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June 17, 1976

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To: AID/AFR/CAWA  
AID/Ghana

From: William F. Steel *W.F. Steel*

Subject: Report on Research Program for Ghana National Council on Women and Development (Contract N. AID/afr-C-1230)

1. Report: I enclose two copies of my report on A Programme of Research on Women's Employment and Income Opportunities in Ghana for the National Council on Women and Development. In addition to the copies to be distributed to AID/Ghana, I would appreciate your making the following distribution of 18 copies:

15 to the NCWD: 7 for the Steering Committee; 1 each for the Executive Secretary (Mrs. Abankwah), the Principal Research Officer (Dr. Date-Bah), the Information Officer (Mrs. Quartey), and the consultant (Dr. Oppong); 3 for the Research Officers; and 1 spare for the use of future consultants;

1 to Dr. Beverly Houghton  
S. U. N. Y. College at Old Westbury  
Box 210  
Old Westbury, N. Y. 11568;

1 to Dr. Marilyn Carr  
U. N. Economic Commission for Africa  
P. O. Box 3001  
Addis Ababa, ETHIOPIA;

1 to me.

2. Interviews and oral reports: I met with the NCWD Steering Committee on May 25 to discuss their research program, and on June 2 to present an oral report on my recommendations. I met with officers of AID/Ghana to present an oral report on June 3. In addition, I interviewed the following people regarding research related to NCWD's program: K. Twum-Barima, G. Botchie, J. Ahiakpor,

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C. Okali, F. Sai, R. Selley, K. Ewusi, S. Mabey (ISSER); S. Jones, S. Y. Tayman (Ministry of Planning); B. K. Senkyire, R. K. Osafo-Effah (Cooperatives Council); M. Carr (ECA Expert on Village Technology); M. Fuchs-Carsch (AID); C. Oppong, P. Twumasi, E. Date-Bah, R. G. Brooks, J. Ofori-Atta, K. Erbyrne, G. Benneh (University of Ghana); M. Greenstreet (Ghana Workers' College); E. A. Colecraft (Census Office); A. Agyakwa-Donkor (Ghanaian Enterprises Development Commission); G. Deighton (UNIDO); and J. Abbey (Central Bureau of Statistics).

3. Cooperation by NCWD: The NCWD was extremely cooperative. The Steering Committee spent the better part of two long meetings a week apart discussing their research priorities with me and commenting on my recommendations. They gave me an office (plus stationery), assigned a Research Officer (Mr. Ameyaw) to work with me, and made a typist available. They arranged for a rental car from State Transport to be placed at my disposal, although an unexpected crisis in their transportation situation meant that I had to share it a good deal (this worked out quite satisfactorily up until the critical last day, when my car disappeared--reputedly to the workshop-- and the other car proved more difficult to share).

4. Role of USAID funding of NCWD research programme: USAID funding of the Women in Ghanaian Development Project will play a critical role in promoting the effectiveness of the NCWD. Its ability to find out facts and to base recommendations on those facts is extremely limited at present, due to a research budget which is woefully inadequate to carry out any original research and to a research staff which is inexperienced (though quite hard-working and enthusiastic). Right now there seems to be relatively little connection between policy formation by the NCWD and research, both because of the lack of a coordinated program and because of the lack of research capacity to seek out answers to the types of questions that the Council would like to address. The situation should improve somewhat when Dr. Date-Bah joins the staff half-time as Principal Research Officer, but a research program of the type envisaged by USAID is essential if research is to have a meaningful input. The research projects will also give NCWD a chance to become involved with institutions which implement government policies and which therefore are critical in making sure that women benefit from government programs. In addition, they will enable the Research Officers to gain valuable experience by working in the field under supervision; this type of training is much more important at present than any formal training programs.

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Coordination and planning of the research effort seemed to me to be the first priority, and I devoted a major share of my time and report to this task. Even if funding for the entire project does not come through, the funding for my visit will have been useful in helping the Council to organize its research needs and priorities into an integrated framework which will enable those involved in one component of research to see how it fits in with the others. In addition, I attempted to design some projects so that NCWD might be able to get enough assistance from other domestic institutions (ISSER, National Service scheme, Cooperatives Council, TCC) to carry them out on a limited scale even if additional AID funds are not available.

