



GHANA



GHANA GENDER ANALYSIS

EXECUTIVE SUMMARY



ABOUT UNDP

UNDP's work on climate change spans more than 140 countries and USD \$3.7 billion in investments in climate change adaptation and mitigation measures since 2008. With the goal to foster ambitious progress towards resilient, zero-carbon development, UNDP has also supported the implementation of the Paris Agreement on Climate Change by working with countries on achieving their climate commitments or Nationally Determined Contributions (NDCs).

THE UNDP NDC SUPPORT PROGRAMME

The NDC Support Programme provides technical support for countries to pursue a “whole-of-society”, integrated approach that strengthens national systems, facilitates climate action and increases access to finance for transformative sustainable development. The programme helps countries address these financial barriers by deploying a structured approach for scaling up sectoral investments and putting in place a transparent, enabling investment environment. Beyond direct country support, UNDP facilitates exchanges and learning opportunities on NDC implementation at the global and regional level by capitalizing on our close collaboration with the UNFCCC and other strategic partners.

GENDER INITIATIVE

Coordinating and connecting the interlinked processes of climate change and gender equality, by using NDCs as a platform, offers an opportunity to promote inclusive and successful development outcomes. The NDC Support Programme is supporting the work in 17 countries to ensure that gender equality aspects are factored into the NDC processes by leveraging analysis, strengthening institutional mechanisms, ensuring gender-responsive climate actions and disseminating best practices to enhance national-level capacities.

The Programme, which works in contribution to the NDC Partnership, is generously supported by the German Federal Minister for the Environment, Nature Conservation, and Nuclear Safety (BMU), the German Federal Ministry of Economic Cooperation and Development (BMZ), the European Union and the Government of Spain.



DISCLAIMER

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BACKGROUND

Nationally Determined Contributions (NDCs) are at the heart of the Paris Agreement and embodies efforts by each country to reduce national emissions and adapt to the impacts of climate change. In September 2015, Ghana committed to a set of 31 adaptation and mitigation actions and ratified the Paris Agreement in 2016. As part of the NDC implementation planning process, an in-depth gender analysis was conducted to better understand the gender differentiated impacts of climate change within two of Ghana's key NDC sectors: energy and agriculture.

The gender analysis reviewed the extent to which gender equality and women's empowerment considerations have been incorporated in Ghana's climate change and sectoral policies. It also set out to identify locus of inequalities so that targeted support for addressing these gender gaps can be provided. The recommendations of the gender analysis provide an important baseline for Ghana's gender work under the implementation of its NDC, while also informing other development and climate policies.

GENDER AND CLIMATE CHANGE

Women commonly face higher risks and greater burdens from the impacts of climate change due to their subordinate position in most societies. In the case of Ghana, women face inequalities when it comes to education, control and access to land, technology, decision-making power, and financial and other productive resources.

These inequalities stem from prevailing cultural norms as well as legal and regulatory barriers. Women's illiteracy rate is at 30% compared to 17% of men. In addition, women are also affected by the gendered divisions of labor which limit women to spend the majority of their time in unpaid, time consuming, productive activities such as collecting firewood or water, instead of in market-valued productive activities.

Ghanaian women spend more than two times as much time on domestic work than men (UNECA 2004). Consequently, women in Ghana are more likely to be impoverished than men, less likely to participate in policy-making and implementation and are less able to adapt to climate change impacts.

At the same time, women are powerful agents of change due to their important role in Ghana's relevant sectors for development and climate change - energy and agriculture. In Ghana, women produce 70% of the nation's subsistence crops, account for 52% of the labor force and contribute to 46% of the total GDP (FAO, 2012). Ghanaian women are also the primary providers of energy and water. Women have thus the unique, first-hand knowledge in the key sectors and are well-placed to play a key role in pushing effective and sustainable climate solutions.



GENDER ANALYSIS

The analysis looked into the respective contributions and gender differentiated impacts in two of Ghana's key NDC sectors: energy and agriculture.

ENERGY SECTOR

Women are the most important actors in the renewable energy sector due to their reliance on energy in the households and communities. Biomass, primarily wood fuel and charcoal, constitutes 67% of the total energy consumed in Ghana, which women rely on for cooking and heating. Without access to modern energy services, rural women spend hours performing basic subsistence tasks, which constrains them from accessing decent wage employment, educational opportunities and livelihood enhancing options, and also may lead to illnesses from indoor air pollution caused by the biomass fuels.

As for gainful employment in the energy sector, women are primarily active in the lower-paid, non-technical fields such as administration, finance, marketing and public relations. Women's economic contribution (ex. woodfuel collection) to the energy sector is usually unaccounted for as it is unpaid, unrecognized and undervalued. Therefore, women's production and consumption patterns of energy are often not accurately reflected in national statistics.

