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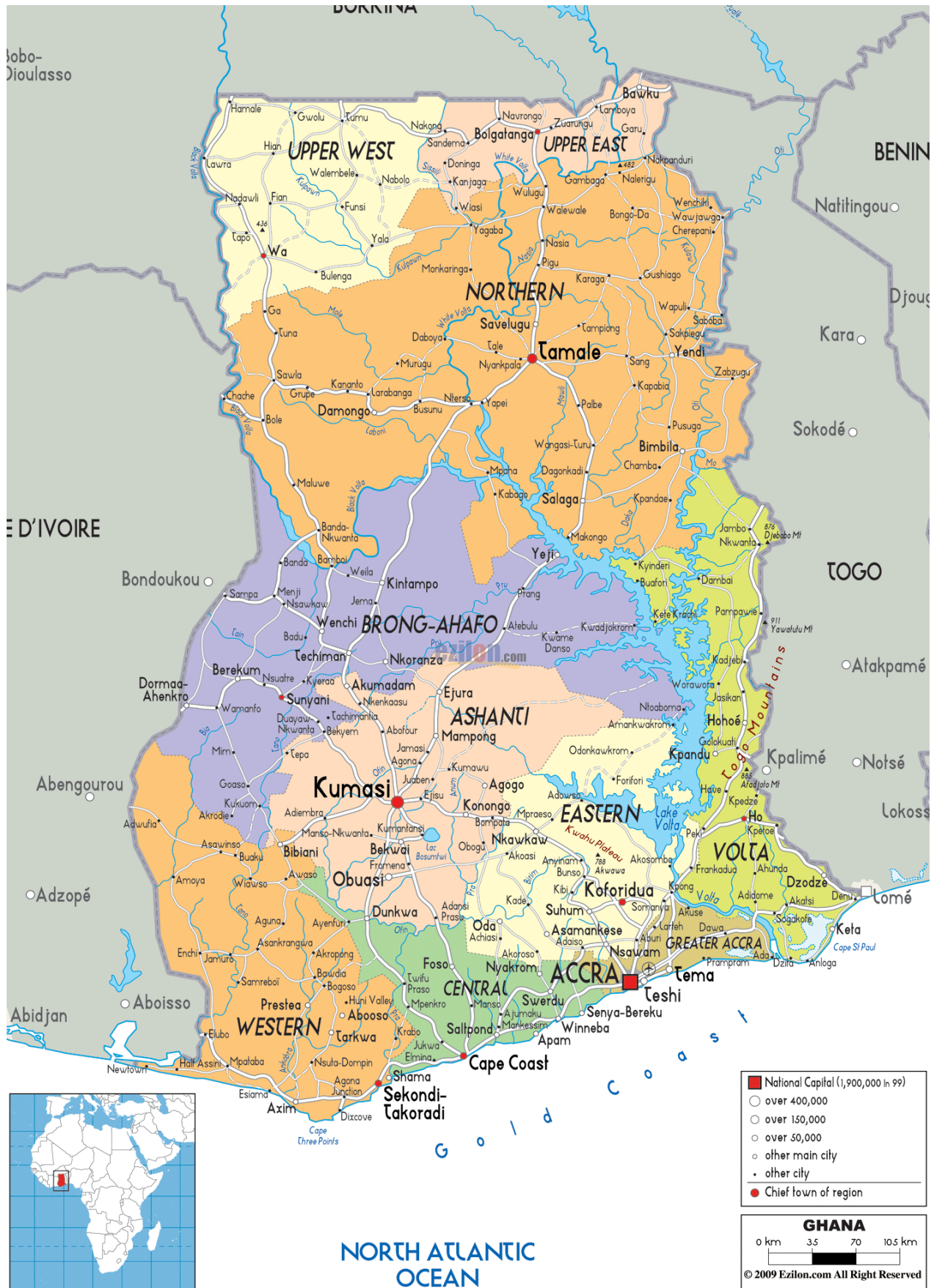
# USAID/GHANA

**COUNTRY DEVELOPMENT COOPERATION STRATEGY**

**2013–2017**

(Public Version)

December 2012



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## ACRONYMS

ADS	Automated Directives System
AIDS	Acquired Immunodeficiency Syndrome
APR	Government of Ghana Annual Progress Report on implementation of the Ghana Shared Growth and Development Agenda
CAADP	Comprehensive Africa Agriculture Development Program
CDCS	Country Development Cooperation Strategy
CHPS	Community Health Planning and Services (initiative)
CSO	Civil Society Organization
DA	District Assembly
DEO	District Education Office
DEOC	District Education Oversight Committee
DRG	Democracy, Rights, and Governance
DHIMS	District Health Information Management System
DO	Development Objective
DP	Development Partner
EMIS	Education Management Information System
ESP	Government of Ghana Education Strategic Plan
FASDEP	Government of Ghana Food & Agriculture Sector Development Policy
FOAT	Functional and Organizational Assessment Tool
FSW	Female Sex Worker
FTF	Feed the Future
FY	Fiscal Year
GDP	Gross Domestic Product
GES	Ghana Education Service
GEU	Girls Education Unit
GHI	Global Health Initiative
GHS	Ghana Health Service
GIFMIS	Ghana Integrated Financial Management System
GoG	Government of Ghana
GSGDA	Ghana Shared Growth and Development Agenda
HDI	Human Development Index
HIV	Human Immunodeficiency Virus
ICASS	International Cooperative Administrative Support Service
ICT	Information and Communication Technology
IPTp	Intermittent Preventive Treatment in Pregnancy
IPR	Implementation and Procurement Reform
IR	Intermediate Result
IRS	Indoor Residual Spraying
ITN	Insecticide Treated (Bed) Net
JCAP	Partnership for Growth Joint Country Action Plan
MARP	Most-At-Risk Population
MDAs	Ministries, Departments, and Agencies
MDG	Millennium Development Goal
METASIP	Government of Ghana Medium Term Agriculture Sector Investment Plan
M&E	Monitoring and Evaluation
MMDA	Metropolitan, Municipal, and District Assembly
MOH	Ministry of Health
MOFEP	Ministry of Finance and Economic Planning
MSM	Men Who Have Sex with Men

MSME	Micro, Small, and Medium Enterprises
MSW	Male Sex Worker
MT	Metric Ton
NALAP	National Literacy Acceleration Program
NDPC	National Development Planning Commission
NEA	National Educational Assessment
NGO	Nongovernmental Organization
NIB	National Inspectorate Board
NPP	Non-Paying Partners
NTC	National Teaching Council
OCA	Organizational Capacity Assessment
ODA	Official Development Assistance
PGF	Partnership for Growth
PMP	Performance Management Plan
PPR	Performance Plan and Report
PTA	Parent-Teacher Association
R&D	Research and Development
RF	Results Framework
SADA	Savannah Accelerated Development Authority
SRC	School Report Card
SME	Small and Medium Enterprise
STAR	Strengthened Transparency, Accountability, and Responsiveness
TLM	Teaching and Learning Material
USDA	United States Department of Agriculture
USAID	United States Agency for International Development
USG	United States Government

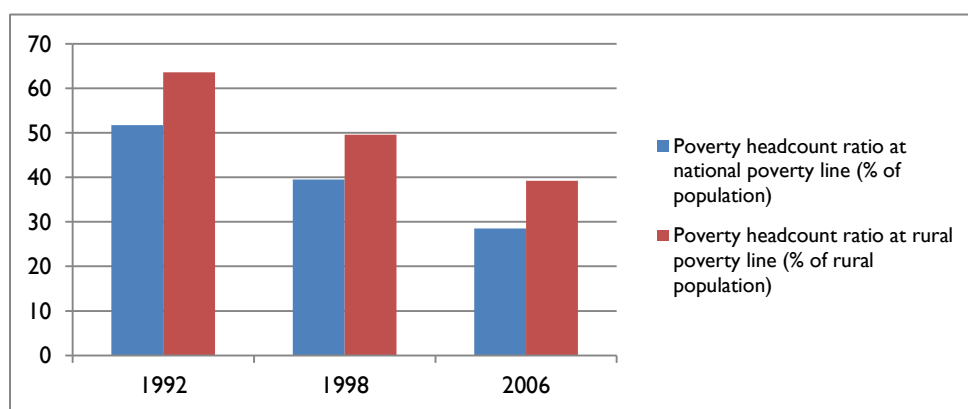


## DEVELOPMENT CONTEXT

Ghana's economic progress over the last 20 years has been laudable. Economic growth has averaged more than six percent each year and the country is among the few in Africa expected to meet the Millennium Development Goal (MDG) of halving the poverty rate by 2015. This growth has also enabled Ghana to achieve lower-middle-income status, though unexpectedly, following the rebasing of its GDP figures in November 2010.

Economic growth is not equivalent to development, however, and despite significant growth and improvements in the quality of life, Ghana faces persistent development challenges that must be addressed to realize and sustain the benefits of a middle-income country. As shown by the constraints analysis undertaken for the U.S.-Ghana Partnership for Growth (PFG), high borrowing costs, unreliable supply of electric power and high transactions costs in land markets continue to be key binding constraints to broad-based economic growth. Beyond these major constraints, Ghana continues to face a number of specific challenges. First, while the rate of poverty has decreased significantly at the national level, rural areas have failed to achieve similar reductions in poverty (see Chart 1). Reports by the World Bank (March 2011) also reflect a strong geographic disparity in income whereby the poverty rate is about 20 percent in the South, compared to about 60 percent in the North. Addressing this geographic divide remains an area of great importance, as its reduction is necessary to achieve broad-based economic growth and development.

**Chart 1: Poverty Rate in Ghana, various years**



Source: World Development Indicators

Second, while Ghana continues to enjoy strong economic growth, employment opportunities in the private sector remain inadequate to absorb the growing labor force. To achieve private sector-led growth that accelerates job creation and income generation, Ghana must improve access to credit, ensure a reliable power supply, and improve property rights related to land, among other challenges. In addition, current agricultural practices, expansion of the extractive industry, and climate change have contributed to deforestation, increasingly erratic rainfall, and coastline erosion.

Third, the production of oil presents an opportunity and challenge. The Government of Ghana (GoG) is keenly aware of the potential “curse or blessing” that oil reserves represent. While proven reserves of oil and gas place Ghana well below the production potential of Nigeria, Angola, or Equatorial Guinea, revenues to the GoG could be as much as ten percent of its national budget by the end of the country development cooperation strategy (CDCS) period. If this sector is efficiently, effectively, and transparently developed, it

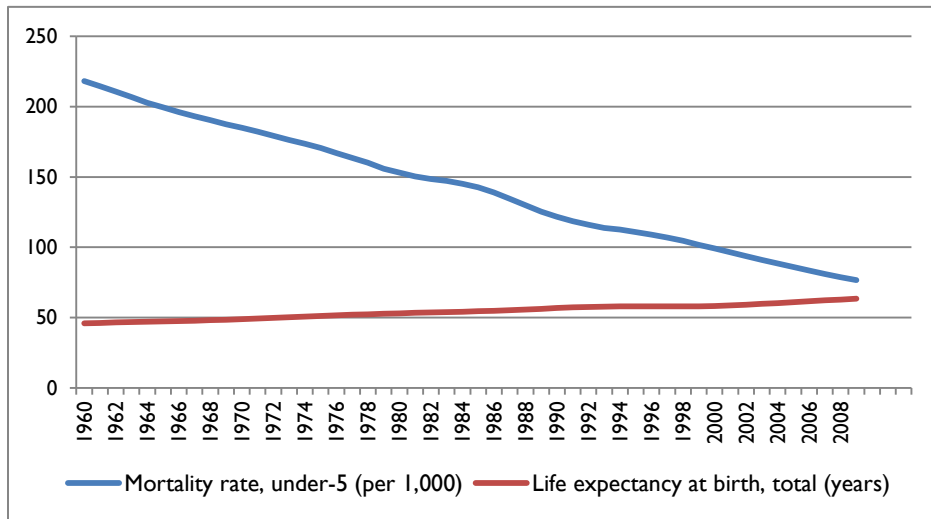
can be a transformational event in Ghana's history. Failing to do so, however, could result in a scenario with the potential to unravel the tremendous political, economic, and social gains made to-date. The decisions being made now regarding how to manage the development of the oil and gas sector will shape Ghana's future and its role, stature, and place in the world community. The needs identified by the Ministry of Energy and the USAID-sponsored Oil and Gas Sector Needs Assessment include technical assistance to the government in the oil and gas sector; short-term workforce development and training for key staff in ministries and national companies; assistance in managing oil and gas expectations to realistic levels; and support to small and medium enterprises (SMEs) in the Western Region to provide goods and services to an industry with some of the highest international standards.

Fourth, Ghana has demonstrated its capacity to advance democracy through five successive peaceful elections, two of which were handovers to the opposition party. In the regional context, Ghana has also emerged as a leader in Sub-Saharan Africa, as Ghanaian institutions are frequently called upon to participate in international peace-keeping operations, elections monitoring, and conflict resolutions. Despite these achievements, the country is far from reaching its potential in terms of good governance. Weak institutions, a concentration of power in the executive, over-centralized authority, corruption, and narcotics trafficking problems present challenges to its efforts to provide the citizens of Ghana with the services they require to improve their livelihoods in a sustainable fashion. On the local level, three interlocking governance challenges are likely to dominate Ghana's immediate future: improving service delivery to citizens; expanding public participation in governance; and accountably and transparently managing Ghana's natural resources. Several factors constrain local government's ability to effectively deliver services to constituents. These include the lack of capacity and support by central government to optimize systems for the management and collection of locally generated revenues, which constrains local government's ability to finance service delivery and quality control activities; the late arrival of funds from the central government, which comprises the vast majority of local government's fiscal resources; and local government's lack of authority to hire, fire, reprimand, or reward the civil servants that support them. In addition, Ghana is challenged by conflicting legislation, parallel structures, overlapping responsibilities, and insufficient coordination between the government bodies at the national, regional, and district levels. Alleviating these difficulties could pay major dividends for Ghana.

Fifth, Ghana also faces serious challenges in the health sector. Ghanaians suffer from a high burden of disease, especially malaria, as well as still-high rates of maternal and infant mortality. Problems include low access, quality, and use of family planning and maternal, newborn, and child health services; micro-nutrient deficiencies; low use of interventions to prevent malaria and a lack of effective case management and diagnostics; high prevalence of HIV among most-at-risk groups and stigma against these groups and others living with HIV/AIDS; poor water quality and lack of access to sanitation facilities; mismanagement of health commodities and human resources; and overall weak regional, district, and community management systems. The primary challenge is to increase access to high quality services for those who need them and attain behavior changes to prevent morbidity and mortality. This requires a focus on service delivery at the community level, with a secondary focus on strengthening the health systems—human resources, finances, information, and logistics—on which quality services rely. Opportunities exist to focus at the household level; emphasize and clarify linkages among Maternal Child Health, Family Planning, malaria, and HIV funding and programming; reinforce linkages with donor programming; improve private sector participation; and address gaps in urban health care and family planning. In particular, while long-term trends in the infant mortality rate and life expectancy are encouraging, there is much room for improvement (see Chart 2).



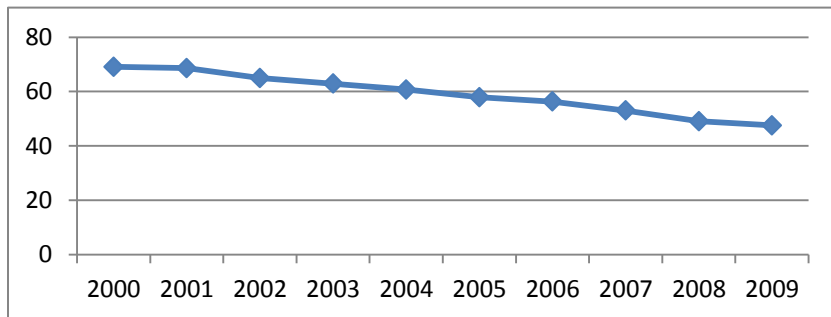
**Chart 2: Infant Mortality Rate and Life Expectancy**



Source: World Development Indicators

Finally, access to education has improved, but quality remains poor. Over the past decade, primary school gross enrollment in Ghana has risen from 70 percent to 95 percent. The elimination of school fees, significant capital investments, targeted school feeding efforts, and private school expansion have helped bring thousands of new students into the system. This rapid increase in enrollment has placed enormous stress on system capacity. While concerted efforts by the GoG and its development partners may make universal access obtainable by 2015, the provision of quality education is a longer-term challenge. At present, roughly half of all students fail their basic education completion exam and roughly 70 percent drop out before obtaining a high school diploma. For those students who do complete school, many are ill-prepared to find employment or seek further education. This decline in the quality of education is reflected in the decline in the percent of trained teachers in primary education (see Chart 3).

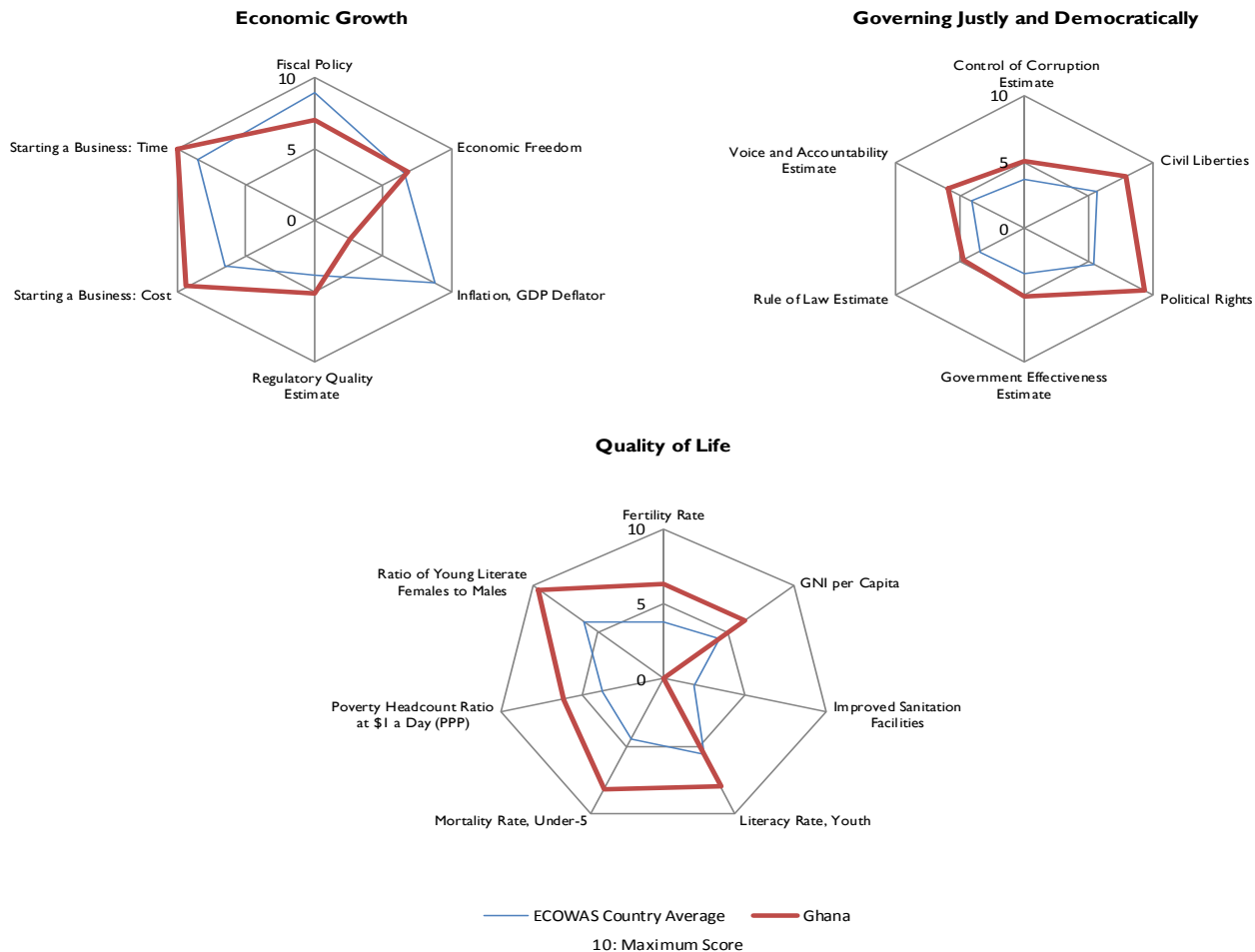
**Chart 3: Trained teachers in primary education (percent of total teachers)**



Source: World Development Indicators

Opportunities exist to support decentralization, the most effective way to identify and address local educational challenges and to promote accountability; to improve public sector and civil service management in order to effectively use limited resources to improve educational outcomes; and to leverage the private sector to reach educational goals.

