E-network for National Gender Machineries

Synthesis Report of E-discussion:
“Gender Mainstreaming in National Policies and Programmes”.

14 May– 1 June, 2012

Addis Ababa, 20th June 2012

African Centre for Gender and Social Development
I. INTRODUCTION


The aims of this E-discussion were:-
   i) to reinvigorate a dialogue on what approaches have been taken, with regard to mainstreaming gender, in national policies and what have been the outcomes
   ii) to enable countries to share their experiences on successes and the remaining challenges in ensuring the effectiveness of this strategy, so as to ultimately promote gender equality and women’s empowerment in Africa.

The staff of national machineries and mechanisms from the selected ten pilot countries (Egypt, Ethiopia, Ghana, Kenya, Mauritius, Nigeria, The Gambia, Zambia, Uganda and Zimbabwe) were invited to participate in this discussion. Please see Annex I for the structure of the three week long E-discussion.

II. BACKGROUND

Over the last few decades, gender mainstreaming has involved a shift from a focus on “specific and targeted interventions that aimed to empower women along particular thematic lines” to an approach which would “ensure systematic institutional policy analysis from a gender perspective” (UNECA, 1999).1 The discourse on gender mainstreaming highlights the fact that the concept is not yet all-embracing, coherent and institutionalized. There is often a lack of clarity about what it means and involves and a lack of capacity to carry it out. It has also tended to be top-down in conception and execution. In addition, several studies have identified instances of misuse of the concept by policymakers, as well as unintended consequences, such as the disappearance of programmes aimed at women. It has also been observed that cases of internal resistance act as a major obstacle to ensuring the success of the gender mainstreaming strategy.

However, over the years, gender mainstreaming programmes have provided space for progress on some issues of concern to women. Several institutional arrangements and instruments have been used in different combinations in different countries with different degrees of success and effectiveness. These include gender focal points and desks in various ministries, departments, government agencies and inter-ministerial taskforces for particular programmes, gender policies, inter-ministerial bodies, funds, legislation and gender budgeting.

Thus, based on interest expressed by member States in order to learn from the experiences of other countries in the area of gender mainstreaming, ECA has decided to initiate an E-discussion on this topic – thereby providing a platform for knowledge-sharing and mutual learning.

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III. UNPACKING GENDER MAINSTREAMING

A. Defining gender mainstreaming

Gender mainstreaming in national policies has been varyingly interpreted and thus entails differing various forms in each National Gender Machinery (NGM).

Gender mainstreaming in Nigeria focuses on “mainstreaming a gender perspective in all sectors of development and integrating gender concerns in the public policy agenda in line with the African Charter on Human and People’s Rights (i.e. African Charter) ratified in 1983, the Protocol to the African Charter on the Rights of Women in Africa (AU Women’s Rights Protocol) which was ratified in 2004 and ECOSOC Agreed Conclusions 1997/2 and the recent ECOSOC resolution 2001/41.”

Whereas, gender mainstreaming in Ghana involves the incorporation of the two dimensions of the concept

- mainstreaming women and their specific concerns and issues, and
- mainstreaming gender as a means of identifying the different interests, needs, and effects of policies, programmes etc. on women and men.

In Ghana, similarly as in Nigeria, gender mainstreaming further entails the enactment of the legislative framework, the creation and resourcing of the appropriate institutional arrangements to ensure effective implementation. Finally, it also implies compliance with obligations arising out of national, regional and international laws, instruments / treaties that Ghana is committed to.

In Kenya, gender mainstreaming targets a range of areas:-

- **Information systems** – e.g. Establishing sex disaggregated information on Implementation of 30% Affirmative Action on the 2006 Presidential Directive on the appointment, employment and promotion of women across the public sector and monitoring of the same by the National Gender Machinery.
- **Building the capacity of staff** - e.g. Gender Officers were appointed in all Government Ministries and State Corporations in 2006 to spearhead gender mainstreaming activities in their sectors
- **Promoting gender equality in policy-making and management** – e.g. government Ministries are also developing their specific gender mainstreaming policies which are also being used to create an equitable environment for women and men by ensuring they have equal chances for training and promotion.
- **Result Based Management System** – e.g. Every Government Ministry and State Corporation has gender mainstreaming targets which are derived from the National Development Plan. Activities and targets related to gender mainstreaming have now been included in performance contracts at the highest level and this provides a strong incentive.
- **Solidarity and networking** – e.g. the contribution of the CSOs in development of key legislation and policies has been vital E.g The Sexual Offences Act, 2006, Prohibition of the FGM Act, 2011 etc.
- **Addressing women’s and men’s practical needs** – e.g. the Women Enterprise and Development Fund was established in 2007 as well as the Youth Enterprise Fund.
- **Increasing equality in decision-making** – e.g awareness-raising activities, targeted training and mentoring programmes for women candidates, women who hold a public office and
women in diplomacy has been undertaken by the Gender Machinery and civil society organizations

- *Policy Commitments* – *e.g.* The Constitution of Kenya 2010 has stipulated that any International Treaty or Convention signed by Kenya shall form part of the Kenyan Law thus paving way for the Domestication of CEDAW, Maputo Protocol among others which Kenya has ratified.

In **The Gambia**, mainstreaming gender perspectives in policy is a subject of dialogue and cooperation among national and sectoral programmes, the civil society and development partners at different levels of the planning implementation, and monitoring processes. Together these institutions strive for equal access to different kinds of resources and opportunities including capacity building; equal participation in politics and decision -making positions and equal control over resources and benefits, in order to mainstream gender into development policies and programmes effectively. Development partners are also encouraged to support initiatives in enhancing programme staff competencies in gender analysis and mainstreaming.

For effective and sustainable mainstreaming of gender the **Zimbabwean** government focuses on:-

- Developing policy and administrative measures that eliminate all negative economic, social and cultural practices that impede equality and equity of the sexes in all sectors;
- Accelerating the mainstreaming of women in the economic sectors and other areas;
- Development, maintenance and provision of gender sensitive information and gender disaggregated data for use in planning and project implementation at all levels and in all sectors;
- Promoting equal and equitable access, control and ownership of resources in order to address gender inequalities and
- Promoting equal advancement of women and men in all sectors and to create equal opportunities for women and men in decision making in all areas and at all levels.

**B. The policy process and roles of different actors**

**Nigeria**

The Government of Nigeria, through the Federal Ministry of Women Affairs and Social Development (FMWASD) began the process of institutionalizing gender instruments for the overall advancement of women and children through the adoption of: i) National Policy on Women in 2000, ii) Child Rights Acts in 2003, iii) The National Gender Policy in 2006 and iv) National Strategic implementation framework IN 2008. These policies provide the legal framework through which gender issues are institutionalized in Nigeria, especially in affairs of government. The National Gender Policy recognizes that an efficient management and coordination system is necessary to operate the policy. Based on this, the Federal Executive Council passed a resolution mandating Federal Ministries to create Gender Units, whose main responsibility is to undertake actions to mainstream gender concerns plans, programmes, activities and budgets of Ministries, Departments and Agencies (MDAs).

