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UNFPA

UNITED NATIONS FUND FOR POPULATION ACTIVITIES

PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director

Assistance to the Government of Ghana

Support of a population programme

Proposed UNFPA assistance:	\$3 002 200
Estimated value of the Government's contribution:	\$5 000 000
Duration:	Four years
Estimated starting date:	January 1985
Executing agencies:	Government of Ghana United Nations Regional Institute for Population Studies (RIPS) International Labour Organisation (ILO) United Nations Educational, Scientific and Cultural Organization (UNESCO) World Health Organization (WHO)
Government co-operating agency:	Ministry of Finance and Economic Planning

GHANA

Demographic Facts

Population by sex		Population density (/sq. km.) .....	57
Total (in 1000) .....	13,478	Average annual change	
Male (in 1000) .....	6,674	Population increase (in 1000) .....	404
Female (in 1000) .....	6,804	Births (in 1000) .....	587
Sex ratio (/100 females) .....	98.1	Deaths (in 1000) .....	182
Population in year 2000 (in 1000) .....	21,923	Net migration (in 1000) .....	0
Population by age group		Rate of annual change	
Age 0-14 (in 1000) .....	6,273	Population change total (%).....	3.25
Age 15-64 (in 1000) .....	6,823	Urban (%) .....	5.2
Age 65+ (in 1000) .....	381	Rural (%) .....	2.0
Age 0-14 (percentage) .....	46.5	Crude birth rate (/1000) .....	47.0
Age 15-64 (percentage) .....	50.6	Crude death rate (/1000) .....	14.6
Age 65+ (percentage) .....	2.8	Natural increase (/1000) .....	32.4
Age indicators		Net migration (/1000) .....	0.0
Median age .....	16.7	Fertility and mortality	
Dependency: age 0-14 .....	91.9	Total fertility rate .....	6.50
Dependency: age 65+ .....	5.6	Completed family size .....	N/A
Dependency: total .....	97.5	Gross reproduction rate .....	3.20
Youth: 15-24 (in 1000) .....	2,565	Net reproduction rate .....	2.43
Women: 15-49 (in 1000) .....	2,998	General fertility rate (/1000) .....	211
Urban-rural population		Child-woman ratio .....	846
Urban population (in 1000) .....	5,337	Infant mortality rate (/1000) .....	98
Rural population (in 1000) .....	8,141	Life expectancy: male .....	50.3
Per cent urban (%) .....	39.60	Life expectancy: female .....	53.7
Per cent rural (%) .....	60.40	Life expectancy: total .....	52.0
Population density (/hectare of arable land).....	5.40	GNP per capita	
		(U.S. dollars, 1982) .....	360

Sources: Area and population density on arable land: derived from Food and Agriculture Organization, FAO Production Yearbook 1980; Gross national product per capita: World Bank, World Development Report 1984; Completed family size: Noreen Goldman and John Hobcraft, "Birth Histories", in Comparative Studies, No. 17 (International Statistical Institute: Voorburg), 1982; all other data: Population Division, United Nations Department of International Economic and Social Affairs, Demographic Indicators by Countries as Assessed in 1982 (computer printout, 1 November 1983) - "population by sex" through "population density (/sq. km.)" as of 1985, and "average annual change" through "life expectancy: total" as of 1980-1985.

## I. SUMMARY

1. UNFPA proposes to support a programme in the amount of \$3,002,200 over a four-year period, 1985 to 1989, to assist the Government of Ghana, a priority country for UNFPA assistance, in achieving its population and development objectives. The proposed programme, which would be the first long-term comprehensive assistance provided by UNFPA to the Government of Ghana, has been developed taking into account the findings and recommendations of a Needs Assessment Mission that visited Ghana in May 1981. The programme would include projects in the areas of maternal and child health and family planning; population and family life education; information and communication; basic data collection and analysis; population policy and development planning and population research and training. UNFPA support would provide technical assistance; fellowships and funds for local training activities; expendable and non-expendable equipment including contraceptive supplies; and consultancies.

