THE PATHS TO PROSPERITY STUDY

A Historical Review of the Ministry of Food and Agriculture's Policies and Programmes (1900-2000)

Working Document 1
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A Rural Livelihood Initiative

A Study on Poverty Reduction and Agricultural Development under the Ministry of Food and Agriculture (MOFA) with support from the Department for International Development (DFID)

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LIST OF ACRONYMS

AAGDS	Accelerated Agricultural Growth and Development Strategy
AfDB	African Development Bank
AgSSIP	Agricultural Services Sub-sector Investment Programme
ASIP	Agricultural Services Investment Project
ASRP	Agricultural Services Rehabilitation Programme
CSIR	Council for Scientific and Industrial Research
DAES	Directorate for Agricultural Extension Services
DFID	Department For International Development
DOF	Department of Fisheries
ERP	Economic Recovery Programme
FCDP	Food Crops Development Project
GIDA	Ghana Irrigation Development Authority
GLSS	Ghana Living Standards Survey
IDA	International Development Association
IFAD	International Fund for Agricultural Development
LACOSREP	Land Conservation and Smallholder Rehabilitation Project
MDA	Ministries Departments and Agencies
MEST	Ministry of Environment Science and Technology
MOFA	Ministry of Food and Agriculture
MTADP	Medium Term Agricultural Development Programme

MTEF	Medium Term Expenditure Framework
NAEP	National Agricultural Extension Project
NARP	National Agricultural Research Project
NLSP	National Livestock Services Project
NRTCIP	National Root and Tuber Crop Improvement Project
OFY	Operation Feed Yourself
OFYI	Operation Feed Your Industries
PPMED	Policy Planning Monitoring and evaluation Directorate
RTIP	Roots and Tubers Improvement Project
SAP	Structural Adjustment Programme
SCIMP	Smallholder Credit, Input Supply and Marketing Project
SIF	Social Investment Fund
SRDP	Smallholder Rehabilitation and Development Project
SSIDP	Small Scale Irrigation Development Project
VIP	Village Infrastructure Project
WFP	World Food Programme
WIAD	Women in Agricultural Development

INTRODUCTION

A HISTORICAL REVIEW

The following report is a brief historical review of the Ministry of Food and Agriculture's policies and programmes over the last 100 years. It includes an outline of the main features of each period according to the government's political economic orientation and the major trends within that period. Agricultural policy is reviewed in order to provide the Prosperity study team and other key stakeholders within MOFA a picture of 'where we've come from' in order to map out some of the policy recommendations for 'where we may go'.

The historical review forms one of a series of working documents, which are being circulated to policy makers within MOFA as part of this study. The Prosperity study aims at investigating the needs and constraints of poor farmers at micro level in order to inform policy-making processes at macro level. The working paper forms part of an information audit and literature review aimed at analysing MOFA's policymaking process, programme and project formulation particularly in relation to the needs of the poor.

The following working document is divided into three main sections. Section 1 contains an overview of the policy-making influences in relation to policy formulation over the years. The second section contains a historical outline of MOFA's policy formulation highlighting the projects and programmes formulated within each historic period. The third section contains an analysis of the key projects, which were formulated within the period between 1983 and 1998. This is the period within which the Medium Term Agricultural Development Plan (MTADP) was formulated and the beginning of the Accelerated Agricultural Growth Development Strategy (AAGDS).

SECTION 1: INTRODUCTION TO POLICY MAKING WITHIN MOFA

The historical review of policy making in MOFA over the last one hundred years reveals that at different stages in Ghana's political economic history the Government has oriented agriculture to meet the demands and vision of the period. For instance between 1900 to 1950 there was an export orientation particularly of cocoa, palm oil and rubber, with little attention to the food crop farmers. Agricultural research stations were set up in order to promote export crops to the colonial markets of the time.

Pre and Post Independence

At the beginning of self-government in Ghana between 1950 and 1957 government agriculture policy was oriented towards industrialisation with a major focus on large-scale mechanisation again to the detriment of small-scale food crop farmers and rural producers. The pre-occupation with industrialisation was due to the belief that Ghana could "short-cut" its way to rapid structural change and bring about economic growth-- a strategy that continues to characterise the agricultural development strategies today. Owing to the political economic reasoning, an agricultural policy that side stepped small producers for the supply of raw materials for processing factories and the beginning of large scale mechanised state farming was pursued.

The period between 1961 and 1966 was characterised by a socialist policy environment, which failed to continue the previous government's approach-- agriculture research stations were converted to state farms and co-operative agriculture was promoted focussing on export crops. It was not until 1967, that government was able to balance both a market orientation with a focus on self-reliance, "making the small subsistence farmer the cornerstone of agricultural revolution" (Bruce 2001). This period was brief, lasting only until 1972 but left a lasting impression due to government initiatives such as the introduction of price controls and the stabilisation of farmer prices. Overall the period between 1951 to 1972 was not very sensitive to the needs of smallholder agriculture and in particular food production. The Government's budgetary allocation to agriculture was also insignificant ranging from 4.3% to 13.5% during the period (Atta-Konadu, 2000).

Bruce (2001) argues that the agricultural programmes pursued from 1951 to 1966 were "dismal failures…. They did not favour smallholder agriculture and in particular food production. In Ghana, where the bulk of agricultural production comes from small-scale producers, any agriculture programme that focuses on large scale production is bound to fail especially when such programmes are state controlled, as happened during this period" (Bruce, 2001 p. 3).

Capitalistic Market Drive with Self Reliance

The 1970s were characterised by market driven agricultural development and an orientation to self-reliance attempting to bring agriculture into the forefront as a key instrument to the development process. Operation Feed Yourself (OFY), which started in 1972, promoted food self-sufficiency at household, and community level, and for industry. Agricultural policies were partly re-oriented towards the production of raw materials in support of industrialisation. Government established more processing and canning factories as well as agricultural parastatals. Some of the strategies such as Operation Feed Yourself included: opening nucleus farms, establishing out grower schemes and the promotion of partnerships between foreign and domestic companies.

Between 1975 to 1981 the government continued to pursue policies for direct production activities and expansion of agricultural boards and corporations. Government attempted to fulfil its commitment to smallholder production by supporting incentives and exercising a high degree of control over public sector involvement in agricultural operations. Government subsidised seeds, fertilisers and other basic inputs and encouraged large-scale mechanisation.

Atta-Konadu (2000) evaluates the performance of the period between 1975-80 by stating " "input subsidies greatly failed to improve Ghana's production prospects and contributed little to income and employment generation. In the absence of an effective distribution system it benefited mainly a small number of large farmers and failed to encourage small traditional farmers to adopt improved technologies. In several cases it led to uneconomic production such as rice, sugar and cotton and induced corruption and smuggling of inputs across the borders. ." (Atta-Konadu, 2000 p. 8)

The Economic Recovery Era:

The overall economic decline in the late 1970s and early 1980's brought about a substantial shift in policy starting with the introduction of the Economic Recovery Programme (ERP) -- introduced far-reaching policy reforms to stabilise the economy. The reforms affected agricultural policy in the following way: elimination of all subsidies and price control, liberalisation of external trade, gradual dismantling of parastatals, privatisation of production and marketing activities, and decentralisation of operational responsibilities.

The period between 1983 and 1990 was characterised by agricultural policies, which increased smallholder productivity, export diversification and removal of subsidies, privatisation of production and decentralisation. The Government's Medium Term Agricultural Development Programme (MTADP) was introduced in 1991 with the aim of increasing production growth by 1.9% per annum. The premise was that technology exists within Ghana to increase production of perennial and annual crops. In order to achieve these goals the following strategies were pursued: improve the incentive framework,

improve agriculture support services, expand privatisation, improve agriculture sector management and improve the management of public expenditure for agriculture. Several donor-funded projects were introduced in this period and are reviewed in section 3. The table below outlines the main projects:

Table 1.0: Some Donor Funded Projects under the MTADP

MTADP (1991-1997)	Implementation	Total cost	Donor
National Agriculture Research Project (NARP)	1992-1997	29.50	IDA/DFID
National Agriculture Extension Project (NAEP)	1992-1997	41.11	IDA
Agriculture Services Investment Project (ASIP)	1992-1997	21.80	IDA
National Livestock Services Project (NLSP)	1993-1998	27.80	IDA
Fisheries Sub Sector Capacity Building Project	1995-2001	10.51	IDA
Western Region Agriculture Development Project [1]	1994-1999		EEC
Small holder Credit, Input Supply and Marketing Project (SCIMP)	1996-1999	19.54	IFAD
Upper East Land Conservation and Smallholder Rehabilitation Project (LACOSREP)	1991-1997	15.04	IFAD
Upper West Agriculture Development Project (UWADEP)	1996-2002	10.81	IFAD
Small Scale Irrigation Development Project (SSIDP)	1999-2004	33.69	AfDB/WFP
Village Infrastructure Project (VIP)	1998-2002	60.00	IDA/IFAD KfW
Roots and Tubers Improvement Project (RTIP)	1999-2004	10.1	IFAD
Food Crops Development Project (FCDP)	1999-2004	15.69	AfDB

Along with policies for a market and demand driven approach to extension support, the IFAD portfolio filled the vacuum to address the absence of poverty interventions for food crop farmers. These projects sought to strengthen the capacity of agricultural delivery, build institutional capacity, improve rural infrastructure, natural resources management and stimulate the diversification of exports. Most of the projects implemented under the Medium

[1] Western Region Agriculture Development project never was implemented but had significant focus on the poor.