A National Gender Management System was set up comprising 4 pillars aimed at providing an enabling environment aimed at restructuring of gender role relations in the society, building
structures for actualizing targets, providing the required technical skills, institutions and processes for coordinating strategic action for change.

A major tool for the required social transformation in Nigeria is the system wide approach of promoting gender mainstreaming and women’s empowerment in all public and private policies and programming priorities and in all organizational and community cultures in Nigeria using Government, Development Partners, Civil Society Organizations and others. Please see Annex IIA for matrix of roles of different actors in Nigeria.

**Ghana**

In Ghana, the policy process involves three steps – i) Enactment, ii) Ratification and Adoption and iii) Application. The relevant institutional arrangements, backed by the legal framework, is put into place and resourced to undertake the assignment. It must be noted that during the above processes, other institutions / agencies are also charged, invited, or engaged, to be part of the collaborative efforts of the stakeholders, by undertaking mass/public sensitization on the subject of the policy or bill.

Representatives of all government agencies, Ministries, Departments and Agencies (MDAs) as well as the private sector, as represented by the Civil Society and Non-Government Organizations, Community/Faith Based Organisations, traditional authorities and development partners etc.-- are included in the campaign to mainstream gender in national activities, policies and programmes,--- from the design through implementation, monitoring and evaluation stages. Please see Annex IIB for their levels of their roles and involvement in the gender mainstreaming campaign.

**Kenya**

In Kenya, the process begins with the establishment of the policy agenda. Most policy issues are identified through periodic planning exercises that build on Government’s stated policy direction. The development of policy is undertaken by the relevant government authority. On issues of gender mainstreaming, the process is initiated by government. Policy issues can also be a requirement for operationalizing legislation like in the case of the Kenyan Constitution where the Gender Machinery is developing an Affirmative Action Policy for implementation of the gender equality provisions. The process involves undertaking a situation analysis of the Policy issue e.g FGM. This is then discussed by various stakeholders in order to come to consensus of the issues captured. This study informs the policy development. The draft policy once developed is subjected to stakeholders to agree on the issues following which the Policy is validated.

The next stage involves the preparation of a Cabinet Memorandum prepared by the relevant Ministry under the guidance of the Permanent Secretary of the Ministry. The Cabinet Memo is used to submit the Draft policy to the Cabinet by the Minister for Gender who seeks the Cabinet approval. In the Cabinet Memorandum the financial, legal and human resources implications are stated. The relevant Committee in Cabinet examines the Draft Policy and suggests changes or improvements (if any) to the Policy. The relevant Ministry incorporates the suggested changes and re-submits the Document. Once the Cabinet is satisfied with the Policy, the Cabinet Memorandum is signed by the Minister for Gender and the Minister Finance. The Policy is also approved and the Ministry of Gender is authorized to prepare a Sessional Paper on the Policy for Parliaments approval. The Sessional Paper is also developed through a consultative process. Once
ready, the document is taken to Parliament for approval. The President can also issues a Policy Directive and instruct the relevant Ministry to generate policy guidelines for implementation. E.g the 30% Affirmative Action that all recruitments, appointment and promotion in the public service be reserved for women.

In Kenya, the period for the review of any policy is usually between 5 – 10 years. Kenya is currently reviewing a number of gender policies in order to be consistent with the Constitution. Brainstorming and all inclusive consultative process is the approach the Gender Machinery is employing for Policy Development. Through the consultative process, other Ministries are involved in the process because there are inter-linkages. Gender Officers from the Ministry play a significant role in the process. For example the Ministry of Finance would be more concerned with the financial implications while that of Planning would be keen how the policy issues are linked to the national development of Kenya. Also, public consultations can range from informal consultations to one-time meetings with stakeholders to extended formal public consultations on discussion papers or draft legislation.

Finally, for policy decisions requiring operationalisation, it is the responsible Ministry to implement the approved policy direction. Cabinet monitors the implementation of its decisions placed on its agenda after every six weeks. In addition, Ministries do submit quarterly reports on implementation of Cabinet decisions to the Head of Public Service and Secretary to the Cabinet.

C. Generation of evidence to inform gender mainstreaming

In Nigeria, evidence generation is undertaken by following the steps below:-

- Knowing and understanding the Mandate and Functions of Ministries, Departments and Agencies (MDAs),
- Knowing and understanding the key Gender Policy Instruments,
- Knowing and understanding the key gender queries in MDAs,
- Setting Goals,
- Understanding/analyzing key policies, report action plans and reports,
- Conducting a preliminary gender analysis,
- Establishing Gender Mainstreaming Targets and monitoring its implementations

In Ghana\(^2\), evidence to inform gender mainstreaming is generated through a number of ways including:-

- national census
- surveys
- research and academic programmes
- annual national / sector budgets
- project design and implementation
- obligations arising out of regional and international agreements, instruments and treaties
- gender related analysis

\(^2\) NB. In Ghana children are considered an integral part of women so wherever there is mention of women, children issues are also considered as part of it.
• advocacy, resulting from policy positions made possible, or facilitated by observations, developments in society, and the emergence of “topical” gender priorities;
• celebration of gender calendar events, and reactions and follow-ups to the selected themes and focus;
• election campaigns messages and the results when action is formalized for the “messages” involved;
• political party manifestos;
• Motions and policies considered and adopted in Parliament / District Assemblies
• Representation in parliament / district assemblies etc,
• Particular issues made prominent by CSOs and NGOs activities / programmes and advocacy;
• Observations and recommendations emerging out of Monitoring & Evaluation and Programme reviews

In Kenya, the usual procedure is that an assessment of gender issues within the Ministry is undertaken and these findings are used to inform gender mainstreaming.

IV. RESULTS AND GOOD PRACTICES

Nigeria

Nigeria has adopted multifaceted advocacy strategies towards establishing collaborative mechanisms and synergy with our various stakeholders at various levels, as well as mobilizing, engaging and educating Nigerians to appreciate the dynamics of change, progress and development. These include:

• State Level Advocacy - including advocacy to other Ministries, Departments and Agencies
• Community Level Advocacy and Social Mobilization Project – e.g. the Federal Ministry of Women Affairs and Social Development embarked on a Community Level Advocacy and Social Mobilization in September, 2009. The social mobilization and advocacy campaigns are mainly carried out through Guided Open Space Technology (GOST) methods where participants are allowed to moderate and drive group discussions in order to encourage ownership and interaction. In addition to the use of Information, Education and Communication (IEC) materials, media activities are also employed through the Television and Radio.

