

Action Plan

FY 1990-1991

GHANA

THIS ACTION PLAN IS TO SERVE AS AN EXAMPLE OF AN ACTION PLAN WITH A RELATIVELY CLEAR, WELL-ARTICULATED PROGRAM LOGFRAME.

SECTION II HAS BEEN REVISED FROM THE ORIGINAL. THE MISSION PARTICIPATED AND CONCURS IN THE REVISION.

THE REVISION SHARPENS THE FOCUS OF THE ORIGINAL LOGFRAME AND ARTICULATES THE PROGRAM'S TARGETS AND SUBTARGETS IN TERMS OF RESULTS RATHER THAN PROCESS.

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J.C. 20523

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February 10, 1989

Mr. Walter Bollinger
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Washington, D.C. 20523

Dear Walter:

I am pleased to transmit USAID/Ghana's Action Plan to you. The Action Plan reviews our progress in implementing the medium-term, FY 1988-90 strategy for AID assistance to Ghana, as elaborated in the FY 1990 Concept Paper. It also discusses our plans and related issues for implementing our program for the remainder of the Concept Paper period, and it describes our plans for preparing the FY 1991 CISS to set the course for U.S. assistance for the future.

The last year has been a productive one for us in Accra. Following the approval of our FY 1990 Concept Paper last Spring, we designed the Agricultural Productivity Promotion Program with the Government of Ghana as a cash grant and obligated it ahead of schedule last August. Implementation of the program is on schedule.

We also obligated the Human Resources Development Assistance Project last August and have developed an exciting training plan that emphasizes in-country training for the private sector.

Our Population/Health Program continues to have impressive accomplishments in educating the Ghanaian public about family planning, in training tremendous numbers of people in both the public and private sectors in family planning service delivery, and in distributing contraceptives through the public and especially private sectors. This highly innovative program now provides 50% of the contraceptives available in Ghana. It is satisfying to see our efforts begin to stimulate a dialogue between the Government and the private sector providers of health services. We hope to support and broaden this dialogue with a new population/health program beginning in 1990.

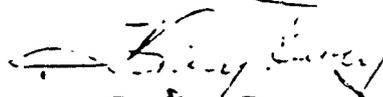
Through our PL 480 Title I program, USAID was the first donor to pledge resources to Ghana's Program of Actions to Mitigate the Social Costs of Adjustment, an innovative, high priority program for Ghana as it undertakes ambitious structural adjustment.

These achievements are discussed in the Action Plan, and they confirm that the Concept Paper's medium-term strategy for AID assistance to Ghana is still valid. As the Concept Paper only applies until 1990, though, the Mission is now beginning analysis for the new CDSS. Last week, in fact, we launched the MAPS exercise with AFR/MDI to develop a private sector strategy. In March or April we hope to initiate an assessment of the education sector.

The Action Plan also discusses some of the difficulties we face here in Accra. Most important is staffing constraints; especially our vacant Assistant AID Representative/Program Officer position. I have discussed this at length with the Bureau, but thus far we have not succeeded. I am pleased that the remaining positions have been filled, including replacements for the Population/Health Officer and the Project Development Officer, both of whom will depart this Summer. I believe AFR/MGT deserves praise for their efforts to help solve our staffing problems this past year.

I look forward to reviewing the Ghana program with you and the Bureau during Program Week. It will also be helpful to discuss our efforts to broaden our understanding of the country and its development problems as we move forward to preparing a CDSS in 1990.

Sincerely,



F. Gary Towery
AID Representative

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USAID/GHANA ACTION PLAN

ACRONYMS

AIRA	Adventist Development and Relief Agency
APPP	Agricultural Productivity Promotion Program
CDSS	Country Development Strategy Statement
CIDA	Canadian International Development Agency
CRS	Catholic Relief Services
CSM	Contraceptives Social Marketing
CSP	Contraceptive Supplies Project
DFA	Development Fund for Africa
DFR	Department of Feeder Roads (Ministry of Roads and Highways)
EAP	Environmental Action Plan
ERP	Economic Recovery Program
ESP	End of Service Payment
FFW	Food for Work
FSN	Foreign Service National
GOG	Government of Ghana
GSC	Ghana Seed Company
HPNO	Health/Population/Nutrition Officer
HRDA	Human Resources Development Assistance Project
IEC	Information, Education, and Communications
IFAD	International Fund for Agricultural Development
MIDAS	Managed Inputs and Delivery of Agricultural Services Project
MAPS	Manual for Action in the Private Sector
MCH	Maternal and Child Health
MOA	Ministry of Agriculture
MOH	Ministry of Health
NCDS	National Centre for Development Strategies
NGO	Non-governmental Organization
OICI	Opportunities Industrialization Centers International
ORT	Oral Rehydration Therapy
PAMSCAD	Program of Actions to Mitigate the Social Costs of Adjustment
PDO	Project Development Officer
PVO	Private Voluntary Organization
RHUDO	Regional Housing and Urban Development Office
SOE	State-Owned Enterprise
SOW	Scope of Work
TBA	Traditional Birth Attendant
USDH	U.S. Direct Hire
WFP	World Food Programme

USAID/GHANA

ACTION PLAN - FY 1989-90

VIEW OF PROGRESS IN ACHIEVING AID'S STRATEGIC OBJECTIVES

Program Impact Assessment

1. Strategy recap. USAID/Ghana's strategy for the FY 1988-90 period is outlined in its FY 1990 Concept Paper, approved by AID/W in April 1988. The goal of AID assistance in Ghana is to contribute to an increase in Ghanaian per capita income growth. The means for achieving this goal are, on the income side, to support the second phase of Ghana's Economic Recovery Program (ERP II; structural adjustment phase), and on the population side, to ensure the availability of family planning and health services. Funding and other constraints have limited the focus of this medium-term strategy to the four objectives discussed below.