It is crucial to understand the gendered patterns of access, consumption and management of energy as women have the knowledge and skills as primary energy consumers to contribute to sustainable and clean energy solutions. Promoting women's leadership in renewable energy programmes, such as through training women entrepreneurs to provide renewable energy for rural households, will not only help women's economic autonomy by providing a source of income, but will offer them the opportunity to actively drive sustainable development within their communities.



**BIOMASS = 67%
OF THE TOTAL ENERGY
CONSUMED IN GHANA,
WHICH WOMEN RELY ON
FOR COOKING AND HEATING.**

AGRICULTURE SECTOR

It is estimated that the agriculture sector of Ghana expanded from a growth rate of 3 percent in 2016 to 8.14 percent in 2017. Agriculture is predominantly practiced on smallholder, family-operated farms using rudimentary technologies that produce about 80% of Ghana's total agricultural output. (GSS, 2018). Women are primarily involved in both crops and animal production at subsistence levels. They either work on their own as unpaid workers on family lands, or as paid or unpaid labourers for agricultural enterprises.

**Family-operated, smallholder
farms and rudimentary
technology produces about
80% of Ghana's agricultural
output. Women produce 70% of
the country's subsistence crops.**

Although women produce 70% of the nation's subsistence crops, they have difficulties in accessing land, land tenure security, technology and formal financial services due to socio-economic factors such as cultural/ customary norms and poverty among others. These conditions do not allow women to reach their potential in terms of productivity and economic power. It is estimated that if women farmers are granted similar access to resources (productive) as men, they could increase yields on their farms by 20 - 30%, which could raise total agricultural output in Ghana by 4 % leading to a reduction in hunger by 17% (SEND Ghana, 2014).

STRENGTHENING GENDER CONSIDERATION IN GOVERNANCE, PLANNING AND POLICY

Under the support of UNDP's NDC Support Programme, Ghana will be mainstreaming gender equality and women's empowerment in national climate action with three areas:

1

GOVERNANCE

Institutional arrangements and coordination mechanisms

2

PLANNING

NDC planning process such as national or sectoral roadmaps

3

POLICY

Mitigation or adaptation policy instruments



Difficulties in accessing land, land tenure security, and financing contributes to women's low productivity and economic power.

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FINDINGS AND RECOMMENDATIONS

GOVERNANCE

The involvement of relevant line ministries and gender government structures in mainstreaming gender equality in climate measures is critical as they are the ones concerned with implementation of policies and programmes. As the Ministry of Energy, the Ministry of Food and Agriculture and the Ministry of Gender, Children and Social Protection have all appointed a focal point on climate change and/or gender, there is an opportunity for enhanced institutional coordination.

However, challenges remain in regard to the institutional capacities to mainstream gender equality and to coordinate gender and climate issues across the sectors for effective NDC implementation. Since the concepts of climate change and gender mainstreaming are relatively new to the Ministries there is a gap in the technical capacity of staff and lack of resources. Another challenge is the lack of participation by the gender focal points in key decision making in policy development, project design and implementation of climate measures. This risks leaving gender equality concerns to be included as an after-thought instead of comprehensively being integrated throughout the policy or project cycle.

In addition, there needs to be a stronger effort to increase women's participation at all levels and to strengthen capacities on gender mainstreaming to ensure they are part of the decision-making process. As an example, the Ministry of Food and Agriculture only has 16% of total staff who are women, and only 9.5% are in a position of decision-making.

RECOMMENDATIONS & OPPORTUNITIES

- **Foster capacity development for staff in key line ministries**, explain concepts and entry points to promote a clear understanding of how to integrate gender equality aspects in NDC related actions. The newly formed Ministry of Fisheries and Aquaculture Development shall appoint gender focal points in their directories.
- **Develop a capacity building programme targeting staff from relevant sectors at the national and sub-national**, including the Metropolitan, Municipal, District Assemblies (MMDA) levels and across multiple sectors. Capacity building related actions outlined in the National Climate and Green Economy Learning Strategy can be utilized. The training should target all technical staff to build institutional capacities that can handle staff turnover. The outcomes of the capacity development programme should be integrated into the NDC implementation plan and additional project activities should be developed.
- **Establish improved coordination platform to better align Ghana's gender equality and climate agendas** and ensure a harmonized approach for institutions working on NDC implementation on the national and subnational levels. Such a coordination platform can be created by reconfiguring the National Climate Change Steering Committee (NCCSC) with a Gender Subcommittee and the Ghana Statistical Service. The latter can help identify gender data gaps and provide recommendations on current capacity needs.

Increasing women's participation at all levels and strengthening capacities for mainstreaming gender will ensure that women are part of the decision making process.

