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**AGENCY FOR
INTERNATIONAL
DEVELOPMENT**



DEVELOPMENT ASSISTANCE PROGRAM

FY 1976 - FY 1980

GHANA

Volume II

**Part III - Sector Summaries and
Special Statements**

BEST AVAILABLE

**DEPARTMENT
OF
STATE**

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DEVELOPMENT ASSISTANCE PROGRAM - VOLUME II

Part III - Sector Summaries and Special Statements

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III. SECTOR SUMMARIES AND SPECIAL STATEMENTS

- A. The following sections of the DAP are intended to provide a summary picture of the current Ghanaian development environment. They describe the constraints to development and the strategies for our proposed action programs. We have sought to carry our analysis and projection of strategies and programs as far as possible under prevailing circumstances. Each should be viewed, however, as subject to further review and modification or at least refinement in light of an expected continued dialogue with the Government of Ghana. The future discussions are expected to yield greater specificity and mutual understanding (and hence perhaps result in some programmatic changes) in the wake of the completion and publication of a Five Year Plan framework scheduled for January 1975. That may provide a more sharply focused view of Ghana's own development emphases, priorities, objectives, policies and resource needs. All of these are at best perceived in only general terms to date on the basis of public statements of limited depth and scope and generally cursory indications in private conversations with Ghanaian leaders. In general what follows must, therefore, be regarded as presumptive and tentative in some degree and subject to revision. We will seek to furnish further analysis and modified proposals as our information base improves and our dialogue proceeds.

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B. Sectoral Discussions

1. Agricultural Sector ^{1/}

a. NRC's Overall Sector Objectives.

Soon after NRC came into power in January 1972, agriculture was recognized as the key sector of Ghana's economy. The role of agriculture was interpreted as feeding the growing population, providing raw materials for industry and generating foreign exchange. The attainment of agricultural production increases per se became the predominant sector objective. An Operation Feed Yourself Program was launched early in 1972 as NRC's major thrust to achieve its agricultural sector objective. A major related objective of OFY was to create a national awareness of the importance of agriculture. The program was, therefore, given an ideological underpinning by stressing self reliance and self-sufficiency in food production, primarily in rice and maize.

The principal mechanism to achieve increases in food production has been acreage expansion. To encourage acreage expansion farm inputs (tractors and capital equipment, credit, fertilizer and some irrigation infrastructure) have been subsidized at prices considerably below their economic costs. Generally, these policies have favored larger scale production units as they have had easier access to subsidized inputs.

Presently, there is evidence that Government officials desire to give more attention to Ghana's small-scale farmers. It is recognized that small

^{1/} See "Ghana Agricultural Sector Assessment" prepared by AID Consultant Fred Winch and AID Agricultural Economist Michael Fuchs-Carsch, USAID Ghana, December 1974.

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farmers, cultivating 10 acres or less, presently contribute the bulk (80%) of Ghana's foodstuff production. Several official statements have recently focused on the need for an expanded feeder road network and improved marketing infrastructure. These measures are deemed necessary to tap the marketed surpluses which Ghana's small-scale farmers can potentially generate.

For full success in overall development the NRC will need to accord a more dynamic and broader role to agriculture in Ghana. At present, the focus on smallholder agriculture derives primarily from their potential contribution to marketed surpluses. Employment, equity and income objectives are secondary to output objectives. Policy makers appear to seriously underestimate the important linkages between Ghana's rural (farm and non-farm) and urban sectors. It appears that increases in agricultural production are viewed as ends in themselves; they are not regarded as means by which the rural population can increase its purchasing power and, therefore, improve its contribution to national nutrition, employment, income, growth and welfare.

b. The Key Constraints.

The most important challenges facing Ghanaian agriculture are high rates of population growth (about 3%/year) and high rates of urbanisation (about 5%/year). These demographic forces have the following implications for agriculture:

- (1) large increases in the market dependent population;
- (2) possible shifts in tastes and preferences of the market dependent population to consumption patterns which may be less easily supported by established cropping patterns;
- (3) a decline in the size of the potential agricultural labor force; (people willing to work in agriculture) but, large increases in the size of the total and urban labor force in relation to the absorptive capacity of the Ghanaian economy.

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(a) Employment Policy in Agriculture.

An important constraint to agricultural development in Ghana is that policy-makers have not defined an appropriate policy mix which would seek to:

- 1) increase production as well as yields through labor intensive but efficient methods using intermediate technology;
- 2) diversify crops for smoother seasonal use of labor and longer employment opportunities during the year.

This would enable the sector to absorb, or at least not release, annual additions to the urban labor force. Such a strategy should embrace a range of objectives and identify a variety of activities and programs; in general, these should affect living standards in the rural areas and the incomes of those most prone to migrate to urban centers.

(b) Public Administrative Infrastructure.

There has been a tendency in Ghana to establish new public agencies for implementing new activities and programs rather than working through or adding on to the work programs of established institutions. This has resulted in the proliferation of a variety of para-statal and semi-autonomous agencies ostensibly serving the agricultural sector. Although the budget process allows for some coordination in theory, an effective degree of coordination is seldom attained in practice. This results in duplication of work, which is frequently contradictory, and little assurance that work which ought to be done will ever be undertaken, unless, of course, a new public agency is established, or, more hopefully, the private sector participates. A most serious consequence has been the unnecessary and costly competition for scarce manpower and financial resources among government agencies, public corporations and private institutions. This has severely handicapped the Ministry of Agriculture in its planning, programming and implementation capabilities, particularly at decentralized levels.

The extension system of the Ministry of Agriculture is relatively well staffed and funded; national farmer/agent ratios are about 600:1. However, it does not have full support from other institutions (responsible for research, credit, co-operatives, road construction and output marketing) to be truly effective. Apart from annual

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acreage expansion targets dictated centrally, regional extension staff have few other work programs, annual tasks and job descriptions designed to assist the small farmer. In order to serve the farmer effectively better coordination will be needed amongst various institutions within the agricultural sector. Only then can the extension system function with maximum effectiveness.

Such coordination is also essential at the national level to develop an effective and integrated agricultural development strategy, encompassing the planning and implementation of a diverse array of requisite activities such as feeder road construction, storage, credit, applied research, extension, input distribution and product marketing. Without such coordination it is not surprising that the Ministry of Agriculture has tended to narrow its programs in direct production activities on state or settlement farms and, more recently, on irrigated farms. Nor is it surprising that OFY focuses primarily on production increases through acreage expansion; these are the only means the Ministry of Agriculture can, by itself, control and implement to affect any changes in the agricultural sector in the short run.

(c) Roles and Policies of Public Institutions.

The tendency of public institutions in Ghana to undertake programs and activities in direct competition with the private sector has been well documented. Under certain circumstances there may be theoretical and even practical justifications for this. However, over time and as evidence points to the relative inefficiency and the high social cost of public institutions competing with the private sector, the role of public institutions must change. Not only must several functions be given over to the private sector but, more important, public institutions should limit themselves to undertaking requisite infrastructural activities and supporting service programs which, although financially unprofitable for private firms, are necessary to enable private industry to operate more efficiently. There is some evidence that the Ministry of Agriculture will hand over its fertilizer distribution functions to the private sector; and, that cooperatives will be given a greater role in product marketing. However, ^{for} reasons explained

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above, the Ministry of Agriculture, and its extension staff, will continue to spend the greatest part of its financial and manpower resources in direct production activities, rather than restricting itself to the provision of supportive services such as technical assistance, planning, data collection, regulatory services, etc.

The role of public institutions determine their programs as well as their pricing policies to achieve their objectives. In Ghana, the purpose of pricing policies has primarily been to stimulate increases in agricultural production and to achieve self-sufficiency in certain food crops as rapidly as possible. Pricing policies are implemented largely in the form of input subsidies and their magnitudes have often been very substantial. For example, the cost of capital equipment is implicitly subsidised by overvalued exchange rates (black market rates are up to twice as high as official rates); fertilizer prices to farmers are about 20% of CIF prices; the cost of credit is 6%, far below the opportunity cost of capital (15%) and the financial cost of raising money (say 9-12%); user charges on irrigated land provided by the Ministry of Agriculture are nominal; and, rates of tractor hire services also provided by the Ministry are considerably below the variable costs of operating and maintaining the tractor fleet. The distorting effects of these subsidies on resource combinations and use, on cost structures, on the pattern of production and on use of scarce foreign exchange reserves have yet to be quantified but are likely to be considerable. It is already evident, however, that these policies primarily benefit relatively large-scale production units and that they are harmful to small-scale production units which cannot avail themselves of these subsidies and inputs. This is because in given localities large-scale production units can generate large marketable surpluses very quickly. If the marketing system is not equipped to clear these surpluses rapidly, prices will be depressed and incomes of small-scale production units will be adversely affected. There is some evidence of this for maize in Ghana's Northern region during the 1974 harvesting season, where parastatal marketing organisations have not been able to clear surpluses at pre-announced "guaranteed" minimum prices.

The tendency of public institutions to continue these pricing policies is, of course, directly related to the degree and extent to which they continue to engage in direct production activities. As public institutions continue to compete with private production or marketing units they are likely to continue to procure relative financial advantages for themselves and their programs. This will be at the expense of those groups which are in greatest need of the supportive services which only public institutions

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are able to provide. For public institutions to provide these services requires a clear-cut delineation of their roles and activities with respect to those of the private sector. The roles of public institutions in agriculture should not generally go far beyond activities which:

- a) enable the private sector to operate more efficiently;
- b) support those groups (small-scale farmers and the non-farm rural poor) who do not generally benefit from (or are harmed by) the activities (vicissitudes) of the private sector.

It follows that before an agricultural development strategy can be defined and/or implemented the roles of public institutions as well as their pricing policies must be much more critically examined and rationalised, particularly in the context of the potential role of the private sector in Ghanaian agriculture.

(d) Applicability of Modern Technology

Ghana's ~~small~~-scale farmers operate in several ecological zones. They inter crop their fields, in various degrees, under a variety of ingenious crop associations. The farming system is complex but it protects the farmer against risks inherent in farming in the humid tropics. The farmer has learned to combine his resources efficiently, but at relatively low levels of output. The introduction of a new technology is likely to subject the farmer to a greater degree of risk until he accumulates experience in learning to combine his resources as efficiently as before, but hopefully at higher levels of output. The most efficient use of modern technologies such as fertilizer or new and improved seed varieties may require that the farmer switch, to some extent, from an inter-crop to a pure crop situation; this also entails risks. To encourage small-scale farmers to adopt modern technologies requires the implementation of requisite supporting activities and programs which minimise these risks. Such supporting activities have to do with applied research, timely and efficient distribution of inputs linked to institutional credit, relatively stable and fair product prices and efficient access to markets.

Unfortunately, none of these activities are presently undertaken effectively on any meaningful scale in Ghana for

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benefit of the small farmer. This is particularly unfortunate with respect to the applied research effort since so much work needs to be done on the response rates of less-exotic and less-costly improved practices such as alternative uses of fallow, minimum tillage, improved weeding, on-farm soil and water conservation and on-farm storage, all of which can be applied under multi-crop situations.