Term Agricultural Development Programme (MTADP). These projects are assessed according to poverty indicators in section 3A.

The late 1990s witnessed the emergence of the poverty agenda within government targeting agriculture as a key sector for achieving Ghana's Vision 2020. Government/Donor discussions at Ghana's 10th Consultative Group Meeting in 1996 witnessed a reorientation of Ghanaian development thinking toward a poverty reduction approach with agriculture and education sectors in the forefront. The birth of the Accelerated Agricultural Growth and Development Strategy (AAGDS) was the result of MOFA's main policy and programme framework for the next 10 years replacing the MTADP. In a bid to operationalise this framework the Agricultural Services Sub-sector Investment Programme (AgSSIP) was designed between 1998-2000. Proposals for agricultural reform are extensive and include the following four main lines of action:

- Agriculture Support Services
- Institutional and Regulatory Development and Capacity Building
- Public Infrastructure and Improved Access to Markets
- Development of the Agriculture Commerce Sector

Another initiative, which promises to also influence the current policy making environment, is the Governments Poverty Reduction Strategy, which contains extensive recommendations for improving productivity within the agriculture sector.

Agriculture Policy Making: Influences and Conclusions

The Government of Ghana's Agricultural policies have been influenced by a number of factors particularly the political economic strategies which contextualise agricultural policy making within the sector. The most promising agricultural strategies were in the early 1970's when government was poised to assist farmers become productive using single product boards to regulate prices and ensure a basic level of food self sufficiency.

"Policy makers believed that the ingenuity of the peasant farmer could be further successfully exploited, as in the case of cocoa by the establishment of development boards to offer advice and incentives and to oversee the production of the agricultural raw material vital to the newly established factories. In order to protect the farmers from income losses from productivity gains and over production of these commodities, the government-instituted minimum guaranteed price schemes. Agriculture policies were also supported by a massive rural development scheme, designed to provide basic infrastructure of roads, water and electricity that would encourage people to stay in rural areas…." (Aryeetey, et al, 2000)

Currently we are faced with a growing challenge within the policy environment with competing and sometimes conflicting policy messages-- is economic growth possible with policies for the poor? Balancing macro economic goals with micro level realities is difficult. Bortei-Doku (2000) argues that the strategies, which provide the basic needs of the poor,

are not enough. Poverty reduction strategies should also aim at building the capacity to escape poverty. Inflexible macro economic policies, which focus on “growth” and increased production while ignoring the vertical linkages, are undermining poverty alleviation efforts; particularly price fluctuations have a direct impact on the poor.

The literature also alludes to a growing dichotomy between the external pressures faced by central government and the needs at the district and community level. Several instruments have been designed to harmonise these processes such as the national planning commissions planning cycle but pressure from above often side steps these initiatives.

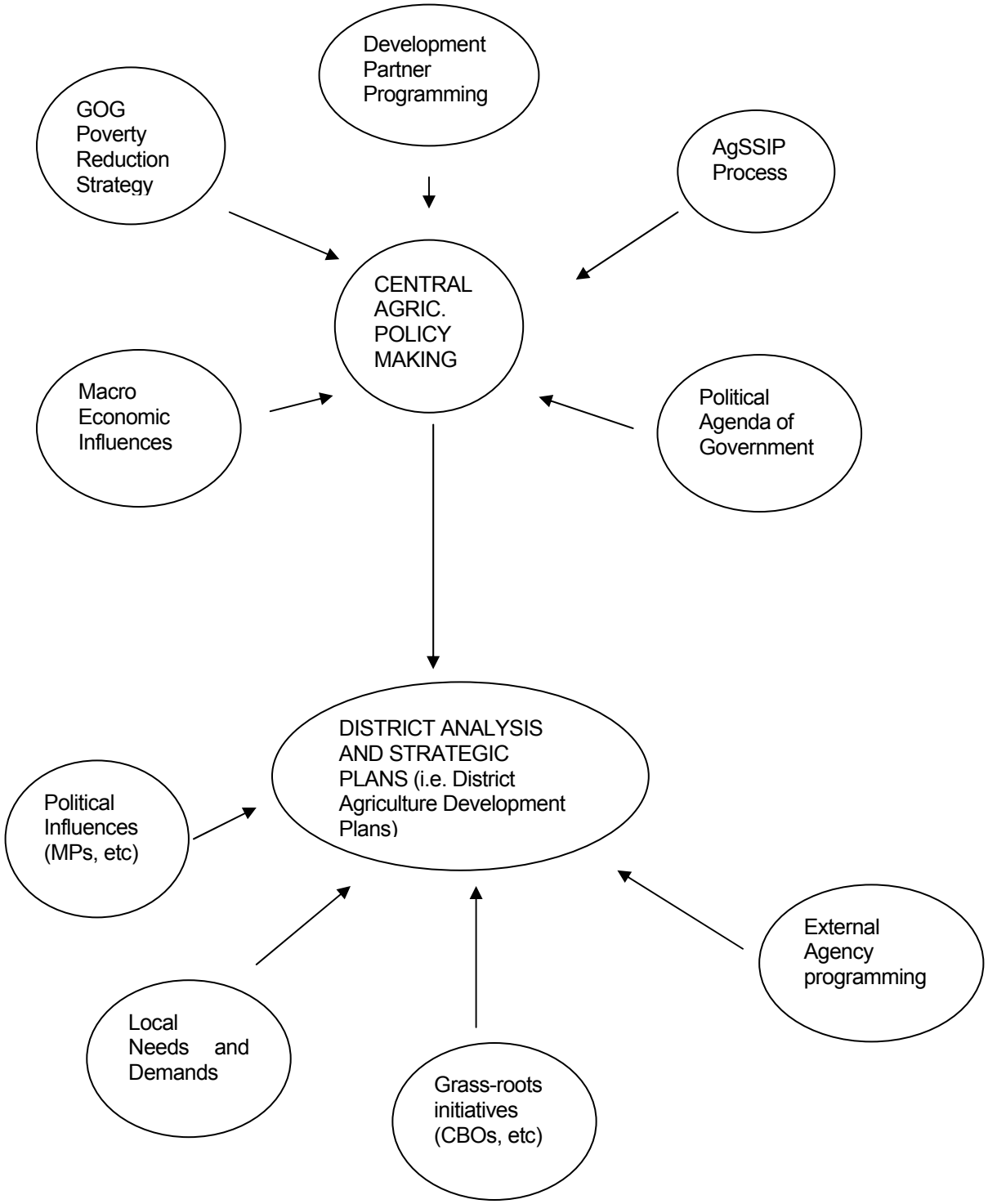
Current Policy Influences:

The diagram below summarises the diverse influences currently impacting on the agriculture policy environment.

More research is needed to fully understand the policy making process within MOFA including elements of:

- Policy initiation
- Policy formulation
- Policy implementation
- Policy feedback
- Program formulation

Phase two of the Prosperity Study will investigate these policy processes in more detail particularly regarding the linkages between district and national level needs assessment, formulation and harmonisation of agricultural plans and policymaking.
Part of this assessment will be a brief review of the process of formulating the AAGDS and AgSSIP, which are the two instruments that are currently guiding policy level direction. The next section reviews the key historic changes within the policy and programme environment since the early 1950s.


Development Partner Programming
GOG Poverty Reduction Strategy
AgSSIP Process
CENTRAL AGRIC. POLICY MAKING
Macro Economic Influences
Political Agenda of Government
DISTRICT ANALYSIS AND STRATEGIC PLANS (i.e. District Agriculture Development Plans)
Political Influences (MPs, etc)
External Agency programming
Local Needs and Demands
Grass-roots initiatives (CBOs, etc)

SECTION 2:

HISTORY OF AGRICULTURAL POLICY MAKING AND THE PERFORMANCE OF AGRICULTURAL PROJECTS (1900-2000)

Date/Historical Period	Politico-Economic Orientation	Government Agric Policy	Programmes/Projects	Public Investment	Expenditure Year/Amount ¢
1900-1950	Colonial	Objectives ➢ Promotion of export crops: cocoa, oil palm and rubber ➢ Production of food for urban elites ➢ Promotion of trade in agricultural commodities Characteristics ➢ Low priority for food crops and village needs ➢ Food deficit and food imports for urban elites ➢ No equal attention given to women producers ➢ Wealth created in rural areas used to foster urban infrastructural development ➢ Agric research stations were export oriented	➢ Department of Agriculture set up to educate and advise farmers ➢ Agricultural stations set up in the main ecological zones to promote export crop development ➢ Formation of co-operative societies in the Department of Agriculture to educate farmers to improve quality of cocoa produced (1926) ➢ Infrastructural Development in roads. Railways, agricultural stations, housing (staff)	-	-

Date/Historical Period	Politico-Economic Orientation	Government Agric Policy	Programmes/Projects	Public Investment	Expenditure Year/Amount ¢
1950 - 1956	Independence Movement Socialism	Objectives ➢ Export crops orientation ➢ Production of raw materials for agro-industries ➢ Introduction of parastatals (state production enterprises) Characteristics ➢ Use of administered prices ➢ Government's predisposition to industrialization ➢ Neglect of smallholder subsistence food crop farmers ➢ Progressive improvement of traditional system of farming was being replaced by large-scale mechanical farming	➢ Agricultural Development Corporation (ADC), set up to promote large-scale mechanized farming ➢ 1st 5 Year Development Plant introduced		
1957 - 1960	Socialism	Objectives ➢ Export crop production ➢ Expansion of ADC's role by creating more parastatals in support of agro-processing industrialization	2nd 5 Year Development Plan introduced ➢ Agro processing industrialisation programme		