## Indices that Characterize the Development Context



## OVERVIEW OF GHANA'S SHARED GROWTH AND DEVELOPMENT AGENDA

Within the contexts of the constitutional requirement and the Better Ghana Agenda, the GoG has developed an ambitious national plan called the Ghana Shared Growth and Development Agenda (GSGDA, 2010–2013). This agenda, which Development Partners (DPs), including USAID, actively support, is anchored on the following themes:

*Ensuring and sustaining macroeconomic stability:* The overarching goal of the medium-term economic development policy is to achieve and sustain economic stability while placing the economy on a path of higher growth in order to attain a per capita income of at least \$3,000 by 2020, while also achieving the Millennium Development Goals.

*Enhanced competitiveness of Ghana's private sector:* The private sector is expected to partner with government and other stakeholders in the transformation of the economy through modernized agriculture and the exploitation and processing of Ghana's natural resource endowments. The key strategies for enhancing the competitiveness of the private sector are: private sector development; good corporate governance; development of viable and efficient micro, small, and medium

enterprises (MSMEs); accelerated industrial development; development of the tourism industry; and the promotion of the creative industry.

*Accelerated agricultural modernization and natural resource management:* The focus of agriculture development, over the medium-term, will be to accelerate agricultural modernization through implementation of the Food and Agriculture Sector Development Policy (FASDEP II) and the corresponding investment plan as detailed in the Medium-Term Agricultural Sector Investment Plan (METASIP), and ensure an effective linkage between agriculture and industry. Moreover, GoG policy measures will be directed towards improving cross-sectoral environmental management; adapting to the impact of, and reducing vulnerability to, climate variability and change; maintaining and enhancing protected areas; addressing loss of biodiversity; promoting sustainable extraction and use of mineral resources; integrated water-resource management; and enhancing community participation in environmental governance and natural resource management, as well as the mitigation of the impact of natural disasters.

*Oil and gas development:* The key areas of policy focus in the medium- to long-term for the oil and gas subsector are: employment creation; protecting the environment; revenue management and transparency; diversification of the economy; capacity development; and increasing access to petroleum products.

*Infrastructure, energy and human settlements development:* In the medium-term, priority attention will be given to the expansion of existing social and economic-production infrastructure to ensure that services provided are reliable, affordable, and efficient. The medium-term energy policy aims at ensuring a secure and reliable supply of high quality energy products and services for all sectors of the economy. Although Ghana abounds in renewable energy resources, their exploitation has so far been minimal. The overall goal of human settlements development is to ensure that human settlements development, including other, related infrastructure in Ghana's cities, towns, and villages, is undertaken in a planned and spatially determined manner in order to enhance socio-economic development and equity.

*Human development, employment and productivity:* To address historical imbalances in development, the GSGDA emphasizes reducing spatial and income inequalities across the country through the establishment of special development zones, such as SADA (Savannah Accelerated Development Authority), Western Corridor Authority, and Eastern Corridor Authority, among others. This will be accompanied by intensification of the implementation of the national social protection strategy and review of the overall national social-protection framework. A national productivity measurement framework and capacity-enhancement programs will be developed. Metropolitan, municipal, and district assemblies (MMDAs) and ministries, departments, and agencies (MDAs) will be supported to develop and implement employment-creation programs. In addition, the legal and institutional framework for labor administration will be strengthened and a functional labor market information system will be designed and implemented.

*Transparent and Accountable Governance:* The medium-term development policy framework focuses on: deepening the practice of democracy and institutional reforms; local governance and decentralization; public policy management and public sector reforms; enhancing development communication;

participation of women in governance; corruption and economic crimes; rule of law and justice; public safety and security; access to rights and entitlements; national culture for development; domestic, and international relations; migration for development; and evidence-based decision making.

In mid-2012, USAID/Ghana joined other donors in signing the Government of Ghana/Development Partners Compact 2012–2022 to implement this development agenda and an overlapping list of eight priorities. As stated in the final June 21, 2012 version of the Compact: “Taking into consideration GoG’s overall vision and the medium-term priorities, GoG proposes to direct the application of ODA [Official Development Assistance] and other forms of development finance and cooperation towards the implementation of programs and projects in the following eight areas:

- Reducing disparities and inequality
- Human development
- Accelerating agricultural modernization
- Provision of strategic infrastructure
- Natural resources management and environmental governance
- Deepening democratic and accountable governance
- Private sector development
- Strengthening public sector institutions and systems.”

Throughout the CDCS process, USAID/Ghana has consulted closely with the GoG, development partners, the U.S. Country Team, Ghanaian civil society, and USAID/Washington to ensure mutual understanding, to manage expectations, and to align our respective strategies as closely as possible. As described below, these consultations underlie USAID/Ghana’s goal statement, our Results Frameworks and performance indicators, and our strategic approach.

It should also be noted that, recognizing the strong geographic divide in the country whereby the Northern region lags behind the southern part with respect to most economic development indicators, the Government of Ghana has taken a strong position on encouraging economic development in the North. As a result, donors and other development partners are encouraged to consider the North as the region of focus for most development projects. This emphasis informs the geographic focus of some of the elements of this CDCS. In particular, the Feed the Future (FTF) Initiative is focused in Northern Ghana.



COUNTRY DEVELOPMENT COOPERATION STRATEGY (2013-2017)

RESULTS FRAMEWORK

GOAL:

**Ghana's Transition Towards Established Middle Income Status Accelerated**

**DEVELOPMENT OBJECTIVE 1:**

Strengthened Responsive Democratic Governance

**DEVELOPMENT OBJECTIVE 2:**

Sustainable and Broadly Shared Economic Growth

**DEVELOPMENT OBJECTIVE 3:**

Equitable Improvements in Health Status

**DEVELOPMENT OBJECTIVE 4:**

Improved Reading Performance in Primary School

## DEVELOPMENT HYPOTHESIS

USAID/Ghana is committed to supporting the Government of Ghana in realizing its goal of becoming an established middle-income country by 2022. USAID/Ghana's development hypothesis is that four carefully selected Development Objectives (DOs) are needed to help move Ghana along this path, i.e., that if democratic governance is strengthened, and economic growth is sustainable and broadly shared, and equitable improvements occur in Ghanaians' health status, and if there is improved reading performance among children in primary school, then Ghana's transition to established middle-income status will be accelerated during the 2013–2017 strategy period. Notwithstanding USAID/Ghana's implementation of numerous Presidential Policies, Initiatives, Congressional earmarks, and other mandates with their attendant program requirements and indicators, the CDCS Results Framework retains the causal linkages and analytical rigor that are essential for systematic, effective programming, adherence to USAID policy guidance, and **managing for results**. As the term CDCS makes clear, and aligned with USAID Forward and the agency's Policy Framework, USAID/Ghana will work with the Government of Ghana and other partners in ways that go beyond donor-led *development assistance*. Rather, strategic *cooperation* is embedded in this Results Framework; capacity-building of local institutions and organizations to supply and demand improved accountability and responsiveness are recurring themes. This cooperation continues USAID/Ghana's modus operandi of participatory development and is informed by the extensive stakeholder consultation and sector analyses described in the footnotes and Annexes. In developing and implementing this CDCS, USAID/Ghana is committed to the approach that President Obama emphasized in his July 2009 speech to the Ghanaian parliament in Accra: "We must start from the simple premise that Africa's future is up to Africans."

Automated directives system (ADS) 201.3.3.3 states, "The CDCS Goal is the highest-level impact to be advanced or achieved by USAID, the host country, civil society actors, and other development partners within the CDCS timeframe. USAID/Ghana is responsible for progressing toward the CDCS Goal as it advances toward achieving the DOs. The CDCS Goal should strike a balance between being ambitious and realistic." The ADS 200 Glossary expands on this definition, stating that "The CDCS Goal must reflect the cumulative impact of the DOs and capture the internal logic of the results framework (RF): if the DOs are accomplished or advanced, progress will be made toward achieving the CDCS Goal."

USAID/Ghana staff (including leadership, technical teams, and business support offices) collaborated on the articulation of a goal that is ambitious but achievable, represents USAID's alignment with the aspirations of the government and people of Ghana, advances U.S. foreign policy interests, and optimizes collaboration with other development partners. Preliminary goal statements referred to specific development sectors or echoed some (but not all four) draft Development Objectives. At the Mission-wide retreat on May 2, 2012 and subsequent CDCS Working Group meetings, the USAID team drafted new goal statements to capture what USAID could achieve, with partners, by 2017. USAID/Ghana staff queried the options to determine whether they were possible, measurable, politically palatable, inspiring, and unifying and agreed on a draft goal statement focused on the transition to aid independence. On June 7, 2012, USAID/Ghana's leadership presented the draft goal and RF to the Government of Ghana, whose representatives asserted that a revised goal statement, focused on the *transition to established middle-income status*, would align better with Ghana's own goal and remarkable potential in the coming five years.

## Goal: Ghana's Transition towards Established Middle Income Status Accelerated

USAID/Ghana proposes to measure this goal using the following indicators:

- Ghana's Human Development Index (HDI) score<sup>1</sup>
- Rate of increase in Ghana's HDI score
- Percentage of MDGs met (used by the Government of Ghana in its Annual Progress Report [APR] for the GSGDA)

With an annual growth rate of 14.3 percent in 2011 making Ghana the world's fastest growing economy, oil revenues projected at \$1 billion per annum by the World Bank, and with a history of peaceful elections and regional leadership, Ghana has been a lower middle income country since November 2010. In order to build upon these accomplishments and Ghana's potential for stability, prosperity, environmental stewardship, and improved living standards, the GoG has undertaken its own planning process to attain established middle income status. Key GoG outputs from this process include: the GSGDA 2010–2013, Ghana's Aid Policy and Strategy (2011–2015), and the compact between the Government of Ghana and development partners 2012–2022. The Compact's preamble states that it "should not be read as an ODA exit strategy, but should provide guidance for the strategic choices that will have to be made by the GoG and DPs alike in the period 2012–2022, as well as for the fostering of new alliances with emerging new players in development cooperation, *with the ultimate goal of transforming Ghana into an established middle income and aid independent country* [emphasis added]."<sup>2</sup>

The following assumptions and risks pertain to the CDCS goal and development hypothesis, in addition to risks and assumptions provided for each DO:

### Assumptions

- While ethnic frictions exist in Ghana and membership in Ghana's two main political parties tends to follow ethnic lines, ethnic tensions will not ignite and Ghana will remain free of ethnic and communal conflict.
- Ghana will continue to support a democratic form of government, including the right of citizens to form associations and hold their government accountable.
- The decentralization process will continue.
- Ghana will continue to derive significant revenue from oil.
- The successor plan to the current GSGDA will emphasize USAID/Ghana's four sectors.

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1 Per the United Nations Human Development Program website for the 2011 Human Development Index at <http://hdrstats.undp.org/en/countries/profiles/GHA.html>: "Each year since 1990 the Human Development Report has published the Human Development Index (HDI), which was introduced as an alternative to conventional measures of national development, such as level of income and the rate of economic growth. The HDI represents a push for a broader definition of well-being and provides a composite measure of three basic dimensions of human development: health, education and income. Ghana's HDI is 0.541, which gives the country a rank of 135 out of 187 countries with comparable data. The HDI of Sub-Saharan Africa as a region increased from 0.365 in 1980 to 0.463 today, placing Ghana above the regional average."

2 Government of Ghana, Compact between the Government of Ghana and Development Partners 2012–2022, p. 6. The Compact states further: "GoG is committed towards a path of reducing Ghana's aid dependency in the medium- to long-term by (i) gradually assuming full financial responsibility for investing in accelerated development, reducing poverty and inequality – through creating special budget instruments for these tasks; and (ii) producing a plan for a phased transformation of ODA in coming years, specifying an assessment of the projected volumes of ODA which Ghana can expect, projected time-lines and outlining the role of DPs vis-à-vis other sources of financing. These commitments, however, cannot be unilateral; they are inspired by a shared-vision of partnership with DPs, within the context of the Ghana Aid Policy (as further refined by the present Compact)," p. 9. The Compact was signed in June 2012.

## Risks

- The oil industry poses multiple risks for Ghana, including: increased corruption, environmental degradation in general and impacts on fisheries in particular; HIV/AIDS risks due to increased labor mobility and sex work related to the oil industry; and unequal access to Ghana's oil wealth across political parties, geographic regions, and population groups.<sup>3</sup>
- Ghana's accelerated development process risks exacerbating other inequities, as well.<sup>4</sup>
- The relatively weak independence of the Auditor General may inhibit USAID/Ghana's implementation of Implementation and Procurement Reform (IPR).<sup>5</sup>
- With over 50 percent of its population under the age of 30, Ghana faces potentially destabilizing unemployment.

## DEVELOPMENT OBJECTIVES

As stated in ADS 200, a Development Objective (DO) is: "The most ambitious result that a USAID Mission or Bureau/Independent Office, along with its partners, can materially affect, and for which it is willing to be held accountable." USAID/Ghana's DOs comply with the three core elements of the ADS definition: level of impact, partnership, and accountability. The DOs and their associated Intermediate Results (IRs) are listed below, with references to other USAID strategies and initiatives. USAID/Ghana's cross-cutting Intermediate Result focused on improved public sector accountability is listed in italics:

- DO 1: Strengthened Responsive, Democratic Governance
  - IR 1.1: Improved local government performance
  - *IR 1.2: Increased government accountability to better-informed citizens*
  - IR 1.3: Strengthened election institutions and processes
- DO 2: Sustainable and Broadly Shared Economic Growth
  - IR 2.1: Increased competitiveness of major food chains (Ref. FTF IR 1)
  - IR 2.2: Improved enabling environment for private sector investment (Ref. FTF IR 1.3)
  - IR 2.3: Improved resiliency of vulnerable households and communities and reduced under-nutrition (Ref. FTF IR 2)
  - *IR 2.4: Increased government accountability and responsiveness*
- DO 3: Equitable Improvements in Health Status
  - IR 3.1: Increased access to integrated health services (Ref. Global Health Initiative [GHI] IR 1)
  - IR 3.2: Increased availability of community-based health resources (Ref. GHI IR 2)
  - IR 3.3: Strengthened and responsive health systems (Ref. GHI IR 1 and IR 2)
  - *IR 3.4: Improved health sector governance and accountability* (Ref. GHI IR3)

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<sup>3</sup> The Democracy and Governance Assessment noted: "The President gets to appoint a majority of the board of Ghana's State-Owned Enterprises and all Ministers. In turn, these entities distribute a large number of contracts. Lack of transparency in these tenders facilitates the capacity of the ruling party to distribute these contracts to their political supporters." Democracy International, Inc.: Ghana Democracy and Governance Assessment Final Report, August 2011, pp. 24-25.

<sup>4</sup> For example, USAID/Ghana's Gender Assessment cites a 2011 World Bank study that "women's well-being in a household does not correlate with men's prosperity" and notes that "In a recent survey of assets control and ownership, University of Ghana researchers also found as household wealth increased, the equity in asset ownership declined." Cultural Practice, LLC: USAID/Ghana Gender Assessment Volume I, December 2, 2011, p. 25.

<sup>5</sup> Democracy International, Inc., Op. Cit., p. 14.



- DO 4: Improved Reading Performance in Primary School
  - IR 4.1: Enhanced reading and math instruction
  - IR 4.2: Strengthened basic education- management systems
  - IR 4.3: *Increased government accountability and transparency*

The four DOs reflect the Phase I Consultation Note, in-depth technical analyses, sector team and retreat discussions, stakeholder consultations, Government of Ghana’s development priorities, and the USAID/Washington comments on the draft Result Framework and RF Narrative, as well as the principles of the Paris Declaration on Aid Effectiveness, Accra Agenda for Action, and Busan Partnership for Effective Development Cooperation; the rationale for multi-year strategic plans articulated in Presidential Policy Directive (PPD) 6 for Global Development and the Quadrennial Diplomacy and Development Review;<sup>6</sup> the four pillars of PPD 16 on U.S. strategy for sub-Saharan Africa; the agency’s re-invigorated policy environment provided by USAID Forward, the USAID Policy Framework, the USAID Program Cycle, and the new Gender Policy; and new USAID strategies for Education, Feed the Future, and the Global Health Initiative. The DOs also reflect sector- and country-specific mandates and U.S. foreign policy priorities, as well as Mission-level planning principles to help clarify what is “necessary and sufficient.” These principles state that the USAID/Ghana CDCS:

- Supports mandates while using an evidence base for programs
- Aligns with the GSGDA and GoG/Development Partner Compact and the need for capacity-building and institutional strengthening to support the transition to established middle-income status
- Uses a gender lens to support effectiveness as well as equity: USAID Ghana recognizes that supporting activities to remove gender-based constraints is a significant pathway towards improved health outcomes, higher levels of educational attainment, economic opportunities, and political participation
- Aligns with IPR objectives of increased financing through Government to Government mechanisms and local civil society actors
- Emphasizes improving governance and furthering the process of decentralization in Ghana
- Attempts to “do no harm,” understanding that development programs could unintentionally exacerbate such phenomena as child labor, burdens placed on women, or environmental degradation
- Uses cross-sectoral integration where possible to optimize program synergies
- Targets resources to the north of Ghana and other geographic areas where needs are greatest
- Aligns closely with the four pillars of the PPD 16. (**Annex I** provides more detail on the alignment of the CDCS DOs to the four pillars of PPD 16.)

Summary comments about the Results Framework are provided here, followed by the individual DOs and their Results Frameworks. The DO for strengthened democratic governance addresses the need to build the capacity of public institutions, while helping to ensure that government at the national and local levels is effective, accountable, and responsive to citizen engagement—the purpose of the common Intermediate

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<sup>6</sup> "USAID will work in collaboration with other agencies to formulate country development cooperation strategies that are results-oriented and will partner with host countries (governments and citizens) to focus investments in key areas that shape countries' overall stability and prosperity," Presidential Policy Directive 6. "We will make our investments predictable and sustainable by implementing multi-year plans for foreign assistance." Quadrennial Diplomacy and Development Review, U.S. Department of State and USAID.

Result. The economic growth objective stresses *broadly shared* economic growth to address gender-based and geographic disparities, vulnerable populations, the persistently low rate of growth in agriculture, and the uneven access to Ghana’s growing prosperity that political patronage and massive oil revenues risk exacerbating. The term “sustainability” in the economic growth DO also signals a need to mitigate environmental risks associated with growth, as well as the challenge of maintaining growth over time. The health objective aligns with GHI at all levels. It is explicit with regard to equity, in response to disparities in health status associated with income levels and geographic regions in Ghana. The health DO also includes equity to reduce the disproportionate burden that women bear as care-givers and health actors at the family and community level and their high vulnerability to maternal mortality and gender-based violence in Ghana. The education objective supports the agency’s Education Strategy and focuses on quality (rather than access). The DO also recognizes—and will seek to address—Ghana’s need for citizens with both literacy and numeracy skill, in order to reach established middle income status.