Several donors are presently experimenting with alternative delivery systems of improved technologies. These efforts differ according to regions covered, crop focus and degree of integration with requisite supporting activities. Unfortunately there is little evaluation of these efforts to determine the net benefits of these activities/components and how they can be integrated in the context of a nation-wide input delivery system and replicated for the benefit of a larger number of farmers through Ghanaian institutions. Given the complexity of the small-scale farming system it may be some time, unless appropriate measures are taken, before research can identify a technology or package of technologies/techniques that can be readily extended and adopted by the majority of Ghana's small farmers.

(e) Output Marketing Infrastructure.

Small farmers market a considerable portion of their total production. About 40% of the farmers cultivating as little 0 - 3 acres sell over 50% of their total production. However, their marketed portions could be further increased if losses and wastes in on-farm storage could be reduced. Such losses have been estimated to be as high as 25 - 30% for roots, tubers and plantains and 10 - 15% for cereals and grain legumes. It is likely that one of the least problematical ways to increase incomes of small farmers in Ghana is through improvements in the overall agricultural marketing system.

There is considerable evidence that intra-year price differences have become more pronounced in recent years for most crops in most major wholesale markets. This indicates that the marketing system has not performed well in moving and distributing surpluses evenly throughout the agricultural year and between Ghana's

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production and consumption centers. The reasons for this are the deteriorating conditions of Ghana's primary and secondary roads, lack of storage, an ageing vehicle fleet, an undeveloped feeder road network and lack of working capital. It is possible that improvements in Ghana's market infrastructure will bring about a more stable economic environment; a necessary condition under which the small farmer will have incentive to risk his time and resources in improved technologies and practices.

(f) Absence of Facilities and Services in Market towns

If farmers are to function effectively in a progressively more modern setting they need to be related to market towns which have the facilities and amenities which make them more suitable for business and social development. This is as critical to the well-being of farmers as it is to the non-farm rural poor. These towns are the link between farmers and their suppliers, their markets and supply the means for a continuing flow of ideas. For this reason, an agricultural strategy to be successful must seek to modernize the whole rural sector.

c. Implications for USAID Assistance

Ghana's agricultural sector faces a considerable challenge in meeting consumption requirements, increasing rural incomes and absorbing large additions to the labor force. To assist GOG to meet this challenge assistance programs and activities should generally be designed so as to:

- (1) improve the co-ordination amongst public institutions at national and local levels;
- (2) enable public institutions to more effectively support and serve the small farmer, the non-farm rural poor and the private sector;
- (3) broaden the objectives of an agricultural development strategy to include a range of programs and activities that favorably effect rural employment, urban-rural income distribution and, of course, agricultural productivity;

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(4) rationalise factor and product pricing policies.

The specific agricultural programs/activities and organizations that can be assisted by the Mission will be, in the absence of an overall agricultural development strategy, all too frequently determined by the willingness of institutions and organizations to request the Mission for assistance. The Agricultural Sector Assessment has indicated a range of activities that "ought to be" undertaken and funded by the Mission. These activities are briefly discussed below in relation to the requests for assistance the Mission has received or is expected to receive in the near future.

(a) Output Marketing

There are indications that organisations such as the Bank of Ghana, the Agricultural Development Bank, the Cooperative Council, the National Investment Bank, the Capital Investment Board as well as the commercial banking system, recognising the potential of Ghanaian agriculture, are willing to expand their activities in that sector. Although the target groups of these organisations are not always the small farmer per se their marketing and agricultural processing/can potentially benefit the small farmer directly or indirectly. For example, these organisations can be mobilised to provide loans and working capital to private traders, and intermediaries such as co-operatives, farmers associations and self-help groups for the construction and maintenance of feeder roads, storage, purchases and maintenance of vehicles, and, of course, commodity purchases and storage. The National Investment Bank is presently, with USAID assistance, investigating means of encouraging small farmers to produce products as outgrowers for processing plants. The Co-operative Council is preparing a pilot co-operative/marketing program for small farmers in the Ashanti and Brong/Ahafo Regions. It is likely that USAID, through Agricultural Co-operative Development International, will be requested to assist in the preparation of this program.

Further discussions with the Ministry of Agriculture will indicate the manner in which its Food Distribution Corporation and the Grains and Legumes Development Board can be mobilized to develop and implement an integrated agricultural marketing program in conjunction with other agricultural development programs and with the efforts of other donors such as the Canadian and British Governments.

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(b) Applied Research

It is possible that AID may be requested to assist organisations such as CSIR, ISSER and others in a program to inventory and evaluate existing trial, demonstration and farm systems research results available in Ghana and other countries in the humid tropics which may be applicable to small farmers in mixed cropping situations. The objective of such an evaluation will be to identify new lines and methods of applied research which would develop and test an array of improved inputs and practices that will be profitable to the small farmer. Such an action research program might be undertaken on an experimental basis on farmers fields in several important ecological zones in conjunction with the Ministry of Agriculture extension and planning staff. The program may be the basis of an integrated regional development program incorporating new components and activities as experiences are gained and as lessons are learned in effectively reaching small farmers through Ghanaian institutions, coordinated at local and national levels.

(c) Extension

As mentioned previously the Ministry of Agriculture has a relatively well-staffed and funded extension system. Any new small farmer development project with the Ministry of Agriculture, not working through and not utilising this substantial resource base, represents a considerable opportunity cost. Efforts are now under way with CIDA support to improve the efficiency of the extension system. The Ministry of Agriculture's regional planning personnel should also be supported to design programs to effectively reach the small farmer. The specific improvements that can be made will vary regionally or on an ecological basis and will be reflected by different regional work programs and activities.

The point is frequently made that an extension system cannot be effective if it does not have a technology to extend and if it does not understand the complexity of the environment of the small farmer. But this does not mean that part of the extension network and regional planning personnel cannot be mobilised and utilised in a search for these technologies and in studying the environment and problems of the small farmer. What is required is an overall work program and specific job descriptions for the extension and planning staff. Such a work program designed specifically for extension and planning personnel dealing with small farmers could include the undertaking of baseline surveys, farm budgets, and to some

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extent, demonstration and observation trials with techniques that are presently known to be profitable and acceptable. They must also function as a feedback channel to researchers, credit and marketing institutions. Initially, however, the modes of operation and impacts of various extension systems presently supported by different donors should be evaluated to determine their impact on small farmers and their replicability on a broader basis. The nature of assistance that USAID can accord the Ministry of Agriculture in effectively reaching the small farmer is presently being discussed with MOA officials. The USAID-sponsored Management Seminar is an excellent mechanism for determining and developing regional objectives, work programs, evaluation techniques and requisite supporting activities by other institutions and organisations to evolve an effective small farmer extension research and planning service.

(d) Input Distribution and Credit.

The Agricultural Development Bank has requested USAID to assist in the preparation and implementation of its proposed staff training and small farmer credit expansion program. To assure that institutional credit is most effectively utilised by small farmers in increasing agricultural production requires that inputs (including hired labor) are made available in the right quantities at the right time and that the incremental output can be marketed at fair and stable farm gate prices. This assumes close coordination between ADB, the Ministry of Agriculture's extension and planning staff and/or other organisations responsible for advance purchases and distribution of agricultural inputs and output marketing. Several modes of operation of a coordinated credit and input distribution system have been worked out, on a limited scale, under the rice and maize credit schemes. However, these credit schemes have not benefited the small farmer and have not been integrated with an effective output marketing system.^{1/} Future credit programs will be prepared in the context of integrated input delivery and output marketing systems, recognising that institutional credit is only one of several limiting factors in reaching small farmers.

^{1/} See J. Goodwin and R. Selley: "A Review of Small Farmer Credit in Ghana" in USAID Spring Review of Small Farmer Credit, 1973.

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(e) Integrated Agricultural Development Program for Small Farmers

In preceding sections the inter-relations between output marketing and infrastructure, applied research, extension and planning, input distribution and credit have been emphasized and explained. Unfortunately, we have no experience so far in Ghana as to how these components can be effectively combined in the context of an integrated development program for small farmers. Nor can we at present determine the level - village, district, region or nation - at which a "desirable" degree of integration of these components can be achieved; nor can we be certain how a "desirable" degree of coordination amongst various public institutions, parastatal and private organisations can be affected in practice. However, considerable interest has been expressed recently by the Ministry of Agriculture that donors such as IBRD, CIDA and AID, begin to operationalise experimental integrated agricultural (and even rural) development programs at appropriate levels. The Mission intends to support the Ministry of Agriculture and other institutions in mobilising resource to design, prepare and implement an integrated small farmer development program in an area, or region, that has yet to be determined. It is likely that such a program will, in the first instance, combine the components described in previous sections, provided that they can be effectively coordinated by an appropriate implementing mechanism. In the longer run, the experiences gained with regard to work programs, modes of operation, roles of cooperating institutions, and local resource mobilisation may provide lessons and guidelines for replicating the program on a wider basis; also, guidelines may evolve for the implementation of additional components - such as the provision of social amenities and rural industries - so that the agricultural development program can be transformed into a rural development program.

(f) National Supporting Systems

Most of the components described previously must be planned, coordinated at central levels in the context of national systems. For example, the purchase and procurement of fertilizer and seeds must be planned well in advance so that these inputs can be distributed to farmers at the right time, in the right quantities at the right places. AID has been requested to assist in these areas and modes of operation (including the production and distribution of certified seeds and the phasing of fertilizer bulking, bagging, blending and granulation facilities) are presently under discussion with GOG officials.

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Similarly, the applied research effort must be coordinated centrally so that maximum replicability and carry-over of variety, input and practice trial results between and within ecological zones are assured and, that results are disseminated to users effectively and rapidly. AID has not been requested to assist in this area at the national level; however, the Development Application of Science and Technology project with the Council for Scientific and Industrial Research may be an appropriate vehicle for discussions on these lines with GOG officials and researchers in the near future.

Feeder road and storage (terminal, assembly and purchasing stations) construction programs must also be planned and coordinated at national levels to assure that surplus and deficit areas are most effectively linked. Although the Mission has not been specifically requested to support this area on a national basis it is anticipated that joint programs of assistance may be undertaken with CIDA or the British Government.

The Mission has been requested by the Agricultural Development Bank to assist in the preparation of its small farmer credit expansion and training program; a project preparation team is expected to develop plans of operation by mid-April 1975.

Most of the national supporting systems, as well as the regional development program, will require working capital to finance advance purchases of inputs, revolving funds for credit and commodity purchasing programs.

(g) Assistance to Private Sector and Autonomous Organisations

Important elements of agricultural and rural development are the mobilisation of private sector resources and a more wide-spread participation of people in the growth process.

The Mission intends to support private initiative, private voluntary organisations and farmer associations to develop additional means for achieving increased activity, efficiency, productivity and income in the small farmer/agri-business/rural industry system.

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The National Investment Bank is presently undertaking, with USAID assistance, feasibility studies to assist small farmers through agricultural processing and small-scale rural industries. As already mentioned, small farmers can be organized to produce as outgrowers to agricultural processing plants. Other small rural industries are important not only because they favorably influence employment and income distribution directly, but also, because their products are likely to be preferred - and can be afforded - by small farmers whose incremental incomes must be circulated within the rural economy to assure that overall rural income increases are sustained over time. Of course, the production of small tools and implements and intermediate farm technologies are directly useful to small farmers since these products can increase productivity through relatively labor-using techniques.

Cooperatives, farmers associations, district and regional development corporations are other important intermediaries through which technical assistance loan funds and working capital can be channeled to small farmers and entrepreneurs for specific services and projects.

