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PROGRAMME PLANNING
COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS
FOURTH COUNTRY PROGRAMME FOR GHANA*

<u>Programme period</u>	<u>Actual resources programmed</u>	\$
1987-1991	IPF for 1987-1991	31 261 000
	Other resources programmed	<u>9 626 000</u>
	Total	40 887 000

CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
I. DEVELOPMENT TRENDS, STRATEGIES AND PRIORITIES	1 - 16	2
A. Current economic trends	1 - 5	2
B. National development strategies	6 - 10	3
C. Technical co-operation needs and priorities	11 - 12	4
D. Aid co-ordination arrangements	13 - 16	6
II. THE COUNTRY PROGRAMME	17 - 66	7
A. Assessment of current country programme	17 - 21	7
B. New programme proposal	22 - 65	8
C. Unprogrammed reserve	66	25
<u>Annex.</u> Financial summary		26

* Detailed listings of projects and other related data prepared as part of the country programming exercise are available on request. These listings include: (a) ongoing projects; (b) proposed projects; (c) distribution of resources by objective; (d) planned activities of operational funds and programmes under the authority of the Administrator; and (e) distribution of new country programmes by sector.

I. DEVELOPMENT TRENDS, STRATEGIES AND PRIORITIES

A. Current economic trends

1. Ghana has a population of approximately 13 million, which is growing by about 3 per cent per annum. The economy is essentially agriculturally based, but has significant mining of gold, diamonds, manganese and bauxite. Cocoa farming remains the single largest engine of economic growth, notwithstanding progress in diversifying the economy. Gross national product (GNP) per capita is estimated to average \$380 in 1986. This represents a substantial improvement over 1984, but is still considerably below the 1960s level.

2. Ghana was one of the richer African countries at its independence in 1957, with its considerable mineral resources, a relatively developed educational system and substantial exports of cocoa. The following decade of political stability and heavy emphasis on educational development were effective in consolidating national identity. However, efforts to maintain levels of imports in the face of considerable deterioration in the country's terms of trade, resulted in steadily increasing foreign indebtedness during this period. Poorly developed official marketing channels and weak management encouraged the spread of parallel trade and growing inefficiencies during the 1960s.

3. These trends accelerated in the 1970s as a result of further deterioration in Ghanaian terms of trade, increases in the prices of imported oil, reduced flows of foreign aid and investment and increased political uncertainties. Successive Governments sought in vain to halt accelerating economic decline by tightening controls and increasing intervention. Increasing shortages of foreign exchange constrained both agricultural and industrial development. The latter, combined with urban drift, resulted in rapidly growing unemployment and declining living standards. These factors prompted significant emigration, especially of more highly qualified Ghanaians, further reducing the country's capacity to manage and develop its resources. The tax revenue base was being eroded by declining exports and imports. Lack of consumer goods and inadequate incentives resulted in the retreat of the rural population into subsistence food production; cocoa exports fell drastically. The economy was thrown into a vicious downward spiral. Furthermore, the deterioration of agriculture, desertification in the north and increasing bush fires had made Ghana more susceptible to drought. The growing economic crisis was aggravated by drought in 1982, further sharp deterioration in the country's terms of trade and the expulsion of over one million Ghanaians from Nigeria in 1983. The new Government responded to these events of the early 1980s pragmatically and effectively by calling for massive food aid and concluding major structural adjustment loan agreements with the International Monetary Fund (IMF) and the World Bank.

4. The World Bank/IMF loans formed key components of an agreed Economic Recovery Programme. This also included a series of institutional and policy measures aimed at correcting the imbalances and distortions caused by almost two decades of economic decline. Structural adjustments to the economy were initiated by massive injections of foreign exchange, reductions in controls and subsidies, realigning

prices and the exchange rates* of the cedi and policy changes. The Economic Recovery Programme attracted widespread endorsement and support in the form of substantial aid commitments.

5. The Programme has so far achieved much. Export earnings rose by 44 per cent between 1983 and 1985; inflation fell from 123 per cent in 1982 to a little over 10 per cent in 1985; gross domestic product (GDP) grew by 7.6 per cent in 1984 and 5.3 per cent in 1985. By 1986, almost every indicator of economic activity showed clear signs of recovery - an achievement which had not been matched for many years. However, the extent to which this recovery can be sustained and built upon depends heavily on the national development strategies of the Government and on overcoming chronic shortages of skilled manpower which constrain the medium to long-term outlook for socio-economic development. These critical constraints are key determinants of the orientation of the fourth country programme.

B. National development strategies

6. Notwithstanding the solid foundations for recovery achieved by national economic policies since 1983, the Government fully realizes the enormous challenges that remain in continuing to adjust the structure of the economy so that the country's potential for development can be more fully tapped. But with the achievement of the aims of economic recovery now in sight, the Government is shifting its attention to the needs of medium and longer-term development. The longer-term aim of the Government is "the development of an efficient, self-reliant and increasingly integrated economy in which living standards of the average Ghanaian are progressively raised". Specifically, the Government is aiming to increase average per capita incomes by 2 per cent per annum in the period up to 1991/1992.

7. In order to achieve and sustain such growth, the Government has adopted a two-pronged national development strategy. On the one hand and in recognition of the social-economic predominance of the rural sector and the need for the benefits of growth to be equitably distributed, the Government has launched a decentralized and participatory approach to development. This involves the decentralization and restructuring of Government to promote the greater mobilization of the nation's resources, particularly in rural areas and the fuller involvement of people at grass-roots levels in the planning, implementation and monitoring of the country's development.

8. On the other hand, the Government has launched a second phase of the Economic Recovery Programme, covering the years 1986 to 1988, which aims at consolidating and extending the economic gains already made. The second phase of the Programme generally places more emphasis than the first on sectoral reforms, the provision of social services and on removing implementation constraints. Its component measures include:

* As of January 1987, there were 152 Ghanaian cedi to the United States dollar.

(a) improving incentives for the mobilization and efficient allocation of resources for increased production;

(b) sectoral adjustments in key productive sectors through both policy reform and institutional and manpower strengthening;

(c) rehabilitation of the nation's human capital through policy reforms in education and administration. Of major significance is the improved efficiency and morale in public administration caused by recent substantial increases in salaries;

(d) restructuring the relative roles of the public and private sectors. The public sector will necessarily continue to play a pivotal role in the economy, but this role is being restructured through reform of management, wages and employment policies and case-by-case review and, where appropriate, institutional restructuring or divestiture of state enterprises. The private sector is being encouraged to contribute more to national development through mobilization of its human and capital resources to complement those of the public sector.

9. These two thrusts of national development strategy are inextricably linked. Participatory rural development is the major means of sustaining and building upon economic recovery and equitably distributing its benefits. It is also a means of reducing any adverse effects of the Economic Recovery Programme on the poor. Rural development focuses compensating attention and resources on the lowest income and most vulnerable groups of the population. Conversely, the Programme is a necessary precursor and catalyst to replicable and sustainable rural development. Consequently, the Government views UNDP as an innovative partner in assisting in the design of this grass-roots, "bottom-up" orientation and has requested that substantial IPF resources be committed to its inception (objective 2). In the absence of a national development plan, these two strategies provide the national planning and policy context within which the fourth UNDP country programme of technical co-operation with the Government has been prepared and will be implemented.

