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IN-DEPTH EVALUATION OF UNIDO'S INDUSTRIAL  
HUMAN RESOURCE DEVELOPMENT ACTIVITIES

US/GLO/91/159

Country Case Study: GHANA\*

Prepared by the  
Evaluation Staff  
Office of the Director-General

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\* This document has not been edited.

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**ABBREVIATIONS**

|        |   |
|--------|---|
| AED    | Africa Economic Digest  |
| AGI    | Association of Ghana Industries                                       |
| ATTC   | Accra Technical Training Center                                       |
| BA     | Bachelor of Arts  |
| BOG    | Bank of Ghana   |
| BSc    | Bachelor of Science   |
| CIDA   | Canadian International Development Agency                             |
| CSIR   | Council for Scientific and Industrial Research                        |
| DAPIT  | Development and Application of Intermediate Technology                |
| DFI    | Development Finance Institution                                       |
| DCR    | Development Cooperation Report  |
| DRHCI  | Department for Rural Housing and Cottage Industries                   |
| EC     | European Community  |
| ECDC   | Economic Cooperation among Developing Countries                       |
| ERP    | Economic Recovery Programme   |
| FIS    | Fisheries Industrial System   |
| FUSMED | Fund for Small and Medium Enterprise Development                      |
| GAM    | Ghana Association of Manufacturers (now AGI)                          |
| GDP    | Gross Domestic Product  |
| GDS    | German Development Service  |
| GHA    | Ghana   |
| GIC    | Ghana Investment Center   |
| GIHOC  | Ghana Industrial Holding Corporation                                  |
| GIMPA  | Ghana Institute of Management and Public Administration               |
| GNP    | Gross National Product  |
| GNCC   | Ghana National Chamber of Commerce                                    |
| GRATIS | Ghana Regional Appropriate Technology Industrial Service              |
| GSS    | Ghana Statistical Services  |
| HDI    | Human Development Index   |
| IBRD   | International Bank for Reconstruction and Development                 |
| ICCES  | Integrated Community Centres for Employable Skills                    |
| IDA    | International Development Assistance                                  |
| IERD   | International Economic Relations Department                           |
| IHRD   | Industrial Human Resources Development                                |
| ILO    | International Labour Organization                                     |
| IPF    | Indicative Planning Figure  |
| IRI    | Industrial Research Institute   |
| ITC    | International Trade Centre  |
| ITTU   | Intermediate Technology Transfer Unit                                 |
| JSS    | Junior Secondary School   |
| KTI    | Kumasi Technical Institute  |
| MBA    | Master of Business Administration                                     |
| MFEP   | Ministry for Finance and Economic Planning                            |
| MIST   | Ministry for Science and Technology                                   |
| MDPI   | Management Development and Productivity Institute                     |
| MMWS   | Ministry for Mobilization and Social Welfare                          |
| MOE    | Ministry of Education   |
| NACVET | National Committee for Vocational Education and Training              |
| NaTCAP | National Technical Cooperation Assessment and Programmes              |
| NATVEB | National Technical and Vocational Examination Board                   |
| NBSSI  | National Board for Small-Scale Industries                             |
| NCWD   | National Council for Women in Development                             |
| NDPC   | National Development and Planning Commission                          |
| NESTC  | National Engineering Services and Training Center                     |
| NGO    | Non-Governmental Organization   |
| NIB    | National Investment Bank  |
| NITF   | National Industrial Training Fund                                     |
| NITVET | National Institute of Technical and Vocational Education and Training |
| NORAD  | Norwegian Agency for International Development                        |
| NPART  | Non-Performing Assets Recovery Trust                                  |
| NVTI   | National Vocational Training Institute                                |
| ODA    | Overseas Development Association (UK)                                 |
| OPEC   | Organization of Petroleum Exporting Countries                         |
| PAD    | Policy Advisory Division (of MFEP)                                    |