In addition to the themes of capacity-building, equity, support for government decentralization, and the intent to target interventions to the Northern Region in particular, all four DOs include a cross-cutting Intermediate Result focused on increased government accountability to citizens and civil society organizations that are better able to engage with public institutions. The wording of this intermediate result varies slightly across DOs, as do the sub-intermediate results necessary and sufficient to achieve the common IR in each sector. The common IR on accountability has particular salience for Ghana, given projected increases in national revenue from the oil industry, concomitant risks of malfeasance, and the need for reform. As noted in the GoG-Donor Compact: “The development of national capacity to manage the transition to an oil- and gas- driven industrial economy is of utmost urgency. As elaborated in the GSGDA, the concept of the ‘New Approach to Public Sector Reforms’ is at the center of government’s policy to upgrade the public and civil services for transparent, accountable, efficient, and effective performance and service delivery.”<sup>7</sup>

Graphic representations of the four Development Objective Results Frameworks, with their associated narratives and performance indicators, follow. In numerous cases, USAID/Ghana proposes to use the same indicators as the Government of Ghana’s APR on the Ghana Shared Growth and Development Agenda; these indicators include the “APR” designation. In addition to the indicators listed below and in the Monitoring and Evaluation (M&E) section that concludes this narrative, USAID/Ghana will report on additional standard output and outcome indicators that are required as applicable by State/F through the annual Performance Plan and Report process and the Initiatives referenced throughout the RFs. These indicators are included in the Feed the Future, Global Health, and State/F indicator definitions handbooks.

The USAID/Ghana Environmental Threats and Opportunities Assessment (ETOA) identifies how the Mission Program areas of Health, Education, Democracy and Governance, and Feed the Future Initiative programming contribute to biodiversity conservation and environmental protection in Ghana.<sup>8</sup> The Ghana Climate Change Assessment recommends adaptation and mitigation measures with a view towards future USAID/Ghana programming.<sup>9</sup>

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7 GoG-Development Partner Compact, Op. Cit., p. 14.

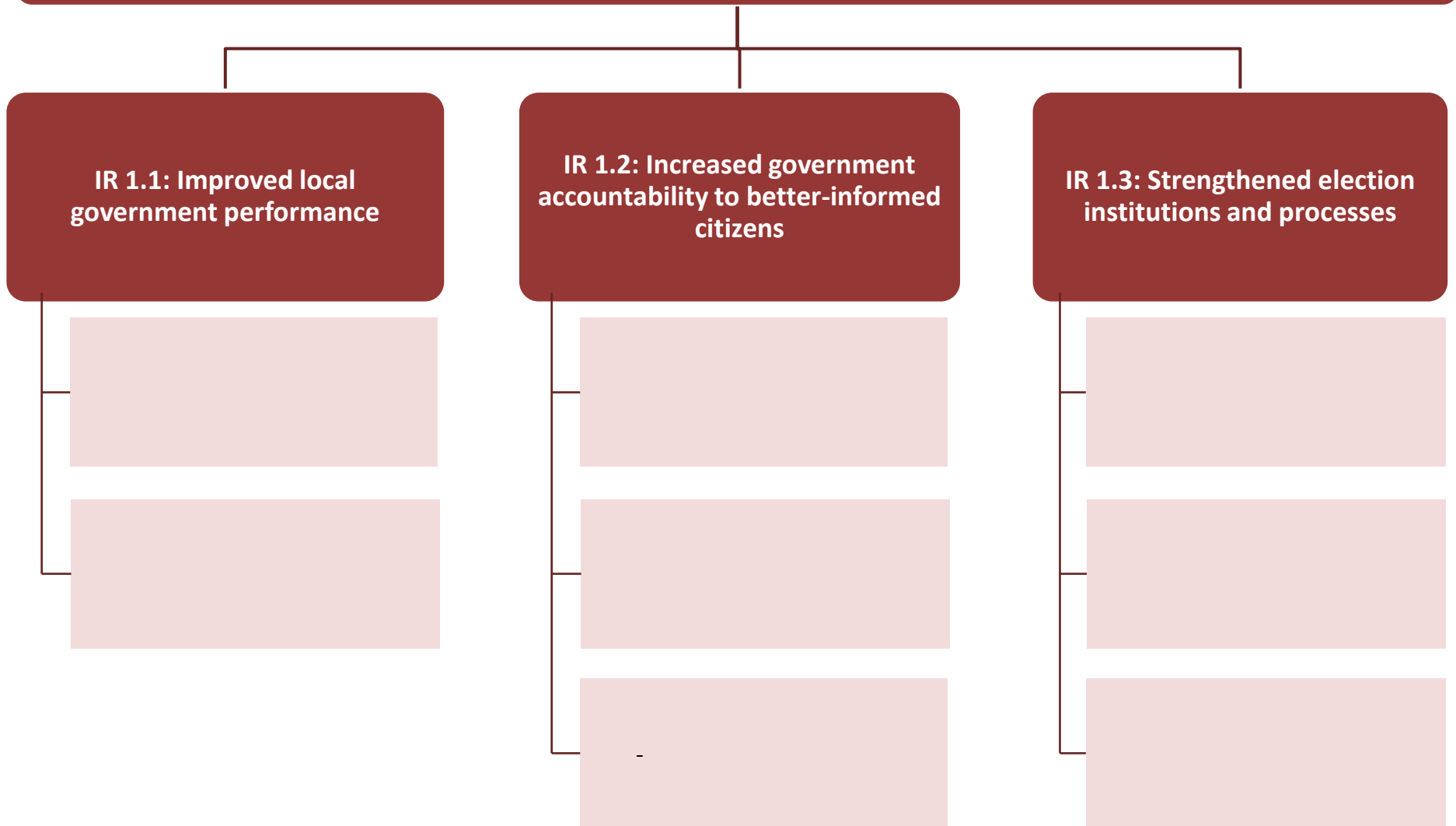
8 USAID/Ghana: Biodiversity and Tropical Forests Environmental Threats and Opportunities Assessment. A report submitted to USAID/Ghana. 2011

9 USAID/Ghana Climate Change Assessment. A report submitted to USAID/Ghana. 2011

DEVELOPMENT OBJECTIVE 1:

**Strengthened Responsive Democratic Governance**

INDICATORS: World Bank Governance Index, percentage of citizens expressing positive opinions of governments responsiveness in Afrobarometer Surveys



## DEMOCRACY, RIGHTS, AND GOVERNANCE

### DO 1: Strengthened Responsive, Democratic Governance

Ghana is a vibrant democracy with active political parties, a history of peaceful political transition, and freedom of speech and association. However, governance systems at both the national and local level are weak and, often insufficiently accountable to citizens. The Democracy, Rights and Governance (DRG) Results Framework responds to an operating environment characterized by an uneven pace of decentralization, popular expectations—as well as concern—that the government will improperly manage and invest oil revenues, and heightened risk of fraud and potential for violence in Ghana’s “winner-takes-all” elections. The DRG Results Framework emphasizes the need for improved governance and builds upon the 2011 Democracy and Governance Assessment and Ghana Gender Assessment, current DRG programming, past and planned evaluations in the sector, and broad stakeholder consultations. The proposed DRG Results Framework advances two of Ghana’s eight priorities, articulated in the Compact:<sup>10</sup>

1. Deepening democratic and accountable governance
2. Strengthening public sector institutions and systems

Both of these, in turn, are drivers of the “common IR” and systems-strengthening Sub-IRs found across all of USAID/Ghana’s Development Objectives. DO 1 is also directly aligned with the U.S. policy toward Sub-Saharan Africa – particularly pillar one “Strengthen Democratic Institutions.”

The DO is based on the following assumptions and risks:

#### Assumptions

- The December 2012 elections conclude peacefully and result in a clear winner and successful transfer of power if the incumbent is not re-elected.
- The Government continues to advance the process of decentralization.
- Ghana’s rapid growth will continue and the GoG will assume a greater role in its own development.
- No major natural or man-made disasters occur in Ghana over the strategy period.

#### Risks

- The 2012 election outcome is disputed or contested, leading to instability and political uncertainty. (Analyses characterize this as a low level risk nationally, but point to moderate risk for violence in specific localities.)
- Expected increases in oil revenue challenge the absorptive capacity of government institutions and may lead to increased corruption.

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<sup>10</sup> As stated in the final June 21, 2012 version of the Compact, p. 10: “Taking into consideration GoG’s overall vision and the medium-term priorities, GoG proposes to direct the application of ODA and other forms of development finance and cooperation towards the implementation of programs and projects in the following eight areas: Reducing disparities and inequality; human development; accelerating agricultural modernization; provision of strategic infrastructure; natural resources management and environmental governance; deepening democratic and accountable governance; private sector development; strengthening public sector institutions and systems.”

Ghana leads Africa in free and fair elections and enjoys robust civil society, an active free media, and general adherence to the rule of law. On a scale of 1 to 7, with 1 being the best, Freedom House recently gave Ghana a rating of 1 out of 7 on political rights and 2 out of 7 on civil liberties. Notwithstanding these characteristics, Ghana's constitution favors the executive branch of government and bestows political power so intensively on the ruling party that broad-based, participatory democracy is inhibited. USAID/Ghana and other donors<sup>11</sup> have determined that it is up to the people of Ghana alone—if they so desire—to change the 1992 Constitution that devised Ghana's current system of government and so heavily favors the executive branch. Donors have agreed to support improved government accountability and performance, including support for decentralization to devolve more control from central government institutions as mandated by law. The Government of Ghana has itself asked donors to provide assistance for the decentralization process.

Thus, the term *responsive, democratic* governance in the DO emphasizes the need for more accountable and representative public institutions at the national and local level, and for citizens and civil society organizations that are more able to serve as constituencies for reform and advocates of good governance, regardless of which party is in power. USAID/Ghana's development hypothesis is that, if low-capacity decentralized institutions improve their performance, if better-informed citizens succeed in demanding more accountability at all levels of government, and if election institutions and processes are strong enough to guarantee the fairness of Ghana's elections, then democratic governance will be strengthened and more responsive to citizens. This is essential for Ghana's transition to established middle-income status. As President Obama stated in his 2009 Accra speech, "Development depends on good governance."

In support of more responsive, democratic governance, USAID/Ghana is committed to achieving higher standards of effectiveness in human rights development principles, and to use those principles to better inform and expand human rights protection, promotion, and measurement of human rights performance ("the 4 P's"), as and when Agency guidance is received in the near future.<sup>12</sup>

In support of the Open Government Partnership, USAID/Washington is expected to launch a Grand Challenge on open government and transparency in December 2012 in some selected countries, with Ghana as one of those eligible. The vision of the USAID Grand Challenge—"Open, democratic governance is enabled by robust citizen feedback on government performance and by governments responding to that feedback. We seek inclusive ways to give voice to all citizens, and improve government responsiveness and accountability"—is fully representative of the spirit of the global OGP movement and is firmly synched with USAID/Ghana's CDCS.

## **DO-Level Indicators**

USAID/Ghana proposes to measure achievement of the DO with the following indicators:

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<sup>11</sup> USAID/Ghana maintains active donor collaboration and leadership on democracy and governance issues, with the Mission participating in Elections, Governance, and Decentralization GoG/Donor Sector Working Groups.

<sup>12</sup> The elevation of human rights is already strongly articulated in the Quadrennial Diplomacy and Development Review, the Presidential Policy Directive on Global Development, and the PPD New Strategy for sub-Saharan Africa. The new DRG Strategy (currently anticipated for approval in Fall 2012) will provide specific measures to move this human rights development agenda forward throughout all Agency programs, not just DRG sector work. It will also make clear distinctions and identify overlaps between the diplomatic approach to human rights (led by State) and the development approach to human rights (led by USAID).

- World Bank Governance Index percentile rankings for government accountability and effectiveness
- Percentage of citizens expressing positive opinions of government responsiveness in Afrobarometer surveys

The DRG DO has three Intermediate Results:

- **IR 1.1:** Improved local government performance
- **IR 1.2:** Increased government accountability to better-informed citizens
- **IR 1.3:** Strengthened electoral institutions and processes

### **IR 1.1 Improved Local Government Performance**

The Local Government Act of 1984 initiated the process of decentralization in Ghana, after which a number of decentralized departments were identified. “The long term expectation was that, where feasible, government services would be decentralized by 2015.”<sup>13</sup> Decentralization has occurred at varying paces across sectors and there is a need for improved coordination of decentralization within the GoG and at the district level. This IR is intended to help the GoG attain this coordination and improved performance, particularly with regard to administration and budgeting.

IR 1.1 builds upon experience with USAID/Ghana’s current, three-year, Local Governance and Decentralization Program (LOGODEP), and opportunities for synergy with other Development Partners, as articulated in the Compact: “DPs will provide support to key reform-oriented processes including Decentralisation. . . . All levels of Government, including districts and municipalities, but also relevant civil society organisations, will be considered for technical support, in particular in relation to enhanced domestic and social accountability and local service delivery.”<sup>14</sup> While the Ghana Democracy and Governance Assessment recommended against working with governmental institutions in favor of civil society organizations because of “structural problems” in the former, USAID/Ghana feels strongly that it should join DPs in assisting the decentralization process. Decentralization is essential to Ghana’s governance structure and USAID/Ghana will support the locally-driven process with capacity building as part of USAID Forward and in line with Ghana’s priorities from the Compact. USAID/Ghana believes that functionally integrated district and regional governmental institutions are possible in the medium term (five to eight years). This would require shifting all district-level technical offices to joint planning and integrated budgeting, with decisions in the district-level offices made, in the main, autonomously from the national ministries. Local technical-office decisions would be based on local service and investment (development) needs and planning (e.g., the Medium Term Development Plans) and would be coordinated at the local level with the District Assembly (DA), which is the government organizational unit through which most local citizen opinion and advocacy pass. The role of the national ministries would be to coordinate plans and budget requests from the districts and to provide audit and technical oversight of district-level activities. The local governance and decentralization support will be complemented by a separate new major anticorruption and transparency programmatic initiative (IR 1.2), which will strengthen efforts to hold local government accountable and serve as a check on any structural concerns.

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<sup>13</sup> Government of Ghana Education Strategy 2010-2020, p. 32.

<sup>14</sup> GoG-Development Partner Compact, Op. Cit., p. 25.

**IR 1.1 Improved local government performance** depends upon the achievement of two Sub-IRs:

- **1.1.1:** Strengthened administrative management by local authorities
- **1.1.2:** Strengthened Municipal and District Assembly capacity to manage budgets

Under Sub-IR 1.1.1, USAID will strengthen the internal controls and capacity of District staff to manage and respond to both requirements from the national government and citizen demands. Under Sub-IR 1.1.2, USAID-initiated activities would include technical assistance and support to DAs for improved administration, budgeting, and constituent services, as well as support for improved cross-sectoral coordination in the key development sectors of health, education, and agriculture. Effective budget management of resources derived from various sources, including central funding, the District Common Fund, and locally-generated fee revenue (“internally generated funds”), will be an important element of USAID’s strategy. USAID/Ghana intends to undertake an impact evaluation that could provide cross-country comparisons on decentralization with Tanzania, Uganda, and Mozambique. At the same time, USAID/Ghana envisions activities at the national level to support implementation of the decentralization process, particularly to help ensure appropriate coordination between the Ministry of Local Government and Rural Development (MLGRD), sector line Ministries, and DAs. In the process, USAID/Ghana will align its performance management system with a key metric used by GoG itself, the Functional and Organizational Assessment Tool (FOAT).<sup>15</sup>

### **IR 1.1 and Sub-IR-Level Indicators**

USAID/Ghana proposes to measure IR 1.1 and its Sub-IRs with the following indicators:

- Percentage of District Assemblies that publicize their budgets
- Percentage of District Assemblies with improved FOAT score (APR)

### **IR 1.2 Increased Government Accountability to Better-Informed Citizens**

**IR 1.2 Increased government accountability to better-informed citizens** depends upon three Sub-IRs:

- **1.2.1:** Increased capacity of civil society organizations (CSOs) to advocate on behalf of citizens for improved government services
- **1.2.2:** Strengthened CSO and National Audit Authority oversight of government services
- **1.2.3:** Strengthened anti-corruption and accountability efforts

As a de facto two-party state with significant executive control, Ghana’s political system is susceptible to patronage within the ruling party, which undermines administrative accountability for the effective use of public resources to serve the common good. Without presuming to change Ghana’s political system, USAID/Ghana has devised IR 1.2—which is the foundation for the “cross-cutting” Intermediate Result in

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<sup>15</sup> The Government of Ghana uses the FOAT specifically to measure local government capacity. As described by GoG in its 2011 FOAT Report: “In order to bridge the financing gap and improve the performance of the Metropolitan, Municipal, and District Assemblies (MMDAs), GoG introduced a performance based grant system (the District Development Facility) where access to additional development funds is linked to regular performance assessment under the Functional and Organizational Assessment Tool (FOAT). This has a dual function - it informs the annual allocation under the DDF as well as identifies capacity building needs for individual MMDAs. The MMDAs are assessed in the following broad areas: Management and Organization; Human Resource Development; Planning and Budgeting; and Financial Management and Administration, Accounting and Auditing.” Assessment in each of these areas is based on a series of questions and scores. Selection of the FOAT will help USAID/Ghana track decentralization across sectors and is one of several examples where USAID/Ghana will align its performance metrics with the Government of Ghana and/or Development Partners.

all four Development Objectives—as a means of strengthening both the supply (government) and demand (civil society) sides of accountability.

USAID/Ghana conceptualizes “accountability” in governance as representing the government’s ability and willingness to:

- Describe the source(s) of public revenues
- Describe how public funds have been used
- Set and report on performance targets
- Explain the basis for decision-making and resource-allocation
- Respond to citizen expressions of needs/interests
- Communicate honestly to constituents

IR 1.2.1 will rely heavily upon the Strengthened Transparency, Accountability, and Responsiveness program (STAR-Ghana), a multi-donor, pooled-funding program to support civil society through 2015. STAR will fund CSO grants to further four main objectives:

- Increased capability of CSOs to enable citizens to claim rights
- Enhanced civil society engagement in policy formulation, implementation, and monitoring (focusing on a limited set of policy areas)
- Increased use of civil society evidence in policy and practice
- Improved representative, oversight, and lawmaking functions of selected parliamentary committees

The CDCS Gender Assessment identifies gender-based disparities and constraints to civil society participation, highlighting fewer opportunities for women to participate as leaders and decision makers. Activities under IR 1.2.1 will therefore specifically target women (through groups such as women’s trade associations and Queen Mothers) and politically marginalized groups. This will ensure an enhanced capacity to claim rights and engage in policy formulation, implementation, and monitoring, so that both national and local government bodies are held accountable to meeting the needs of their constituents as a whole (men, women, and marginalized groups).

Under Sub-IR 1.2.2, in addition to strengthening CSOs’ ability to advocate for improved government services on behalf of citizens, USAID/Ghana will also provide support for increased oversight of those services by civil society and National Audit Authorities in order to achieve the IR. Given the expected increase in oil revenues, the risk of increased corruption, popular demand for more and better government services, and the prevalence of rising but unmet expectations, USAID/Ghana will align its efforts with the donor community, which “will provide support to strengthen revenue mobilisation and management . . . as the GoG’s own revenues gradually replace ODA. Specific attention will be paid to the management of revenues from natural resources, including oil & gas, mining and forestry.”<sup>16</sup>

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<sup>16</sup> GoG-Development Partner Compact, Op. Cit., p. 25.