10. The implementation of these strategies will inevitably continue to depend on substantial inflows of external resources in addition to the increased mobilization of domestic resources. Although many of the external resources recently made available to Ghana have been provided on concessionary terms, external debt had climbed considerably. Debt-service payments are expected to consume two thirds of Ghanaian foreign exchange earnings in 1986 and the Government is well aware of the need to utilize to maximum advantage its loans. In such circumstances, grant aid such as that provided by the UNDP, is particularly valuable. So, too, is the potential catalytic role of UNDP technical co-operation.

C. Technical co-operation needs and priorities

11. In recent years, both the public and private sectors have suffered from a brain drain of emigrants, mainly to Nigeria, Europe and North America. In addition, low morale among civil servants prompted many to move to more remunerative private sector occupations within Ghana. Accordingly, the country's needs for technical co-operation in its economic recovery and rural development

programmes are much larger than can be met from the limited resources available for the fourth UNDP programme, even after taking into account the activities of other donors. A selection has therefore to be made between alternative uses of resources or projects. Such a selection would ideally have been based on a coherent and comprehensive analysis of Ghanaian national technical co-operation requirements which the Government is planning to undertake, with UNDP (NaTCAP) assistance, during 1987. However, findings and recommendations from this assessment are unlikely to be available before the scheduled start of the fourth country programme. Rather than postpone the programme, its preparation has instead been based on widely-held perceptions of the country's major technical co-operation needs, as reflected in recent reports of the Government and those of the World Bank, United Nations system agencies and other donors. Nevertheless, the fourth country programme will have the capacity to respond to the findings and recommendations of the NaTCAP through both the fine tuning of projects already included, as well as new projects funded from the resources set aside for this purpose.

12. Study of the above-mentioned reports, as well as the Economic Recovery Programme and the participatory rural development programme, suggest that the major current need for technical co-operation is for management and training assistance at several levels of the Ghanaian public administration. This is required to strengthen policy-making, planning, co-ordination and implementation at the central level and to establish these effectively at decentralized levels. Specifically, the following areas are identified as top priorities for technical co-operation and widely endorsed by the donor community. Some of these areas are already receiving assistance, but the need to continuation and/or expansion persists:

(a) Strengthening the institutional framework, organization and systems of planning and economic management by training Ghanaians; by providing direct support in reorganizing and making planning units operational; and by establishing systems and data bases at the central, sectoral and regional levels to support the Government decentralized, participatory approach to development planning;

(b) Strengthening Government activities in project monitoring in order to increase the speed and efficiency of utilization of external aid inflows to Ghana to parallel the Government concern with efficient domestic resource mobilization; and

(c) Strengthening local institutions concerned with the training of Ghanaians in planning and management to assist the Government in its priority of rehabilitating the nation's human capital.

Commensurate priority and interrelated technical assistance is needed at the grass-roots levels in order to promote more actively and meaningfully the pursuit of the Government participatory rural development programme.

D. Aid co-ordination arrangements

13. The pragmatic Government economic policies since 1983 have attracted substantial donor support with total aid commitments increasing sharply to over \$400 million in 1984 and approximately \$500 million per annum in 1985 and 1986. As aid flows have increased, so, too, has the need for closer co-ordination between Government on the one hand and bilateral and multilateral agencies on the other.

14. The ultimate responsibility for aid co-ordination lies with the Government and specifically with the International Economic Relations Division of the Ministry of Finance and Economic Planning. The former is also responsible for monitoring and management of Ghana's external debt. In 1985 the International Economic Relations Division introduced an aid monitoring system with support from UNDP. It is also establishing central data bank on aid. Additionally, the Provisional National Defense Council Secretary for Finance and Economic Planning convenes quarterly aid co-ordination meetings for the heads of local aid missions.

15. The UNDP lead in co-ordinating donor action in response to the 1983 emergency was catalytic in bringing together donors after a long lapse of co-ordinating activities. This was followed by reactivation of the Consultative Group in 1983 for the first time in 13 years. Since then, the annual meetings of the Group have provided a valuable forum for discussion of issues related to Ghanaian economic development and the improvement of aid co-ordination. The meetings have highlighted the unanimity of purpose and commitment of both Government and donors and have been important in establishing closer dialogue between all parties concerned for Ghana's economic recovery. UNDP has participated actively in the Consultative Group and also in monthly aid co-ordination meetings at the technical level, both under the chairmanship of the World Bank. Government representatives often attend these monthly meetings, as well as those of the Consultative Group.

16. Notwithstanding progress in aid co-ordination, further efforts are clearly needed and this is an area which has been identified as a top priority for further technical co-operation. Government efforts would be facilitated by the regular provision by donors of data on their aid activities, both ongoing and planned, to the International Economic Relations Division. More frequent dialogue between the Government and donors on fundamental sectoral issues and investment strategies would also be beneficial. To reduce the fragmentation and compartmentalization of aid, and the resulting burden on the Government, Ghana has called for more donor co-financing and for more reliance on joint project formulation and appraisal mission. Finally, the Government intends that this country programme, particularly its planning component, be instrumental in improving the co-ordination, efficiency in use and impact of aid flows to Ghana. In this context, the Government welcomes the recent strengthening of the capacity of the office of the United Nations Resident Co-ordinator to provide additional support in aid co-ordination.

II. THE COUNTRY PROGRAMME

A. Assessment of current country programme

17. The third country programme allocated IPF funds of \$27 million to approximately 35 projects for the period 1983 to 1986. However, largely because of the uncertainties at that time, the programme's objectives were not clearly stated and it seems that a rather ad hoc project approach was used in its preparation. Consequently, the component projects covered a very broad spectrum of the economy and several projects were subsequently deemed to be of low priority and never implemented. Some screening of weaker projects and a major reorientation of the programme to give it more focus were achieved at a comprehensive and very well-attended tripartite mid-programme review in 1984. As a result of this as well as a reduction in the IPF to only \$18 million (caused by the global financial problems experienced by UNDP in 1982/1983), the sectoral distribution of programme expenditures deviated considerably from that originally proposed in the third programme document.

18. The mid-programme reorientation essentially involved placing much more emphasis on the strengthening of planning capabilities and on rural development respectively in support of the Economic Recovery Programme (which had not been launched until after the preparation of the third country programme) and the national decentralization programme. Additionally, several ongoing projects needed unforeseen but substantial additional budgetary allocations for equipment to keep certain critical institutions functioning during this crisis period. This caused a considerable increase in the allocation of the overall programme to the transport sector in particular. Such adjustments also accounted for the relatively large proportion of the programme spent on equipment as indicated in table 1.

Table 1. Percentage distribution of UNDP total project expenditures by major component, 1983 to 1986

<u>Personnel</u>	<u>Subcontracts</u>	<u>Training</u>	<u>Equipment</u>	<u>Miscellaneous</u>
48	12	10	28	2

19. The relatively high expenditure on subcontracts, which average only 9 per cent of the total UNDP expenditure for Africa Region as a whole, was the result of deliberate actions taken by the Ministry of Finance and Economic Planning and UNDP. Subcontracting has been found to be a more cost-effective, synchronized and prompt delivery modality, especially where this involved local institutions and personnel. Emphasis on further subcontracting is proposed for the next programme, particularly as a means of making fuller use of locally available expertise.