2. Objective 1: contribute to acceleration in the creation of productive employment in the private sector with an emphasis on agriculture

The Commission has recently launched two initiatives to achieve this objective: the Agricultural Productivity Promotion Program (APPP) and the Human Resources Development Assistance Project (HRDA). Both of these activities are off to a good start, but since they were only obligated in August 1988, it is too early to see an impact on employment.

APPP, which focuses on increasing productivity in food crop production, has already had several actions taken to increase the private sector's role in providing the inputs of fertilizer and improved seeds in agriculture. Policy dialogue during the USAID/Government of Ghana (GOG) collaborative design of APPP led to: 1) recognition that the GOG/World Bank program of fertilizer privatization was one year behind schedule; 2) a detailed implementation plan to catch up on privatization actions; 3) the prompt advertising for and selection of private fertilizer retailers in two pilot regions; and 4) the enforcement for the reduction of fertilizer subsidy, which the GOG has just announced to be lowered to 15%. This dialogue also led to termination of the ERP II project and agreement to pursue privatization/restructuring of the Ghana Seed Company (GSC) through the program assistance approach instead. Feasibility studies have begun to value the assets of the GSC and examine the potential for a well developed improved seed market in Ghana, which will help inform future decisions on the future of the company and the seed industry.

In addition, APPP's first tranche of \$5.94 million has been disbursed (\$4.5 million from the DFA, \$1.44 million from deobligated/reobligated MIDAS II funds), providing foreign exchange through the GOG's foreign exchange auction to private importers in Ghana and local currency generations (cedis). Increased imports have been critical for increasing capacity utilization and productive employment in industry, although data on the quantitative impact on employment are not yet available. Cedis generated from this tranche have been programmed to help address other constraints to increased agricultural productivity, primarily for feeder roads improvement and strengthening

agricultural extension, and these activities are now getting underway. Cedis are also programmed for policy studies and for improving GOG program monitoring and evaluation, so that the impacts of APPP will be better measured and understood in the future. Depending on further examination of the financial sector and what the GOG and other donors do to strengthen financial institutions, some APPP generated cedis may also be programmed for credit, which has been a major constraint on private sector growth.

Prior to obligating HRDA funds, the Mission commissioned a Private Sector Training Needs Assessment, which included an examination of selected Ghanaian training institutions for in-country training. Since HRDA was obligated in August, the Mission and GOG have agreed on a training plan based largely on that assessment which provides for substantial training for the private sector, both overseas and in-country. With HRDA support, in-country training will be done by a Ghanaian management training institute with strong expertise in follow-up consulting with private enterprises. A third of the participants already approved for overseas training with FY 1988 funds under HRDA are women.

Another way that the Mission has promoted productive employment in the private sector is through PL 480 Title II. With PL 480 Title II food for work (FFW), the Adventist Development and Relief Agency (ADRA) has promoted increased productivity and incomes of Ghanaians. FFW activities have included vocational training for women, agriculture projects (food crops, cash crops, and agro-forestry) and improvement in rural infrastructure.

With PL 480 Title I local currency generations, USAID has provided support for Ghana's preparation of an Environmental Action Plan (EAP). This Plan will be a first step in Ghana's maintenance of its natural resource base for sustainable development. USAID recently participated in a GOG/donor review of the working papers for the EAP.

Through policy dialogue over the past year, USAID has encouraged the GOG to require environmental impact statements for new projects, and this requirement was just announced by the GOG.

1.1.3. Objective 2: help finance some of the costs of the structural adjustment program, specifically the costs of redeploying government employees and costs associated with divestiture of SOEs

Since 1985, the GOG has retrenched about 24 thousand employees from the civil service and 32 thousand employees from the SOEs. Under the Policy Framework Paper it plans to remove 12 thousand additional employees from the civil service in 1989 and to reduce by 5% per year the number of all SOE employees. Divesting itself of SOEs would cost the GOG over 100 billion cedis (\$431 million at current exchange rate of \$1=¢230) in employee end-of-service payments alone, which is over half the projected 1989 GOG budget. These actions are among the most visible and costly of the GOG's planned reforms under its ERP.

Originally, the Mission planned to help the GOG finance redeployment and divestiture costs with cedis generated from fast disbursing program

assistance, but development of the first such program, APPP, highlighted the urgent need to focus resources on the major constraints to agricultural production. To address the GOG's need for resources to keep the redeployment and divestiture effort on track, the Mission has been discussing with the GOG and other donors the possibility of using PL 480 Title I generated cedis. We have already allocated the cedi equivalent of about \$760 thousand for credit and training activities for redeployees.

