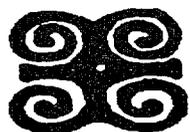
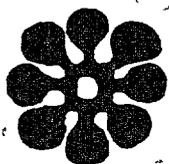
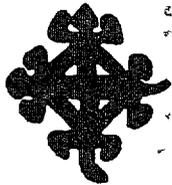
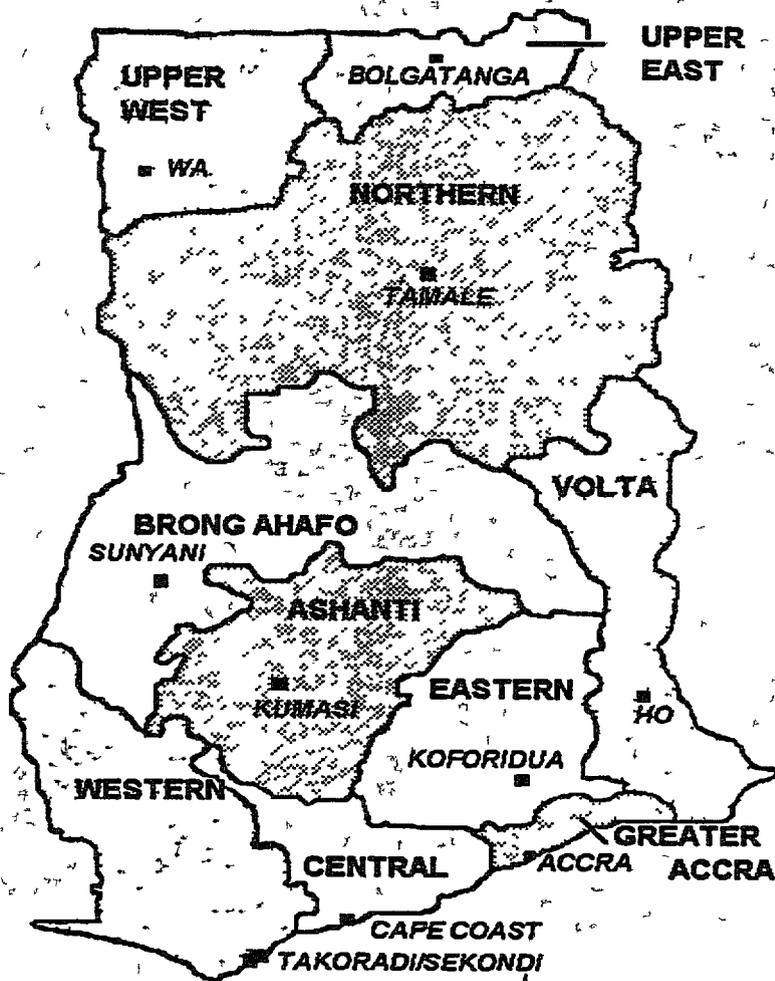


PD ABC 173

GHANA



APRIL 1996

USAID COUNTRY STRATEGY FY 1997 - 2001

**PREFACE TO REVISED
USAID COUNTRY STRATEGY
FY 1997 - 2001**

April 1996

*"By Courage and Example " Motto of Joseph II,
Emperor of Austria 1780-90*

USAID/Ghana submitted its Country Strategy to USAID/W at the beginning of February 1996, and Washington review of the document, with Mission representatives in attendance, started later the same month. As a result of those discussions, USAID/Ghana agreed to

- revise Strategic Objective 2, reformulated as Increased Effectiveness of the Primary Education System, in order to capture better the impact of the activity at the national level,
- add child survival activities to Strategic Objective 3, Reduced Fertility,
- make the Special Objective, Increased Use of Proven HIV/STD Prevention Interventions, into a Strategic Objective, SO4, and
- add a section (Section D in this revision) on Conflict Resolution and Crisis Prevention to Part I Assistance Environment and Rationale for Program

All these changes have been incorporated into this revised Country Strategy. In addition, Annex A, Results Framework Matrices, has been modified to reflect the changes made to SO2, SO3 and SO4, and a new Annex H, Democracy/Governance Matrix, has been added. Apart from these changes, the document remains as originally submitted. Thus the text, in places, continues to contain references to an HIV/STD Special Objective, and estimates of resource requirements reflect the Mission's original projections for allocating funds. Revisions to funding levels will be shown in the Mission's Resource Request.

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EXECUTIVE SUMMARY

"It doesn't work to leap a 20 ft chasm in two 10 foot jumps " American Proverb

Ghana is engaged in a long and arduous transition from being one of the world's poorest nations to joining the ranks of middle-income countries. Fundamental economic reforms beginning in 1983 created the conditions for 5% annual growth in GDP over the past twelve years. Social institutions are also changing. Democratic presidential and parliamentary elections were held in 1992, and public administration is being decentralized to 110 district assemblies. Ghana's economic and political environment and its natural resource endowment provide conditions for sustainable development. But with population increasing by 3% per year, the current pace of economic growth is not sufficient to provide substantial increases in living standards in the near term. Ghanaians' incomes now average only \$430 per year. The health and education status of Ghanaians is poor and limits their productivity. Key sectors of the economy, including agriculture, infrastructure, health and education are starved of adequate investment.

USAID's strategy is based on the belief that a growing and more diversified economy, complemented by slower population growth, will generate increased investment, higher incomes and improved living standards. Accelerated economic growth is essential for improving social conditions, for ensuring the success of democracy, and for improving natural resource management. This Country Strategy was developed through extensive consultations with customers, partners and stakeholders and a review of development experience in Ghana. It is highly consistent with the Government of Ghana's (GOG's) liberal, democratic and private-sector-oriented policies as expressed in a number of national and sectoral development plans. USAID's strategy further complements the programs of other donors. Ghana receives nearly \$700 million a year from donors in support of structural adjustment, economic growth and poverty alleviation.

The Mission selected **broad-based sustainable economic growth as its goal** for the next five-year Country Strategy. Two subgoals contribute to this achievement: (1) improved productive capacity and (2) reduced population growth rate. To achieve these goals, Mission resources will be focussed on the following three Strategic Objectives (SOs) and one Special Objective.

Strategic Objective 1 will result in the increased marketed value of selected agricultural products from an estimated \$470 million in 1994 to \$780 million in 2001. This SO builds on the successes and opportunities of the USAID Trade and Investment Program (TIP), where nontraditional exports (NTEs) grew from \$68 million in 1992 to \$180 million in 1995. This first effort recognized the need for Ghana to expand and diversify its export base beyond the traditional exports of gold, cocoa and timber in order to realize sustained economic growth. The FY 1997-2001 Country Strategy will broaden the scope of USAID assistance to include domestic as well as export markets. This approach consolidates support around those NTEs that experienced the greatest growth under TIP (i.e. agricultural products) and incorporates additional agricultural products with demonstrated high growth potential. Over the five-year period covered by the strategy, \$79.5 million in Development Assistance (DA) funds will support marketing improvements for a wide variety of agricultural products, including food and horticultural crops, wood, fish and seafood. The supply of agricultural products will be increased and made more efficient, and the commercial skills of those involved in the marketing chain will be strengthened. Nonproject assistance (NPA) will be provided to improve trade and investment policies.

An important element of the Mission's strategy is its P.L. 480 program, which makes a strong contribution to SO1 through improved food security. Title II funds, at an annual level of approximately \$7 million, will finance a number of activities implemented by nongovernmental organizations (NGOs) to enhance food

utilization and provide support for communities in various rural enterprises

Strategic Objective 2, increased literacy and numeracy in beneficiary primary schools, will directly benefit 200,000 students in 500 schools. This continues USAID's role as a key player in a multi-donor effort to improve the quality and reach of primary education in Ghana. Student achievement tests show that literacy and numeracy skills remain persistently and woefully low despite continuing assistance to improve teaching capabilities, administration and physical infrastructure. The proposed strategy will approach these problems at the classroom level. Working within five districts, USAID will provide assistance in classroom instruction, education management and community participation. A small NPA component will promote the replication of best practices in other areas and encourage greater decentralization of resources for education. The five-year level of effort is estimated at \$45 million.

Strategic Objective 3, reduced fertility, will help Ghana lower the total fertility rate from 5.5 children per woman in 1993 to 5.0 by 2001. This continues USAID's efforts to reduce the fertility rate in Ghana to a level that would enable sustainable economic growth. Through an aggressive program to increase the use of effective family planning methods and improve services, USAID supported the reduction of the Total Fertility Rate (TFR) from 6.4 in 1988 to 5.5 in 1993.

A total of \$51 million, including NPA, is planned for this five-year effort.

USAID also proposes more resources for Acquired Immune Deficiency Syndrome (AIDS). Under the new strategy, a **Special Objective** will be to increase the use of proven Human Immunodeficiency Virus/Sexually Transmitted Disease (HIV/STD) prevention interventions. Although HIV/AIDS has not yet reached epidemic proportions in Ghana, it is estimated that 1.2 million Ghanaians will be infected by the year 2010 without effective action now. Approximately \$8.5 million will be used to finance information and education activities, expanded surveillance and

diagnosis of sexually transmitted diseases, and greater availability of effective drugs.

The above strategy describes a multi-sectoral program designed to be customer focused, results oriented, and based upon teamwork and accountability. The budget resources required to finance this program over the five-year period covered by the strategy are \$184 million in Development Assistance plus \$35 million in P L 480, for a total of \$219 million. Annually, the base funding level is \$36.8 million in DA and \$7 million in Title II funds. The minimum level of operating expenses needed to carry out this program in FY 97 is \$2.57 million. Operating Expenses (OE) dollar costs will be mitigated by the use of NPA-generated trust funds, which will account for 46% of total OE. Approximately 10% of nonproject assistance is used for this purpose.

The Mission considered the possibility that the Country Strategy would receive lower levels of funding. If Development Assistance levels were reduced to \$28 million per year, the Country Strategy would be pared by eliminating the Special Objective for AIDS and downsizing SO 2 to a Special Objective.

E

PART I. ASSISTANCE ENVIRONMENT AND RATIONALE FOR PROGRAM

"Not that the story need be long but it will take a long while to make it short" Henry David Thoreau

A OVERVIEW

Ghana has set itself the ambitious goal of achieving middle-income status by early in the next century. The country has already made a significant start toward attaining that target.

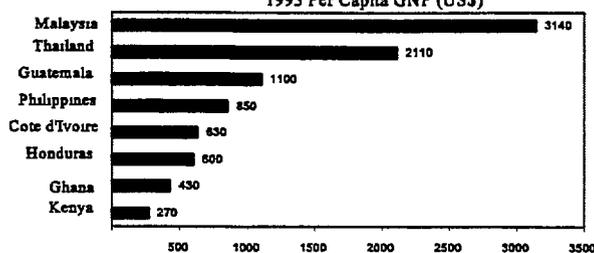
An ambitious economic transformation over the past 12 years has led to improved budget balances, realistic exchange rates and increased competition in the local market, while the more favorable economic climate has spurred both local and foreign private-sector investment. Equally important, and supportive of these changes, has been Ghana's political evolution, leading to the restoration of democracy. After 11 years of military rule, free and fair elections brought to power a democratically elected president and parliament in 1992.

But despite the substantial progress that has been made, Ghana remains one of the world's least developed countries. In terms of per capita income, it ranks poorly in comparison with other developing nations.

To speed up the achievement of middle-income status, Ghana must improve its economic performance. The current growth rate is not sufficient to substantially improve living standards for its population. Only accelerated growth can provide the sustainable development. Faster growth requires continued donor assistance, but increasingly, it calls for the greater mobilization of internal resources to complement or, in some cases, substitute for, foreign support. Ghanaians must save more, invest more, reduce population growth, and become more skilled and productive workers.

U.S. support, in the form of expertise, technology and investment, can help Ghana achieve middle-income status, and even

Fig 1 Rising Aspirations
1993 Per Capita GNP (US\$)



Malaysia holds a certain fascination for Ghana.
In 1957 both had similar levels of development.
Source: World Bank, World Development Report 1993

accelerate its progress. USAID's FY 1992-96 program formulated a workable prescription for addressing the obstacles to long-term economic growth, the development process now needs to be accelerated. In preparing the FY 1997-2001 strategic plan, the Mission carried out extensive consultations with partners, stakeholders and assistance recipients, and undertook a thorough review of recent development data. This document incorporates those findings.

B DEVELOPMENT CONTEXT

1 Human Resources The 1995 United Nation's Human Development Index – which measures life expectancy, adult literacy, and per capita income – ranks Ghana 129th out of 174 countries. In a country of 17.5 million people, 5.3 million adults are illiterate, 6.4 million people are without access to health services, 7.7 million do not have safe water and 9.3 million lack adequate sanitation. Ghana's development is constrained by rapid population growth, the poor health and educational status of its citizens, and institutions which are struggling to be effective in a swiftly changing society.

If the population continues to grow at the current rate, it will double, reaching 35 million in just 24 years. Almost half the population is now under the age of 15 which is an economic burden on the productive age group (16-64). Existing social services cannot keep pace with the rapidly growing needs. For example, 5000 new primary schools are needed before the year 2000 to provide for the growing numbers of school age children. Urban areas are becoming

Ghana's vision for the future is to transform itself from a low income to a middle income country.

more crowded and now account for 38% of the population

The fertility rate is starting to decline. It dropped from 6.4 children per woman in 1988 to 5.5 in 1993. Contraceptive prevalence increased from 5% to 10% over the same period. It could be significantly higher since over 50% of women say they want to space or have no more children, but are not using any contraception. Population growth will continue, even as fertility rates decline, because increasing numbers of young people are entering their reproductive years.

Ghana's health status is low as indicated by the current average life expectancy of 56 years. The major health problems include poor nutrition, malaria, infectious diseases and water-borne diseases. Among children under three, 26% are stunted and 11% show signs of wasting. The under-five mortality rate is 119 per 1000. The maternal mortality rate of 200-300 per 100,000 live births is extremely high. HIV/AIDS is a serious health problem in Ghana but has not yet reached the levels of neighboring countries. Current trends, however, are worrying, at the present rate of increase, 1.2 million Ghanaians will be infected with HIV by 2010.

An estimated 45% of all adults are illiterate as a result of low levels of education. The literacy rate for men is 60% and 40% for women. Only 84% of boys and 69% of girls are enrolled in primary school. Gross enrollment rates have declined from 79% in 1991 to 76% in 1995. Attendance is poor and educational achievement low. In a national test administered to students in the final year of primary school, less than 4% achieved a passing score in English, and less than 2% in mathematics. Despite these lackluster performance figures, Government spends a generous 24% of its total recurrent budget on basic education.

Over the last twenty years Ghana's social institutions have faced numerous challenges. A constitutional government was established in 1992, with the president and parliamentary members elected under a free and fair process. The next national elections are scheduled for late 1996. The Government is also developing local government institutions and decentralizing administration to its 110 districts.

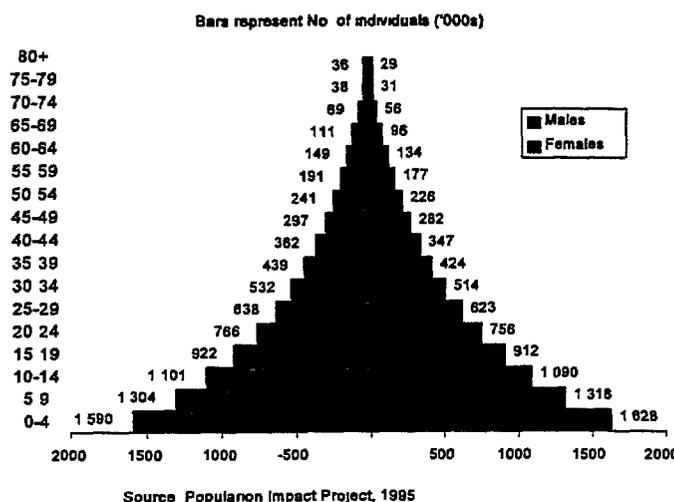
Ghana has a rich network of traditional chieftancies and village level organizations which have historically been involved in community development activities. Only 300

non-government organizations are formally registered in Ghana. However there are hundreds more community groups including churches, welfare societies, agricultural associations and cooperatives. These organizations are having to define new roles in a modern society characterized by urbanization, evolving technologies, and mobile populations.

2 Natural Resources
Ghana is a medium-sized country of 92,100 square miles, about the size of Oregon. Ecologically, it is composed of two zones, the southwest third of the country

Rapid population growth is undermining national development aims

Fig 2 - Ghana's Population Pyramid - 1995



is covered by tropical forest, while savanna extends over the rest. More than one-third of Ghana's surface area is cultivated. Cocoa, the major export crop, is grown primarily in the tropical forest area. Cropping and animal husbandry are carried out in the rest of the country, with patterns varying due to differences in rainfall. Seventy percent of the population is employed in agriculture.

Ghana's forest resources are being rapidly depleted. Only about 2 million hectares (ha), including 1.7 million ha in forest reserves, remain of Ghana's original 8.2 million ha of forest, and that is being lost at the rate of about 22,000 ha a year to bush fires, logging, the extraction of firewood and the clearing of land to feed an ever-increasing population. More than 60 species of trees are exploited for timber exports, which were valued at \$165 million in 1994. Fuel wood and charcoal are the main sources of energy for 75% of the population. At the current rate of exploitation, commercial timber resources will be exhausted by 2030.

Ghana has extensive coastal and freshwater marine resources, and fishing employs up to 10% of the population, contributing 5% of agricultural GDP. About 85% of the fish harvest comes from the sea, with most of the rest coming from Lake Volta, the world's

largest manmade lake. Fish account for 60% of Ghanaian animal protein consumption. In general, fisheries management is poor, with rising costs and increasing foreign competition handicapping local fishermen.

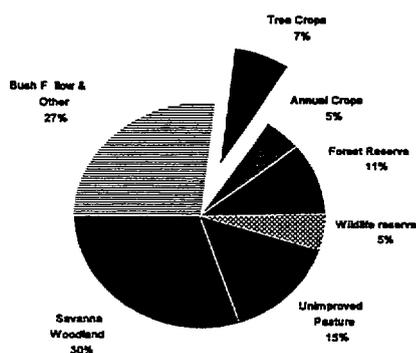
With the great majority of the population directly dependent on the exploitation of the country's land, water, forest and fisheries wealth, long-term sustainable growth in Ghana depends, in large measure, on the proper management of natural resources. The government's official environmental policies are sound, but implementation is weak. And investment incentives for sustainable management are often lacking. The Environmental Protection Agency estimates that the annual economic loss to Ghana from environmental degradation, in large part in lost crop and livestock production, is equivalent to 4-5% of GDP.

Ghanaians need to be more aware of the close link between their economic well-being and sound environmental practices. Natural resources planning and management have to become an integral part of all national development strategies, with policies and initiatives being directly geared to people's economic interests. All Ghanaians are adversely affected by deforestation through land encroachment and the cutting of wood for energy, soil degradation and loss from poor cultivation practices and careless urban development, and air and water pollution from the improper disposal of human, domestic and industrial waste.

Protection of the environment cuts across all USAID/Ghana activities and is fully taken into account in planning, designing and implementing the program. A new Biological Diversity and Tropical Forestry Assessment fulfills statutory requirements and contributes to the planning process. Though some Mission undertakings in trade and investment promotion and forest reserve protection have had substantial natural resources components, the comparative advantage for working in the area belongs to other donors. Substantial donor funding is

Long term development depends upon proper management of the country's abundant natural resources

Fig 3 Land Use in Ghana



Source: Ministry of Food and Agriculture, 1995

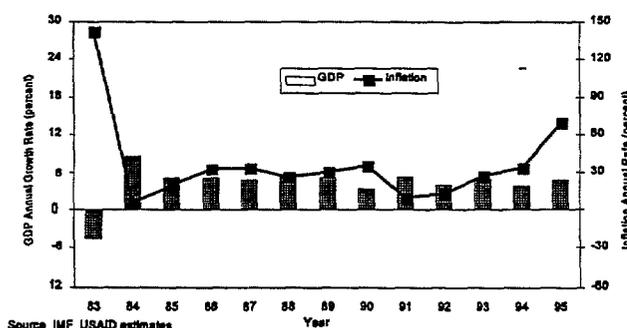
going into promising new environmental efforts in solid and liquid waste disposal, improved management of forests, wildlife and fisheries, the provision of safe water to urban and rural populations, and the development of environmental information and management systems

3 Economic Environment Buoyed by production and export of primary commodities, Ghana's GDP exceeds

\$6 billion. Agriculture forms the backbone of the economy, accounting for 40% of national output and 70% of employment. In recent years, the service sector has contributed 47% to GDP. Industry accounts for only 13%, with the dynamic mining sub-sector contributing only 2%. The private sector produces 65% of economic output, but the state retains large shares in cocoa marketing, manufacturing, utilities and financial services. The total labor force has grown to 7.3 million, but only 500,000 are employed in the formal sector. Of these, the public sector employs 300,000. Exports of \$1.2 billion in 1994 included gold, (\$550 million), cocoa, (\$320 million), and non-traditional exports, (\$120 million). Foreign reserves equal more than 4 months of imports, but the balance of payments (current account) is in deficit, as public and private foreign capital help to finance imports.

Twelve years of economic growth averaging 5%, with per capita GDP increasing by 2% annually, have been very beneficial for Ghana but have not been enough to raise living standards substantially or reduce poverty on a broad scale. Macroeconomic stability remains elusive, and poverty – while its incidence has fallen from 37% of the population in 1988 to 32% in 1992 – continues to be pervasive. Ghana, though, has made substantial progress in laying solid foundations for economic growth. The government has carried out a far-reaching liberalization of markets, prices, foreign exchange and international trade, and the role of the state in the economy has been gradually reduced in favor of the private sector. In addition, foreign investment has

Fig 4 Economic Growth and Inflation 1984-1995 (percentage)



been encouraged

Economic mismanagement following independence severely reduced incomes and all but destroyed public services. Between 1965 and the early 1980s, real per capita income fell on average almost 2% a year. Failed economic policies left a legacy of excessive state control of the economy, over dependence on a few primary commodity exports and poor incentives for economically productive activities. By 1983, something had to be done to halt the decline, and the GOG initiated a broad-scale Economic Recovery Program (ERP).