20. Many of the common problems experienced during the third programme were identified at the November 1984 mid-term review, as well as in the nine evaluations of individual projects during this period. Those encountered included poor project design, inadequate monitoring and problems with the quality and timeliness of

inputs. In most cases, appropriate corrective actions have already been taken. For example, since November 1984, new project proposals have been screened more thoroughly by the Ministry of Finance and Economic Planning and UNDP to verify their relevance to the agreed programme reorientations. Project design has been strengthened by more rigorous and systematic application of the UNDP project format and checklist to all new project documents. Projects are being confined to those areas where Ghanaian counterparts can be trained to take over project activities within expected project durations. More attention is being given to training in specifying project objectives, outputs and activities and in the terms of reference, qualifications, briefings, monitoring and evaluation of experts. This will be emphasized even more during the fourth programme, especially in the planning projects. Overseas training, from which a relatively high proportion of trainees never returned, is being de-emphasized in favour of in-country training. Formal (off-service) training should be provided whenever possible at the beginning of projects, so that newly acquired skills can be practised while project-provided expertise is still available to provide guidance. The Government hopes that the proportion of UNDP resources spent on training during the fourth country programme will considerably exceed the 10 per cent expenditure on training in the third programme. Efforts will continue in these areas, as will endeavours to overcome other implementation problems and to obtain maximum benefit from the UNDP resources allocated to Ghana.

21. To conclude on the positive side, noteworthy achievements of the third country programme, and in particular its latter period, include:

- A rapid increase in the use of national expertise from virtually nothing at the beginning of the third programme to approximately 480 man-months programmed in 1985 and 1986;
- The systematic approach to strengthening Government capacity to plan, co-ordinate and monitor its development activities and implement its economic recovery programme;
- A steady increase in the rates of both commitments and delivery of the UNDP programme. Delivery, here defined as actual disbursements as a per cent of the annualized IPF, has increased from around only 60 per cent in 1983 and 1984 to 70 per cent in 1985 and will almost certainly be well over this in 1986.

B. New programme proposal

Resources, objectives and modalities

22. The fourth country programme is scheduled to run for five years from January 1987 to December 1991. The total IPF resources available, including an estimated balance of \$4,433,000 carried forward from the third cycle, amount to \$35,694,000. In addition, the programme takes into account approximately \$1.5 million about to be committed by the United Nations Sudano-Sahelian Office (UNSO); \$200,000 tentatively committed by the United Nations Development

Fund for Women (UNIFEM); \$1.46 million tentatively committed by the United Nations Fund for Population Activities (UNFPA); \$500,000 tentatively committed by the United Nations Fund for Science and Technology for Development (UNFSTD) and \$1.8 million provisionally agreed cost-sharing from the World Bank and \$336,000 in co-financing under the Netherlands Trust Fund (NTF). The total resources thus taken into account in the preparation of this programme are \$40,887,000. This total excludes the substantial financing with which several UNDP planning projects are associated.

23. To facilitate continued discussion with donors on parallel financing and cost-sharing, the annex lists on pages viii-x'i those projects identified during the programming process, but for which programme resources are not sufficient, at this stage, despite the priority attached to them. The Government hopes that potential donors will take up these projects. Such a listing expresses the Government intention that the country programme be used as a framework for identifying and co-ordinating external funding of technical co-operation. Furthermore, the Government expects that several of the projects included in the programme will attract substantial third-party cost-sharing, in addition to that already tentatively agreed, as the programme proceeds. Early indications suggest that such cost-sharing during the fourth country programme could exceed \$5 million. Thus the Government looks upon the UNDP programme as a catalyst.

24. The Government views UNDP as the primary source of development assistance for building national self-reliance and national capacity for development through the transfer of development expertise to Ghanaians and to Ghanaian institutions. Human resources development, thus defined, is inherent in all past, present and proposed UNDP projects in Ghana. The fourth programme is based on relating this fundamental and pervasive development objective to the Ghanaian national development strategy, as summarized in section IB, to the priority needs for technical co-operation, as identified in section IC. The underlying theme of the fourth programme may thus be summarized as human resources development in support of economic recovery and participatory rural development.

25. A number of considerations and criteria have been taken into account in formulating specific objectives for the fourth programme within this theme. Prominent among these is the comparative advantage of the United Nations in certain areas of technical assistance, often reflecting their political sensitivity, as well as the general mandate of the United Nations. Such areas include development planning, policy analysis and reform, aid co-ordination, project preparation and data collection. The Government believes that the United Nations has comparative advantage in providing technical assistance in such areas because of its ideological and political neutrality and universality. The United Nations is also commercially neutral in the sense of not wishing to promote the goods and services of one country. Furthermore, assistance in this broad area of development planning is necessary to build Government capacity to make more effective use of both external aid and domestic resources and to formulate, implement, co-ordinate and evaluate development projects and programmes. Such assistance should also complement the co-ordinating mandate of the United Nations Resident Co-ordinator. Accordingly, technical co-operation in this area of planning is given highest priority in the fourth country programme. As such, the programme is expected to make a major contribution to Government programmes in rural development and economic recovery.

26. Another area in which the United Nations has comparative advantage in providing technical assistance is to projects of an innovative or pioneering nature. This reflects a number of characteristics of United Nations assistance, including its grant nature, its access to leading expertise in development fields and the world-wide experience which gives it global and forward-looking perspectives. In the context of Ghana, the Government sees the United Nations as having such a comparative advantage in assisting the implementation of its decentralization and participatory rural development programme. In particular, the Government expects UNDP to assist in pioneering both pilot and prototype mechanisms for the decentralization of Government and public administration and for promoting genuine grass-roots participatory development. Such assistance would add a participatory dimension to the need for UNDP assistance in planning already identified: it would also test on a pilot scale a wide range of participatory development and local income-generating activities. The latter would seek to assist people to make fuller use of the resources already at their disposal. UNDP assistance in this area should be catalytic both in leading to wider replication of successful prototypes and pilot activities and in mobilizing additional resources for participatory rural development - both local and external. In the latter respect, the Government expects UNDP activities in this area to involve other donors and most particularly non-governmental organizations (NGOs), which are often particularly cost-effective in local ventures at the grass-roots level.

27. The fourth country programme will emphasize the training of Ghanaians considerably more than previous programmes. The emphasis will be pervasive in all projects but, in addition, a component of the programme will aim specifically at strengthening the capacity of Ghanaian institutions to provide training and consulting services to improve productivity, planning and capacity to respond to recommendations from the NaTCAP process, which should also have a major influence in updating the orientation and content of the fourth country programme at the time of its mid-term review in 1989.