|                 |  |
|-----------------|--|
| <b>PAMSCAD</b>  | <b>Programme of Action to Mitigate the Social Cost of Adjustment</b>     |
| <b>PNDC</b>     | <b>Provisional National Defense Council</b>                              |
| <b>q.v.</b>     | <b>quod vide</b>   |
| <b>RECAST</b>   | <b>Regional Colleges of Arts, Science and Technology</b>                 |
| <b>SDA</b>      | <b>Social Dimension of Adjustment</b>                                    |
| <b>SIS</b>      | <b>Special Industrial Services</b>                                       |
| <b>SME</b>      | <b>Small and Medium Enterprises</b>                                      |
| <b>SMI</b>      | <b>Small and Medium Industries</b>                                       |
| <b>SSS</b>      | <b>Senior Secondary School</b>   |
| <b>TCC</b>      | <b>Technology Consultancy Centers</b>                                    |
| <b>TCDC</b>     | <b>Technical Cooperation among Developing Countries</b>                  |
| <b>UAC</b>      | <b>United Africa Company</b>   |
| <b>UNCTC</b>    | <b>United Nations Center for Transnational Corporations (now UNCTMD)</b> |
| <b>UNDP</b>     | <b>United Nations Development Programme</b>                              |
| <b>UNICEF</b>   | <b>United Nations Children's Fund</b>                                    |
| <b>UNIDO</b>    | <b>United Nations Industrial Development Organization</b>                |
| <b>USAID</b>    | <b>United States Agency for International Development</b>                |
| <b>UST</b>      | <b>University for Science and Technology, Kumasi</b>                     |
| <b>UNCTMD</b>   | <b>United Nations Transnational Corporation and Management Division</b>  |
| <b>VALCO</b>    | <b>Volta Aluminum Company</b>  |
| <b>WAMDEVIN</b> | <b>West African Management Development Institutes Network</b>            |

## 1. ECONOMIC, SOCIAL AND INDUSTRIAL CONTEXT

### General

1. According to the 1984 census, the total population of Ghana accounted for 12.3 million, while it is now estimated to be around 15 million, with an average population density of 59.2 persons per sq km. Around 50% of the population is estimated to be below 15 years. Approximately 40% of the population is urban where the growth rate is around 5.5%, as compared to average growth rate of 3.4% for Ghana as a whole. According to the World Bank<sup>1</sup>, policies to control population growth are in place, however, their implementation has been erratic. Economic growth is not sufficient to satisfy increasing demands of a growing population. Overall, a relatively high migration rate of youth and professionals has been observed, although in 1983 some one million Ghanaians were forced to return to their country after expulsion from Nigeria.

2. Immediately after independence Ghana had a high level of school enrolment resulting in a relatively high literacy rate. The economic crisis and diminishing government revenue led to a reduction of government expenditure on education. In the 1970s, educational expenditures averaged 3.4% of Ghana's GDP, compared to an average of 5.2% for Sub-Saharan anglophone countries. In 1983-84 this ratio decreased even further due to drought, and the return of one million migrant workers from Nigeria, which both affected the overall economy. The Human Development Report (HDR)<sup>2</sup> indicates that the percentage of Gross National Product (GNP) spent on education decreased from 3.8% in 1960 to 3.5% in 1986 and 3.4% in 1989, which is further compounded by the fact that the GNP per capita dropped from US\$ 580 in 1976 to US\$ 390 in 1987. Adult literacy rates are indicated to be 31% in 1970, 54% in 1985 and 60% in 1990. The percentage of male literacy rose from 43% in 1970 to 70% in 1990, while female literacy increased from 18% to 51% over the same time span. The HDR stipulates the combined primary and secondary enrolment ratio for 1988-1989 at 57, whereas the gross tertiary enrolment ratio is 2.4 (male) and 0.6 (female) for the period 1986-1988.

3. The HDR 1992 places Ghana in the group of countries with "Low Human Development", and lists her number twenty-four of sixty-five countries contained in that bracket with a Human Development Index (HDI) of 0.310. In comparison to other countries in the same group, the percentage of population with access to health service (61%) and safe water (57%) is relatively high, although it is below the average for all developing countries<sup>3</sup>. However, considering the breakdown of figures by rural and urban areas reveals an extreme disparity as the percentage of urban population's access to health services and safe water is 92% and 93% respectively, whereas only 45% and 39% of the rural population has access to health services and safe water.

### Structure of the Economy

4. The agriculture sector constitutes the main segment of the economy and provided in 1989 for 50% of the GDP and employed 50.5% of the work force<sup>4</sup>. Cacao is the main cash crop which provides around 65% of the countries export earnings. Rubber, cotton, and palm oil are other important agricultural products. Mineral resources are gold, which constitutes 80% of total mineral exports, bauxites (not processed in the aluminum factory VALCO which is run on imported bauxites from Jamaica, see paragraph 99 below), manganese ores, petroleum and industrial diamonds. Mining, reflected in statistics as part of the industrial sector, provided for

<sup>1</sup> Ghana: Structural Adjustment and Growth, January 1989, The World Bank, Report No. 7515-GH

<sup>2</sup> Human Development Report, United Nations Development Programme, 1990 and 1992, Oxford University Press

<sup>3</sup> The HDR stipulates corresponding figures at 64% for access to health services and 68% on average for access to safe water for all developing countries.