As illustrated by Fig 4, the ERP resulted in a sharp economic turnaround. The economy rebounded with growth of over 8% in 1984, coupled with a drop in the inflation rate from over 140% to under 10%. Growth remained fairly steady over the next few years, though with rising inflation. By 1991 private investment had increased to 8.2% of GDP, up from only 4.4% in 1984. Since 1991, however, the economy has been affected by substantial fluctuations in the international market price of Ghana's two major exports, cocoa and gold, low rainfall in 1992 and 1994, and ethnic disturbances in the north. Inflation was reignited by an 80% increase in salaries for civil servants in the run-up to the 1992 elections, followed by an additional 35% pay raise in mid-1995. Poor management of foreign exchange receipts on the part of the GOG added to inflationary pressures. Inflation exceeded 60% in 1995 although GDP growth rebounded to 4.9% as a result of good harvests and increased revenue from cocoa and gold exports.

Over the last twelve years Ghana has restructured its economy

Increases in export earnings of 15% in 1994 and an estimated 14% in 1995 helped to improve Ghana's balance of payments position, though the country continues to run a substantial current account deficit. External debt is estimated at over \$5 billion, or 90% of GDP. Scheduled debt service is equal to 27% of exports, arrearages are minimal.

The pace of structural reform has slowed in the 1990s. Although there have been some privatizations, and new investment and import and export codes have been adopted, the state still controls large segments of the economy, including cocoa exports, petroleum imports and refining, and substantial parts of financial services and manufacturing. Further reforms are needed in the areas of privatization, financial management and decentralization, trade and investment, and the civil service. With private investment at 4.4% of GDP, Ghana must do more to encourage the private sector to play a larger role in the economy.

C. RELATIONSHIP OF THE PROGRAM TO U.S FOREIGN POLICY INTERESTS

As the first country in sub-Saharan Africa to achieve independence, Ghana played an important political role in Africa during the early post-colonial era. Once again it is in the limelight. As a high-profile model of reform, Ghana's success is in the best interest of the U.S. Progress in Ghana will encourage other African states to adopt and adhere to the long, and often difficult, path of reform. Conversely, failure would be a major setback to the cause of economic and political change in Africa.

Ghana's initiatives have closely supported the U.S. policy of fostering political and economic stability in Africa. It has played an active role in restoring peace in the West Africa region. As chair of the 16-nation Economic Community of West African States (ECOWAS), the Government of Ghana was a major contributor to the Liberia peace negotiations. Resolution of the Liberian conflict has been a major objective of U.S.

foreign policy in Africa.

Ghana's free-market policy reforms have made the country increasingly attractive to U.S. private-sector trade and investment. It maintains a liberal foreign exchange regime and a moderate and rational tariff structure. Ghana's reform policies strongly support U.S. efforts to open markets in developing countries to U.S. goods and investments. The country's adoption of an improved Investment Code in 1994 provided increased opportunities for U.S. private investment.

D. CONFLICT RESOLUTION AND CRISIS PREVENTION

The history of Ghana and the West Africa region has been marked by intermittent periods of crisis and instability. Regional crises which spill over national borders, domestic political and economic problems, and natural disasters pose constant threats to Ghana's development aspirations and U.S. foreign policy interests. The Government of Ghana and the international community are undertaking measures, some of which are described below, to prevent, mitigate or manage these underlying problems. Left unaddressed, they are the primary agents of state failures, growing refugee populations, reversals in democratic and economic reforms, hunger, poverty and the spread of disease.

Regional crises, including war, ethnic conflicts, disease and major displacement of people as refugees, are enduring problems in West Africa. Ghana's location at the cross roads of the region makes it especially vulnerable to regional conditions. At the same time, the country's significant contributions to both ECOWAS, currently chaired by Ghana, and the ECOWAS monitoring group (ECOMOG) have promoted better intra-regional integration and helped maintain stability in the region.

Ghana has used both its diplomatic leverage and military muscle to promote peace in West Africa. Its efforts to mediate the long-standing and regionally destabilizing conflict in Liberia are the most recent and visible.

Ghana's international stature is growing, but its role as a regional leader requires continued social and economic progress.

example. In addition to the estimated 1000 Ghanaian soldiers serving as peace keepers in Liberia, the Government of Ghana hosted an extended series of negotiations between warring Liberian factions and encouraged active intermediation on the part of neighboring countries. Ghana has also been involved in mediating conflicts in Sierra Leone, The Gambia, Niger and Nigeria. While the U S and other donors have encouraged and financially supported Ghana in these efforts (the U S provided \$2.7 million to Ghana for assistance in conflict resolution in Liberia), a large portion of the expenses have come from the Government's own resources. One interesting statistic is that nearly one out of every four of the country's military personnel is serving in peacekeeping operations somewhere in the world.

Recent state failures in several other West African countries underscore the importance of Ghana's stability and role as a leading voice for peace, internal reforms and regional cooperation. While many of these efforts are outside of USAID's purview, there are a number of opportunities for USAID assistance. For example, the Leland Initiative, which supports INTERNET use in Africa, could be used to develop and expand communication links between policy makers, opinion leaders and research institutions in West Africa. There is a lot of good information to share, such as the proceedings of recent seminars on civil-military relations in a democratic environment.

Diseases, such as AIDS and other sexually transmitted diseases (STDs), cholera and meningitis, are regional health threats which can quickly spread beyond the borders of West African countries. This is especially true in situations that generate displaced people. The World Health Organization plays a leading role in supporting vaccinations against meningitis and developing education programs to prevent cholera. USAID is the regional leader and major financier of programs aimed at slowing the spread of AIDS and other STDs.

Ghana provides shelter and support for refugees and migrants from war torn areas (Liberia), countries with political upheavals (Togo), and from economically distressed regions (Sahel). The international community, led by the UNHCR, provides educational, medical and feeding programs for many of these displaced people. USAID, through its P L 480 Title II resources, provides limited support for some feeding programs. The prospect of continued migration, by perhaps larger numbers of West Africans, into Ghana is a distinct possibility. These new entrants, in addition to the already large natural increase in Ghana's population, could easily derail Ghana's development plans.

Ghana's own internal political and economic course faces several daunting, and potentially dangerous, obstacles. On the political front, any wholesale failure of the recently established democratic institutions would constitute a major setback to political reforms, not only in Ghana, but in the Africa region. While opposition parties are becoming more vocal and often disagree among themselves, they are united in a strong desire not to emulate the political pitfalls of neighboring countries or to jeopardize constitutional rule. Major USAID support for the second round of democratic national elections in 1996, and U S military assistance to promote appropriate roles for the military in a democratically elected government, have provided insurance against that happening in Ghana. In addition, limited USAID assistance to the parliament, the judiciary, and numerous civic institutions has helped strengthen Ghana's democratic fabric.

Other less dramatic, but nonetheless serious, political risks include growing polarization within the Ghanaian polity and perhaps an associated risk that a legally sanctioned change of government could have totally opposing development views and reverse long-term policies. USAID assistance to civic organizations that develop and debate public policy, and U S support for consultation on government policies have been useful in shaping a vision for Ghana's

*Ghana's
development
aspirations
will be
threatened
from many
quarters*

future which is developing broad, bipartisan support

Many believe that economic crises are the gravest threat to Ghana's prosperity. Recent World Bank and CIA studies indicate that the single most important indicator for political instability is economic decline. Ghana's narrow production base and its dependency on world commodity prices pose major risks for sustaining its recent record of strong economic growth. International support for economic diversification, including USAID assistance to promote non-traditional exports, is absolutely critical for Ghana's economic, and perhaps its political, future.

Greater economic integration within the West Africa region offers another avenue for broadening the local economic base. Toward that end, USAID is supporting the West African Network, an association of private sector leaders from various West African countries. The Network identifies constraints to regional economic integration and uses its members' influence to encourage national governments to remove them.

Pervasive poverty, which suppresses human development and breeds public dissatisfaction, is another potential threat that could undermine Ghana's economic and political prospects. Poverty alleviation has been a major issue of discussion between the GOG and its development assistance partners. While recent surveys have shown a decline in the prevalence of poverty in Ghana, low per capita incomes relative to other countries remain all too apparent. USAID's commitment to developing the agricultural sector and supporting primary education and population programs directly address some of the root causes of poverty. Much more is being done by other donors.

Certain parts of Ghana are also prone to natural disasters such as drought and famine, brush.

E. DEVELOPMENT CHALLENGES, OPPORTUNITIES AND CHOICES

Ghana is once again at the crossroads. Forty years ago, it had a modest industrial base, an established trading sector, good infrastructure and strong social services backed by large foreign exchange reserves. Ghana was expected to develop rapidly. Unfortunately, disastrous public policies and the devastation of the private sector led to economic collapse in 1983. After twelve years of exacting political and economic reforms, Ghana once again holds promise for sustained development.

There are reasons for optimism. Ghana's relatively well-endowed natural resource base can support a diversified and broad-based economy. It possesses large mineral deposits (including one of the world's largest and richest gold reserves), a viable agricultural base, and still-under-exploited sea resources. The country's economic environment is generally favorable. Economic policies have a private sector focus, a steady, twelve year track record, and are based upon commendable long term goals. On the political front, the return to constitutional rule and decentralization measures are supportive for independent, broad based, inclusive development. Together, these factors provide significant development opportunities.

While steady development progress has laid a solid foundation for sustainable growth, a bright future is not certain. Ghana still faces formidable structural and financial constraints. The low-level of human resource development, noted above, increases the level of effort required to generate sustainable development momentum. Significant reductions in illiteracy, population growth and poverty require major commitments and long time horizons. Poor physical and financial infrastructure, which limit economic change and overall economic growth, require substantial forward planning and large new investment. Public policies, while generally favorable now, must be continually fine tuned and defended so as to

Inadequate economic growth is Ghana's most pressing development problem

maintain macro-economic stability, public confidence, and the support of donors, investors, and creditors

Inadequate economic growth is Ghana's biggest challenge. Per capita growth rates of 2% per annum or less cannot be expected to suddenly change Ghana's quality of life or its relative standing vis a vis other countries. Private investment in Ghana has improved but is still not comparable with successful developing countries. Private finance, technology, and skills are essential for accelerated economic growth. Increasingly, private finance will also be needed to replace large donor inflows. Harnessing private contributions for economic growth—through better government policies, enhanced infrastructure, new technologies, improved organization—is the key to Ghana's future success.

USAID assistance can be especially helpful to Ghana in managing its transition to a middle income country. U.S. experience in harnessing private initiative, investment, and developing new forms of cooperation between the private and public sectors offers useful lessons and models. U.S. technology and investment can also be important contributors. USAID's new focus on a few sustainable development countries and its advantage of resident technical staff offer excellent potential for continuing a productive USAID-Ghana partnership. The success of USAID's current programs in the economic, population, and education sectors demonstrates this.

Based on the above, USAID sees specific opportunities for accelerating broad based economic growth by focussing on two things: increasing productive capacity and reducing the rate of population growth. Our objectives are to increase marketed value of agricultural products, increase literacy and numeracy in primary schools, reduce fertility and slow the transmission of HIV.

Ghana - Vision 2020: An Overview

Ghana's long-term vision — to become a middle income country by the year 2020 — is described in *Ghana — Vision 2020 (The First Step, 1996-2000)*. Vision — 2020 sets out five long-term themes.

The basic goals of human development are to improve health and life expectancy, expand and improve education and training, have access to clean water, adequate sanitation, and affordable housing; and reduce poverty and income disparities. Reducing the population growth rate to 2% a year by 2020 will contribute to these objectives.

Economic growth will come from an open and liberal market economy that optimizes the rate of economic development and ensures the maximum welfare and material well-being of all Ghanaians. A long-term growth rate of 8 percent per annum is targeted.

Rural development will reduce disparities between the incomes and standards of living of the rural and urban populations.

Urban development will ensure that small and medium-sized towns and cities fulfil their role as service centers of the rural hinterland, and that urbanization contributes positively to development.

Strengthening of the enabling environment will support development through improvements in the administrative and legal system. The private sector and decentralization will be encouraged.

F RELATIONSHIP OF STRATEGY TO HOST COUNTRY PRIORITIES

The GOG's approach to growth and development is spelled out in *Ghana Vision 2020*, its overall long-range planning document. The plan calls for private-sector-led economic growth, with broad-based economic advancement coming from increased agricultural production, expanded

The Government has invested significant resources in improved policies

NTEs and a greater diversification of the economy. *Ghana Vision 2020* stresses the need for literacy for all citizens and calls for an intensification of measures to reduce fertility. Ghana's sectoral priorities are described in more detail in the following planning documents.

The *Ghana Medium Term Agricultural Development Programme*, for the period from 1991-2000, stresses the need for demand-driven agriculture, with production expanding in response to domestic and foreign market signals. Among other things, the strategy sets targets to increase crop yields by 50-100%, reduce post production losses by 50%, boost nontraditional agricultural export earnings from \$27 million in 1990 to \$100 million by 1997, and generate an additional 200,000 jobs in private sector marketing, processing and distribution of agricultural products. A series of documents have dealt with the development and expansion of NTEs, covering such areas as the new roles of the Ghana Export Promotion Council and the Ghana Investment Promotion Center, ways of promoting trade and investment, with special emphasis on the importance of expanding the agricultural base, and ways of improving GOG/private sector cooperation.

The recently released *Programme for the Development of Basic Education within the Framework of Free Compulsory Universal Basic Education (FCUBE)* is one of the most important GOG policy pronouncements for human resources development. This plan targets improved teaching and learning, better management, broadened enrollments, expanded infrastructure development and more effective allocation of funds in order to provide nine years of compulsory education for the more than 2 million primary-school-age children by 2005.

Health policy is guided by the *Medium Term Health Strategy Towards Vision 2020*, of 1995, and *The Revised National Population Policy*, of 1994. Ghana's population strategy sets bold targets for the next 25 years: reducing the total fertility rate from 5.5 to 3.0, increasing the contraceptive prevalence rate from 15% to 50%, and reducing annual

population growth from 3% to 1.5%. The government's HIV/AIDS planning document is currently being revised.

G ROLE OF OTHER DONORS

Substantial donor assistance has contributed to economic growth and investments in social and physical infrastructure. Over 20 multilateral and bilateral donors provide Ghana almost \$700 million a year in the form of grants and concessional loans. USAID plays a leading role in providing support to the private sector, primary education and population. Recently, donor resources going to balance-of-payments support have decreased in favor of increased funding for basic infrastructure, social services and the environment.

Donors are assisting structural adjustment, economic growth and poverty alleviation in private sector development, education, health and population, physical infrastructure, democracy and governance, and the environment. Principal donors are the World Bank, Japan, Britain, Canada, Germany, the European Union, Denmark, France, the African Development Bank, UNDP and UNICEF.

Collaboration among donors is good. A consultative group led by the World Bank meets every two years. Coordination meetings are held on a regular basis to discuss both macroeconomic and sector-level issues. Active donor consultative groups exist for all three areas the Mission is focusing on -- agriculture, education and population. More specific details on other donor programs are contained in Part II and the Annexes.

H HOW REENGINEERING INFLUENCED THE STRATEGIC PLAN

The Country Strategy described in this report was designed and built around USAID's four core values: customer focussed, results oriented, and based on teamwork, empowerment, and accountability. It is

Ghana receives substantial donor support in excess of \$700 million a year

launching pad for USAID Ghana's re-engineering efforts

Customer focus is an important element of USAID's current program and a *sine qua non* to designing the new Strategy. The Mission's approach was to hold consultations with various stakeholders, partners and customers to gather essential information that would sharpen the focus on development issues and constraints of national import, and possible USAID interventions. The process was an intense one, and took place over a period of several months. In all, more than 700 people were consulted, representing a broad spectrum of Ghanaian society, from government officials to farmers, traditional opinion leaders and small entrepreneurs. The forums ranged from individual meetings to round tables and other types of group meetings.

Concerns that were expressed at all levels and in all fora was poor performance of the agriculture sector and disappointment over the state of primary education. The Mission conducted a series of rapid rural appraisals which revealed that farmers were primarily concerned about marketing, credit and the supply of inputs. Rural residents also cited problems of low morale of teachers, dilapidated schools and inadequate teachers' accommodations. Communities felt a loss of control over the schools and little involvement with what goes on there. In terms of health, respondents were concerned about the quality of care and the high incidence of diseases such as malaria. There was a general awareness of family planning but a reluctance to change attitudes and practices. People were concerned about the possible side effects of different types of contraception.

The concerns raised regarding agriculture, education and health helped guide the shaping of the strategic plan. The meetings with Ghanaians confirmed the importance of the three sectors in which the Mission has been working and singled out the types of new interventions that were most desirable. This information was factored into the crafting of the strategic objectives (SOs).

USAID Ghana's programs are results-driven. The Africa Bureau's annual reviews of the Mission's Assessment of Program Impact reports have confirmed the significant results of USAID's program and the high quality of the supporting monitoring data. These standards will be maintained for this new Country Strategy. The Results Framework (Annex A) fully describes the expected impact of USAID's investments over the period FY 1997-2001. In the areas of non-traditional exports, fertility, and basic education the direction and magnitude of USAID's impact are supported by rich baseline data. For new interventions, the additional analytical work which will be required is contained in Annex E.

This Country Strategy is a product of teamwork. It began with four large teams of USAID's U.S. and Ghanaian staff who were responsible for evaluating development conditions in Ghana and recommending USAID action in the areas of economic growth, environment, population and health, and democracy governance. These teams came together in June 1995 at a Mission Retreat to identify the priorities and focus for the Country Strategy. As a result of their recommendations, USAID staff organized into seven working groups: economic growth, population and AIDS, basic education, customer service, monitoring and evaluation, automation, and re-engineering support. These working groups will form the backbone of the strategic objective and support teams that will be responsible for implementing the Country Strategy once it is approved by USAID Washington. These new teams will also include members from other parts of USAID including Washington and regionally-based staff.

Empowerment and accountability feature prominently throughout the Country Strategy. At the program level, USAID's activities are focused on making it easier for non-governmental organizations, small businesses, and community groups to participate in and contribute to the development process. Similarly, a much larger share of USAID resources will be directed through organizations which

*USAID/Ghana
has thoroughly
reviewed where
USAID
assistance can
be most
effective*

operated at the grass-roots. In terms of implementation, USAID staff serving on the strategic objective and support teams will be responsible for delivering one the results which they have designed. This will involve an increase in their delegated implementation authorities although, at this time, the modalities are still being worked out.

PART II PROPOSED STRATEGIC PLAN

"People who like this sort of thing will find this the sort of thing they like " Abraham Lincoln

A LINKAGE OF THE STRATEGY TO AGENCY GOALS AND OBJECTIVES

When the Mission compared conditions in Ghana to the standards for the five areas targeted as Agency goals -- broad-based economic growth, sustainable democracy, population stabilization and human health protection, sustainable environment and humanitarian assistance -- all of them, except for humanitarian assistance, revealed levels of need sufficient to warrant USAID assistance (See Annex F). Based on an assessment of USAID/Ghana's experience and capabilities, extensive consultations with customers and a review of GOG and donor programs, the Mission decided to focus its program on two mutually reinforcing Agency goals: broad-based economic growth, and population stabilization and human health protection. These are the areas in which the Mission can be most effective and where its limited financial and human resources will bring the greatest returns.

USAID/Ghana's strategy directly contributes to four Agency objectives: strengthened markets, expanded basic education, reduced unintended pregnancies and reduced STD/HIV transmissions.

Important areas for the USAID program, although not singled out for individual attention, are democracy and environment, which will still feature in the Mission's economic growth and population stabilization efforts.

Two new Agency special initiatives will be linked with this Country Strategy: the New Partnership Initiative (NPI) and the Leyland Initiative. Nearly, two thirds of the activities and resources proposed in the Strategy will be focused on small businesses, PVO's and local community groups- a change from USAID/Ghana's, previous programs. This approach is based upon the premise that local private resources and local management are the most effective tools for fueling and sustaining growth. The evolving Leyland Initiative - aimed at supporting Internet services in Africa - offers interesting possibilities for supporting broad-based economic growth and for finding efficiencies in managing the USAID program. Ghana's academic and commercial communities are already beginning to find the Internet a rich source of data, business contacts, and professional exchanges- but services are rudimentary and access is extremely limited.

B COUNTRY PROGRAM GOALS AND SUBGOALS

USAID/Ghana's strategy is based on the belief that a buoyant, more diversified economy, unencumbered by large increases in population, will generate greater amounts of investment, higher incomes and improved living standards. The Mission sees accelerated economic growth as the chief factor affecting development in Ghana. It is the essential element for improving all aspects of Ghanaians' social conditions, including education and health, and for ensuring the success of democracy and the protection of the environment. For that reason, the Mission has chosen broad-based sustainable economic growth as the goal of the new country strategy. Two subgoals contribute to the achievement of the overall goal: improved productive capacity and reduced population growth rate (See Figure 5).