The GOG designed its Program of Actions to Mitigate the Social Costs of Adjustment (PAMSCAD) to finance these and other costs associated with ERP, and the Mission pledged \$6 million from PL 480 Title I cedis for its support. In addition to the redeployee activities mentioned above, about \$260 thousand equivalent in PL 480 Title I cedis have been allocated for credit for small-scale enterprises. Also, the Mission has encouraged U.S. PVOs to be responsive to the GOG's invitation to PVOs for assistance in implementing PAMSCAD and submit proposals to the GOG and USAID for cedi financing under the PAMSCAD umbrella. Opportunities Industrialization Centers International (OICI), a U.S. PVO, has already responded and submitted a proposal to the GOG for approval. In addition, a new PVO activity under PAMSCAD which AID has helped launch and is now supporting with dollars and food aid is the Collaborative Community Forestry Initiative in Northern Ghana. The Peace Corps is providing volunteers to the project, and the main implementors are the Adventist Development Relief Agency (ADRA), the GOG Forestry Department, and Amasachina, a Ghanaian PVO.

1.1.4. Objective 3: improve management of population pressures

The current USAID population program began in September 1985 with the launch of a \$7 million four-year Contraceptive Supplies Project. Since then, through effective integration of additional central and regional resources (approximately \$3 million) with the project, a comprehensive population/health program has been developed with public and private sector activities in training, research, service delivery, program management, IEC, and policy development and implementation. The overall purpose of the program is to bring about an increase in the voluntary use of safe and effective modern contraceptive methods in order to promote better health of mothers and children through birth spacing and to slow population growth.

The USAID population program was evaluated in March 1988. The evaluation found that in most areas the program was either achieving or exceeding expected outputs, although it was still too early to measure impact on contraceptive prevalence. In particular, the program has achieved considerable success in developing service delivery channels in the private "for profit" sector, including an innovative program to deliver family planning services through private maternity homes. The contraceptive social marketing program has expanded its retailer network to approximately 3000 retailers nationwide and, according to the recently completed Demographic-Health Survey, is already providing 50% of the contraceptives in Ghana. A Centers for Disease Control analysis of Ministry of Health (MOH) and Contraceptive Social Marketing (CSM) program statistics conducted in January 1989 indicates that over the 1986-88 period, USAID's population program alone has been responsible for a 34% increase nationwide in total couple-years of protection. The recently completed Demographic-Health Survey also indicates

some significant achievements which can be largely attributed to USAID's current program. Comparing results of this survey with those of the last nationwide contraceptive prevalence survey conducted in 1980 indicates dramatic changes in attitudes which holds promise for increased family planning services demand. (Due to the dramatic downturn in the economy which was accompanied by a reduction in donor support due to strained political relations, the National Family Planning Program virtually ceased to function between 1980-1985). In 1980, only 12% of currently married women wished to cease childbearing, compared with 23% in 1988. However, an additional 45% in 1988 wished to postpone their next child by at least 2 years. Knowledge of family planning methods and their source has also increased dramatically, from 68% to 79% for the former and from 44% to 73% for the latter.

Such statistics and the perceived success of the program to date, however, cannot mask the fact that continued effort will be required if true program impact is to be made and this objective, improved management of population pressure, is to be reached. While desire for reduced childbearing, contraceptive availability and basic knowledge of contraception have all dramatically increased they have not, as yet, been translated into a significant increase in family planning or contraceptive use. Since 1980, use of all methods by currently married women has increased by only 3% (from 10% to 13%). Studies conducted by USAID, as well as the Demographic-Health Survey, all indicate that continuous and more widespread education regarding modern methods is what is now required to bring about the desired increase in prevalence. Major efforts are underway in both the public and private sectors to address this issue.

1.1.5. Objective 4: increase the Mission's knowledge and understanding of the private sector and of aspects of the ERP

The Mission's analytic activities were based on information needs identified in the FY 1990 Concept Paper as well as strategy (CDSS) and program (APPP) design needs in the following areas.

Private sector. An investment climate assessment was conducted which provided a profile of the private sector, described constraints to its development, and laid the basis for future analysis and programmatic interventions. A private sector training needs assessment was done under HRDA to design a private sector training program. Under the Contraceptive Supplies Project, special studies and continuous assessment have been done on the role and performance of the sector (both for profit and non-profit organizations) in family planning service delivery and contraceptive distribution. Special study topics have included traditional birth attendants, market women, and midwives.

Financial sector. A study was conducted with joint financing by Technoserve/Ghana to provide an analytical base to develop suitable mechanisms for extending credit to private sector small farms and enterprises.

Agriculture and food. The design of the APPP involved extensive analysis of the agricultural sector which greatly enhanced Mission knowledge of the sector. Under this program, scopes of work are being finalized for three studies to be completed on extension, fertilizer and food aid in 1989. The PL 480 Title II program is being evaluated.

Social sectors. Eleven studies have been conducted on aspects of the health, nutrition and population sector (on such topics as weaning foods, oral rehydration, and MOH facilities) while, under the CISS design process, scopes of work have been drafted for studies to be conducted in 1989 on the education sector and urban-rural linkages.

Overall economic reform. Monitoring reports were prepared on public sector restructuring and PAMSCAD. The design of the APPP involved comprehensive review and analysis of the economy while a study was planned under the program to analyse the impact of structural adjustment on the poor (Cornell study). Donor support to the ERP was tracked through a survey of official development assistance and regular aid group meeting reports.