PLANNING


It is important to link the NDCs with ongoing national planning processes and integrate gender equality and women's empowerment aspects in sectoral, development, and NDC-related plans and strategies. Climate change was included in the 2017 national budget, Ministries and local government structures have to operationalize the allocations by prioritizing them in their sector plans accordingly. Due to the low priority given to gender equality considerations, it remains a challenge to ensure gender equality is well integrated within budget allocations related to climate change. Furthermore, most specific budgets for implementing gender related programmes are either not fully approved or partially released for funding.

A gap also remains with translating gender related plans into effective implementation. For instance, the Gender and Agriculture Development Strategy had a 40% quota on the representation of women for interventions aimed at agricultural development. However, this quota has not been realized due to a lack of monitoring gender responsiveness and sanctions for failure to comply. Another challenge is the lack of sex-disaggregated data to determine how women and men are impacted differently and contribute to key climate-related sectors.

RECOMMENDATIONS AND OPPORTUNITIES

- **Integrate gender equality considerations in Ghana's NDC Implementation Plan**, which outlines the programme of actions and budget allocations for the implementation of the country's NDC targets.
 - Integrating gender equality in the existing core planning process for the NDC will ensure a comprehensive approach and provides an opportunity to broaden the scope for addressing gender differentiated climate change impacts.
 - Instead of seeing women from a vulnerable group's perspective, the process offers an entry point for recognizing women's role as agents of change and key actors within climate action.
- **Carry out continuous advocacy and sensitization on the implementation of the National Gender Policy** which mandates for all sectors to mainstream gender into their planning and budgeting.
- **Enhance the data collection tool for the Strategic National Energy Plan II (SNEP)**, which is being extended to 2030, to make provisions for sex-disaggregated data. This will enable better ministerial coordination and institutionalization of gender statistics in the energy sector as outlined in the draft five-year Strategic Plan on Gender Statistics (2018-2022).
- **Creating a data hub for the collection of sex-disaggregated data** on the nature and impacts of climate change interventions in the energy and agriculture sectors can help with monitoring and evaluation efforts. The hub can potentially be located within the Environmental Protection Agency's data hub.

Integrating gender equality considerations in the existing core planning process for the NDC will ensure a comprehensive approach and provides an opportunity to broaden the scope for addressing gender differentiated climate change impacts.

A close-up, low-angle shot of a woman's head and shoulders from behind. She is wearing a blue and black striped shirt and a patterned headwrap. On top of her head, she balances a white tray filled with numerous small, clear plastic bags of dried, golden-brown snacks. The background is blurred, showing other people in a market setting.

Instead of seeing women from a vulnerable group's perspective, the process offers an entry point for recognizing women's role as agents of change and key actors within climate action.

POLICY

Ghana has various climate-related national and sectoral policies, such as the Food and Agriculture Development Policy, National Energy Policy and National Climate Change Policy which each integrate gender equality considerations at various capacities. Conversely, the National Gender Policy provides an avenue for mainstreaming gender equality in climate-related sectors.

However, the implementation of the policies remains a challenge since political will and capacity gaps limit the full realization of policy goals/agendas and gender considerations are considered an after-thought in projects or programmes.

A gender-responsive land policy would create opportunities for women to engage in more productive crops to increase their climate resilience.

RECOMMENDATIONS AND OPPORTUNITIES

- **Increase the capacities of women's rights organizations to develop a gender responsive land policy.** While the Land Bill which is currently under review to replace the National Land Policy (1999) aims to facilitate equitable access to land, women's access and control over land are more complex due to customary law and privatization of land. The voice of women's rights organizations (ex. NETRIGHT, ABANTU) can advocate and provide important input on climate change issues and provisions for enhancing women's access and control over agricultural lands. A gender-responsive land policy would create opportunities for women to engage in more productive crops to increase their climate resilience.
- **Integrate gender equality perspectives in the National Energy Policy,** which is currently under review to integrate climate change. The Energy Commission can initiate a policy dialogue on how to ensure that gender equality is integrated more comprehensively within the energy sector. Some areas to explore are providing quotas for women's representation and participation in decision making spaces and putting in place a gender sensitive monitoring and evaluation system to track progress, develop tools and guidelines to facilitate gender mainstreaming in all policies, programmes and initiatives across all subsectors of the energy sector. Gender-responsive energy policies will take into account the needs of women and poor communities to access modern energy services in order to reduce burdens on basic subsistence tasks. It can also promote women's leadership in renewable energy programmes to provide renewable energy for rural households.
- **Implement affirmative action policies that mandate a certain percentage (ex. 50%) of women beneficiaries and participants** in the programmes and projects. For instance, since the ratio in extension service delivery is 1:6 in favour of men, one recommendation would be to have a 30% minimum threshold for women's representation in extension service delivery. These affirmative action policies can increase women's participation and improve capacities for supporting climate interventions.