The Ghana Integrated Financial Management System (GIFMIS) will provide the information technology platform to help support these anti-corruption efforts.<sup>17</sup> Under Sub-IR 1.2.3, USAID anti-corruption support will focus not only on financial corruption, but also on issues of nepotism, judicial impartiality, adherence to environmental regulations, fair treatment and grading by teachers and school administrators, and other instances where a culture of impunity has pervaded public service. A scoping assessment was conducted in summer 2012 and USAID/Ghana anticipates concentrating capacity-building activities on Ghana's leading civil society anti-corruption organizations, and on three of the five constitutionally mandated institutions, known as Independent Constitutional Bodies, each of which perform an increasingly important oversight role:

- Ghana Electoral Commission (GEC), which administers and manages elections
- The Commission for Human Rights and Administrative Justice with three functions: human rights promotion and protection; the Ombudsman Office for Public Service; and combating public sector corruption
- The Auditor General, charged with investigating and reporting on public sector expenditure

### **IR 1.2 and Sub-IR Level Indicators**

USAID/Ghana proposes to measure IR 1.2 and its Sub-IRs with the following indicators:

- **1.2:** Transparency International score on perception of corruption
- **1.2.1:** Civil Society Organization Sustainability Index Score
- **1.2.2:** Percentage of local governments audited on an annual basis as reported by the National Audit Authority
- **1.2.3:** Number of people affiliated with non-governmental organizations receiving United States government- (USG) supported anti-corruption training

### **IR 1.3 Strengthened Election Institutions and Processes**

While some activities under IR 1.3 will be episodic, due to the timing of elections, others will entail ongoing efforts to support fairness and public confidence in Ghana's elections, as well as broader opportunities for women and other long-excluded groups to run for office. USAID/Ghana holds open the possibility of extending support to local elections in 2014, which represents an important potential target of opportunity. All activities under this IR are meant to be sustained through future electoral consultations. A second national elections support effort may occur during this CDCS (in 2016), and will be an opportunity to assess performance of the IR and Sub-IRs. Over the course of the strategy, USAID/Ghana anticipates a strategic move away from activities that support the basic infrastructure and systems of voting processes and

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<sup>17</sup> In July 2006, the World Bank approved a loan of \$40 million to assist the GoG in generating growth and employment by leveraging ICT and public-private partnerships in the following: Enabling Environment, Local ICT Businesses, e-Government, and GIFMIS. The latter is designed to strengthen the GoG's financial management capabilities in the Ministries, Departments and Agencies, and the Metropolitan, Municipal District Assemblies through implementation of seven Oracle software modules: General Ledger, Budgeting, Purchasing, Accounts Payable, Accounts Receivable, Cash Management and Fixed Assets. Funding for the project includes support from DFID, the European Union, Denmark, and the World Bank. Technical implementation is being supported by the U.S. Department of Treasury and financed by USAID.

observation (as these activities are increasingly well managed by Ghanaian institutions), towards more narrowly targeted interventions to address imbalances in elections participation, particularly by women.

**IR 1.3 Strengthened Election Institutions and Processes** has three Sub-IRs:

- **1.3.1:** Strengthened capacity of Election Commission
- **1.3.2:** Improved transparency and conduct of elections through CSO observation
- **1.3.3:** Increased participation of women and marginalized groups in election processes

Under Sub-IR 1.3.1, USAID/Ghana will continue its support for the GEC as noted above, particularly to strengthen the institution’s internal capacity for public outreach, as well as to operate a world-class training institute in Kumasi, which will draw elections officials and civil society representatives to Ghana from throughout Africa and abroad. Under Sub-IR 1.3.2, USAID, in 2012, will continue (but with decreasing frequency afterwards, should sufficient capacity be demonstrated) support for election observation by civil society, which has been crucial to fairness and public acceptance of national election results. New in this strategy—and aligned with USAID/Ghana’s CDCS organizing principles, the DRG and Gender assessments, and the agency Gender Policy—is the explicit focus on increasing the participation of women and long-excluded marginalized groups in Ghana’s election processes. For the purposes of this Sub-IR, “election processes” are defined as the formation and administration of elections and public policy.<sup>18</sup>

Political participation by women and the non-elites is limited by the dominance of the two-party system and the centralization of power in the executive branch. The Gender Assessment described numerous constraints that women face as political actors, including time constraints associated with family and household responsibilities, safety and transportation issues that constrain their attendance at political meetings and campaign events, lack of financial support, and cultural norms that reduce their autonomy to travel and act independently.

The impact of these cultural, financial, and logistical constraints has been significant in Ghana. In fact, shortly after the submission of the USAID/Ghana RF Narrative paper, a June 19, 2012 article in Ghana’s *Daily Graphic* newspaper entitled, “Improve Women’s Participation in Politics,” quoted the Executive Director of Ghana’s Gender Studies and Human Rights Documentation Center in Accra as stating: “Women currently represent only eight percent of parliamentarians, placing Ghana at 121 out of 143 countries worldwide with parliaments. This places Ghana well below African countries such as Rwanda, South Africa, Burundi, Ethiopia, Togo and Burkina Faso. At the district level, women’s representation had declined from 38 percent in 2002 to a provisional figure of about seven percent during the 2010 district assembly elections.”<sup>19</sup> To achieve this Sub-IR, USAID will support activities that will include: targeted recruitment and training of women observers, supporting dialogue engagements between the Electoral Commission and groups representing women and long-excluded marginalized groups, and support to organizations that champion women candidates and issues of concern to women voters.

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<sup>18</sup> This is reflected in Article 25 of the International Covenant on Civil and Political Rights, which states that “[e]very citizen shall have the right and the opportunity . . . and without unreasonable restrictions . . . to vote and be elected at genuine periodic elections, which shall be by universal and equal suffrage.”

<sup>19</sup> Ghana News Agency article in the *Daily Graphic*, Tuesday, June 19, 2012, p. 11.

### **IR 1.3 and Sub-IR-Level Indicators**

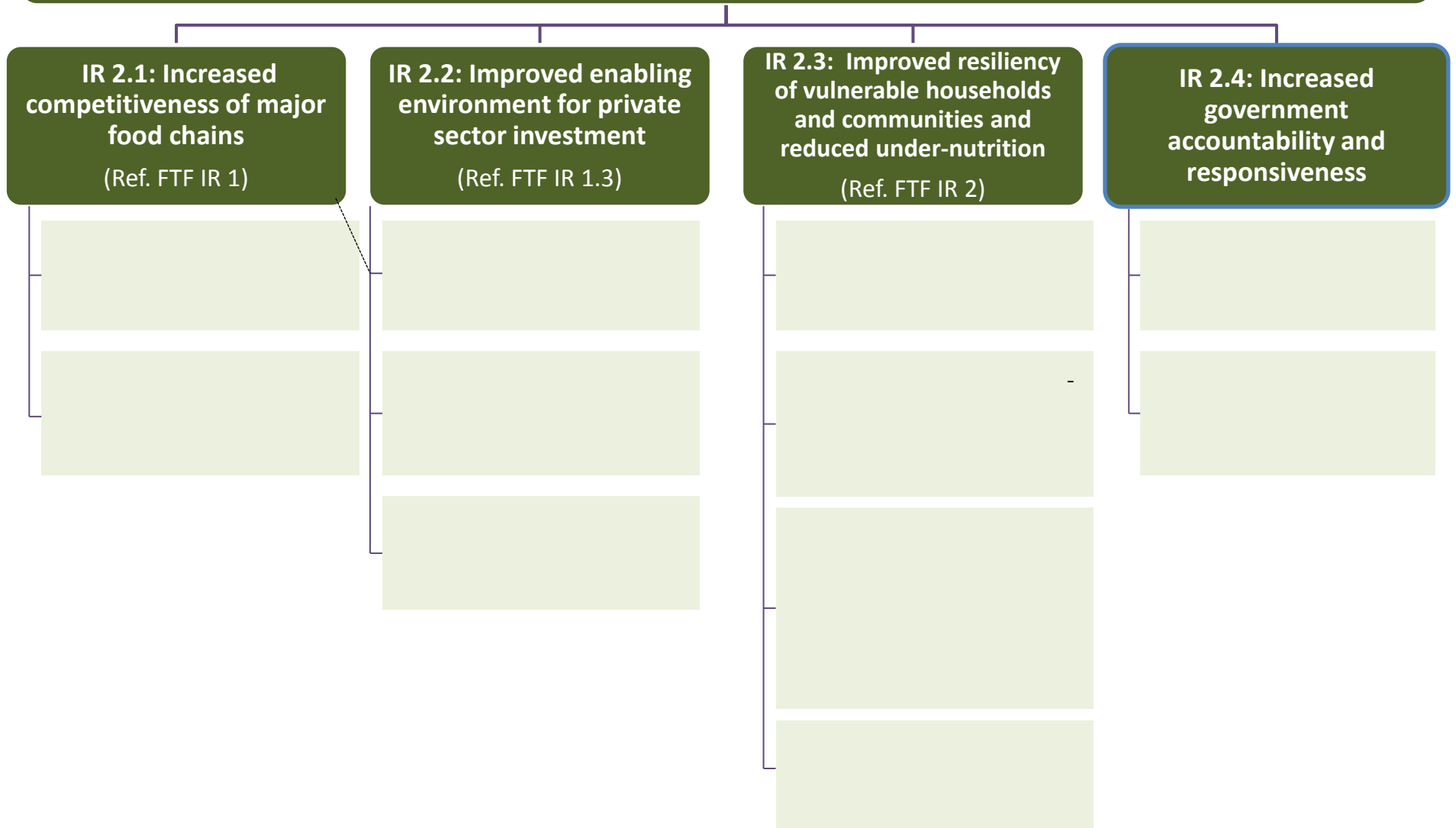
USAID/Ghana proposes to measure IR 1.3 and its Sub-IR with the following indicators:

- **1.3:** Freedom in the World political rights sub-score for electoral processes
- **1.3.1:** Percentage of citizens expressing trust in the Ghana Electoral Commission (Afrobarometer)
- **1.3.2:** Number of reported electoral disputes and irregularities in electoral process
- **1.3.3:** Share of women political candidates, the share of women in elected office at various levels (national and local), the share of women in high-level administrative positions, and the share of women voters

DEVELOPMENT OBJECTIVE 2:

## Sustainable and Broadly Shared Economic Growth

INDICATORS: Percentage change in agriculture sector GDP, Empowerment of Women in Agriculture Index, prevalence of stunted children



## ECONOMIC GROWTH

### DO 2: Sustainable and Broadly Shared Economic Growth

While Ghana has enjoyed significant economic growth over the last decade, frequently exceeding the regional average, there remains a need to broaden and sustain that growth across the economy. The key challenges to achieving broad-based and sustained economic growth include low productivity in agriculture (the largest employer in the economy), weaknesses in key agricultural value-chains that limit competitiveness, weaknesses in the business climate that undermine private sector growth and development, significant disparities in income and economic vulnerabilities along regional lines within Ghana, and constraints in regional trade within West Africa. In addition to these challenges, issues of economic governance and accountability continue to inhibit the effective provision of public services to support vulnerable populations and private sector competitiveness.

Beyond these sector-specific problems, Ghana faces key constraints to growth in the supply of power, access to credit, and property rights relating to land. The power supply is unreliable and inefficient. Access to credit for SMEs remains difficult due to high borrowing costs. Due to complex land administration processes that involve both customary and formal arrangements, land markets are characterized by high transaction costs.

DO 2 responds to these challenges with a development hypothesis and approaches that rely upon 50 years of lessons learned in development, as well as numerous analyses.<sup>20</sup> The DO directly supports the GoG Shared Growth and Development Agenda, Growth and Poverty Reduction Strategy (GPRS), Food & Agriculture Sector Development Policy (FASDEP), Comprehensive Africa Agriculture Development Program (CAADP), METASIP, the U.S. policy toward Sub-Saharan Africa, particularly pillar two “Spur Economic Growth, Trade, and Investment,” two U.S. Presidential Initiatives (Feed the Future and Global Climate Change), and the Partnership for Growth. Planned activities align with the GoG’s plan to reduce poverty through inclusive, private-sector-led economic growth. DO 2 will direct investments primarily toward agriculture, energy, and biodiversity and natural resources management, with explicit attention to reducing gender gaps in access to, and control over, key resources, and to improved nutritional status, especially of women and children, while also supporting Ghana’s need for improved economic governance.

USAID/Ghana has identified the following assumptions and risks related to achievement of the DO:

#### Assumptions

- The GoG moves towards providing budgetary resources approaching the CAADP commitment of 10 percent to agriculture, with a larger share committed to sectors other than cocoa.
- Adequate incentive structures and packages are developed to attract sufficient private sector commitment and investment.

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<sup>20</sup> USAID/Ghana 2001 Gender Assessment; USAID/Ghana Assessment, “The Market for Maize, Rice, Soy, and Warehousing in Northern Ghana, 2012” by the Enabling Agriculture Trade Project; the 2011 Biodiversity and Tropical Forests Assessment; 2011 Ghana Climate Change Vulnerability and Adaptation Assessment; 2012 USAID’s Property Rights and Resource Governance Country Profile; the 2011 Partnership for Growth (PFG) Constraints Analysis and 2012 PFS USG/GoG five year Joint Country Action Plan (JCAP).

- The GoG implements a policy and institutional reform agenda to sustain momentum in transforming agriculture, energy and other sectors of economy.
- A sufficient foundation of technology development and dissemination is established to increase productivity, along with sufficient systems to keep R&D going.

### Risks

- The GoG does not create an adequate environment for private sector participation and investment, thereby crowding them out with interventionist activities.
- Gender disparities related to access to and control over resources do not receive the attention they require by Ghana's leaders, civil society groups, and the private sector, and these actors fail to attain the awareness and technical capacity needed to lead and support gender-equitable investments in the agricultural sector.

DO 2's development hypothesis is that, if agricultural productivity and nutrition practices are improved, and if environmental services are maintained, reliable electricity supply is improved, local governance of resources is ensured, and the business policy environment is enhanced, then local populations will be more food secure, with improved nutrition, and play a larger role in an expanding economy.

DO 2 has four, integrated IRs that reference the associated results in the USG's Feed the Future Strategy, as follows:

- **2.1:** Increased competitiveness of major food chains (FTF IR 1)
- **2.2:** Improved enabling environment for private sector investment (FTF IR 1.3)
- **2.3:** Improved resiliency of vulnerable households and communities and reduced undernutrition (FTF IR 2)
- **2.4:** Improved government accountability and responsiveness

The majority of DO 2 activities support the U.S. Feed the Future Strategy for Ghana, which establishes that 80 percent of agriculture resources are targeted in the northern regions of Ghana, focusing on rice, maize, and soya. FTF will also focus on the coastal zone to improve management and governance of marine fisheries.

The Ghana FTF strategy emphasizes the role of commercial agriculture in driving economic development. Agribusiness development often cuts across more than one well-defined sector, with the network based upon a common raw material or a common output. FTF investments will support smallholder farmers to increase production (through the adoption of new technologies and management practices) and reduce post-harvest losses of certain commodities, which will also contribute to increased household surplus that can be sold to local markets. Increased household commercial sales will increase family income, increase food availability, and stabilize food prices. Improving farmers' skills and ability to effectively respond to market signals that affect household/farming decisions and the management of their natural resource base will improve their livelihoods and their resilience in responding to adverse environmental/economic conditions.

In promoting productivity increases in agriculture, the FTF efforts will take concrete steps to support USG efforts to combat the worst forms of child labor in Ghana. Each activity will include specific requirements for training and other measures such as advocacy and awareness building among government and private sector to ensure that the worst forms of child labor are prevented and that children are not kept out of school for agricultural activities. In particular, FTF will explore options for providing support to the GOG pilot

activities on the Ghana Child Labor Monitoring System (GCLMS) in the Northern Region. This would not only support a whole of government USG effort as outlined in the *2010 Declaration of Joint Action* and the accompanying *Framework for Action* supported by Senator Harkin and Representative Engel but would also monitor and provide remediation to children found in the worst forms of child labor in the Northern Region.<sup>21</sup>

The DO supports USAID's biodiversity objective by improving local management of natural resources and biodiversity conservation. FTF's marine fisheries component, so important to safeguarding the largest source of protein in the country, also protects key marine habitats. USAID/Ghana will also conduct a biodiversity assessment to prioritize sites for intervention on bio-diverse areas and those vulnerable to extreme climate variability.

USAID/Ghana added Sub-IRs under this DO to support the PFG by improving governance of energy resources and access to credit, two key constraints identified in the PFG constraints analysis. DO 2 will also include support for policy reform to improve land tenure, another key constraint identified by the PFG. Finally, all DO 2 activities will be coordinated through local governments and will strengthen local government capacity to take on responsibilities under the decentralization law.

### **DO-Level Indicators**

USAID/Ghana proposes to measure achievement of the DO with the following indicators:

- Prevalence of Poverty (FTF) (APR/MDG) disaggregated by gendered household type
- Percent change in Agriculture sector GDP (FTF) (APR)
- Women's Empowerment in Agriculture Index (FTF)
- Prevalence of underweight/stunted/wasted children (FTF) (APR/MDG), disaggregated by sex

### **IR 2.1 Increased Competitiveness of Major Food Value Chains (FTF IR 1)**

**IR 2.1 Increased Competitiveness of Major Food Value Chains (FTF IR 1)** focuses on the strategic rice, maize, soya, and fisheries value chains. Increased production of rice and maize are the government's top two priorities; development of soya and improved management of marine fisheries are also METASIP priorities. In contrast to past reductions in poverty in Ghana associated with expanded areas under agricultural production, further gains today must come from increased productivity and reduced pre- and post-harvest loss, which increase farm output and income. FTF IR 1 requires more and better use of improved technologies, management, and access to services on the input, production, and output side. Interventions will use a private, sector-led value chain approach with the appropriate level of public sector support. USAID/Ghana's value chain development activities will incorporate gender to ensure that improved competitiveness of major value chains is transformative and supports broad-based growth, inclusive of both men and women.<sup>22</sup> While women participate in all the FTF value chain commodities, they do so in ways and at

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21 Ritualo, A. (2012). *Incorporating Child Labor Concerns into the U.S. Government's Feed the Future Initiative in Ghana*. June 2012.

22 See, for example, Rubin, Manfre and Nichols Barrett. *Promoting Gender Equitable Opportunities in Agricultural Value Chains: A Handbook*. <[http://www.usaid.gov/our\\_work/cross-cutting\\_programs/wid/pubs/GATE\\_Gender\\_Ag\\_Value\\_Chain\\_Handbook\\_11-09.pdf](http://www.usaid.gov/our_work/cross-cutting_programs/wid/pubs/GATE_Gender_Ag_Value_Chain_Handbook_11-09.pdf)>

levels different than men. For instance, women are involved in production and marketing of rice and soy, whereas men dominate maize production and marketing. USAID/Ghana will continue to conduct comparative studies on men and women, as appropriate, to identify causes of differences, and to develop strategies to address them.

Combined with a rapidly urbanizing population, Ghana is vulnerable to fluctuations in the global rice and maize markets and needs to increase production to avoid or mitigate the types of food shortages and price spikes that occurred world-wide in 2008. Ghana also has an important opportunity to close the large rice consumption gap, which could have a substantial impact on improving the rural economy if adequate resources are provided to rural farmers. Similarly, as rice and maize are staples with high demand across the region, if their value chains are effectively strengthened in Ghana, this may contribute to regional food security through exports of Ghana's surplus rice and maize production. **Annex II** provides more information on the constraints and opportunities of regional trade within West Africa and potential areas of collaboration with USAID/West Africa and USDA.

The Ghana Environmental Threats and Opportunities Assessment and the Climate Assessment examined climate change impacts on targeted value chains and geographic areas, as well as climate impact on FTF investments in Ghana. As a result, USAID/Ghana is integrating climate information and scenarios into food security investment planning. USAID activities will incorporate information and planning tools that support sustainable food security outcomes, such as information about climate vulnerability in targeted areas, climate-informed scenarios, and understanding of historic experience in the agriculture sector with respect to natural resources, weather, and climate. Specific practices that support sustainable land and natural resource use and adaptation to climate change, such as improved soil fertility management, rainwater management, improved water storage and efficient use, integration of tree species into farming systems, and diversification of crops toward those suited to climate stress, will be applied where appropriate.