1.2. Implications for Future Program Action

1.2.1. General implications. While the FY 1990 Concept Paper goal and principal objectives remain generally valid for the remainder of the period (through FY 1990), they need to be reexamined in light of the CISS. Mission design, implementation, and evaluation efforts over the past year have shown that these objectives, while broad, should be broadened even further. This is discussed in the sections immediately following.

With program assistance, such as APPP and PL 480, it is difficult to attribute impact only to USAID, and any measurement of impact requires rigorous monitoring and evaluation. A rigorous monitoring and evaluation system has been established for APPP (discussed in Section 3.2) which will require substantial GOG and USAID inputs. As pointed out in a recent draft audit, such a system is lacking for PL 480 Title I, and it is not clear that it can be readily established within the next year given current USAID and GOG staff resources.

1.2.2. Objective 1: productive employment creation. The design of APPP made clear that productive employment creation means not only creating new jobs but making existing ones more productive. An indicator of both of these is increased incomes. In agriculture, APPP will contribute to creation of productive employment by helping farmers become more productive through improved supply of key inputs (fertilizer and seed), and by creating additional opportunities in the private sector to provide agricultural inputs and to market agricultural produce.

The Mission will work closely with the GOG to help it implement the policy reforms and programs supported by APPP. Especially important will be carrying out additional steps to introduce private sector importation and distribution of fertilizer and agreeing on a privatization/restructuring implementation plan for the Ghana Seed Company. Among the options the Mission and GOG are exploring for receipt of APPP local currency support are the GOG's efforts to eradicate guineaworm (supported by Global 2000 and the Centers for Disease Control), which is a major cause of lost agricultural productivity in Ghana. An estimated one million Ghanaians, an estimated 45-50% of whom are women, lose one-three months per year of effective labor time to this debilitating disease.

HRDA will contribute to creation of productive employment by helping private entrepreneurs to acquire more skills, and by providing training opportunities to public sector officials which will help improve the environment for private sector growth. Given HRDA's limited budget, attention must be paid to carefully identifying participants for overseas training. However, for HRDA to have significant impact and be cost-effective, AID/W will need to promptly recruit a U.S. training institution with strong private sector skills to support the selected Ghanaian management training institute.

In addition, USAID will support the GOG's efforts to improve natural resources management by conducting a training needs assessment and providing training in appropriate areas, such as in environmental impact analysis. HRDA will probably be the means for providing this training.

1.2.3. Objective 2: financing structural adjustment costs. Since the overall costs of structural adjustment are massive and the Mission's means to finance them are limited to PL 480 Title I local currency generations (with perhaps minimal additional support from APPP), it is unlikely that the USAID program, at current funding levels, will have a major impact in this area. Given the political sensitivities intrinsic to laying off government workers, the Mission believes it should maintain a low profile in supporting retrenchment. Contributing to a fund supported by several donors may be the best approach, and we will explore this with the GOG and other donors. Before the Mission could consider such a contribution, the GOG will need to decide what kind of end-of-service payment package it will offer retrenched workers. This will be a politically charged decision made at the highest level of government. USAID will consider providing support for a GOG study which examines various end-of-service payment options.

Where AID can clearly have some impact is in supporting PAMSCAD project efforts, not only those projects concerning redeployees, but also other projects which will help combat negative consequences of ERP at the local level. We are currently attempting to leverage our resources by encouraging PVOs to make proposals for PL 480 Title I cedi support to supplement their own and local resources. Already OICI's proposal has proceeded through much of the GOG bureaucracy, and the Mission believes this approach is promising.

1.2.4. Improve management of population pressures. The specific objectives for this component of the Mission's portfolio remain valid, since slowing population growth and bringing it more into balance with economic growth and development will remain crucial for the attainment of real per capita income growth. USAID will continue its current efforts in the private sector with its contraceptive social marketing program, its activities with private midwives and physicians, its program for provision of primary health care services through traditional birth attendants, and its program with market women. In the public sector it will continue support for family planning in-service and pre-service training of all nurses, midwives and physicians, for improvement of the MOH logistics and management information system, for improvement of health management, and for expansion and improvement of the health education capabilities of the MOH. However, in the future, all of these efforts will be broadened to include other primary health care interventions in support of the major thrust of the national health program,

which focuses on maternal and child health and child survival. In addition, USAID will identify and expand into private sector, and possibly other public sector areas that so far have had minimal involvement with family planning and other primary health care interventions.

The achievement of program objectives will be contingent upon the continuation of the current level of effort in all of the above areas in both the public and private sectors. This will require continued USAID support and policy dialogue contributing to increased GOG recognition of the importance of family planning in national development and of the very significant role which the private sector can play in health care delivery. Such GOG recognition, moreover, must be translated into increasing levels of government support for public sector population programs, as well as policy level support for private sector efforts in health care delivery. In preparation for the expansion of the program USAID must assess and identify potential channels for family planning service delivery which can also serve as channels for the delivery of other child survival interventions. Expansion into new channels will not occur, however, until the beginning of the new health/population project in 1990.

1.2.5. Increase Mission's knowledge. The need to increase Mission knowledge of the private sector and ERP through information collection and analysis is still great. The studies program is well underway and is progressing satisfactorily. The scope of the strategic objective of increasing Mission knowledge is sufficiently broad to cover planned CDSS studies (including the social sectors and urban-rural linkages).