Nigeria has also been able to show results in various sectors:-

a. Women, Land and Poverty

The 1999 Constitution of the Federal Republic of Nigeria, Section 43 states ‘Subject to the provisions of this Constitution, every citizen of Nigeria shall have the right to acquire and own immovable property anywhere in Nigeria.’ Section 44 (1) states further ‘No moveable property or any interest in an immovable property shall be taken possession of compulsorily and no right over or interest in any such property shall be acquired compulsorily in any part of Nigeria except in the manner and for the purposes prescribed by a law......’.
Besides the Constitution some of the legislative reforms aimed at protecting women’s rights to resources are:

- The on-going reform of the Land Use Act, 1978 (incorporated into the 1999 Constitution);
- Bank of Agriculture (formerly the Nigerian Agricultural Cooperative and Rural Development Bank NACRDB)- The Bank came into being following the merger of the defunct Nigerian Agricultural and Cooperative Bank, People’s Bank of Nigeria (PBN), and the risk assets of the Family Economic Advancement Programme (FEAP). Its stated objectives include the provision of affordable credit facilities to the less privileged segments of the Nigerian society who cannot readily access the services of other conventional banks, provision of opportunities for self-employment in the rural areas, thereby reducing rural to urban migration and fostering an accelerated growth and development of the agricultural rural economy. The Bank is the nation’s apex agricultural and rural development finance institution;
- As a result of Advocacy Visit to the Federal Ministry of Agriculture, Labour Saving Farming Equipment/ Implements for Women Farmers will soon be introduced while capital support will be provided to Women Farmers and Cooperatives and Groups, in an effort to enhance their productions and increase farm output, May, 2012;
- Skills Acquisition Centres were initiated across the Federation for the Economic Empowerment of Women in line with the Provisions of the Transformation Agenda of the Current Administration (2012). When completed the activities of these centres will reduce unemployment at the grassroots, reduce social vices, increase income generation through job creation for women, and will also assist in reducing youths restiveness, especially at the grassroots;
- Public Enterprises Regulatory Commission Act, 1996;
- Public Enterprises (Privatization and Commercialization) Act, 1998;
- Company and Allied Matters Act, 1990;
- The on-going reform of the Copyright Act, 1958;
- Married women Property Laws in some States;
- Federal Mortgage Bank of Nigeria Act, 1993;
- States Laws on Mortgage Institutions;
- Enactment of various State Laws such as the Lagos State Administration of Estate (Small Payments) Law, 2006. These allow spouses (among other beneficiaries) the grant of full letters of administration without payment of estate duty where the other spouse dies Inter-state.

b. Other Administrative Reforms that do not discriminate against women include:

- Establishment of Bureau for Public Enterprises, (BPE);
- Implementation of Federal Government Housing Policy;
- Monetization Policy of Government in 2005 which brought about the sale of Federal Government houses and properties to civil servants;
- Compensation and resettlement of people displaced as a result of the construction of dams and oil wells;
- Payment of compensation and provision of alternative land for some of the displaced persons affected by the movement of the seat of the Federal Government to Abuja;
- Establishment of the Federal Mortgage Bank and states mortgage finance institutions; and
- Establishment of a National Housing Fund scheme
• Agricultural Credit Guarantee Scheme Fund (ACGSF), Cap A11, LFN 2004. The Fund was established by Decree No. 20 of 1977 and commenced operations in April, 1978. The Fund which managed by the Central Bank of Nigeria guarantees credit facilities extended to farmers by banks up to 75% of the amount in default net of any security realized. The Fund products under the scheme are designed to respond to the specific contexts of rural poor.
• Small and Medium Enterprise Development Agency of Nigeria (SMEDAN) Act 2003 established the Agency to facilitate access of micro, small and medium entrepreneurs and investor to all resources required for their development.
• National Economic Empowerment and Development Strategy (NEEDS) inaugurated in 1999 which outlines policies and strategies designed to promote economic growth in the country with the main goal of reduction of poverty.
• Nigeria Vision 20:20-20, adopted in 2010 is described as a national effort aimed at bringing Nigeria to the league of the leading twenty economies by 2020.
• National Poverty Eradication Programme (NAPEP) which was introduced in 2001 is the outcome of the efforts to harmonise and improve the various poverty alleviation schemes that were in place prior to it.
• Micro-finance Policy Framework for Nigeria (2011);
• National Policy on Rural Travel and Transport 2006, recognises that transport is central to the development of a society and that improving rural mobility and easing the transport burden must constitute a significant part of the country’s poverty eradication programme;
• National Gender Policy (NGP) 2006

c. Violence Against Women

Although, the African Charter on Human and People’s Rights on the Rights of Women has not been domesticated but was ratified in 2004 at the national level, in fulfillment of the provisions of the 1999 Constitution of the Federal Republic of Nigeria, some of the Commitments of the Charter are been implemented. See Annex III for a court case example.

Other notable achievements in this area include:-
• Advocacy to the Inspector General of Police in April, 2012 has resulted into partnership in addressing rampant cases of Rape, Violence against Women, Prostitution, Hawking by Children and Trafficking. Similarly, more Gender Desks will soon be established in Police Stations across the country to specifically handle such related cases. This is after the Desk Officers undergo specialized training programme to equip them in handling such cases properly;
• The Trafficking in Persons (Prohibition) Law Enforcement and Administration Act, 2003, and the Establishment of a National Agency for the Prohibition of Traffic in Persons and Other Related Matters;
• The Gender and Equal Opportunity Bill, 2006 is still pending in the National Assembly;
• Legislations prohibiting early marriage (Kebbi, Niger States): Retention in schools and Against withdrawal of Girls from schools (Kano, Borno, Gombe and Bauchi States);
• Malpractices Against Widows and Widowers (Prohibition) Law 2005, Anambra State;
• There is in existence a National Action Plan (NAP) for the Promotion and Protection of Human Rights in Nigeria developed by the National Human Rights Commission in collaboration with the Federal Ministry of Justice, and other stakeholders from government agencies, civil society groups and development partners. The NAP focuses on the protection and promotion of the rights of women in the following areas:
• The rights of women to protection in peace and armed conflict situations, against all forms of discrimination, abuse, exploitation and harmful practices;
• Women’s rights in public and political life/decision-making;
• Women Empowerment;
• Women and HIV/AIDS;
• Women’s reproductive and sexual health rights;
• Women’s rights to equality before the law, access to justice, safety and security,
• Women’s rights to equality in marriage and family relations, etc.

d. Women in Decision Making Positions

Some of the measures taken to increase women’s participation in elective and appointive spheres of power at all levels (grassroots, states and federal) by the Ministry of Women Affairs and its partners include:
• Entrenchment of Affirmative Action: The first significant achievement of the Administration was the entrenchment of 35% Affirmative Action through the appointment of 13 female Ministers out of 42, representing 33.3%, and 4 Special Advisers out of 18, representing 22%. As at May, 2012;
• Aggressive engagement with the Media on imperative for women’s participation in Governance;
• Organization of Women Political Rally to encourage more women participation in politics and mobilize support for women political aspirants
• Advocacy and social mobilization of women groups on the need to speak with one voice and be united towards a common purpose;
• Mobilization and campaigns with Opinion leaders and particularly men in policy making positions at the highest level;
• Lobbying and negotiations for a Waiver of Political Parties Registrations fee for women, and for the entrenchment of Affirmative Action principles in Party Constitutions with specific and actionable commitments to elected political spaces for women;
• Establishment of six zonal Women Political Empowerment offices across the nation to support women political mobilization and civic education effort;
• Participation and submission of Memorandum to the Constitutional Reform Processes;
• Development and submission of Women Memorandum to the Electoral Reform Committee;
• The establishment of the first ever House of Representatives Committee of Women in Parliament Summit in July, 2009 with a call for more slots for women in the House of Representatives and the Senate during elections;

The Nigerian Women Trust Fund is a special fund designed to boost women’s political participation in Nigeria. In response to the low representation of women in politics, a coalition of partners including Civil Society, Private Partners, Development partners representing Nigerian women and Federal ministry of Women Affairs and Social Development initiated and facilitated the process of setting up the Trust Fund to institutionalize access to resources for women in Nigeria towards achieving a minimum 35% representation of women in public life. This culminated in the registration of the Nigerian Women Trust Fund as an independent registered company Limited by Guarantee in March 2011. The fund was endorsed by a resolution of the Federal Executive Council (FEC) in March 2011 and launched on 24th March 2011. Initial seed-fund of
N100m for the Trust Fund was provided by the Federal Government of Nigeria through the Debt Relief Gains managed by the Office of the Special Assistant to the President on MDGs. Additional/continuous funding is expected to be raised from government and other Donors.