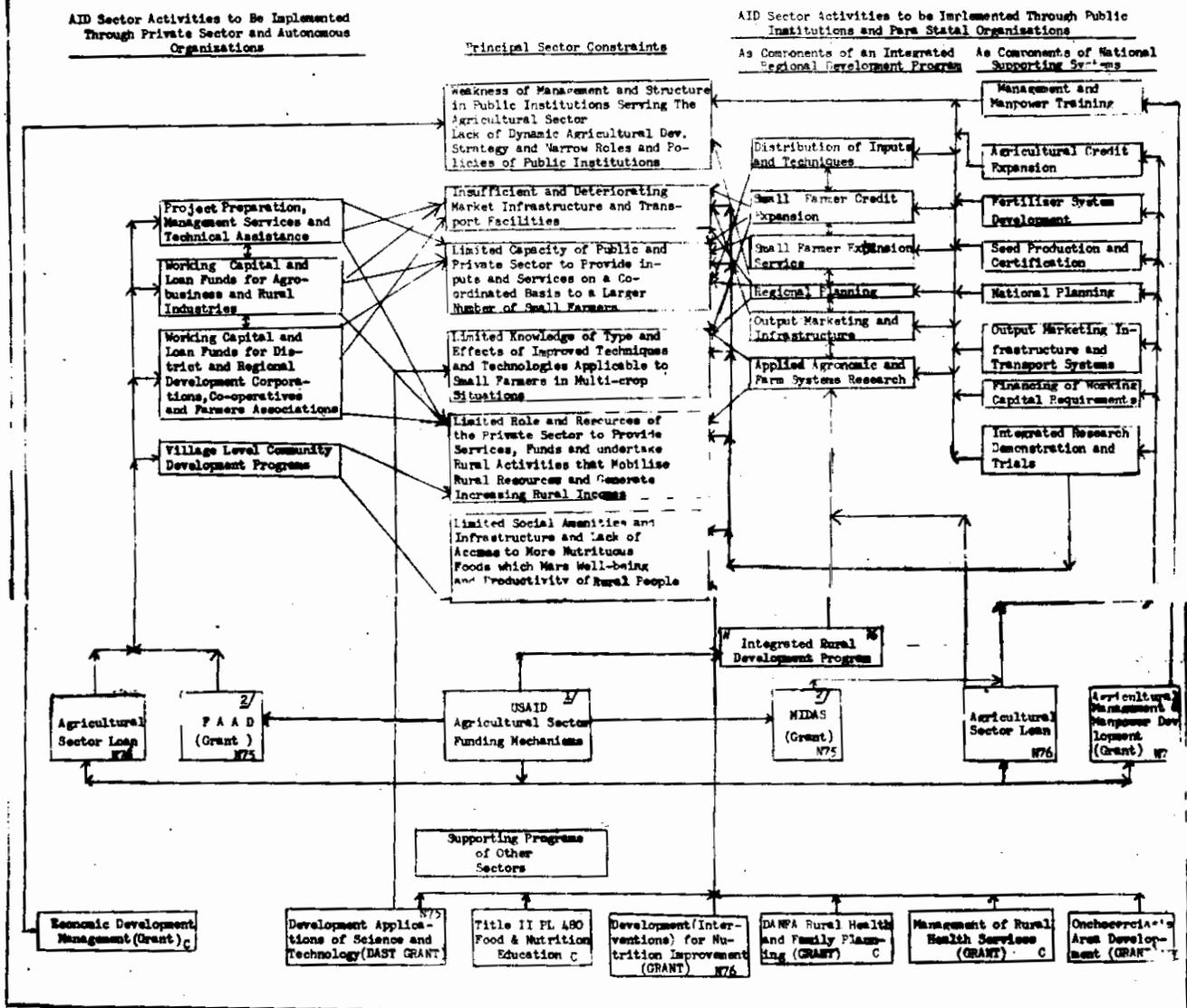
Several donors, UNDP and missionary organizations, are experimenting in several outlying villages in community development programs. Components include technical assistance and funds to small industries, agro-business, provision of social amenities, informal education and vocational training programs, home economics and family planning. It is anticipated that these efforts will be evaluated in the near future to determine their impact and replicability by private voluntary organizations. For a more detailed discussion of alternative approaches to implementing these activities within the context of a rural development and assistance strategy the reader is referred to Section E of this report.

d. Implication for Mission Programming

Table C(1) and C(2) are intended to present the principal constraints to agricultural and rural development in Ghana and suggest some areas which need to be considered for programming by the Mission including those we had previously identified and been requested by the Government to work on and others which would be new and for which no such request has yet been received.

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TABLE C 1 - RELATIONSHIP OF AID ACTIVITIES TO PRINCIPAL CONSTRAINTS IN THE AGRICULTURAL AND RURAL DEVELOPMENT AREA



1/ N - denotes new project in respective financial year; C - denotes continuing
 2/ We foresee the probability of an additional project which would support a regional program in integrated rural development which would operate in conjunction with, but separate to MIDAS and FAAD.

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TABLE C2 - PRINCIPAL IMPLEMENTING AGENCIES OF AID AGRICULTURAL
SECTOR PROGRAMS BY TYPE OF ACTIVITY

<u>USAID Funding Mechanism</u>	<u>Principal Implementing Agency</u>	<u>Type of Activities to be Assisted and Funded</u>
I. <u>FAAD</u>	a) Cooperative Council Regional and District Development Cooperatives Farmer Associations	1) Cooperative formation, marketing programs, input distribution/advance purchase of inputs, vehicle purchase and maintainance,
	b) National Investment Bank Ghana Manuf. Associa- tion Commercial Banks Regional and District Development Corporations	1) Loans and working capital for small-scale rural industries and agricultural processing.
	c) Private Voluntary Or- ganisations Cooperatives Farmers Associations	1) Project preparation, management services and technical assistance 2) Village and community development programs 3) Loans and working capital requirements
II. <u>MIDAS and Regional Rural Development Program</u>	a) Agricultural Develop- ment Bank Ministry of Agricul- ture	1) Small farmer credit and input delivery program. 2) Working capital for advance purchases of inputs 3) Output marketing programs.
	b) Council for Scientific and Ind. Research Institute for Social, Statistical and Eco- nomic Research Ministry of Agriculture	1) Action research programs in various ecological zones to develop and dif- fuse new techniques to small farmers
	c) Ministry of Agriculture	1) Advance purchases and distribution of inputs. 2) Establish modes of operation and im- plement integrated agricultural development program.

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Table C-2 (Continued)

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|--|--|
| d) Bank of Ghana
Ministry of Agriculture
ture | 1) Construction of terminal, assembly
storage and purchasing stations.

2) Updating of vehicle fleet, storage
and commodity purchases. |
| e) Regional Planning
Commissions

Department of Rural
Development

Local Development
Committees | 1) Construction, maintainance and re-
pair of feeder roads. |

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It is apparent that a number of factors will condition the final shape of our program. These include: limitations of total available USAID resources, appropriateness to our central objectives, definition of Ghana's priorities, further determination by Government of its desired relationship with USAID, the operations of other donors, and some further dialogue to fully identify with the GOG how our strategy and their's can be meshed. Time has not yet permitted full resolution of these issues.

To date we have been asked to work in a number of areas involving the development of national systems operating mainly through the public sector to deliver inputs and services to farmers. The project entitled Managed Input Delivery and Agricultural Services (MIDAS) is the vehicle we have proposed to meet these needs. This covers the areas of fertilizer importation, processing, storage and distribution; seed production, certification and distribution; and, finally the development of an expanded more efficiently managed credit system for all of which requests have been made by Government. We would hope to encourage and might receive a request to support an integrated research/demonstration/field trials program focused on the special needs of the small farmer engaged in inter-cropping in the humid tropical ecological environments of southern Ghana. Other areas of action might possibly be considered in the final design of this activity depending on what emerges in our expected dialogue with the Ministry in January.

The broad area of development of non-public sector action in support of rural and agricultural development we plan to address through the project entitled Farmer Association and Agri-business Development (FAAD). It will seek to integrate farm and non-farm rural activity, bring farmers into groups for effective participation in decision making for more effective learning and communication, as a means for more efficient access to credit, for promoting their interests as cultivators, consumers and product marketing units, and in developing rural private business. In these ways it could have significant impact regionally in addressing the critical marketing constraint to better farm incomes. All these actions would be dedicated to employment creation and raising the incomes of the rural poor. This proposed project has been discussed in only preliminary fashion with Government and remains to be approved by AID/W, agreed with the GOG and brought to the final design stage.

In order to address the constraint of management in the agricultural sector a new project approved by AID/W in

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December 1974 has been developed for early initiation entitled Agricultural Management Development. Already worked out and agreed with the Government and other institutions it should have significant impact on improving the Government's ability to effectively implement programs to reach small farmers.

The rural development approach by focusing attention in one geographic area (perhaps one of Ghana's regions) has been broached to the USAID in several recent conversations with senior Government officials. Exploration of this area is continuing. It seems probable that we may wish to propose a project in this mode of operation for initiation in FY 76 if at all possible. It would seek to bring Government action for integrated rural development to the local level for effective involvement of people and significant impact on their economic and social well-being. It would be designed to relate market towns and other rural-urban communities to rural/agricultural action by developing the necessary marketing and other facilities and amenities in such towns and fostering institutional and transport/communication linkage between such towns and rural villages. (These programs could have a close complementary relationship with the private sector thrust contemplated under the FAAD project). This concept remains to be more fully defined with a possible project design effort needed in the next nine months if acceptable to AID/W.

Finally a sector resources loan is proposed to provide a range of resources to support, facilitate and integrate the above thrusts which would require grant funding for technical and advisory services. We contemplate a series of successive annual loans being fully integrated into the emerging programs of the Ghana Government directed to small farmer uplift and integrated rural development. They would fund a variety/^{of} program related actions such as: facilities at the national level for such programs as fertilizer; provide working capital needed to fund farm and agribusiness modernization and expansion including marketing and transport facilities; finance foreign exchange and/or local costs for improved market-town facilities and amenities, finance the construction of urgently needed farm-to-market and feeder roads, and permit the government to finance improved facilities for public sector programs (e.g. transport for extension workers) essential to effective outreach to small farmers; or to expand needed research and demonstration programs closely keyed to solving the complex technological problems of the small farmer in a humid tropical setting where he uses mainly human power, simple tools and resorts to intercropping to minimize his risk but thereby limits his income.

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In all of the foregoing the Mission is keenly aware that it cannot bear the whole burden. It will be essential to limit and focus our programs within the various areas. We must align our programs with those of other donors. We will need to ensure that we address key constraints (e.g. the strong emphasis on marketing identified in the assessment) where the Government requests and agrees to our proposed actions in the course of a dialogue we have so far hardly more than begun. Finally, we have and will continue to keep the AID mandate and major emphases in the forefront of our planning.