Economic growth requires a productive work force which is educated, healthy and actively involved in remunerative sectors of the economy. Agriculture, for export and domestic consumption, is the most promising

*The Ghana
Country
Strategy will
support
USAID's
goals of
broad-based
economic
growth and
population
stabilization*

USAID/GHANA STRATEGIC PLAN 1997 - 2001

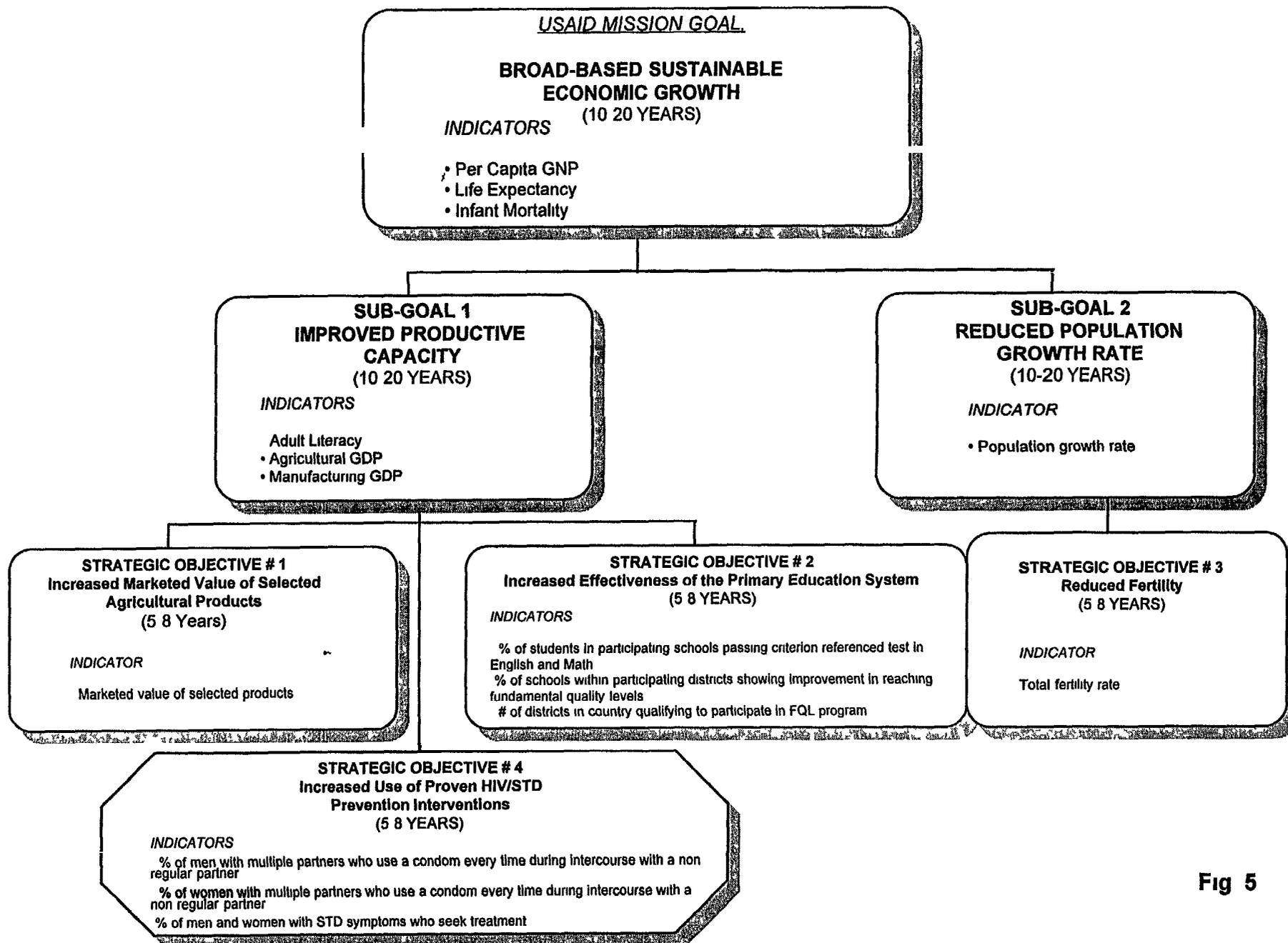


Fig 5

11a

area for USAID assistance to economic growth

People have to be literate and numerate in order to take full advantage of economic opportunities. Literacy and numeracy start at the primary school level. A solid basic education is essential.

The current high growth in the population places a great burden on the economy, which is required to supply social services, infrastructure and jobs for an ever increasing number of people. Much of the growth in the economy is needed just to keep living standards the same. With a lower population growth, more of the economy's gains would go directly into improved living conditions.

C STRATEGIC OBJECTIVES

1 Strategic Objective No 1 Increased Marketed Value of Selected Agricultural Products (SO1)

a Problem Identification

Growth in Ghana's agriculture, forestry and fisheries sector is lagging. This poor performance retards overall growth of the economy, perpetuates poverty and food insecurity, and adversely affects Ghana's foreign exchange position through higher food imports and lower export revenues. The agriculture sector accounts for 40% of economic output and 70% of employment in Ghana. Yet, despite significant marketing opportunities for exports as well as manufacturing and agro-processing, agricultural growth has averaged less than 2% per year since 1983, well below population growth. Accelerated growth in agriculture, both in domestic and export markets, is essential to increase and sustain broad-based growth of the entire economy.

Since 1992, USAID has focussed assistance on increasing Ghana's non-traditional exports (NTEs). This effort is based on the recognition that, for Ghana to sustain increased economic growth, it must expand and diversify its export base beyond the traditional exports of gold, cocoa, timber and

electricity. NTEs have grown from \$68 million in 1992 to an estimated \$180 million in 1995. Nearly 80% of this growth has been in agricultural products: horticultural crops, fish and seafood, and wood products. Future growth of NTEs will continue to be led by agriculture-related products.

While a focus on NTEs is essential, domestic as well as export-oriented agricultural activities are needed for broad-based growth. Ghana has substantial opportunities to increase agricultural production and sales to meet unsatisfied demand in both domestic and export markets. Most enterprises can improve output and sales by adopting a commercial orientation and improved technical and managerial practices. USAID's PL-480 program has demonstrated this potential. Through this mechanism, assistance in the production, storage and marketing of palm oil, cassava, maize and legumes has expanded food supplies, incomes and employment for small farmers.

Inadequate Marketing System A principal constraint to more rapid growth in agriculture is the weak marketing system for inputs and products. Agricultural marketing

Accelerated economic growth requires a more commercial and export-oriented agricultural sector

Growing Out of Poverty

The USAID Trade and Investment Program (TIP) has successfully promoted Ghana's non-traditional exports since 1993. The dramatic increase in exports of fresh and processed pineapples has been supported by US technical assistance and training. In three years, fresh pineapple exports have increased from 9,000 tons to 20,000 tons and fruit drink production has increased fifteen-fold to 7 million liters. Nearly 3,000 small holder out growers have doubled their incomes from pineapples.

is the process by which inputs are delivered

STRATEGIC OBJECTIVE NO. 1

INTERMEDIATE RESULTS & ILLUSTRATIVE INDICATORS

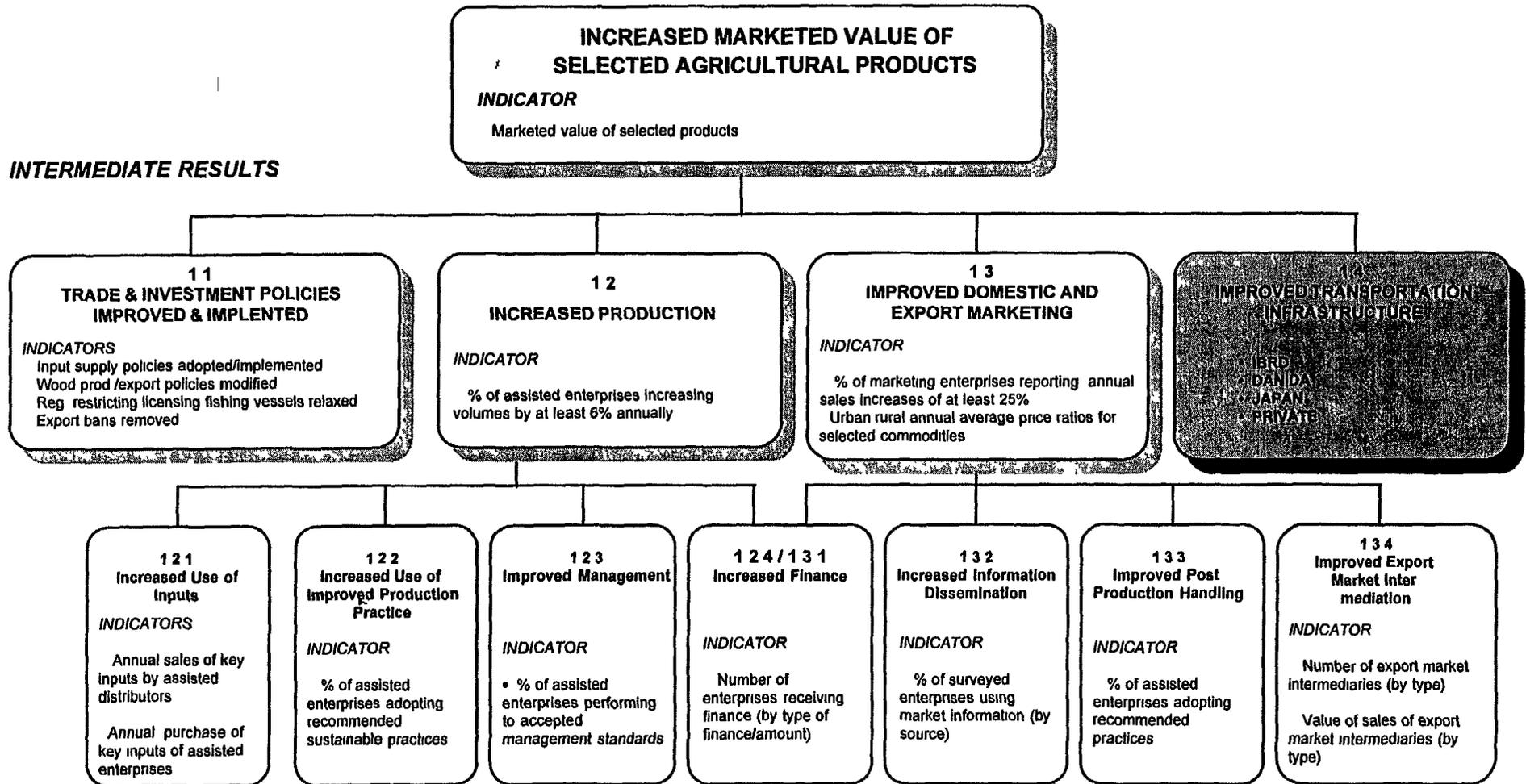


Fig 6

12A

to producers, outputs are collected from producers, and commodities are transported, stored and, often, transformed before sale to consumers. Nearly all of Ghana's more than 2 million rural households – over 12 million people – participate to some extent in the marketing of farm, forest or fisheries products. Input supply, processing, and other marketing activities are performed by a range of agro-industrial enterprises, the majority of which are small scale. Weaknesses in the marketing system include policy and regulatory constraints, high rates of waste and spoilage, lack of specialization and limited agro-processing capacity, high marketing margins, and lack of knowledge of domestic and export market opportunities.

Unreliable Supply of Agricultural Products A second constraint is the low and fluctuating supply of marketable products. Ghanaian businesses often face difficulties in producing sufficient quantities to meet demand. Low input utilization, limited access to financing, outmoded technologies, and poor business management practices contribute to product supply constraints. Agricultural enterprises must become more efficient by cutting costs, adopting environmentally sound practices, and, ultimately, increasing output in order to increase sales volumes and incomes.

Food insecurity is a manifestation of the supply and marketing constraints. In Ghana, food insecurity results from limited access and availability as well as poor food utilization. The problems of access and availability are compounded by low incomes, and seasonal fluctuations in supplies and prices. Poor utilization results from inadequate knowledge and practice within the household of food storage, processing techniques, and basic principles of nutrition and sanitation.

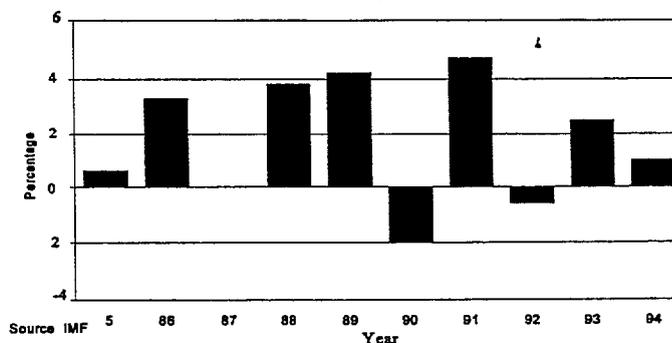
b Analysis of Options

USAID/Ghana considered providing assistance in a number of sectors with the potential for contributing to economic growth. In many of these, such as mining, infrastructure development and tourism, sizeable investments are being financed by other donors or by private investors, and USAID's comparative advantage is less apparent. A strategic focus on agriculture, both for domestic and export markets, was chosen because of the importance of this sector as a catalyst for accelerated and broad-based economic growth and because of USAID's comparative advantage in working with agriculture-based private enterprises. At the same time, a focus on agriculture will contribute to diversification of the sources of Ghana's foreign exchange earnings, and provide a broader base for development of manufacturing.

A narrower focus in NTEs or in agriculture was considered. One option was to retain a tight focus on NTEs. A second option was to assist production and marketing of a single food crop. For example, cassava alone accounts for 48% of all food staples produced, and so could potentially impact on both agricultural growth and food security. To focus on any single agricultural product, however, is unduly risky since specific market conditions are beyond USAID's manageable interest, and would not achieve the diversity sought.

USAID's comparative advantage is in assisting Ghanaians to increase the marketed value of their agricultural products

Fig 7 - Agricultural Growth Rates (1985-1994)



USAID's strategic objective is to **increase the marketed value of agricultural products through (i) improved trade and investment policies, (ii) increased production, and (iii) expanded markets** (see Fig 7). This strategy places emphasis on developing business capacity among small holders, producers and market intermediaries. Interventions will be directed to NTEs that experienced the most growth in trade and investment activities over the past three years (i.e., agricultural products), together with other agricultural commodities (e.g., cassava, yams) that have demonstrated potential for high growth and marketability.

Achievement of SO1 will contribute directly to increased incomes. An increase in marketed value of agricultural products of 6% per year will yield a direct increase of 1% percent in agricultural and manufacturing GDP, boosting Ghana's economic growth rate by 0.5%. This SO will also contribute directly to increasing food security in Ghana. Food availability will be expanded through increases in production, and accessibility will be enhanced through increases in incomes from both production and marketing.

c Critical Assumptions

USAID's success in assisting Ghana to increase the marketed value of agricultural products is predicated upon three critical assumptions:

GOG Commitment The GOG will foster economic and political stability, improvements in trade and investment policies, and provide supporting infrastructure.

Market Demand Barring any major economic shocks, as Ghana's economy continues to grow, so will domestic demand for agricultural products. Similarly, since Ghanaian products Ghana produces are large and Ghana's market share is small, substantial export demand exists. The challenge for Ghana is to compete effectively, to take advantage of existing marketing opportunities.

Favorable weather Fluctuations in annual rainfall and growing conditions are expected and will affect attainment of program targets on a year-to-year basis. The critical assumption is that Ghana will not experience drought that is so prolonged or severe as to render USAID assistance ineffective.

d Identification of Affected Customers

The principal actors and potential customers of interest to USAID are the wide range of private sector participants in the agricultural system: input suppliers, households and businesses engaged in farming, forestry and fishing, processors, distributors, exporters, and suppliers of storage, transportation and other support services. These are all agricultural enterprises. The largest group of potential beneficiaries is comprised of rural households, representing a population of 12 million, of which 32% are female-headed households. Two-thirds of rural household incomes are derived from farming, while nearly one-third is derived from commercial or light manufacturing activities.

Clearly, the number and needs of potential customers far exceed USAID's resources and the capacity of Ghana to absorb assistance effectively. USAID can, however, achieve significant impact with respect to SO1 by focussing assistance on approximately 100,000 small producing and marketing enterprises (or 1700 groups with an average of 60 members per group) and 200 larger producers, manufacturers, and marketing and exporting intermediaries. USAID experience with the on-going Trade and Investment Program and the P L 480 Program suggests that interventions under this SO will have the potential to provide quantifiable benefits (increases in productivity and income) to over 1.6 million people. Policy and regulatory reforms effected through part of the program will have a widespread impact throughout the private and agricultural sectors.

Direct beneficiaries will be selected in collaboration with USAID's development partners. Assistance will be limited to

USAID's target groups include 1700 farmers' groups and 200 larger producers, manufacturers, and marketing and exporting intermediaries

enterprises operating within the markets for food crops, horticultural products, seafood, and wood products USAID will work with each implementing agency to (I) identify product markets with significant potential, and (ii) identify communities and enterprises based on technical potential to capitalize on market opportunities, institutional or managerial potential to use assistance effectively, commitment to the program and willingness to share costs, and equity considerations

e Commitment and Capacity of Other Development Partners

GOG policies recognize the importance of private-sector-led growth in the agriculture and manufacturing sectors In practice, however, the state still plays a substantial role in the provision of infrastructure, financial services, agricultural research and extension, cocoa exports and services, and manufacturing This approach has not accelerated agricultural growth Recently the GOG has reviewed its agricultural strategy This resulted in recommendations for the development and multiplication of appropriate planting materials for exportable crops, the development of research, extension and marketing linkages with the private sector to increase agricultural productivity, timely provision of extension packages to all categories of farmers, the provision of up-to-date information on investment opportunities, and an increased role for PVOs and NGOs in assisting increased productivity and improved marketing

Donor support to the agricultural sector is substantial Between 1991 and 1993, six donors invested a total of \$149 million in this sector Assistance has been focussed upon research and extension (World Bank), rural poverty alleviation (CIDA and UNDP), financing (World Bank, CIDA, and the European Union), rural feeder roads (World Bank, DANIDA and USAID), and biodiversity and forest management programs (World Bank, European Union and DANIDA)

A number of PVOs and NGOs have been effective in agricultural production and market development, notably Sasakawa/Global 2000, TechnoServe and the Adventist Development and Relief Agency These groups have achieved substantial increases in production and marketed sales of agricultural products in beneficiary communities

f Illustrative Approaches

USAID's approach to increasing marketed value of agricultural products seeks to achieve increased improvements in policies, production, and market sales

Trade and investment policies improved and implemented Past USAID programs have contributed to improvements in the policy environment for trade and investment SO 1 will promote the continued implementation of these new policies and the removal of remaining constraints, including

- regulations affecting the production and export of wood products,
- import procedures which presently restrict the supply of agricultural and manufacturing inputs,
- restrictions on licensing new fishing vessels, and
- bans on the export of several commodities

Increased production Sufficient and reliable product supplies to the market will come through increases in output and the reduction of waste and losses USAID will assist agricultural enterprises to access required inputs and financing, possibly through micro enterprise and inventory credit schemes Support will also be provided to communities, manufacturers, and market intermediaries to improve their technical production and management practices To ensure sustainability of production improvements and avoid environmental degradation, appropriate agricultural, fishing and wood milling and production practices will be adopted

Improved domestic and export marketing USAID activities will focus on assisting

USAID's tools will include policy dialogue, business assistance, and support for linking organizations

agricultural enterprises to develop their commercial capabilities. Specifically, agricultural enterprises will be assisted to cut costs, improve storage and handling practices to reduce post-harvest losses and stabilize product prices, add value through processing and manufacturing, increase knowledge of prices, buyers and consumer preferences, and, establish effective linkages with suppliers and distributors. Greater specialization into marketing functions such as input supply, storage, wholesaling, processing, and exporting will also occur. A special focus will be placed on developing the capacity of Ghanaian enterprises to capture shares of existing export markets and to reduce Ghana's dependence on exports of cocoa, gold, timber and electricity.

Improved Infrastructure Infrastructure investments will contribute to the reduction of marketing costs. Similarly, improved agricultural research and extension will contribute to increases in sustainable farm output, and improved financial services will increase investment and marketed production. These development needs are being addressed by several other donors.

Non-project assistance will be used to improve the trade and investment policies identified above. Technical assistance and training will be provided by institutional contractors or grantees, primarily to those producers, manufacturers, and domestic and export marketing intermediaries with the greatest potential for contributing to increases in marketed value of agricultural products and to development of the marketing system. Assistance to farmers' groups, largely small holders, as well as rural micro-enterprises will be provided through selected U.S. PVOs.

Food security will be improved through assistance to agricultural enterprises utilizing both PL-480 Title II resources and development assistance. By emphasizing economic growth, SO1 will address both food access and availability, since Ghanaians will be assisted to increase their incomes and food production, and to reduce seasonal fluctuations in food prices. Assistance will

focus on the production and marketing of selected food crops, e.g., maize and cassava, and will thus directly enhance food security. While better utilization is being addressed primarily by other donors, USAID assistance will promote a better understanding of nutrition and hygiene, keys to improving food utilization.

g Sustainability

Financial sustainability will be achieved by strengthening the capacity and profitability of agricultural enterprises to maintain and expand their operations over time. In addition to providing assistance to modify and implement selected trade and investment policies that directly affect the production and marketing of agricultural products, support will be provided to improve the technical production and management practices of assisted enterprises. Emphasis will be placed on improving the domestic and export marketing systems for agricultural commodities. Included in this effort will be improving storage and handling practices, establishing market linkages with market intermediaries, and adding value through processing. All of these initiatives will enable private agricultural enterprises, both those which are directly assisted and those which indirectly benefit, to become productive and profitable on a sustainable basis.

h. How Achievement of the Strategic Objective Will Be Judged

Achievement of SO1 will be measured through an increase in the marketed value of selected agricultural products. The marketed value of selected food crops, horticultural products, seafood, and wood products is targeted to increase from \$470 million in 1994 to \$780 million in 2001. Although this list of commodities is not exhaustive, it will capture a majority of the growth resulting from USAID assistance during the Strategic Plan period.

The initial baseline of \$470 million in 1994 has been estimated from existing data. A study will be undertaken to refine the

Food assistance is a major component of the USAID strategy

baseline and develop a methodology for collecting reliable data on increased marketed value in future years

USAID Ghana will also monitor and report on progress indicators derived from the Intermediate Results. Existing monitoring instruments will be adapted to the new strategy. Grants and contracts with implementing agencies will specify monitoring requirements and the monitoring and evaluation of program activities will be the responsibility of the Mission's extended Strategic Objective Team.

2 Strategic Objective No 2. Increased Effectiveness of the Primary Education System (SO2)

a Problem Identification

Effective basic education is fundamental to achieving the literacy and numeracy levels required for sustainable economic growth. The system mandated to provide that education in Ghana failed miserably in the 1970s and 1980s. There was a dramatic reduction in government expenditures for basic education, a severe shortage of essential instructional materials, a deterioration of school buildings, a mass exodus of qualified teachers from Ghana and an erosion of community confidence in the education system. The output of that failed system is the more than 5 million adult illiterates in the population today.

Today there are more children of primary school age (6 - 12 years) than ever before. By the year 2000, there will be 17% more children in the primary school ages than now. The system is getting bigger, not better. Learning is not taking place for a variety of reasons.

Poor instruction Over the past two decades the quality of teaching in Ghana has plummeted through poor conditions of service, inadequate training and low social esteem. Teacher, and pupil, absenteeism is high. There is a lack of appropriate

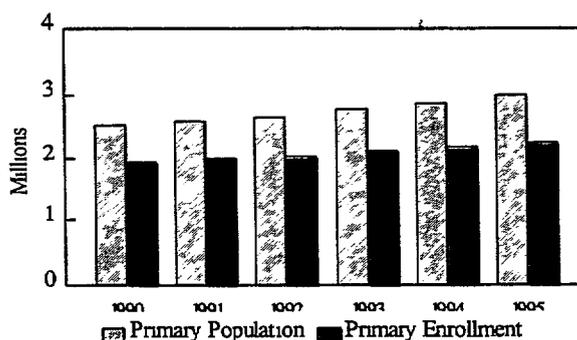
learning materials. The curriculum is overloaded and burdensome to teachers and students. School facilities, from the physical structure to furnishings, are inadequate. Methods of teaching are outmoded and rely heavily on techniques that diminish student participation and interest, such as memorization and copying from the blackboard.