<sup>4</sup> AFRICA South of the Sahara 1991, Twentieth Edition, Europa Publications Ltd., Ghana - Economy by Alan R. Roe

21,157 million cedis or 2% of the GDP in 1988 (current prices)<sup>5</sup>. Industry forms 17% of the overall GNP in 1990 as compared to 44% for agriculture and 39% for services<sup>6</sup>. While strong growth could be observed in the service sector (not in industry) during 1988-1990, the World Bank (1989) anticipated industries to be the fastest growing sector in the 1990s.

5. However, industries are undergoing an extremely difficult period at present since most of them have been established under protection and reportedly find it difficult to adjust to competitive conditions. Facilities are mostly obsolete and new financial investments would be required for rehabilitation. These resources are expected to come from foreign financiers as local investment capacities are said to be limited. Prospects for such inflow of foreign capital, however, seem bleak in view of competition of foreign direct investment. Moreover, the local market is limited and stabilizing policies dampen demand which, combined with the import of cheaper foreign products further curb income generating possibilities of industries. Sub-regional and regional trade, as alternative markets, seem equally restricted due to established trade links (French West African countries are said to be mostly interested in products from France), trade regulations and practices, and type and diversity of products or lack thereof of products. ECDC and TCDC efforts, if any, to remedy this situation seem to have been ineffective.

6. The Economic Recovery Programme (ERP) introduced in 1983 has shown positive effects on economic indicators, such as GDP growth rates, capacity utilization, etc. Liberalization policies which resulted in currency adjustments, greater access to foreign currency (in spite of a still restricting auction system) and relaxation in import regulations improved conditions for import dependent industries as well as adjusted prices for locally manufactured goods to become more competitive on foreign markets. At the same time, industries have been exposed to international competition and reportedly find it difficult to adjust to these circumstances. A number of agriculture and industrial products are unable to compete with imported goods, partially because higher taxes are supposedly imposed on imported raw materials as compared to tariffs on imported final products. Kenaf, for example, recently still reported as one of the major agricultural products, is now replaced by jute imported from Bangladesh. While private industries expressedly agree with liberalization efforts, they feel that to some extent unfair competition is created by the latest policies.

7. The government aims in the medium-term at an annual real GDP growth of 5.5%, a decrease of annual inflation to 5% by 1994, and continuation in generating a balance of payments surplus. In addition, more equitable distribution of benefits from adjustment and growth as well as improvements in basic education and health care services are envisaged<sup>7</sup>.

### Industry

8. In 1990, main contributors to the total manufacturing value added (MVA) were food, beverages, tobacco (37.6%), chemicals, petroleum, rubber, plastics (21.4%) and wood and wood products (16.8%) (see Table 1 below), with strongest growth rates shown in the latter two branches. The UNIDO/ILO sector review<sup>8</sup> ranks the industrial subsectors wood and wood-products; food, beverages and tobacco; textiles, clothing and leather; and chemicals as most significant four sub-groups of the industrial sector after applying indicators such as number of establishments, number of persons employed, and value added as a percentage of value of output. The engineering sector, both metalworking as well as electrical and electronics, has developed sporadically to satisfy short-term requirements to service machinery, vehicles, etc. Growth rates for both gross output and value added showed positive trends, though with fluctuations, since the

<sup>5</sup> Statistical Service, Quarterly Digest of Statistics

<sup>6</sup> PC Globe 1990, Inc. Tempe, AZ USA

<sup>7</sup> Africa Economic Digest (AED), 20 April 1992

<sup>8</sup> UNIDO/ILO Sector Review and Programming Mission to Ghana, June 1992, PPD/R.54



introduction of the ERP in 1983. The World Bank (1989) reports an average 4.3% p.a. output growth for 1980-1989, with an estimated 2.6% in 1990.

**Table 1: Manufacturing Value Added in 1990 by Branch**

| Branch                                 | US\$ million  | % of total | Growth rate |
|--|---------------|------------|-------------|
| Textiles, apparel and leather          | 34.97         | 6.1        | 8.8         |
| Food, beverages, tobacco               | 215.20        | 37.6       | 9.8         |
| Chemicals, petroleum, rubber, plastics | 122.27        | 21.4       | 10.5        |
| Non-metallic mineral products          | 20.81         | 3.6        | 3.8         |
| Fabric. metal/machinery/transport eq   | 23.25         | 4.1        | 5.3         |
| Paper and printing                     | 10.19         | 1.8        | 6.4         |
| Basic metal products                   | 49.38         | 8.6        | 6.4         |
| Wood and wood products                 | 96.34         | 16.8       | 10.9        |
| N.E.S.                                 | 1.34          | 0.2        | 3.7         |
| <b>TOTAL</b>                           | <b>572.41</b> | <b>100</b> | <b>8.7</b>  |

**Source:** UNIDO Global Economic Database, based on information provided by the government through United Nations Statistical Office.