**IR 2.1 Increased Competitiveness of Major Food Value Chains** (FTF IR 1) has two Sub-IRs, which echo two second level FTF objectives and are as follows:

- **2.1.1:** Increased Agricultural Productivity (FTF IR 1.1)
- **2.1.2:** Improved Access to Markets (FTF IR 1.2)

Ghana's rice and maize value chains have major challenges. Rice production is mainly limited to smallholder production for household consumption, and is harvested without proper moisture gauges, drying methods, and storage. The resulting paddy rice has to be parboiled, which does not meet Ghana's taste preference for high-quality, Thai long-grain rice. For maize, mostly white maize is grown, mainly for household consumption. The type of maize grown for animal feed, yellow maize, is rarely planted and market potential for the product is under-exploited. Rice and maize yields are well below world average: 2.5 MT/ha for rice and 1.7mt/ha for maize, versus 4.2 MT/ha and 5.0 MT/ha globally.<sup>23</sup> Thus, significant production improvement and pre- and post-harvest loss reduction are possible. Soy remains a relatively new crop to Ghana, but has seen skyrocketing demand, especially as a feedstock crop, and is the best choice to rotate in with maize to manage soil health. With at least 26 percent higher consumption expected by 2015,<sup>24</sup> and a

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<sup>23</sup> Statistics, Research and Info. Directorate (SRID), MoFA- January, 2010; FAO

<sup>24</sup> McKinsey & Company, Food Security Initiative: Ghana, 2010.



GoG priority to improve local livestock production, soy is the most logical third staple crop on which to focus efforts.

IR 2.1 takes a pro-poor value chain development approach to ensure that impoverished producers obtain a higher share of the final value of their produce through direct value addition. Increased private investment and development and growth of competitive enterprises will provide the poor with productive employment, a market for their products, and a broader range of opportunities to increase and diversify incomes. Ghana's agribusiness environment has improved greatly in recent years, with many private sector individuals and companies interested in agriculture. IR 2.1 activities will build on existing examples of firms wanting to include smallholder farmers in gaining economies of scale in the value chain. In addition, the approach will be consistent with the aim of the Ghana Community Investment Plan to bring scale to rice and maize production. Private firms will help provide better inputs and marketing outlets through contractual arrangements with smallholder farmers, many of whom will be impoverished farmers. USAID will provide direct assistance in organizing and helping farmers to build the supporting business operations (e.g., seed multipliers, tractor hire services, fertilizer distributors) and in helping establish buying arrangements.

Moreover, because distribution of, and skewed access to, resources among men and women farmers can reduce production levels, particularly on women's lands, the focus will remain people-centered, with productivity-focused interventions that meet female as well as male farmers' needs<sup>25</sup>. Developing an extension service to provide information and outreach to farmers and growers—especially women—is essential. Incomes of both men and women will be monitored to ensure that individual farmers, regardless of their sex, benefit from interventions. Activities will focus on reducing pre- and post-harvest losses, using higher yielding, drought tolerant, and/or pest resistant seed varieties; appropriate drying and storage facilities; access to transportation; control of plant pests and fungal diseases; prevention of pest infestations; access to appropriate sources of irrigation water; better land management and farming practices; conservation agriculture; investment in soil management; access to better information; adoption of business behavior, lowering costs of production; and supporting access to credit, services, technical, management, and price information, markets, etc.

### **IR 2.1 and Sub-IR-Level Indicators**

USAID/Ghana proposes to measure achievement of the IR 2.1 with the following indicators:

- Number of direct project beneficiaries (number), the percentage of which are female (percent) (IDA Core Indicator) disaggregated by rural, urban
- Gross margins per hectare for selected crops (in GHS) under marketing arrangements fostered by the project
- Value of incremental sales (farm-level) attributed to FTF/USG interventions
- Percentage of targeted farmers and others who have applied new technologies or management practices as a result of USG assistance, disaggregated by sex

### **IR 2.2 Improved Enabling Environment for Private Sector Investment (FTF IR 1.3)**

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<sup>25</sup> USAID's Property Rights and Resource Governance Country Profile, 2012.

While the investment climate in Ghana is better than in many countries, numerous policy impediments prevent the transformative leverage of private sector resources. Addressing these impediments could catalyze agricultural and other sector development, ultimately reducing poverty and hunger in Ghana. USAID/Ghana elevated policy-reform efforts from a Sub-IR level under IR1 to the IR level in order to broaden the scope beyond agricultural activities under FTF. Thus, efforts in support of PFG through increased access to credit will be pursued, in addition to addressing policy impediments that affect the private sector writ large.

Under this IR, USAID/Ghana will support the GoG in addressing the largest policy constraints to agricultural development: access to agricultural inputs, access to credit, land tenure, marine fisheries governance, ease of doing business, and institutional performance. This IR will also include activities that address regional trade policy constraints. If Ghana is able to overcome these constraints, it will greatly improve the enabling environment for the private sector to flourish in all economic sectors of Ghana. In this context, USAID/Ghana will increase the availability of rigorous policy analysis to improve the formulation, implementation, and evaluation of evidence-based policies. USAID/Ghana will also amplify the voice of the private sector, civil society, private associations, and the media in the public policy process. IR 2.2 will also help to create more political space for organizations that represent smallholder farmers and vulnerable groups as advocates of policy reform. In particular, activities will engage women's groups to advocate on behalf of women farmers, traders, and processors. While activities under this IR will improve private-sector-enabling policies and their enforcement country-wide, including regional trade policy issues, the specific projects will focus on issues and organizations that impact FTF geographic zones of influence and target value chains.

**IR 2.2 Improved Enabling Environment for Private Sector Investment** has three Sub-IRs:

- **2.2.1:** Improved policies to support sustainable agriculture sector growth (FTF IR 1.3.1)
- **2.2.2:** Improved execution of public sector investment policies (FTF IR 1.3.2)
- **2.2.3:** Access to credit increased

Activities under Sub-IRs 2.2.1 and 2.2.2 will dovetail with USAID/Ghana's cross-sectoral focus on improved governance and accountability, and will include technical assistance to executive and legislative branch bodies to improve data and statistics capability, increase organizational effectiveness, improve the ease of doing business in Ghana, and address other capacity needs identified in the January 2012 Africa Lead institutional assessment of METASIP-related institutions and other institutional assessments, conducted by DPs and the GoG. Activities will also focus on training and capacity building of METASIP implementing units, the private sector, and civil society to address bottlenecks and develop actionable plans. Policy research grants and scholarships will support rigorous policy analysis for evidence-based policymaking and policy-related advanced degrees. Policy advocacy will also help clarify and amplify the voice of the private sector (including civil society, private associations, and media) in the public policy process. Activities will include technical and organizational training and small capacity building grants. Activities under IRs 2.2.1 and 2.2.2 will also include collaborating with USAID/West Africa on regional trade policy issues.

Activities under Sub-IR 2.2.3 will provide an integrated approach to facilitating investment, engaging a broad range of Ghanaian financial institutions (banks, private equity firms, leasing companies, investment funds, etc.) in providing financing. This Sub-IR relates specifically to the PFG goals to improve access to credit and strengthen Ghana's financial system. In this context, USAID/Ghana will incorporate key indicators from the PFG Joint Country Action Plan to help track PFG commitments.

USAID/Ghana has Development Credit Authority activities in place to promote investments in the targeted sector and envisions a robust set of guarantees going forward with local banks and farmers' associations. We expect that these activities will also support PFG's objective to increase access to credit and Ghana's FTF IR 1: Increase the competitiveness of rice, maize, and soya value chains in ways that foster broad-based and sustained economic growth and facilitate investment in agriculture. Interventions under this Sub-IR are expected to mitigate both perceived and actual risks to agricultural lending, and increase the availability of financial products that are appropriate to project cycle requirements for the intended investment.

### **IR 2.2 and Sub-IR-Level Indicators**

USAID/Ghana proposes to measure achievement of the IR 2.2 with the following indicators:

- Numbers of Policies/Regulations/Administrative Procedures in each of the following stages of development as a result of USG assistance in each case: analyzed; drafted and presented for public/stakeholder consultation; presented for legislation/decreed; passed/approved; passed, and for which implementation has begun
- Value of new private sector investments in these select value chains
- Value of agricultural and rural loans
- Number of MSMEs, including farmers, receiving USG assistance to access finance, disaggregated by male or female-owned enterprises

### **IR 2.3 Improved Resiliency of Vulnerable Households and Communities and Reduction of Undernutrition (FTF IR 2)**

IR 2.3 Improved Resiliency of Vulnerable Households and Communities and Reduction of Undernutrition (FTF IR 2) aims to increase the economic and livelihood resiliency of the very poor, especially women and children in the North, by increasing their access to diverse, quality foods, supporting and facilitating improved nutritional practices and behaviors, and strengthening community and government capacity to coordinate on food and nutrition activities. Activities will ensure that gender gaps in access to and control over resources are reduced, and that men are engaged in understanding the need for dietary diversity for the entire family. Activities will primarily target rural, agriculturalist households with women of reproductive age and children less than two years old who meet national criteria for poverty. USAID/Ghana will provide this target group, who are normally not fully able to participate in the commercial rice and maize systems, with an integrated package of income generation, nutrition and food safety education, and other inputs to support dietary diversity, improved decision-making on income and food allocation, and consistent food security throughout the seasons. IR 2.3 demonstrates the intersection between agricultural development and nutrition activities under the Feed the Future initiative.

Policy reform efforts will focus on system strengthening and promoting greater cross-sectoral collaboration at the regional and district level to help local governments plan strategically to address the needs of their most vulnerable populations. The geographic focus will be the Northern Region, although USAID/Ghana will test options to enlarge the intervention area. This activity will complement other DP programs.

**IR 2.3 Improved Resiliency of Vulnerable Households and Communities and Reduction of Undernutrition** has four Sub-IRs, which link directly to the Feed the Future strategy, as cross-referenced below, as well as to DO 3 Equitable Improvements in Health Status, and are as follows:

- **2.3.1:** Improved access to diverse quality food (FTF IR 2.1)
- **2.3.2:** Improved nutrition-related behaviors in vulnerable households (FTF IR 2.2)
- **2.3.3:** Increased community capacity to develop mechanisms to identify and address their nutrition problems (FTF IR 2.3)
- **2.3.4:** Strengthened coordination of planning and implementation by government and other actors to meet food security and nutrition objectives (FTF IR 2.4)

Activities to improve access to diverse quality food, especially for women and young children, will focus on evidence-based, small-scale production techniques, as well as cost-effective household- and community-level storage techniques to help prolong food supplies throughout the year. Other activities will focus on intra-household management of money and diversification of income sources, as well as key nutrition messages at the household level and links with community-based monitoring to promote positive behaviors for both men and women. Improved coordination of planning and implementation by government and other actors to meet food security and nutrition objectives will contribute to an enabling environment and help sustain interventions. Under this IR, USAID/Ghana will provide both technical and financial resources to enable a coordinated GoG-led approach to improved resiliency and nutritional well-being. Direct funding will enable GoG actors at the regional and district levels to lead and coordinate activities of government, as well as nongovernmental organizations (NGOs) and the private sector. USAID/Ghana will introduce a grants program to complement these efforts.

### **IR 2.3 and Sub-IR-Level Indicators**

USAID/Ghana proposes to measure achievement of the IR 2.3 with the following indicators, most of which align directly with FTF:

- Prevalence of households with moderate to severe hunger, disaggregated by gendered household type
- Number of children in vulnerable communities reached by nutrition programs, disaggregated by sex
- Number of households in vulnerable communities reached through USG Assistance, disaggregated by gendered household type
- Prevalence of children six to 23 months old receiving a minimum acceptable diet
- Prevalence of exclusive breastfeeding of children under six months of age
- Number of DAs supported with USG Assistance

### **IR 2.4: Improved Government Accountability and Responsiveness**

IR 2.4: Improved government accountability and responsiveness reflects the importance of the “cross-cutting IR” in achieving sustainable and broadly shared economic growth, and reflects Ghana’s heightened need for economic governance as an oil-producing country.

Although output to date has been less than predicted, oil and gas development will be a major driver of Ghana’s economy over the next decade. Leases have been signed for the development of two fields and there are plans for expanded port development and other shore-based infrastructure, including a potential refinery. As in other countries, government capacity to manage international petroleum activities is exceeded by the

pace, scale, and timing of investments. Lack of capacity, unclear delineation of regulatory authorities, an insufficient legal framework for oil and gas revenue management, and poor dissemination of accurate information on the sector threaten to turn Ghana's greatest natural resource blessing into a curse.<sup>26</sup> There is no question that the current Ghanaian administration and leadership in the Ministry of Energy have demonstrated commitment to proper management of Ghana's natural resource wealth; the challenges lie in managerial capacity and technical expertise. Among the concerns raised by oil and gas development, special attention should be paid to the risk of conflicts with the fishing industry and potential impacts on a growing coastal tourism sector. USAID/Ghana hopes to align activities under this Sub-IR to improve energy governance with a potential Millennium Challenge Corporation Compact in the energy sector.

Ghana's coastal zone represents about 6.5 percent of the country's land area but is home to 25 percent of the nation's population—with coastal populations growing at three percent per year. Poverty in coastal areas is extensive, with the average welfare level among food farmers estimated by the Ghana Poverty Assessment at 12 percent below urban centers. Over 60 percent of Ghana's industries lie within the coastal zone, where marine capture fisheries are the major economic activity. The Western Region in particular is dependent on renewable and non-renewable natural resources that include not only fisheries, but also mining, oil and gas, and forestry. These and other activities focused on economic growth and development may, at the same time, threaten the health of Ghana's coastal ecosystems. Ghana's Environmental Action Plan cites strong evidence that Ghana's coastal ecosystems are already seriously degraded.

Climate change will likely affect Ghana's agriculture, water resources, health, forests, coastal zones, and marine ecosystems and further weaken the resilience of ecosystems and human communities. Warmer temperatures and more severe droughts may decrease the growing season and Ghana's water resources, increase the vulnerability of Ghana's forests and savanna to fires, and change the age/class distribution of trees and alter landscape patterns, affecting biodiversity. Climate change may also increase malaria and meningitis due to expanded range of mosquitoes and parasites. Ghana is also vulnerable to sea-level rise, as the coastal zones are home to five major cities and a quarter of the population. Impacts may include increased shoreline erosion, inundation of low-lying areas, and salinization of estuaries and aquifers, negatively affecting biodiversity, agriculture, fisheries, freshwater resources, and infrastructure.

**IR 2.4 Improved Government Accountability and Responsiveness** has two Sub-IRs:

- **2.4.1:** Improved governance in the energy sector
- **2.4.2:** Improved local community management of natural resources

Under Sub-IR 2.4.1, USAID will continue providing capacity-building and advisory services in the oil, gas, and power sectors. This sub IR relates specifically to the PFG goals to strengthen Ghana's power sector. Technical assistance will help reinforce GoG capacities in defining and conducting institutional, regulatory, and commercial strategies. USAID assistance will help the GoG to prepare for and make decisions that reflect international best practices, and to train Ghanaian officials, representatives of power utilities and local businesses in the development of the country's oil, gas, and power sectors. Under this result, USAID/Ghana will also work

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26 2010 World Bank Oil and Gas Capacity Building Project and USAID/Ghana Oil and Gas Sector Program Strategy, 2010.

to increase participation in the Grand Challenges for Development (GCD) program by identifying resources to fund innovative ideas in agriculture, natural resources management, and renewable energy.

Sub- IR 2.4.2 will support the GoG to sustainably manage coastal, marine, and dry-land biologically significant ecosystems to provide goods and services that generate long-term socio-economic benefits to communities, while sustaining biodiversity. USAID/Ghana will conduct a biodiversity assessment, or deepen existing ones, to prioritize sites for interventions. These interventions are expected to work with regional- and district-level Department of Wildlife and other government officials and local populations to achieve “game-changing” development impacts on the targeted bio-diverse areas. All existing or new activities will be aligned with GoG objectives of poverty reduction, food security, sustainable management, and conservation. Activities will support the Global Climate Change Initiative and explore opportunities to support the GoG National Climate Change Policy Framework and interventions, including: strengthening institutional, policy, and legal and regulatory frameworks; strengthening the implementation of climate change policy; and development and promotion of sustainable natural resource use models to better manage forest and savanna ecosystems, and agricultural lands in Northern Ghana.

#### **IR 2.4 and Sub-IR-Level Indicators**

USAID/Ghana proposes to measure achievement of the IR 2.4 with the following indicators:

- Number of people receiving USG supported training in natural resources management and/or biodiversity conservation, disaggregated by sex
- Number of CSOs and government agencies strengthened
- Organizational Capacity Assessment (OCA) score of targeted energy-related government entities
- Hectares(terrestrial and marine) in areas of biological significance under improved management

DEVELOPMENT OBJECTIVE 3:

# Equitable Improvements in Health Status

INDICATORS: Child mortality, maternal mortality, contraceptive prevalence, HIV incidence, anemia prevalence in women and children under 5

## IR 3.1: Increased access to integrated health services

(Ref GHI IR1)

3.1.1: Reduced opportunity cost for women to utilize health services  
(Ref GHI IR 1.1, 1.2, 1.4)

(Ref GHI IR2.3)

(Ref GHI IR 1.1, 1.2)

3.1.4: Improved private sector compliance with national health service guidelines (Ref GHI IR 1.2, 1.1)

3.1.5: Improved health care provider performance and customer service  
(Ref GHI IR 1.1, 1.2)

## IR 3.2: Increased availability of community-based health resources

(Ref GHI IR 2)

3.2.1: Reduced opportunity cost for women and MARP to adopt healthy behaviors  
(Ref GHI IR 1.1, 1.2, 1.4)

(Ref GHI 1.4)

(Ref GHI IR 1.3)

3.2.4: Increased access to essential community health infrastructure  
(Ref GHI IR 1.2)

(Ref GHI IR 1.3)

## IR 3.3: Strengthened and responsive health systems

(Ref GHI IR1 and IR2)

3.3.1: Strengthened, integrated healthcare referral systems  
(Ref GHI IR 1.4)

3.3.2: Increased human resource capacity for service delivery and management  
(Ref GHI IR 2.1)

(Ref GHI IR 2.3)

3.3.4: Improved quality and use of strategic information in decision making  
(Ref GHI IR 2.1)

(Ref GHI IR 2.2)

## IR 3.4: Improved health sector governance and accountability

(Ref GHI IR 3)

3.4.1: Strengthened leadership & management  
(Ref GHI IR 3.1)

3.4.3: Improve performance of the commodity supply chain  
(Ref GHI IR 3.3)

3.4.4: Effective partner coordination and alignment  
(Ref GHI IR 3.4)

3.4.6: Increased Gov. responsiveness to vulnerable & marginalized populations

## HEALTH

### DO 3: Equitable Improvements in Health Status

This Development Objective aligns with and contextualizes the U.S. policy toward Sub-Saharan Africa, specifically the objective of transforming Africa’s public health under pillar four “Promote Opportunity and Development,” and the USG Global Health Initiative (GHI) in Ghana, the country where President Obama introduced the Initiative’s concepts. The DO also supports the USG’s Feed the Future Strategy for Ghana. Although Ghana’s current investments in health are notable, there is unmet need for expanded access to quality services and for strengthened national and community-based health systems to prevent and effectively respond to critical health needs. Studies and analyses that have informed this strategy include the 2008 Demographic and Health Survey, the Ghana Global Health Initiative Strategy 2012–2017, the USAID/Ghana Gender Assessment, and the Multiple Indicator Cluster Survey, 2011.

Ghana has a population growth rate of 2.3 percent. Maternal mortality was declared a national emergency in 2008, with a rate of 451 deaths per 100,000 live births, last measured in 2006. Fewer than 60 percent of all women have a skilled provider at birth, a statistic significantly worse for women in rural areas and those in the poorest quintile of the population. More than 100,000 children under five die each year, accounting for more than half of all deaths in Ghana. The entire population is at risk of malaria, the major cause of morbidity in Ghana, accounting for about 38 percent of all hospital admissions, and 33 percent of all deaths in children under five. Presence of the malaria parasite in the blood (parasitemia), measured to be as high as 60 percent in the northern regions during the rainy season, is also directly linked with disastrously high levels of anemia. More than 78 percent of all children under five, and almost 60 percent of all pregnant women, are anemic, a factor that confounds development in all sectors. While rates of underweight and wasting among children under five are lower in Ghana than in many West African countries, and while Ghana has reached its MDG for nutrition as measured by the national prevalence of underweight children, serious regional discrepancies exist. HIV prevalence is now estimated at 1.5 percent in the general population, down from the peak of 2.4 percent in 1998. In contrast to the decline in the general population, prevalence is still 10 to 20 times higher in at-risk population, with HIV incidence among ambulant sex workers apparently on the rise.