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C. HEALTH AND NUTRITION

1. Setting

- a. In the tropical setting of Ghana the stresses on human health are great especially for the poor. Environmental conditions for life in this climate create serious problems and intensify the hazards of poverty found everywhere. Nutritional deficiencies complicate and strengthen the dangers to health and are themselves intensified by the wastage of food resulting from fever and parasite infestation. Closely spaced births, high parity and resultant crowding are in turn causes of poor nutrition and contributors to poor health and susceptibility to disease. These close relationships argue for preserving close programming coordination among the areas of health, nutrition and family planning without losing sight of the significant separate aspects of each in the development mosaic. Hence, our program focuses on improved management and resource deployment in health (which will improve efforts in family planning as well) and to support development of a comprehensive nutrition strategy with multisectoral and inter-institutional dimensions. In this fashion there should be a maximum of mutually reinforcing effect for the benefit of the lowest income and most vulnerable groups.
- b. There are limitations to the present analysis explained by inadequacy of statistical data and more importantly by the lack of a published government plan ^{1/} setting priorities within the government and allocation of resources within the health sector. It is anticipated that USAID's Management of Rural Health Services Project (068) will play an important role in defining the Government's health strategy. During the course of this project a more comprehensive long term strategy will evolve taking advantage of experience of other programs such as WHO, West German and Canadian.

^{1/} The GOG Health Five Year Plan (1974-1978) is expected to be issued in July 1975.

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- c. It is agreed by most observers that Ghana has a relatively well developed health resource base (manpower and facilities) but, the available rural health and related social services are severely strained. The distribution and efficiency in use of these resources is inadequate and first efforts for improvement must be directed toward reorganization, planning and management within the Ministry of Health, along with provision of carefully selected equipment and supply inputs to complement this effort.
- d. Full analysis of the health status of the nation would require a reasonably adequate data base. Unfortunately such is not available in Ghana at the present time. Therefore, it is necessary to rely, to a great extent, on individual professional judgement, reports of Medical Officers, and field trip reports in assessing actual health conditions. Nevertheless, it seems clear that less than thirty per cent of the population have access to reasonably adequate curative services and a still smaller percentage of the population to preventive health services. Despite continued growth and expansion of the health care system the rural poor suffer a disproportionate burden of diseases from largely preventable causes.
- e. The problems referred to above are being compounded rapidly by a steady increase in population growth exacerbated by a high and increasing proportion of dependent population less resistant to infectious diseases because of under-nutrition, malnutrition and parasitism. And man-made ecologic changes, e.g. expanding water resources schemes (water impoundment, hydroelectric dams, irrigation projects) have propagated diseases/and illness not previously endemic in certain areas, e.g. schistosomiasis. Disease control programs directed at malaria, tuberculosis, measles, leprosy, dracunculiasis (guinea worm), to mention only a few, have largely failed to achieve desired results except on a temporary basis. The sum result is a serious incapacitation from primarily preventable illness of most segments of the rural population both present and future.
- f. Within the context of deficient rural health services there are certain special problem areas.
- (1) A large number of these lie within the domain of maternal and child health and include such

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matters as high infant and childhood mortality resulting from too early weaning, lack of suitable local weaning foods, inadequate immunization against the common infectious diseases, failure to integrate such elements as nutrition education and family planning in the maternal and child health program, etc.

- (2) A problem of major proportions is the gross deficiency in rural water supply and sanitation facilities. Thus, although the incidence and prevalence of diseases related to poor environmental sanitation is not known with any certainty, there is wide agreement that it represents a serious problem to a population already weak and malnourished, and results in a reduced ability to work effectively in the fields or at school.
- (3) Directly related to environmental sanitation is the overwhelming prevalence/incidence of intestinal parasitism and diseases, such as schistosomiasis which affects an estimated 30% of the school population in the Volta River and Lake regions. Control measures for this disease are almost non-existent in these areas. Other diseases and illnesses under minimal control but with high prevalence, incidence and incapacitation or case fatality, such as malaria, measles in early childhood, etc. take a high toll in morbidity and mortality.

2. GOG Health Structure and Policy

- a. The Ministry of Health is rather strongly centralized in the office of the Commissioner even though there is the usual administrative breakdown into technical divisions at headquarters, and administrative regions, in the rest of the country, headed by Regional Medical Officers. Theoretically all public health activities within the regions are the responsibility of the Regional Medical Officers. However, in practice, although there is decentralization of responsibility to a degree, there is great lack of decentralization of authority. This situation seems to be in conflict with fundamental GOG premises and policies which are: (a) emphasis upon "self-reliance", (b) emphasis upon rural development, (c) greater decentralization, (d) greater organizational streamlining and efficiency,

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(e) improved and extended long term planning, and (f) greater interdepartmental and interagency cooperation and coordination of effort. In fact, although these concepts have been a continuing part of basic policy through the years and various health goals and targets have been specified, no truly effective general implementation plan or mechanism for the health sector has been provided. It is even possible that changing authority in the Ministry of Health may have actually resulted in some stagnation and probable deterioration in the health services, especially the rural health services, in the last twenty years.

In summary, the ineffectiveness of Ghana's health system is primarily to be attributed to poorly designed programs which fail to place resources in the areas of greatest need; to the absence of effective planning, budgeting, operational management, evaluation and follow-up; to major deficiencies in logistics and transport; and, some significant shortages of resources to carry out the key tasks. The effect is a demoralized system of professional personnel who need to be organized, given clear responsibility, rewarded for achievement, supported in a timely way with vital resources, and made to feel that they're a part of a revitalized institution.

3. Health Resources

- a. In the last twenty years there has been a marked increase in the number of health personnel and health facilities in Ghana, however, the geographic distribution and allocation of these resources leaves much to be desired. The rural areas, which provide the principal agricultural, mineral, etc. resources for the country are the primary victims of its organizational inadequacies. Finding ways of improving the balance of health service delivery systems and personnel between urban and rural areas is therefore of increasing importance.
- b. The problems and conditions of service in rural areas are factors at the heart of this maldistribution of health personnel. Some of these deficiencies are found in living conditions, salaries, lack of career incentives, lack of logistic support, failure to

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delegate authority with responsibility and in summary a high degree of frustration with the "system".

- c. In comparison with other developing countries, Ghana does have a good base for development of an adequate

health facilities, trained personnel in various disciplines, and also the many who have been trained in areas related to preventive health care. However, the fact still remains that where relative excellence in the delivery of rural health care and efficient use of simple but adequate resources exist they are primarily non-Ghanaian administered or under the supervision of expatriate staff. Until the maldistribution of Ghanaian health manpower is corrected and realistic service facilities are organized there will be very little improvement in this situation.

- d. External assistance from a variety of sources including international agencies, other bilateral governmental organizations, religious missions and private voluntary agencies has reached very considerable proportions. No attempt is made to evaluate the technical performance of all these external assistance programs. However, although it appears that they are of major significance in helping the government solve some of its health and related problems, additional areas of significant need exist which are not yet receiving sufficient attention from the GOG and external donors e.g. health education, nutrition, MCH and rural environmental sanitation.

4. Financing of the Health Services

- a. An analysis of the budget from FY 1971 to FY 1975 indicates that funds for health services have increased approximately 100% over the last 5 years as indicated in the following summary table.

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<u>Fiscal Year</u>	<u>Total National Budget (million ₵)</u>	<u>Percent Allocated to Health</u>
1970/71	486.7	7.1
1971/72	534.5	6.4
1972/73	545.1	7.7
1973/74	764.2	7.1
1974/75	1,015.2	8.1

However, although the increase in national allocations for health services have been very considerable, the distribution of use of these funds as between curative/preventive services and/or urban/rural emphasis has as previously indicated, failed to take adequate account of the health problems and needs of the rural poor.

5. Summary

- a. The scope of problems encountered in this analysis is large and classification in order of priorities is difficult. However, regardless of the order of the key categories, there is no separability of the relationship that exists between rapid population growth, malnutrition, especially of the pre-school child, environmental degradation and the absence of delivery of health services to the rural areas. The ordering of priorities would pose great difficulty were it not for the fact that the same inadequacies in planning and management patterns cut through the entire structure. Hence, viewing technical assistance as the cognitive process it should be, one is forced to the conclusion that the way to begin the problem-solving in this case is to focus on the planning and management mechanism required to deliver cost/effective comprehensive health and nutrition services to the rural population.
- b. From experience and lack of success in attempting to modernize the system with western techniques it is obvious that between the spoken word and actual implementation there is a major gap in our knowledge of attitudes, relationships, and the decision making process in Ghana. Nevertheless, we feel that by means of whatever ingenuity we can muster we are obliged to pursue the problem further and attempt a solution.

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6. Development Strategy for USAID

- a. Basically what we aim to do in the health sector is to concentrate our assistance in the area of management of rural health services the purpose of which is to strengthen the planning, management and implementation of programs for delivery of rural health services in order to obtain the maximum benefit in terms of human well-being from resources committed to the sector. In pursuing this program we will emphasize the inter-relationships with the purposes and operational modes of both the Danfa Rural Health and Family Planning Project and the National Family Planning Program Support Project since they are designed to have mutually reinforcing effects. In addition, the Ministry of Health will establish a Planning Unit and the head of this Unit will function as counterpart to the AID-funded Senior Advisor or Consultant. Finally, as a part of this overall approach, USAID has already provided a transport maintenance advisor to assist the Ministry of Health in dealing with one of its basic logistic problems, namely, the maintenance and repair of vehicles and development of a systematic transport service. The overall program also has a training component, the purpose of which is to design and execute a program for training of central, regional and district health personnel in the formulation, management and practical implementation of health delivery systems.
- b. A second major effort will be directed towards development of an intersectoral approach to alleviation of nutrition problems of the rural poor. This effort has already resulted in the holding of a National Nutrition Conference (March 1974) and establishment of a Nutrition Section in the GOG Ministry of Economic Development serving as Secretariat to a National Nutrition Council. Expected further results will be conceptualization of nutrition interventions which will eventually carry the basic concept into practical action at the rural level. U. S. assistance could be in the form of technical assistance, training and commodity purchase.
- c. In addition as one part of a proposed comprehensive regional pilot program, efforts would be directed towards development of Volag assisted community

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nutrition and health education centers the purpose of which would be to provide training and care to mothers and children to reduce morbidity and primary infections through an integrated nutrition-health program involving community self-help action in sanitation, health education, nutrition education, and family planning. Obviously, this component of our proposed course of action would build on existing Volag activities such as those of CRS and the Church Hospital Association, a coordinating body for religious mission health and medical facilities in Ghana. The component would be limited, at first, to a pilot area and, throughout, consistent efforts would be made to assist the Ministry of Health in identifying mechanisms in this Volag program which could be adapted to dovetail with the governmentally supported rural health, nutrition and family planning programs as these are developed.

- d. Finally, a health resources loan is proposed, the purpose of which would be to provide needed resources that would improve the health and well-being of poorer people either directly as part of programs of the Ministry of Health or in substantive areas such as water supply and distribution which complement Ministry programs but come under the aegis of the Ghana Water and Sewerage Corporation or other agencies.

Examples of the scope of the support package might include such things as assistance in development of the full range of infrastructure for rural health in a given region including transport, communications, immunization equipment and supplies, basic health center equipment, etc. all of which would be keyed into a management development and staff training plan and a maintenance program to ensure effective use and efficient long-term follow through. If such a regional pilot program proved successful, AID might cover foreign exchange inputs and a decreasing proportion of local costs over a five year period for a national plan for expanded rural health services. This proposal, as in the regional pilot program described above, would need to be related to well-articulated strategies and linked to management development and staff training programs which would give maximum assurance of efficient execution and significant impact on improving the well-being of the majority of the rural population.