5. Timing of project: It is now virtually impossible to get any major portion of the research program carried out in calendar year 1976. The delay in USAID approval of funds has prevented establishing any projects for this summer. Indeed, if funds have not been found by now to make at least some grants to small-scale researchers, the research effort will have been set back through loss of credibility among researchers whose proposals were solicited. One primary problem is that by the end of June it becomes very difficult to hire students as research assistants or enumerators, since they leave campus (or may have taken another job). Furthermore, experts and consultants cannot begin work on a major project such as this on a moment's notice. Dr. Beverly Houghton, a prime candidate for the position of field coordinator (as described in my report), has been lost to a combination of delay in funding and NCWD coolness to her original data-gathering proposal, as she had to respond to a more definite job offer. Dr. Ruth Sims Hamilton at Michigan State University is a possible alternate or a source of names, but I have been unable to reach her by phone and will have to write. The NCWD is searching for a local person, but with little expectation that the people they have in mind could be released to work full-time on NCWD research.

The research program needs at least two full summers for research, since that is when most people are available for field work and consulting work. Counting out 1976, that would leave the summers of 1977 and 1978 for the major data collection. The 1978/79 fiscal year would be needed for analysis of data and preparation of final reports. Hence the whole project should be re-scheduled over a longer period of time, ending in FY 1979. This does not involve substantial alteration of the program proposed by AID (other than the changes suggested in Section IV of my report), only a stretching-out. Indeed, even the delayed implementation on Schedule B in Appendix D should be regarded as optimistic--something to shoot for if all conditions are right.

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It probably would not be wise to embark on a crash effort to get a lot of research done early. Although the Council is looking to the research for guidance in matters of urgent priority, it would be risky to strain the limited research resources before the research program has been thoroughly planned and has enough experienced supervisors to ensure smooth operation.

6. Use of consultants: The NCWD prefers not to use outside (non-Ghanaian) consultants unless necessary to complete an important project by a particular time because local personnel are unable or unwilling to undertake it at that time. This reluctance is partly based on recognition of the high cost of paying air fare and per diem, but more fundamentally represents a concern that the consultant may not be sufficiently familiar with local conditions and culture or may have interests which do not conform to the priorities of the NCWD. Their point is valid, and I especially agree that it is important to make every effort to recognize and reward local expertise. AID should make sure that it has made thorough efforts to find local consultants when seeking assistance on projects, and should pay qualified people at international consulting rates (or at least at rates established by the University of Ghana). \* This does not mean, however, that the Council is unwilling to use outside consultants; it recognizes that it is often easier to obtain full-time researchers from outside than to have them released from their duties in Ghana. In the case of Dr. Houghton, although the Council turned down the data-gathering proposal by Houghton and Oppong, they were willing to consider her for a field coordinating position to implement some of the projects to which they assign higher priority (after deciding that such a person is indeed necessary to ensure that the research program is carried out effectively in an integrated manner). They decided to spend

\*Basing consulting fees purely on salary is unfair to people overseas, since they have already taken a salary cut compared to what they could get in the U. S. In any case, it should be noted that University salary in Ghana is for three ten-week terms (30 weeks), of which several weeks are set aside for examinations and during which several weeks of consulting are permitted. Hence the academic salary should be regarded as approximately six months' salary, not as nine months'.

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a week searching to assure themselves that in fact none of the qualified local personnel would be able to undertake the job, and then to request that AID fund Dr. Houghton. \* Thus budgeting for and seeking out external consultants can often play a vital role in getting jobs done.

WFS:kc

Enclosures.

\*Dr. Houghton has, however, accepted another job for next year. She plans to be in Ghana this summer, and the possibility of her coming the following year might be discussed, since it is quite possible that no one will be found before next June. I have attempted several times to call Dr. Ruth Sims Hamilton at Michigan State University for further leads, but she apparently is out of town. I will write to her.