2. STRATEGIC OBJECTIVES, TARGETS, AND BENCHMARKS FOR THE PERIOD MARCH 1989 - SEPTEMBER 1990

The focus of the AID assistance to Ghana is in three areas central to the Government of Ghana's program to improve Ghanaians' per capita income in the short to medium term: job productivity and job creation; maintaining the momentum of the structural adjustment or Economic Recovery Program (ERP); and more effective management of population pressures, principally through wider use of family planning methods. In addition, given the rapidly evolving economic environment and the larger place being given to private sector initiative, it is important that AID adequately understand issues in these areas. The program logframe outlined in this section shows clearly what results the Mission expects to achieve over the next three to five years through the provision of planned assistance.

Objective 1: Accelerate Creation of Productive Employment in the Private Sector, with an Emphasis on Agriculture

Target 1-1: Increased farmer incomes and productivity from maize and rice

Sub-Target 1-1a: Improved market access due to feeder road rehabilitation

- Benchmarks: . 7,800+ farm households affected by the 780 km of feeder road rehabilitated
- . Regional MOA data on maize and rice yields show increases: maize from current average (1.1 MT/ha) to 1.4 MT by 1993; rice from current average of 1.0 MT/ha to 1.1 MT in 1993
- . MOA estimates of marketed surplus by region for rice and maize

Sub-Target 1-1b: Improved seeds more widely available due to restructuring of Ghana Seed Company and overall seed industry

- Benchmarks: . 1700 MT of improved maize seed marketed through all sources in 1993
- . 40 percent of maize area cropped planted with improved seed (up from 30 percent in 1988)

Sub-Target 1-1c: Better access to fertilizer due to privatization of fertilizer trade

- . 40 percent of maize area fertilized (up from 30 percent in 1988)

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Sub-Target 1-1d: Better extension advice due to 2500+ extension agents being better equipped and trained

Benchmarks: . MOA-reported extension agent contact hours increases; each agent serves 1,150 farmers in 1991, up from 350 farmers/agent in 1988

Target 1-2: Approximately 350 private entrepreneurs more skilled, especially in management

Benchmarks: . Follow-up visits to trainees subjectively reflect income/productivity impact of improved skills

Target 1-3: Short-term job creation in rural areas on private sector contracts for feeder road rehabilitation (1700+ people)

Benchmarks: . Contractor reports on numbers of temporary employees confirm estimates

Target 1-4: Increased employment in private trade of fertilizer and seeds

Benchmarks: . Private trader interviews show expansion of enterprises to handle increased volumes of fertilizer and seeds (baseline not established)

Objective 2: Finance some of the Costs of the Structural Adjustment Program

Target 2-1: Losers from Structural Adjustment Program are compensated

Benchmarks: . Agriculture-bound redeployees from SOEs furnished equipment, credit packages

Target 2-2: Government of Ghana's (GOG's) political support and the momentum of the Economic Recovery Program are maintained

Benchmarks: . USAID-supported PAMSCAD activities (e.g., community decentralization initiative focussing on community infrastructure) are well-received and executed by communities

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- . PNDC continues to rally behind ERP, move it along
 - . Overall growth rate (5 percent/yr) sustained
 - . Foreign exchange market remains liberalized
 - . PFP, PIP, PEP structure and budgetary discipline maintained

Objective 3: Improve Management of Population Pressure

Target 3-1: Overall contraceptive use increases from 12.8 percent to 16 percent by 1991

- Benchmarks:**
- . 90 percent of clinics report contraceptive stocks and usage
 - . 68 district level personnel working as family planning trainers
 - . 3200 level B service providers trained in family planning and functioning
 - . contraceptives available in Accra markets
 - . 1500 Traditional Birth Attendants trained
 - . 1200 physicians trained in family planning
 - . Sales volumes of modern contraceptives increase

Objective 4: Increase Mission Knowledge

Target 4-1: Establish analytical basis for Mission assistance strategy

- Benchmarks:**
- . Private sector description and analysis
 - . In-depth evaluations of food assistance programs
 - . Studies to look at impact of structural adjustment on the poor
 - . Sectoral and subsectoral analyses as needed

Target 4-2: Inform Mission/GOG policy dialogue with view to formulation of more appropriate policies in future

Graphically, this program logframe can be summarized:

USAID/USAID PROGRAM LOGFRAME

Program Goal

To improve Cambodia's per capita incomes in the short to medium term

Strategic Objectives

Accelerate creation of productive employment in the private sector, with an emphasis on agriculture

Finance some of the costs of the structural adjustment program

Improve management of population pressure

Increase Diiision knowledge

Targets

Increased farmer incomes and productivity from maize and rice

Approximately 350 private entrepreneurs more skilled, especially in management

Short-term job creation in rural areas on private sector contracts for feeder road rehabilitation (1700+ people)

Increased employment in private trade of fertilizer and seeds

Losses from structural adjustment program are compensated

EC's political support and the momentum of the Economic Recovery Program are maintained

Overall contraceptive use increases from 12.8 percent to 16 percent by 1991

Establish analytical basis for Diiision assistance strategy

Inform Diiision/Don policy dialogue with view to formulation of more appropriate policies in future