Date/Historical Period	Politico-Economic Orientation	Government Agric Policy	Programmes/Projects	Public Investment	Expenditure Year/Amount ¢
		program ➢ Promotion of co-operative agriculture in support of export crops: cocoa, rubber and oil palm ➢ Low priority given to smallholder production of food crops ➢ Promotion of mechanized agriculture Characteristics ➢ Neglect of small-scale food producers. Parastatals and administered prices promoted politicisation of co-operative movement ➢ Farmers Council created	➢ Creation of Parastatals: State Farms Corporation Worker's Brigade/Food Production Corporation Bast Fibre board Cotton Development Board State Fishing Corporation		
1961 - 1966	- Socialism - Rapid industrialization - 'bigness' orientation, i.e. Large-scale parastatal	Objectives ➢ Conversion of agricultural research/extension stations into state farms. ➢ Socialist agriculture production with emphasis on large-scale production	➢ Farmers Council set up with emphasis on export crops		¢6,164,306

Date/Historical Period	Politico-Economic Orientation	Government Agric Policy	Programmes/Projects	Public Investment	Expenditure Year/Amount ¢
	production.	➢ Redeployment of agricultural research/extension specialists and completion of socialist agricultural process Characteristics ➢ Dismemberment of MOFA set up ➢ Abandonment of agric research in general ➢ Politicisation of co-op movement continued ➢ Progressive improvement of traditional system of farming replaced by large-scale mechanized farming			
1967-1972	- Capitalistic agriculture - Market driven agricultural movement - self reliance	Characteristics a. Factors related to the poor b. Level of government intervention ➢ Seek self-sufficiency in food production ➢ Reverse socialist agricultural trends/orientation ➢ Pursue intensive	➢ Introduction of incentive programme: ➢ Producer price scheme ➢ Minimum guaranteed price schemes ➢ Administered price scheme ➢ Subsidization of inputs ➢ Irrigation programme ➢ Development of rural infrastructure: roads,		1967: 10,215,678 1968: 3,562,082 1970: 25,347,029 1971: 18,349,738

Date/Historical Period	Politico-Economic Orientation	Government Agric Policy	Programmes/Projects	Public Investment	Expenditure Year/Amount ¢
		subsistence and partly commercial agriculture ➢ Attempt to diversify and modernize agriculture. Through improvement of multiple cropping patterns that ensure satisfaction of the farmers' subsistence and increasing cash requirements while maintaining stability of production ➢ Price policies to a) attain certain stability regarding both consumer and producer prices b) encourage production of export crops and some food crops by attractive prices ➢ Self-reliance agriculture Principal Tasks Facing Agric ➢ Provide adequate and well-balanced food supply for the growing population ➢ Provide raw materials	access tracts, rural electrification ➢ Parastatals: ➢ State farms Corp ➢ Food distribution Corp ➢ Rice Mills Unit ➢ Food Production Corp ➢ Bast Fibre Board ➢ Cotton Dev. Board ➢ State Fishing Corp ➢ Focus and Concentrate Project (for fertilizer extension) ➢ MIDAS Project ➢ Department of Co-op restructured under NLCD 252 to address basic problem of co-operative movement in the country and foster voluntary co-operatives based on the farmer's economic goals.		1972: 5,084,047 1970-1999 (See the attached sheet)

Date/Historical Period	Politico-Economic Orientation	Government Agric Policy	Programmes/Projects	Public Investment	Expenditure Year/Amount ¢
		for domestic industry by modernizing the existing parastatals ➢ Provide greater agric. export earnings ➢ Provide rural employment ➢ Make good beginning in modernizing the methods of production and the use of natural and human resources and thereby increase the productivity of labour in agriculture as well as yields of crops			
1972 - 1981	Market driven agric Self-reliance	Objectives ➢ Self-reliance in the production of enough food to feed the citizens, livestock, fish poultry and the agro-based industries ➢ Diversification of Ghana's exports and improvement in its earnings of foreign exchange	➢ Operation Feed Yourself (OFY) and Operation Feed Your Industries (OFYI) ➢ MIDAS II Project ➢ URADEP (Upper Region Agricultural Development Project) ➢ VORADEP (Volta Region Agricultural Development Project) ➢ Seed Multiplication Unit ➢ Grains Development		

Date/Historical Period	Politico-Economic Orientation	Government Agric Policy	Programmes/Projects	Public Investment	Expenditure Year/Amount ¢
		➢ Creation of enough employment opportunities for an increasing population and through the improvement of incomes and conditions of living in rural areas reduces the drift of the population to the urban centres. Factors related to the Poor ➢ The government viewed the small subsistence farmer as the cornerstone of the agric revolution and decided to give him all attention and encouragement to increase his production ➢ At the same time it saw a continued role for the public sector in direct production activities and planned to expand the operations of the agric boards and corporations. Yet while doing this, the government had still to	Board ➢ Price and Subsidy Programme ➢ Agricultural Research (CSIR) ➢ Ministry of Cocoa Affairs (MCA) set up, bringing all agencies responsible for cocoa under one umbrella, re Cocoa Marketing Board (CMB), Cocoa Production Division (CPD), Cocoa Research Institute (CRIG) ➢ Large scale farming enterprises encouraged: a) Ghana Tobacco Co for tobacco b) b) Grains Dev. Board for maize/soybeans c) CMB for cocoa and shea butter d) State Farms Corp – maize/yam/cotton, cassava/rice/plantain/oil palm		

Date/Historical Period	Politico-Economic Orientation	Government Agric Policy	Programmes/Projects	Public Investment	Expenditure Year/Amount ¢
		fulfil its commitment to smallholder development. ➢ Renewed emphasis on two themes that date from the early 1960's: High degree of government control over, as well as direct public sector involvement in, agriculture operations The strong encouragement given to large-scale mechanized agric	e) Food production corp. – food crop/oil palm f) Ejura Farms Ltd – maize g) Nasia Rice Ltd – rice h) Cotton Dev. Board for cotton i) Ghana Textile Manufacturing Corporation for cotton j) Agric Dev. Cooperation (Anoszybe) for cotton/rice k) CFAO/shell Farm – rice, maize, soyabean, chicken l) Kade Oil Palm Project – oil palm m) Twifo Oil Palm Project –oil palm n) West Coast Textiles – cotton o) NORRIP p) Eastern Region Cocoa Project q) Ashanti Region		

Date/Historical Period	Politico-Economic Orientation	Government Agric Policy	Programmes/Projects	Public Investment	Expenditure Year/Amount ¢
			Cocoa Project VORADEP, URADEP		
1983 - 1990	Rehabilitation Consolidation Restructuring Privatisation Market Economy	➢ Provision of Food Security by way of adequate and nutritionally balanced diets at affordable prices ➢ Promotion of increased small holder productivity and adequate incomes for producers ➢ Export diversifications and Import substitution to enhance balance of payment position ➢ Establishment of effective linkages between agriculture, industry and services ➢ Balanced regional development and growth based on regional comparative advantage and resource endowment ➢ Privatisation of production, input	➢ Economic Recovery Programme (ERP) ➢ Agricultural Services Rehabilitation Programme (ASRP) ➢ PAMSCAD ➢ Small holder Rehabilitation and Development programme (SRDP) ➢ Ghana Oil Palm Dev. Project (GOPDC) ➢ Sasakawa Global 2000 ➢ SCIMP (Smallholder Credit Input Supply and Marketing Project) * ➢ LACOSREP (Land Conservation and Smallholder Rehabilitation Project) * ➢ Subsidy removal and Input /Sales privatisation ➢ Divesting of parastatals		

Date/Historical Period	Politico-Economic Orientation	Government Agric Policy	Programmes/Projects	Public Investment	Expenditure Year/Amount ¢
		dispensing and marketing ➢ Divestiture of parastatals. ➢ Decentralization of government operation			
1991 - 2000	Market driven agricultural production, storage, processing, marketing and distribution Demand-driven agric production and distribution	Objectives The key to realizing its potential lies in maintaining an outward-looking focus, involving a strong emphasis on export promotion and efficient import substitution through strong economic incentives combined with an effort to tap the private initiative of farmers and entrepreneurs. ➢ Improving the incentive framework ➢ Improving agricultural support services ➢ Increasing private sector participation in agricultural development ➢ Strengthening agricultural sector management ➢ Establishing a	Donor Funded Projects Under MTADP 1992-97 National Agric Research Project (NARP): 1992-97 National Agric Ext. Project (NAEP): Fisheries Sector Capacity Building Project (FSCBP): National Live Stock Project (NLSP): 1992-97 Agric Services Inv. Project (ASIP): 1999-96 Agric Diversification Project (AgDIV): 1999-96 LACOSREP: *	$29.50 $41.11 $10.51 $27.80 $21.80 $20.80 $15.04	

Date/Historical Period	Politico-Economic Orientation	Government Agric Policy	Programmes/Projects	Public Investment	Expenditure Year/Amount ¢
		framework for a more rational allocation of public sector resources. Constraints ➢ The modest performance of the agric sector under ERP, despite its vast potential was attributed <u>inter alia</u> a) Inadequate prices incentive b) Poor basic infrastructure and agricultural services c) Farmers' limited access to rural credit d) Low supply response by private sector agents operating in the agric sector e) Delays in liberalization of marketing arrangements	1996-2002 Upper West Agric Dev Project (UWADEP): * 1999-2004 Small Scale Irrigation Project: 1998-2002 Village Infrastructure Project (VIP): 1999-2004 Roots and Tubers Improvement Project (RTIP): * 1999-2004 Food Crops Dev. Project (FCDP): + (just started) Trade and Inv. Project: Private Enterprise and Export Dev. Project (PEEDP): Business Assistance Fund: EEC/GOG, Western Region Agric. Dev. Project (1993-2003) (The Project never took off)	$10.81 $33.69 $60.00 $10.01 $15.69 $80.00 $41.00 ¢10 billion 13,093 million ECU with GOG providing 601,000 ECU for 10 year period	