9. Manufacturing activities tend to concentrate in the areas of Greater Accra and Ashanti which combined account for more than fifty percent of the population, more than sixty percent of manufacturing enterprises and almost two thirds of small-scale industries employment<sup>9</sup>. Government policies aim at counter-balancing this trend by promoting regional and rural development through SME development programmes.

10. A review of the industrial sector by size of enterprise<sup>10</sup> shows a considerable base of small enterprises, defined as employing between one and nineteen workers including the employer, and a significant number of large enterprises, i.e. those employing thirty or more workers (see table 2). The group of large-scale industries includes most state owned enterprises of rather large scale with, at least nominally, high employment rates and can be found in subsectors such as metallurgy (VALCO, which is foreign owned), building materials (cement), chemicals, including petroleum refining, rubber, plastics, and paper<sup>11</sup>. The GSS directory of industrial enterprises (dated 1988) lists 51 enterprises with 500 or more employees (adding up to a minimum of 25,000 jobs employment) and 66 enterprises with 200-499 employees, with activities concentrating in textiles, and wood and wood products.

**Table 2: Employment by Size of Enterprise**

| Size of enterprises<br>(number of workers) | Number of<br>enterprises | Percentage of enterprises<br>of that size | Percentage of<br>Employment |
|--|--------------------------|---|-----------------------------|
| 1-19 workers                               | 7,376                    | 88%                                       | 21%                         |
| 20-29 workers                              | 310                      | 4%  | 6%                          |
| 30 and more workers                        | 665                      | 8%  | 73%                         |
| <b>Total</b>                               | <b>8,351</b>             | <b>100%</b>                               | <b>100%</b>                 |

**Source:** Ghana National Industrial Census, 1987 (draft) quoted from the Report of UNIDO/ILO Industrial Sector Review and Programming Mission

<sup>9</sup> Country Case Study Ghana, Regional Workshop on Strategic Management, UNIDO, December 1989, based on 1987 GSS industrial census (corrected).

<sup>10</sup> No agreed national formula exists for grouping enterprises by size. The above categorization is based on the 1987 industrial census.

<sup>11</sup> Ghana: Public Expenditure Review, The World Bank, 1989a, Report No. 7673-GH

11. Table 2 was interpreted by the UNIDO/ILO sector review and programming mission as showing a "missing middle", i.e. a rather limited number of medium-sized enterprises which are thought to be the main driving force in technology transfer and adaptation<sup>12</sup>. The afore-referenced directory of industrial enterprises chose a different categorization, i.e. listed those enterprises with ten or more employees, resulting in a total of 1,550 enterprises. The mission observed that this "missing middle" exemplified itself in form of a gap that appears to exist between indigenous small- and medium-scale industries and large enterprises, particularly local representations of transnational corporations, which do not work together through e.g. subcontracting arrangements. Transfer of technology and skills acquisition through cooperation between large international and local SMEs seems not to exist. A UNDP/UNTCMD (Transnational Corporations and Management Division - formerly UNCTC) made attempts to address this issue (see chapter 4, para. 125).

12. Small-scale industries are seen as one of the major areas in which employment can be created, however a survey quoted by the World Bank (1989b) which was undertaken by the University of Ghana and Goethe Universität in 1984 indicate that small-scale enterprises did not offer much scope for substantial permanent wage employment and apprenticeship is the most common form of employment. Hence, these industries play a role in training individuals to become entrepreneurs, enabling them to be self-employed after leaving the enterprise in which they have been trained rather than provide direct employment.

13. Capacity utilization of industries has been around 20% during the mid 1980s which was largely due to economic mismanagement, reduced imports, deterioration of the infrastructure, and distortions in incentives<sup>13</sup>. However, with the introduction of the ERP, improvements have been reported by various sources. The latest industrial policy statement<sup>14</sup> estimates the average annual industrial growth rate over the period 1984 to 1990 at 4%, with capacity utilization increased to an average of 45-50 percent.