Sub-Targets

Improved market access due to feeder road rehabilitation

Improved seeds more widely available due to restructuring of Chae Seed Company and overall seed industry

Better access to fertilizer due to privatization of fertilizer trade

Better extension advice due to 2500+ extension agents being better equipped and trained

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3. MISSION MANAGEMENT, MONITORING, AND COORDINATION ACTIVITIES

3.1. Resource Management: Plans and Issues

3.1.1 Setting priorities. Given the Mission's limited budgetary and staff resources, it is essential to set clear priorities and stick to them. These priorities must fit within the objectives set out in the FY 1990 Concept Paper, as discussed in previous sections, or support the development of the new CDSS. Although Ghana is now on many lists for "priority" interventions, it is impossible for the Mission to responsibly handle all of them. In order to more effectively focus on the most important priorities, USAID has taken two major actions: 1) terminated the MIDAS II Project and reobligated funds for APPP; and 2) declined several initiatives emanating from AID/W, RHUDO, and elsewhere to explore or launch new activities (e.g. to cofinance a project to provide training to local government officials, to study scientific associations).

3.1.2 Staffing. While AID/W has approved 8 USDH positions for Ghana, only 7 have been approved under NSDD 38 (MODE). The 7 are: AID Representative, Program Officer, Project Development Officer (recently reclassified from GDO), Health/Population/Nutrition Officer (HPNO), Controller, Executive Officer, and Secretary. Key staffing gaps which have handicapped the Mission are: the Controller, which was only filled in late January; the Program Officer, which is still vacant after almost a year of recruitment efforts; and the Food for Peace Officer (either USDH or FSC). In addition, since the new Executive Officer came to Ghana on a direct transfer in August, he has been away from post on home leave and medical evacuation for almost all of the past three and one half months. USDH and FSN staff at post have had to assume double duty and, to some extent, neglect certain tasks. As a result, program implementation and efforts to launch the analytical work for the CDSS have suffered.

In order to strengthen the Mission's program development and implementation capabilities, prompt recruitment of a strong Assistant AID Representative/Program Officer is critical. In addition, the Mission is augmenting its FSN staff. Outstanding FSN participation in the design and implementation of APPP has confirmed the importance of FSNs for Mission program development and implementation. USAID recently recruited a professional FSN in health/population and is now reviewing candidates for two recently created positions: Private Sector Advisor (to work on private sector strategy development and any subsequent program design and implementation) and Human Resources Development Officer (to work on implementation of the Human Resources Development Assistance Project and on strategy development, and on any subsequent program design and implementation in the human resources sector). The Mission is also planning to strengthen its management capabilities through recruitment of an FSN as Assistant Executive Officer.

3.1.3 Policy dialogue. Already the Mission has on-going policy dialogue with the GOG on issues in the agricultural and population/health sectors, food aid, and GOG employee redeployment and SOE divestiture. USAID will continue the dialogue in these areas, focusing on: the role of the private sector in inputs and services delivery; environmental impact analysis; improving GOG analysis on the impacts of food aid, improving coordination within the GOG for formulating food aid requests; programming of PL 480 Title I cedis for

PAMSCAD, payment of redeployment costs and other costs of SOE divestiture, and health services delivery; and improving the supply of rural credit to farmers and entrepreneurs.

Other areas for USAID/GOG dialogue may relate to the education sector, urban-rural linkages, and private sector growth. Further evaluation work (PL 480) and research (private sector, education sector, urban sector), as well as complete Mission staffing will be necessary before we can undertake such dialogue.

3.1.4. Local currency management. The APPP design, PL 480 draft audit report, and recent Mission vulnerability assessment all point to the need for strong management of local currency generated from APPP and PL 480 Title I. The Mission will establish a complete local currency monitoring system once our new Controller is fully on board.

3.1.5. Contraceptive Supplies Project pipeline. Recent Project Implementation Reviews have highlighted the Contraceptive Supplies Project's large pipeline. The problem is exaggerated, since it primarily stems from incomplete and delayed AID/W financial reporting on contraceptive procurements (earmarking, commitment and disbursement). Some progress is now being made as payment vouchers are now being processed for payment. The Mission will continue to monitor this problem.

3.1.6. PL 480 Title I Agreements. In recent years the Mission and GOG have experienced difficulties in signing PL 480 Title I agreements in a timely manner. This had led to delays in reporting on progress in self-help measures and frustrations of the GOG, USAID, and undoubtedly AID/W. The main difficulty faced by the GOG is how to fit our commodities that are made available very late in the year with already committed procurements and other food aid. In order that the GOG and USAID initiate proposals and negotiations on the commodity mix earlier, the DCC should provide information sooner on which commodities are available for Ghana.

3.1.7. CDSS. In addition to designing the Family Health/Child Survival Project, the major new activity of the Mission for the remainder of FY 1989 and early FY 1990 will be preparation of the CDSS. USAID plans to submit it to AID/W for review early in the second quarter of FY 1990.

Major research efforts for the CDSS are: studies on the private sector (including surveys of private enterprises and the private sector environment); study of rural-urban linkages; assessment of the education sector (including examination of options for possible future A.I.D. intervention); study of the impact of ERP on the agricultural sector; update of the health sector assessment (done in October 1987); study of potential service delivery channels in health and population; and assessments of malaria and oral rehydration therapy (ORT). In addition, USAID is now completing a study on past AID assistance and development strategies in Ghana.