Inadequate supervision and management Supervision and management at both the school and district levels are poor. Recent steps toward decentralization have further stretched an already weak management environment. The devolution of authority to the districts has been hampered by incomplete and unclear transfer of authority, redundant and inappropriate posting, an inadequate planning process, ineffective monitoring and evaluation, and inadequately trained staff at all levels of management. The GOG has stated its intention to further decentralize management and supervision functions, but additional management reform, restructuring and training are needed before such a move would be effective.

Inadequate supervision and management: Supervision and management at both the school and district levels is poor. Recent steps toward decentralization have further stretched an already weak management environment. The devolution of authority to the districts has been hampered by incomplete and unclear transfer of authority,

Positive change must start in the classrooms of primary schools

Fig 8 - Primary School Aged Population and Enrollment Rates



STRATEGIC OBJECTIVE NO.2 INTERMEDIATE RESULTS & ILLUSTRATIVE INDICATORS

**INCREASED EFFECTIVENESS OF THE
PRIMARY EDUCATION SYSTEM**

INDICATORS

- % of students in participating schools passing criterion referenced test in English and Math
- % of schools within participating districts showing improvement in reaching fundamental quality levels
- # of districts in country qualifying to participate in FQL program

INTERMEDIATE RESULTS

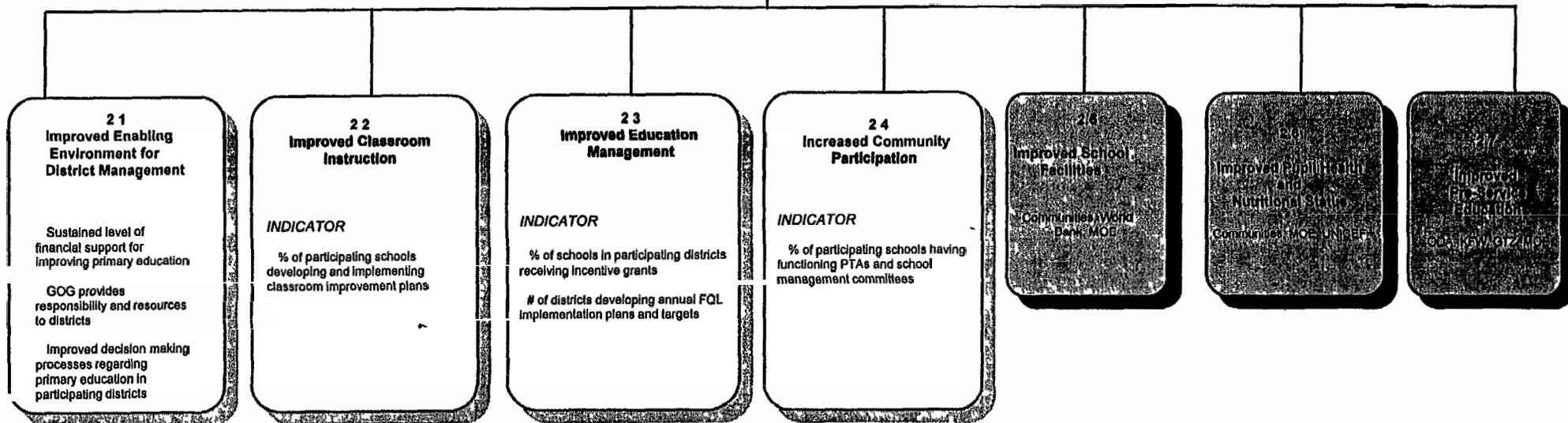


Fig 9

17a

Inadequate redundant and inappropriate posting, an inadequate planning process, ineffective monitoring and evaluation, and inadequately trained staff at all levels of management. The GOG has stated its intention to further decentralize management and supervision functions, but additional management

Insufficient community participation Historically, community participation was a key ingredient to enforcing school standards, improving attitudes towards education and providing financial support. Local groups, such as parent-teacher associations, are no longer playing that role. Since there is little likelihood of the Ministry of Education (MOE) receiving a higher share of the national budget, new efficiencies will have to be found. New community-based sources of funding and management oversight need to be

developed in order to meet the demands of a growing population.

Recently, steps have been taken to rehabilitate the basic education system (grades 1-9). In 1987, the government initiated an education reform program which included the revision of curricula for primary through secondary school, teacher training, and reducing pre-tertiary education from 17 to 12 years. The 1987 reforms also laid the foundation for the decentralization of school supervision and gave responsibility for building and maintaining school facilities to district assemblies.

Since 1987 Ghana has maintained one of the strongest financial commitments to the education sector in all of Africa. In 1994 more than 40% of the MOE's recurrent budget was allocated for basic education. However, over 95% is spent on salary-related items. As a result, donor programs have been relied on to provide substantial funding for essential materials and training. All of these inputs, including more than \$400 million from donors

over the past decade, have been necessary but not sufficient for improving the quality of learning in the classroom.

Student achievement tests administered in four successive years from 1992-1995 illustrate that primary school student achievement is woefully low. Research from the USAID-funded Center for Research on Improving Quality Primary Education in Ghana (CRIQPEG) corroborate the low learning levels among primary pupils.

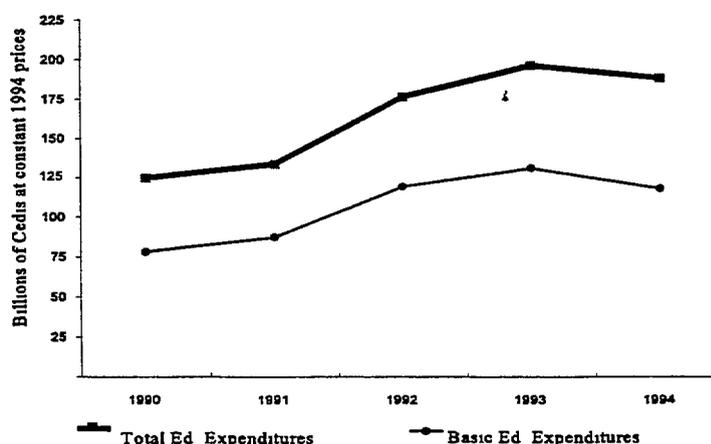
These data suggest that unless dramatic steps are taken to improve the quality of primary education, the system will continue to produce massive numbers of students who do not have the basic skills in literacy and numeracy to contribute to Ghana's national development.

Policy Context

The long-term vision of Ghana is to become a middle-income country by 2020. A recognized priority within that vision is the development of a participatory, literate citizenry as the foundation for the democratic processes, economic growth and social well-being of the nation. Review of the education reform experience in Ghana was consolidated during an MOE-led, multi-donor-supported basic education assessment begun in July 1994. One clear conclusion of that review was that continuing to expand access to basic

Basic literacy and numeracy is the most important focus

Fig 10 - GOG Expenditure on Education



education and to increase physical inputs into the system are necessary, but not sufficient to ensure that the quality of teaching and learning at the school level improves. An outcome of that assessment was the government's preparation of a draft program for the development of basic education within the framework of free, compulsory and universal basic education (fCUBE).

The government, through its announced fCUBE initiative, is committed to achieving both universal access to basic education (grades 1 through 9) by 2005 and significant improvements, over the next 10 years, in the quality of the education services offered. Specifically, fCUBE identifies four priority issues: i) poor teaching and learning, ii) inadequate access and gender bias, iii) weak management capacity at all levels, and iv) inadequate resources mobilization and inefficient resource utilization. To address these issues, the decision was taken at an MOE-donor forum in August 1994 to adopt a sector-wide approach that would harmonize all the development efforts so that the system could develop by effectively and efficiently using available inputs. The traditional project-by-project approach is being consolidated into support for the comprehensive fCUBE program. The preparation of the fCUBE framework has incorporated the major findings from GOG-led, multi-donor sector analyses and delineates project components for the combined assistance of donors. This policy framework is centered around making schools more effective, and embraces a results orientation, decentralization of authority and responsibility, a shift from a supply-driven to a demand-driven mode, more reliance on private roles in the provision of education services, and improved resource mobilization.

USAID/Ghana's education sector strategic objective and strategy are intended to support this GOG-led effort and to help operationalize at the district and school levels the principles enumerated above. USAID will contribute directly to the achievement of the fCUBE program objectives by helping the system progressively adopt improved district- and school-level support environments, structures

and mechanisms. USAID's assistance in promoting and facilitating participatory management and decision-making at the school and district levels complements other donor support for the expansion and improvement of school facilities, the reorganization and reform of ministry management and administrative structures and functions, development of curriculum and materials, and teacher pre-service training.

b Analysis of Options

For the last five years USAID's Primary Education Project (PREP) has focused on national-level policies and the financing of materials for basic education. A PREP II program was considered. This would have included national-level inputs such as school building, textbook distribution and national teacher training programs. However, highly centralized programs which focus on policy reform or inputs alone are not sufficient for effecting change at the school level.

USAID research and experience demonstrate that educational quality must be improved by a change of methods and management at the classroom and school level. The important decisions about how best to support learning are based on informed knowledge of particular pupils and their immediate classroom environment.

USAID's in-country experience with PREP's Equity Improvement Project and with CRIQPEG has shown that this approach works. The CRIQPEG field program has demonstrated that it is possible to increase pupils' reading and writing performance by: i) developing and using classroom tests to assess pupils' learning levels, ii) working with teachers to develop classroom strategies to improve pupil performance, iii) matching the level of instruction to the pupils' level of knowledge and skill, iv) focussing on pupils' practice, and v) continuing the cycle of assessment, appropriate teaching methods and content, pupil practice and review.

*USAID's
target group
is 200,000
primary
school
students in
500 schools*

USAID's second strategic objective is to increase the effectiveness of the primary education system.

This objective will focus at the school, community and district level, developing on a manageable scale what really works to improve children's learning, specifically literacy and numeracy. The essence of the program will be to develop the conditions and strategies required for effective and sustainable schooling. This will involve changes in management, resources and practices in the classroom, at the school, at the circuit level, at the district level and, finally, at the national level.

The following guidelines, drawn from research and experience on school reform and system change, will inform the design of activities to achieve the strategic objective.

The education system and partners need to be engaged in a process of organizational learning based on information about pupil learning, teaching practices, school conditions and management, and the process of change.

A fundamental standard of school quality needs to be defined and systematically applied to establish an environment that supports improved teaching and learning.

The education system and the community need to ensure adequate levels of resources for establishing school fundamental quality levels.

Teaching and learning in the classroom can be improved through the development of teaching strategies that target student needs as identified by continuous assessment.

Support needs to be provided to teachers so that they learn to make use of assessment tools, and information these provide, to modify their teaching techniques.

Networking among schools needs to be facilitated so that professional collaboration and sharing of lessons can take place among teachers and headmasters, facilitating the provision of support services.

A key resource for education system reform is the growing capacity of the teachers, school heads and district-level persons engaged in the school improvement process. Their experience needs to be systematically utilized in the process of spreading school reform.

USAID will support the management of school-based reform in an increasing number of districts and schools. This approach is consistent with similar approaches to improving basic education that are under way elsewhere in Africa and in other parts of the world.

c Critical Assumptions

The proposed results framework rests on three critical assumptions.

GOG Policy Commitment The MOE will support basic education reform by making decisions about staffing (qualifications, posting, transfers, sanctions, incentives), remaining committed to decentralization, and treating nongovernmental organizations as legitimate service providers.

Other Donors Support Donors will continue support for education development and be willing to coordinate activities in areas such as improved school facilities, pupil health and nutritional status, and improved pre-service education.

Receptive Community Environment The MOE, districts and communities will be willing to support and take responsibility for quality improvements at the participating schools. The process of change envisioned will also require active participation and increasing levels of responsibility and accountability from the Ministry of Education, and district education and school personnel.

d Identification of Affected Customers

The primary beneficiaries of SO2 will be approximately 200,000 Ghanaian students in 500 schools in at least five districts. These students, comprising 10% of Ghana's primary-school-age population, will be

Community involvement can generate and sustain improved learning

directly affected by improvements in teaching and management at their schools. Secondary beneficiaries include the rest of Ghana's 3,000,000 primary school children, who will profit as changes introduced into the participating schools become more widespread throughout the educational system.

Evidence suggests that better quality and greater relevance for the educational process can increase demand and create the conditions for increased enrollments and retention. Increased enrollment, retention and learning will benefit both girls and boys. Monitoring of progress will be tracked and reported by gender.

Other beneficiaries include at least 3,300 teachers and head teachers, and 400 district education personnel, as well as parents and community leaders who will be better prepared to participate in and manage their schools.

e Commitment and Capacity of Other Development Partners

The GOG has made important steps towards greater decentralization of its basic education system. The 1987 educational reform, the Ghana Education Service Bill and fCUBE have all supported the devolution process. District assemblies have been given greater responsibility for local school facilities and have been allocating increasingly larger budgets to schools in their districts. There is also a trend toward greater participation by local NGOs and religious groups, and a larger number of private schools. Because the level of achievement tends to be higher in those schools than in public schools, there is potential for benefiting from their experiences.

Substantial donor support is provided for improving basic education. In addition to USAID, donors will contribute roughly \$140 million to basic education over the next five years. The World Bank is the largest lender and is currently preparing a large Basic Education Investment Program aimed at improving access and quality for basic

education particularly in impoverished areas. The British ODA will be collaborating with Germany's KfW and GTZ to improve pre-service teacher education. UNICEF recently began its new five-year country education program that focuses on girls' education and community-based education programs. The European Union expects to continue significant general budgetary support for non-wage expenditures in basic education.

f Illustrative Approaches

USAID/Ghana's approach to increasing the effectiveness of the primary education system seeks to support an increasing number of participating schools and districts in achieving increased learning performance through improved classroom instruction, decentralized and improved school management, and increased community participation. The school fundamental quality level (FQL) system is an organizing concept for improving district and school management. FQL provides a standard specifying the threshold conditions for a school's infrastructure, staffing, materials and management linked to pupils' learning. A consultative process is required to define those conditions in relation to resources. Its implementation leads to improvements in how schools are organized and run, and how districts provide support services and resources to schools. FQL promotes and facilitates greater parent and community involvement in school-level decisions.

Improved Enabling Environment for District Management

The development of an environment that permits and promotes school-level change and reform of district-level decision-making, management and school support practices will depend on changes at both the national and district levels.

At the national level, the establishment of an enabling environment will be evidenced by the extent to which national policies allow districts to assume authority and responsibility over decisions that directly affect their ability to support schools. Two

Fundamental Quality Level (FQL) represents a mutually agreed standard to measure a learning environment

critical aspects of that relate to the national provision of adequate resources to ensure the operation, expansion and improvement of the education sector, and the decentralization of authority over those resources to the district level. Government provision of adequate resources for the sector will be evidenced by sustained sectoral financing, including adequate resource levels for the basic education sub-sector, other than personnel. In addition to authority over financial management, districts should acquire discretion over personnel and other operational decisions. However, district capacity to effectively exercise that authority needs to be developed. Hence only those districts demonstrating basic administrative capacity, and which are willing and able to be held accountable for resource use and results, can receive such authority.

USAID will work with the MOE to see that the ministry i) adopts the concept of school fundamental quality level as a strategic objective, ii) allocates responsibility to selected districts to develop the specific definition and processes required for the FQL to be implemented, and iii) uses the knowledge gained through this experience as a basis for the implementation of decentralization.

If the national system assures districts of resources and authority, the enabling environment within districts will need to be established so that those resources and authorities can be applied to supporting improvements in schools. The extent to which the districts engage in open, participatory, informed and fully accountable processes of issue identification, policy and strategy development, and planning and resource allocation decision-making will determine whether schools benefit from the discretionary authority afforded district officials.

Improved Classroom Instruction

Support for teachers, through in-service staff development and training, will emphasize the design and use of pupil continuous assessment, the acquisition and

implementation of practical skills, learning techniques and teaching materials to strengthen the effectiveness of instruction. This will involve circuit supervisors gaining skills for classroom observation, monitoring and feedback techniques that best support teacher improvement.

USAID will also assist in developing a rational scope and sequence for the primary curriculum and support the development, production, distribution and utilization of instructional materials. Effective assessment systems for monitoring student progress and improving classroom instruction will be developed and linked to the curriculum.

Improved Education Management

USAID will provide support to schools and districts in defining fundamental school quality level indicators and determining the system of analysis, planning and management needed to implement them. The process of schools implementing the FQL framework will indicate that the necessary management improvements at the school and district level are being realized. Since school management committees will qualify for incentive grants only when they have applied the FQL framework and develop action plans for meeting FQL targets, increases in the percentage of schools receiving grants will be an effective measure of management improvements. To further capture improvements in management at the district level, the Mission will track the number of participating districts preparing annual FQL implementation plans.

Specific attention will be given to gender-specific requirements at the school and classroom levels. For example, separate sanitary facilities for girls, responsiveness of the school schedule to home demands for children's labor, and patterns of interaction at school and classroom level will be addressed.

Our aim is increased learning performance through improved classrooms, better management and more community participation.

Increased Community Participation

Communities will be encouraged to participate in the school improvement programs through awareness campaigns, social mobilization activities and incentive grants to improve school quality. Diverse representation in all community groups will be encouraged. NGOs will take the lead in supporting greater community participation in education. PTAs and school management committees are the principal organizational mechanisms through which communities will participate in school-level decision-making. However, it is not enough that these associations and committees exist, they need to become fully functional in support of the school improvement program. Their functioning will be indicated by such activities as regular meetings, providing information and inputs to support school quality improvements, and advocacy of school requirements.

Non-Project Assistance

The creation of the enabling environment that allows these improvements to take place rests with national policy. The national policy has to assure districts of needed resources and authority, based on the progressive capacity of districts to support school-level improvement. To reinforce the impact of the program -- and expand the benefits into the larger school system -- Non-Project Assistance (NPA) will be used to support policies that

- advance the delegation of responsibility and authority to the district and school levels while building capacity and appropriate incentives,
- leverage additional resources for local-level support of primary schools, and
- establish and replicate best practices in primary education instruction and school management

g How Will Sustainability Be Achieved

USAID-financed assistance will help to develop the knowledge, experience and tools necessary for replication of effective approaches in other districts and regions. Policy changes will improve budgetary allocations for classroom activities and lay the groundwork for reform throughout the entire primary school system. Through local participation, communities will come to value and support their primary schools. Finally, management efficiencies will be identified to promote better use of existing resources.

h How Achievement of the Strategic Objective Will Be Judged

To track progress towards achieving its education strategic objective, the Mission will employ a framework of indicators that will capture improvements in system effectiveness at the student, school and district level on a progressively increasing scale. A growing percentage of students achieving passing grades on the English and math components of the CRT will indicate that system and school reforms are being translated into impact at the student level. The results on student performance will be disaggregated by gender so as to track the benefits in relation to girls' participation and learning.

The FQL framework is a short-hand reference for the set of activities, participatory processes and support mechanisms that will be implemented at the district and school level to both improve individual schools' effectiveness and to show how communities and district-level officials and stakeholders can support school improvements. An increasing percentage of schools in participating districts that meet fundamental quality level indicators will demonstrate that the FQL framework for community, school and district involvement in improving the education environment is being systematized within target districts. Growth in the number of districts applying the FQL framework will indicate that this approach is being adopted on a national level.

The ultimate success of this program is its sustainability

3. Strategic Objective No 3 Reduced Fertility (SO3)

a Problem Identification

Reducing fertility to slow population growth is critical to achieving sustainable economic growth. If the population continues to grow at the current annual growth rate of 3%, the number of Ghanaians will double, increasing from 17.5 million to 35 million, in just 24 years. Not only is the population growing rapidly, but it has a young age structure with over 48% of the population under 15. This means that half the population is working to provide food, health care and education for the other half of the population. (In more developed countries there are characteristically two workers for every child under 15). If this rapid growth does not slow, the population will place unsustainable pressures on Ghana's food supply, energy resources, environment, educational system, labor market and health services.

The 1993 Demographic and Health Survey reports that changing attitudes towards ideal family size and steady improvements in child survival and family planning programs are resulting in a decline in fertility in Ghana. The total fertility rate or the average number of children a woman has during her reproductive years has decreased from 6.4 in 1988 to 5.5 in 1993. The mortality rate for children under five has declined from 155 per 1,000 live births from 1984-1988 to 119 per 1,000 live births from 1989-1993. Further declines in fertility can be achieved as child survival improves and as the family planning program provides more information to the population about the benefits of family planning, increases the demand for and use of more effective contraceptive methods and expands service provision. Also, increases in female literacy will contribute to continued declines in fertility. Constraints to reducing fertility are discussed below.

Low use of modern family planning methods Ghana's family planning program must strengthen efforts to inform couples about the benefits of family planning, improve the quality of its services, and

increase the number of couples who are using modern, effective methods for family planning. The GOG, in its 1994 Revised National Population Policy, set the goal of reducing fertility to 5.0 by the year 2000. If this target is achieved, the annual rate of population growth will drop to 2.8 percent.

To accomplish this, the current number of contraceptive users must more than double to 750,000 in the year 2000. Also, couples who are using family planning must shift from less effective short term methods (oral contraceptives, condoms, vaginal foaming tablets) to more effective long term methods (injectables, IUDs, implants and sterilization). This shift will increase the cost-effectiveness of the program. Currently, low levels of education, high rates of child mortality, lack of information, fear of side-effects, lack of support from husbands and inadequate access to family planning services are the major obstacles to increasing use of effective family planning methods.

Inadequate access to family planning services Current service provision cannot meet the growing demand for family planning. Provision of long term methods is limited and counseling to ensure that women use the most appropriate methods is poor. Private sector distribution reaching more convenient outlets must be expanded to increase access and lessen the financial burden on the MOH. Community distribution to meet the needs of people living in the rural areas must be expanded. Campaigns to reach special target groups such as adolescents and men need to be developed. In addition to expanding services, it is essential to ensure their sustainability. This will require increasing program resources from the GOG, the private sector, and the family planning users themselves.

Under-5 mortality rates range from 90 per 1000 live births in urban areas to 149 per 1000 live births in rural areas. Child mortality is highest in the Northern region where the mortality rate is 237 deaths per 1000 live births. High mortality can be largely attributed to poor access to health care and low levels of female education.