USAID/Ghana’s development hypothesis for health, developed in consultation with key stakeholders and reflecting the evidence base for successful health programming and the principles of the GHI, holds that, if Ghanaians have increased access to quality integrated health services, increased availability of community-based health resources, strengthened and responsive health systems, and improved governance and accountability in the health sector, then they will experience more equitable improvements in their health status. The following assumptions and risks underpin the development hypothesis:

#### Assumptions

- Free, fair and peaceful elections occur in 2012 and 2016
- The GoG provides the same level of resources, or more, to the health sector

#### Risks

- Decreasing contributions of Global Fund and other development partners
- Increased levels of resistance to medicines and pesticides
- Increased flooding due to climate change
- Limited absorptive capacity of the GoG



**DO 3 Equitable Improvements in Health Status** has four Intermediate Results that support the Ghana Global Health Initiative, as shown in the cross-referenced Intermediate Results:

- **IR 3.1:** Increased access to integrated health services (Ref. GHI IR 1)
- **IR 3.2:** Increased availability of community-based health resources (Ref. GHI IR 2)
- **IR 3.3:** Strengthened and responsive health systems (Ref. GHI IR 1 and IR 2)
- **IR 3.4:** Improved health sector governance and accountability (Ref. GHI IR 3)

In addition to GHI alignment, Intermediate and Sub-Intermediate Results and selected indicators also support USAID/Ghana’s nutrition programs under Feed the Future and reflect USAID/Ghana’s cross-cutting themes of gender equity, capacity-building, and the need for improved governance and accountability expressed in the “common IR,” which is IR 3.4 in health.

### **DO-Level Indicators**

USAID/Ghana proposes to measure achievement of the DO with the following indicators, all of which the Government of Ghana tracks in its APR:

- Child Mortality
- Maternal Mortality
- Contraceptive Prevalence
- HIV Incidence
- Undernutrition in children under five years of age
- Anemia prevalence in women and children under five years of age

### **IR 3.1 Increased access to integrated health services**

**IR 3.1 Increased access to integrated health services** mirrors GHI’s first Intermediate Result. The GoG recognizes that insufficient, inequitable access and poor quality of care significantly impede progress toward achievement of the health MDGs. The GoG Health Sector Medium-Term Development Plan for 2010–2013 identifies “inadequate and untimely access to services by those who need them most, and the quality of those services” as the main challenges to Ghana’s health sector. Although investments by the GoG, USG, and other development partners have resulted in greatly increased use of public health facilities for curative care and preventive services such as antenatal care and immunization, many public health facilities are dilapidated, overcrowded, inadequately staffed, poorly organized, and under-equipped.

In response, **IR 3.1 has the following Sub-IRs**, which align with GHI:

- **3.1.1:** Reduced opportunity cost for women to utilize health services (Ref GHI IR 1.1, 1.2, 1.4)
- **3.1.2:** Improved diagnostic practices at scale (Ref GHI IR2.3)
- **3.1.3:** Appropriate and complete service delivery packages (Ref GHI IR 1.1, 1.2)
- **3.1.4:** Improved private sector compliance with national health service guidelines (Ref GHI IR 1.2, 1.2)
- **3.1.5:** Improved health care provider performance and customer service (Ref GHI IR 1.1, 1.2)

Women, children, and the poor are most in need of integrated health services, and women in particular face barriers to access, related to gender roles. Time that women must spend traveling to, and waiting for, medical care for themselves and their children is time not spent trying to meet other family and economic demands. Sub-IR 3.1.1 will focus on reducing this opportunity cost to women, capitalizing on opportunities to reach

women that do not add to the “development burden,” including activities to support Community Health Planning and Services (CHPS) zones that will bring health care services closer to their home. CHPS zones have increased coverage of the population remarkably, but more can be done to ensure wider and deeper coverage. This is vitally important, as CHPS are most often the “first port of call” for a number of diseases within USAID’s portfolio, including malaria detection and prompt treatment, family planning, and anemia screening and referral. CHPS also serve as the base for behavior change communication and community mobilization activities that help drive key health-seeking behaviors. Expanding services closest to the population also decreases the time women spend on non-economic-producing activities.

USAID/Ghana has identified Sub-IRs 3.1.2 through 3.1.5 as the other Sub-IRs necessary and sufficient to achieve increased access to integrated health services in Ghana. Access to health services is improving, overall, but USAID continues to engage at both national and regional levels to encourage the establishment of key basic and preventative services.

### **IR 3.1 Level and Sub-IR-Level Indicators**

Lead Indicators include:

- Percentage of births attended by a skilled doctor, nurse or midwife in USG intervention areas
- Percentage of newborns receiving a postnatal health check within two days of birth in USG intervention areas
- Percentage of women receiving at least two doses of intermittent preventive treatment against malaria during antenatal care (ANC) visits
- Couple-years of protection from unplanned pregnancy delivered by private and public health providers
- Number of most-at-risk populations (MARPs) reached with individual- and/or small-group-level interventions that are based on evidence and/or meet the minimum standards, disaggregated by MARP type: female sex workers (FSW), men who have sex with men (MSM), male sex workers (MSW), non-paying partners (NPP)
- Number of people in target areas with access to improved drinking water supply as a result of USG assistance, disaggregated by sex
- Number of USG social assistance beneficiaries participating in productive safety nets, disaggregated by sex

### **IR 3.2 Increased availability of community-based health resources**

**IR 3.2 Increased availability of community-based health resources** reflects GHI IR 2 and the slow scale up of the GoG’s decentralization initiative. Community-based health resources include: bore wells, clean water, sanitation facilities; health volunteers who help distribute bed nets or demonstrate good health behaviors; social marketing resources that encourage healthy behaviors and use of key products; outreach nurses who provide nutrition screening and counseling; community action committees organized around health issues; and other specific interventions.

The Ghana Shared Growth and Development Agenda has identified “accelerating CHPS expansion in underserved areas” as a priority.<sup>27</sup> The need is great: As noted in the Ghana GHI Strategy, “Coverage of delineated CHPS zones by functional community health officers is currently estimated at 20 to 25 percent nationwide. Community-based provision of family planning; nutrition promotion and treatment of severe acute malnutrition; and management of malaria, pneumonia, and diarrhea are dependent on expansion of CHPS and other community-centered approaches where CHPS are not yet functional. Beyond the CHPS approach, programs to train and equip community volunteers to diagnose key childhood illnesses, including malaria, diarrhea, and acute respiratory infections; deliver community-based care and refer as necessary; and to report on their efforts have stalled and have not moved beyond small-scale training.”<sup>28</sup>

**IR 3.2 has the following Sub-IRs**, which align with GHI, as noted:

- **3.2.1:** Reduced opportunity cost for women to adopt healthy behaviors (Ref GHI IR 1.1, 1.2, 1.4; FTF 3.1)
- **3.2.2:** Continuum of community-based health care ensured (Ref GHI 1.4; FTF 3.2)
- **3.2.3:** Increased demand for key health interventions (Ref GHI IR 1.3; FTF 3.1)
- **3.2.4:** Increased access to essential community health infrastructure (Ref FTF3.3)
- **3.2.5:** Caregiving decisions informed by health-related evidence (Ref GHI IR 1.3; FTF 3.1, 3.4)

IR 3.2.1 also addresses the opportunity cost to women of increasing access to care, in this case, specifically, in adopting healthy behaviors. As noted in the Gender Assessment, “The proposed roll out of community-based care for children under five is a positive step toward making services more accessible and for addressing gender-based constraints related to women’s limited time, mobility and resources. However, many health programs rely on women in households to assume the major responsibility for health, especially health of children. Understanding the trade-offs between improving care and increasing women’s unpaid workload is important in identifying successful strategies that reduce gender inequalities. . . .”<sup>29</sup> Under this IR, and in support of FTF goals, USAID will conduct an experimental study that both contributes to the global evidence base on integrated resiliency and nutrition programming and also closely tracks the opportunity costs of women participating in development programming.

Continuum of community-based care includes all services offered in the community, as opposed to a health facility, and includes the work of community health nurses; volunteers who provide immunization, education, and referral; health committees who ensure access to infrastructure, emergency transportation, etc.; and private sector providers. Because resources are defined as services infrastructure and positive behavior, demand is a critical element in ensuring their availability, both through behavior changes and also through private sector market forces and citizen demand for local government accountability.

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<sup>27</sup> Ghana Shared Growth and Development Agenda Costing Framework 2010-2013, p. 21.

<sup>28</sup> Ghana Global Health Initiative Strategy 2012-2017, p. 12.

<sup>29</sup> Cultural Practices, LLC, “Gender Assessment USAID/Ghana, Volume 1,” December 2, 2011, p. 40. The Gender Assessment included a recommendation that USAID “[c]onduct research to examine the impact of relying on women’s unpaid workload in order to bring services closer to communities.” Please see the Monitoring and Evaluation section of this document for USAID/Ghana’s proposed evaluation question.

### **IR 3.2 Level and Sub-IR-Level Indicators**

Lead Indicators include:

- Number of insecticide-treated (bed) Nets (ITNs) purchased with supported funds that were distributed
- Number of CHPS zones in USG areas with full-time skilled healthcare worker

### **IR 3.3 Strengthened and Responsive Health systems**

**IR 3.3 Strengthened and responsive health systems**, GHI's health systems strengthening component, is essential to the goal of reaching middle income status. Ghana's health system presents opportunities for significant contributions towards GHI goals. The government's commitment to decentralization and improving health systems, combined with their excellent leadership and engagement on overall sector planning and reform, create an environment where USG inputs can demonstrate impact. Current USG platforms are well balanced and partially integrated already, which will allow a smoother transition to full implementation of the GHI strategy. Partner institutions in Ghana are technically strong and engaged with USG programs.

**IR 3.3 has the following Sub-IRs**, intended to build upon these strengths and opportunities:

- **3.3.1:** Strengthened, integrated healthcare referral systems (Ref. GHI IR 1.4)
- **3.3.2:** Increased human resource capacity for service delivery and management (Ref. GHI IR 2.1)
- **3.3.3:** Improved linkages between diagnostics and treatment (Ref. GHI IR 2.3)
- **3.3.4:** Improved quality and use of strategic information in decision making (Ref. GHI IR 2.1)
- **3.3.5:** Strengthened Ghanaian health research capacity (Ref. GHI IR 2.2)

One of the main deficiencies in Ghana's health system is the difficulty and inefficiency of referrals. USAID will engage district health teams, hospital administrators, and staff at all levels of the health system to develop locally feasible strategies to improve the timeliness and appropriateness of patient referrals. Building on previous efforts, these teams will introduce new processes and protocols and track their effectiveness in improving performance in referral, timeliness, and quality measures, such as how referrals were determined, how the patients were stabilized before and during referral, how they were received at the admitting institution, patient outcomes, and feedback to the referring institution. Strategies, processes, and systems that are shown to improve performance and outcomes of referrals will be presented in health summits or other national workshops. USAID will promote scale up of similar community engagement strategies to reduce excess mortality and suffering due to unavailable transport. To improve the speed and quality of care once the patient is admitted to the referral facility, USAID will explore innovations such as the use of cell phone messaging, dedicated networks, and other appropriate technology to increase communications between levels of care.

### **IR 3.3 Level and Sub-IR-Level Indicators**

Lead Indicators include:

- Number of persons trained with USG funds, disaggregated by type of training and sex
- Percent of USG-supported facilities utilizing District Health Information System (DHIMS-2) to report timely and accurate data

### **IR 3.4 Improved health sector governance and accountability**

**IR 3.4 Improved health sector governance and accountability** is the cross-cutting IR. The lack of strong systems, clear roles and responsibilities, and accountability within and across the Ministry of Health (MOH), Ghana Health Service (GHS), and other GoG agencies impedes performance. Chronic weaknesses in teamwork and program execution, and a lack of focus, sanctions, or rewards based on performance, undermine health program effectiveness. While Ghana has been committed to decentralizing government systems for some time, the health sector has been the slowest to adjust to the need for leadership at the local level. This has resulted in the poor application of limited resources, inadequate planning, and lack of capacity at the district level. Health managers acknowledge that public health facilities are not performing according to national standards of care. They often operate with inadequate equipment or infrastructure, but more importantly, managers and staff are not accountable for results, including mortality outcomes. This affects all facilities, including relatively well-equipped and well-staffed facilities in urban areas, where high patient volume and poor morale often result in poor care.

**IR 3.4 has the following** Sub-IRs, the first four of which align with GHI. The remaining two are also necessary for increasing health sector governance and accountability in Ghana:

- **3.4.1:** Strengthened leadership and management (Ref GHI IR 3.1)
- **3.4.2:** Transparent and optimal use of health resources (Ref GHI IR 3.2)
- **3.4.3:** Improved performance of the commodity supply chain (Ref GHI IR 3.3)
- **3.4.4:** Effective partner coordination and alignment (Ref GHI IR 3.4)
- **3.4.5:** Increased effectiveness & sustainability of health financing
- **3.4.6:** Increased GoG responsiveness to vulnerable and marginalized populations

Through GHI, USAID will deepen its partnership with decentralized entities of the GHS and reach out to ensure involvement of regional and district authorities, civil society and other key entities in planning and oversight of health sector performance. USAID will emphasize support for decentralization and the performance of local government in response to health needs through the new composite budget system. Building financial management capacity through direct investments partnered with technical support will be a critical component and working at all levels of the system will allow USAID to link policy improvements to health outcomes. Targeting local governance and accountability issues will help ensure that management skills are transferred and that there is a process for accountability and transparency, within the GHS and between it and other MOH bodies, local government, and civil society. USAID will scale up performance-based grants to relevant units within the MOH and local government bodies to foster accountability, and will encourage use of this practice by the MOH and other development partners.

### **IR 3.4 Level and Sub-IR-Level Indicators**

Lead Indicators include:

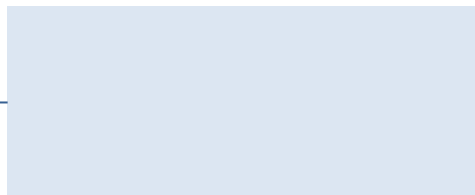
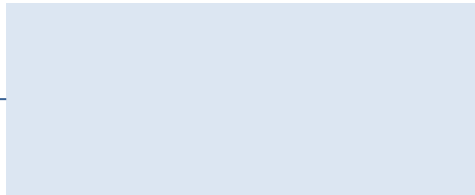
- Number of USG-assisted service delivery points (SDPs) that experience a stockout at any time during the defined reporting period of any contraceptive method that the SDP is expected to provide
- Percent of service delivery points reached by local and district management under USG performance-based grants in GHI priority areas.
- OCA or FOAT score of targeted health entities/districts receiving support from USG, depending upon entity type

DEVELOPMENT OBJECTIVE 4:

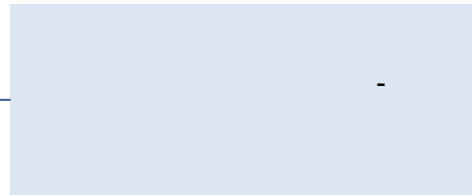
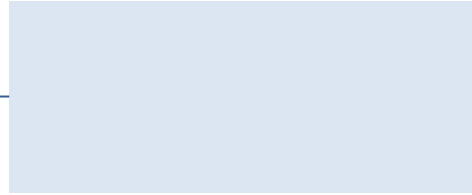
## Improved Reading Performance in Primary School

INDICATOR: Percentage change in proportion of students in Primary 3 and 6 who demonstrate improvements in English: percentage change in proportion of students in Primary 3 who demonstrate improvements in reading Ghanaian language

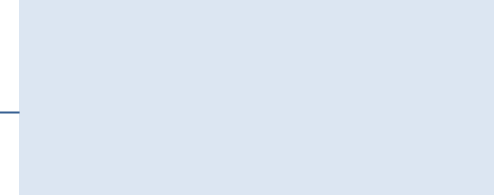
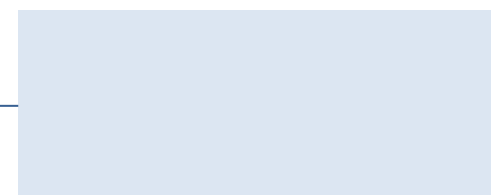
**IR 4.1: Enhanced reading and maths instruction**



**IR 4.2: Strengthened basic education management systems**



**IR 4.3: Increased government accountability and transparency**



## EDUCATION

### DO 4: Improved Reading Performance in Primary School

USAID/Ghana’s education development objective emphasizes education quality and contributes to the U.S. policy toward sub-Saharan Africa, specifically on the objective of improving sub-Saharan Africa’s education services under pillar four “Promote Opportunity and Development.” DO 2 also supports the agency goal of improved reading skills for 100 million children in primary grades by 2015, as well as the GoG’s focus on educational quality in the Ghana Education Strategic Plan (ESP) 2010–2020: “In view of the Growth and Poverty Reduction Strategy and the concerns about quality in the early years of schooling, the basic education subsector, particularly primary schooling, remains a spending priority for the Ministry of Education (MOE).”<sup>30</sup> Emphasizing literacy, but including math, underscores the reciprocal benefits of mutually reinforcing skill-building of literacy and numeracy acquisition. The inclusion of mathematics at the Intermediate Result level reflects the importance of numeracy skills in Ghana’s rapidly growing economy and the fact that the same classroom teachers who teach reading also teach mathematics.

USAID’s Results Framework complements the work of other donors in the sector: USAID has taken the lead among DPs in teacher training, curriculum development, and teaching and learning materials initiatives, and introducing mother-tongue instruction, with other donors increasingly devoting greater resources to education-quality improvement. The DO also aligns with USAID Forward IPR priorities by supporting national and district-level government entities, as well as support for the civil society organizations that hold them accountable. The education DO is informed by data from national standardized tests conducted in 2011, lessons learned in recent education programs, findings of the Democracy and Governance Assessment regarding decentralization and public sector accountability, and evidence of gender-based inequities in, and considerations for, education cited in USAID/Ghana’s Gender Assessment.

The development hypothesis underpinning the education objective is that, if instruction in reading and mathematics is enhanced, if it is supported through strengthened basic education management systems, and if education sector governance institutions are more accountable and transparent to citizens who can engage in school oversight, then children’s learning outcomes, specifically children’s reading performance in primary schools, will improve. Key aspects of this strategy have proven effective in Ghana and other countries in the past, as noted in the agency Education Strategy.<sup>31</sup> The following assumptions and risks underpin this Development Objective:

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30 Government of Ghana Education Strategic Plan 2010–2020, p. 37. The strategy uses the 2008 Education Act definition of “basic education”: two years of kindergarten, six years of primary school, and three years of junior high school. Universal primary education is mandated in Ghana: “In line with the 1992 Constitution, national poverty reduction strategies and the Millennium Development Goals, basic level education shall be free for all children of school going age.” ESP, p. 14.

31 The USAID Education Strategy acknowledges USAID/Ghana’s success on p. 10: “For example, in India, Liberia, and Ghana, impressive reading results were achieved by establishing time for reading, providing intense training and supervision for teachers, assuring continuous assessment, and making available appropriate reading materials.”

## Assumptions

- The GoG will finalize the establishment of the three new autonomous bodies (National Inspectorate Board, National Teaching Council, and National Council on Curriculum and Assessment), whose work contributes to USAID’s education Intermediate Results.
- There will be no protracted teacher strikes or other labor actions.
- Early grade reading and math continues to be a global priority among key international education institutions.
- The Government continues to advance the process of decentralization.
- Decentralized capacity of lower level education units will continue to increase.
- The GoG will maintain or increase current funding levels for education.

## Risks

- District Assemblies may not be able to effectively manage education under the decentralized system.
- Teachers may not embrace the need to improve instruction of reading, i.e., they may not agree that reading is a critical focus.
- Parental support for mother-tongue instruction remains low or uneven across Ghana.
- GoG absorptive capacity may be slower than anticipated.