14. Industries depend highly on imported raw materials as well as machinery and spare parts. In 1984, 77% of total inputs used by the manufacturing sector were imported, however, the sector produces mainly for the local market. Earlier import restrictions affected the manufacturing sector's performance and up-keep, whereas recent import and foreign currency policies improved industries' access to machinery, spares and raw materials, although adversely affecting the national trade balance. On the other hand, trade liberalizations expose local industries to international competition which, reportedly forced a number of enterprises to close down or impeded their performance even further.

### Industrial Policy

15. In support of the ERP industrial policies aim at promoting the private sector to take a stronger role in the economy with the government concentrating on ensuring an enabling environment. Public expenditure in the sector is supposed to be adjusted by focusing on generating information and providing support services and infrastructure, whereas manufacturing activities are largely to be left to the private sector (IBRD 1989a). Divestiture plans for public enterprises have, however, been slow in materializing: only 30 enterprises started divestiture programmes of which around 15 were effectively divested (figures on this differ from various sources), whereas the total number of companies included in the programme is 80, of a total of over 230 state owned enterprises.

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<sup>12</sup> Sub-Saharan Africa, From Crisis to Sustainable Growth, A long-term perspective study, The World Bank, 1989.

<sup>13</sup> Africa South of the Sahara, op.cit.

<sup>14</sup> Industrial Policy Statement, A strategy for industrial regeneration, Ministry of Industries, Science and Technology, Republic of Ghana, January 1992.

16. The industrial policy statement (January 1992), which was prepared with UNIDO assistance, recognizes, *inter alia*, insufficient linkages between formal and informal sectors as well as a lack of integration between the various subsectors which fail to provide inputs to each other. In terms of skill requirements, the statement mentions in general terms shortages in processing, engineering, and repair and maintenance as well as insufficient training facilities at plant level. Macro-economic development objectives are specified to entail, *inter alia*, the provision of greater employment opportunities with shorter term industrialization objectives aiming at the promotion of establishing new industrial capacities in areas such as: food, agro-based and forest industries, building and construction industries, metallurgical industries, engineering, electronic and electrical industries, chemical industries and energy-related and environmentally friendly industries<sup>15</sup>. The listing of subsectors is fairly wide spread without much prioritization and, moreover, the latter two categories are rather cross-sectoral and difficult to be perceived as industrial branches or activities of their own. The statement goes on to promise to introduce requisite, however, not further defined policy frameworks to create an enabling environment and to encourage investment flows as well as to review regularly incentive packages and regulations.

17. The same policy document places great emphasis on human resources as the nation's greatest asset. It details three measures at the policy framework level which try to address the demand and supply mismatch problem. These include human resources "planning" mechanism by assessing human resources needs as a basis for drawing up programmes to develop and utilize industrial human resources. In this respect, middle-level managerial, technical and technological skills in engineering are pinpointed as areas which will receive particular attention. The programme is not further specified and it is not apparent which type of continuous process and which methodologies will be introduced to assess needs, and monitor and adjust industrial HRD programmes. Requisite data collection, processing, analysis and interpretation might, however, prove difficult considering that e.g. the Ghana Association of Industries (AGI) reported that entrepreneurs are reluctant to reply to questionnaires.

18. The policy statement, furthermore, follows latest World Bank thinking and foresees that industrial training will be financed by the private sector through a National Industrial Training Fund (NITF) with contributions from associations and chambers to align those who use training with those who finance it (see also chapter 3, para.99). This fund, however, is not expected to materialize in the near future and the government indicated that it was not inclined to enforce its establishment. The ministry acknowledged that industries are at present not in the position to contribute to such a fund, and the association even indicated that its members were not able to pay their dues to the association, not to speak of making contributions to an industrial training fund. Moreover, MIST seems to perceive the training fund to equate a separate training institution and not as a financing scheme for industrial training organized and carried out by existing training institutions.

19. In a third step, it is said in the policy document that incentive systems will be improved to attract labour force interests and direct its preferences towards industries and related activities. This approach probably originated from observations made during e.g. the time when around 1 million migrant workers returned from Nigeria and, due to difficulties in finding industrial employment, opted to work in the agriculture sector. The latter attitude seemed to respond to necessities rather than expressed preferences, and it remains to be seen whether incentives or opportunities for industrial employment are the determining factor in the work forces' decision-making process.

20. The policy statement refers also to the strengthening of national industrial training institutions which indicates that the government intends to continue operating national training institutions, i.e. the supply side of trained human resources, however, will introduce some market oriented approach for providing training services by trying to encourage private sector financing

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<sup>15</sup> Industrial Policy Statement, op.cit.

of training activities. The National Committee for Vocational Education and Training (NACVET) supported the intention to increase contributions of the private sector to financing of industrial training and seemed little concerned with industries' ability (or lack thereof) to make such contributions.