Population growth consumes the first 3% of economic growth every year

STRATEGIC OBJECTIVE NO.3 INTERMEDIATE RESULTS & ILLUSTRATIVE INDICATORS

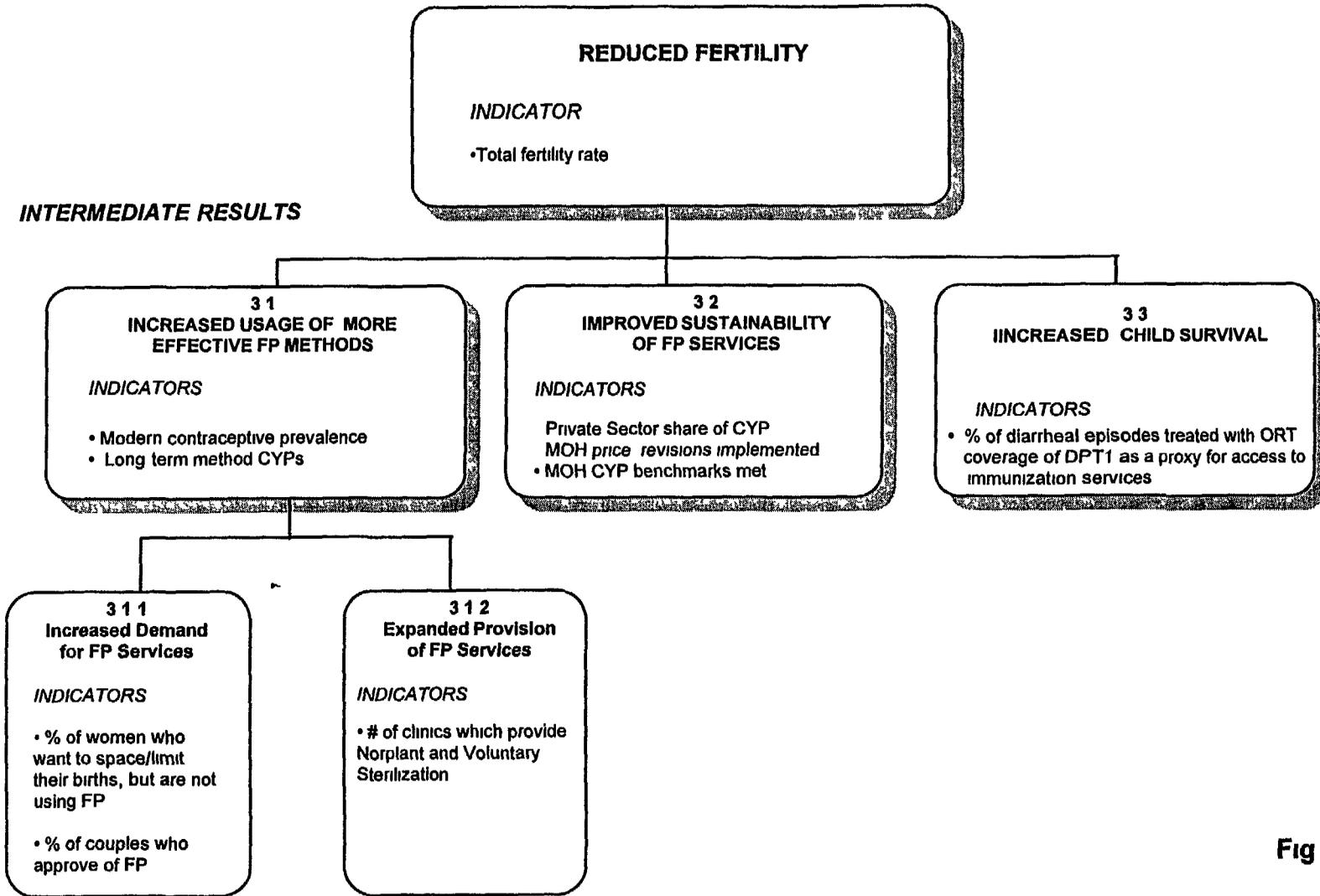


Fig 11

24A

high rates of under five mortality. Although decreases in child mortality have been achieved, there continue to be large differences between urban and rural rates and significant regional variation. Immunization coverage is low at less than 50% coverage in 1993. There is a high prevalence of malnutrition and diarrheal diseases resulting from low rates of exclusive breastfeeding and limited use of ORT. Furthermore, over 50% of births are high risk. Health education efforts must be strengthened and targeted especially towards women in rural areas in order to lower the number of high risk births, promote breastfeeding, increase immunization coverage and the use of ORT.

Low levels of female literacy. There is an important linkage between the Mission's strategic objective to improve literacy through primary education and this strategic objective to reduce fertility. Research has shown that men and women with low levels of education tend to want larger families and also to have larger families. Women with no schooling want to have and actually do have on average 1.8 more children than those with 10 or more years of schooling. These families also have high rates of child mortality. In Ghana, the child of a woman with a secondary education is 4 times as likely to reach his or her sixth birthday as the child of a woman with no education. Consequently, women with no education tend to have more children because they fear some will not survive to adulthood. The influence of schooling on fertility is stronger in communities where the overall educational level is higher suggesting the important role that primary education and mass literacy programs can play in reducing fertility. Better-educated women will be better able to care for their children, will have higher rates of contraceptive use and will be more likely to use more effective methods. Furthermore, young women who practice family planning will be more likely to remain in school.

b Analysis of Options

There are a variety of approaches that can be used to reduce fertility. Ghana's 1994

Revised National Population Policy presents the following steps the country must take in order to achieve and maintain a level of population growth which is consistent with national development objectives

- reduction of fertility through the provision of affordable and high quality family planning services
- elimination/control of sexually transmitted diseases including AIDS
- development of special programs focussing on adolescent reproductive health
- integration of population issues into all aspects of development planning
- reduction of the high levels of maternal and infant mortality and morbidity
- enhancement of women's rights and status within society
- ensuring a more balanced distribution of the population
- conservation of the environment and natural resources

USAID's third strategic objective is to **reduce fertility by increasing the usage of more effective family planning methods, improving the sustainability of family planning services; and increasing child survival.** (See fig 11) Interventions will include components which meet the needs of adolescents, men and rural clients. Also

*Ghanaians
desire
affordable
and high
quality
family
planning
services*

What's the Ideal Family Size?

Ghanaian women say that they want 4-5 children, yet, the national fertility rate is 5.5 children. USAID's Ghana Population and AIDS Program is assisting these women to close the gap between desired and actual family size. USAID will provide access to modern contraception for nearly 750,000 users.

USAID's activities in strengthening education of the girl child will contribute to enhancing the status of women

These areas have been selected because improving the likelihood that a child survives reduces the number of children a family will have. Increasing the use of family planning has direct and significant impact on slowing population growth. Recent increases in contraceptive use and the resulting decline in fertility indicate that the demand for family planning is growing and there is a need to ensure that sustainable services are in place to meet that demand. USAID has a long history of working in the population and health sector in Ghana and, through its network of Cooperating Agencies, has a comparative advantage in the population field. In addition, USAID/Ghana will implement targeted interventions which complement the child survival activities of other donors. Certain aspects of the family planning program will benefit the AIDS Strategic Objective (Section D) such as the social marketing activities which will raise awareness, provide services and increase condom use.

c. Critical Assumptions

Political Stability: Political stability and economic growth must continue in Ghana and neighboring countries for this strategic objective to be achieved. Regional instability will result in increased population pressures from neighboring countries.

GOG Commitment: The GOG has been very supportive of population and child survival activities. The National Population Policy was revised in 1994, the National Population Council was established in 1992 and is located in the President's Office. Child survival interventions are priority areas highlighted in the Ministry of Health's Medium Term Strategy. While there is clear commitment for these programs at the national level, it must be strengthened and extended to local levels as public sector decision making is decentralized. In addition, there is an urgent need for continuing political and financial support in both the

public and private sectors to ensure long term program viability.

Other Donors Support: Donor support must continue to be well coordinated and complement the work being supported by USAID. This is of particular importance with regard to support for child survival since relatively high infant and child mortality rates play an important part in parents' decisions to opt for larger families.

d. Identification of Affected Customers

Customers for SO3 include all men and women of reproductive age in Ghana. Important target groups which have been identified include women who wish to delay or limit their births and are not currently using family planning, adolescents, males and people in rural areas with limited access to services. According to the 1993 Demographic and Health Survey, almost 873,000 women want no more children and over 1 million more would like to delay the birth of their next child by at least two years. For many, the unfavorable attitude of their partners keeps them from using family planning. Consequently, activities directed toward men are an important part of the program. For both modern and traditional methods, contraceptive use of the urban population is twice that of the rural population. Therefore, efforts must be focused on reaching the two-thirds of Ghanaians living in rural areas. Women who are pregnant or have just had a child, infants and children are important customers for the child survival interventions. Only 42% of diarrheal episodes are treated with ORT and less than 50% of children are fully immunized. Young women and new mothers need information and services to ensure the health of their children and to space their next birth.

Activities and messages which reach teenagers must also be emphasized. Teenagers, a growing segment of the population, are entering their reproductive years and need information about family planning. Over one-fifth of all teenage girls aged 15-19 have started childbearing and

USAID's target groups are the 1.8 million women who wish to delay or limit their births, adolescents, males and people in rural areas without access to services

45% of 19 year-olds have begun their childbearing. The proportion of teenagers in the rural areas who have already had their first child is almost double that in the urban areas. The children of these young mothers are one and a half times as likely to die as children of older women. Consequently, these women need information about the importance of delaying childbearing as well as information about how to care for children when they do have them.

e Commitment and Capacity of Other Development Partners

Donor assistance in health and population is estimated to be over \$100 million for the five-year period from 1991-1996. It includes regional projects which are designed to improve access to health care in the poorer regions in the North of the country and country-wide support for strengthening provision of primary health care. UNFPA and UNICEF are spearheading support to improve maternal and child health with interventions to improve immunization, support safe motherhood and improve nutrition. Major donors providing assistance to Ghana in population and family planning include the World Bank, UNFPA, UNICEF and ODA.

USAID is considered by other donors and the Government of Ghana to be the lead donor in population and family planning, with a comparative advantage in private sector efforts. USAID has also provided limited support for the provision of vaccines and the promotion of child survival. USAID is also considering giving support to NGOs under the BHR/JVC Child Survival Grant Program. This year, under the aegis of the Common Agenda, the Japanese will be developing joint coordinated actions with USAID to complement efforts already in place in population and HIV/AIDS prevention. USAID will also be expanding its efforts to increase vaccination coverage, promote the distribution of ORS, and strengthen IEC campaigns promoting child survival interventions.

f Illustrative Approaches

USAID/Ghana's approach to lowering fertility seeks to achieve 1) increased use of more effective family planning methods by increasing demand for family planning and expanding provision of family planning services, 2) improved sustainability of family planning services and 3) increased child survival.

● Increased Demand for Family Planning Demand for family planning services will be increased by strengthening Information Education Communication (IEC) activities and improving the quality of services. IEC and social marketing campaigns will be developed which convey important messages about the need to avoid high risk births, the benefits of family planning and method-specific information to target audiences such as men and adolescents. The campaigns will disseminate information through mass media, posters and brochures available at health facilities and points of sale, and health care providers, community workers and NGOs. These campaigns will be supported by training service providers in order to improve the quality of care and ensure that family planning clients are counseled to use the most effective and appropriate method. To encourage clients to move to more effective long-term methods information, counseling and effective referral systems must be in place.

● Expanded Provision of Family Planning Services The provision of both short-term and long-term methods will be expanded to increase access to and use of family planning services. Strengthened social marketing and community distribution of short-term methods will increase their availability, improve accessibility to low income consumers, and meet increasing demand with adequate supply. Distribution of family planning through private physicians and NGOs will be strengthened by training service providers. The number of facilities equipped and staffed to provide long-term methods in the MOH system will be increased and training for health care workers will be improved.

USAID will support both public and private suppliers of family planning services

● **Improved Sustainability of Family Planning Services** Non-project assistance will be used to encourage needed policy reforms designed to improve sustainability of family planning programs. This includes GOG budgetary commitment both to family planning services and to programs which support these services such as health education efforts and training. Budgetary commitment to the National Population Council will demonstrate a willingness to ensure coordination and improve efficiency of all population activities in Ghana. Furthermore, policies which increase private sector distribution and improve efficiency of family planning service provision will be revised and implemented.

The private sector has a very important role to play since it reaches wider distribution and meets the needs of people who are willing to pay a higher price in order to have more convenient access to family planning services. Currently the private sector provides family planning and Oral Rehydration Salts (ORS) and conducts IEC campaigns to promote the use of these products. To increase program resources from the private sector and from family planning users, the price structure of the contraceptive market will be updated and the public-private sector partnership will be strengthened. The MOH must regularly update the fees it charges for contraceptives in order to keep pace with inflation and increase cost recovery. When low-priced MOH products leak into the private sector market resources available to the MOH and opportunities for private sector distributors are reduced. Currently, 57% of family planning users obtain services from the private sector and 43% from the public sector. In order to increase the share of family planning users obtaining services from the private sector, especially those using short-term methods, more attention will be given to market segmentation according to the socio-demographic characteristics of users and to the respective roles of government, private voluntary and commercial services in serving different market segments.

● **Increased Child Survival Interventions** will include IEC, support for provision of vaccinations and ORS, and training. IEC campaigns will be targeted towards pregnant women and new mothers in order to increase the number of women exclusively breastfeeding their children for the first four months and to increase the use of Oral Rehydration Therapy for the treatment of diarrhea dehydration. These campaigns will be targeted towards women in rural areas and supported with training for health care providers and increased provision of ORS through CBD workers. USAID/Ghana will collaborate with UNICEF to improve immunization coverage by assisting in the procurement of vaccines, strengthening training of health care providers and procuring needed equipment for maintaining the cold chain. Finally, USAID/Ghana will develop IEC messages designed to promote the use of family planning in order to reduce the number of high risk births.

g. How Sustainability Will Be Achieved

Family planning in Ghana is in the emergent stage with modern contraceptive prevalence of 10 percent and requires donor assistance and support for contraceptives. However, it is important that donor assistance is designed to improve the efficiency of the program and increase program resources from other sources such as the GOG, the private sector and family planning users.

Sustainability of public sector service provision will be strengthened in three ways. First, this strategy will promote policy changes which support increased budgetary allocation to family planning and child survival programs and related activities. Second, the pricing structure for contraceptives will be reviewed and updated regularly. Third, the efficiency of resource use in both the public and private sectors is being improved by strengthening coordination of program activities, streamlining service delivery guidelines, strengthening the partnership between the public and private sectors, and encouraging a shift to long-term methods. Shifting to longer-term methods will, by definition,

*Immunization
and Oral
Rehydration
Therapy are
the two most
effective child
survival tools
in Ghana*

create a situation which is more sustainable. These methods are more effective, cost less per couple year of protection, and will permit the goal of reduced population growth to be achieved in a shorter time frame. After USAID supported efforts in training, establishment of training sites and refurbishment and construction of clinics for the delivery of long-term methods, the infrastructure will be in place to ensure that these services will continue to be available.

Private sector provision is being strengthened through social marketing to expand the commercial market for family planning products and ORS and support to improve the efficiency of NGOs. These efforts will increase market demand and encourage purely private sector entrants into the market which will, in turn, increase the distribution of family planning products and information through private medical practitioners, pharmacies, other retail outlets and networks of NGOs.

h How Achievement of the Strategic Objective Will Be Judged

The indicator for the Strategic Objective will be total fertility rate. The target will be to reduce the total fertility rate (TFR) from its current level of 5.5 to 5.0 by the year 2001. Judging progress towards achievement of the strategic objective and its intermediate results will be based on a series of people-level, gender disaggregated measures which are already in place. These include a series of surveys, situation analyses which assess service delivery practices, and service statistics. The results framework provides illustrative indicators for the strategic objective and intermediate results.

4 Strategic Objective No. 4: Increased Use of Proven HIV/STD Prevention Interventions (SO4)

a Problem Identification

Ghana's 1994 Revised National Population Policy identifies several objectives aimed at enhancing the quality of life of the people of Ghana. One of the objectives is to ensure that

particular attention is focused on the prevention of sexually transmitted diseases including AIDS.

If current trends continue, 1.2 million Ghanaians will be infected with HIV by the year 2010. To slow the rise in HIV prevalence, steps need to be taken to decrease risky behavior by such methods as reducing the number of sexual partners, increasing use of condoms, and improving diagnosis and treatment of sexually transmitted diseases.

Data from blood tests of ante-natal patients (a traditional proxy for a general population sample) indicate that HIV prevalence in Ghana ranges from 2 to 4 percent in most parts of the country with some areas reporting rates of over 10 percent. As of September 1995, 16,500 cumulative cases of AIDS had been reported. It is estimated that at least 400,000 Ghanaians are infected with the HIV virus. Women account for almost 70 percent of reported AIDS cases.

Ghana's neighbors are experiencing HIV prevalence rates as high as 10 percent of the general population. AIDS is already the leading cause of death in Abidjan, the capital of the Côte d'Ivoire. Some experts state that AIDS has reached levels in Ghana which the epidemic had reached in the Côte d'Ivoire five years ago.

High Risk Behavior Evidence to date has shown that the predominant mode of HIV transmission in Ghana is sexual contact. Although awareness of AIDS is high, people continue to engage in high risk behaviors. Estimates based on the results of the Consumer Baseline Survey (1993) indicate that over 600,000 men and women have had more than one sexual partner in the last three months and do not use condoms regularly.

High Prevalence of STDs In addition to high risk behavior, the spread of HIV is increased by the presence of STDs which has been shown to increase the likelihood of heterosexual transmission of HIV two to nine times. The prevalence of syphilis in the

HIV prevalence is low in Ghana but rising

STRATEGIC OBJECTIVE NO.4 INTERMEDIATE RESULTS & ILLUSTRATIVE INDICATORS

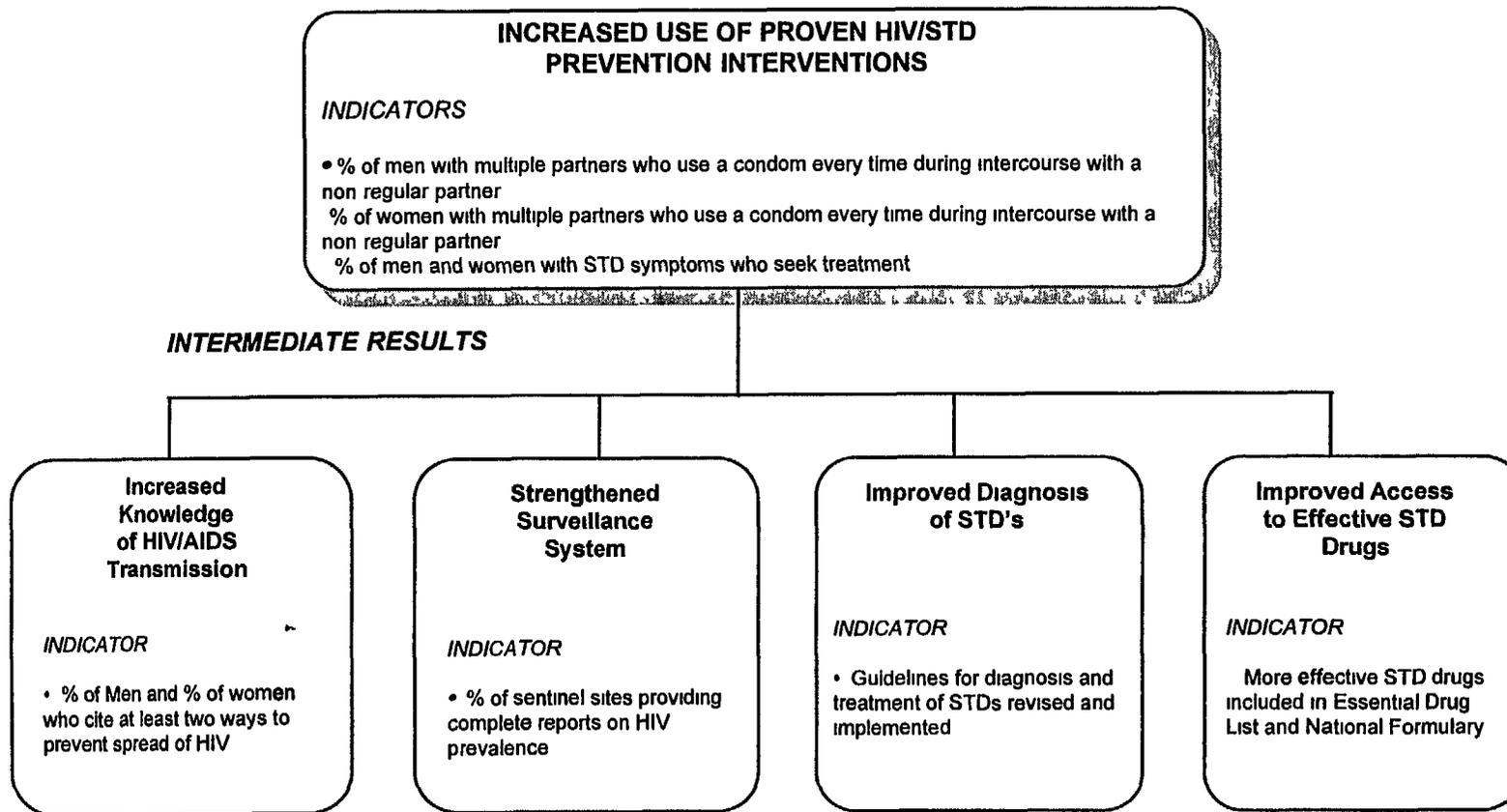


Fig 12

29A

northern sector of Ghana, for example, ranges from 8 to 18%

Inadequate Treatment of STDs In addition to the prevalence of STDs, weaknesses in the diagnosis, treatment and compliance with treatment of STDs exacerbate the situation in Ghana. First, many individuals do not recognize symptoms of STDs as unusual and consequently do not seek medical attention. If they do seek medical care, the treatment provided may not be effective due to the presence of drug resistant strains or lack of compliance with treatment regimens. Individuals prefer to seek STD treatment in the private sector because they perceive there is more anonymity. Despite this fact, to date, most of the donor assistance in HIV/STD prevention and control has gone to the public sector.

b. Analysis of Options

There is as yet no known cure for AIDS. The only recourse open to countries to combat the spread of HIV/AIDS is prevention. One of the major objectives of the Ghana National AIDS/STD Control Programme's (NACP) second medium term plan (1996-2000) is the prevention of HIV infection through sexual transmission, transmission via blood, blood products and bodily fluids, and perinatal transmission. The NACP proposes the following interventions to obtain its objective:

To prevent sexual transmission

- promote safer and responsible sexual behavior
- provide access to condoms
- promote early diagnosis and adequate treatment of sexually transmitted diseases

To prevent transmission through blood, blood products and bodily fluids:

- promote action to reduce the need for blood transfusion
- promote safe blood transfusion
- promote infection control

To prevent perinatal transmission

- provide appropriate education and information to pregnant women and women of child-bearing age
- provide access to counseling and voluntary testing for HIV
- provide access to family planning services
- provide access to condoms as well as appropriate education and information and promote correct usage of condoms

USAID's fourth strategic objective is to **increase the use of proven HIV/STD prevention interventions**. This strategic objective will focus on increasing knowledge of HIV/AIDS transmission and measures that can be taken to prevent infection, improving the diagnosis and treatment of sexually transmitted diseases other than AIDS which increase one's susceptibility to AIDS, and strengthening the National AIDS Control Programme's (NACP) surveillance system to track HIV and STDs. Emphasis will be placed on integrating these activities into existing structures, especially family planning services. Thus, SO3 and SO4 will be closely linked in implementation.

c. Critical Assumptions

The critical assumptions for the success of SO4 are Political Stability, GOG commitment, Other Donor Support, and Continued Commitment of Neighboring Countries to Fighting HIV/AIDS.