2. All projects under the proposed programme, as in all UNFPA-assisted programmes, will be undertaken in accordance with the principles and objectives of the World Population Plan of Action, that is, population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (paragraph 14(d)), respect for human life is basic to all human societies (paragraph 14(e)), and all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (paragraph 14(f)).

## II. BACKGROUND

3. Ghana, which attained independence in 1957, has a total land area of 239,000 square kilometres. The United Nations estimates the 1985 population to be 13.5 million. However, the preliminary results of the March 1984 population census of Ghana estimate the population to be 12.2 million.

4. The Government has had a population policy since 1968 which successive Governments have endorsed by providing administrative and financial support to the Ghana National Family Planning Programme, established in 1970. In its reply to the United Nations Third Population Inquiry among Governments, the Government stated that it believed that the high population growth rate was hindering national, social and economic development and that current rates of growth have exacerbated problems of unemployment; insufficient health care and schooling for youth; and lack of services for adults and the aged in the form of housing, retirement support and other health and social services.

5. In a statement outlining Ghana's views on population, for the benefit of those attending the International Conference on Population, Flt. Lt. Jerry John Rawlings, Chairman of the Provisional National Defence Council, said, "Since the attainment of Independence in 1957, Ghana has recognised that its population is the most valuable resource and that the people are both the instrument and objective of national development....A National Population Policy was formulated in 1968 as an organic part of economic development activity. The policies

include measures to reduce unemployment, regulate the rate of migration to the cities, stimulate economic and cultural programmes in order to provide a higher standard of living compatible with human dignity and based on equal and full opportunities for all, reduce the high rates of morbidity and mortality and malnutrition and to provide information and assistance for those wishing to space or limit births, etc. There has been in existence, since 1970, a National Family Planning Programme under which Planned Parenthood Association of Ghana offers enormous assistance to couples in the planning of their families. The Provisional National Defence Council (PNDC) since coming to power in December, 1981, has enforced the nation's commitment to its population policies and programmes. Thus despite meagre resources, the PNDC has endeavoured through the collaborative participation and support of international agencies, national and regional entities, both private and public to enhance and implement the country's population policies".

6. UNFPA assistance to Ghana dates back to 1972, and as of the end of 1983 UNFPA had funded 12 projects totalling some \$1.7 million. UNFPA funds were used for the purchase of vehicles for family planning nurses; university research into some characteristics of certain community populations; support to the Executive Department of Manpower through the provision of expertise, training and equipment to enable the Government to consolidate its planning process by incorporating population factors; support for research into law and population; support for the national registration and vital statistics system pilot project which commenced in 1972 and terminated in 1981 after establishing a model registration area; assistance to an interdisciplinary mission in 1975; and assistance to the current population and housing census, in the amount of \$985,211. Also, in 1984 UNFPA approved assistance to the Ghana National Family Planning Programme for preparatory activities in the amount \$666,215 for a period of three years.

7. Other multilateral assistance to Ghana's population activities has included technical and financial support from UNDP, UNESCO, WHO, the World Bank and UNICEF. The World Bank has extended assistance for infrastructure support for activities related to population. WHO has assisted the country through grants for training and research, the provision of vaccines for immunizations and related technical assistance. Major bilateral donors have been the United Kingdom Overseas Development Administration (ODA), which supplied technical experts and equipment, and the United States Agency for International Development (USAID), which supported the primary health care system through a nation-wide clinical network making contraceptives available for distribution and providing logistical support and supervision. Non-governmental organization assistance has been received from the Church World Service for the family life and population programme; Family Planning International Assistance for family life education and counselling for Ghanaian youth; the Christian Council of Ghana for marriage counselling; and the Planned Parenthood Association of Ghana (PPAG), the International Planned Parenthood Federation affiliate in Ghana, for family planning programme administration, population communication and community-based distribution projects involving traditional birth attendants and the distribution of contraceptives. Other NGO assistance, primarily for demographic research, has come from the International Statistical Institute and the World Fertility Survey.