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D. POPULATION

1. Demographic Setting

a. General

Ghana's population is growing at a fast and apparently accelerating rate while economic growth has been slight in the past fifteen years. The result is a spotty picture with little improvement for most and apparent deterioration in the well-being of some of the poorest people. The population side of the equation between people and output presents disturbing trends. Census results for 1960 and 1970 suggest that the Ghana-born population grew at about 2.8 per cent per annum. ^{1/} More recent indications suggest an accelerating rate to 3 per cent or more due to declining mortality rates. Population may therefore double in as little as twenty years.

<u>Demographic Indicators</u>	<u>Ghana</u> <u>(1972)</u>	<u>U. S. ^{2/}</u> <u>(1972)</u>
(1) Population	8.6-10.0 mil.	---
(2) Growth Rate	3.0-3.1%	0.62
(3) Fertility		
Crude birth rate	49-51	15.6
Total Fertility ratio	6.7-7.1	2.1
(4) Mortality		
Infant less than 1 year	137	18.6
Children 1-4 yrs.	70	0.8
Crude death rate	19-20	9.4
Life expectancy	47	71.4

^{1/} Determinants of Population Growth in Ghana (1968/69), Gaisie S.K. Doctoral Dissertation, Australian National University, February 1973.

^{2/} Statistical Abstract of the U.S. - 1973, U. S. Government Printing Office (data given are 1972 estimates).

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In 1921, the population of Ghana was just over 2 million. By 1960 it had reached 7.1 million and in 1974 it is estimated to be close to 10.0 million. The country is not densely populated, with an average of about 105 persons per square mile but this figure, as in most cases, means little without reference to the extreme variations which occur in a given country both in actual density and in relationship to available arable land. Both factors lead to creation of fairly large and heavily overpopulated areas in Ghana.

Mortality rates have been declining for the past several decades and there is no reason to doubt that this trend will continue as health services improve, thereby increasing the population growth rate unless there is an accompanying drop in the birth rate. It is officially recognized by the Government of Ghana that such a rate of growth adversely affects per capita income, employment opportunities and the costs of provision of social services such as education and health.^{4/}

c. Population Growth Socio-Cultural Norms and Ghana's Future

There are indications that prevailing attitudes towards ideal family size present a real stumbling block to population control. The international range of "ideal" family size is 3.2 - 5.0 children, while in rural Ghana it is 7.5. Among the Ghanaian urban elite the range is 4.3 - 6.1 children. The percentage wanting four or more children in the international range is 25-80 per cent; in rural Ghana it is 98 per cent, in urban Ghana 94 per cent, and even among the urban elite 89 per cent.

Another factor affecting population growth, as in practically all developing countries, has been rural-urban migration. For example, available data suggest that the two largest cities, Accra and Kumasi, grew by 22 per cent and 39 per cent respectively in the five year period from 1966 to 1970. The problems posed by such explosive growth even if simply limited to large urban areas are obvious.

^{4/} Population Planning for National Progress and Prosperity - Ghana Population Policy, March 1969, Ghana Publishing Corporation

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Over and above the problem of burgeoning costs of providing adequate social infrastructure for such a rapidly growing population, there are the problems related to economic development in such a setting. They need not be elaborated on here as they are dealt with in some detail in the sector assessment. Suffice to say that these factors have probably been responsible to a considerable extent for the very slow growth and even negative movement of the per capita income in Ghana over the past five or six years. The same holds for balance of payments.

With respect to mortality trends, it is clear that modernization, development programs and health measures will continue to be pushed by the Government as stated in the Population Policy Statement (para. 2.15). Thus, one can only conclude that the trend towards increased life expectancy will become even more pronounced in the future unless "death control" is accompanied by concomitant fertility control; and increased family size and reduced intervals between children will have the predicted negative effect on family health (see sector assessment for fuller exposition of this point).

2. Population Policy and GNFP Organization

Because of the potential significance of the fact that Ghana is the only country in Africa with an officially published and promulgated population policy, it seems best that some of the following details concerning the evolution of this policy and its implementation should be included even in a summary statement.

a. Policy

Ghanaian population growth attracted attention after the 1960 census showed an increase of two-thirds over the 1948 census. Although President Nkrumah believed the economy could support that rate of growth, the 1963 Seven-Year Development Plan warned that the rapid population increase would impede development and strain the economy. After the overthrow of Nkrumah, the 1966-69 Military Government took definite steps toward formulating a population control program. This interest was stimulated by a study sponsored by the Ghana Academy of Science and the Ford Foundation, A Study of Contemporary Ghana, which

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appeared in 1966 and 1967. ^{5/} The study pointed out the economic savings that could be realized by reducing the rate of population growth. The two year Development Plan published in 1968 referred to the intention to establish family planning services. In the same year the Ghana Manpower Board prepared a statement of national population policy which was published in 1969 as an official policy paper, Population Planning for National Progress and Prosperity. ^{6/} This paper recognized the need for a national population policy as an integral part of national social and economic planning and included some recommendations on how to achieve specific objectives albeit details were of course to be developed later. Some of the major policy recommendations are summarized as follows:

- (1) Details of the population program were to be developed by participation of national and regional, public and private entities.
- (2) Reduction of morbidity and mortality were to be an important part of the program.
- (3) Quantitative goals were to be set on the basis of reliable demographic data.
- (4) The Government would encourage and provide information and assistance to persons wishing to space or limit the size of their families, but this would be done through persuasion rather than coercion.
- (5) Efforts would be made to expand the non-domestic role of women in the economy to reduce pro-natalist influence.
- (6) Policies would be adopted to regulate internal migration and immigration.

^{5/} A Study of Contemporary Ghana Vol. 2 - Some Aspects of Social Structure, Birmingham, Neustadt & Omaboe, George Allen, Unwin Ltd. London, 1967

^{6/} *ibid*

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- (7) Agreements with international public and private organizations would be developed to benefit from their experience and assistance in population programs.

b. Organization

The planners, recognizing the close relationship between family planning and socio-economic development established the National Family Planning Program as part of the Ministry of Economic Planning.

The plan was to provide family planning services throughout the entire network of Ministry of Health facilities, including the government hospitals which are reasonably well distributed, (at least in the southern part of the country). These hospitals would also serve as family planning training centers for medical and auxiliary health personnel. Sufficiently trained professional medical personnel versed in family planning concepts are in short supply in Ghana, therefore auxiliaries were to be used to the extent possible especially in rural areas.

In theory, the Ministry of Health was to have the responsibility for provision of contraceptive services, health education and basic training of the necessary health personnel. The Ministries of Information, Education and Agriculture would be responsible for some aspects of the public information and education component of the program.

In the private sector two family planning organizations i.e. the Planned Parenthood Association of Ghana (PPAG) and the Christian Council had indicated willingness to participate actively in the work of the program. As a result, the PPAG now provides an important part of the contraceptive services offered in the national program and plays a significant role in the training of fieldworkers and in the promotion of information and educational campaigns. A similar role is played by the Christian Council which also offers counselling services to engaged and married couples.

c. Comment

In spite of all the good plans and intentions indicated above, and although several members of the

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ruling National Redemption Council (NRC) including the Chairman and Head of State, have on many occasions expressed Government support for a population program, such speeches and exhortations seem not to be translated into any real action plan or major implementation program involving and encouraging concerned Ministries and bringing discipline to the effort.

For example, the Ministry of Health has for the most part preferred to ignore family planning or has considered it an extra burden to be avoided rather than acknowledging it rather as a vital part of maternal and child health care or as an important contribution to urgent population growth actions. In any case, it is very clear that the Ministry's weaknesses in planning and management would have a direct negative bearing on the success of the family planning program even if and when the latter became an accepted and normal part of an integrated MCH/family planning program if these weaknesses were not to be corrected (see under section on U. S. assistance).

3. NFPP Five Year Development Plan

The plan although not yet officially promulgated has as its goal the reduction of the rate of natural increase of the population from its present level of 3.0% per year to 1.75% per year by the year 2,000. Pursuant of this long term goal, the Plan calls for an intensified NFPP effort to deliver family planning services to those who want them at the same time that it creates an environment conducive to increased demand for the services. Specifically, the plan calls for the following operational and supportive targets as intermediate objectives.

- (i) FP clinics offering full range of services should be increased to 200.
- (ii) Commercial outlets for distributing non-prescription contraceptives should be expanded and strengthened beyond the present 600 GNTC retail outlets.
- (iii) Day clinics should be established at district and village levels using mobile health and FP teams.
- (iv) Each FP clinic should be staffed as follows: 1 FP nurse, 2 FP auxiliaries, 1 community health educator, 1 clerk and 2 fieldworkers.

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- (v) Traditional birth attendants should be recruited and trained for the provision of health and FP services at the village level.
- (vi) Training of physicians, FP nurses and auxiliaries and community health nurses will be intensified at the rates of 50, 45 and 120 per annum respectively.
- (vii) In addition part-time and full-time fieldworkers will be recruited and trained at the rates of approximately 100 per year respectively.

As already implied, although the plan looks good on paper, it has many weaknesses, especially the failure to outline operating steps necessary to reach the goal and intermediate objectives of the program. In fact, the implementation plan is primarily a forecast of proposed annual inputs from GOG and donor agencies.

The other weaknesses are described in the sector assessment but suffice to say that the extent to which the Family Planning Development Plan works will depend on effective management and implementation of a course of action which utilizes all the available resources of the government and gets the high priority government support that is essential. Right now, the most difficult issue to deal with, under this heading, is the lack of effective cooperation between the concerned Ministry of Health operating units and the Secretariat of the GNFP. * The problem does not appear to be one of financial support as the following "bobtailed" listing of GNFP annual budgets shows:

<u>Fiscal Year</u>	<u>Amount</u>	<u>Source</u>
1971	Ø320,000	104(h)
1972	505,000	104(h)
1973	500,000	104(h)
1974	737,000	GOG
1975	959,000	(Est. GOG)

4. External Assistance

a. U. S. Assistance

To date, the largest proportion of program costs have come from outside sources. The U. S. is by far the

* Although very recent developments indicate some improvement in this situation may be expected shortly.

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largest donor. Under the Population Support Project (064) contraceptives for both clinic and commercial distribution are provided in addition to training opportunities and program budget support, (the latter now completed). The largest single effort is the ongoing Danfa Rural Health and Family Planning Project (055) described very briefly below under "research". Related and most important to the success of the entire program is the assistance to be provided to the MOH under the USAID Management of Rural Health Services Project (068). This project is directed at improving the planning and management capability of the MOH and will also be important in implementation of Danfa Health/Family Planning Project research findings. The AID/W supported (UNC) Population Dynamics Project at the University of Ghana, has assisted the NFPP in developing its five-year plan which is to become a part of the overall GOG Five Year Development Plan.

b. Other Bilateral and International Assistance

Other bilateral donors include the British ODA, and Canadian CIDA which assist in the Information and Education area by providing technical assistance and some commodities. International donors - IPPF, FPIA support local private organizations (under NFPP supervision) and these offer more FP services at the moment than the official program! The UNFPA has in the past provided training opportunities and vehicles to the NFPP. Ford Foundation has recently commenced providing considerable technical assistance to NFPP in administration and has made the services of one of its local staff available to GNFPP for this purpose.

c. Research

Danfa Rural Health and Family Planning Project

The Danfa Project is a comprehensive rural health and family planning demonstration, teaching, and research program initially developed by the Department of Preventive and Social Medicine of the Ghana Medical School in 1965 and implemented under contractual agreement with UCLA and the Agency for

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International Development in 1970. During its estimated eight year duration, the project will assist the Ghanaian government in identifying ways to improve the health and welfare of the rural population by means of enhanced effectiveness in the delivery of health care and family planning services. Part of this program consists of helping to train medical students, graduate physicians, and other categories of health personnel to work in a team framework in rural areas.