Other measured adopted in this area include:

- Development of the National Gender Policy, 2006 and its Strategic Implementation Framework and Plan 2008 with specific objectives, targets and monitoring framework to pursue the realization of the policy declaration and guide activities towards eliminating discrimination and improving the participation of women in national life;
- Development of a Toolkit in 2007 for Women In Decision-Making Positions on Gender Mainstreaming for Good Governance to broaden the ownership of gender equality principles and enhance system-wide implementation of the National Gender Policy;
- Advocacy and sustained agitation for 30% Affirmative Action in favour of women to bridge the gaps in both elective and appointive positions at all levels by 2015;
- Establishment of the Nigerian Women Hall of Fame at the National Centre for Women Development to pay tribute to Nigerian Women First Achievers in all fields of endeavour;
- Establishment of a Network of the Nigerian Women Hall of Fame Inductees as a vehicle for promoting gender issues and mentoring the younger ones who may want to emulate them in their localities and states;
- Strategic partnerships with the Media and CSOs in the design and dissemination of media messages and Information, Education and Communication materials drumming up support for political aspirants as well as the involvement of traditional media communicators in the use of local language;
- Increased positive reporting of women’s contributions to national development and achievements in the Media;
- Electoral Act, 2010, the legal environment for elections in Nigeria is now framed by the Electoral Act 2010.

Ghana

Ghana has over the years been pushing the gender mainstreaming agenda through various development strategies which include new policy changes and legislative frameworks, institutional development, advocacy and capacity building programmes, national and sector budgetary allocation and plans, networking with other bodies including local, regional and international bodies etc. These strategies have yielded some good and tangible results like participatory approach in decision making, and equitable distribution of national resources, transformation of societies, women as change agents, general enlightenment and advancement and poverty reduction interventions. They also helped to unearth some notable challenges for consideration and redress. The strategies adopted include:

a. Policy changes and legislative frameworks

Until quite recently, there were very few women who were involved in the decision making process (even at the community level) or were appointed to high positions which were mainly a preserved for men. But Ghana has signed on or ratified a number of regional and international conventions/treaties etc which have been domesticated and assisting in transforming the society through implementation of obligations arising out of these agreements. A number of laws have
been promulgated arising out of obligations which have also helped to give true meaning to some of the constitutional provisions which had hitherto been given only lip service.

Now Ghana can boast of a few women in high positions like the Speaker of Parliament, the Chief Justice (CJ), the Chairperson for the Public Services Commission (PSC), the Commissioner for Human and Administrative Justice (CHRAJ), a Government Statistician, women parliamentarians, ministers and ambassadors among others.

\[b. \text{Institutional development}\]

Some new ministries, departments and agencies were merged to give focus and effectiveness, appointment of management boards, steering committees to assist in implementation and reviews while others were strengthened and resourced to take on additional responsibilities. These include:

- Creation of Ministry of Women and Children’s Affairs (MOWAC) as national women’s machinery by an executive instrument with Cabinet status
- The National Commission on Women & Development (NCWD) and the Ghana National Commission on Children (GNCC) were merged to form implementing agencies under MOWAC
- Management Advisory Board for MOWAC
- Parliamentary Select Committees (on Gender and Children & Health & Education, Social Welfare, Women Caucus etc)
- Ministries, Departments and Agencies (e.g. the National Development Planning Commission, Ghana Statistical Service, National Population Council, Ghana Health Service, National Health Insurance Authority etc)
- Early Childhood Care Steering Committee and Regional Committees
- Domestic Violence Management Board
- Domestic Violence Regional Steering Committees
- Human Trafficking Management Boards
- National Gender Focal Point (GFOs)
- Gender Desk Officers (GDOs) in all ministries, departments and agencies

\[c. \text{Advocacy and Capacity Building Programmes}\]

The Gender Desk Officers / Gender Focal Points undergo periodic training to enable them influence policy and check all programmes within their respective offices to ensure they are gender sensitive. In addition officials of the Policy, Programmes, Budget & Monitoring & Evaluation (PPBME) Directorates have been trained on how to prepare and monitor gender responsive budgets. The Ministry uses these personnel for coordination and implementation of the gender related programmes and also receives feedback to build interventions.

Special educational policies and poverty reduction schemes like free and compulsory basic education (FCUBE), Education for all policy, girl child education policy supported by School Feeding Programmes, Scholarships/bursaries, bicycles for girl-child and Capitation Grants have been adopted for successful implementation of the various policies. The poverty reduction measures have considerably contributed to the increase in enrollment rates and girl child education. In addition MOWAC gets government, philanthropists and some donors also to
sponsor female parliamentary aspirants in the bid to become policy makers through training and election campaigns.

\[d. \, \textit{Budgetary allocation and sector plans}\]

The National Development Planning Commission (NDPC) has been directed to ensure that all national / sector plans and strategies are gender related and sensitive. Whereas the Ministry of Finance and Economic Planning now directs Ministries, Departments and Agencies to prepare gender responsive budgets (with emphasis on gender and emerging issues like Climate Change) with comprehensive plans so as to ensure equality in the distribution and utilization of the national resources and also be ready to accommodate any natural disasters.

The Ministry of Women and Children Affairs is also tasked to prepare annual budgets for implementation of gender-related programmes including the celebration of gender calendar events throughout the year, capacity building and exchange programmes, both within and outside the country. The private sector and the bilateral and multilateral agencies are also supporting research and other interventions that support gender mainstreaming.

\[e. \, \textit{Partnerships/networking}\]

Partnering with civil society, media, chiefs and queen mothers and the bilateral and multilateral agencies have contributed immensely to Ghana’s efforts at gender mainstreaming. For example through this strategy, Ghana has managed to encourage the media, civil society and non-government organizations to assist in disseminating gender information on gender to the people and also carries feedback on same through electronic and print media, given the limited number of gender advocates and specialists. It has used the same means to seek and obtain sponsorship from donors and other stakeholders, share best practices and exchange information and also monitor and evaluate its progress rate.

The issuing of periodic progress reports on implementation of the gender mainstreaming to national, regional and international bodies has also helped to keep the Ghanaian NGM focused on the goals, obtain feedback to measure success, pace and also build new interventions to address implementation problems.