CONCLUSION

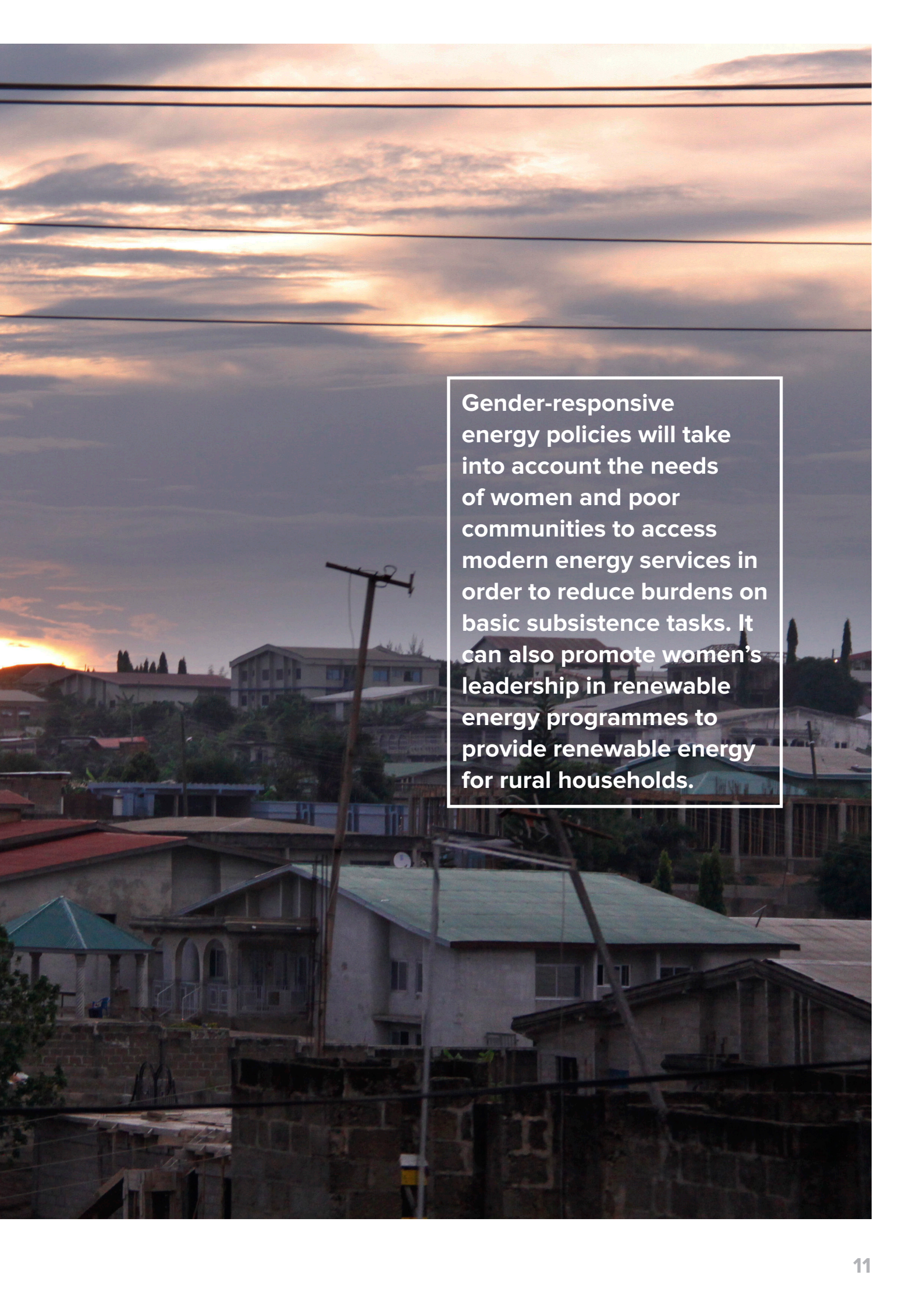
The gender analysis and its recommendations lay the groundwork for Ghana's gender-responsive NDC implementation and supports a more inclusive way forward to meet climate change commitments under the Paris Agreement and the 2030 Agenda.

The gender analysis revealed that the common gaps and challenges faced by institutions include:

- meeting financial and human resource capacity needs;
- integrating gender into budgets, policies; projects and actions from the initial stage instead of as an after-thought;
- and availability of sex-disaggregated data, among others.

The gender analysis thus recommends to integrate gender equality and women's empowerment considerations into existing core planning and policy instruments instead of creating parallel processes, ensure appropriate resource allocation for full implementation on the ground and increase capacities of institutions through capacity building programmes and coordination platforms.





Gender-responsive energy policies will take into account the needs of women and poor communities to access modern energy services in order to reduce burdens on basic subsistence tasks. It can also promote women's leadership in renewable energy programmes to provide renewable energy for rural households.

UNDP NDC SUPPORT PROGRAMME

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