5. Status

As a result of all the NFPP sponsored and controlled activities detailed above, the number of FP acceptors has increased; but acceptor rates are still insignificant in terms of the total fertile female population. The cumulative number of new acceptors stands at only 119,228 even though the program has been in operation for the past four years and the total number of "women at risk" could be estimated at somewhere between 1.8 and 2.0 million. In addition, there is no information available on continuation rates.

One positive factor in the picture is that oral contraception accounts for nearly 50% of all methods used. Furthermore, preliminary data from the Danfa Research Program has shown acceptor rates in the study area offering comprehensive health and family planning services at about 15 per cent, which is a lot higher than the indicated 2.4 per cent for the country as a whole at the present time.

In the commercial contraceptive distribution program, nationwide coverage is yet to be achieved and there have been major problems with availability and promotion of contraceptives at the retail level.

Problems already alluded to with respect to practical involvement of Ministry of Health rural health services in the family planning program are described in detail in the Sector Assessment. The same is true with respect to problems in the field of information, education and communication.

In summary, the results of the GNFP program to date have been very poor. Of the targets established in the 1970/75 GNFP/USAID Population Program Support project (064), the

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167 clinics actually offering family planning services slightly exceeds the target of 160 but few of these clinics are full time and only 79 FP nurses and 90 FP auxiliaries and community health nurses have been trained by all participating agencies as compared to the 120 and 420 projected and only one-third of the 96,000 new acceptors projected were actually attracted to the program. In the commercial sector it was planned that by 1972, 5,000 retail outlets were to be selling subsidized contraceptives but as yet, the 600 outlets of the Ghana National Trading Corporation are the sole distributor and their efforts can only be described as grossly inadequate although a recently renegotiated agreement with GNFPP may have a favorable influence. Thus, except for the number of clinics offering services (with admittedly low efficiency), less than half of projected targets have been reached.

6. Future Assistance

a. General Comments

- (1) The Ghanaian program is considered by most observers as the most potentially viable program in West Africa. The principal constraints have been identified and can probably be corrected with moderate external assistance inputs and full cooperation/support from the GOG. The program has only now reached the stage of maturity at which the proposed new inputs make sense and have a reasonable chance of being properly absorbed and utilized, i.e. budget, organizational support and basic infrastructure is in place. We believe furthermore that there can be a re-emergence of enthusiasm and priority on the part of the participating agencies (Health, Education, Agriculture, etc.) for common action through an integrated sector approach, i.e. family planning within broader maternal and child health services within a comprehensive health and nutrition program.
- (2) Finally, it is important to note that the USAID program has a valuable resource in the ongoing studies and research of the Danfa project. Components of the project, such as organization and training of traditional birth attendants,

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a manual for FP staff job description and evaluation, data gathering and data processing methodology and provision of FP information and services by mobile units have already proven viable elements which could be applied to the GNFPP activities once some of the major constraints previously referred to have been overcome.

b. AID Strategy - Plan of Action

In the face of the situation and problems described above, AID strategy, over and above the actions proposed in the 1973 PHA/POP prioritization exercise for Ghana will be as follows:

- (1) The USAID-planned assistance in modernizing planning and management structures in GNFPP and MOH and the activities of the Nutrition Unit will complement each other; and it is believed that the success of each is critical to the attainment of the sector goal.
- (2) Strengthen the integrated FP sector approach within the Ministry of Health as one of the essential elements in a total health/FP delivery system involving the GNFPP, MOH and the new Ministry of Economic Planning-coordinated nutrition program.
- (3) Continue pressure on GNFPP to improve vastly the commercial distribution sector of the program.
- (4) It is also planned, using the approaches outlined in 1, 2 and 3 above to focus all elements on a concentrated pilot program in one region of the country.
- (5) Continue working with other donors who are supporting information, education and communication efforts in population/family planning area.
- (6) Continued support for ongoing research and evaluation projects such as Danfa and for improvement/evaluation methodology within the GNFPP.

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- (7) Encourage GNFPP interest in increasing support to Volag portion of program and emphasize as needed, in communication with AID/W, importance of this approach and continued funding thereof.

The scheme may be summarized in the following "organogram":

	<u>USAID</u>	<u>Other Donors</u>
i. Administration, Management and Training	x	x (Ford Foundation)
ii. Program Support, especially contraceptives	x	
iii. Commercial Contraceptive Distribution	x	
iv. Regional pilot program	x	x?
v. Information and Education		x (BODA, CIDA)
vi. Research and Evaluation	x	
vii. Additional Support to Volags	x	(Also AID/W)

If the strategy and plan of action described above proves successful the FP delivery system as envisioned, by the end of the five year period, will have as its base the following major elements:

- (1) The management, planning and support staff of the GNFPP will be strengthened: training and retraining of managers and planners will help to ensure the effectiveness of the delivery system. The research and evaluation unit will provide continuous up-to-date information on the status of the program and will undertake studies to measure the effectiveness of various interventions. This information will lead to improvements in the planning and service operations of the NFPP and the decision-making capability of the administrative unit.
- (2) There will be a vastly expanded commercial distribution program to provide access to contraceptives in areas remote from an FP clinic. These will be marketed at highly subsidized prices to ensure that they can be afforded by a large proportion of the rural population.

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- (3) Two hundred MOH facilities and an unstated but appreciable number of Volag facilities offering integrated FP services will be in operation. The FP staff at these facilities will include one family planning nurse, two FP auxiliaries, one community health nurse, two FP fieldworkers and one clerk or suitable variant of this pattern in Volag facilities. Members of this same staff will also form mobile teams as appropriate to provide regular services to the hinterland surrounding the fixed facilities. (The latter activity is to be carried out first on a pilot basis in one region).
- (4) One region of Ghana will receive special attention in order to deploy a FP network which reaches a large percentage of the population with good services in an accelerated time frame. This model region besides providing quality MCH/FP services will serve a threefold purpose: (a) it can surface, in a compact area, potential bottlenecks of a full-blown nationwide program; (b) it will provide the GNFPP with valuable management experience in eliminating these bottlenecks, and (c) perhaps most importantly it will demonstrate the feasibility of making good FP services available to large segments of the rural population.
- (5) In order to inform and motivate potential contraceptors the GNFPP will provide training and remuneration (when necessary) for a cadre of information, education and communication personnel from the Ministries of Education, Agriculture and Information, the Department of Social Welfare and Community Development and will increasingly utilize Volag's and where feasible, the traditional birth attendants both for information, education and communication, and service aspects of the program.

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E. EDUCATION AND HUMAN RESOURCES DEVELOPMENT

1. Introduction

Activities addressed to development of the formal education structure have been a part of A.I.D. country programs in many parts of the world but not in Ghana. In some sense this may appear to be an anomaly. There are, however, good reasons why this has been the case but it would be inappropriate to conclude from this that A.I.D. has not been concerned with the development of human resources in Ghana. Historically, the A.I.D. program has embraced a wide range of activities designed to improve the capacity of people at many levels to contribute more effectively to development. This continues to be characteristic of our current and projected programs with every major component containing elements designed directly and indirectly to enhance human capabilities essential to Ghana's development.

2. The Formal Education Structure in Ghana

While to some degree it is an exaggeration to say that Ghana's formal educational structure has adopted and enshrined early 20th century British patterns, it comes close to being a valid generalization. This is not to say that such a structure is totally incapable of turning out people prepared to contribute to the country's future development. It does, however, suggest that the formal educational system is neither as well adapted to this task as it might be nor efficient enough to meet the country's needs within the cost constraints involved.

Much has been written about the educational structure in Ghana to describe and analyze the classic traditionalism which is its principal characteristic. At lower levels this involves undue concentration on rote learning, preparation on the basis of rigidly defined examinations and slavish adherence to outmoded syllabi. In addition, at the lower levels the system fails largely to prepare people for innovative problem-solving roles oriented to the needs of a developing society. Instead it turns out people prepared only for further academic pursuits or for traditional clerical roles in the civil service. The system in addition is unduly elitist oriented. The best education is only available in the more expensive middle and upper secondary schools which tend to exclude and therefore to waste many capable people who for economic reasons do not have access to such schools.

While it is difficult to generalize about technical education, it suffers from some of the same rigidities as the academic training institutions. A substantial expansion has occurred

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in technical education in Ghana in recent times and especially since independence. External donors have made major contributions to the development of such training institutions. They no doubt are contributing significantly to Ghana's ability to provide craftsmen, technicians, and skilled artisans which are essential to the development process. It still seems probable, however, that these institutions are unduly academic, excessively focused on preparation to pass prescribed examinations and inefficient in the sense that they are typically heavily capitalized and train technical people too far from the job environment.

Among developing countries and especially in Africa, Ghana is comparatively far advanced in education including higher education. Numerous Ghanaians belong to families who have had third and fourth generation university educations. Three universities now exist in the country with a total enrollment of approximately 7,000 students in a considerable range of disciplines including science, engineering, law, humanities, classics and such more modern disciplines as town planning, architecture, agronomy and the like. Ghana is justly proud of these institutions and its intellectual leadership is widely respected in the world. At the same time, it is not entirely unfair to suggest that these universities are less well adapted to the modern needs of a developing nation than they ought to be. Many in the faculties of these universities are unduly complacent about the demands which their status as professors in an institution of higher learning places upon them. The result is that both faculty and students are less oriented to problem-solving for development than they ought to be and rather unduly dedicated to the concept of learning for its own sake. Many programs within the university, however, are now or potentially and rather easily could be turned to much more practical purposes. Some outstanding examples exist of university faculties who have sought to relate themselves effectively to the problems of the community as in the case of the technical consultancy group and the Housing and Planning Institute at the University of Science and Technology.

3. USAID Strategy and Role in Human Resources Development

In view of the entrenched traditional approach supported by substantial vested interests it seems wise and more efficient not to address educational development in Ghana through the formal educational structure. Instead we are convinced that it is more efficient and more likely to yield results, to use mainly informal and/or non-formal channels to accomplish our human resources development objectives.

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Perhaps the most pervasive and critical area of human resource development in Ghana is the need for greater capacity to plan, manage and implement the inevitably complex and inter-related actions required for successful development. This involves expanding the capacity to develop leadership and supervisory capability in a wide range of fields. In the broadest sense, the development of managerial capacity involves not only the development of the capability of the managers themselves but perhaps more importantly helping them to become "educators" who on a continuing basis will have wide impact on the job by continually reorienting and stimulating their subordinates to learn and perform in numerous roles with greater effect. With this in mind our program contemplates continued efforts to build managerial capabilities through participant training abroad, the development of local training capabilities for planners and managers, and the development of managerial systems and internal on-the-job training for managers in the fields of agriculture, farm credit, health administration, family planning and to some degree at least in overall management of multisectoral economic development functions. This strategy seeks far reaching impact on a variety of major institutions with responsibility for the delivery of critical development-oriented services, inputs and ideas which significantly affect the country's capability to reach the poor majority.