Achievement of this Development Objective is essential to realizing Ghana’s future as a stable, middle-income country where all citizens are capable of reaching their human potential. At a time when Ghana’s development is accelerating, but under stress due to development of the oil industry, the USAID Education Strategy’s assertion that “education is both foundational to human development and critically linked to broad-based economic growth and democratic governance”<sup>32</sup> is particularly salient. Put simply, Ghana’s ability to translate its vast natural resources into sustainable development and attain established, middle-income status will require an educated, engaged citizenry.

DO 4 has three Intermediate Results:

- **IR 4.1:** Enhanced reading and math instruction
- **IR 4.2:** Strengthened basic education management systems
- **IR 4.3:** Increased government accountability and transparency

## DO-Level Indicators

USAID/Ghana proposes to measure achievement of the DO with the following indicators:

- Percentage change in proportion of students in Primary 3 and 6 who demonstrate improvements in reading English (APR)
- Percentage change in proportion of students in Primary 3 who demonstrate improvements in reading Ghanaian language

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32 USAID Education Strategy, “Education: Opportunity through Learning,” February 2011, p. 1.



## IR and Sub-IR Level Indicators

USAID/Ghana proposes to measure achievement of the IR's and Sub-IR's with the following indicators:

- Number of learners enrolled in USG-supported pre-primary schools or equivalent non-school-based settings, disaggregated by sex
- Number of teachers and educators trained with USG support, disaggregated by sex
- Number of textbooks and other teaching and learning materials provided with USG assistance
- Number of targeted District Education Offices meeting standards for education management and school supervision
- Number of District Education Oversight Committees using participatory and accountable management practices

Based upon experience in Ghana and more broadly, key drivers of education quality include: improved teacher quality and professionalism, enhanced learning environments, innovative curricular approaches, improved school management capacity, and better accountability systems. The latter is particularly important in Ghana, given high rates of teacher absenteeism and low time on task in the classroom. All of these are reflected in the education RF for Ghana, where there is compelling evidence of low education quality and where the decentralization process is shifting education management to the district level.

Ghana has made great strides in increasing access to education over the last 20 years. There has also been encouraging progress on gender equity, particularly at the lower levels of basic education. Unfortunately, gains in learning achievement have not been commensurate with gains in access and the most recent Education Management Information System (EMIS) data shows that gender inequalities are on the rise again, particularly from adolescence. Data point to the disappointing fact that the gender MDG is highly likely to be missed in Ghana, despite the impressive progress in increasing education access overall.

The DO focus on early-grade reading and related systems strengthening outcomes will include approaches to address critical cross-cutting issues that affect disadvantaged, vulnerable, or marginalized children, such as some groups of girls, children with special needs, and children in Islamic schools.

The DO will continue to support the Ghana Education Service's (GES) Girls Education Unit (GEU) in strategic planning and, for select activities, implementation, to help narrow the education gender gap. USG financial support, in tandem with the GEU, has facilitated the delivery of scholarship packages<sup>33</sup> for primary and junior-high-school girls and the development of a National Gender Strategic Plan. This Strategic Plan will provide prioritized, costed activities that the GEU considers to be critical in meeting the gender parity goal, improving girls' performance, transition, and completion rates. The Strategic Plan also seeks to harness and coordinate the efforts of all development partners, donors, NGOs, and civil society organizations to ensure synergy building and complementarity towards greater focusing, targeting, achievements, and impact. Children with special needs and children in Islamic schools are considered to be the least reached in the sector, inhibiting quality education for all children. As part of USAID's approach to strengthening systems for

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<sup>33</sup> Scholarship packages contain school uniforms, sandals, bags, books, and other essential materials, for over 10,000 girls in seven of the most deprived and gender-parity-challenged districts.

early-grade reading delivery and outcomes in basic schools, the DO mainstreams support to the GES Special Education Division and the Islamic Education Unit in order to improve the quality of education these children receive, with an emphasis on the teaching and learning of reading.

The Ghana 2011 National Educational Assessment (NEA)<sup>34</sup> showed that only 35 percent of primary school children leaving sixth grade read English with proficiency, and only 16 percent achieve similar levels of proficiency in math. According to the GoG 2010–2020 Education Sector Plan, the GoG aims to have at least 60 percent of grade six students reading with proficiency by 2012. As for Primary 3 student performance on the six reading comprehension questions, 42 percent of the students had either zero or only one correct answer out of these six items, indicating that almost half of these students had great difficulty with reading. These and other assessment results suggest that focused interventions, resources, and accountability mechanisms will be needed to reach the GoG goal.

How should the GoG, USAID, and other donors target these programs and resources? In an effort to identify factors that may hinder or help performance, the NEA researchers linked student results to school characteristic data available via the EMIS. While the analysis did not include student demographic or socio-economic data, school factors found to be associated significantly with stronger student performance included:

- Availability of textbooks
- Proportion of female teachers
- Proportion of teachers with training
- Visits from circuit supervisors
- schools keeping administrative registers
- student transfer rates<sup>35</sup>

Evidence from private schools and from districts currently receiving USG assistance suggests that a quality education can indeed be delivered with limited resources. The private school model of accountable school management and engaged parents, and USAID’s experience improving classroom teaching and learning, will inform implementation of the new strategy in both deprived and transitioning districts. Efforts across the new IRs will seek to improve “teacher time on task” by reducing teacher absenteeism and impunity through a comprehensive set of interventions aimed at enhanced training and instructional materials, better school management and oversight, and greater accountability of schools and education administrators to parents and communities, all with the objective of improved reading performance in primary school.

The bulk of USAID’s support to education in Ghana is national in scope; thus, geographic targeting would potentially cover all 212 districts.<sup>36</sup> This nationwide approach is premised on the fact that, in Ghana, the USAID Education Strategy’s focus on reading requires the strengthening of national- and local-level institutions, systems, and actors for effective education delivery to improve educational outcomes. Additionally, the Ministry of Education and the Ghana Education Service anticipate USAID’s continued support for critical yet relevant interventions introduced in prior years. These include planned refresher teacher training for the mother-tongue instructional approach, introduced nationwide in 2010 with USAID

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34 Government of Ghana Ministry of Education and Ghana Education Service, Executive Summary of the 2011 National Education Assessment, January 2012, p. 4.

35 Executive Summary of 2011 National Educational Assessment, p. 11.

36 At this time, the EMIS is only set for 170 districts; therefore, until such time as EMIS is updated, all data will be reported using the 170 districts currently listed in EMIS.

support, which would target about 80,000 public primary school teachers throughout the country. Support for the implementation of a School Report Card (SRC) program designed to improve accountability in the school system is anticipated and would cover all districts in Ghana. It is important to note that SRC results would also be used for reporting on deprived district performance under the Global Partnership for Education Fund program in deprived districts, as well as for other national-level reporting such as the Multi-Donor Budget Support (MDBS) targets and triggers. Moreover, the SRC results are the only measure of teacher absenteeism at the local level, a measure that provides valuable data needed to improve DO level indicators for improved reading performance. National institutions such as the National Inspectorate Board, the National Teaching Council and the National Council for Curriculum and Assessment would also be strengthened to deliver effectively on their mandates, all with the objective of improved reading performance. These interventions are targeted at reducing systemic inefficiencies and improving on management performance.

Although Ghana's three northern regions are not specifically targeted, special programmatic emphasis would be placed on improving educational outcomes in northern Ghana. USAID anticipates that district grants to support identified priority activities at the district level would be concentrated in northern Ghana. This approach is informed by the fact that the preponderance of less-endowed districts in Ghana, particularly in terms of resources, is located in the three northern regions. In addition, the three northern regions (Northern, Upper East and Upper West) have traditionally scored the lowest on the National Education Assessment (in 2011: 41 percent, 46 percent, and 41 percent, respectively). Although the results are poor, there is also great opportunity to show large gains in reading skills in these three regions.

#### **IR 4.1 Enhanced reading and math instruction has two Sub-IRs:**

- **4.1.1:** Strengthened instructional practices of teachers
- **4.1.2:** Increased use of quality teaching and learning materials

Evidence shows that professionally trained teachers are essential for achieving literacy and numeracy goals, but only 62.8 percent of teachers in Ghanaian public primary schools are trained. Under the new strategy, USAID will expand support for teacher training focused on improving teachers' ability to teach reading and on professionalization, particularly through support to the National Teaching Council (NTC). As required by the Education Act of 2008, the NTC's mandate is to improve the professional standing and status of teachers and provide licensing and registration of teachers in Ghana. Other activities to improve teacher quality will include teacher training and support, primarily at the in-service level where teachers need practical skill upgrades related to large class management, mother-tongue instruction, interactive pedagogy, and student assessment. Many of the teacher training activities and school-based support modules developed under the Education Quality for All (EQUALL) project can be continued and expanded. Further, both EQUALL and the Washington-funded Teaching and Learning Materials Program have demonstrated that teachers can be better instructors and students better learners when provided with high-quality teaching and learning materials (TLMs). The continued provision of teacher support and updating of TLMs under the innovative USAID-funded and GES-managed National Literacy Acceleration Program (NALAP) will help consolidate and expand literacy gains chalked by bilingual literacy programs.

Key findings of the NALAP formative evaluation indicate that teachers' use of the Teachers Guide is weak, thus compromising the intended outcomes of the NALAP methodology. Further instruction in phonics also

needs to be strengthened. The evaluation report consequently recommends the development of activities for pedagogical improvements; continuous training courses for teachers that are sustainable and consistent with adult learning precepts; social advocacy; NALAP material revisions; and institutional support for instruction. According to the MOE, the Colleges of Education offer an opportunity to integrate and institutionalize the NALAP methodology, in both pre-service and in-service training of teachers.

#### **IR 4.2 Strengthened Basic Education Management Systems**

**IR 4.2 Strengthened basic education management systems** has two Sub-Intermediate Results:

- **4.2.1:** Strengthened supervision and oversight
- **4.2.3:** Improved evidence-based decision making

The government decentralization process underway in Ghana is directly relevant to this IR, because school management will fall under the domain of the DAs. The latter now hold primary responsibility for managing District Education Offices, including teacher staffing, infrastructure improvement, and work planning. USAID has long believed that decentralized units hold promise in their ability to identify problems and propose sustainable solutions through direct stakeholder ownership or involvement. USAID's experience in Ghana suggests that impediments to effective and efficient district-level education governance include low management capacity, inadequate community participation in planning, and insufficient use of quality data in analyzing results. As District Assemblies enter the equation, they will need assistance in understanding educational challenges and serving as effective overseers of schools in their jurisdiction, including with respect to improving reading performance in their primary schools. At the same time, the National Inspectorate Board, one of three autonomous bodies mandated by the Education Act of 2008, is considered a target for capacity-building support. The National Inspectorate Board (NIB) is charged with inspecting schools, and in setting, enforcing, and evaluating standards. USAID is also committed to helping the GES to improve processes for recruiting, training, and supporting circuit supervisors and school head teachers. Head teachers are the day-to-day managers of schools and circuit supervisors are the crucial supervisory link between schools and their district offices. These front-line personnel are often selected in an ad-hoc manner, offered limited training, and given inadequate support; USAID's focus on these key actors will emphasize their role in overseeing improvements in reading performance.

In fact, all USAID support to strengthened basic education management systems will use the DO level goal of improved reading performance in primary school as a point of entry. All activities and work with higher level institutions such as NIB, NC, and OCCA will be directly linked to how they impact quality of education in general in reading performance in particular in primary school.

#### **IR 4.3 Increased Government Accountability and Transparency**

**IR 4.3 Increased government accountability and transparency**, the cross-cutting IR, has two Sub-IRs:

- **4.3.1:** Improved PTA and community oversight of schools
- **4.3.2:** Increased capacity of District Education Oversight Committees to practice participatory management and decision making

At present, there is little to no public accountability for low or falling education quality in Ghana. Despite large investments in public education, statistics cited above and elsewhere point to levels of literacy and numeracy that are ill-suited to Ghana's development trajectory. In addition to targeting teachers and school administrators, USAID/Ghana will support robust civil society involvement to ensure increased government accountability for student learning outcomes. This approach aligns with the finding of USAID/Ghana's DRG Assessment that, "Ghanaian civil society offers the greatest opportunity for promoting reform of the current political system by demanding greater accountability from government at both the national and local levels." But this demand-side or civic action function represents just one side of the governance equation. Civil society, particularly community organizations, intermediary NGOs, and newly federating bodies of CSOs have an equal role to play in the supply of good governance through both co-governance activities in collaboration with local governments and in areas of self-governance (e.g., natural resource management and school management).<sup>37</sup> When the intervention is well-designed, providing communities with information about their local education system can help improve schooling, including children's learning outcomes. Moreover, community monitoring of teacher attendance that is tied to a salary incentive has been shown to reduce teacher absenteeism and result in increased learning outcomes. These types of interventions result in better informed citizens that are empowered to engage with school administrators and District Education Oversight Committees.<sup>38</sup>

Activities envisioned under Sub-IRs 4.3.1 and 4.3.2 draw upon 10 years of USAID/Ghana support for programs to improve educational governance through community involvement. These have entailed such governance tools as annual school performance improvement plans, annual school performance appraisal meetings, civic union alliances, and parent-led school management committees. Evidence suggests that the districts targeted by USAID under these governance activities engaged in more robust educational planning and accountability processes and are characterized by higher levels of community participation than other districts.

Aligned with USAID Forward and aid effectiveness principles, USAID/Ghana will implement the new USAID education strategy by helping to build sustainable systems that are valued and owned by Ghana itself. As illustrated below, the new USAID Partnership for Education Program responds to all DO 4 IRs and consists of five linked but separate efforts: four technical assistance mechanisms: *Learning, Testing, Funding, and Evaluating* and direct funding to the MOE/GES and local organizations. Taken together, these programs seek to support enhanced use of country systems to improve literacy and numeracy and strengthen education systems and management.

Overall, *Learning and Testing* will provide technical assistance and support pedagogical, technical and management capacity building to MOE and GES as well as selected NGOs; *Funding* will manage disbursement of funds to GES and provide technical and financial capacity assessments and support and *Evaluating* will provide monitoring and evaluation services for all USAID/Ghana activities supporting key areas of MOE/GES education plans and priorities. As a package of interventions, USAID/Ghana's Partnership for Education (the three technical assistance activities and government and non-government

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37 Democracy International, Inc., Op. Cit, p. 34.

38 Dufflo, Esther, Department of Economics and Poverty Action Lab, Massachusetts Institute of Technology, and Rema, Hanna, Wagner School of Public Service, New York University and Poverty Action Lab, in "Monitoring Works: Getting Teachers to Come to School," May 2006 in [http://poverty-action.org/sites/default/files/Monitoring Works.DuffloHanna.2006.pdf](http://poverty-action.org/sites/default/files/Monitoring%20Works.DuffloHanna.2006.pdf)

entity funding through implementation letters and grants) is structured to work through and directly support Ghana's country systems.

By combining a focus on improving literacy at primary school levels with the use of host country systems to implement education activities, the USAID/Ghana approach through the USAID Partnership for Education activities align with the USAID Education Strategy, USAID Forward principles, and the Paris Declaration and Accra Agenda for Action commitments on aid effectiveness. The Evaluating activity also aligns with the USAID Evaluation Policy and procurement reform objectives, as it will be awarded as a contract to a local organization to provide independent impact evaluation of *Learning* and other selected education programs in Ghana.

USAID/Ghana's *Learning* activity will work collaboratively with MOE/GES to help facilitate the development, design and implementation of interventions to improve reading instruction in primary schools, build strong national education systems, and strengthen the capacity of District Education Offices (DEO) to manage USAID funds and implement literacy activities. *Funding* will assess DEOs and NGOs on their ability to manage USAID funds, track disbursement of funds to DEOs and NGOs, audit and verify financial liquidation reports from DEOs and NGOs, manage the grants under contract awarded to NGOs, and provide monthly advance/liquidation reports of funds disbursed to NGOs and DEOs. *Evaluating* will be responsible for technical support to monitoring and evaluation, including independent and impact evaluations of all programs, as well as other GoG education sector programs.

# MONITORING, EVALUATION, AND LEARNING

## MONITORING

USAID/Ghana plans to develop and establish a robust M&E system that allows for data collection, analysis, and dissemination at the goal, DO, associated IRs, and Sub-IR levels during the implementation of the CDCS. This will greatly enhance decision making, learning and programming at USAID/Ghana, meet the M&E and reporting needs of Washington, and build the capacity of host country institutions and local organizations. The overall goal of the CDCS M&E system is to establish a means of providing critical information for decision-makers to assist them in guiding implementation of the CDCS towards attainment of development objectives. USAID/Ghana recognizes that some elements of the CDCS may require adjustment to respond to evolving conditions.

Monitoring progress and evaluating results will be key management functions of a robust performance-based management plan for this CDCS. USAID/Ghana will pursue performance monitoring as a vigorous, ongoing process that allows managers and Contracting Officer Representatives / Agreement Officer Representatives to determine whether or not a program or activity is making progress towards its intended results.

USAID/Ghana will measure progress toward the CDCS Goal, DOs, IRs, and Sub-IRs based on the performance Indicators included herein. In addition, analysis and communication are also important elements of a complete performance management system. USAID/Ghana will not only collect performance and impact data, it will add value to the raw data by performing appropriate analysis and providing context for data interpretation, thereby transforming data into information. Implementation of the monitoring and evaluation plan will involve USAID/Ghana technical and management staff, partners, GoG counterparts, and other local institutions. This is necessary to ensure efficiency and ownership feedback and to build the M&E capacity of staff and partners.

In addition to the indicators listed below, USAID/Ghana will report on additional standard output and outcome performance indicators that are required as applicable by State/F through the annual Performance Plan and Report process. These specific indicators are included in the Feed the Future, President's Emergency Plan for AIDS Relief, President's Malaria Initiative, and State/F indicator definitions handbooks. USAID/Ghana will work during CDCS implementation to contribute data (including data on custom indicators) to meet the M&E needs of the Bureaus for Food Security, Global Health, Economic Growth, Education and Environment, Africa Bureau and State/F.

## EVALUATION

Evaluation is the systemic collection and analysis of information about the characteristics and outcomes of programs and projects as a basis for judgments, to improve effectiveness, and/or inform decisions about current and future programming. USAID/Ghana will conduct periodic assessments of each project's relevance, performance, efficiency, and impact—both expected and unexpected—in relation to stated objectives. These evaluations will help to identify effects that are attributable to the strategy. The agency Evaluation Policy will serve as a guide in the design, award, conduct, and dissemination of evaluation findings. USAID/Ghana plans to conduct robust and high-quality evaluations in compliance with evaluation

policy during the CDCS period, taking into account our development hypothesis, policy approach, and expected impact under each DO. USAID/Ghana will follow through with implementable recommendations, incorporate lessons learned into follow-on projects/activities, and adapt to both internal and external changes during the period of implementation. USAID/Ghana has already identified opportunities for conducting impact evaluations in DRG (different support packages for district assemblies), FTF (agriculture and nutrition interventions targeted to vulnerable groups) and Education (impact of school report cards).

## **LEARNING**

USAID/Ghana is a leader in the implementation of USAID Forward principles; in this CDCS, USAID/Ghana will realize its greatest contribution: strengthening local capacity by carefully increasing the proportion of assistance that is delivered through host country systems. This approach will boost Ghana's capacity to take charge of its development, as signaled by the GoG's stated goal of reaching established middle-income status. Through the implementation of performance management plans (PMPs) that include indicators aligned with GoG and other DPs' metrics and through USAID support to national M&E systems, USAID/Ghana will coordinate and collaborate with sector ministries, agencies of government, and departments, including development partners to test new models and approaches, build on successful interventions, and address any existing gaps. The underlying critical assumptions and causal linkages between the IRs, Dos, and the Ghana CDCS goal will be assessed periodically to guide implementation, adapt to changes, and scale-up successful interventions based on evidence. USAID/Ghana will ensure that this approach enhances continuous learning by staff and partners to positively influence strategy implementation. USAID/Ghana plans to build an internal knowledge management database for reference and decision making. USAID/Ghana will continue to collaborate, create synergies, and work to strengthen Ghana's M&E systems by providing support and aligning with them when developing our own PMPs.