21. The policy statement concerns itself with the better integration of women in industrial development by envisaging to strengthen women's organizations and relevant NGOs which is dealt with in conjunction with private sector development policies. The importance of private sector participation is recognized in the policy statement which emphasizes that their greater involvement will be fostered. This appears to take cognation of the World Bank's (1989) observation that the dialogue between government and private sector needs strengthening. The policy paper remains, however, vague as to which measures and mechanism will be introduced to ensure a continuous policy dialogue (see also chapter 2, para.37). Moreover, the relation of the industrial development strategy to a national development framework presently under preparation by the National Development and Planning Commission (NDPC) is not yet clear.

### Labour Force

22. The total labour force was estimated at 5.6 million in 1984 of which 41% were employed in the agriculture sector, while 23% were engaged in industries and services. In the course of the economic decline, the structure of employment changed substantially. Manufacturing and utilities provided in 1970 12.4% of the total employment, whereas in 1987 it declined to 6.9%.

**Table 3: Employment Classified by Major Economic Activities**

| (in thousands)                                    |                |              |              |       |
|---|----------------|--------------|--------------|-------|
| Sector  | 1986           | 1987         | 1988         |       |
| Agriculture, Hunting, Forestry & Fishing          | 39.3           | 32.0         | 27.1         |       |
| Mining and Quarrying                              | 26.5           | 28.1         | 21.9         |       |
| Manufacturing                                     | 53.6           | 78.6         | 43.6         |       |
| Electricity, Gas & Water                          | 7.6            | 6.7          | 6.0          |       |
| Construction                                      | 22.2           | 18.2         | 16.6         |       |
| Transport, Storage & Communication                | 20.5           | 18.1         | 15.6         |       |
| Wholesale, Retail Trade, Hotels & Restaurants     | 20.8           | 18.1         | 15.0         |       |
| Finance, Insurance, Real Estate, Business Service | 25.4           | 18.0         | 15.7         |       |
| Community, Social & Personal Services             | 197.8          | 176.6        | 145.3        |       |
| <b>Total</b>                                      | <b>413.7</b>   | <b>394.3</b> | <b>306.2</b> |       |
|   | Public Sector  | 347.4        | 315.3        | 251.6 |
|   | Private Sector | 66.3         | 79.0         | 55.3  |

Source: Ghana Statistical Services, Quarterly Digest of Statistics, December 1991

23. Table 3 shows strong variations particularly in the manufacturing sector where employment increased drastically from 1986 to 1987 and even more radically slumped from 1987 to 1988. These extreme changes were mostly accounted for in the private sector, however, no explanation for these variations could be traced. World Bank estimates for the period 1988-1990 (IBRD 1989) indicated far higher employment in the various subsectors.

24. Estimates of the unemployment rate differ and the World Bank (1989) admits that it is difficult to quantify the current situation in view of scarcity of data and problems in defining unemployment and under-employment. Estimates differ between 12-15% and around 2.2% of the

work force. The evaluation of the SDA project indicates that IBRD views of the relatively low unemployment rate are not always shared in Ghana.

25. The government foresaw under Structural Adjustment Programmes to release about 60,000 employees over a three year period. In 1988, a Programme of Action to Mitigate the Social Costs of Adjustment (PAMSCAD) was launched which is an initiative to create some 45,000 jobs for those who are affected by public sector retrenchments. The development budget 1987-1988 foresaw provisions of 148 million cedis or 0.6% of the total development budget for this scheme. PAMSCAD was to undertake public labour-intensive projects. Information on the implementation of this programme varies and the mission was informed that progress had been attained, however, the degree of training and retraining which were part of the programme was not revealed. One source claims that less than 4,000 (or about 25%) of those redeployed between 1987 and mid-1988 registered for assistance, such as training, whereas interviews revealed that the actual number is probably as low as 10%. The remainder has not taken advantage of retraining schemes.

26. The public redeployment programme as well as population growth pose pressure on the employment market. Industries and the formal sector reportedly do not have the capacity to absorb all school leavers and graduates. Self-employment is being advocated and seems to be thought of as one of the main solutions to employment problems. Figures given by one source on the employment status in the manufacturing sector indicated a high ratio of self-employed, however, the total number of employed in the manufacturing sector indicated in the same report did not tally with the total number of employed. Other, more reliable data could not be found by the mission.