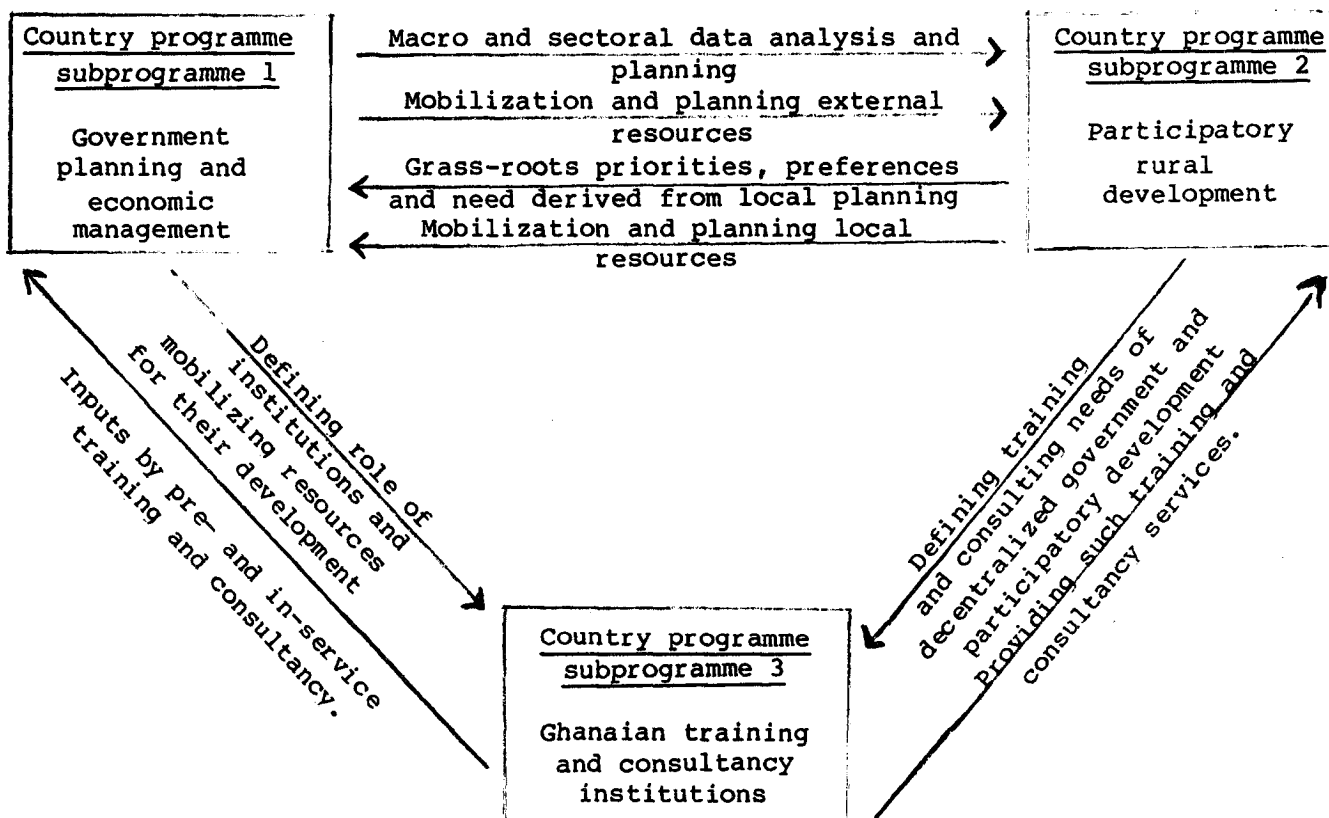
28. Another important consideration in defining the objectives and content of the fourth programme has been the desire to ensure an appreciable impact through concentrating UNDP resources in a limited number of critical areas which reflect the national development strategy and priority areas for technical co-operation described in sections IB and IC respectively. The Government hopes to avoid dissipating and/or fragmenting the fourth country programme resources over many small projects, of which there were many during the third cycle. The average size of project is expected to be substantially larger in the fourth country programme than in the third. Avoidance of so many small projects should also facilitate management, monitoring and evaluation of the programme by both the Government and UNDP.

29. Consequently, the fourth country programme is divided into three interrelated subprogrammes corresponding to the three objectives already identified:

<u>Objective and corresponding subprogramme</u>	<u>Resource allocation (\$'000)</u>	<u>Number of projects</u>
1. Strengthening Government planning and management capability	20 492	19
2. Promoting grass-roots participatory rural development	10 582	12
3. Strengthening Ghanaian institutions providing training and consultancy services for development	6 000	3
- Other (completion of ongoing projects not related to the objectives of the fourth country programme)	591	3
- Unprogrammed reserve	3 222	-
Total	<u><u>40 887</u></u>	<u><u>37</u></u>

Before describing each subprogramme, its allocation of resources to projects and to a reserve, summaries of projects and linkages with other development aid, it is pertinent to draw attention to features relating to all three subprogrammes and indeed, to the fourth country programme as a whole.

30. First, it is important to emphasize the inextricable links between the three proposed subprogrammes which reflect reinforcing and mutually dependent relationships. A network chart would be needed to indicate the full extent of these relationships, but the basic triangular relationship is illustrated by the following diagram:



These linkages are illustrative only; there are many others, including those referred to in section IB. The rural development subprogramme may be viewed as one of the means through which the Government intends to inject an increasingly "bottom-up" character to its development planning, implementation and monitoring activities. The training subprogramme will directly support both the other subprogrammes and is, in turn, complemented by the training components built into these two subprogrammes and their "rolling" definition of the role, scope and nature of the training and consultancy services to be provided. Particularly crucial in the early stages of building these links will be the Integrated Rural Development project (GHA/85/009) and the local level planning project (GHA/85/003). Although the latter project is grouped in this document within the planning subprogramme, it could just as well be placed within the rural development subprogramme.

31. Taken together, these inherent interrelationships give the fourth programme the fundamental coherence of conceptualization, development and articulation described in paragraph 24 above. The fourth country programme is thus aimed at enabling Ghanaians, at levels ranging from grass roots through local government to central government, to become ever more active participants in the planning and execution of their development.

32. These internal interrelationships within the country programme are complemented by linkages with the activities of other donors, to which appropriate reference is made within the sections on each subprogramme. The programme is also linked to the UNDP global and intercountry programmes and the UNDP Regional Programme for Africa. Thus, for example, the support which the Regional Programme is giving to various regional training centres such as the African Institute for Economic Planning links with the training component of this country programme. A collaborative approach will be pursued to relate the training activities of all three subprogrammes and appropriate training activities in the UNDP Regional Programme. The Government looks to UNDP to develop and operationalize such linkages further during the implementation of the fourth country programme.

33. To make the coherence in the programme design pervasive, the Government will actively collaborate with UNDP in pursuing an integrated approach to management, monitoring and evaluation of the programme and its subprogrammes and to the design, monitoring and evaluation of the component projects. Thus, the possible need for joint activities between projects and subprogrammes and the potential to increase impact by cross-fertilization between subprogrammes and projects will be pursued both formally, e.g. through pertinent cross-references to projects and references to the mandate of the United Nations Resident Co-ordinator in new projects documents and in project progress reporting and monitoring, cross representation at tripartite reviews, harmonized project evaluations, etc., as well as informally through periodic meetings with projects, sectoral Ministry and agency personnel. The recent assignment of a UNDP Field Economist to the Office of the United Nations Resident Co-ordinator is expected to support such co-ordination and harmonization activities.

34. A major concern of the fourth country programme relates to the fuller participation of women as both participants in and beneficiaries from development. While all the projects in the rural development subprogramme will relate specifically to this concern by paying particular attention to involving and benefiting rural women, some of the projects in the other two subprogrammes will also be of particular importance to women. These include the planning projects covering those sectors in which women have particularly important roles, such as health. The local level planning project (GHA/85/003) is expected, among other things, to establish specific planning and monitoring mechanisms for the fuller involvement of women in development at the grass-roots level. In addition, an International Labour Organisation (ILO)/NTF project (GHA/86/MO1/NETH) aims at developing technologies for agro-industrial income generating activities for rural women. UNIFEM has tentatively committed \$200,000 for a three-year project to strengthen planning and project preparation capabilities of the National Council on Women and Development. This Council is also being supported by two related projects funded by the United Nations Children's Fund (UNICEF) and UNFPA. Finally, budgetary provision will be made from within the Umbrella Planning Studies project to commission locally an assessment of country programme impact on women and to make suggestions as to how it might be enhanced. This would feed into the mid-programme review scheduled for 1989.