Regarding food aid, the Mission is planning evaluations of its two PL 480 Title II programs (to be planned and implemented in full collaboration with the two concerned PVOs). USAID has already received information on implementation of Title I from the recent audit; more will be learned

about the substantive issues of Title I and all food aid in Ghana through two other studies. The first is planned under APPP, which is now being designed by the GOG in collaboration with USAID and the World Bank, and will be managed by the GOG's National Centre for Development Strategies. The second, which is still in the exploratory stage, is a joint USAID/World Food Program review of all food aid programs in country. The Mission is considering engaging Planning Assistance, a PVO with a cooperative agreement with FVA, to assist in planning this second study and perhaps also to assist in subsequent food aid strategy development.

Other inputs for strategy development will include the latter stages of MAPS for the private sector, with assistance from AFR/MDI and PRE, and a population sector strategy, with assistance from REDSO/WCA. The Mission will also request support from PPC/WID and AFR/PD in obtaining assistance to examine women in development issues for the CDSS.

This research and strategy development plan for the CDSS is subject to revision, but in any form it will not be feasible without a Program Officer on board soon.

3.1.8. Collaboration with PVOs. Current USAID collaboration with PVOs primarily consists of CRS and AIRA implementation of PL 480 Title II programs. The Mission has also encouraged PVOs to apply for PL 480 Title I cedi support under the PAMSCAD umbrella.

The Mission plans to work with PVOs on the development of the CDSS. This includes involving a PVO already in country in the development of the private sector strategy (MAPS) and actively consulting with others as USAID moves from the research phase to strategy development phase of the CDSS preparation. As mentioned earlier, USAID may also involve a PVO in the development of the food aid strategy portion of our CDSS.

3.1.9. New start: Family Health/Child Survival Project (641-0118). This project, which is expected to start in 1990 and be implemented over five years, will increase the voluntary use of appropriate contraceptives and will reduce childhood morbidity and mortality. It will address major maternal and child health problems by supporting multiple child survival interventions with the long term objective of increasing contraceptive prevalence to 30% by 1995, reducing infant and childhood (0-5 years) morbidity and mortality, and reducing maternal mortality due to high risk births. In addition to providing contraceptive commodities, the project will support in-country and short-term training and health education activities. The objectives of the project will be achieved by a continuation and expansion of current efforts in family planning in both public and private sectors, and by supporting child survival interventions which are not receiving assistance from other donors, in particular, malaria, ORT and possibly nutrition interventions. Emphasis will be placed on the development of those private sector channels which can be used to provide family planning as well as other primary health care services. The project will reach all sectors of the country and will be targeted at women of reproductive age, infants and young children. The Ministry of Health will be the principal implementing organization in the public sector, although other public sector organizations/channels may also be used. The private sector component will be implemented by a number of

different outlets, including "for profit" firms, NGOs/PVOs, mission and commercial hospitals, and church groups. As part of the final evaluation of the project a nationwide Demographic-Health Survey will be conducted in 1994, for comparison with the baseline Demographic-Health Survey completed in 1988.

In preparation for the development of this project, USAID, with assistance from REDSO and outside consultants, will conduct assessments of malaria and potential service delivery channels. An ORT assessment has already been completed. The Mission will also update the health sector assessment which was originally conducted in October 1987, and will develop a population/health sector strategy for the Mission. These studies and documents will be utilized in the development of a PID in May 1989. The Mission HPNO and PDO, a REDSO HPNO, and an AID/W HPNO Officer (who will replace current Mission HPNO) will participate in drafting the PID.

3.1.10. Other research. As Ghana undertakes reforms on a broad front, information and analysis required to understand and monitor these reforms for program planning and implementation must cover many areas. The Mission's analysis plan integrates several complementary components including studies to be conducted or managed by the USAID Program and Economic Analysis (P/E) Office. Under the P/E analysis program, studies will be undertaken in 1989 on donor coordination, economic reforms and the agriculture sector, issues and options for food security, small farmer credit (under the Global 2000 program) and expectations and performance of the Economic Recovery Program. In FY 1990, the analysis program will probably cover the structure, conduct and performance of maize marketing, the behavior of agricultural prices, public sector restructuring, and the sequence of economic reforms in Ghana. Under the APPP studies on agriculture, analysis will be conducted on topics including the contribution of rural infrastructure to agricultural productivity and employment, supply response in Ghanaian agriculture, constraints to private sector employment in agriculture, and consumption and employment linkages between agriculture, services and industry.

3.2. Tracking and Performance Evaluation

3.2.1. Evaluations. In FY 1989, the Mission will focus on evaluating its PL 480 Title I and II programs. These evaluations are intended not only to assess impact and identify areas for improving implementation, but also to identify new possibilities for program intervention. These evaluations will be important analytical inputs for our new CDSS.

In the second quarter USAID will conduct a joint evaluation with Catholic Relief Services of its Title II program. The evaluation will examine the following program issues: a) design and management; b) impact, including proposal of new activities which might better promote health and nutritional impact; c) institutionalization; and d) accomplishment of Multi-Year Operational Plan objectives.