In one significant exception to our avoidance of direct involvement in the formal educational structure of the country, we are proposing to support the creation at the University of Ghana Masters program in Agricultural Administration (MAA). Graduates of this program are intended to be highly practically oriented. By deliberate design the program is directed not toward an academic objective or the development of people with theoretical planning capabilities but toward the creation of a capacity to formulate and implement programs in the agricultural sector emphasizing those more difficult functions of outreach and disbursed program activities. This program brings the University into direct contact with the needs and programs of the operating agency.

Closely allied to this function, and in a quasi-academic setting, is the program for diploma training in agricultural administration at the Ghana Institute of Management and Public Administration. This program is strongly focused on developing effective middle level management of agricultural programs again with strong emphasis on disbursed program activities for outreach impact in the rural areas. In order to further insure the practical orientation and applied impact of an upgraded management structure for the agricultural sector, programs are being developed to do management training inside the Ministry of

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Agriculture (side by side with annual "bottoms up" program development) through the Annual Regional Management Seminars. This three-pronged attack is designed to revitalize and streamline the Ministry of Agriculture by reaching and changing people. Since it has responsibility for reaching large numbers of people among the rural poor with services, inputs, and ideas it can be a vital force for change and upgrading of the well-being of such people.

Also in the agricultural sector the Mission is in the process of developing a management training and systems development program to expand and intensify farm credit through the Agricultural Development Bank (ADB). It will seek to change attitudes and behavior patterns within an institution which can significantly affect the lives of large numbers of small farmers. The ADB plans a large increase in the number of outlets and to streamline its operations in order to be more accessible to client farmers and farmer groups. The ultimate result should be not only to increase its economic impact but also a significant improvement in the behaviour patterns of people in the rural sector as their perceptions of opportunities are enlarged and the means to achieve a better life are brought within their grasp through credit.

A major emphasis in the health sector stresses achievement of changed human attitudes and heightened managerial capability as the means for effective and efficient mobilization of limited resources for maximum utilization and impact. This is essentially an educational process carried out within the Ministry and designed to significantly affect the lives of the whole populace.

In our past efforts to strengthen the management of the economy as a whole we have provided substantial training to key personnel in institutions with a critical role in overall direction of the nation's economy. These efforts have made significant contributions to the human resources available in this critical field. In view of the importance of effective macro and micro economic policies to the achievement of sector goals and the well being of the poor majority these skills will continue to be important to A.I.D.'s modified objectives emphasizing equity through sector action programs. Continued efforts to develop generalized management/planning skills will, however, in future emphasize rural development and regional planning capacity. This may be expected to have more direct impact on the well-being of the poor majority. It is an essential ingredient in the human resource development mix for meeting our current A.I.D. program objectives.

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4. Opportunities Industrialization Center (OIC)

The OIC program, now in its fifth year of operation in Ghana is a significant pilot program in development of community-based technical training and basic education. It seeks to provide opportunities for people with limited formal educational backgrounds to achieve job-readiness and find employment with low overhead cost. It relies heavily on training in a work environment and through on-the-job experience. It tests the capacity to mobilize voluntary local support and root the program firmly in a Ghanaian setting. We plan to conduct an in-depth evaluation in the later stages of the project to fully assess its impact. To date our view is that it has shown remarkable vitality, achieved notable local financial, and moral support, and contributions to its program have been made by the Ghana Government, local business concerns and CIDA. The Government has also extended it tax free status, granted tax deductions to private donors to OIC/Ghana and made available a plot of land as a site for future expansion. It provides a model for low cost technical training that may better meet future needs in the country than do the more typical capital-intensive training schools on which the country now primarily relies.

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F. RURAL DEVELOPMENT

1. Background

A high proportion of Ghana's poorest people live in rural areas throughout the country. It is estimated that about 70% of Ghana's households reside in rural areas of which 25% are not domiciled on agricultural holdings.

For the most part the rural poor are at least to some degree engaged in farming. Farms may be as small as 2-3 acres (nearly 55% of Ghana's holdings cultivate between 0-4 acres holding and all activities are done by hand including land preparation, weeding, harvesting and threshing. They often work for wages on nearby farms and usually engage in some seasonal non-farm activity as craftsmen, petty traders or day laborers either in their own villages or temporarily in other parts of the country. Women in particular divide their time between household duties, farming and off-farm activities usually including the marketing of part of the output of the family's or household's farming efforts especially food crops. Rural people endure considerable seasonal unemployment. They confront serious problems in marketing produce due to difficulties of local transport, poor storage, and resultant unremunerative prices in disposing of any surplus output. They have poor access to farm inputs and credit. Government services typically are largely inaccessible including extension, health, credit and for many even elementary schools do not exist though education has reached more of the population than other services since independence. Given this pattern, and recognizing the degree to which rural life consists of an intricately interrelated set of activities and problems, an integrated approach to development designed to benefit the rural poor has strong appeal.

At the national level Government is largely compartmented into organizations which focus on one or another facet of the nation's needs. A few agencies are concerned with generalized social services or have a rural development label but they are weak, under-funded, under-staffed and tend to restrict themselves to relatively narrow roles. As already noted the specialized services have great difficulty in reaching the poor and the small farmer in rural areas. They suffer from ineffective management, lack of definition of program objective, shortage of resources, and difficulties of rural transport to effect outreach and accessibility. A large gap therefore exists between the needs of the rural poor and Government efforts to serve those needs through national programs directed and coordinated from the top.

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Historically a variety of efforts have been undertaken in Ghana to deal with rural poverty. Community development programs were given strong support in the decade before independence but lost favor and were not carried forward. The cooperative movement in Ghana has had some success but has suffered reverses (due to politicization during the Nkrumah period and from mismanagement) but it persists. Individual entrepreneurship has strong historical roots in rural life in Ghana but its development as a factor in the growth of the country has been hampered by lack of access to markets, to credit and the shortage of funds.

Much more analysis is required to more fully define the problem of the rural poor and more accurately identify the best opportunities which exist to attack it most effectively. However, some general guidelines for efforts in this area may be possible.

2. Alternative Approaches to Rural Development

The Government of Ghana itself has suggested publicly or privately some of the main approaches to rural development which seem open and likely to yield results. Among these are:

a. The Regional and Public Institutions approach

By focusing attention, planning and programming efforts through the regional authorities it may be possible both to limit the geographic scope of the undertaking to manageable proportions and achieve a degree of integration that is not readily possible on the national level. The Regional Commissioners have a substantial measure of authority to formulate budgets, present and defend programs before the central authorities and to co-opt the regional staffs of various Ministries in behalf of specific programs. Much will depend on the vision with which such programs are planned. The planning groups and the Regional Development Commissions and Corporations working at the regional level would need support and strengthening; it is possible that a variety of programs might be effectively integrated and more directly related to specific identified needs by focusing at this level. We plan to pursue this possibility in response to indications from the Ministries of Economic Planning and of Agriculture that a regionally concentrated effort to deploy our

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resources would be a welcome way to achieve development objectives.

b. Development from Below Through the Private Sector

A second means of addressing rural development which would be complementary with the first is the development of private activities to serve and support rural development. This approach recognizes existing weaknesses of government and therefore seeks both to supplement and complement the programs of government. Its main stress would be to develop private agencies, voluntary associations, private entrepreneurship and private and public agencies which serve and support such entities.

This approach in one of its dimensions seeks to build bridges between the government and the people. It is often extremely difficult for government programs to reach far enough or to diffuse its operations sufficiently widely to reach the remote and numerous poor people. By bringing people together into associations, self help groups, local development committees, and cooperatives new and improved services, ideas, inputs and facilities may have a far better chance to reach, at least indirectly, the rural people.

In another dimension such privately initiated activities can become an alternative (as opposed to a supplementary) delivery channel. For example, cooperatives may buy and deliver agricultural inputs, handle marketing and storage functions, or become a channel for extension. Business enterprise located in rural areas can provide needed goods and services. Private voluntary agencies can carry out agricultural extension, purvey nutrition and health education messages, assist in fostering private businesses with substantial employment generating effects and serving both the farm and non-farming community.

The two approaches outlined above could also function in a highly complementary fashion with no necessary overlap or competition. It is, for example, conceivable that a regionally-planned program carried out by government could identify key market towns whose services and amenities could be upgraded so that they can become growth poles. This would include the necessary feeder roads to link them to their hinterland, the facilities needed for small industry growth, sites and services for markets and storage facilities and location of government service units.

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The private agencies could then use these facilities as the means to undertake new efforts for expansion, outreach and services that would seek to tie farm and non-farm activities together in a symbiotic relationship, and facilitate the flow of ideas, goods, and services of various kinds for the benefit of the lowest income people. In this way it would be possible to have greater impact through the public and private programs operating together than either could achieve separately.

A national systems approach to serving the rural poor directly or through private and public institutions is similarly complementary. Certain functions such as: applied research, importation manufacturing and distribution of inputs, seed development and production, extension, and credit institutions (at least under present Ghanaian conditions) must be initiated and coordinated at the national level. If they function well they can serve to nurture and assist local and private action and institutions. Without effective effort and support from that top (national) level there are likely to be gaps and resource shortages which may thwart the best conceived localized efforts.

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G. DEVELOPMENT FOLLOWING ONCHOCERCIASIS CONTROL

Development in the riverine valleys of Northern Ghana which should closely follow control of onchocerciasis presents very interesting opportunities and very complex socio-economic, inter-governmental and programming problems. The resource base in the area outside the valleys is severely taxed at present by a complex of overpopulation and detrimental practices in an ecologically delicately balanced environment. The control program is now well underway and moving forward on schedule. To take maximum advantage of that investment and to relieve existing resource pressures outside the valleys, early development and repopulation of now depopulated areas should not be delayed. To achieve this, appropriately coordinated planning is urgent.

In the FBS for FY 76 a brief background sketch of the situation in the affected areas of Ghana is presented including the activities of major donors and other development work underway. At that time it was assumed that the IBRD was to be the coordinating agent for international action in follow-on development. Subsequently it has appeared that UNDP may have the primary responsibility for coordination and planning both at the intergovernmental/regional level and to provide primary planning assistance at the individual country level for action development efforts. At least it is the apparent understanding of the Ghana Government that UNDP is to have primary responsibility in that area.

It is to be hoped that necessary initial plans (looking toward survey, pre-feasibility and ultimate program planning stages of the work) can be completed soon. If so it would greatly facilitate the work of donors and participating governments. Without such work being moved forward there seems to be a strong likelihood of a hiatus between, on the one hand, the clearing of the area of the black fly to a point where human habitation is again possible and on the other, initiation of coordinated development work. The alternative appears to be unplanned initiation of re-settlement by the people on their own. This is likely to happen because of the depressed conditions prevailing in the upland areas where they now reside. If such repopulation should occur without adequate preparation there may be great hardship for those who move and much greater difficulty in organizing to provide minimum facilities and amenities and to deal with problems than if they had been properly anticipated and dealt with in a pre-settlement planning process.

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One of the hazards of unplanned resettlement is, of course, probable high exposure rates to diseases other than onchocerciasis e.g. malaria, schistosomiasis and trypanosomiasis. Of these, malaria is by far the most dangerous and could pose an immediate threat to life through creation of environmental and ecological conditions compatible with a severe regional epidemic of falciparum malaria which if untreated, carries a case fatality of up to 20%. A word to the wise is perhaps sufficient caveat at this point.