35. Given the limited availability of programme resources relative to Ghanaian needs and, in addition, to the efforts which Government and UNDP will make to

secure further cost-sharing, it is desirable to seek continual improvements in methods of executing the programme and greater cost-effectiveness. Obviously, the selection of any execution modality will depend on the type of project and the institutional context and environment in which it is to be implemented. Generally, however, it is intended to place greater emphasis on the use of national and regional institutions and expertise and technical co-operation with other developing countries (TCDC). In particular, efforts will continue to be made to identify appropriate national expertise, whenever possible, for carrying out project activities. Sub-contracting, which will continue to be used for the reasons given in section IIA, will be particularly instrumental in this endeavour.

36. Efforts will also be made to encourage the return of qualified expatriate Ghanaians to contribute to national development. In this respect, UNDP will assist Government in collaborating with the International Committee on Migration (ICM). Possible new approaches and modalities in this area will be explored with UNDP and may be addressed, amongst other things, during the NaTCAP exercise.

37. It is intended to make appropriate use of two new UNDP mechanisms: (a) the Project Development Facility for the formulation of new projects included in the country programme, and (b) the Short Term Advisory Services (STAS) scheme to provide expertise at minimal costs to projects.

38. It is also intended to build on the particularly valuable mid-term review of the third programme by setting aside at least \$60,000 (from within the Umbrella Planning Studies project) for studies in support of a mid-programme review in 1989. These studies, probably to be undertaken largely by Ghanaian institutions, would include impact assessment and cost-effectiveness comparisons of different modalities. It is also intended that evaluations of projects be appropriately clustered and synchronized to feed into the mid-programme review.

39. Provision has been made in each subprogramme for a substantial reserve. This is intended to ensure the continuing relevance of that subprogramme to future priorities and circumstances and to provide for some funding of follow-up activities to the planning and pilot projects included in subprogrammes 1 and 2 respectively, and to the NaTCAP findings and recommendations. These reserves, together with an unprogrammed reserve (sect. IIC) total \$10,197,000 or 25 per cent of the total programme resources. This level of reserves is warranted to give the country programme sufficient flexibility and scope for the practice of "continuous programming". Thus, some of the projects included in Section 3 of the annex may eventually be funded from the IPF. In view of estimated budgetary commitment levels in 1987 and 1988, it is expected that most of these reserves would be allocated from 1989 onwards. Allocation would take into account the findings and recommendations of the mid-programme review as well as those arising from macro-economic and sectoral planning studies undertaken within subprogramme 1 and from the pilot projects implemented under subprogramme 2.

Objective 1: Strengthening government planning and management capability

Major features of subprogramme 1

40. Of the \$20,492,000 allocated for this objective, \$7,893,000 is for 10 ongoing projects and extensions thereof, \$10,599,000 for 9 new projects and \$2,000,000 is set aside for a "programmed" reserve. These resources include cost-sharing contributions from the World Bank, UNFPA, UNFSTD and UNIFEM and are supplemented by substantial parallel financing. Part of the programme reserve may be used to finance assistance in physical and town planning.

41. The relatively high preponderance of ongoing projects in this subprogramme (also manifest in the rural development subprogramme) reflects the fact that these two objectives were previously adopted for the third country programme after the tripartite mid-programme review of 1984. This determined the identification of new projects from late 1984 onwards. Most of the ongoing projects have thus been formulated since 1984.

42. UNDP assistance will therefore continue to be aimed at strengthening the government capacity to plan, manage and monitor the economy so that it can better cope with domestic and external events affecting the economy, carry out the structural adjustments required for economic recovery and sustainable rural development and make better use of both domestic and external resource flows. To achieve this, the planning projects support planning units in all Government Ministries or Agencies covering major sectors of the economy, as well as the Central Statistical Office and selected regions and districts. The projects, usually with an initial duration of one-and-a-half to three years, are intended to establish appropriate institutional and operational arrangements (including systems) for planning (defined broadly to include policy analysis; perspective, annual and budgetary planning; project formulation, monitoring and evaluation; data collection and analysis) and provide appropriate training. These initial project phases will be followed by phases (or, in some cases, new projects) completing the training and institution-building tasks and providing short-term specialist and/or backstopping inputs to the Ghanaians who should, by then, be undertaking most project activities. The second phase projects would also capitalize on the training provided under the country programme's training objective by institutionalizing newly acquired and/or upgraded skills in public sector planning and management.

43. The planning subprogramme is comprehensive in the sense that it relates to all the major Ministries, as well as to the overall structure of planning and to a planning system developed from a study undertaken under the UNDP "Umbrella project" (GHA/85/010). In this context, the subprogramme is carefully inter-linked at three levels:

- The central level, to support integration of overall macro-economic planning, monitoring and management by the Ministry of Finance and Economic Planning with those at regional and sectoral levels. Related assistance covers aid monitoring and co-ordination in the same Ministry; statistical planning, systems and training at the Statistical Service; and provision for miscellaneous studies in planning;

/...

- Sectoral planning, monitoring and management in the Ministries/Agencies concerned with industry, transport and communications, highways, education, health, energy, mining, agriculture, trade and tourism. Its coverage may be extended to physical and town planning and the other areas listed in Section 3 of the annex;
- Regional and local planning in selected areas, to assist the Government in its efforts to decentralize and adopt a more participatory approach to planning and management. Specifically, prototypes of decentralized planning systems at regional and district levels will be established.

Summaries of projects in subprogramme 1

44. This section summarizes each of the projects to be included in the planning sub-programme. The project title is followed in parenthesis by the project number and the executing agency (where this is already known), the approximate budgetary allocation from the fourth country programme, any cost-sharing contribution and the likely duration of the project within the Fourth Programme. The budgetary allocations and durations make tentative provision for extensions (two to three years) to those planning projects which are already ongoing so that their institution-building tasks can be fully achieved as indicated in paragraph 42.

Energy Board (GHA/82/020) (United Nations: \$260,000; 3 years): The project began in July 1985. It will strengthen capabilities of the National Energy Board in planning and data collection. A two-year extension is foreseen in order to achieve its institution-building activities. The project is linked to a World Bank energy project and to the joint UNDP/World Bank Interregional Energy Sector Assessment programme.

Strengthening the International Economic Relations Division of the Ministry of Finance and Economic Planning (GHA/84/005) (UNDP: \$500,000; 3 years): This project, which started in November 1985, aims at improving aid co-ordination through the establishment in the International Economics Relations Division of appropriate systems and procedures which will simplify and expedite the mobilization, negotiation, management, co-ordination and monitoring of aid programmes. The project is also assisting the establishment of a computer-based aid information system.

Macro-level Planning (GHA/85/002) (UNDP: \$2,000,000; 4 years): This new project will strengthen macro planning, including manpower planning capabilities within the Ministry of Finance and Economic planning. A project document is under preparation and the project is expected to start in 1987. The project will work closely with the IERD aid co-ordination project (GHA/84/005) within the same Ministry.

Local-Level Planning in Support of Decentralization (GHA/85/003) (United Nations Centre on Human Settlements (UNCHS): \$1,190,000; 4 years): The project was approved in February 1986 and started in October 1986. UNDP support will enable the Government to implement a prototype system of decentralized planning in the Eastern Region and in two sample districts. The project is intended to

operationalize, at the local/regional levels, the decentralized planning system established as a result of the above-mentioned study by the UNDP Umbrella Project. As the project will assist in introducing participatory planning, it provides a fundamental link to the fourth country programme subprogramme in participatory rural development. The project is particularly pertinent to fostering the participation of women in development.