### III. THE PROGRAMME

#### Needs Assessment Mission, 1981

8. The Needs Assessment Mission, which visited Ghana in May 1981, recommended that assistance be provided in various population areas, including the following:

(a) Strengthening the National Family Planning Programme and integrating maternal and child health and family planning within the primary health care system under general health services;

(b) Assistance to broaden the scope and implementation of in-school population education and to introduce family life education into schools and colleges;

(c) Assistance to enable the Government to complete the 1984 census, analyse the census data, provide training (especially middle-level skills) and provide technical assistance and data processing facilities to ensure timely demographic data for socio-economic planning;

(d) Support for programmes to further policy-makers' awareness of the relationship between population and development; the creation of a population committee; strengthening of the Ministry of Finance and Economic Planning to serve as a co-ordinating body; support for Ghanaian institutions in the teaching of demography; training of planners; and support to population-oriented research;

(e) Assistance for activities intended to improve women's access to resources such as education, training and agricultural implements and supplies and to enhance their role in decision-making.

9. The population programme that UNFPA is proposing for the period 1985 to 1989 has been developed on the basis of the findings and recommendations of the Needs Assessment Mission. As of December 1984, collection of census data was completed and the data processing phase commenced. There is an ongoing project in the area of maternal and child health and family planning, assistance to the Ghana National Family Planning Programme, and two pending projects: establishment of a population unit in the Ministry of Finance and Economic Planning, and research on women's roles in urban households. Project development activities have recently been accelerated. The recommended programme is in the following areas:

#### Maternal and child health and family planning

10. Ghana's population policy is very well defined. It has identified rapid population growth as the most significant problem facing the country and has advocated family planning as the major policy instrument for reducing fertility. In 1970, the Ghana National Family Planning Programme was established. Prior to 1984, the policy and operational aspects of this programme came under the Ministry of Finance and Economic Planning. As of 1984, the operational aspects have been assigned to the Ministry of Health, while policy co-ordination remains

as before. Population issues are considered an integral part of the social and economic development process. UNFPA proposes to allocate a total of \$1.5 million for projects in this category.

11. Assistance to the Ghana National Family Planning Programme (GNFPP). In order to have an effective national family planning organization, the Government would like to see the GNFPP managerial and administrative capability strengthened and improved so that it can undertake a co-ordinated family planning programme. The envisaged programme was formulated in 1984 as part of the preparatory activities. The emphasis is on the training of middle-level technicians of the Ministry of Health in family planning methodology and delivery; the integration of family planning into the activities of the Ministry of Health and Ministry of Labour and Social Welfare, especially maternal and child health and information, education and communication activities; training of family planning managers at the top level and for management of logistics, especially transportation and supplies. The proposed assistance, to lessen demands on the country's meagre foreign exchange supply, would initially provide all the required contraceptives and gradually shift responsibility to the Government so that it could continue the programme at the end of UNFPA assistance. It may be necessary during the preparatory stage to separate this programme into two projects: assistance for the improvement and strengthening of the managerial and administrative capabilities of the GNFPP and IEC activities, including a comprehensive training programme for family planning managers and middle-level personnel; and an equipment and supplies project. Estimated UNFPA input would be \$950,000, of which \$666,215 has already been allocated to the first project and \$550,000 would be allocated to the second, both to be executed by the Government and WHO. The balance of \$283,785 would be allocated to the equipment and supplies project.