**The Gambia**

The Gambia is yet to come out with ‘Best Practices’ in public reform or good governance efforts that fully integrate a gender perspective. So far capacity-building efforts in this regard tend to be limited to affirmative action measures to hire more women public servants, or gender training for staff in national machineries and gender focal points in other departments. There is need however, to explore new measures and to examine some emerging examples for better practices in this regard.

The strategy of institutionalising gender focal points in key ministries has had a number of advantages. For instance, gender focal points have served to advise their heads of department on how to integrate gender sensitive issues in policies and programmes. Focal points have also strengthened collaboration between their institution and other gender machineries – this has helped in the effective mainstreaming of gender issues into the sectoral programmes and project,
such as the Ministry of Education. They have also served to support the Women’s Bureau for the effective implementation of the gender and women empowerment policy.

The main challenge of institutionalizing gender focal points is that the designation of a focal point is not a full-time position and this has led to some inadequacies in the effective mainstreaming of gender-related issues in sector policies and programmes. Some are not specialists in the area of gender and do have the competencies to perform the task. The high attrition rate in the public sector particularly of focal persons whose capacities have been enhanced as well as inadequate office space and human resources are also additional challenges.

**Zimbabwe**

Zimbabwe has implemented a number of approaches which has delivered good results in the effective mainstreaming of gender in national policies.

a. **Reconstitution of Gender Focal Persons**

The Ministry of Women Affairs, Gender and Community Development reconstituted Gender Focal Persons (GFPs) in all line Ministries and appointments were made at Director Level. This process ensures that Gender mainstreaming is well coordinated and assistance is provided effectively to all levels of the civil service. The gender focal persons are responsible for ensuring that gender mainstreaming is achieved as enshrined in the National Gender Policy in their sectors and several other tasks outlined in their terms of reference.

The Ministry periodically conducts gender mainstreaming capacity-building programmes for GFPs to enhance their institutional capacities to mainstream gender in the planning, implementation, monitoring and evaluation of projects, policies, programmes and budget in their sectors. In addition, Gender Focal Persons have been capacitated in using CEDAW framework and the 28 targets of the SADC Protocol on Gender and Development as gender mainstreaming strategies in their respective Ministries.

b. **Implementation of Gender Responsive Budgeting**

The government of Zimbabwe aims to incorporate gender budgeting in all policies and programmes. The initiative has resulted in the engendering of the Call Circular by the Ministry of Finance since 2008. The Gender Responsive Budgeting programme has been combined with the Results Based Management programme being implemented by the Government of Zimbabwe (RBM). RBM creates a favourable environment for gender budgeting since both processes emphasize on equality and the questions, who is benefiting from expenditure and how. The impact of this programme is already being witnessed as certain budget lines are already targeting gender specific issues.

Training in gender budgeting has been conducted for Directors of Finance, Gender Focal Persons in all Ministries and Budget review officers of the Ministry of Finance. The Budget Review Officers are responsible for appraising budget proposals from line Ministries, therefore their role in gender budgeting is critical.
A Gender Budgeting Training Manual was also developed and is being used as a training guide for all gender budgeting capacity building programmes. In addition a gender budgeting Tool and Guide for technocrats and practitioners has been developed and launched on the Ministry of Finance Website. The Tool and guide is used by Government officials as a guide to engender budgets.

\[ \text{c. Gender Responsive Economic Policy Management} \]

In response to the gender gaps in economic policy formulation and implementation, the Ministry of Women Affairs, Gender and Community Development, in partnership with the Ministry of Economic Planning and Investment Promotion, is implementing a programme on Gender Responsive Economic Policy Management. The initiative is supported by UNDP as well as the African Institute for Economic Development and Planning (IDEP). The programme is aimed at strengthening the capacity of economic planners in government and other policy makers to formulate and implement economic policies and strategies that are gender sensitive. Zimbabwe is amongst the first countries to adopt this initiative in southern Africa.

\[ \text{d. Development of the National Gender Policy and related frameworks} \]

The National Gender Policy was developed in 2004 with the overall objective to mainstream gender into all sectors. The Ministry is currently in the process of reviewing this policy the National Gender Policy, with the view of aligning it to international and regional commitments as well as incorporating other developing issues that have emerged since.

In addition in 2011, the Ministry of Women Affairs Gender and Community Development came up with a Broad-based Women’s Economic Empowerment Framework to ensure that women effectively participate in key sectors of the economy such as mining, manufacturing, tourism and agriculture. The framework provides a systematic way of mainstreaming women in key economic sectors by establishment of empowerment targets, mobilisation of financial resources and capacity building for women’s effective economic participation. The framework is designed to serve women from all backgrounds and to be applied across all sectors, hence broad-based. The overall objective of the Broad Based Women Economic Empowerment is to address the economic manifestations of poverty among women by facilitating women's access to, and control of resources and opportunities and accrued benefits in mainstream economy.

Further, the Government of Zimbabwe has a Women’s Development Fund being administered by the Ministry of Women Affairs. The Women Development Fund was created to promote economic empowerment of women at grassroots level. Cognizant of women’s living realities and their challenges, no collateral security is required in accessing the loans.

\[ \text{e. Development of Sectoral Policies and measures to promote gender mainstreaming} \]

Development of sectoral policies is critical in accelerating the mainstreaming of gender and promoting equal and equitable access, control and ownership of resources. The following measures were put in place by other sectors in Zimbabwe -:

- The Medium Term Plan (MTP) has set the Mainstreaming of Gender into economic activities as one of the National Priorities. To this end, My Ministry and all sectors will ensure the full
Participation of women and girls in all sectors of the economy as well as in all economic development programmes.

- The Tourism Policy promotes women’s participation in the sector by reserving a 30% quota. This was set before the 50% AU and SADC target.
- The Small and Medium Enterprises (SMEs) Policy provides for the reservation of 30% of its loan facilities for women. As a result of the Small and Medium Enterprises (SMEs) Policy, women constituted 57% of the beneficiaries from SEDCO funds compared to 43.5% men in 2010.
- Reservation of a 30% quota for women in the mining mechanization that is run by the Ministry of Mines and Mining Development;
- The reservation, by the Public Service Commission, of a 30% quota for women in all senior managerial posts in the public service. As of August 2010, 23.36% of the 30% quota reserved by the Public Service Commission had been achieved for women in senior management positions. The 30% quota would have been met by now had there been not a government freeze on hiring for new posts.
- Constitutional Amendment No.17 provided for affirmative action for previously disadvantaged groups in any programme of Land Reform. Under the Land Reform programme, the Government set aside a 20% quota for women. As of 2009, 17% women were allocated A1 model farms and 12% were allocated under the A2 model. However, some provinces have surpassed the 20% quota.
- The Affirmative Action Policy for admission to universities and other tertiary institutions has resulted in improved access to tertiary education by women between 2006 and 2010. From 2006 to 2010 the enrolment rates increased as follows:
  - 34% to 44.3% in Vocational Education and Training centres;
  - 36.9% to 39.5% in Universities
  - 41.2% to 44.3% in Polytechnics; and
  - 56.7% to 69.4% in Teachers Colleges.
- The Indigenization and Economic Empowerment [Chapter 14:33]. Section 3 of the Act empowers Government to specifically recognize women in the measures taken to implement the Act. Modalities for affecting this are still being worked by the Ministry of and Ministry of Women Affairs, Gender and Community Development.