Transport Planning (GHA/85/004) (UNDP: \$782,000; 4 years): This project, which began in March 1986, will develop planning and data collection capabilities of the Ministry of Transport and Communications. The project is linked to other transport projects funded with assistance from the World Bank, the African Development Bank (AfDB), Japan and the Federal Republic of Germany.

Education Planning (GHA/85/006) (\$1,780,000 plus \$400,000 World Bank cost-sharing; 4/5 years): Preparatory assistance in 1986 recommended the establishment of a division for planning, programming, budgeting, monitoring and evaluation in the Ministry of Education. Institution-strengthening is required to implement these recommendations, hence this project. The project will be linked with the proposed education sector adjustment programme for which International Development Association (IDA) credit is being sought. A project document is already being appraised and the project expected to start in 1987.

Health Planning (GHA/85/007) (World Health Organization (WHO): \$985,000; 4 years): The project was approved in April 1986 and activities are scheduled to commence in late 1986. The project will strengthen the capabilities of the Ministry of Health in planning, policy analysis, co-ordination and monitoring. The project is linked to the Human Resources Rehabilitation Project which is expected to be supported by the World Bank, as well as to activities of UNICEF, UNFPA and others in this field.

Umbrella Planning Studies Project (GHA/85/010 and follow-up) (UNDP: \$1,035,000; 4 years): The project completes studies on selected critical policy and planning issues and undertakes project preparation in areas not specifically covered by the other planning projects. The present project will be followed in 1987 by a similar project. An early study will be made of the proposed project bank unit (Sect. 3 of the annex). This project will also fund studies relating to the monitoring and evaluation of the fourth country programme for which at least \$60,000 will be set aside.

Roads and Highways Planning (GHA/85/012) (UNDP: \$491,000; 4 years): The project, which started in April 1986, will assist in the reorganization of the Ministry of Roads and Highways using findings of a Ministry Reorganization Study completed by a former UNDP project (GHA/84/007). The project will also develop the Ministry's capabilities in planning, statistics, research and budgeting. The project is also linked to the Highway Project funded by the World Bank, AfDB, and others.

Industrial Planning (GHA/86/001) (United Nations Industrial Development Organization (UNIDO): \$1,600,000 plus \$200,000 World Bank cost-sharing; 4 years): An earlier industrial planning project (GHA/82/030) had to be phased out following

reorganization of the Ministry of Industry. This project will strengthen planning in the reorganized Ministry and assist in the establishment of the National Board for Small Scale Industries. The project is linked to the sectoral adjustment programme for industry which is being supported by the World Bank and the United Kingdom Overseas Development Administration (UKODA). The project document has already been approved and the project should become operational in late 1986.

Statistics Planning (GHA/86/003) (\$1,000,000; 4 years): A previous project (GHA/83/002) provided direct support to the Statistical Service to update national accounts, industrial, trade and financial statistics and training. The new project will emphasize institution building and a planning system for the Statistical Service. A project document is being appraised and the project expected to start in 1987.

Minerals Commission (GHA/86/005) (United Nations: \$1,000,000; 3 years): Preparatory assistance was provided in 1985/86 for the establishment of the Minerals Commission. This project, which is already approved, is expected to start in early 1987. It will strengthen the Commission's capabilities in policy formulation, planning and investment promotion.

Agricultural Statistics (GHA/84/003) (Food and Agriculture Organization of the United Nations (FAO): \$830,000; 2 years): This project, which started in mid-1985, will provide baseline information on agriculture and strengthen capabilities in the regular collection, analysis and dissemination of agriculture statistics. It will also support a nation-wide sample census of agriculture and establish monthly crop surveys and a crop forecasting and early warning system. Project activities will be absorbed in 1987-1988 by the Agricultural Planning project.

Agricultural Planning (\$1,600,000 plus \$560,000 World Bank cost-sharing; 4/5 years): Preparatory assistance in 1985/86 recommended a restructuring of the Ministry of Agriculture. This has since been approved. A project document for the required follow-up is under preparation and it is envisaged that project activities will commence in 1987. The project will strengthen policy planning, monitoring and evaluation in the Ministry. The project will form part of the forthcoming agricultural sector rehabilitation programme to be supported by the World Bank and other donors.

Strengthening Population and Human Resources Policies and their Implementation (GHA/86/P03) (UNFPA funding: ILO: \$659,000; 2 years): This project is aimed at assisting the Manpower Division of the Ministry of Finance and Economic Planning in the formulation and evaluation of population policies and programmes and their emphasis and integration into national development plans and programmes. The project, for which UNFPA has already tentatively committed funding, is awaiting approval. The project will liaise closely with the macro-planning project (GHA/85/002).

Trade and Tourism Planning (\$1,000,000; 4 years): This project would aim to strengthen planning capability in the trade and tourism sector. It would assist in developing policies for export promotion and in the preparation of a Master Plan for tourism development. A project document still has to be prepared.

Planning for Women in Development (UNIFEM: \$200,000; 3 years): This project, tentatively budgeted for by UNIFEM, would strengthen the planning, policy analysis and monitoring capacity of the National Council on Women and Development.

National Science Information Centre (UNFSTD: \$500,000; 2 years): This project, under active consideration by UNFSTD, would assist in the establishment of a National Science Information Centre.

Linkages between subprogramme 1 and other aid

45. As the planning projects form integral parts of the government programmes in economic recovery and decentralization and as these programmes especially the Economic Recovery Programme, are receiving substantial support from many donors, the linkages between this subprogramme and the activities of other donors are numerous. Many of these linkages are specified in the individual project documents where these have already been prepared and the specific linkages which are referred to in the project summaries and/or in this section are illustrative rather than exhaustive.

46. Several of the projects represent relatively small parts of the large sectoral adjustment programmes being funded with major assistance from the World Bank to which specific reference has already been made in the project summaries. It is estimated (footnote 2 to annex Sect. 1) that financing by the World Bank, the AfDB and others totals well over \$200 million for the duration of the Country Programme. The World Bank is, in some cases, also funding technical assistance in planning and policy analysis, but this usually relates to specific studies and/or to shorter-term requirements of sectoral credits. This complements UNDP assistance, which gives more emphasis to training and institution building. To the extent that direct support and operational assistance are included within the United Nations projects, these would be carefully limited (to avoid the open-ended nature that too often develops in such projects) and, to the fullest extent possible, funded by cost-sharing contributions, as have already been provisionally agreed, for example, by the World Bank for some of the projects.

47. In practically all cases, the World Bank and other donors have been consulted in the preparation of the planning project documents. This is considered desirable in order to avoid duplication and maximize complementarities and cost-sharing and/or parallel financing in a field (i.e. planning) in which there are many actual and potential linkages between the activities of donors.

48. As the planning projects are intended to be catalytic in attracting other external funds, many more linkages will develop. Additionally, the aid planning and monitoring activities that form part of many of the planning projects will directly complement the aid co-ordination activities of the Government and the supporting activities of the United Nations Resident Co-ordinator.

Objective 2: Promoting grass-roots participatory rural development

Major features of subprogramme 2

49. The subprogramme is intended to complement the Government decentralized, participatory approach to rural development. With this in mind, the projects are designed to involve local communities closely from the initial stages in project activities, decision-making and monitoring. They also emphasize the linking of grass-roots rural development with the decentralized planning system being established under the first subprogramme.