USAID also plans to conduct in the third quarter a joint evaluation with the Adventist Development and Relief Agency of its Title II program. Evaluation issues will be similar to those for CRS, although the focus will be more on food for work.

The Mission also needs an assessment of the Title I program. An audit has already been completed which provides information on management of the program. Information is still needed on the program's impact. Rather than conduct such an assessment on the Title I program alone, it would be more useful to put it in the context of overall food aid in Ghana, since Title I comprises less than one fifth of all food commodity assistance in Ghana. The Mission is now exploring with the World Food Programme the possibility of conducting a joint assessment, perhaps in the context of the WFP Country FoodAid Program Review. Also, the GOG, with APPP support, will do its own study of food aid in Ghana in 1989. The APPP Studies Steering Committee will review the draft terms of reference for this study in early February. Following the results of these two initiatives, the Mission will reexamine the need for its own PL 480 Title I evaluation.

In FY 1990 the Mission plans two evaluations. Around March 1990, the Mission and GOG will conduct a mid-term evaluation of APPP. This evaluation will focus on how the different parties involved in APPP are carrying out their responsibilities. It will examine the implementation and monitoring of program activities, and it will assess progress towards targets for different program objectives. The evaluation will examine the dialogue between USAID, GOG and other donors. It will also determine if there are unexpected or external factors that are influencing implementation. Further, the evaluation will make recommendations for improving implementation and for making any adjustments in the design if necessary.

Around May 1990, the Mission and GOG will conduct a final evaluation of the Contraceptive Supplies Project. This evaluation will assess the project's impact, focusing on its progress in achieving an increase in the voluntary use of safe, effective and appropriate contraceptive methods by Ghanaian couples. It will also offer lessons learned for any future A.I.D. interventions in this sector.

3.2.2. Monitoring. Mission monitoring of our various assistance activities takes place at two levels: at the project or program level by the appropriate Mission officers and their GOG/PVO counterparts, and at the Mission level by senior Mission management. Project-level monitoring is on-going and involves constant dialogue, visits to GOG/PVO offices, consultation with other donors, and trips to the field. Owing to staff constraints, field trips have been less frequent than desirable. Mission-level monitoring by senior management is also essentially an on-going activity, as this is a small office. This monitoring is summarized at the semi-annual project implementation reviews. These reviews will be stronger once the Controller and Program Officer are on board. For three principal Mission activities (APPP, CSP, and HRDA), monitoring is done on a gender basis, although this will be improved following development of a WID Action Plan later in 1989. Virtually all CRS direct beneficiaries are women and children (as is true for AIDRA's MCH activities).

Of all our activities, greatest attention to establishment of a strong monitoring system has been paid to APPP. A formal, detailed monitoring plan has been prepared for APPP in order to help the Mission and GOG to: 1) assess the relevance of the program; 2) determine the effectiveness of program planning and implementation; 3) determine the efficiency of APPP interventions; 4) assess sustainability of program inputs; and 5) ensure

proper financial accountability. The Mission will carry out this plan with the GOG and we will review its results at Technical Committee meetings and annual reviews held by the AID Representative and GOG Secretary for Ministry of Finance and Economic Planning.

Admittedly, our monitoring is weakest for PL 480 Title I self-help measures. USAID monitoring is handicapped by untimely and inadequate GOG reports on its performance in this area, which is due to extreme GOG staffing constraints and the late signing of agreements. USAID monitoring of GOG performance on self-help measures is also constrained by our own staff shortage, which will be improved with the assignment of a Program Officer and Controller. Since the FY 1988 Agreement self-help measures focus on PAMSCAD, which is a high GOG priority, we are hopeful that reporting will improve.

3.3. Coordination with Other Donors

USAID supports the ERP which was designed and is being implemented with the assistance of the IMF and the World Bank. The IMF has focused on macroeconomic policies and external debt management while the Bank broadened its program beyond macropolicies to focus on major reforms and development in several economic and social sectors, including agriculture (particularly for export), industry, transport, energy, education and forestry.

USAID's APPP was designed to support the sectoral policy conditionality of the Bank's Agricultural Services Rehabilitation Project in liberalizing the fertilizer and seed markets. There were regular consultations between USAID and the Bank during the design of APPP and the Bank participates in managing the APPP studies program. APPP local currency has been programmed to take advantage of other donors' efforts in agricultural extension and feeder roads improvement. USAID and UNDP have financed a Crop Forecasting and Early Warning System in the Ministry of Agriculture while USAID support for monitoring the agriculture sector under APPP reinforces UNDP's programs to strengthen the analytical, planning and monitoring functions of the Ministry of Agriculture. The APPP also complements the agricultural assistance of several other donors, including the CIDA-financed Ghana Grains Development Project and IFAD-financed Small-Holder Agricultural Rehabilitation Project. The GOG's mechanism of budgeting through the Public Investment Program helps ensure that the use of local currency generated from the PL 480 Title I program supports other donors' activities.

USAID remains an active member of the Local Aid Group in Ghana and the Consultative Group, which are major fora for coordinating donor activities. At the sectoral level, USAID has taken the lead in organizing a donor group in health, which is regularly convened by USAID's HPNO. Donor coordination in the health sector has already led to collaboration in CRT promotion and MOH management training. USAID also participates in the local food aid donor group and has proposed a sectoral donor group for agriculture.

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