#### Population and family life education, information and communication

12. It is clear from the Mission's findings that despite the efforts of the GNFPP, the programme on the whole has lacked a vigorous IEC component. The Media Production Unit of the GNFPP has had a shortage of funds, a lack of staff and non-functioning equipment due to shortage of spare parts and raw materials. With respect to this programme area, the Government proposes to carry out two projects, one in population education and communication at the formal level, and the other in family life education. At the project formulation stage, these projects would, inter alia, address the following: curriculum development for use in institutions such as universities, schools of journalism and colleges; and an inventory of cadres of personnel, delivery services and information to the population, as well as an inventory of communications facilities. Funds would be provided for short-term consultancy work with a national task force to determine the most effective co-ordinating structure to ensure that different units in the Ministries of Information, Health, Labour and Social Welfare, Education, and the GNFPP and the IPPF affiliate, the Planned Parenthood Association of Ghana (PPAG), synchronize their IEC activities in an effort to provide co-ordinated assistance to population and development planning projects and the civil registration and vital statistics project. UNFPA would provide \$500,000 to this programme area. Projects would be executed by the Government, the ILO and UNESCO.

13. Assessment of existing IEC programme. UNFPA proposes to allocate a total of \$75,000 to assist the Government in taking an inventory of communications facilities existing at the national and regional levels and in formulating a systematic programme of assistance for upgrading the skills and knowledge of staff. This project also seeks to better utilize existing equipment and to acquire compatible additional equipment to ensure that all development messages, including those related to population, are effectively delivered. Another consultancy would undertake a feasibility study on the establishment of a network of documentation and information centres at the national, regional and, where possible, the district levels so that census and other statistical data, research reports and findings would be available for development planning and implementation. National consultants recruited locally would be utilized whenever possible. The Government would be the executing agency.

14. Assistance to the family life education programme. The Government intends to seek assistance to develop and support family life education programmes currently undertaken by the various ministries and the National Council of Churches. UNFPA assistance totalling \$200,000 would cover fellowships, study tours for key programme personnel, seminars and workshops (\$150,000) and development of teaching materials (\$50,000). The executing agency would be the ILO.

15. Formal population education and communication. The Government intends to introduce population education into the formal school curriculum. UNFPA assistance in the amount of \$225,000 would be provided for experts (\$100,000) to develop the relevant curriculum in conjunction with national institutions such as the School of Journalism, Institute of Adult Education and various government organs in this field. The project would further involve the training of trainers in population and development activities (\$60,000), limited equipment (\$55,000) as determined by the consultants and study tours (\$10,000). It would be executed by UNESCO.

#### Basic data collection and analysis

16. UNFPA proposes to allocate a total of \$502,200 to two projects in this category:

17. The 1984 population and housing census. UNFPA is already assisting in this programme area through a project initiated in 1978. The enumeration was conducted in March 1984. That year, UNFPA increased its assistance to the project to cover the cost of experts in data processing, data retrieval and data processing equipment and the training of Ghanaians in data processing and other census-related disciplines. Further assistance is foreseen for the analysis of the census data (\$180,000) and for training (\$72,000). The estimated UNFPA contribution is \$252,200, of which \$152,200 has already been allocated. The United Nations would be the executing agency.

18. Training for middle-level technicians in demographic and statistical skills. One of the most serious problems in the country is the unprecedented loss of professional and semi-skilled workers through emigration to neighbouring

countries. Both the Mission and the Government agree that in order to improve the situation in this programme area, a well formulated training programme for semi-skilled workers is paramount. The Government, in conjunction with the Regional Institute for Population Studies, intends to train a cadre of staff within the census office, vital statistics office and other agencies that utilize demographic data in order to equip them with basic knowledge and the tools necessary to assist the Government in its social and economic development planning. The proposed training is expected to be done in the country and on the job. It would, thus, be very effective both in terms of cost and actual on-the-job training. UNFPA assistance in the amount of \$250,000 would cover payment of tuition and purchase of textbooks (\$200,000) and acquisition of simple office machines such as calculators and other expendable equipment (\$50,000). The project's executing agency would be the United Nations.