50. Of the \$10,582,000 allocated to this subprogramme, \$2,349,000 is for five ongoing projects (and/or extensions thereto), \$6,233,000 is for seven new projects (including one financed by UNSO and two by UNFPA) and \$2 million is set aside as a reserve. The relatively high preponderance of ongoing projects reflects the adoption of rural development as an objective of the third country programme at its mid-term review in November 1984. All the ongoing projects have since been identified.

51. There is inevitably an understandable tendency that the pursuit of economic recovery calls for focusing attention and resources on the most pressing needs for immediate economic progress. The rural development subprogramme by concentrating on strengthening infrastructure (GHA/84/008), on grass-roots participation in planning (GHA/85/009) and in providing service technologies (GHA/86/MO1/NETH) within the fourth country programme is intended to counter-balance this tendency, both through its component projects and through the catalytic impact which the Government hopes will arise from UNDP involvement.

52. While the Government is acting to increase motivation through various policy measures and structural adjustments to the economy, which subprogramme 1 will support, the Government expects the rural development subprogramme to increase local capacities to alleviate poverty.

53. This subprogramme is thus directly linked to the planning subprogramme, to which it adds a decentralized and participatory dimension and, it is hoped, the greater mobilization of local resources. These linkages are epitomized by the projects for local planning and integrated rural development which would strengthen government channels for feedback from grass roots to central planning, as well as for macro and sectoral planning and policy guidelines to be passed down to local levels. Wherever appropriate, the component rural development projects would seek to provide for grass-roots participation in the planning, implementation, monitoring and evaluation of project activities undertaken and particular efforts will be made to involve women as both participants in and beneficiaries from these projects. Appropriate attention would also be given to population information, communication and education activities at pertinent levels.

Summaries of projects in subprogramme 2

Feeder Roads Improvement (GHA/84/008) (ILO: \$843,000; 2-1/2 years): The project, which started in mid-1986, will develop and test plan management and organization systems and procedures for labour-intensive improvement and maintenance of feeder roads in related rural areas. The project is linked with the Highway Project supported by the World Bank, AfDB and Japan.

Onchocerciasis Freed-Zone Planning in Northern and Upper Regions (GHA/85/001) (FAO: \$318,000; 1-1/2 years): The project, which started in mid-1985, is planning future socio-economic development in areas freed from river blindness. This includes proposals for the settlement of pastoralists and preparing pre-feasibility studies to attract investment. The project has suffered from unforeseen delays arising from many administrative problems and from an excessively ambitious project document. A decision on whether to extend the project will be made after the forthcoming evaluation. Any such extension should give particular attention to the fuller participation of local women in the development of the area.

Pilot Project for Integrated Rural Development and Follow-up Project (GHA/85/009) (UNCHS: Preparatory Assistance: \$87,000; 3 months. Follow-up Project \$2,000,000; 4 years): Preparatory assistance commenced in February 1986. The project is designed to initiate action-oriented and participatory development, operationalizing the guidelines produced under the local level planning project (GHA/85/003). Outputs from this project include the design of prototype multipurpose community centres for linking up rural inhabitants with public services (e.g. extension workers in health, agriculture, etc.) and to information dissemination and implementation of village level integrated rural development programmes. Particular attention will be paid to the participation of women. A project document is under preparation. UNFPA has proposed funding of \$120,000 from its resources to pursue population related activities in association with this project.

Pilot Project for Integrated Agriculture Development Programmes in Sekyere and Ejura Districts (Ashanti Region) (GHA/85/011) (FAO: \$765,000; 2-1/2 years): The project, which started in mid-1986, aims to provide solutions to major constraints which impede increased agricultural production. It is a pilot project covering two co-operatives in two districts. The project will establish a revolving fund for co-operative members to receive credit for the purchase of farm inputs, tractors and trucks and for constructing storage facilities. Particular attention will be paid to the needs of women.

Rural Drinking Water and Sanitation (GHA/86/002) (UNDP: \$950,000; 4 years): GHA/82/004 carried out a pilot hand-dug well programme through community participation, rehabilitated several existing pipe-borne water systems, constructed sanitation facilities and developed a health education programme. The Government wishes to replicate these pilot activities. GHA/86/002 will institutionalize a rural water supply programme. A project document will be prepared taking into account a donors' conference on the programme which is scheduled for early 1987. It is hoped that the new project will become operational in 1987. Parallel financing is likely to ensue as other donors become involved. This programme will

be particularly beneficial for rural women and a participatory approach will be pursued.

Post Harvest Crop Protection (GHA/86/007) (FAO: \$565,000; 4 years): An 18-month FAO/Technical Co-operation Programme (TCP) project (GHA/81/010) established a post harvest unit in the Ministry of Agriculture. This project will strengthen the capabilities of the Unit. A project document is being appraised. The new project is expected to begin in 1987. A related FAO Trust Fund project (GCP/GHA/023/AGF) is concerned with the prevention of post-harvest losses in maize and cowpeas.

Technologies for Rural Women (GHA/86/MO1/NETH) (ILO: \$336,000 from Government of Netherlands; 2 years): The project, which follows an earlier phase (ILO/NETH/80/GHA/1), aims at developing appropriate technologies for generating income and employment for rural women. It has organized women's groups to establish rural level agro-industrial activities such as soap manufacturing, processing of cassava into gari and starch, fish processing, production of edible oil. This project should relate to an FAO/TCP project in fish smoking technology. The project, along with others in this subprogramme, should also develop linkages with a FAO Trust Fund project (GCP/GHA/021/NET) concerned to promote peoples participation in self-help organizations in selected areas.

Cotton and Textiles (\$400,000): The UNDP-supported industrial planning project (GHA/82/030) identified the need for improved quality control in the cotton industry. The Government recognizes this and is requesting UNDP assistance, possibly also to strengthen government support services for cotton production. The UNDP Project Development Facility will be used to prepare for the required assistance in this area.

Linkages between subprogramme 2 and other aid

54. All the rural development projects emphasize improved linkages between rural people and the Government's network of services, and one, Integrated Rural Development, involves the incorporation of local-level initiatives into the national planning system being established under the planning supported projects. Through this project, specific off-shoot projects would be developed in support of localized small-scale income generating activities such as soap making and food processing, using locally available resources whenever possible. Other projects would be aimed at meeting local community needs, such as feeder roads, water supplies, conservation, fuel wood, health care and family planning, and would obviously relate to the activities of UNICEF, UNFPA, WFP and others. Particular efforts would be made to orientate follow-up towards women.

55. Most of the other projects in this subprogramme also relate to past, ongoing or proposed projects of other agencies, both bilateral and multilateral including other United Nations agencies such as WFP, UNICEF, UNFPA and the FAO Trust Fund and TCP programmes. Thus, for example, WFP is providing food-for-work for feeder road construction and maintenance (this relates to GHA/84/008), for rehabilitation of oil palm and rubber plantations and forestry development. Forestry development in

the Upper East Region will also be supported by an UNSO pipeline project (GHA/84/X01) for the development of agro-forestry at a cost to UNSO of \$1,520,000 over 5 years. A project document has been prepared and awaits approval of funding by the Danish International Development Agency (DANIDA). This project will, of course, affect the activities of GHA/85/001 (Oncho freed-zone development).