V. Challenges

Nigeria

The following are the major challenges based on Nigeria’s experience of Gender Mainstreaming initiatives:

- Inadequate budgetary allocation for achieving gender equality initiatives;
- Poor perception and trivialization of gender issues by policy makers and the general public;
- Poor mainstreaming of gender policies arising most often to inadequate funding;
- The capacity and skills of the Gender Units in all the Ministries, Departments and Agencies (MDAs) to dealing with gender issues in their Agencies are mostly lacking;
- In some cases there is absence of political will on the part of the legislature and the judiciary in dispensing justice;
- Inadequate number of gender experts;
- Late release of appropriated funds;
- Increasing numbers of women and the disadvantaged groups needing support;
- Poor funding for social mobilization and advocacy;
- Poor funding for the implementation of the National Gender Policy and its National Strategic and Implementation Framework;
- Low awareness of the public on the contents of the National Gender Policy;
- Absence of a national functional Portal for the dissemination of the Ministry's activities and achievements;
- Inability to domesticate the CEDAW, the African Union Protocol of Women’s Rights by the National Assembly by passing the Gender and Equal Opportunities Bill.

**Ghana**

Ghana’s attempts at integrating gender mainstreaming over the years have yielded some good and tangible results like increase in participatory approach in decision making, adoption of strategies, enactment of new laws for achieving equitable distribution of national resources, transformation of societies, women as change agents, general enlightenment, advancement and poverty reduction interventions. These efforts have also helped to unearth some notable challenges which call for consideration and redress. Despite the remarkable progress that Ghana has made on gender mainstreaming, a lot still remains to be done in connection with the following:-

**a. Inadequate budgetary allocation**

Budgetary allocations for the National Women’s/Gender Machinery over the years have been inadequate for delivering on all planned programmes/interventions. The situation is further compounded by lengthy delays in budgetary releases, unfulfilled promises which eventually affect delivery giving resulting in weak coordination, non enforcement and implementation of gender activities/programmes within MDAs through i.e. provision of logistics and necessary infrastructure, engagement of technically competent staff, gender specialists / researches to undertake consultancy services, compilation and collated sex disaggregated data, provision of leadership, coordination and patronage of programmes and general service delivery.

**b. Lack of infrastructure**

The Ministry of Women & Children’s Affairs (MOWAC) lacks basic infrastructure which include a ministerial block and logistics (vehicles etc). MOWAC currently operates from a temporary office premises which do not permit it to recruit the full complement of staff to deliver on its mandate. This affects the recognition it enjoys from the public and sister MDAs as it lacks the visibility, capability and the ability to implement planned programmes as well as the application and enforcement of sanctions.

**c. Basic understanding of the gender mainstreaming concept**

Lack of basic or common understanding of the concept of gender mainstreaming among stakeholders including policy initiators, policy makers, policy implementers and beneficiaries has also led to challenges of misapplication and use of different approaches/methods in awareness creation and sensitization campaigns. That has resulted in indifferences in the intended benefits. Consequently planned programmes/interventions or follow up actions have either stalled or been
abandoned for lack of patronage, commitment and ownership that affects achievement of desired goals.

\[d. \text{Inadequate gender specialists advocates}\]

Gender mainstreaming calls for specialized training of the cadre of Gender Specialists /Advocates to lead in the application of those methodologies/strategies and interventions to ensure maximum success. There is the need for more specialist and stakeholders to be regularly updated to be on top to deliver appropriately for results. Gender mainstreaming as a new field does not have the requisite number of specialists / advocates (and even staff of the lead Ministry) to undertake the assignments on awareness creation and sensitization and delivery of programme interventions as may be desired. This has resulted in high cost in engagement of specialists, delivery and supervision of programmes, and above all monitoring and evaluation for feedback.

\[e. \text{Support from men}\]

The support of men in Ghana’s efforts of gender mainstreaming, especially strategies on women advancement and empowerment, has also been a challenging factor. This is because most men saw the campaign as a threat to usurp their leadership positions and governance in the family, the traditional settings, communities and national development. It has therefore been difficult to cultivate the desired support of men for activities that were geared towards women advancement and empowerment.

Key stakeholders like the Police and Domestic Violence Victim Support Unit (DOVVSU), Ghana Statistical Service (GSS), Judges and lawyers, Gender Desk Officers/Gender Focal Points (GDOs/GFPs), Doctors and Nurses, Ministries of Justice & Attorney’s General Department, Agriculture, Health, Education, Finance & Economic Planning, Local Government & Rural Development, Social Welfare and many other enforcement agencies are relevant.

Other challenges include socio-economic practices, poverty, fear of change and old habits.

\[\text{The Gambia}\]

Previous efforts of ensuring effective gender mainstreaming were undermined by a lack of adequate capacity in gender mainstreaming particularly in gender budgeting, analysis and monitoring and evaluation. This issue of limited capacity is particularly critical within key institutions such as the Gender Machinery (Ministry of Women’s Affairs, the Women’s Bureau National Women’s Council), Ministry of Finance and Directorate of Planning, Ministry of Agriculture and the Gambia Bureau of Statistics (especially related to limited gender disaggregated data/statistics).

Political will is achieved at the highest level but the same is needed at middle and lower levels. The attainment of gender equity and equality must be a project for all including religious leaders, traditional leaders and regional and local authorities, which remained a challenge despite the implementation of the 10 year women policy. Other encountered in this area includes lack of decision-making powers of gender focal persons, financial and material resources for gender and women machinery, and effective monitoring system.
Zimbabwe

From Zimbabwe’s experiences of gender mainstreaming, the main challenges they have faced include:-

- Non-availability of disaggregated data in Ministries, which affects the integration of gender into policy planning and budgeting.
- Limited funding received by the Gender Machinery, compared to other Ministries. This has impacted negatively on the effectiveness of the Ministry to implement its coordinating role of gender mainstreaming activities across all sectors.
- Lack of regular submission of gender plans and progress reports by GFPs to the MWAGCD. The GFPs still face many challenges relating to structural issues, in terms of commitment to gender mainstreaming and the whole aspect of attitudinal change, both at individual and institutional levels.