* IFAD / GoG Project
\+ WORLD BANK

BUDGETARY ALLOCATIONS AND EXPENDITURES OF MOFA IN CEDIS (¢)

YEAR	RECURRENT		CAPITAL		GRAND TOTAL	
	ALLOCATION	ACTUAL EXPENDITURE	ALLOCATION	ACTUAL EXPENDITURE	ALLOCATION	ACTUAL EXPENDITURE
1970	32,719,706	25,347,029			32,719,706	25,347,029
1971	18,866,360	18,349,738			18,866,360	18,349,738
1972			7,217,764	5,084,047	7,217,764	5,084,047
1973	31,053,633	29,045,663			31,053,633	29,045,627
1974	23,163,443	22,914,862			23,163,443	22,914,864
1975	38,238,871	42,157,861			38,238,871	42,157,861
1975-'85	Figures for blank spaces are not available					
1986	2,163,042,000				2,163,042,000	-
1987	2,886,298,000				2,886,298,000	-
1988	2,124,878,000				2,124,878,000	-
1989	3,846,578,000				3,846,578,000	-
1990	5,396,893,000		2,874,000,000	2,082,000,000	8,270,893,000	-
1991	7,045,244,000		2,456,400,000	2,158,000,000	9,501,644,000	-
1992	5,073,698,000		3,010,000,000	1,987,000,000	8,083,689,000	-
1993	10,101,561,000		4,210,000,000	2,581,000,000	14,311,561,000	-
1994	9,231,064,000		5,148,000,000	3,138,000,000	9,231,064,000	3,138,000,000
1995	13,670,000,000	13,170,000,000	6,547,000,000	4,977,230,000	20,217,000,000	18,147,230,000
1996	18,610,000,000	19,210,000,000	7,875,000,000	6,852,510,000	26,485,000,000	26,062,510,000
1997	20,580,000,000	23,440,000,000	9,131,900,000	4,100,590,000	29,711,900,000	27,540,590,000
1998	24,049,903,000	28,232,616,114	11,118,300,000	7,123,890,000	35,168,203,000	35,356,506,114
1999	28,219,790,252	31,454,715,407	15,374,209,750	8,513,976,659	43,594,000,002	39,968,692,066
	153,142,991,265	**115,645,146,674**	**67,752,027,514**	**43,519,280,706**	**215,747,009,779**	**150,356,427,346**

Source: MOFA Budget Division Figures for Blank Spaces not Available

SECTION 3: PROJECT REVIEW

The following section reviews projects, which were supported under the ERP and MTADP between 1990 and 2000. It complements the work done by the AgSSIP programme preparation document that outlines the projects to be undertaken under the AgSSIP. Analyses of the projects suggest, "Significant improvements were achieved in the agriculture sector through the implementation of the projects initiated under the MTADP. But despite increases in the agricultural production growth in the mid 1990s -- the rural transformation envisaged under MTADP has been slow." (Bruce, 2001)

3.1 Project Review According to Pro Poor Indicators[2]

The review of projects administered by MOFA over the last ten years provides a preliminary attempt to assess the Ministry of Food and Agriculture's pro poor orientation. The character of poverty in Ghana provides the basis for this assessment.

Regional disparity

More than 70% of people under the poverty line live in the three northern regions (GLSS4). The main areas where poverty has been increasing in the last ten years are in Upper East, Northern, and Central regions of the country.

Occupational disparity

The last few rounds of the Ghana Living Standard Survey identify food crop farmers are the main group under the poverty line. The next are the rural self-employed non-farm income earners. Groups involved in export crop production (cocoa) and other non-traditional exports are relatively better off.

Gender disparity

The recent gender mainstreaming research has identified women as the most vulnerable to poverty and making up the largest proportion of the poor particularly female-headed households. More than 70% of those under the poverty line are women. Women are particularly burdened due to their low socio-cultural status and heavy burden as prime caregivers and providers for children. Studies in Ghana suggest that women are becoming the main providers of the family (Duncan, 1998; MOFA, 2001).

[2] Pro Poor means the degree to which a project is focussed on the poor within society.

Rural Urban Disparity

Poverty in Ghana is predominantly a rural phenomenon. Rural areas are characterised by higher levels of poverty and therefore should be given primary attention due to the lack of socio-economic infrastructure and poor human development conditions.

Empowerment or Basic Needs Approach

Bortei-Doku (2000) argues that there are two basic approaches which poverty programmes have taken. A basic needs approach which identifies the needs the poor have and attempt to assist them to access these basic needs such as water, food and infrastructure. A more promising approach appears to be the projects that attempt to lift the poor out of poverty by assisting them build their capacity to help themselves through literacy, credit and marketing strategies.

Holistic interventions

Recent research using a livelihood framework suggests that the poor in Ghana require a more holistic approach in tackling their problems based on linkages with institutions at the macro, meso and micro level (Carney, 1999; Casely-Hayford, 2000). That opportunities and constraints of the poor should be viewed in a holistic manner based on the environmental and socio-cultural coping mechanisms they use to survive. Projects and programmes have tended to concentrate on one aspect of the problem without providing a full analysis /intervention at the process constraints which face the poor and prevent their release from the 'shackles of poverty.'

3.2 Developing the Pro Poor Criteria

The core team reviewed MOFA projects based on the following **pro poor criteria**:

- Regional Disparity: location of the project (north or south; rural /urban focus)
- Occupational Disparity: focus on food crop or cash crop
- Gender Disparity: the degree to which the project focuses on women
- Specific targeted interventions for the poor particularly at the design stage
- The degree to which the project worked with NGO's and other agencies working at the grassroots level.
- Is the project using an empowerment or basic needs approach to poverty alleviation.
- Is the project using a holistic approach? Is it attempting to link to land, production, marketing, credit and storage?

The following table highlights the key indicators according to poverty criteria developed for the study:

MTADP (1991-1997)	Regional Disparity	Occupational Disparity	Gender Disparity	Design stage targeting	Empowerment/ Basic needs	Holistic intervention
National Agriculture Research Project (NARP)	No	No	No	No	Basic Needs	Yes
National Agriculture Extension Project (NAEP)	Yes after mid term review	No	No	No	Basic Needs	No
Agriculture Services Investment Project (ASIP)	No	Yes	Yes	No	Basic Needs	Yes
Agriculture Diversification project (AgDiv)	Yes	Yes	No	No	Basic Needs	No
Western Region Agricultural Development Project[3]	Yes	Yes	Yes	Yes	Empowerment	Yes
National Livestock Services Project (NLSP)	No	Yes	No	No	Basic Needs	Yes
Fisheries Sub Sector Capacity Building Project	No	Yes	No	No	Basic Needs	Yes
Small holder Credit, Input, Supply and Marketing Project (SCIMP)	Yes	Yes	Yes	Yes	Empowerment	Yes
Upper East Land Conservation and Smallholder Rehabilitation Project (LACOSREP)	Yes	Yes	Yes	Yes	Empowerment	Yes
Upper West Agriculture Development Project (UWADEP)	Yes	Yes	Yes	Yes	Empowerment	Yes
Small Scale Irrigation Development Project (SSIDP)	Yes	Yes	Yes	No	Empowerment	Yes
Village Infrastructure Project (VIP)	No	Yes	Yes	Yes	Basic Needs	Yes
Roots and Tubers Improvement Project (RTIP)	Yes	Yes	Yes	Yes	Empowerment	Yes
Rural Enterprise Programme	Yes	Yes	Yes	Yes	Empowerment/basic needs	Yes
Food Crops Development Project (FCDP)[4]	N/A	N/A	N/A	N/A	N/A	N/A

[3] Designed but never implemented.
[4] Food Crops Development Project (FCDP) has only recently taken off.

The table above outlines the characteristics of pro poor interventions by different MOFA projects. Several of the governments programmes have attempted to target poor farmers some have used a regional focus such as the Western region Agriculture Development Programme, Upper East Land Conservation and Small Holder Development programme or Upper West Agriculture Development Programmes. Other programmes have attempted to improve a particular sub sector such as fisheries, livestock or a particular crop (i.e. agriculture diversification project). The final set of programmes which have been used by MOFA are targeted at particular constraints which poor people often face such as credit, marketing and input (SCIMP, VIP, SSIDP).

IFAD projects and programmes appear to have the most pro poor orientation. All four IFAD projects are targeted at the rural poor and have had a strong emphasis on women. IFADs programmes also use a holistic approach in attempting to uplift the poor using an empowerment process (i.e. group formation and mobilisation techniques, accessibility to markets and inputs, credit and technology). Two of IFAD's programmes were designed at the initial stages to meet the needs of the poor (Upper West Agriculture Development Project, Upper East Land Conservation and Small holder Rehabilitation Project). These projects took significant steps to target and identify pockets within the region, which were considered below the poverty line and containing high levels of poor food crop farmers. IFAD also took more care in identifying strategies, which involve partnerships with civil society such as NGOs and other grass roots institutions.

IDA financed projects tended to have a more basic needs approach supporting the entire sub sector (i.e. Fisheries, Village Infrastructure, Roots and Tubers, Livestock). These programmes although necessary were not specifically targeting the poor.

