives	Programmes	Gender	Obs	Progs	Gender	Objectives	Programmes/	Gender
<p>2. INCREASING SCHOOL ENROLMENT RATES IN RURAL AND URBAN DISADVANTAGED AREAS.</p> <p>3. INCREASING SCHOOL RETENTION RATES AT ALL LEVELS, PARTICULARLY AMONG FEMALES</p> <p>4. REDUCING REGIONAL AND DISTRICT DISPARITIES IN EDUCATIONAL FACILITIES</p> <p>WID STRATEGIES: INCREASE FEMALE ENROLMENT AND ACHIEVEMENT AT ALL LEVELS OF EDUCATION</p>	School Rehabilitation, and construction	No mention of gender equity at this level in education plan- which is contradictory to the WID section of the plan, which aims at increased equity at all levels				2. IMPROVE ACCESS AND PARTICIPATION	Increase SSS enrollments Increase TVET enrollments Reduce drop out throughout the system	No mention of gender
<p>1. IMPROVING LEARNING ACHIEVEMENT AND OUTCOMES AT THE BASIC AND SSS LEVEL</p> <p>5. UPGRADING THE QUALITY OF TEACHERS AT ALL LEVELS IN THE SYSTEM</p> <p>6. CONTINUING CURRICULAR REFORM, INCLUDING INCREASING EMPHASIS ON SCIENCE AND TECHNOLOGY</p> <p>SECONDARY PROGRAMME OBJECTIVES- DEEPENING KNOWLEDGE AND SKILLS OF PUPILS, PRODUCING SCHOOL LEAVERS ABLE TO ENTER WORK OR TERTIARY EDUCATION, STRENGTHENING TRAINING OF SECONDARY TEACHERS.</p> <p>WID: INTEGRATE GENDER CONCERNS INTO THE SCHOOL CURRICULUM TO REFLECT WOMEN'S HUMAN RIGHTS</p>	Secondary teacher training, management and supervision	No mention of gender				<p>1. IMPROVE THE QUALITY OF TEACHING AND LEARNING</p> <p>5. IMPROVE ACCESS TO SCIENCE AND TECHNOLOGY EDUCATION AS WELL AS TRAINING</p> <p>6. MAKE EDUCATION RESPONSIVE TO THE MANPOWER REQUIREMENTS OF THE NATION</p>	Books Trained teachers Improvement in TTCs Library facilities	No mention of gender

TERTIARY: EQUITABLE ACCESS AND QUALITY

1. FCUBE (SEPT 1995 GoG PROGRAMME FOR FCUBE)			2. BESIP (MAY 1996 GoG/ WB)		
Objectives	Programmes/ strategies	Gender	Objectives	Programmes/ strategies	Gender

3. 1997 -2000 FIRST MEDIUM TERM DEVELOPMENT PLAN OF VISION 2020			4. EDUCATION STRATEGIC INVESTMENT PLAN 1998-2003 JUNE 1998 (FOR DFID PEC).			5. EDUCATION STRATEGIC INVESTMENT PLAN (MTEF)		
Objectives	Programmes/ strategies	Gender	Objectives	Programmes/ strategies	Gender	Objectives	Programmes/ strategies	Gender
<p>7. EXPANDING, STRENGTHENING AND INCREASING INTAKE INTO TERTIARY EDUCATION</p> <p>5. UPGRADING THE QUALITY OF TEACHERS AT ALL LEVELS IN THE SYSTEM</p> <p>WID INCREASE FEMALE ENROLMENT AND ACHIEVEMENT AT ALL LEVELS OF EDUCATION</p>	Various	No mention of gender equity at this level in education plan-which is contradictory to the WID section of the plan, which aims at increased equity at all levels				<p>1. IMPROVE THE QUALITY OF TEACHING AND LEARNING</p> <p>2. IMPROVE ACCESS AND PARTICIPATION</p> <p>5. IMPROVE ACCESS TO SCIENCE AND TECHNOLOGY EDUCATION AS WELL AS TRAINING</p> <p>6. MAKE EDUCATION RESPONSIVE TO THE MANPOWER REQUIREMENTS OF THE NATION</p>	<p>Reduce drop out throughout the system</p> <p>Increase tertiary enrollments</p>	No specifics

ADULT BASIC EDUCATION

1. FCUBE (SEPT 1995 GoG PROGRAMME FOR FCUBE)			2. BESIP (MAY 1996 GoG/ WB)		
Objectives	Programmes/ strategies	Gender	Objectives	Programmes/ strategies	Gender

3. 1997 -2000 FIRST MEDIUM TERM DEVELOPMENT PLAN OF VISION 2020			4. EDUCATION STRATEGIC INVESTMENT PLAN 1998-2003 JUNE 1998 (FOR DFID PEC).			5. EDUCATION STRATEGIC INVESTMENT PLAN (MTEF)		
Objectives	Programmes/ strategies	Gender	Objectives	Programmes/ strategies	Gender	Objectives	Programmes/ strategies	Gender
8. INCREASING ADULT LITERACY RATES, ESPECIALLY AMONG RURAL WOMEN WID INCREASE FEMALE ENROLMENT AND ACHIEVEMENT AT ALL LEVELS OF EDUCATION INTENSIFY PUBLIC EDUCATION TO REMOVE CULTURAL ATTITUDES THAT DISCRIMINATE AGAINST WOMEN.	Various	Focus on women				4 IMPROVE THE OPERATIONS OF FUNCTIONALLY LITERATE AND SELF -RELIANT PROGRAMMES	2 outputs defined	Women are prioritised