Political Stability Political stability and economic growth must continue in Ghana and neighboring countries for this SO to be achieved. Regional instability with the resultant influx of refugees may result in increased spread of HIV and STDs within refugee camps and communities and into the Ghanaian population at large.

GOG Commitment. The GOG declared its commitment to combating AIDS early in the life of the epidemic. In October, 1985, the GOG publicly committed to vigorously pursue appropriate policies and measures to prevent and control the spread of HIV. As a manifestation of this commitment, the GOG established a National Technical Committee

Slowing the spread of HIV/AIDS is important to maintain Ghana's productive age groups

on AIDS (NTCA) to advise it on all AIDS related matters. In late 1987, the Program Management Unit of the National AIDS/STD Control Program (NACP) was established within the Ministry of Health (MOH) to coordinate activities for the prevention and control of HIV/AIDS in the country. The NACP is attempting to expand the level of government and political commitment to the Parliament and regional and district levels.

Other Donor Support Donor support must continue to be well coordinated and complement the work supported by USAID.

Continued Commitment of Neighboring Countries to Fighting HIV/AIDS Infection AIDS knows no boundaries. For Ghana to be successful in its fight against the spread of AIDS, surrounding countries in the West African sub-region must also have active AIDS control programs. Programs for migrant workers and long distance truck and taxi drivers should be coordinated on a regional basis.

d Identification of Affected Customers

Customers for SO4 include all sexually active Ghanaians. Special target groups will include those at special risk of HIV/STD transmission. These groups include, among others, miners and long distance truck drivers. Men will receive special attention under this SO. Over 30% of all men interviewed in the recent Consumer Tracking Survey (1995) reported having sex with more than one partner while very few women reported having sex with more than one partner. Adolescents, too, will be specially targeted in this SO. According to NACP statistics, almost 40% of all reported AIDS cases among females and about 25% among males are found in the 20-29 year age group. Given the long latency period from infection to full-blown AIDS, most of this group was probably infected in their teens. According to the GDHS (1993), 47% of never married women ages 15-19 have ever had sex, while 83% of never married women 20-24 have ever had sex. The median age of first sexual intercourse among all women ages 20-24 was 16.8 years. These activities will in many

instances be integrated with the adolescent activities to be implemented under SO3.

e Commitment and Capacity of Other Development Partners

USAID is the largest donor for HIV/AIDS providing around 50% of all donor resources going to HIV/AIDS/STDs in Ghana. These resources financed interventions in the area of IEC, condom social marketing, and HIV testing training and surveillance among others. CIDA will soon be initiating a regional program focusing on populations engaging in high-risk behavior such as commercial sex workers and migrant workers. The Government of Japan, through the Common Agenda/Global Issues Initiative, will be developing joint coordinated actions with USAID to complement efforts already in place in population and HIV/AIDS. Japanese assistance is likely to support NGOs, training of laboratory technicians for screening and the procurement of HIV reagents. Other donors, including Save the Children Fund (SCF), WHO, the European Union (EU) and GTZ are supporting upgrading STD case management in government clinics, laboratory testing for STDs, training for private physicians and pharmacists and assistance to the Health Education Unit at the Ministry of Health for educational materials pertaining to AIDS and STDs.

f. Illustrative Approaches

● **Increased Knowledge of HIV/AIDS Transmission** Since general knowledge of AIDS is high, IEC campaigns will be developed which emphasize modes of transmission and preventive measures that can be taken to protect against the spread of AIDS. Important messages which must be communicated include the need to reduce the number of sexual partners, the importance of proper and consistent use of condoms with casual partners, and the important role that health care providers play in identifying and treating STDs and counseling clients about HIV/AIDS.

The target groups for SO4 include all sexually active Ghanaians

● **Surveillance System Strengthened:** The effectiveness of the HIV/AIDS/STD sero-surveillance system will be strengthened to track trends in HIV/AIDS and STD incidence. Efforts will focus on ensuring the quality of lab work and the consistency of results. The system operates in 10 regional laboratories throughout the country and collects information about high risk (STD patients) and low risk (antenatal patients) populations. Information from the sero-surveillance system is used to identify areas with high HIV/STD prevalence rates and to plan and target AIDS/STD interventions nationwide.

● **Improved Diagnosis and Treatment of STDs:** STD treatment will be strengthened through better training and access to more effective drugs. More effective drugs for treatment of STDs will be included in the revised Essential Drugs List (EDL) and new treatment guidelines will be included in the National Formulary (NF). HIV and STD laboratory diagnostic capability will be strengthened. Medical care available for STD treatment will be improved through better training of physicians in both the private and public sectors.

g How Sustainability Will Be Achieved

This SO addresses sustainability issues in both the public and private sector. In the public sector, policy reforms called for under the strategy will support budgetary reform. This has already begun with the non-project assistance requirement that sufficient funds be made available to the Ministry of Health to adequately undertake HIV/AIDS/STD activities. This is being accomplished through the normal budgetary process as opposed to the extra budgetary process which had been utilized in previous donor-funded programs. Furthermore, the inclusion of more effective drugs for STD treatment in the EDL will allow for their procurement by the Central Medical Stores through the regular drug procurement process and assure their availability at all service delivery points. Technical sustainability will be assured through short-term technical assistance and

both local and outside training of ministry staff.

Sustainability in the private and NGO sectors will be strengthened through financial and technical assistance to the organizations most involved in condom distribution, IEC and STD treatment. These organizations will furthermore also work with other NGOs and private medical practitioners to enhance their capability to deliver HIV/STD information and services.

Although both the MOH and GSMF are gradually increasing the level of cost recovery, total cost recovery cannot be expected before the end of the strategy period.

h. How Achievement of the Strategic Objective Will Be Judged

The percentage of men with multiple partners and the percentage of women with multiple partners who use a condom everytime during intercourse with non regular partners will increase. Because the risk of HIV is increased with the presence of STDs, compliance with revised treatment protocols will be assessed. The baseline and target levels for these indicators will be determined from the results of planned studies. Judging progress towards achievement of the strategic objective will be based on a series of surveys and special studies designed to collect information about behavior changes among men and women, the quality of services provided to treat sexually transmitted diseases and completeness and quality of the information collected through the surveillance system.

The Country Strategy described in Part II requires \$184 million in new DA funds

PART III RESOURCE REQUIREMENTS

"Anyone who has ever struggled with poverty knows how extremely expensive it is to be poor " James Baldwin

A. ESTIMATED RESOURCE REQUIREMENTS TO ACHIEVE THE STRATEGIC OBJECTIVES

1 Introduction

USAID assistance to Ghana is financed from the Development Assistance (DA) and (P L 480) Food Aid accounts. The operational year budget (OYB) levels from the DA account were \$43.1 million in FY 1993, \$35.1 in FY 1994 and \$36.4 million in FY 1995. Food aid has been running at approximately \$17.0 million a year including Title II and Title III. With these levels of funding, the Mission has achieved its SOs and met earmarks in child survival, population and basic education.

2 Development Assistance

The strategic plan outlined in Part II describes a five-year country program with a DA funding level of \$184 million, or \$36.8 million per year. This is the Mission's base scenario. In addition, the accompanying tables and narrative outline a low scenario of \$140 million, or \$28 million a year. For both scenarios, the totals represent the sum of USAID/Ghana funding, including regional and Global.

The AFR Bureau's guidance, from which these funding levels are derived, also mentioned the possibility of a best-case scenario, with OYB support at \$41 million a year. After carefully considering the possible uses of these additional funds, the Mission determined that the constraints under which the program will have to be implemented precluded using this higher level of funding. Two key considerations in reaching this decision were the Mission's more restricted management capability, due to limitations on staff and recurrent budget, and the relatively limited absorptive capacity of the Ghanaian institutions implementing the SOs.

SO1 will require the most resources

Strategic Objective/Special Objective	Base Scenario	Low Scenario
SO1 Increased Marketed Value of Selected Agricultural Products	79.5	71.0
SO2 Increased Effectiveness of the Primary Education System	45.0	26.0
SO3 Reduced Fertility	51.0	43.0
SO4 Increased Use of Proven HIV/STD Prevention Interventions	8.5	0.0
Total	184.0	140.0

Table 1 presents the funding requirements for the strategic objectives and the special objective at the base and low scenarios, respectively. In both cases, Mission priorities remain the same, as evidenced by respective levels of funding for the SOs.

Funding at the \$36.8 million a year base scenario level – with the addition of \$7 million annually for food assistance – will enable implementation of the Mission program as described in Part II of this report (See Table 2). Reducing funding by 24% to the low scenario, \$28 million a year, will lead to a significantly diminished level of results (See table 3).

Strategic Objective	FY97	FY98	FY99	FY00	FY01	TOTAL
<i>SO1 Increased Marketed Value of Selected Agricultural Products</i>						
	3.4	2.4	2.4	1.8	2.0	12.0
NPA	<u>11.2</u>	<u>12.3</u>	<u>13.8</u>	<u>14.9</u>	<u>15.3</u>	<u>67.5</u>
PA	14.6	14.7	16.2	16.7	17.3	79.5
Subtotal	<u>7.0</u>	<u>7.0</u>	<u>7.0</u>	<u>7.0</u>	<u>7.0</u>	<u>35.0</u>
Title II	21.6	21.7	23.2	23.7	24.3	114.5
Total SO1						
<i>SO2 Increased Literacy and Numeracy in Primary Schools</i>						
	1.6	1.6	1.6	1.2	2.0	8.0
NPA	6.4	8.0	8.0	8.0	6.6	37.0
PA	8.0	9.6	9.6	9.2	8.6	45.0
Total SO2						
<i>SO3 Reduced Fertility</i>						
NPA	2.5	2.0	1.5	1.5	1.5	9.0
PA	9.0	9.0	8.0	8.0	8.0	42.0
Total SO3	11.5	11.0	9.5	9.5	9.5	51.0
<i>SPO Increased Use of HIV/STD Prevention Interventions</i>						
	1.0	0.5	0.5	0.5	0.5	3.0
NPA	1.7	1.0	1.0	0.9	0.9	5.5
PA	2.7	1.5	1.5	1.4	1.4	8.5
Total Special Objective						
Total DA Funding	36.8	36.8	36.8	36.8	36.8	184.0
	7.0	7.0	7.0	7.0	7.0	35.0
Title II	43.8	43.8	43.8	43.8	43.8	219.0
Grand Total						

What would the program lose at the lower levels of funding?

The low funding scenario for SO1 would reduce USAID's impact on marketed agricultural products by an estimated \$42 million or 18% over five years. USAID assistance would reach fewer entities and intermediaries, products and market linkages would be significantly less developed, and, with lower levels of follow-up training and technical assistance to companies, sustainability would be less assured.

At the low scenario, SO 2 would sacrifice its potential to improve primary education and promote government decentralization efforts at the national level. Non-project assistance would be dropped, and with it the Mission's most effective lever for promoting decentralization of primary education.

The program would have less chance of encouraging more generous flow of resources to districts and schools. There would be less opportunities for enacting changes at the national and district level which are important for improving the learning environment in the classroom. Because of this sharply diminished scope, SO2 would become a special objective.

Also, at the lower level, the Mission would be compelled to drop the special objective on HIV/STD prevention. Reducing the fertility rate is critical for the success of the overall Mission strategy, and rather than only partially implement its population program, the Mission would elect to put all of its limited resources into assuring attainment of a TFR of 5.0 by 2001. Such a decision would have a serious impact on Ghana's ability to control the spread of AIDS. At present, USAID provides about half of the AIDS funding going to the GOG, but with all support in the health area being channeled to SO3, only condom distribution would continue (although it

would be geared more towards family planning)

3 P L 480 Food Assistance

Ghana's food deficit problem is worsening. In 1990 the country's food deficit was 142,000 metric tons -- in 2000 it is likely to be 250,000 metric tons. Increased food production, improved food utilization, and higher incomes are needed to reverse this trend.

USAID/Ghana, in cooperation with the PVO and NGO community, has used P L 480 resources to improve food availability, access and use. Increasingly, the Mission has used monetization of P L 480 resources to leverage significant increases in incomes from food crops. Continuation of Title II resources is critical to achieving Strategic Objective 1.

USAID proposes a five year, \$35 million Title II program as a central component of the Country Strategy (See Tables 2-3). An estimated \$20 million will be provided as food commodities.

These resources will continue agro-forestry initiatives (through local non-government organizations) aimed at reducing soil erosion and increasing productivity, maintaining primary school feeding in selected areas, and expanding access to potable water and improved sanitation.

The remaining \$15 million in P L 480 resources will be monetized and, together with the grants from the Development Assistance account, finance the US PVO's that directly contribute to SO1.

These organizations will work directly with farmers' groups to enhance management and business skills, improve production, post harvest processing, storage, handling and marketing capabilities. P L 480 funds, complemented by \$79.5 million in DA funding, are expected to generate a

*Monetization
of P L 480
Title II
resources will
remain an
important
tool for
USAID
programs*

cumulative marketed value of selected agricultural products over the life of the project of \$236 million. Without monetized Title II resources, the cumulative gain, under either the base or low scenarios, would be \$182 million, or nearly 23% less.

4 Program Management Requirements

a Personnel

The Country Program Strategy can be implemented at existing work force and operating expense (OE) levels. The projected base scenario annual budget -- \$43.8 million, including P.L. 480 funds -- is similar to the actual program level of \$43.4 for fiscal year 1995 and the Action Plan submission of \$48.6 for fiscal year 1996. The present program has a staffing level of 132 full-time equivalents (FTEs).

At the lower budget, staff levels are reduced by 2 USDHs, 1 FSN DH and 14 FSNPSCs, or approximately a 14% reduction in FTE's. This reduction in personnel, however, results only in a modest saving of \$200,000 a year (starting in FY 97), or \$1.0 million over the 5 year plan period.

The budget impact of a FSN reduction of the 15 FTE's is minimal as the average annual FSN salary is \$4500 per FSN. This equates to a total savings of \$70,000 per year, or \$350,000 over the five year period. (See Table 4)

b Operating Expenses

USAID Ghana's operating expenses have averaged \$2.6 million per year over the last two years. These expenses have been financed from dollar appropriated funds (60%) and trust funds (40%). Table 5 presents the mission's OE requirements for the next five years.

Dollar Funded. For the last two fiscal years (FY 94-95) OE dollar funded

operating expenses averaged slightly less than \$1.6 million per year. The Mission plans to reduce this figure by approximately 10% to \$1.4 in FY 1996. For the base scenario described in Part II of this report, the Mission projected this same \$1.4 million OE dollar funded level for FYs 1997 through 2000 plus a 3% inflation factor. In the year 2001 a figure of \$1.5 million is used, the same level as FY 2000. This conservative OE dollar projection is based on the Mission's plans to contain increases in operating costs and to capture operating efficiencies from the implementation of new management systems.

For the low scenario, the Mission reduces FY 1997 OE dollars by 14% from the base scenario to \$1.2 million. FY 1998-FY 2001 is then straight-lined at \$1.1 million. The overall reduction in costs presented in the low OE projection are expected to come, in large measure, from implementation of a stretched-out non-expendable property replacement program. This approach, in many ways, would result in mortgaging the Mission's future to meet current budgetary restraints. The asset base would become older, requiring additional maintenance at some point in the future.

Trust Fund. In the past USAID Ghana has generated trust funds for operating expenses by tapping, on average, 9% of all the non-project assistance grants in its program. This approach will be continued. Ten percent of all new NPA will be allocated to trust funds. To offset lower levels of dollar funded OE and meet the growing local currency requirements, the trust fund projections, as a percent of total operating expenses, go up to 46% in the base scenario and to 52% in the low plan.

Ghana is currently experiencing annualized inflation of approximately 70%. This is sharply driving up the price of local goods and services. Guard service costs, locally procured supplies, and FSN salaries and benefits are expected to continue to

increase substantially in response to this high rate of inflation

With the additional \$32 million in NPA funding reflected in the base plan, the trust fund cash flow throughout the five-year period is projected to stay positive until the year FY2001

At the \$24 million low NPA funding scenario, trust funds are expected to run out in the year FY 2000. Approximately \$700,000 additional appropriated dollars would be needed to cover the shortfall in each of the last two plan years.

If there is no new NPA, trust fund money generated from tranches under existing programs will run out during FY 1999. Appropriated OE dollars would then need to be increased by an estimated \$600,000 in FY 1999 and approximately \$1.0 million during the last two years of the 5 year plan period.

5 Other USAID Support

The Mission plans to draw on USAID/W technical support for achieving the SOs, as well as for carrying out its policy and analytical agendas and implementing re-engineering activities.

SO1 will require assistance from Global Bureau and AFR/SD in agricultural production and marketing, natural resources management, microenterprise development and lending, and trade promotion. Support will also be sought for enhancing the capacity of local institutions involved in business management training, improving business skills in local enterprises and increasing awareness among entrepreneurs of international business practices.

SO2 will require technical assistance from USAID/W, specifically the Center for Human Capacity Development (CHCD) and the Africa Bureau, Office of Sustainable Development, Office of Human

Resources and Democracy, for identifying instructional practices at the classroom level and cost effective strategies for improving student performance. Both offices could also assist in linking school-level interventions to capacity-building activities for local researchers, practitioners and policy makers. CHCD can provide expertise and services for the design and implementation of literacy programs that utilize effective instructional technologies, such as radio education. CHCD is also well suited to provide technical assistance for the development and implementation of a comprehensive monitoring and evaluation program.

SO3 and the Special Objective will require substantial support from USAID/W, particularly from the Global Bureau, Center for Population, Health and Nutrition. There are approximately 15 projects funded through the Global Bureau that the Mission will want to access for technical support at the field level. Other technical assistance will be requested from Office of Population (OP) staff. The OP Ghana country coordinator usually visits Ghana twice per year in order to help coordinate assistance from the Global Bureau. In addition, between \$11 million and \$15 million of contraceptive commodities will be procured through the Global Bureau's Central Procurement Project.

As results package teams are identified, the Mission will ask that technical staff in the Africa Bureau serve as virtual team members for the SOs. Personnel with a wide variety of skills will be needed.

B PROGRAMMING OPTIONS MATRIX

The following Tables 6 and 7 show the programming options available to the Mission in addressing Agency focus areas and Congressional interest areas at projected base and low funding levels.

Another \$35 million in P L 480 Title II resources and \$2.5 million in operating expenses per year will be required.