The Western Region Development Project was designed as a holistic development project. It included several different elements addressing both basic needs and empowerment issues. The rural employment needs and need to increase rural incomes and enhance the production of livestock, fisheries and crops in a holistic manner was the focus of the programme.

Next Steps:

The review of projects within MOFA have given light to the need to share lessons learned and ways forward with other agencies, which have already implemented pro poor activities (i.e. IFAD, DFID, IDA, African Development Bank). Team leaders and associated individuals should be invited to consult with senior MOFA staff to review lessons learned and cross cutting issues (i.e. gender issues) in order to inform new pro poor initiatives within MOFA. The Prosperity Study core team should also interview key agents within these organisations regarding their experience in implementing programmes that target the poor. The following section provides the background of each of the projects reviewed.

SECTION 3A:

Profile on Projects in Support of ERP and MTADP

Project Name: **Rural Enterprise Project (REP)**

Time Frame 7 years 1995-2002

Objectives

To increase rural production, employment and income in order to alleviate poverty through the increased output of small off farm enterprises. This is being done by:

- Facilitating access to technology and business advice
- Promoting easier access to financial services
- Improving efficiency of existing small rural enterprises
- Supporting the creation of new enterprises
- Removing communication constraints through feeder road rehabilitation

Implementing Agency

Ministry of Environment, Science and Technology

- The National Board for Small-Scale Industries.
- Regional appropriate Technology Industry. Service
- Bank of Ghana.
- Department of Feeder Roads.
- Association of Rural Banks. (15 Participating Rural Banks)

Ministry of Food and Agriculture (MOFA)

Project Component

- Support for the promotion of rural small-scale enterprises, which includes the establishment of Business Advisory Centres, construction of Rural Technology Service Centres, and the development and transfer of technology.
- Rural Finance Services Support, including lines of credit to eligible participating banks.

Infrastructure support including rehabilitation of 100 km of feeder roads and a further 15 km of spot improvement.

Geographic Coverage

11 districts over a 7-year period: 4 in Ashanti and 7 in Brong-Ahafo. During first 3 years activities would be implemented in 2 districts, re. Sekyere West, Ashanti and Techiman, Brong-Ahafo.

Target Group(s)

- 48,000 families or 300,000 people in the project area who live in poverty. Of these 10,000 families live in absolute poverty.

Direct benefit to 16,000 families or about 100,000 people in target group: a) most vulnerable households b) socially disadvantaged women c) unemployed youth d) those apprenticed to trade but lack capital or experience to start a business.

Implementation Problems

The high cost of capital equipment.

The relative allocation of centre resources among its various activities, and the relatively limited numbers of clients served, has not created greater benefits compared with the cost.

Low loan recovery due to conditions beyond the control of the Project Co-ordinator and Management Unit.

Achievements

- 12 Business Advisory Centres created and 4000 individual clients have been trained in income-generating and business management skills. 1900 new businesses created as of June 2000.

- More than 3500 existing businesses have received business skills counselling with 5000 workers employed.

- Technology transfer activities successfully implemented at the centres for apprentices and for master craftsmen.

- Poor and under capitalized small-scale business has gained access to the formal credit sector. More than half were women.

- 74km of roads rehabilitated

Pro-Poor Orientation

The Project has reduced poverty for self-employed entrepreneurs and employees in new and existing rural enterprises by increasing incomes and by reducing expenditures:

- It has reduced poverty by transferring technical skills to rural people making it easier to get jobs or increase returns to their own businesses.
- It has reduced poverty by improving the business skills of rural people, allowing them to start their own business, reduce costs and increase benefits in their existing businesses.
- It has reduced poverty by providing low-income people with access to banking services and capital
- It has reduced poverty by generating new jobs as new businesses were created or existing businesses expanded.
- It has reduced poverty by providing facilities for technical services that have allowed small rural entrepreneurs to grow and flourish.

Lessons Learnt

- The REP approach to the development of rural enterprise should be used as a means to stimulate growth and reduce poverty in the rural areas: the performance and impact of the project's technology and business skills training and counselling programmes to create a new business and employment opportunities demonstrates that they can be used as a model for reducing rural poverty in Ghana.

- Training and advisory services such as those provided by the Business Advisory Centres of the REP should be central to any technology led or other interventions for the development of small-scale rural enterprises targeted at the poor.

Financial Services should be readily made available to entrepreneurs to help create conditions favourable to rural enterprise development.

Cost

Donor
IFAD: $7.68 m GOG: $1.18 m
Participating banks: $0.45 m

Project Name: **Smallholder Rehabilitation and Development Programme (SRDP)**

Time Frame: 1988 – 1994

Implementing Agencies:

MOFA, Co-operating Institutions, UNDP

Project Objectives

- Immediate objective was to encourage food production and improve rural family incomes of smallholder farmers by providing essential farm inputs, credit, effective extension service and improving their access to markets by rehabilitating selected priority feeder roads in the programme area.

- The long-term objective would ensure food security, higher employment and incomes in the rural areas of the Northern Region and a greater contribution to GDP, Foreign exchange earnings and improved government revenue.

Project Components

1st Component - Northern sub-component

- agricultural input supply
- rehabilitation of extension services
- farm credit
- funding of related activities including a) institutional support b) feeder roads rehabilitation c) programme co-ordination d) training and monitoring and e) evaluation.

2nd Component - National Root and Tuber Improvement

- root crop adaptive trial and farming systems research
- improvement of cassava varieties
- biological control of cassava pests
- marketing and development of post harvest technology

3rd Component - Small-ruminants Pilot Scheme

- water bore-hole scheme
- provision of increasing support to women related activities

Specific Component

- input supply, mainly fertilizer, seed, chemicals
- rehabilitation of agric extension by improving infrastructure, specific and non-specific information input facilities
- credit for farming and related activities

- feeder road rehabilitation
- programme co-ordination, technical assistance and training
- monitoring and evaluation

Specific Component of NRTCIP

- adaptive trials and farm systems research
- introduction, testing and multiplication of improved cassava varieties
- biological control of cassava pests
- diagnostic study of root crop processing at the village level

Achievement

- Input Supply: a total of 25,580 million bags of assorted fertilizer imported against a target of 25,600 million bags. 22% decrease in fertilizer consumption (1989-1990) 66% decrease on fertilizer sales due to subsidy removal
- Rehabilitation of Agricultural Extension Services:
  i) four (4) zonal stations and 40 FCs rehabilitated and mobility of staff improved
  ii) support for training and mobility of Village Extension Volunteer (VEVs)
- Women in Agricultural Development (WIAD): SRDP provided WIAD with the capacity to carry out effective residential training for women groups in nutrition education.
- Road component: 106 km of priority roads rehabilitated and 576km underwent routine maintenance. Facilitated easy involvement of inputs and products and opened areas for health outreach services.
- Water Component: The communities provided with 70 boreholes. Village Water and Sanitation committees established
- Small Ruminants Pilot Project (SRPP)-- Project help smallholders improve their production and productivity of small ruminants.

Implementation Issues

- Execution of the project did not make it possible for certain key agencies to collaborate in promoting their common objectives.
- Savings mobilisation by women's groups has been low mainly due to the constraints imposed on women as a result of macroeconomics and social sector reforms.
- Initial limited support for Women in Agriculture Development (WIAD) had negative impact on women's activities.
- National Root and Tuber Crop Improvement Project: The project successfully screened 7 cassava lines from the International Institute of Tropical Agriculture (IITA) in 1988 along side 5 best performing local varieties to pest and diseases, lodging and high yield potential.

Lessons Learnt

- Rural financing under SRDP should place stronger emphasis on savings mobilization with the focus on demand-led credit approach as against supply-led.
- Routine maintenance of feeder roads by villages has to receive priority design and implementation.
- Fertilizer/maize/credit/package did not appear to be viable, was applied in a too standardized form without taking into account individual farm differences.
- Special problems associated with production of cassava planting materials included the low multiplication ratio (1:10) and poor storability of cuttings

Pro-Poor Issues

- Women beneficiaries gained some level of respectability in their households and in the community with their contribution towards household budgets and meeting own personal needs.
- Earnings from SRDP activities made it possible for women to pay school fees and purchase school uniforms for their wards.
- Exposure to group formation and group dynamics enabled the women to voluntarily form groups to discuss and resolve poverty alleviation issues.
- The Chorkor Smoking Technology ("Chorkor Smoker") has helped women to improve the quality and quantity of fish handled and thus help improve overall income.
- Feeder roads rehabilitation made many markets accessible to many more women in the rural areas who are able to access and buy new materials for their income generating activities.
- Provision of boreholes provided women with ready access to water and help reduce drudgery of house keeping.

Cost

Donor
IFAD: $2.5 m GOG $3.6 m

Foreign
IFAD: $9.7 m GOG $1.0 m

Total $16:80 m

IFAD $ 12.2 m GOG $4.5 m

Project Name: **Smallholder Credit Input-supply and Marketing Project (SCIMP)**

Project Frame: Initial = 6 years Actual = na

Implementing Agencies

- MOFA, ERPD RDA, CRI
- Bank of Ghana, Agriculture Development Bank, Rural Banks,
- Ghana Water Company Ltd, Rural Water Division,
- World Bank

Support Agencies and NGOs: 31st December Women's Movement, Women's World Banking, National Council on Women in Development (NCWD)

Project Objectives

- To increase food production and incomes of smallholders through the adoption of improved practices, easier access to credit for inputs and improved marketing, with specific resources allocation to women.
- Through promoting farmer's organizations, farming, storage and marketing as well as group management to input supply and credit, project will provide a foundation for a sustained development of smallholder agriculture, fully integrating women in the process.