**Table 4: Employment by Industrial Branch 1987-1991 in %**

| Branch   | 1987 | 1988 | 1989 | 1990 | 1991 |
|--|------|------|------|------|------|
| Textiles, apparel and leather                    | 21.8 | 22.4 | 22.9 | 23.4 | 23.9 |
| Food, beverages, tobacco                         | 21.2 | 21.0 | 20.8 | 20.7 | 20.7 |
| Chemicals, petroleum, rubber, plastics           | 9.7  | 9.8  | 9.9  | 10.0 | 10.0 |
| Non-metallic mineral products                    | 4.1  | 4.1  | 4.1  | 4.2  | 4.2  |
| Fabricated metal, machinery, transport equipment | 8.8  | 8.8  | 8.9  | 9.0  | 9.1  |
| Paper and printing                               | 6.2  | 6.3  | 6.2  | 6.1  | 6.1  |
| Basic metal products                             | 4.0  | 4.1  | 4.2  | 4.3  | 4.4  |
| Wood and wood products                           | 23.6 | 22.9 | 22.3 | 21.7 | 21.1 |
| N.E.S.   | 4.0  | 0.4  | 0.5  | 0.5  | 0.5  |

Source: UNIDO statistics based reports by the government and extrapolations based thereon. This implies that, at most, the formal sector is covered. Fluctuations may be due to actual growth and/or non-reporting.

27. Table 4 indicates a concentration of employment in textiles, food products, and wood and wood products with the latter two declining slightly over the period 1987-1991 and textiles industries slightly expanding, however, variations being rather moderate. Otherwise, no dramatic changes are observed in the employment pattern by industrial sector which makes it even more difficult to explain fluctuations recorded in table 3 above.

#### Women in Industry

28. While official data and statistics are mostly not expressed in gender-differentiated fashion, the mission was informed that women tend to work in the informal sector and, whenever employed in the formal sector, still occupy rather traditional work places at e.g. secretarial level. Only few women can be found in management positions. Policies were said to be non-

discriminating, however, traditions and practices enforce a certain educational and occupational pattern which does not foster an increased engagement of women in higher positions in industries. The National Council on Women in Development (NCWD) tries to promote a different understanding and approach through organizing workshop and awareness seminars, directed at both female employees and male executives, however, the latter show little interest in the subject matter.

#### A Word of Caution

29. The reader of this report should be aware that statistical data quoted in the various background papers did not tally and that no coherent picture of the overall industrial sector and employment situation could be derived by the mission from these or other sources. The evaluation of the UNDP project "Social Dimension to Adjustment (SDA)"<sup>16</sup> indicates that much of that project was directed at strengthening Ghana Statistical Services (GSS) and to carry out a number of unspecified surveys and analyses. According to that evaluation, attention concentrated on updating and maintaining the Ghana Living Standards Survey which had a limited focus, whereas other statistical requirements, such as industry related data were neglected. The mission was informed that the Ministry of Industry, Science and Technology (MIST), the Association of Ghana Industries (AGI) and GSS had data on the industrial sector, however, this comprised mostly of directories of registered enterprises. Details on capacity, output, range of products, employment and skill level available and required were claimed to be available to MIST, however, were not accessible to the mission who did not find evidence of their existence.

30. Moreover, the mission observed that industry and industrial activities are not well defined in terms of size of enterprise or type of activities. No clear differentiation seems to be made, at least in the case of some reports, between manufacturing and services, or on the basis of magnitude of output of an enterprise.

31. Finally, most data is not presented in gender-differentiated fashion, therefore, the mission's assessment of gender related issues are more of an impressionistic nature.

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<sup>16</sup> The Social Dimension of Adjustment (SDA) project: An interim evaluation, November 1989

## **2. THE WORKING ENVIRONMENT OF INDUSTRIAL ENTERPRISES**

### **Government**

32. The state's day-to-day regulatory functions have largely been abolished. One of the major activities of the MIST seems to be the registration of industries which will be compiled in a comprehensive register for the first time since 1979. The register will not include very small enterprises and/or those in the "informal sector". The ministry's definition of the informal sector is indeed that it comprises production units and self-employed people who are not registered<sup>17</sup>. Registration is thus voluntary at a certain level. Enterprises which register have thus had to complete questionnaires, which require, *inter alia*, details of employees' skills and of vacancies. In addition, there seems to be the necessity for registration with the Register-General. Registration may open the way to certain incentives and benefits, but may also attract the attention of regulatory and tax authorities, therefore compliance with registration requirements has been varied.