VI. Recommendations

A. At the National Level

Nigeria

a. Women, Land and Poverty

- The importance of women’s contribution to future economic growth needs to be disseminated;
- Government policy should prioritise agriculture and rural development, because 54 million of Nigeria’s 80.2 million women live and work in rural areas where they constitute 60-79% of the rural work force;
- The Land Administration Act needs to be implemented and publicized, to expand women’s access and entitlement to land;
- Banks should make their services more accessible to women designing products and services to meet the needs of women from different religions and wealth groups;
- Taxation policies need to be amended to ensure they achieve gender equity, are legitimate and are consistent with the government’s commitment to gender equity;
- Public sector should identify measures to ensure that women fill at least 30% of posts for judges and Permanent Secretaries;
- Organizations such as the Nigerian Women Farmers Association, and women involved in market associations, should be consulted and involved in the design of initiatives to support women entrepreneurs;
- The public sector at Federal and State level should consider policies and incentives to ensure that women fill 50% of public sector posts;
- Operationalize the 70 established skills acquisition centers;
- Engender climate change policy and programmes in Nigeria;
- Promote the use of alternatives to fuel wood by women;
- Increase budgetary allocation for programmes.

b. Political Participation of Women
The President has shown leadership in appointing women to a third of Ministerial positions. Governors should follow suit when making appointments at State level; Political parties should promote women’s participation more effectively, and should develop accountability mechanisms and seek technical assistance, including from civil society, to meet this objective; The Independent National Electoral Commission should conduct a focused drive on female voter registration and run specific voter education campaigns for women during elections; Nigerian civil society organizations should lead and promote gender training and orientation for political parties; Civil Society Organizations should help communities to hold politicians to account and make women’s votes count; Women’s organizations should be supported to orient women on their rights and constituents; Agencies that fund NGOs and civil society organizations should promote good governance by giving preference to organizations whose constitutions and policies promote accountability and gender equity; The National Assembly should domesticate all international treaties on women ratified by Nigeria, e.g. CEDAW and the African Union Protocol of Women’s Rights by passing the Gender and Equal Opportunities Bill as soon as possible; Ethnographic research should be undertaken to understand how women currently engage with and exercise power; Commence preparation early for women’s participation in 2015 General Elections through appropriate sensitization and mobilization; Commission the Ministry’s Porter on Gender Mainstreaming

c. Gender Based Violence and Conflict

A national campaign should be mounted to tackle gender violence and raise awareness of its detrimental impact on society. The campaign should focus initially on educational institutions, civil society and the media; Greater legal protection should be provided to victims of gender violence Government should do more to reduce trafficking of girls and women; More analysis of existing data on gender violence is required, to investigate its pattern and dynamics; Analyses of Nigeria’s political economy should take account of the role that gender plays in the underlying dynamics of violence, and its interaction with ethnicity, religion, and poverty; Review of National Gender Policy and Strategic Framework; Implement programmes on women, peace and security (UN Resolution 1325); Continuous sensitization and capacity building on gender based violence and establishment of shelters for women victims of violence in each Geo-Political zone.

Ghana

The main recommendations for the National Gender Machinery in Ghana would be as follows:- Increase budgetary allocations National Women/Gender Machinery and associated collaborative agencies to support implementation and enforcement of gender related programmes and activities through the Attraction, Recruitment and Retention of
specialists and technical staff to assist in awareness creation and sensitization campaigns at all levels.

- Regular releases for the timely completion of the on-going ministerial complex to house the Ministry to give it the needed recognition and respect as a ministry to reckon with.
- Expedite action on the building and operation of Shelters for victims of abuse
- Create various avenues for credit support for women entrepreneurs and small scale enterprises and skills training for the vulnerable and victims of abuse
- Create incentive packages and reward systems for best practices and in gender mainstreaming
- Government to support the Ministry to effectively deploy to the regions and districts with well resourced and functional offices for the implementing agencies of the Ministry. (Department of Women and Department of Children, Secretariats for Early Childhood Care Development, Tuman Trafficking and Domestic Violence).
- Build the capacities of the GDOs and GFPs and resource them to enable them deliver on their mandates and help influence policy and budgets at their respective points of operation

**The Gambia**

The recommendations for the way forward for The Gambia would be:

- Capacity building - Build the capacities of the National Gender Machinery and key stakeholder on gender issues and mainstreaming, including gender responsive budgeting and analysis.
- Advocacy and sensitization on the importance of gender mainstreaming and women's empowerment to achieving national as well as international development targets and commitments to women's rights and gender equality.

**Zimbabwe**

Therefore as a result of its experiences in gender mainstreaming, the main recommendations for Zimbabwe are the following:-

- Building capacity at various levels in Government is of paramount importance
- Gender Focal Persons are the critical drivers of the gender agenda in Government and therefore require continued training in various aspects of gender and development.
- Sex disaggregated data is a pre- requisite for the formulation of gender sensitive policies, programmes and budgets.
- Comprehensive training is necessary for gender mainstreaming strategies such as gender budgeting to be well understood, appreciated and implemented correctly.
- Adequate resources are needed to increase capacity for gender budgeting in the private sector.

**B. At the level of ECA and the E-network**

- The E-network should be used as a medium for advocacy and sensitization on gender issues as they affect women and development. E.g exchange and share best practices through postings on the portal by E-Network Teams and attendance at seminar/workshops at various levels.
- Provide and train national officers with tools and skills in order to be extensively knowledgeable on the subject matter. Capacity building and training in ICT and Monitoring and Evaluation will greatly assist in dissemination of information and knowledge of gender mainstreaming.
- Advocate to the Heads of the National Gender Machineries to provide enabling environment with the necessary tools, equipments etc.
- Foster collaboration among stakeholders – e.g. the private sector could be involved in the supply and distribution of requisite ICT equipment and accessories to bridge gaps in logistics supplies.
- Conduct a gender audit study of the public sector to ensure equity in recruitment, promotion and pay.
- Support in-country research and project works on gender mainstreaming to facilitate the collation of data and creation of credible database to support future development planning interventions.
- Support in–country coordination of seminars/workshops – for instance, keep stakeholders aware of implementation problems as one-size application may not be useful.
- Regular training for law enforcement agencies involved in gender mainstreaming and other related gender issues.
- Institute regular audit in member countries to complement the periodic reports submitted from member countries.
ANNEX I: Structure of E-discussion

Week 1

What does “gender mainstreaming” in national policies entail in your country?
- How is the policy process managed in your country?
- What are the roles of different actors?
- How is evidence generated to inform gender mainstreaming?

Week 2

What have been the good practices and tangible results at country level? Please elaborate at various stages of the process – planning, implementation and monitoring / evaluation.

Week 3

A) What have been the major challenges, based on your country’s experience of gender mainstreaming?

B) What would be the recommendations for addressing these challenges and for the way forward in ensuring effective gender mainstreaming in national gender machineries?