Project Components

- Credit
- Institutional support
- Pilot programmes
- Infrastructure
- Project management

Geographic Coverage

The Project falls in the transitional zone. It includes Northern, Ashanti, Central, Brong Ahafo and part of Eastern and Volta regions and broadly covers 11% of the country. Within the Transitional zone, the project covers 14 administrative districts (out of 22 districts) in Brong Ahafo, Ashanti and Volta regions.

Target Groups

Resource poor smallholder food crop farmers with a potential to contribute to national food security (e.g. women farmers).
Targeting Criteria Used: Farmers with less than 1.6 hectares and women

Targeting Mechanisms: None in design. Statement of criteria, women as favoured group.

Geographical Poverty Targeting: None in design; rather selection of best-off areas within transitional zone.

Gender targeting: Women targeted to form 60% of the target group.

SCIMP represents IFAD's first attempt in Ghana to systematically target women from the design stage.

Achievements

- About 80,000 families benefited from credit. These families would increase food production and income.
- About 30,000 families benefited from social infrastructure
- The institutional capacity of ADB was strengthened to manage credit operations for smallholders.
- Co-operating Rural Banks were restructured and became more efficient.

Implementing Issue

- The wide geographical spread (i.e. wide geographical coverage which cuts across many regional and district boundaries) coupled with the large number of implementing agencies and groups of beneficiaries, poor status of roads, communications and at times precarious security created difficulty in implementation.
- Inadequacy of staffing
- Government counterpart funds (CPF) supplied irregularly and in insufficient quantities. This constitutes the single most important problem of implementation.
- Delays in disbursement
- Procurement problem at national level
- The complexity of the project, large number of implementing agencies, delays in disbursements of project funds, delays in supply of logistics weakened PCU's ability to monitor the project.

Lessons Learnt

- Except for the Volta Basin Research Project (VBRP) in the Volta Region, all the components were behind appraisal estimates. Attention should be drawn to the complexity of project (especially with regards to the number of implementing agencies at the start of the project).
- There was no unified approach to group-to-group formation by the three NGO's and group training was inadequate.
- GOG financing to departments and the access tracks affected project implementation because of its irregularity and poor timing.

Pro-Poor Issues

- About 80,000 families who benefited from credit increased their food production and incomes.
- Availability of hand-dug wells reduced the load women carried.
- About 34,000 benefited from social infrastructure including roads, access tracks and rural water supply.
- 27,000 households headed by women benefited from the loan package.
- The project generated considerable employment opportunity in processing storage, construction and others.

Cost

IFAD
$19.54

Project Name: **Upper East Region Land Conservation and Smallholder Rehabilitation Project (I) (LACOSREP)**

Time Frame: From June 1991-1997

Implementing Agency

MOFA (the entire Upper East Regional Directorate of Agriculture)

Project Objectives

- To increase food production and income of families living below the poverty level.
- Establish mechanisms for environmental protection and improvement.
- Strengthen formal and informal beneficiary organizations as the institutions through which technical and social services may be provided to the target group on a sustainable basis.
- Enhance the income status of women beneficiaries by supporting income-generating activities in addition to improved agriculture production.

Project Component

- Agric development
- Livestock and fisheries development
- Rural credit
- Groups development and training
  Group research
  Project coordination unit
  Technical assistance

Geographic Coverage

The project covers 6 districts in the Upper East Region. The estimated 1995 population was 1,042,000. The area is the poorest in Ghana with people living below the poverty line (about 70% in 1986).

Health and educational levels are poor and well below the national averages.

Target Groups

70,000 families including 11,200 households headed by women living below the poverty line. Family income is estimated to be $630 or $90 per capita. Average level of holding is 3 hectares of which about 2.5 hectares are cultivated annually.

The target population has the lowest living standards of all the areas in Ghana, the lowest school enrolment rates, the poorest access to health care and clean water; the highest illiteracy rate of rural women and children

Achievements

Poverty and household food insecurity among the rural people is widespread due to the following reasons:

- dependence of farmers on single cropping season for their incomes.
- low and erratic rainfall resulted in a narrow choice of crops.
- lack of capital and technical know-how to undertake non-farm income earning opportunities. The project effectively addressed these issues.
- shrinking farms issues were addressed by providing valuable investment opportunities for the production of high value crops during the dry season. Project has resulted in, a) overall production increase of about 90% b) average incomes increased among farm households c) high farm employment opportunities d) food security and income of rain fed farmers increased.

Implementing Issues

- The inadequacy of counterpart funding and deficiencies in drawing on loan funds have imposed severe constraints on project activities.
- The matter of catchments stabilisation through establishment of vegetative cover and restrictions to deleterious usage is a critical issue to longevity of the rehabilitated dams and irrigation structures.
- Increased water borne diseases as a consequence of expansions in irrigation.
- The viability of credit activities is uncertain.
- The marketing of incremental production (both crops and livestock) partly as a result of project activities needs further attention.

Pro Poor Issues

- Project focuses on food crop farmers, subsistence farmers and fisher people.
- The project is located in a region, which is the poorest in Ghana with the people living below the poverty line. Health status and educational levels are equally low.
- The project is targeted at 70,000 families including 11,200 households (from census figures) living below the poverty line.

Lessons Learnt

- Project design and financing arrangement should take into account the provision of counterpart fund, which was untimely and inadequate.
- In designing projects attention to be given to the implementation capacities of public sector institutions (especially district and sub-district levels).
- The project structure should be integrated within the existing decentralised institutional framework.

Cost

Donor

IFAD: ¢12.30 m GOG $2.50 m

Project Name: **Upper West Agricultural Development Project**

Time Frame: 7 years. (1996-2003)

Implementing Agency

MOFA through the regional directorate.

Project Objectives:

- Boost the food production and incomes of populations living in poverty.
- Strengthen formal and informal organizations (including beneficiary groups) as the institutions through which technical and social services can be provided to the project target group.
- Improve economic status of women by targeting them for special attention, including the provision of working capital credit for their small scale processing and trading activities.
- Improve access to facilities marketing through spot improvement of feeder roads.
- Develop the small existing potential for dry season (irrigated) gardening by rehabilitating some of the existing earth dams.

Project Components

- Agricultural development
    - Crop development
    - Livestock development
- Water resources development
- Rural roads
- Credit
- Community and women's development
- Project support unit

Geographic Coverage

Entire Upper West Region covering 6 districts. This is one of the poorest regions in Ghana, with an annual per capital GDP of US$ 168 compared to US$ 430 for all country. Areas suffer from low and very erratic rainfall and has very little irrigated land.

Target Group

Population of 550,000 – 90% being rural. 80% of the component in the high density areas and 50% in the low density areas being food insecure. Therefore project target group include about 20,000 components comprising about 330,000 people or 60% of the regions population.

Achievements

- About 12,000 family units so far benefited from the crop production component.
- About 3,500 family units have benefited from the sheep improvement programme
- About 18,000 (mainly women) benefited from the poultry vaccination activities.
- Women have gained access to all project activities:
    - credit for income generation.
    - setting aside of 10% of incremental irrigated level for 400 women farmers.
    - Improved food security.
    - Self-sufficiency in food production for most people living in compounds.

Implementing Issues

A series of problems arose which substantially delayed the implementation of the Project:

- lack of adequate transport system.
- lack of office and staff accommodation in the regional capital, Wa.

Lessons Learnt

- Food security: It is realized that improved varieties of the commonest cereals sorghum and millet be made available. Including early maturing ones.
- Promotion of Cassava has been ignored. This should be corrected.
- Radio programme for information diffusion on agriculture in the various languages should have been revived at the start of the project.
- An Input loan scheme should have been put in place for farmers to use in procuring farm inputs.
- Loans should be made available to women's groups in sufficient quantities to enable them overcome problems associated with the lean seasons.

Pro-Poor Issues

- Women targeted to gain access to all project activities. Credit for income generation and increase in employment of women in irrigated farming.
- Construction of dams to irrigate farms would help increase production, income and post-harvest activities engaged in by women.
- Targeting in project design, i.e. insecure households.
- Women, particularly those in women-headed households in the region who often lack access to sufficient labour.
- The Upper West Agriculture Development Project is the first project to discuss explicitly some mechanism of targeting at design stage.

Cost

Donor

IFAD $10.06m GOG 1.25m

Project Name: **Small Scale Irrigation Project**

Time Frame: 5 year period 1999-2004

Implementation Agency

Ghana Irrigation Development Authority

Project Objectives

To increase the production and improve the productivity of crops by expanding small-scale irrigation up to 2590 hectares.

Crop production by 6,000 small-scale farmers in selected areas to be increased to about 16.295 metres.

Project Components

- Land development
- Farmer support services
    - farmer training
    - extension
    - credit
    - project management

Geographic Coverage

- 8 schemes in southern Ghana
- 11 schemes in northern Ghana

Target Group

- Women farmers/market women
- Project Implementation staff
- Farmers associations

Achievements

- Irrigation and water conservation schemes developed.
- Project management unit established.
- Ghana Irrigation Development Authority (GIDA), MOFA District Agriculture Extension Services and Agricultural Research Institutions supported.
- Farmers organized into associations and existing associates strengthened.

Implementation Issues

- Erratic and inadequate rainfall.
- Farming and deforestation in catchments areas.

- Inadequate technology innovation dissemination mechanism and input supply.
- Lack of access to production and consumption credit by farmers.
- Shortage of public sector resources for basic investment in infrastructure, lack of conservation farming techniques.