Table 3
Resource Requirements
Scenario 2 - Low Level (\$ Millions)

Strategic Objective/Special Objective	FY97	FY98	FY99	FY00	FY01	TOTAL
<i>SO1 Increased Marketed Value of Selected Agricultural Products</i>						
NPA	3 4	2 4	2 4	1 8	2 0	12 0
PA	<u>10 8</u>	<u>10 6</u>	<u>11 6</u>	<u>12 7</u>	<u>13 3</u>	<u>59 0</u>
Subtotal	14 2	13 0	14 0	14 5	15 3	71 0
Title II	<u>7 0</u>	<u>35 0</u>				
Total SO1	21 2	20 0	21 0	21 5	22 3	106 0
<i>SO2 Increased Effectiveness of the Primary Education System</i>						
PA	4 2	5 9	5 9	5 4	4 6	26 0
Total SO2 (Special Objective)	4 2	5 9	5 9	5 4	4 6	26 0
<i>SO3 Reduced Fertility</i>						
NPA	2 4	2 4	2 4	2 4	2 4	12 0
PA	7 2	6 7	5 7	5 7	5 7	31 0
Total SO3	9 6	9 1	8 1	8 1	8 1	43 0
Total DA Funding	28 0	140 0				
Title II	7 0	35 0	7 0	7 0	7 0	35 0
Grand Total	35 0	175 0				

TABLE 4
USAID/Ghana Staffing Plan
Base And Low Scenarios (Full Time Equivalent)

OPERATING EXPENSE FUNDED	FY95 Actual	FY96		FY97		FY98		FY99		FY00		FY01	
		Base	Low										
USDH	15	15	14	15	13	15	13	15	13	15	13	15	13
FSNDH	8	8	7	8	7	8	7	8	7	8	7	8	7
FSNPSC	98	98	88	98	84	98	84	98	84	98	84	98	84
USPSC	2	2	2	2	2	2	2	2	2	2	2	2	2
Subtotal OE	123	123	111	123	106								
PROGRAM FUNDED													
FSNPSC	4	4	4	4	3	4	3	4	3	4	3	4	3
USPSC	4	4	4	4	4	4	4	4	4	4	4	4	4
PASA	1	1	1	1	1	1	1	1	1	1	1	1	1
Subtotal Program	9	9	9	9	8								
GRAND TOTAL	132	132	120	132	114								

TABLE 5
Operating Expenses
Projections (\$Millions)

BASE PROJECTION						
	FY97	FY98	FY99	FY00	FY01	Total
Dollars	1,400	1,440	1,480	1,520	1,520	7,360
Trust Funds	1,170	1,210	1,250	1,290	1,290	6,210
TOTAL	2,570	2,650	2,730	2,810	2,810	13,570
LOW PROJECTION						
	FY 97	FY 98	FY 99	FY 00	FY01	Total
Dollars	1,200	1,100	1,100	1,100	1,100	5 600
Trust Funds	1,110	1,210	1,210	1,210	1,210	5,950
TOTAL	2,310	2,310	2,310	2,310	2,310	11,550

Strategic Objective	Encouraging Economic Growth		Stabilizing Population Growth		Protecting The Environment		Building Democracy		TOTAL		% Total	
	Base	Low	Base	Low	Base	Low	Base	Low	Base	Low	Base	Low
SO 1	70 5	65 0	-	-	4 5	3 0	4 5	3 0	79 5	71 0	43	51
SO2	37 0	20 5	4 0	2 5	2 0	1 5	2 0	1 5	45 0	26 0	24	18
SO3	3 0	2 0	42 0	37 0	3 0	2 0	3 0	2 0	51 0	43 0	28	31
SPO	7 0	-	1 5	-	-	-	-	-	8 5		5	0
TOTAL	117 5	87 5	47 5	39 5	9 5	6 5	9 5	6 5	184 0	140 0	100	100
Percent	64	62	26	28	5	5	5	5			100	100

Percentages have been rounded to ensure that totals equal 100%

TABLE 7
Congressional Interest Areas
Base And Low Scenarios (\$Millions)

Strategic Objective	Child Survival		Population		AIDS		Basic Education		Environment		Micro-Enterprises		Total	
	Base	Low	Base	Low	Base	Low	Base	Low	Base	Low	Base	Low	Base	Low
SO1	-	-	-	-	-	-	-	-	3.5	3.5	40	37.5	43.5	41
SO2	-	-	4	3	-	-	39	21.5	2.0	1.5	-	-	45.0	26
SO3	4.0	3.5	42.0	36.5	2.5	1.5	-	-	1.0	1.5	1.5	1	51	43
SPO	1.0	-	1.5	-	6.0	-	-	-	-	-	-	-	8.5	-
TOTAL	5.0	-	47.5	-	8.5	-	39	-	6.5	-	41.5	-	148	
% OYB	3	3	26	28	5	1	21	15	3	4	22	28	80	79

The remaining OYB funding (20% for the base scenario and 21% for the low scenario) will be used in non-Congressional interest areas

Annexes

ANNEX A. Results Framework Matrices

RESULTS FRAMEWORK MATRIX FOR STRATEGIC OBJECTIVE #1

NARRATIVE SUMMARY	INDICATOR	BASELINE	TARGET	TIMEFRAME	RESPONSIBILITY
STRATEGIC OBJECTIVE #1 Increased marketed value of selected agricultural products	Marketed value of selected products	\$470 million (1994)	\$780 million (2001)	1-5 years	USAID, MOFA WORLD BANK, IFAD
<i>Intermediate Result #1 1</i> Trade and investment policies improved and implemented	a Adoption and implementation of streamlined procedures for importation of agricultural and industrial inputs for use in export production	Deficient procedures identified	Full implementation	1-3 years	USAID, MOTI
	b Adoption and implementation of improved policies and procedures regarding timber concession rights and exportation of wood products	Deficient policies and procedures identified	Full implementation	1-3 years	USAID MOTI MLNR
	c Adoption and implementation of policies removing restrictions on foreign investment in the fishing industry and on licensing of trawlers by foreign and local companies	Deficient policies and procedures identified	Full - implementation	1-3 years	USAID, MOTI, MOFA
	d Elimination of export bans for products such as cotton lint and natural rubber	Deficient policies identified	Policies and practices abolished	1-2 years	USAID MOTI MFEP
	e Implementation of simplified export declaration procedures	Improved policies adopted	Full implementation	1 2 years	USAID, MOTI

NARRATIVE SUMMARY	INDICATOR	BASELINE	TARGET	TIMEFRAME	RESPONSIBILITY
<i>Intermediate Result #1 2</i> Increased production	a % of assisted enterprises increasing production volumes by at least 6% annually	0	80%		USAID, Contractors and Grantees
	b % of enterprises adopting recommended sustainable production practices	TBD	TBD	3-5 years	USAID, Contractors and Grantees
<i>Intermediate Result #1 3</i> Improved domestic and export marketing	% of assisted marketing enterprises reporting annual sales increases of at least 25%	0	80%		USAID Contractors and Grantees
	Urban Rural annual average price ratios for selected commodities	TBD	TBD		USAID, MOFA
<i>Intermediate Result #1 4</i> Improved transportation infrastructure*	Total kilometers of feeder roads improved/rehabilitated	TBD			IBRD, DANIDA JAPAN
Comments * Shaded boxes indicate that other donors are responsible for showing results					

W

RESULTS FRAMEWORK MATRIX FOR STRATEGIC OBJECTIVE #2

NARRATIVE SUMMARY	INDICATOR	BASELINE	TARGET	TIMEFRAME	RESPONSIBILITY
STRATEGIC OBJECTIVE #2 Increased effectiveness of the primary school system	% of students in participating schools passing criterion referenced test in English (60%) and Math (55%) (data to be disaggregated by gender) % of schools within participating districts showing improvement in reaching fundamental quality levels # of districts in country qualifying to participate in FQL program	3 6% English ¹ (1995) 3 4% Boys 3 9% - Girls 1 8% Math ¹ (1995) 2 1% Boys 1 4% - Girls 0 0	30% English 15% - Math TBD TBD	4 5 years	USAID MOE
<i>Intermediate Result #2 1 Improved enabling environment for district management</i>					
a Sustained level of financial support for improving primary education	Recurrent Expenditures per pupil at national level on primary education (in real terms)	To be obtained	TBD	1-5 years	MOE
b GOG provides responsibility and resources to districts	Laws passed devolving authority to districts	Laws enacted	Laws implemented	3 5 years	MOE
	Recurrent Expenditures per pupil at district level on primary education (in real terms)	To be obtained	TBD	1-5 years	
c Improved decision making processes regarding primary education in participating districts	% of participating districts showing improvement in index for quality of decision-making in terms of - extent of public debate and participation - use of information from schools to inform decisions	0 ('96)	TBD	2-5 years	USAID MOE

NARRATIVE SUMMARY	INDICATOR	BASELINE	TARGET	TIMEFRAME	RESPONSIBILITY
<i>Intermediate Results #2 2</i> Improved classroom instruction	% of participating schools developing and implementing classroom improvement plans	0 ('96)	TBD	2-5 years	USAID, MOE
<i>Intermediate Results #2 3</i> Improved education management	% of schools in participating districts implementing FQL action plans	0 ('96)	TBD	2-5 years	USAID, MOE
	# of participating districts developing annual FQL implementation plans and targets	0 ('96)	TBD	2-5 years	
<i>Intermediate Result #2 4</i> Increased community participation	% of participating schools having functioning PTAs and school management committees	TBD	TBD	3-5 years	USAID, MOE, communities
<i>Intermediate Result #2 5</i> Improved school facilities ²	# of primary schools built/repared	TBD			MOE, World Bank, communities
<i>Intermediate Result #2 6</i> Improved pupil health and nutritional status ²	General pupil nutrition and health	TBD			MOH, UNICEF, NGOs, church groups
<i>Intermediate Result # 2 7</i> Improved pre-service education ²	Pre-service education curriculum developed and introduced in teacher training institutions	TBD			ODA, KFW, GTZ, MOE
Comments	¹ Baseline taken from national test results Further analysis is required to determine baseline at participating schools ² Shaded boxes indicate that that other donors are responsible for showing results				

RESULTS FRAMEWORK MATRIX FOR STRATEGIC OBJECTIVE #3

NARRATIVE SUMMARY	INDICATOR	BASELINE	TARGET	TIMEFRAME	RESPONSIBILITY
STRATEGIC OBJECTIVE #3 Reduced fertility	Total fertility rate	5.5 (1993)	5.0	5 years	MOH, USAID, UNFPA
<i>Intermediate Result #3.1</i> Increased usage of more effective family planning methods	Prevalence of modern contraceptive methods	10.1% (1993)	20%	5 years	MOH, GSMF, PPAG, GRMA, USAID
	Total CYP for long-term methods	118,000 CYP (1994)	413,000 CYP	5 years	MOH, GSMF, PPAG, GRMA, USAID
<i>Intermediate Result #3.2</i> Improved sustainability of family planning services	Private sector share of CYP	11% long term (1994) 55% short term	25% long term 75% short term	5 years	GSMF, PPAG, GRMA, USAID
	Implementation of contraceptive price revisions by MOH with periodic adjustments	Price revisions identified	Full implementation	1.5 years	MOH, USAID
	MOH CYP benchmarks	191,000 CYP (1994)	435,000 CYP	5 years	MOH, USAID
<i>Intermediate Result #3.3</i> Increased child survival	% of diarrheal episodes treated with ORT	42.2 (1993)	TBD	5 years	MOH, UNICEF, GSMF, USAID
	% of children aged 12-23 months who have received DPT1	81.9 (1993)	TBD	5 years	MOH, UNICEF, USAID

RESULTS FRAMEWORK MATRIX FOR STRATEGIC OBJECTIVE #4

NARRATIVE SUMMARY	INDICATOR	BASELINE	TARGET	TIMEFRAME	RESPONSIBILITY
STRATEGIC OBJECTIVE #4 Increased use of proven HIV/STD prevention interventions	% of men with multiple partners and the % of women with multiple partners who use a condom every time during intercourse with non-regular partners	Men TBD Women TBD	Men TBD Women TBD	5 years	MOH, USAID, WHO
	% of men and % of women with STD symptoms who seek treatment	TBD	TBD	5 years	MOH USAID, WHO
<i>Intermediate Result #4 1</i> Increased knowledge of HIV/AIDS transmission	% of men and women citing at least two ways to prevent transmission of HIV	Men Women	TBD	5 years	MOH, GSMF, PPAG, USAID
<i>Intermediate Result #4 2</i> Strengthened HIV surveillance system	% of sentinel sites providing complete annual reports on HIV prevalence for high and low risk populations	All sentinel sites reported in 1994 on prevalence among low-risk groups Only 1 site reported on prevalence among high risk groups	Annual reports on low and high risk groups	2-3 years	MOH, USAID
<i>Intermediate Result #4 3</i> Improved diagnosis of STDs	Guidelines for diagnosis and treatment of STDs revised and implemented	Treatment protocols currently being developed	Guidelines fully implemented	2-3 years	MOH, USAID
<i>Intermediate Result #4 4</i> Improved access to effective STD drugs	More effective STD drugs included in Essential Drug List and National Formulary	Drugs identified	Drugs in EDLNF	1-2 years	MOH, USAID

ANNEX H. DEMOCRACY/GOVERNANCE MATRIX

(Page numbers refer to a report prepared in July 1994, "The Consolidation of Democratic Governance in Ghana How Can We Respond?")

Recommendations.	Status of Recommendations.
<p>PROCESS 1. COMPLETING THE TRANSITION TO DEMOCRATIC RULE</p> <ul style="list-style-type: none"> ■ <u>Constitutional Rules and Democratic Disciplines.</u> The 1992 Constitution provides an effective starting point for outlining how Ghanaians can govern themselves democratically. The question is how to make the Constitution the driving force in the political arena. The Constitution is easy to interpret and enforce through the Supreme Court, but difficult to amend. There are no serious limitations on freedom of assembly and speech, and there are specific guarantees of freedoms of association, assembly, speech, religion, thought, information and movement. Major weaknesses in the Constitution concern the financial independence of the legislature and the judiciary (pp 14 and pp 131) 	<p>Over the past three years, Ghana's Constitution has been intensely publicized, clarified and tested. The Ghana Bar Association, leading opposition political parties and opposition newspapers and broadcasters have consistently, and often successfully, challenged the government in the Supreme Court on issues related to freedom of the press, freedom of assembly, due process, and equal broadcasting time for political parties. Yet, there is reason for optimism. An April 1995 survey of 1400 Ghanaians in six regions revealed that 75 percent of Ghanaians know about the Constitution and 70 percent know that the document guarantees their basic rights. Seventy four percent know that the president could not unilaterally make laws, and a high 83 percent know that the police could be sued for wrongful arrest. The survey, funded by the Global Coalition on Africa, was conducted by the Institute for Economic Affairs, a non-governmental research organization. USAID is funding the second phase of the survey which is taking place in 1996.</p> <p>OTHER DONORS DANIDA has organized workshops on the abridged Version of the Constitution to train teachers from all districts on teaching of the Constitution in primary and junior secondary school. The National Commission on Civic Education continues to conduct seminars, funded by the Frederick Ebert Stiftung, throughout Ghana on the Constitution.</p>

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Recommendations.	Status of Recommendations:
<p>■ The Judiciary The Constitution contains provisions to ensure the independence of the Judiciary The Judiciary has established the supremacy of the Constitution over all laws and has exercised its authority for judicial review Protection of human rights is vested in the high court with right of appeal to the Court of Appeal and the Supreme Court The judicial system has administrative and financial weaknesses It lacks the institutional capacity to deliver justice speedily and inexpensively, particularly at the lower levels where most citizens are likely to experience the system Major issues include inconsistency of laws with the Constitution, insufficient and untrained court personnel such as clerks and court reporters, outdated law books and journals, and, inadequate infrastructure The court system needs a "tremendous" amount of financial support, but first the legal community must agree on a workable court system and the Attorney General's Office must bring the body of law into conformity with the Constitution and devise a sustainable system for keeping the judiciary staff up to date with changes in the law Donor support should include funding of Law Reviews updates, publications of new and existing Ghanaian law journals and subscriptions to international law journals and books, and seminars on current legal issues need not wait (pp 13 and 131)</p>	<p>There appears to be some confidence in the judicial system, particularly at the highest level, as a result of decisions in favor of the opposition over the past two years However, a recent USAID-funded survey conducted by the Institute of Economic Affairs revealed that 66 percent of Ghanaians believe that court proceedings can be influenced by senior government officials Court cases and decisions often take years to resolve, due to poor investigative work and inability of court personnel to handle the ever-rising volume of work U S 116(e) funds have been used to finance establishment of a court reporting center in the Superior Court, publication of Supreme Court decisions and a guide to legal rights for the general public, and creation of a human rights library for the Superior Court But it is important to note that these grants are the most poorly administered of all such grants</p> <p>OTHER DONORS The World Bank, CIDA and ODA are funding the government's Public Service Performance Improvement Program--a major public service reform initiative which includes upgrading the skills of judiciary personnel along with other public servants</p>

Recommendations.	Status of Recommendations:
<p>■ <u>The National Commission on Human Rights and Administrative Justice (CHRAJ)</u> CHRAJ is an independent government entity with broad power to investigate government officials, police, employers and others accused of usurping basic civil and human rights. Budgetary constraints pose problems and CHRAJ must depend on the Ministry of Finance for its operating expenses.</p>	<p>CHRAJ is headed by a well-respected, U S -trained lawyer who has publicly confirmed the CHRAJ's mandate as an independent body. In November/December 1995 the Commission opened investigations involving several high-level public officials including members of the Cocoa Marketing Board, the Minister of the Interior and the Minister of Agriculture, all charged with embezzlement and nepotism. The hearings have been reported on by both the government and opposition press. U S 116(e) funds have supported CHRAJ's public education activities such as 20 seminars on strengthening respect for and protection of human rights, understanding Constitutional guarantees for the police, and decentralization as a tool to protect human rights for the District Assemblies. These funds have also been used to support the visit to Ghana of the former president of the American Bar Association to conduct in-service training of CHRAJ legal investigators who settle almost all claims brought to the Commission for mediation. U S grants have supported the African Commission of Health and Human Rights Promoters of Ghana's launching of a journal and newsletter with emphasis on treatment and rehabilitation of victims of torture, the Institute of Economic Affairs workshops on human rights for traditional leaders, and the Ghana Committee on Human and Peoples Rights national conference and publication.</p> <p>OTHER DONORS The Hanns Seidel Foundation, the Frederick Ebert Stiftung and Konrad Adenauer Stiftung of Germany have funded over 100 seminars on human rights issues (Constitution, role of security forces, decentralization, etc) for the police, district assemblies, traditional leaders, general public and government officials. The European Union has provided resources to establish a human rights library along with computer equipment at the CHRAJ. DANIDA has supported the procurement and installation of computers and software to improve record keeping, and funds to develop and launch a program for human rights education in Ghana in cooperation with other institutions and NGOS.</p>

Recommendations:	Status of Recommendations:
<p>■ Elections and the Electoral System Opposition loyalists have refused to accept results of 1992 Presidential election and boycotted the Parliamentary elections, citing bogus voter registry and perceived lack of independence of the Electoral Commission U S was strongly encouraged to use its resources and influence to "strengthen the institutional capacity of the Electoral Commission, and to support the training of polling-station observers from all political parties " (pp 30)</p>	<p>All political parties are now active and vocal participants in the development of the new voter registry and policy discussions with the Electoral Commission There have been major improvements in the Electoral Commission's ability to administer elections and to communicate with the public on all aspects of elections administration Party representatives now meet monthly with the Electoral Commission The political parties participated in design of USAID's Supporting the Electoral Process (STEP) project, authorized in September 1994 Since then, over 80,000 party representatives were trained as registration observers for nearly 20,000 registration sites Posters and other voter education materials have been distributed by NGOs The political parties have commended the Electoral Commission and voter registration exercise which resulted in the registration of 9 1 million (90 percent of eligible voters) Ghanaians between October 1-15, 1995 The Voter Register will be exhibited in April 1996 in all registration sites for citizens and political parties to confirm the accuracy of the register and challenge those individuals who may be considered to be ineligible A hard copy of the registry will be given to each registered political party along with a CD ROM version and computers USAID assistance to strengthen the electoral system will continue under this activity through 1997</p> <p>OTHER DONORS DANIDA has provided the following (1) \$3 million to ensure credibility of registration through training of officials and party agents, provision of ballot boxes and training materials and (2) \$250,000 to equip EC district offices, and (3) \$300,000 to furnish and equip local district Electoral Commission offices ODA provided optical mark scanners totalling £500,000 to scan names registered names in the computer The European Union is providing generators for the Electoral Commission CIDA provided ballot paper, boxes and seals</p>

Recommendations.	Status of Recommendations.
<p>■ Parliament "Surprisingly effective in spite of being almost without an opposition " There are several areas strengthening, including (1) training of Parliamentary staff in parliamentary procedures and substantive policy issues, (2) research and analysis capability, and (3) production of Hansard The Congressional Research Service was recommended to implement (1) and (2) (pp 40) "Support for independent analysis of government bills would be useful now as would seminars on matters before Parliament and training for Members of Parliament " (pp 131)</p>	<p>Parliament has struggled over the past three years to assume its position as the premier law making body in the country However, the body is hampered by lack of experience and training Most Parliamentarians have never served in a similar capacity Nevertheless, they do not rubber stamp the Administration's decisions, particularly with respect to the budget USAID and USIS have co-funded U S study tours of 5 Members of Parliaments (including one member of an independent political party) USAID and the World Bank co-funded a U S study tour of four members of the Finance Committee In addition, USAID has funded a series of 40 seminars on economics and the budget for all Parliamentarians which was developed by the Institute of Economic Affairs USAID also sponsored two women Parliamentarians to the International Conference on Parliamentarians in Paris and two lawyers to legislative drafting training programs in the U S The U S 116(e) program, funded training for the 16 women members of Parliament, USIS has financed a series of activities to provide institutional development to the Parliament These include local and regional seminars, workshops and conferences, many organized by the U S National Conference of State Legislators USIS has also provided funding to create a three month linkage program between Parliament's Librarian and the State of Maryland Legislative Library</p> <p>OTHER DONORS The European donors (e g ODA, the Commonwealth Secretariat, France, Germany and the Frederick Ebert Stiftung) have funded numerous training programs and conferences for Parliamentarians Much of the training has focused on parliamentary procedures, administration and law making</p>

Recommendations:	Status of Recommendations:
<p>■ <u>The Executive and the Policy Process.</u></p> <ul style="list-style-type: none"> • <u>Policy Implementation. The Budget Process.</u> "Given the problems caused by the lack of information produced by government agencies, USAID (and other donors) should push for the production of publicly available information by the agencies with which they work " (pp 47) 	<p>The production and publication of publicly available information has increased significantly over the past three years USAID has funded the publication of "The State of the Ghanaian Economy" in 1992, 1993, 1994 and 1995, published by the Institute of Statistical, Social and Economic Research at the University of Ghana/Legon This was the first independent view of the economy and provided a framework for publicly debating economic planning and forecasts USAID has also funded the creation of the Center for Economic Policy Analysis (CEPA) which conducts analyses and research on the economy, interest rate policy, value added tax, the manufacturing and export sectors, and other issues impacting growth in the economy Most recently CEPA published a widely circulated and debated report on "The Economic Outlook for 1996" which criticized the government's economic projections as "overly optimistic " USAID's assistance under the Trade and Investment Program has been instrumental in broadening the debate on the economy and the effect of policy decisions on the private sector USAID's assistance established the Private Enterprise Foundation (PEF) which serves as a forum for the discussion of public policy issues between the government and private sector PEF serves as the combined voice of the Chambers of Commerce, Association of Ghanaian Industries and the Federation of Associations of Ghanaian Exporters USAID has also supported activities of the GOG Auditor-General which encourages government-wide accountability Recently, USAID arranged for four staff members from the Auditor-General's office to participate in a West Africa regional conference on government accountability</p>

Recommendations:	Status of Recommendations.
<ul style="list-style-type: none"> Policy Implementation: Civil Service Reform "While a seminar series is one useful way to discuss (accountability and transparency), some case studies of units of government or interviews with Ghanaian civil servants with reputations as good managers, concentrating on management information, productivity and problem-solving, could help to keep the discussions focussed on current happenings rather than management theory " (pp 50) 	<p>Civil service reform has been a contentious and hotly debated topic in Ghana Reform in the public sector personnel system has been slow with little results to date, although there are considerable donor resources available The World Bank, ODA and CIDA have focussed their attention on reform of the public sector under the government's National Institutional Renewal Program The Bank's resources are devoted to public sector financial reform (\$100 million) and civil service reform (\$35 million) CIDA complements the Bank's civil service reform initiative through parallel financing of training and institutional strengthening ODA supports public sector reform through a new Integrated Personnel Payroll Database, established to improve financial management ODA also finances activities to improve economic and social statistics and indirect tax administration In addition, the government has funded a study to reform personnel policies with respect to assignments, emoluments and compensation packages</p> <p>USAID has not provided resources directly for civil service reform</p>
<p>PROCESS 2 BUILDING A DEMOCRATIC CIVIL SOCIETY</p> <ul style="list-style-type: none"> Ghana Bar Association (GBA) "As an institution, the GBA is probably one of the strongest civil associations in Ghana and is highly resilient " Areas which need strengthening are human rights, legal literacy, and legal training on the Constitution pp 56 	<p>The GBA continues to be one of the strongest and most vocal professional civic associations in Ghana The GBA receives U S Mission support under the 116(e) and USIS International Visitor Program (IVP) Grants have funded the establishment of a court reporting system in the Superior Court, assistance for publishing Supreme Court decisions and a guide to legal rights for the general public, seminars with traditional leaders to address electoral issues and Ghana's first central law library at the Supreme Court through the Board of Legal Education USIS supports a linkage program between GBA and the U S National Bar Association to upgrade skills and improve legal research Several GBA members have received IVP grants</p> <p>OTHER DONORS The Frederick Ebert Stiftung has funded GBA seminars on legal rights, human rights, for traditional leaders, journalists, and rural citizens</p>