### **Goal: Ghana's Transition towards Established Middle-Income Status Accelerated**

Lead Indicators:

- Ghana's HDI score
- Rate of increase of Ghana's HDI score
- Percentage of MDGs met (used by the GoG in its APR for the GSGDA)

## **DO I: Strengthened Democratic, Responsive Governance**

**DO-Level Indicators:**

- World Bank Governance Index percentile rankings for government accountability and effectiveness
- Percentage of citizens expressing positive opinions of government responsiveness in Afrobarometer surveys

**Other Performance Indicators:**

- Percentage of District Assemblies that publicize their budgets
- Percentage of District Assemblies with improved FOAT score
- Transparency International score on perception of corruption
- Civil Society Organization Sustainability Index Score
- Percentage of local governments audited on an annual basis as reported by the National Audit Authority
- Number of people affiliated with NGOs receiving USG supported anti-corruption training



- Freedom in the World political rights sub-score for electoral processes
- Percentage of citizens expressing trust in the Ghana Electoral Commission (Afrobarometer)
- Number of reported electoral disputes and irregularities in electoral process
- Share of women political candidates
- Share of women in elected office at various levels (national and local)
- Share of women in high-level administrative positions
- Share of women voters

**Evaluation Question:**

1. Based on a comparison of decentralization programs in Ghana, Tanzania, Mozambique and Uganda, what are the most effective interventions for building capacity of decentralized government units as measured by the FOAT?

**DO 2: Sustainable and Broadly Shared Economic Growth**

**DO-Level Indicators:**

- Prevalence of Poverty (FTF) (APR/MDG), disaggregated by gendered household type
- Agriculture sector GDP (FTF) (APR)
- Empowerment of Women in Agriculture Index (FTF)
- Prevalence of underweight/stunted/wasted children (FTF) (APR/MDG), disaggregated by sex

**Other Performance Indicators:**

- Number of direct project beneficiaries (number), percentage of which are female (percent) (IDA Core Indicator) disaggregated by rural, urban
- Gross margins for selected crops (in GHC) under marketing arrangements fostered by the project
- Value of incremental sales (farm-level) attributed to FTF/USG interventions
- Percentage of targeted farmers and others who have applied new technologies or management practices as a result of USG assistance, disaggregated by sex
- Numbers of Policies/Regulations/Administrative Procedures in each of the following stages of development as a result of USG assistance in each case: analyzed; drafted and presented for public/stakeholder consultation; presented for legislation/decreed; passed/approved; passed, for which implementation has begun
- Value of new, private-sector investments in these select value chains
- Value of agricultural and rural loans
- Number of MSMEs, including farmers, receiving USG assistance to access finance, disaggregated by male or female-owned enterprises
- Prevalence of households with moderate to severe hunger, disaggregated by gendered household type
- Number of children in vulnerable communities reached with nutrition programs, disaggregated by sex
- Number of households in vulnerable communities reached through USG assistance, disaggregated by gendered household type
- Prevalence of children six to 23 months of age receiving a minimum acceptable diet
- Prevalence of exclusive breastfeeding of children under six months of age
- Number of DAs supported with USG assistance
- Number of people receiving USG-supported training in natural resources management and/or biodiversity conservation, disaggregated by sex
- Number of CSOs and government agencies strengthened

- OCA score of targeted, energy-related government entities
- Hectares(terrestrial and marine) in areas of biological significance under improved management

#### **Evaluation Questions:**

1. What are the most effective, efficient and sustainable vehicles for promoting adoption of innovative technologies, practices (behaviors), and diffusion of products and new technologies among the poor, women, malnourished, and socially marginalized? What are the most binding constraints in promoting technology adoption and the most effective interventions for removing these constraints?
2. Which interventions have had the greatest impact, in terms of household profitability and/or yields per unit of land, in improving agricultural productivity and overall household production, socio-economic status, considering whether a household head is male and female?
3. Which interventions are most effective and sustainable in terms of natural resource management, low cost, and finance?
4. To what extent do agricultural productivity interventions in the cash- or staple-crop value chains lead to the generation or improvement of on-farm and off-farm employment?

### **DO 3: Equitable Improvements in Health Status**

#### **DO-Level Indicators:**

- Child Mortality
- Maternal Mortality
- Contraceptive Prevalence
- HIV Incidence
- Undernutrition in children under five years of age
- Anemia prevalence in women and children under five years of age

#### **Other Performance Indicators:**

- Percentage of births attended by a skilled doctor, nurse, or midwife in USG intervention areas
- Percentage of newborns receiving a postnatal health check within two days of birth in USG intervention areas
- Percentage of women receiving at least two doses of intermittent preventive treatment against malaria during antenatal care (ANC) visits
- Couple-years of protection from unplanned pregnancy delivered by private and public health providers
- Number of MARPs reached with individual- and/or small-group-level interventions that are based on evidence and/or meet the minimum standards, disaggregated by MARP type: FSW, MSM, MSW, NPP
- Number of people in target areas with access to improved drinking water supply as a result of USG assistance disaggregated by sex
- Number of USG social-assistance beneficiaries participating in productive safety nets, disaggregated by sex
- Number of ITNs purchased with USG funds that were distributed
- Number of CHPS zones in USG areas with full-time skilled healthcare worker
- Number of persons trained with USG funds disaggregated by type of training and sex in child health and nutrition; in intermittent preventive treatment in pregnancy (IPTp); to deliver indoor residual spraying (IRS), IPTp, and distribute ITN; case management using artemisinin-based combination therapy; in rapid diagnostic tests
- Percent of USG-supported facilities utilization of the DHIMS-2 to report timely and accurate data

- Number of USG-assisted SDPs that experience a stockout at any time during the defined reporting period of any contraceptive method that the SDP is expected to provide
- Percentage of SDPs reached by local and district management under USG performance-based grants in GHI priority areas
- OCA or FOAT score of targeted health entities/districts receiving support from USG, depending upon entity type

#### **Evaluation Questions:**

1. Are nutrition interventions alone or livelihoods interventions alone as effective at increasing household incomes and positive nutritional outcomes as when those interventions are integrated? Sub-questions include whether access to productive safety nets increases vulnerable household participation in income-generation opportunities and whether the input and output market-strengthening activities of value-chain projects targeting less vulnerable households also contribute to improving profitability of the types of value chains in which more vulnerable households can participate?
2. What are the most effective incentives and/or interventions to lower women's opportunity costs for (a) accessing integrated health services; and (b) adopting healthy behaviors? Interventions might include: free provision of childcare in community-based nurseries or similar facilities; financial remuneration for extended breast-feeding and/or appropriate weaning practices; free nutritional supplements; etc.
3. Does District Health Management Team participation in a leadership development program positively influence the offer and use of key health services?
4. Do knowledge and practice differ by capacity-build quantity: (1) one training only; (2) two or more trainings with no supervisory visits; (3) training with two or more post training supervisory visits?
5. To determine how malaria-related healthcare services indicators at the district and the health facility levels compare between districts covered with vertical malaria interventions and districts covered with integrated health services (including malaria) interventions.

### **DO 4: Improved Reading Performance in Primary School**

#### **DO-Level Indicators:**

- Percentage change in proportion of students in Primary 3 and 6 who demonstrate improvements in reading English (APR)
- Percentage change in proportion of students in Primary 3 who demonstrate improvements in reading Ghanaian language

#### **Other Performance Indicators:**

- Number of learners enrolled in USG-supported pre-primary schools or equivalent, non-school-based settings, disaggregated by sex
- Number of teachers and educators trained with USG support, disaggregated by sex
- Number of textbooks and other teaching and learning materials provided with USG assistance
- Number of targeted District Education Offices meeting standards for education management and school supervision
- Number of District Education Oversight Committees using participatory and accountable management practices

**Evaluation Questions:**

1. What incentives or strategies will be the most effective in reducing teacher absenteeism? Related questions to this could include inquiring about factors other than incentives that could contribute to reducing teacher absenteeism, as well as studying the effectiveness of a combination of approaches, whether incentive or non-incentive.
2. What interventions or strategies will be the most effective in increasing teacher time on task?
3. With regard to math, what approaches can be developed to improve math competency levels and proficiency in grades Primary 3 and/or 6? Related questions could include examining the key levers to learning math and the relationship of mother-tongue instruction and learning math in English.

# ANNEX I: ALIGNMENT WITH PRESIDENTIAL POLICY DIRECTIVE 16 (PPD 16)

## U.S. STRATEGY FOR SUB-SAHARAN AFRICA

On June 14, 2012, the President approved a new Presidential Policy Directive (PPD) for sub-Saharan Africa. At the same time, the White House released the new “U.S. Strategy toward Sub-Saharan Africa,” which reflects the core components of this PPD. This new strategy draws upon the President’s vision that he laid out in his landmark speech before the Ghanaian Parliament in 2009 and is founded in his commitment to supporting strong, open, and accountable governments, and sustainable development in Africa. It was developed through discussions and consultations throughout the United States Government and with African governments, outside experts, advocates, and the business community.

To advance U.S. interests in Africa, the new strategy sets forth four strategic objectives for U.S. policy: (1) strengthen democratic institutions; (2) spur economic growth, trade, and investment; (3) advance peace and security; and (4) promote opportunity and development. These four objectives are mutually supportive and set clear government wide priorities by which we can effectively and efficiently align U.S. efforts, time, high-level attention, and resources.

USAID/Ghana’s CDCS is well aligned with, and contributes towards the themes and foci of PPD 16, both at the Development Objective (DO) level and through USAID/Ghana’s common democracy and governance Intermediate Result (IR).<sup>39</sup> In particular, the CDCS supports each of the PPD’s strategic objectives as follows:

1. **Strengthen Democratic Institutions**, the first element of which, “Promote Accountable, Transparent, and Responsive Governance” is USAID/Ghana’s common IR. This strategic objective also emphasizes the role of active civil society and “credibility of democratic processes,” both of which **DO 1: Strengthened Responsive, Democratic Governance** supports.
2. **Spur Economic Growth and Investment**, with which **DO 2: Sustainable and Broadly Shared Economic Growth** is well aligned. DO 2 includes: improved enabling environment for trade and investment, economic governance, regional integration, access to global markets, increased U.S. trade. It also builds on Feed the Future (FTF), Partnership for Growth (PFG), and the New Alliance for Food Security and Nutrition (launched at the 2012 G-8 Summit). The economic governance component also emphasizes increased transparency and accountability, supported by USAID/Ghana’s common IR.
3. **Advance Peace and Security** is supported by **DO 1: Strengthened Responsive, Democratic Governance**, which together with the common IR and other USG efforts in Ghana will support the

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<sup>39</sup> All four DOs include a cross-cutting Intermediate Result focused on increased government accountability to citizens and civil society organizations that are better able to engage with public institutions. The wording of this intermediate result varies slightly across DOs, as do the sub-intermediate results necessary and sufficient to achieve the common IR in each sector.

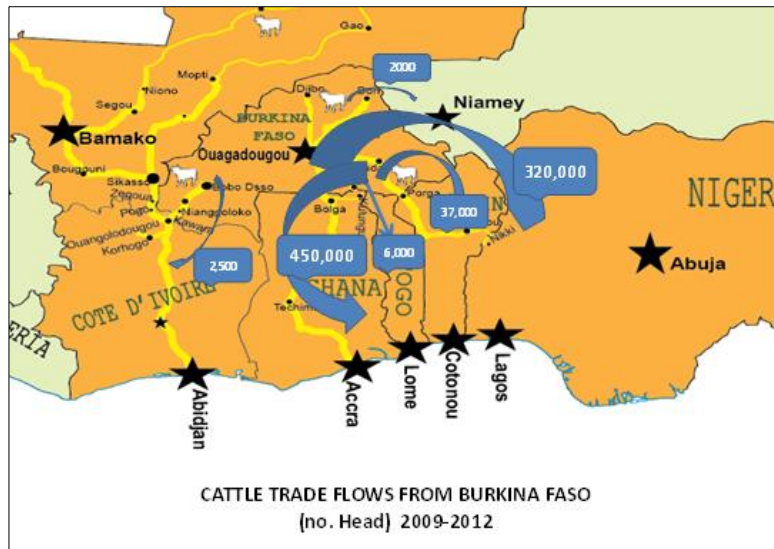
Government of Ghana’s enhanced capacity to take the lead on security issues and sustainably resolve security challenges.

4. **Promote Opportunity and Development** references the PPD on Global Development, Global Health Initiative (GHI), FTF, Global Climate Change, as well as naming Ghana for PFG. It notes that all of these emphasize “importance of reform and transparency,” again reinforcing the importance of USAID/Ghana’s common IR. This strategic objective focuses on:
  - a. Removing constraints to growth and poverty reduction, including transparent use of revenue from energy sources and continued support for the “expansion and improvement of sub-Saharan Africa’s education services.” This is supported by both **DO 2: Sustainable and Broadly Shared Economic Growth** and **DO 4: Improved Reading Performance in Primary School**.
  - b. Food security through FTF and the New Alliance for Food Security and Nutrition and “intensifying our efforts to promote policy reforms, drive increased private capital to African agriculture, scale innovation and reduce risk.” This is supported by **DO 2: Sustainable and Broadly Shared Economic Growth**.
  - c. Transforming Africa’s public health via GHI and “our disease-specific programs,” again referencing good governance: “We will continue to leverage the leadership being demonstrated by a growing number of African countries on global health in order to bolster our efforts to promote good governance, development and economic growth.” This is supported by **DO 3: Equitable Improvements in Health Status**.
  - d. Increase opportunities for women is supported by all **four DO’s** as one of the underlying principles of Ghana’s CDCS is to **use a gender lens to support effectiveness as well as equity throughout all of our programs**.
  - e. Respond to humanitarian crises and promote resilience. The USG Mission in Ghana is always ready to provide support during humanitarian crises and **DO 2: Sustainable and Broadly Shared Economic Growth** has a strong resilience component.
  - f. Promote low-emissions growth and sustainable development, and build resilience to climate change is supported by **DO 2: Sustainable and Broadly Shared Economic Growth**.

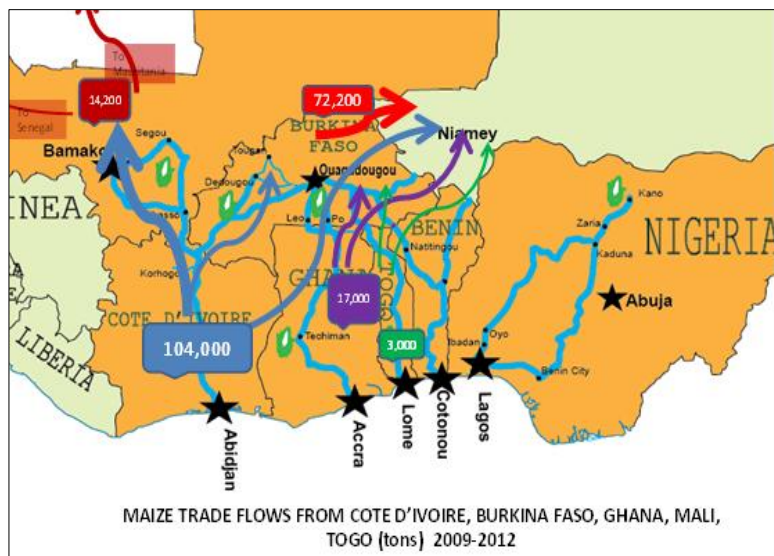
## ANNEX II: TRADE IN GHANA

Intra-regional trade has always been important for Ghana, because the country is a potential net exporter of key staple food crops within the West African region and depends on the flow of livestock, cowpeas and other foods from the north. About 30 percent of Ghana's trade in non-traditional exports is with the Economic Community of West African States (ECOWAS), making ECOWAS Ghana's second most important trading block for non-traditional exports (after the EU). Most trade is with nearby neighbors Togo, Nigeria, Burkina Faso, and Cote d'Ivoire, making trade among the Sahel and coastal countries of increasing strategic importance.

The movement of food between the Sahelian and coastal West African countries plays an important role in building and maintaining food security and resilience in West Africa, as staple foods and livestock flow from surplus to deficit areas (south-to-north and north-to-south respectively). An example is destocking livestock in the Sahel, a necessity during drought, where Ghana provides an excellent market. Ghana is a substantial importer of livestock from the Sahelian countries to the north, primarily Burkina Faso (see illustration), with other imports coming from Mali and sometimes Niger.



On the other hand, the Sahel is an important regional market for staple food crops produced in Ghana (see illustration). Ghana is on balance a net provider of maize to the region. From observations in the most important markets/corridors, Ghana exported more maize than it imported during three recent years of gathering data (2009-2012). A busy and critical export time from Ghana is after first season maize, when cereals are not yet mature in the Sahel thus, illustrating the important role Ghana plays at contributing to the food security of its northern neighbors.



Despite its critical importance, cross-border trade in the West African region is plagued with a myriad of impediments, some of which are:

- *Farm level:* lack of inputs, low productivity, poor quality, and high post-harvest loss.
- *Transport and logistics:* poor road infrastructure, networks, and conditions, harassment and bribes at roadblocks and border crossings, and unnecessarily long trip durations.

- *Value chain actors and linkages among actors:* limited voice, lack of professionalization and organization, poor access to finance, cash-based transactions, lack of information, limited use of information and communication technology, limited contacts, and lack of trust.
- *Policies and regulations:* policies that are not enabling such as seasonal restrictions and ad hoc export bans, cumbersome import and export procedures, poor trade settlement systems, and lack of enforcement.

Ghana's FTF multi-year strategy, now fully incorporated into the CDCS, highlights the importance of regional trade. In Ghana, the FTF goal of a substantial increase in key staple food production and intra-regional staple food exports will require concentrating actions and resources to rapidly increase staple food supply and develop an enabling environment for intra-regional trade. Among other interventions, Ghana's FTF strategy focuses on closing yield gaps and reducing pre- and post-harvest losses of major staple crops, improving the efficiency of their value chains, strengthening the regulatory system and policy framework, improving agricultural market information systems, increasing access to finance, and utilizing innovative storage and market management systems such as warehouse receipting.

USAID/Ghana will collaborate with USAID/West Africa and the USDA Regional Agricultural Counselor and Regional Sanitary and Phytosanitary (SPS) Advisor, as well as other relevant stakeholders, on key intra-regional trade issues.

Examples of areas of support and/or collaboration with USAID/West Africa include:

- Inclusion of the Accra-Ouagadougou-Mali/Niger trade corridor in its trade promotion activities, which is important for Ghana's exports (e.g., maize) and imports (e.g., livestock products);
- A private sector-led trade and market development approach shared by both the regional and bilateral FTF strategies, supported by policy and institutional reform/strengthening activities;
- Interventions that can help increase trade in targeted commodities e.g., facilitating border procedures, institutional support to promising regional commodity associations, developing and promoting harmonized commodity-specific market/SPS/food safety standards, monitoring and publicizing costs of tariff barriers and other trade-distorting practices, monitoring and publishing real-time commodity market information, etc.;
- Activities that can help facilitate increased investments in the region, such as targeted policy/regulatory reform, advancing the Government of Ghana's efforts to harmonize trade-related policies with those of ECOWAS regional policies, and investigation/establishment of new support platforms for commodity marketing/trade; and
- Regional activities that reinforce national research, technology transfer, and capacity-building (including regional research networks and potential PPPs).

Examples of areas of support and/or collaboration with USDA include:

- Foreign Agricultural Service (FAS): Fragile Market Economies program on grain storage and handling to reduce post-harvest loss, improve quality and enable farmers to obtain better prices;
- Economic Research Service (ERS): Regional trade research on trade patterns and informational needs to help strengthen the private sector's ability to make the best decisions and build a reliable trading system;
- Agricultural Research Service's (ARS): Mycotoxins research to reduce post-harvest losses and improve food safety ; and
- Animal and Plant Health Inspection Service (APHIS): Support for regulatory system capacity building with a focus on policy engagement with the Ghanaian government on trade and regulatory systems and enabling private sector development in the maize/legume value chains.



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