Population policies, population and development planning and research and training

19. UNFPA proposes to allocate a total of \$500,000 to three projects in this area:

20. Assistance to institution-building at Ghanaian universities. In view of the identified inadequacies in library facilities; insufficient funds for research, publication and dissemination of research findings; and limited availability of computer resources, the Mission recommended that assistance should be extended to the strengthening of the facilities of existing demographic research institutions at the University of Ghana as well as to the establishment of research facilities at the University of Cape Coast and at the Science and Technology University at Kumasi. More specifically, the Mission recommended strengthening the joint facilities of the Regional Institute for Population Studies and the Institute of Statistics, Social and Economic Research at the University of Ghana. UNFPA assistance would cover technical assistance (\$100,000), fellowships (\$30,000), equipment (\$40,000) and grants for research (\$30,000). The project would be executed by the United Nations.

21. Assistance for the establishment of a population, human resources and development planning unit. The Government intends to develop a full-fledged population unit by strengthening and expanding the Demographic and Research Services Unit of the Manpower Board. The unit, once functioning, would compile, monitor and disseminate data regarding population and their relationship to the development process, as well as co-ordinate population-related studies in the country with a view to developing an analytical framework for integrated population and development planning. UNFPA would provide assistance in the amount of \$150,000 for technical expertise (\$90,000), local training and overseas fellowships (\$50,000) and equipment (\$10,000) for a period of approximately three years. The ILO would be the executing agency.

22. Assistance for research into the changing roles of women in urban households. Recent radical changes in the structure and resources of the Ghanaian economy and population have had profound effects on women's roles and opportunities, particularly in the areas of family life education and employment.



The demographic effects have been manifested in increasing unemployment for women and migration to the metropolitan centres in Ghana and elsewhere on the west coast of Africa. The Government, in conjunction with the National Council on Women and Development, the Ghana National Family Planning Programme, the Manpower Board and the Department of Social Welfare, intends to carry out research activities to enhance their understanding of the issues and assist in formulating future policies concerning family life for urban women, particularly the illiterate. The Government also hopes to develop strategies for implementing family planning programmes among this group of women and to identify special needs and innovative approaches for dealing with urban families. This project would draw upon the expertise and experience of the ILO Global Project on Women's Roles and Demographic Change. Assistance would be for research grants (\$50,000), training, seminars and workshops (\$80,000), limited equipment (\$15,000) and publication of findings (\$5,000). The results would also be used for developing the above-mentioned projects in family life education. This project would be executed by the ILO. The estimated UNFPA contribution is \$150,000.

#### Evaluation and monitoring

23. The programme will be monitored according to the revised "UNFPA Instructions on an Integrated System for Monitoring the Implementation of Country Programmes and Country Projects" (UNFPA/RR/78/23, dated 15 September 1978). Although the instructions emphasize distinct components of the monitoring system (progress reports, tripartite reviews, annual country reviews and a final report), they also include reporting by the UNFPA representatives to headquarters in order to identify problems at an early stage. As of February 1985, UNFPA had also posted a full-time staff member to Ghana to monitor and develop programmes.

#### Financial summary

24. The proposed UNFPA contribution, subject to the availability of funds, is as follows:

<u>Programme area</u>	\$
Maternal and child health and family planning	1 500 000
Population and family life education, information and communication	500 000
Basic data collection and analysis	502 200
Population policies, population and development planning and research and training	<u>500 000</u>
TOTAL	<u>3 002 200</u> =====

25. The status of programme development, of June 1985, is expected to be as follows:

	\$
Ongoing projects	1 118 415
Foreseen	<u>1 883 785</u>
TOTAL	3 002 200 =====

#### IV. RECOMMENDATION

26. The Executive Director recommends that the Governing Council:

(a) Approve the assistance to Ghana in the amount of \$3,002,200 for a four-year period, 1985 to 1989; and

(b) Authorize the Executive Director to allocate the funds and to make the appropriate arrangements with the Government of Ghana and with the executing agencies.

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