It now seems timely to suggest that every effort be made to ensure the organization of an appropriate intergovernmental planning process. The Government of Ghana appears to be ready for this effort having reorganized its Committee on Onchocerciasis and appointed as its new chairman a retired military officer (physician) who was former head of military health services. The Mission is prepared to assist in any way to ensure that our planning takes proper account of the need to schedule action and budget funds in an orderly way. Appropriate guidance and continuing advice on progress in this field is awaited with interest. In the interim there is one area project which has recently come to the Mission's attention and which may deserve our support. The National Investment Bank has plans in cooperation with the ADB and AFDB to undertake a rice development project on the Nasia River between Tamale and Bolgatanga. This is one of the areas designated in the WHO/FAO onchocerciasis report. The NIB project envisions resettlement of nearby populations on medium and small farms adjacent to the river. Additional capital and technical assistance is required for infrastructure and irrigation equipment. The Mission will be getting additional material on the project in the near future.

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H.

SCIENCE AND TECHNOLOGY SECTOR

USAID proposes to provide assistance in the Science and Technology Sector because of its direct and potentially highly productive linkage to USAID's selected areas of concentration. Although S&T is not an area of concentration, USAID believes that economic development in Ghana can be more fruitfully pursued if there is a parallel development in the scientific and technological fields. Therefore, we feel the necessity of responding to the Government's desire for assistance in the S&T sector.

Ghana has long realized the interrelationship between S&T and its development goals. Just after independence under the Research Act, 1958, the National Research Council was created and charged with responsibility for "scientific, economic and industrial research in Ghana". After several organizational changes, the Council for Scientific and Industrial Research (CSIR) emerged with overall responsibility for science and technology development.

An overall assessment of the CSIR and its performance leads to the conclusion that its principal strengths are: 1) the sizeable number of capable people in its headquarters and major institutes; and, 2) the prestige it enjoys in Ghana as an institution. Its weaknesses are: 1) that the activities it pursues with the resources at its disposal are largely unfocused with respect to the country's development needs; 2) that effective linkage is lacking between those capable of evolving and adapting technology to Ghana's needs and the potential users of such advances; and, 3) that the discipline-oriented Institutes under CSIR are overly compartmentalized. The leadership, fortunately, is not unaware of the problems. It is seeking reforms to improve the effectiveness of the overall effort. An earlier CSIR-NAS workshop recommended the establishment of a Planning Analysis Group (PAG) charged with formulating policy proposals to concentrate resources on the development of technology to meet the nation's needs. The creation of a PAG has now been approved both by the Government and CSIR.

Our future program strategy builds on the past collaborative efforts of the CSIR and NAS. They have developed an effective working relationship. It is intended therefore to sustain those contacts by financing visits of selected American scientists to visit Ghana periodically.

Pursuant to discussions held in Washington during the first days of the current fiscal year between representatives of A.I.D.

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and the National Academy of Sciences on the U. S. side and from CSIR and the Ministry of Agriculture on the Ghana side, substantial progress has been made in definition of our program objectives and the means of achieving progress in science and technology. During the visit of a U. S. team in November 1974 to Accra, two major tasks were accomplished:

1. The overall design of a project entitled Developmental Application of Science and Technology was prepared. Its major purpose is to foster the development of a capacity within CSIR to plan and execute multidisciplinary and inter-institutional research programs focusing on key development problems and emphasizing linkage with user groups. The project will provide funding for one full scale major study of this type and two subsequent analytical and design efforts which would lay the basis for subsequent full scale studies. The project will also fund appropriate continuing contacts between CSIR and NAS as well as evaluation studies to maximize the effectiveness of the project during its life and provide feedback to future potential follow on activities here or elsewhere.
2. During the U. S. group's visit, a joint multidisciplinary team of Ghanaians and Americans evolved a detailed study plan to examine the desertification process in the Savanna zone of Ghana. The study will focus on the Tamne River Basin in the Bawku district of Ghana's Upper Region. This area is among the hardest pressed of any in the Savanna zone. It displays most of the critical problems characteristic of the area, namely: dense human and animal population, virtually all land under constant cultivation with little room for fallow, extensive burning, denuded land exposed to water and wind erosion and decreasing sub-soil and surface water availability. This study calls for a three year research effort examining these various phenomena in a multidisciplinary framework and includes an integrating analysis to insure maximum relevance of the results of the study to the critical human problems of the poor population resident in the area. It is expected that this study will not only produce significant results concerning the desertification process but will also serve as a case study for the larger process of

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developing design, management, funding and review capacity for future multidisciplinary research.

This program calls for a grant of nearly one half million dollars to be available to finance these activities over a three year period at the end of which it is anticipated that the CSIR will have created a Planning Analysis Group with significant experience in analysis of national research needs and a research program management group with experience for future execution of similar research studies funded by internal resources or by external donors. It will, in addition, have maintained its continuing contact with the U. S. scientific community with a view to maximizing progress in the overall development of CSIR and the larger scientific community in Ghana.

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I.

WOMEN IN DEVELOPMENT

The Mission welcomes the emphasis placed on the important role of women in economic and social development deriving from the Percy Amendment and the Agency policy determination on this subject. It has long been clear that providing the maximum opportunity for women to contribute fully in decisions relating to development and in the implementation of development activities is essential to overall success and that equitable distribution of the fruits of development among men and women is equally important. At the same time it is clear that we know less about this subject than is desirable and necessary to devise strategies and/or plan programs to achieve this objective.

Fortunately, the Government of Ghana has recently undertaken to re-assess its policies and activities with a view to enhancing the role of women in development in a manner very parallel to that of A.I.D. The Head of State has made recent pronouncements to this effect and the Ministry of Economic Planning has indicated that it will be pursuing these objectives in continuing preparation of the Five Year Plan. The Principal Secretary of that Ministry (a woman) has long been active in international and domestic circles concerned with this issue. A woman who is one of the permanent members of the National Economic Planning Council (and therefore also a senior member of the staff of the Ministry of Planning) may also be expected to inject these considerations into overall development plans now being formulated. It is probable however that these leading women would be among the first to concede that rapid change is not to be expected even with the goodwill of all parties for at least the following reasons:

1. The weight of tradition is great in defining women's role and substantially affects even those with a strong position in the modern sector;
2. All social change is gradual and this will be no exception;
3. Substantial additional knowledge must be mobilized in order to define appropriate directions and objectives of change to enhance the role and improve the equity in the distributive shares in development enjoyed by women.

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In recognition of these basic facts, the Mission has initiated some preliminary analyses and research to determine the current state of knowledge about the activities and roles of women, the constraints they confront and the opportunities they now enjoy in regard to development in Ghana. These studies have only reached a very preliminary stage at present. These critical analyses are included in this DAP submission i.e. an overview of women in development in the annex with sector assessments and a section on women in agriculture as part of the Agriculture Assessment. We expect that the completion of this phase will provide a first approximation of the nature of the situation, an indication of major gaps in existing knowledge and therefore of the lines of appropriate future research and of programmatic action. Consideration is being given to the provision of support for a seminar toward the end of FY 1975 though exploration of this possibility with the Government of Ghana has so far only been very preliminary. If the government indicates an interest and appropriate sponsorship can be arranged, the Mission may wish to ask AID/W to provide some funds to commission the preparation of papers and to support such a seminar possibly as a formal part of International Women's Year - 1975.

It seems probable that by the time the Field Budget Submission for FY 1977 is submitted (July 1975), we may be in a position to define specific lines of USAID action in Ghana relevant to an enhanced role for women which it may be feasible to project and pursue. It is probable that these will consist of modifications and/or additions to existing programs to insure their relevance and suitability to fostering an enhanced role of women.

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J. REGIONAL AND SPECIAL ACTIVITIES

The following is a list of regional and special activities which have significant impact in Ghana. In considering the support AID is rendering to development in Ghana these should be kept in mind along with the bilateral program. Collectively they constitute a not inconsiderable input in furtherance of the development process and complement our bilateral program.

1. Regional Activities

a. West African Rice Development Association

Supports research and development work to assist member countries expand rice production.

b. Major Cereals Program of the Scientific and Technological Research Council of OAU

Developing higher yielding varieties of guinea corn and other crops adapted to the Savanna zone. A Field Trial Officer is based in Ghana.

c. Strengthening of Health Delivery Systems

Successor to the Measles/Smallpox program. Provides Ghana additional measles vaccine and training opportunities.

d. Onchocerciasis Control

IBRD/WHO/West African government directed program to control river blindness in riverine valleys.

e. Population Dynamics Program

Introduces the population dimension into a variety of academic disciplines at the University of Ghana and through it to other West African Anglophone countries.

f. Science Education Program for Africa (SEPA)

Primary education program to develop curricula for teacher training and prepare textbooks. Promotes understanding of modern science and its application to development.

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g. West African Regional Mathematics Program

Developing curricula, training teachers, preparing textbooks to strengthen teaching of modern math concepts in primary and secondary schools.

h. Inter-African Scholarship Program (INTERAF)

Provides scholarships for African students attending universities in other African countries.

i. African Graduate Scholarships at American Universities (AFGRAD)

Provides graduate scholarships for study in development related fields not available at many African universities.

j. Accra-Lome Telecommunications Link

Grant to finance a direct 12-channel microwave telephone connection with Lome.

k. Accra-Abidjan Highway

Grant to the African Development Bank to finance the engineering design of a direct coastal route linking Accra and Abidjan.

2. Advanced Research and Studies

a. International Agricultural Research Network

Through the International Institute of Tropical Agriculture (Ibadan, Nigeria) to the worldwide network of agricultural research.

b. African - American Scholars Council

Provides grants to African and American scholars for research on social and economic development in an African setting.

c. Volta Lake Environmental Case Study

Smithsonian - VRA study of the environmental impact of major development projects.

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d. Advancement of Science and Technology

NAS - Ghana CSIR workshops on science policies and applied research.

e. Research on Tropical Soils

Cornell University research contract to determine soil fertility and other related problems that limit food-crop production in the humid forest zone of Ghana.

3. Private American Initiatives

a. Technoserve

Small scale employment-generating entrepreneurial development.

b. International Executive Service Corps

Short-term professional technical services.

c. Funds for Overseas Research Grants and Education

Provides grants for research on development related problems.

d. Agriculture Cooperative Development International

Studying Ghana cooperatives development possibilities.

e. Scientists and Engineers in Economic Development

Will conduct studies in soil erosion related to public works.

f. International Planned Parenthood Federation

Supports activities of the Planned Parenthood Association of Ghana.

g. Family Planning International Assistance

Assists Christian Council of Ghana's family planning clinics and educational programs.

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h. Zonta International

Supports a satellite health clinic serving a rural area in the greater Accra region.

i. World Education Incorporated

Introducing family planning concepts into adult literacy programs.

j. World Assembly of Youth

Promotes idea of family planning for youth.

k. American Home Economics Association

Interested in the role of home economists in family planning.

l. International Confederation of Midwives

Developing a midwifery/family planning project.

m. YMCA

Non-formal education.

n. ICEDA

Cooperative housing.

o. Catholic Relief Services

Supports MCH and nutrition education services in public and private clinics. Promotes agricultural and rural development. Administers Title II feeding program.

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