56. Another example of linkages relates to the rural water project (GHA/86/002) which complements and will liaise closely with UNICEF activities in this area. Joint activities with UNICEF might even be planned at a later stage. UNICEF is already operating a programme to rehabilitate old boreholes and to provide water supplies to small rural communities. UNICEF is also funding a study of traditional water sources at the University of Ghana. Other UNICEF operations which relate to projects in this subprogramme include its promotion of income-generating activities for women (relevant to GHA/86/M01/NETH, GHA/85/011 and GHA/85/009) and household food storage and conservation, which is relevant to GHA/86/007 as well as some of the other projects.

57. In addition to the proposed UNFPA contribution to GHA/85/009 (Integrated Rural Development), other UNFPA projects which relate to the rural development subprogramme include maternal and child health (MCH) assistance for family planning (GHA/84/PO2) which is already ongoing, and two projects awaiting approval: women, population and development (GHA/86/PO1); and assistance to population/family life information, education and communication activities (GHA/86/PO2).

58. Conceptually, nearly all of the projects are pilot projects, testing new strategies and systems which, if successful, would be applied on a larger scale. Thus, these initial projects could be followed up by institution-building projects to replicate and institutionalize the tested approach as is now being done for the rural water programme to be supported by GHA/86/002. In view of this pilot nature, the Government hopes that UNDP assistance will lead up to follow-up and complementary involvement of other donors and particularly NGOs. The projects in this subprogramme are therefore expected to develop contacts with NGOs and other donors from an early stage. The Ministry of Finance and Economic Planning and UNDP will monitor progress in this.

Objective 3: Strengthening Ghanaian institutions providing training and consultancy services

Major features of subprogramme 3

59. Of the total \$6 million allocated for this subprogramme, \$3,000,000 has been set aside, albeit tentatively, for three newly identified projects, and \$3,000,000 is allocated as a reserve for the subprogramme. The reserve is relatively large in order to give the Programme adequate capacity to respond to NaTCAP recommendations approved by the Government.

60. The ultimate success of efforts by UNDP and others to strengthen planning, socio-economic management and rural development in Ghana depends ultimately on the motivation and capacity of Ghanaian public administration and the parastatal and

private sector institutions on which it sometimes relies for support services. As indicated in section IB, the Government has already taken effective measures to improve motivation and much now depends on the training and skills of the civil service and supporting institutions. The second phase of the Economic Recovery Programme addresses this as a critical constraint and calls for highest priority to be given to efforts to rehabilitate co-operation for this both to support economic recovery and to pursue its decentralization programme. This in essence provides the rationale for this objective and its corresponding subprogramme in the fourth country programme. But while the rationale for the objective and its importance is sufficient to justify the allocation of a substantial share of the country programme resources projects to achieve the objective are being identified only very tentatively at this stage pending a full assessment of technical assistance needs and priorities in this area by the Government with NaTCAP assistance. In any case, the UNDP project focus identifies the need for an appropriate government-private sector mix by fostering management training and provision of public services through the use of non-governmental economic institutions.

61. Projects originating from the NaTCAP process are unlikely to be prepared before the end of 1987. They are likely to include:

- Projects to establish or strengthen training institutions in planning and public management; and
- Projects to strengthen public administration either directly (e.g. civil service organization, methods, planning, terms and conditions) or indirectly by supporting Ghanaian institutions providing consultancy services to the Government.

62. Without prejudice to the results of the NaTCAP exercise, three projects for this subprogramme have been tentatively identified as reflecting what are perceived as particularly outstanding needs for technical assistance in this area. Project documents would be prepared following and/or in association with the NaTCAP exercise.

Summaries of projects in subprogramme 3

Strengthening Ghanaian consulting capacity (\$1,000,000; 4 years): The Government has indicated that in executing the fourth country programme, as well as in other technical assistance programmes, it wishes to make increasing use of available Ghanaian expertise. This project will aim to establish a new or strengthen an existing institution with this objective in mind. The project might also explore possible means of getting the many highly qualified Ghanaian expatriates to return to Ghana to work in consultancy firms.

Strengthening local in-service training courses for planning and public administration (\$1,000,000; 4 years): The purpose of this project would be to provide specialized short courses in economic management, planning and public administration to link with in-service training activities foreseen for all the planning projects. Ghanaian institutions providing such training, such as the Ghana Institute of Management and Public Administration and the Management Development and Productivity Institute, have deteriorated in recent years.

Manpower supply for rationalized planning service (\$1,000,000; 4 years): This project would seek to strengthen the pre-service training of Ghanaian planners, probably through strengthening the Planning Department of the University of Science and Technology.

Linkages between subprogramme 3 and other aid

63. The NaTCAP process will identify elaborate linkages between this subprogramme and other donor activities. It is already clear that an important link will be with the education sectoral adjustment programme which is being supported by the World Bank. It is also known that UKODA is considering assistance in this area.

64. Efforts will be made to link this subprogramme in particular with the UNDP Regional Programme for Africa through such institutions as the African Institute for Economic Planning and the African Regional Centre for Technology, both located in Dakar, and the Eastern and Southern African Management Institute in Tanzania. Links might also be developed with the Regional Institute for Population Studies at the University of Ghana, which is financed by UNFPA. The latter institute provides both training and consultancy inputs to projects in the fourth country programme.

65. Other links between projects in this subprogramme and those in the other two subprogrammes have already been referred to. The proposed manpower planning component of the macro project (subprogramme 1) would have a direct bearing on projects in this subprogramme and could provide the means of institutionalizing the NaTCAP exercise within Government.

C. Unprogrammed reserve

66. Each of the three subprogrammes within this Programme has a sufficiently large programmed reserve to allow for some changes of emphasis in government priorities and/or changes to reflect different circumstances. Taken as a whole, however, the country programme does not encompass the whole range of Ghanaian development needs. Urgent priorities for UNDP assistance which may not be related to the three programme objectives may well arise during its implementation. To provide for this contingency, the country programme sets aside \$3,222,000. This "unprogrammed reserve" is intended to provide the programme with the flexibility and capacity to respond to presently unforeseen needs. The reserve is equivalent to 7.9 per cent of the Programme's total resources and 10.3 per cent of the IPF resources for the fourth UNDP cycle.

Annex

FINANCIAL SUMMARY

I. ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING

<u>A. UNDP-administered sources</u>	<u>\$</u>	<u>\$</u>
Third cycle IPF balance (provisional)	4 433 000	
Fourth cycle IPF	31 261 000	
Subtotal IPF		35 694 000
Special Measures Fund for Least Developed Countries	-	
Special programme resources	-	
Government cost-sharing	-	
Third-party cost-sharing	1 180 000	
Operational funds under the authority of the Administrator (UNIFEM, UNSO, UNFSTD)	2 220 000	
UNDP special trust funds	-	
Subtotal, UNDP non-IPF funds		3 400 000
<u>B. Other sources</u>		
Funds from other United Nations agencies or organizations firmly committed as a result of the country programme exercise (UNFPA)	1 457 000	
Parallel financing from non-United Nations sources (NTF)	336 000	
Subtotal, other sources		<u>1 793 000</u>
TOTAL ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING		<u><u>40 887 000</u></u>

II. USE OF RESOURCES

Ongoing projects	10 833 000
New project proposals	19 832 000
Programmed reserve	7 000 000
Subtotal, programmed resources	37 665 000
Unprogrammed reserve	<u>3 222 000</u>
TOTAL USE OF RESOURCES	<u><u>40 887 000</u></u>