- At the level of national gender machineries
- At the level of ECA – e.g. how the E-network could be used as a resource to assist member States in their gender mainstreaming efforts
# ANNEX II

## A. Roles of Actors in Gender Mainstreaming in Nigeria

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<tr>
<th>S/N</th>
<th>ACTORS</th>
<th>ROLES</th>
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<tr>
<td>1.</td>
<td>Federal Executive Council.</td>
<td>Consideration and approvals</td>
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| 2.  | Federal Ministry of Women Affairs & Social Development. | i. Set National Policy Goals and Targets, overarching Policy Pronouncements on Gender Equality and Women Empowerment,  
   ii. Specific Policy Formulation on Gender Equality and Women Empowerment,  
   iii. Coordinate all Gender Equality efforts,  
   iv. Promote Institutional Development for Gender Equality,  
   v. Coordinate Development of Sectoral Indicators and Gender Action Plans. |
| 3.  | Legislature | Lobbying, law making and oversight |
| 4.  | Federal, State, and other line Ministries, | i. Coordinate and monitor implementation of the National Gender Policy,  
   ii. Support gender education policies and programmes at all levels  
   iii. Monitor gender benchmarking,  
   iv. Recommend Rewards and sanction Gender Critical Mass/Gender Unit: Review Sector Policy,  
   v. Prescribe Sector Specific Policy Changes,  
   vi. Develop Sector Specific Gender Equality Indicators |
| 5.  | National Centre for Women Development (NCWD), Parastatals, other government department and agencies, National Technical Team of Gender Experts. | i. Monitor sector gender status  
   ii. In-House Capacity Building on Gender Mainstreaming and Gender Education,  
   iii. Relate with all the States Ministries of Women Affairs on Gender Policy Implementation.  
   **NCWD**  
   i. Execute Special Programmes to Promote Gender Equality,  
   ii. Developing Women Empowerment Indicators,  
   iii. Research on Status of Women,  
   iv. Develop and Implement Women Empowerment Programmes,  
   v. Gender Education within vocational/skills training schemes, |
vi. Relate with Ministry of Women Affairs and Social Development on Gender Policy Implementation.

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<tr>
<th>No.</th>
<th>Actors</th>
<th>Roles</th>
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| 1.  | Executive (Cabinet & President) | 1). Provide leadership and guidance. Indicate political will in gender related policy issues;  
  2). Give approval and assent:  
  a.) for document to be submitted to parliament for processing into policy or law,  
  b). monies to be committed for implementation,  
  c). Presidential assent to complete process or endorsement for policy enactment to come into force |
| 2.  | Legislature (Parliament) including the Parliamentary Select Committees | To subject document to review; lobby for support, and get policy or bill passed, to “qualify” for Presidential assent, to become effective |
| 3.  | Ministry of Finance & Economic Planning | Allocate adequate funds to support effective implementation of women and gender related programmes in the annual budget within and outside Ghana  
  Timely release of funds |
|   | Ministry of Women & Children Affairs | Is the lead agency responsible for:  
1. advocacy and promotion of gender equality women’s rights and empowerment.  
2. advises government on women and gender-related issues,  
3. provides leadership  
4. initiates policy and policy changes  
5. provides technical support  
6. monitor and evaluate progress  
7. prepares periodic implementation reports  
8. budget for annual gender mainstreaming programmes both within and outside Ghana.  
9. coordinates and represents women and gender at various programmes and forums. |
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<td></td>
<td>Ministry Of Justice &amp; Attorney’s General Department / Judiciary (including CHRAJ)</td>
<td>Assist in fine-tuning the draft Policy or Bill, check and provide a legal opinion as to whether it is in conflict with any of the laws in Ghana, Prepare or revise legal frameworks to give the document a legal backing and give legal interpretation, thereby helping to give effect to it as intended. Safe guarding individual rights / obligations / properties</td>
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<td>Ministries, Departments &amp; Agencies</td>
<td>As initiators (depending on the thematic area), collaborators, coordinators and implementing agencies who have to plan, undertake programmes and activities, adopt strategies/interventions, appoint Gender Desk Officers / Focal Points and also source funds or incorporate these in their annual budgets to facilitate efficient implementation.</td>
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<td>Gender Desk Officers / Gender Focal Points</td>
<td>One of the key partners appointed in the MDAs to assist in mainstreaming gender in all planned activities / programmes and budget for them. Act as the liaisons and watchdogs at the MDAs for MOWAC to ensure every policy detail is carried through, to the letter</td>
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<td></td>
<td>Civil Society/ Non-Governmental Organizations (including women’s groups and gender advocates, activists, specialists and experts and other organized groups)</td>
<td>Assist in training and capacity building programmes, awareness creation, sensitization and dissemination, lobbying and sourcing funds for implementation, monitor and assist in evaluating implementation and also act as the voice</td>
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<td></td>
<td>Development Partners (including the donor community, bilateral &amp; multilateral agencies).</td>
<td>Collaborate with stakeholders, provide technical &amp; financial support for efficient implementation, and monitor progress.</td>
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<td>10.</td>
<td>Research &amp; Academic Institutions</td>
<td>Undertake research and studies into gender related issues, analyze and provide data to support planning and recommend solutions / interventions, Conduct periodic surveys to support national development planning etc.</td>
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<td>14.</td>
<td>Targeted beneficiaries of the Policy /Legislation</td>
<td>Participate in providing inputs for policy issues, monitor implementation in order to comment on level of ownership, indicate understanding and commitment to the implementation details. Indicate satisfaction with methodology/approach adopted in preparation of the policy / legislation and other follow-up guidelines. Give meaning to the policy / enactment by supporting the required policy changes and amendments that may become necessary. Assist in reviewing and adopting efficient strategies for successful implementation</td>
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ANNEX III

Positive results from Nigeria

The Federal High Court sitting in Lagos on 16th May, 2012 has declared illegal and unconstitutional the provision of the Police Act, which prohibits a woman police officer from marrying a man of her choice without the permission of the Commissioner of Police in the command where she is serving. This was sequel to the suit filed by the Women Empowerment and Legal Aid Initiative (WELA) challenging the constitutional validity of Regulation 124 made pursuant to the Police Act (Cap P19) Laws of the Federation of Nigeria which states:

“A woman Police Officer who is desirous of marrying must first apply in writing to the Commissioner of Police for the State Command in which she is serving, requesting permission to marry and giving name, address and occupation of the person she intends to marry. Permission will be granted for the marriage if the intended husband is of good character and the woman police officer has served in the force for a period of not less than three years.”

In her submissions the WELA Executive Director, Mrs. Funmi Falana had argued that it was illegal to ban a woman police officer for three years before entering into a marriage and that seeking permission of a Police Commissioner is an infraction of her fundamental right to dignity and freedom of choice. She further contended that since a male police officer is not subjected to the same prohibitions Regulation 124 is inconsistent with section 42 of the Constitution and Article 2 of the African Charter on Human and Peoples’ Rights which have prohibited discrimination on the basis of sex.

Mrs. Falana urged the Federal High Court to expunge Regulation 124 from the Police Act as it is not reasonably justifiable in a democratic State like Nigeria which has ratified the Charter on the African Human and People Rights on the Rights of Women in Africa and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).

In his reply the Attorney-General of the Federation through his Counsel, Mr. B.R. Ashiru maintained that Regulation 124 is designed to protect women police officers from falling into the hands of criminals. It was his submission that the purpose of the law is to prevent women police officers from marrying men of bad character. He also defended the 3-year ban on the ground that it is meant to ensure that a woman police officer is not pregnant “during the rigorous training she must undergo after her employment”.

However, in his judgment the trial judge completely rejected the arguments of the Honourable Attorney-General of the Federation. While upholding the submissions of Mrs. Falana the Judge held that Regulation 124 was illegal, null and void due to its inconsistency with Section 42 of the Constitution. Having declared it unconstitutional the judge proceeded to annul Regulation 124 by virtue of Section 1(3) of the Constitution.