Lessons Learnt

Farming in catchment areas should have been prevented. Capital budgetary allocation for agriculture in the regions should have been increased.

Pro-Poor Issues

Poverty reduction through increased crop yields and production

- Improved food security for the poor.
- Improved nutrition.
- Increased employment in the rural areas.
- Women earnings boosted from increased rise and vegetable production.

Cost

Donor
ADF $15.00 m
WFP $7.95 m GOG 3.41 m

Total 22.46 m

Project Name: **National Livestock Services Project**

Time Frame: 1992-1998

Implementation Agencies

MOFA by Animal Production Department and Veterinary Services Department, GIDA, Crops Services Department, Animal Research Institute and PPMED.

Project Objectives

- To increase meat, eggs, and milk production in Ghana.
- To raise producer incomes and reduce the country's increasing dependence on imports of livestock and livestock products.
- To reduce public investment and support for the sub-sector.
- Undertake institutional and policy reforms based on the policy of disengagement from direct production and marketing activities.

Project Components

- Animal Health Control
- Feed Resource Development
- Livestock Water Supply
- Breed Improvement Scheme
- Institutional Building
- Animal Production Services
- Livestock Plan and Information Training
- Technical Assistance

Geographic Coverage

- National: Institutional and policy reforms, supply of improved breed of livestock and development of pastures
- A major part of the implementation to take place in Northern, Upper East and Upper West Regions.
- The small ruminants, poultry and pig improvement project located in the south and peri-urban area.

Target Groups

- Rural families and smallholders
- Staff of Ministries, Boards and Organisations
- Breeders

Achievements

- Livestock producer's income raised by 10% by end of project.
- Poultry production increased by end of project period.
- Ruminant production increased by 6% per annum during project period.
- Mature body weight of ruminants and non-ruminants increased.
- Reduced Animal Production Department expenditure on nucleus breeding status.
- Sale of 50 dairy bulls, 40 beef bulls, 100 rams, 370 young bears and 100 bucks per year to breeding societies during the project.
- Awareness and use of new techniques among farmers increased by 50%.
- 97% of national cattle population to have access to all-year round water.

Implementation Issues

- Factors not subject to government control:
    - changes in world markets and prices for poultry and poultry products and inputs, national disasters like diseases, rainstorms and bush fires
    - erratic weather
- Factors subject to government control:
    - government macro-economic policies: exchange rates, interest rates, privatisation
- Factors generally subject to implementing agency control:
    - directives of implementing agencies directing affairs from afar.
    - Control of funds at headquarters created delays.

Lessons Learnt

- Risk like poor or ineffective management, poor training of personnel, inability of donor or GOG to sustain its commitment required to achieve project objectives; input and output rations should have been specifically addressed during implementation.

- Account should have been taken of inclement weather as heavy rains or drought would affect pasture and fodder production.

- Provision should have been made to contain high temperatures during transportation of milk for long distances.

Pro-Poor Issues

- Increase on livestock production, i.e. meat and poultry.
- Improvement in the nutrition, income and standard of living of a large number of rural families and small holders.
- Increased employment.

Cost

Donor	
IDA $22.45 m	GOG $5.35 m
Beneficiaries	$1.26 m

Project Name: **Fisheries Sub-Sector Capacity Building**

Time Frame: 5 years 1996-2001

Implementing Agency

MOFA

Project Objectives

To establish long-term sustainability of the fisheries resource and thereby maximize its contribution to the economy:

- Strengthen Department of Fisheries (DOF) through re-organisation and staff training
- Stock assessment, management plans for marine and lake fisheries.
- Strengthen extension in agriculture.
- Establishment of MCs system for marine and inland fisheries.

Project Components

- Strengthen DOF for managing the sub-sector focusing on formulation of policy and management plans and their implementation, monitoring, control surveillance and enforcement.
- Re-organisation and staff training, stock assessment
- Marine fisheries management.
- Inland fisheries management.
- Monitoring control and surveillance.

Geographic Coverage

- Marine fisheries area
- Inland fisheries
- Fish farming

Target Groups

Department of Fisheries (DOF)
Farmers
Extension staff
Artisanal fisheries communities

Achievements

- Significant progress achieved in the implementation of 3 out of 5 policy and legal reforms the GOG has undertaken.
- Fisheries levy on vessels other than canoe fleet has been revised upwards to 1% gross landed value (GLV).

- Registration of canoe fleet in the marine sector completed including that of Volta Lake.
- Rural patrols carried out regularly to keep industrial vessels in excess of 50 gross registered tonnage (GRT) out of the 30-meter depth zero of the marine vessels.

Implementation Issues

- Promulgation of revised Fisheries Law delayed (now in Parliament)

- Development of Fisheries Management Plan (present one suffers from lack of scientific data).

- Institutional strengthening within DOF revitalised: - staff training and awareness training among various stake holders.

- Aquaculture – this component suffered from lack of fingerlings and appropriate technology for farmers.

- Lack of vessels for proper stock assessment.

- Financial shortages of counterpart funds.

Lessons Learnt

- The involvement of stakeholders, especially the artisinal fishing communities should have included in the management of resources and the policing of the fisheries laws implementation.

- Urgent need to employ additional staff especially MCs and also enhance training opportunities for extension staff and farmers if the project is to achieve the capacity building objective.

- New techniques of fish farming on large water bodies (i.e. on lakes using cage fishing) should have been taken care of by the project.

Pro-Poor Issues

Income levels of artisanal fishermen are generally low. The project should address this. Also post-fishing handling of fish by women using smokers deserves attention.

Cost

Donor
IDA $9.0 m GOG $1.5 m

Project Name: **Village Infrastructure Project**

Time Frame: 1998 - 2003

Implementing Agencies

MOFA, NGOs, Community Based Organisation (CBOs) and District Assemblies

Project Objectives

Enhance the quality of life of Ghana's rural poor through increased transfer of financial and technical resources to develop and sustain basic village level infrastructure.

- Empower local communities and beneficiary groups to identify, plan and maintain small, village level infrastructure investment.
- Increase rural areas access to development resources.
- Strengthen institutional capacity at community and district levels to ensure sustainability of poverty-reducing interventions.

Project Components

- rural water infrastructure
- post-harvest treatment of crops-processing, storage and drying
- institutional strengthening

Geographic Coverage

Nation-wide (all districts)

Target Groups

- Food crops farmers, especially women.
- Rural dwellers in ecological zones that are ill equipped in terms of climate, water, and good soils and vegetations.
- Poor farmers, rural communities and District Assemblies.
- At least 500,000 rural families.

Achievements

- Average income of rural beneficiaries increased by 15%.
- The number of groups with agro-processing increased by 30%.
- 350km of feeder roads in maintenance network.
- Reduction of transport cost, but this was cancelled by high fuel prices.
- Number of communities benefiting from safe water increased by 30%.
- 450km of access tracks constructed.
- 120 beneficiary groups trained.

Implementation Issues

- Slow development of capacity of District Assemblies and farmer organization, which may affect implementation performance.
- Inadequate coordination among various implementation agencies.
- Slow technology adoption rate.
- Problems associated with strengthening District Assemblies to better plan, prioritise and manage rural infrastructure developed in a participatory and cost effective manner.
- Each district is to be in charge of implementing its rural development programme with implementation support from NGOs and government institutions.

Lessons Learnt

- Given the poor infrastructure (eg. roads, communications), in the rural areas, difficulties of co-ordination among various regional entities and institutions, the project should attempt to locate activities to a specific region.
- There is a need to streamline and harmonise co-ordination mechanism.
- Time taken to process application for approval and adoption to be shortened.

Pro-Poor Issues

- Rural beneficiaries were targeted to have their incomes increased.
- Number of groups with agro-processing comprising mainly of women increased.
- Access to safe water nearby relieved women of hard household chores.

Cost

Donor
$44.5 million GOG $15.5 million

Project Name: **National Agricultural Extension Project (NAEP)**

Time Frame: 1992-1997

Implementing Agency MOFA

Project Objectives

- The Project is to address the problem of weak, fragmented and poorly co-ordinated extension services by establishing a Unified Agricultural Extension Service (UAES) that would promote the widespread use of proven agricultural technologies and farming practices.
- To address the problem of weak and atomistic extension and farmer linkages by establishing Research and Extension Liaison Committees (RELCs) in the country.

Specific Objectives:

- Improve the efficiency in the management and delivery of extension services.
- Improve the relevance of technologies developed by farmers themselves.
- Involve farmers in the identification of relevant research problems.
- Assist the Department of Co-operatives in organising farmers into groups and associations in order to increase their income through better access to inputs, credit and markets for their produce.
- Strengthen the existing framework for human resource development in the sector and forge linkages between research, teaching and extension.

Goal: Achieve sustained increase in agricultural production and improve the nutrition and income of smallholder households through enhanced adoption of technology and sustainable use of the natural resource base.

Geographic Coverage

National

- At appraisal RELCs were to be formed in 10 regions but later reduced to 5 on the basis of broad agro-ecological zones in the country, Upper, Northern, Middle zone, South Western, South Eastern.

Project Components

Three Main Components

- Strengthening the Extension Service
- Strengthening the technical departments of MOFA
- Supporting the Human Resource Development of the Extension Service through improved facilities, provision of teaching materials, farm equipment, transport support as well as policy improvements etc.

Target Group

- Smallholder households.
- Women extension staff.
- MOFA extension staff.
- Researchers.
- 500,000 farm households.
- Women farmers.