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Recommendations.	Status of Recommendations:
<p>■ Trade Union Congress (TUC) " one of the largest, most highly organized and independent trade union movements in Africa " Areas which require strengthening include educational programs on democracy/constitution, linkage with African American Labor Congress (AALC) and the USIS-funded International Visitor Program (pp 61)</p>	<p>The trade unions are primarily focused on employment and compensation issues and have been vocal proponents in negotiating with the government TUC is an umbrella organization that represents 17 trade unions, primarily from the public sector No recent U S Government funding has been provided to this organization</p> <p>OTHER DONORS Frederick Ebert Stiftung has conducted seminars and training sessions with union leaders--particularly with women members in leadership development</p>

Recommendations.	Status of Recommendations:
<p>■ Business Community/Business Associations. Many members of the business community thought that the government as a whole was unresponsive to macro-economic issues and that government was not trying hard enough to create a supportive business constituency (pp 65) Areas for strengthening - well structured discussions re interest rates, tariffs, exchange rate pp 66</p>	<p>The number of quality business associations has expanded over the past three years USAID is the lead donor in assisting the government to establish an appropriate enabling environment for private-public cooperation This has included the establishment of a Trade and Investment Oversight Committee for the Trade and Investment Program (TIP) The Committee is comprised of public and private sector members who meet regularly to discuss trade and investment policy issues upon which government actions need to be taken to eliminate restrictive regulations and procedures USAID funding has helped to establish a number of private sector organizations to increase advocacy, research and information These organizations include the Private Enterprise Foundation (PEF), which acts as ombudsman and advocate for the private sector, the Federation of Associations of Ghanaian Exporters which brings together exporter associations to advocate more effectively, and the Center for Policy Analysis (CEPA) PEF and CEPA have conducted several studies on the economy and the impact on economic growth These studies are publicly debated and discussed to increase knowledge and information about issues facing Ghana's competitiveness relative to the world market The Institute of Economic Affairs, another non-governmental public policy research organization, has received USAID assistance to hold regular public fora to discuss political and economic issues facing Ghana USAID, along with other donors, has provided considerable financial assistance to create the West Africa Network, a regional grouping of private sector organizations USAID has also supported the Ghana Association of Women Entrepreneurs through training, study tours and assistance in organizing the First Global Women's Trade Fair scheduled for June 1996 Additionally, the Mission's TIP and Human Resource Development Assistance (HRDA) projects have funded study tours, training and technical assistance to the private sector and to public sector involved in economic growth activities USIS has supported seminars on the role of business associations conducted by the Center for International Private Enterprise (CIPE) in the U S and the Institute for Economic Affairs in Ghana</p> <p>OTHER DONORS The World Bank and ODA provide significant resources (\$40 million and £52 million respectively) to the GOG's divestiture and privatization, venture capital and other equity position efforts DANIDA has provided \$450,000 to PEF to expand the organizations training program of entrepreneurs PEF has also received a \$400,000 capacity building grant from UNDP The EU provides ECU 5 million for private sector entrepreneurial training</p>

Recommendations.	Status of Recommendations:
<p>■ Ghana National Association of Teachers (GNAT) " substantial degree of organizational autonomy " Areas for strengthening - distribution of information through civic education, collaboration with Ghana Education Service (GES) and the Ministry of Education (MOE) to improve teacher incentive structure pp 68</p>	<p>GNAT has not been substantially involved in Mission programs nor funded by other donors Their focus is on compensation packages and assignments for their members USAID's 1997-2001 strategy, as well as planned efforts of other donors such as the World Bank, ODA and UNICEF, is to improve classroom teaching through engagement of teachers and parents This entails the establishment of PTAs and assistance to district educational oversight committees There are likely to be opportunities for engaging GNAT in this development processes</p>
<p>■ National Union of Ghanaian Students and the Universities (NUGS) " Democratically organized," and "autonomous " Areas for strengthening - " reduce certain kinds of shortages at the university " e g books, learning materials, telephone system (pp 72)</p>	<p>NUGS is focussed on tertiary education issues in Ghana, particularly lobbying for reduced fees and larger stipend The union has not been involved in the larger debate on civil society development NUGS was involved in the strike at the universities in 1995, but was unable to obtain approval for its demands</p>

Recommendations:	Status of Recommendations:
<p>■ Womens' Associations In the economic sphere, Ghanaian women have assumed more independence from men than in most other societies. Women traditionally have traded or farmed and have had full control of their earnings. Nevertheless, they have had to operate in largely in the informal sector. Women must deal with de facto legal barriers to equal treatment with men, in spite of their constitutionally guaranteed equality. Women's ignorance of their basic rights often places them at a disadvantage. Areas for strengthening - "make small donations to special projects by independent women's groups aimed at the economic, legal or political empowerment of Ghanaian women. The rest must be done by women's groups themselves." (pp 73 and 79)</p>	<p>The U S Mission fully supports the empowerment of women in Ghana by funding organizations that promote legal literacy and basic human rights, economic development, and capacity building. The Federation of Women Lawyers (FIDA) and Women and Law and Development in Africa (WILDAF) are the only associations of women lawyers in Ghana and both have received numerous 116(e) grants to promote legal literacy for, primarily, illiterate women, prevent breast cancer, reduce the practice of female genital mutilation, eliminate the Trokosi System which enslaves young girls to fetish priests, and train the 16 women members of Parliament along with traditional women leaders in leadership and communication skills. USAID has also funded master degrees in legal advocacy at Georgetown University for six women lawyers under the Legal Advocacy for Women in Africa (LAWA) program, the participation of women politicians and NGO representatives at international training programs, conferences (such as Beijing and others) and symposia, and, most recently, the African-American Institute's regional conference on women political leaders. USAID supports women's organizations and activities under each strategic objective such as those involved in private sector development, family planning and STD/AIDS prevention and, beginning in 1996, organizations involved in primary education such as the Federation of Women in Education. USAID's support includes a grant to Freedom from Hunger which works with over 1500 small scale women entrepreneurs in rural areas. The U S Ambassador's Self Help Fund has provided numerous grants to women's community groups primarily engaged in small scale economic activities.</p> <p>OTHER DONORS The British Council, Canadian Co-operative Association, Caisse Francaise, DANIDA, EU, FAO, the Japanese and others are involved in promoting women's empowerment in Ghana. Credit programs, institutional strengthening of NGOs, productive small scale enterprises, literacy, family planning and primary health care are the major areas of donor involvement.</p>

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Recommendations.	Status of Recommendations:
<p>■ Religious Organizations A significant number are organized in a democratic, self-governing manner Areas for strengthening - running seminars, publications (pp 83)</p>	<p>Ghana maintains a tolerant religious environment comprised of numerous religious organizations including traditional faiths such as Church of England, Methodist, Presbyterian, Catholic and Muslim, to the more recent evangelical and charismatic churches Membership seems to be increasing in the latter churches which are more grass roots oriented A majority (64 percent) of Ghanaians are Christians Through its family planning and AIDS prevention activities, USAID has worked to strengthen over 20 non-governmental organizations--which include religious entities such as the Christian Health Association of Ghana These activities continue through the year 2001 under the Mission's strategic objective to reduce fertility</p>
<p>■ Forging a Democratic Political Culture. Civic Education The assessment refers to the need to support NGOs involved in civic education A likely candidate for this support is the National Commission on Civic Education (NCCE) However, there is a widespread perception that the NCCE, government's chief civic education body, is an arm of the ruling National Democratic Congress (NDC) This perception is fueled by the organizations large staff (1500) and the recruitment of personnel previously in the service of the Committees for Defense of the Revolution (CDRs) Under the military government, CDRs were created to serve as eyes and ears of the government and to substitute for the court of laws Areas required for strengthening - support NGOs involved in civic education (pp 86)</p>	<p>A September 1994 assessment of the National Commission on Civic Education funded by the Commission of the European Union and conducted by the Danish Centre for Human Rights confirms widespread perception of NCCE as partisan, centralistic in structure and over staffed (1500 employees throughout country) The U S has not provided funds directly to NCCE However, USAID's STEP project has funded the Electoral Commission's voter education training program for NGOs and provided materials for the voter registration These activities will continue through the election in December 1996 Through the project the Electoral Commission's Voter Education Division is being strengthened to provide training and materials for elections beyond 1996</p> <p>OTHER DONORS Frederick Ebert Stiftung (German) has funded several training programs for the NCCE, the Electoral Commission, the police and NGOs on human rights and civic rights Other donors have largely shied away from supporting NCCE due to perceived partisan nature and results of EU funded assessment</p>

Recommendations.	Status of Recommendations.
<p>PROCESS 3. DEVELOPING LINKAGE INSTITUTIONS</p> <ul style="list-style-type: none"> ■ Political Parties There are six registered political parties in Ghana. Two are considered to be supportive of the ruling NDC government. The parties have significant organizational and financial weaknesses. Areas for recommended for strengthening include "monitor closely political events in Ghana and emphasize the importance to the development of democratic governance." Sponsor seminars on aspects of party organization, fund raising and finances (pp 95) 	<p>The institutional capacity of Ghana's political parties is still limited. However, the parties have participated in a number of training programs and seminars sponsored by donors to improve their capacity and increase their knowledge about the political and electoral process. Under USAID's STEP project over 80,000 party agents were trained in how to observe the registration process and file challenges. They will receive additional training for their participation in the exhibition of the voter register which is scheduled to take place in late April, and on how to use the register on computer to analyze demographic trends in the voter population. The parties will receive further training prior to the elections in December 1996 to ensure that they are effective observers and monitors of the process. USAID funded a political parties seminar in September 1995 organized by the International Republican Institute (IRI). The focus of the seminar was on grass roots organizing, fund raising and other institutional development issues. The parties continue to voice concern about the lack of financial resources for party campaigning and commodities such as vehicles and equipment.</p> <p>OTHER DONORS Frederick Ebert Stiftung, ODA, Commonwealth Foundation, and smaller donor organizations have organized numerous training programs over the past 2 years for political parties in organizational development, fund raising, publicity, campaigning and message development.</p>

Recommendations:	Status of Recommendations:
<p>■ The Press and Journalists The assessment cited the existence of five independent weeklies, two government papers, one television and radio station that are government owned. It also noted, however, the government's control of Ghana Journalist Association Areas suggested for strengthening included purchasing of new modern offset press, upgraded training and education of journalists, gift subscriptions to the New York Times & Washington Post, seminars, study tours, USIS library, night courses in Accra for journalists (pp 99) USAID might support FCC exchanges with the Media Commission (pp 1330</p>	<p>Over the last 18 months the print and broadcast media have expanded rapidly. Fifteen independent newspapers (weeklies and semi-weekly) now operate in Ghana with more scheduled to come on stream. The government continues to control two daily newspapers, one local television station and two of five radio stations. Debate is vigorous and aggressive on issues affecting politics, the economy, social problems, and government accountability. USIS has funded many seminars, workshops and conferences on upgrading journalism skills, political reporting, the media and development, press pluralism and other issues affecting the journalism profession. USIS has also sponsored several International Visitor Program participants on journalism programs in the U S and round table discussions on the elections in Ghana with the Media Commission and the Ghana Journalist Association (GJA). U S 116(e) funds have been used to fund programs sponsored by the Ghana Journalists Association on "Responsibility and Ethics in Journalism," and a series of workshops to examine and discuss private media issues. USAID has established linkage between the U S Federal Communication Commission (FCC) and the Media Commission. Other 116(e) grants provide support to the Private Newspaper Publishers Association of Ghana for a series of seminars on newspaper management for 50 independent publications (including magazines and other publications). The government continues to dominate local television in Ghana, however, a private cable television station is now in operation. In 1995 four new independent FM broadcast stations have gone on the air.</p> <p>OTHER DONORS The European Union has, through the Federick Ebert Stiftung and the School of Journalism, trained journalists on topics to improve journalistic skills. DANIDA has funded seminars and provided equipment to the School of Communication Studies to enhance the training of journalists and other involved in communications. DANIDA has also funded an international conference on Media and Sustainable Development through the African Council for Communication Education (Ghana Chapter). Other donors such as ODA support press pluralism and training for journalists both locally and in Britain.</p>

<p>Recommendations:</p>	<p>Status of Recommendations.</p>
<p>■ <u>Umbrella NGO Organization. Ghana Association of Private Voluntary Organizations (GAPVOD).</u> GAPVOD represents over 100 local NGOs in Ghana. The organization has struggled over the years due to a good deal of internal conflict and political intrigue. GAPVOD is attempting to make a revival, but resources are limited, if not non-existent. There is insufficient evidence that the organization can turn itself around quickly. Areas for strengthening - USG should foster development of such organization pp 100</p>	<p>UNDP provided initial institutional support for GAPVOD in 1992. Political schisms within the organization have left it moribund. To help GAPVOD begin the process of rebuilding, USAID funded the Johns Hopkins University International Philanthropy Fellows Conference in July 1994 which brought together over 100 Ghanaian NGOs and representatives from 10 U.S. and international philanthropic organizations. The week-long conference provided a forum for discussion of issues facing NGOs such as institutional development, and fund raising. GAPVOD restructured its organization as a result of the conference, but has had little impact or recognition from other NGOs since. USAID continues to provide institutional development and support primarily for organizations involved in implementation of strategy such as those in the private sector and family planning and AIDS prevention. USAID's new strategy 1997-2001 includes major efforts to strengthen NGOs and the NGO movement in Ghana. As mentioned earlier, primary education NGOs will be a major focus of the Mission's new strategy. A Mission-funded assessment of NGOs in education is almost completed.</p>
<p>PROCESS 4 FOSTERING DECENTRALIZATION AND LOCAL AUTONOMY</p> <p>■ <u>The Legal, Financial and Administrative Context:</u> Decentralization, planning and budgeting, and civil service reform are key elements required to effectively devolve authority to the local level. Currently, over dependence on central financing reduces adversely impacts the local authorities ability to plan and manage resources effectively. The assessment recommends the following areas for strengthening: creation of an association of district governments that encourage networking, information exchanges, technical support and training (pp 122)</p>	<p>The Government of Ghana has indicated its commitment to devolve decision making to the local level as mandated by the Constitution. District Assembly (County Executive) elections were held in 1995, 5,000 district assembly members throughout the country were elected. In Unit Committee (city council) elections which are scheduled for 1997, 13,000 members will be elected. USAID's STEP project supports this process by institutionalizing and strengthening the Electoral Commission's capacity to conduct local elections on a regular basis. USAID's strategy proposes to assist District Assemblies and Unit Committees involved in USAID strategy sectors (i.e. agricultural development, family planning and AIDS prevention and primary education) in planning, budgeting and implementation of activities.</p> <p>OTHER DONORS The Frederick Ebert Stiftung conducts workshops on enhancing revenue generation at the district level and DANIDA has supported round table discussions on local decision making. The Konrad-Adenauer-Stiftung has supported over 35 seminars on decentralization. Topics have included the role of religious bodies, traditional leaders such as chiefs and queenmothers, women, the armed forces, the private sector and land tenure. The ODA's Good Governance Fund also provides direct support to strengthen central and local government efforts to improve the efficiency of the government.</p>

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Recommendations.	Status of Recommendations:
<p>CONCLUSIONS AND RECOMMENDATIONS</p> <ul style="list-style-type: none"> <p>Accomplishments and Opportunities There has been significant progress in Ghana's journey toward promoting democratic practices and institutions. Many groups within society are committed to the rules of a constitutional democracy. Areas for strengthening include more information from government and independent sources and ability to analyze information, social actors must develop as institutions with appropriate resources (physical, human, technological, financial) and management techniques, public debate of sensitive issues (pp 127)</p> 	<p>Ghana has an active civil society which continues to push for more government accountability and openness. USAID works directly with over 25 non-governmental organizations (and many others indirectly) involved in increasing information and knowledge and providing advocacy and leadership skills. These organizations include the Private Enterprise Foundation, the Center for Economic Policy Analysis, Institute for Economic Affairs, Association of Ghana Industries (AGI represents over 2,000 enterprises), Federation of Ghanaian Entrepreneurs (FAGE represents 20 associations), Ghana Association of Women Entrepreneurs (GAWE represents 150 companies owned by women), Womens World Banking, Ghana Social Marketing Foundation, Planned Parenthood Association of Ghana, Ghana Registered Midwives Association, Christian Health Association of Ghana</p>
<ul style="list-style-type: none"> <p>The Short term. Creating a Level Playing Field for Political Contestation in 1996 Support production of a new electoral register for the 1996 elections. Lay emphasis on training and public awareness to complement the technical aspects. The timetable is vital (pp 128)</p> 	<p>Many donors are involved in Ghana's efforts to create a level playing field for the 1996 election. USAID's STEP project has significantly improved the Electoral Commission's ability to conduct elections not just in 1996, but in to the next century. Given that there will be 18,000 local officials, once the Unit Committee elections are held in 1997, there will be many opportunities for the Electoral Commission demonstrate its professionalism and ability to conduct elections fairly and transparently. The second round of elections are seen as a critical element in a long journey toward sustainable democratic practices. The most significant aspect about the electoral process has been the total involvement of the political parties in helping to design USAID's project and participate in the implementation of activities, as mentioned earlier. Training of political party representatives has been an emphasis of the project as has public awareness campaigns. Posters and other materials, as well as radio and television advertisements are prepared in eight (8) Ghanaian languages. Materials focus on women, the disabled, and older citizens to ensure that they are aware of their ability to participate in the registration and election.</p> <p>OTHER DONORS ODA, CIDA, EU, and DANIDA are the other major actors in this effort, but others continue to assist on smaller levels. The Frederick Ebert Stiftung conducts numerous workshops and seminars on a regular basis to bring various actors in society together to discuss opinions and issues and to compare Ghana's democratic environment to other countries.</p>

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Recommendations.	Status of Recommendations:
<p>IV C THE LONGER TERM PROMOTING THE FOUR PROCESSES OF DEMOCRATIC CONSOLIDATION</p> <p>■ Completing the Transition to Democratic Ground Rules. "USAID (should) concentrate its other financial resources on civil society and linkage institutions " USAID should also ensure that government agencies they work with are making progress in budgeting an expenditure control, publication of information, responsiveness to civil society and press groups, transparent contracting procedures for consultants, as well as other goods and services, are carried out publicly and competitively (pp 129) The assessment recommends that USAID and other donors should provide assistance to</p> <ul style="list-style-type: none"> ● human rights groups, organizations involved in legal aid and legal awareness, and civic education, ● court system to bring body of law in conformity to Constitution, fund law reviews, law journals, seminars on legal issues, ● support training for the police and military in human and civil rights ● support Parliamentary staff training and equipment, Hansard, conduct analysis of independent government bills, seminars for Members of Parliament, and purchase books and, magazine subscriptions <p><i>"The team does not recommend that USAID get heavily involved in decentralization and civil service reform. USAID projects that involve Ministries should be consciously progressive about increasing good governance practices and helping with both decentralization and civil service reforms as they are implemented " pp 132</i></p>	<p>USAID, through separately funded activities described above and through the U S Mission D/G committee, has been proactive in pursuing opportunities to improve democracy and governance in Ghana USIS and U S military assistance programs also play an important role in this regard USAID is cooperating with other major donors such as ODA, CIDA, EU, DANIDA, Frederick Ebert Stiftung and Konrad Adenauer Stiftung, the World Bank and UNDP to support numerous project activities focused on the media, human rights, good governance, elections and civil society Ghana and Ghanaians have made significant gains over the past two years in aggressively pushing the government to respond to social, economic and political issues openly Much remains to be done, but the major effort must come from Ghanaians</p>

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Recommendations:	Status of Recommendations:
<p>■ Building a Democratic Civil Society and Political Culture and Developing Linkage Institutions</p> <p><i>"The team recommends that the major activity under a Democracy and Governance project be setting up a fund and a structure to deal with small and specific requests from civil society and linkage groups for projects to enhance civic participation in the political process broadly defined. The team realizes that this would create a management-intensive project but sees no alternative that is likely to result in a responsive way to nurture democratic values in a rapidly changing political context that will continuously throw up small but important opportunities. The team strongly recommends against choosing institutions to favor on the grounds that this is often detrimental to the development of the institutions themselves and call allow USAID to lose focus on the most immediate needs as the democratic transition moves along " (pp 133)</i></p>	<p>USAID/Ghana has been particularly successful in promoting dialogue between the government and the private sector through the establishment and support of non-governmental organizations and creation of public fora for discussion. Human Rights 116(e) funds have been the most effective mechanism to provide small grants (\$10,000 to \$25,000) to non-governmental organizations to implement programs and activities in a variety of sectors. Funding through this mechanism-- managed by the U S Mission's D/G Committee, is less labor intensive and financially costly than other mechanisms. Ghanaian NGOs are small in capacity with, usually, several volunteers who design and implement programs with few available resources available. These organizations have limited capacity to manage larger grants and meet USAID's strict auditing and contracting requirements. Too rapid expansion of the organizations is likely to reduce their effectiveness and their ability to be self sustaining over time.</p>

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ANNEX I ACRONYMS AND ABBREVIATIONS

AIDS	Acquired Immune Deficiency Syndrome
CIDA	Canadian International Development Agency
CRIQPEG	Center for Research on Improving Education in Ghana
CRT	Criterion Referenced Test
DANIDA	Danish International Development Agency
DHS	Demographic Health Survey
ECOWAS	Economic Community of West African States
ERP	Economic Recovery Program
EDL	Essential Drugs List
FY	Fiscal Year
GDP	Gross Domestic Product
GNP	Gross National Product
GOG	Government of Ghana
GTZ	Gesellschaft für Technische Zusammenarbeit
ha	hectare
HIV	Human Immunodeficiency Virus
IEC	Information, Education and Communication
IMF	International Monetary Fund
IUD	Intrauterine Device
KFW	Kreditanstalt für Wiederaufbau
MOE	Ministry of Education
MOH	Ministry of Health
mt	metric ton
NF	National Formulary
NGO	Nongovernmental Organization
NTE	Nontraditional Export
ODA	Overseas Development Agency
PREP	Primary Education Program
PVO	Private Voluntary Organization
SO	Strategic Objective
STD	Sexually Transmitted Disease
STI	Sexually Transmitted Infection
TFR	Total Fertility Rate
UNDP	United Nations Development Program
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations International Children's Emergency Fund
WHO	World Health Organization