Achievements

- The project has been successful with respect to major objectives. Now, there is a positive change in the delivery of extension service since the inception of the UAES. Farmers are generally satisfied with the level of extension contact and advice provided by the extension staff.

- There is evidence of adoption of basic messages of planting in rows, correct planting densities, use of improved seeds and planting materials, and post harvest management of crops.

Implementation Issues

- The Mid-Term Review in 1995, acknowledged that, the attainment of some of the component objectives and targets proved demanding within the limited resources of the directorate of extension. The Project Co-ordinating Unit also realised that some of the design features with respect to the structure and roles of Women in Agricultural Development (WIAD) and RELCs needed modification to fit into the resource capacity of the National Agriculture Extension Project (NAEP).

- The design of NAEP originally took for granted that WIAD would be totally absorbed under the Unified Extension System. This did not work out. Rather, a subject matter specialist was created in recognition of the role that women play in the production, processing, preservation and marketing and distribution of food in Ghana.

- The project experienced inadequacies of counterpart funding.

Pro-Poor Issues

Pro-Poor Objective:

- The objective here was to contribute significantly to increasing food production, and improving the nutrition, income and standard of living of a large number of rural families thus contributing to enhanced food security and alleviating rural poverty.

- 500,000 farm households to be reached by the project.

Lessons Learnt

- In a 1993 survey it was found that the adoption of improved (recommended) practices was generally very low among the farmers. Appropriate technology diffusion packages should have been part of the implementation strategies used.

- Indicators for monitoring the effectiveness of the extension service (the product) show the extent to which the messages delivered to the clientele by the change agents, are influencing their agricultural behaviour. The project should have had a built-in device for periodic monitoring of this to cover (a) rates of adoption of recommended practices by the smallholders: (b) levels of utilisation of yield increasing inputs (c) changes in yield of affected crops and livestock.

- The inability of farmers to adopt technologies given them calls for the need for MOFA to establish demand driven extension service.

Cost
Donor
IDA $30.40 m GOG $10.71 m
Total $41.11 m

Project Name: **National Agricultural Research Project**

Time Frame: 5 years, 1992-1997

Implementing Agencies: CSIR, MOFA

Project Objectives

- The project would initiate a long-term process to strengthen agricultural research system, in order to generate improved technologies, thus contributing to national development objectives and growth in the agricultural sector.

- Take steps to ensure that research priorities accord with national development priorities, the needs of farmers and sustainable use of Ghana's natural resources.

Project Components

- Research Management Development: The establishment of a National Agricultural Research Committee (NARC) and its Technical Secretariat is to ensure that research priorities are linked to national development priorities.
- Human Resources Development: Development of research skills of present and future professional and technical research staff.
- Rehabilitation of Research Facilities.
- Library and Information Systems.
- Research Programme Support.

Geographic Components

National, all districts in the country.

Target Groups

- The universities.
- Research institutions under the Council for Scientific and Industrial Research.
- Vertically integrated Enterprises, e.g. Ghana Oil Palm Development Company.
- Crop associations, e.g. Vegetable Producers and Exporters Association
- Small scale and large-scale farmers.
- WIAD.
- MOFA staff.

Achievements

- Women related technologies generated have generally been diffused to the farmers and have made most impact on production.

- Relevant technologies generated and diffused to farmers have made significant impact in the livestock industry.
- Extension research linkages have achieved relevance when generating technologies for diffusion to farmer-users.

Implementation Issues

- A shortfall in operational funding resulting from reversal of the pace of economic recovery and recent increase in fuel and energy prices, would affect the project adversely.
- Establishment of an effective mechanism to ensure that research is responsive to development priorities.
- Mechanism to ensure that there are institutional arrangements on board to ensure that effective farm management research and extension on one hand and marketing research and extension are carried out.

Pro-Poor Issues

The Project would address the research needs of small-scale farmers and fishermen.

The project would ensure that through appropriate communication strategies research results are made available to small-scale farmers and the fishermen.

Lessons Learnt

- There is a need to establish an effective mechanism to ensure that research is responsive to the needs of the farmers at the grass roots.
- Now there is a realisation that atomistic research, without attempting to achieve relevance is a thing of the past.

Cost

Donor	GOG
IDA $22.0 m	GOG $5.7 m
ODA $1.8 m	
GOG $5.7 m	

Project Name: **Agricultural Diversification Project**

Time Frame: 1991-1998

Implementing Agencies

MOFA, Ghana Oil Palm Development Company (GOPDC), Juaben Oil Mill Co. Cocoa Research Institute of Ghana, Ghana Rubber Estate Ltd, Export Promotion Council.

Project Objectives

- To revitalize and expand the cultivation of non-cocoa tree crops and horticultural crops for export and import substitution.

- To provide technical assistance and management for the planting of high yielding oil palm by out growers.

Geographic Coverage

- GOPDC estate in Eastern Region.
- Ejisu-Juaben District in Ashanti Region.
- Eastern, Ashanti, Brong-Ahafo, Volta, Central, Western Regions – Coffee-growing lands.
- Western Region for rubber growing.
- Eastern, Greater Accra, Eastern, Ashanti region for horticultural crops.
- Yam growing regions.
- Ashanti, Eastern, Central, Western and Brong-Ahafo for plantain/banana.

Project Component

- GOPDC Out grower scheme
- Juaben out grower scheme
- Coffee component
- Rubber component
- Horticultural Development Unit
- Project Co-ordination/Management
- Access Roads

Target Groups

- Out growers for oil palm, coffee etc.
- Nucleus estates.
- Small-scale coffee, yam, plantain producers and producers of horticultural crops.
- Small-scale farmers.

Achievements

- Oil Palm (GOPDC)
  - From 1993 to date, 5,500 hectares of oil palm of high yielding variety planted by out growers.
  - 204km of feeder roads constructed and 503km of feeder roads rehabilitated.
- Juaben Out-grower Programme taken off.
- Coffee Out-grower Programme taken off 33,900 rooted cuttings produced and supplied to CSD for multiplication and supply to small-scale farmers.
- Rubber:
  By 1998, 1020 hectares planted by 400 farmers.
- Horticulture:
  32.60 km access roads out of planned 100km constructed.
- Plantain/Banana:
  315 hectares of irrigated plantain currently in operation.

Implementation Issues

- Project implementation has been slow.

- Slow start of programme due to GREL's unwillingness to take responsibility for loan recovery for credit advanced to growers of rubber under the programme.

- With horticulture it had a slow start in setting up yam fumigation centre.

- With Plantain and Banana export of Ghanaian banana being hampered by Banana quota system.

Lessons Learnt

- ➢ Not only production credit is needed but consumption credit is needed as well.

- ➢ The nucleus farmer should set up mechanism to recover working capital given to the out growers

Pro-Poor Issues

- Projects focused on food crops farmers who intercrop the tree crops with plantain, cocoyam, yams, vegetables and peas.

- Project help in employment creation.

- The out-grower concept provides ready market for the crops grown by the small-scale producers.

Cost

Donor	GOG
SDR: 15.5m	
$500,000	
$1,200,000 for Expansion phase	
$800,000	

Project Name: **Root and Tuber Improvement Programme (RTIP)**

Time Frame: June 2000 to June 2004 – 5 years

Implementing Agencies
MOFA; Plant Protection Regulatory Services Department (PRSD), CSIR
District Assemblies
Co-operatives
Community groups and associations
Contract Seed Growers
NGOs

Project Objectives

To enhance rural food security and incomes of resource-poor farmers through priority investments in technologies to improve the productivity of root and tuber crop (cassava, yams, cocoyams, and sweet potatoes).

Specific Objectives

- Develop a sustainable system for the multiplication and distribution of improved planning materials for root and tuber crops in order to increase availability to smallholders.
- Develop an integrated pest management system to reduce incidence of disease and pest and increase the productivity of smallholder root and tuber crops.
- Strengthen adaptive research to increase the flow of new technologies to farmers including women.
- Empower resource - poor farmers, farmer groups and rural communities including women to ensure unimpeded access to improved root and tuber technology.

Geographic Coverage

The programme will be implemented in all agro-ecological zones of the country but specific considerations will be made to focus on agro-ecological zones in which each crop has a natural comparative advantage and /or potential for growth.

Project Components

- Planting material multiplication and distribution
- Integrated post harvest management
- Roots and Tuber Research
- Community support and mobilization
- Programme management

Target Groups

About 750,000 resource poor-farmers who gain their livelihood mainly through subsistence oriented farming, priority will be given to women who have a direct impact on the root causes of poverty:

- Resource-poor farmers.
- Farmer groups.
- Rural communities including women.

Achievements

Programme has just started.

Implementing Issues

The pivotal role-played by IFAD/GOG Small Holder Rehabilitation Project (SRDP) in the area of technology development and adaptation of the research – development activities should be taken into account and the research findings internalised for the implementation of this RTIP.

One obstacle to overcome to ensure smooth implementation of the RTIP is identify ways and means of ensuring that the mechanism exist for the multiplication, dissemination and distribution of improved cassava varieties and ensure that small-holders nation-wide have full access to them.

Pro-Poor Issues

- Project is focused on food crops farmers particularly resource-poor farmers growing root crops and tubers and gain their livelihood through subsistence oriented farming.
- Local Chiefs, supported by public officers would be entrusted with the responsibility for ensuring that resource-poor families benefit directly from the programme.

Lessons Learnt

- Strong community participation in the implementation is essential for sustainability.
- The implementing capacity of public institutions must be taken into account when designing a similar project.

Cost

Donor
Amount 11.51m UA
GOG: 1:51m UA
UA $ 1.365 m

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