33. In addition to industry registration MIST perceives its role as planning and promotion, and at least for the purpose of planning it sees a need for a good data base, information systems, and a research capability. Its plans will in due course have to fit into the national development policy framework which is in slow gestation in the NDPC, a body which reports directly to the Provisional National Defence Council. Separately, the Policy Advisory Division (PAD) of the MFEP has produced an "Accelerated Growth Strategy" which covers the whole economy, not only industry. These planning functions appear to have been based on principles which may result in direct interference with market focus which is somewhat contrary to the declared liberalized system. At the same time, government intervention will continue to be necessary for industrial development for some years to come, according to the World Bank's Accra office. A dialogue between government and private sector is being introduced although all parties still require to find their appropriate and active roles.

34. Major investments have to be approved in advance by the Ghana Investment Centre (GIC), an organ of the Ministry of Finance and Economic Planning (MFEP). Proposals are assessed for compliance with the Investment Code. This sets out a range of provisions covering location, technology (including royalty conditions), source of raw materials, employment (including expatriate employment), environmental effects, etc. The MIST is invited to comment on proposals. There is reported to be "huge backlog of investment project proposals requiring decisions"<sup>18</sup>.

35. Other ministries which contribute to the background of industrial enterprises include the Ministry of Education (MOE), responsible for the education and to some extent practical training of future industrial employees (who however constitute a small fraction of school output and a minute fraction of the number of young people who reach working age each year); the Ministry of Mobilization and Social Welfare (MMSW), also responsible for certain training functions, and within this ministry the National Council for Women in Development (NCWD). As explained more fully in Chapter 3 the recently established NACVET is taking over certain functions in the areas indicated by its title on behalf of MOE and MMSW, which operate the Committee jointly.

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<sup>17</sup> ILO's contribution to the report of the UNDP/UNIDO/ILO Industrial Sector Review and Programming Mission to Ghana (July 30 to August 30, 1991) by Raymond S. Milne and Cornelius Dzakpasu, August 30 1991. Page 32. This paper also sets out a much longer and more complicated definition of the informal sector which is used by the Ministry of Mobilization and Social Welfare and is in line with the definition agreed at the International Labour Conference in 1991.

<sup>18</sup> Report of the UNIDO/ILO Industrial Sector Review and Programming Mission to Ghana, UNIDO, PPD/R.54, 2 June 1992. Page 24.

### Industry Organizations

36. There are at least four organizations to which enterprises may belong:

The Ghana Employers' Association  
The Association of Ghana Industries (AGI)  
The Ghana National Chamber of Commerce (GNCC)  
The Association of Ghana Exporters.

37. Both the AGI and the GNCC<sup>19</sup> have over 1,000 members with a fair proportion of small enterprises. The big multinationals not only are members but often provide presidents to these associations. Some enterprises belong to both organizations. Banks, insurance companies and other enterprises which provide services to industry are permitted to join the AGI. Both organizations complained that subscriptions are falling off, either because struggling enterprises cannot afford to pay, or because they have gone out of business. At the same time, the AGI declared difficulties in delivering services which are useful and attractive to its members and make them feel that their membership fees are justified. This view was supported by USAID.

9. The AGI and the GNCC have a Joint Industry Committee, but divergent views, e.g. on import tariffs, are not always reconciled<sup>20</sup>. Both organizations take part in policy discussions with the PAD/MFEP, the GIC, the NDPC, and perhaps other government departments, as well as maintaining regular contacts with their interlocutors in the MIST (in the case of the AGI) and in the Ministry of Trade and Tourism (in the case of the GNCC). The value of the discussions was regarded as high at the AGI, but the opinion at the GNCC was that although their views were listened to it appeared that government decisions did not take them into account and might have been made in advance. The AGI and the GNCC also make presentations on specific issues, e.g. to the Bank of Ghana and the utility companies, on members' behalf. The AGI, for example, protested against retrospective application of sharply increased electricity and water tariffs, however to no avail.

38. Both organizations recognize a need for improvements in the country's education and training systems in a general way. Training institutions, it was said, are on a high horse and offer the courses which they feel necessary. Neither organization has the funds to take on training functions themselves or to build up their secretariats' professional capability in the field of HRD.

39. USAID is promoting a Private Sector Foundation as an umbrella for the four organizations mentioned above. Premises will be provided and a joint technical secretariat built up. This secretariat is expected to have a manpower development section and it is hoped to commission special courses at the Management Development and Productivity Institute (MDPI) (q.v. below and in chapter 3.).

40. The individual secretariats of the organizations also need strengthening. In this respect GNCC has been assisted by a UNDP/ITC project. The Ghana Employers' Association is a member of the ILO and receives some regular budget assistance. The AGI feels somewhat neglected by UNIDO<sup>21</sup>, which it regards as its counterpart organization in the UN system. Meanwhile AGI has been receiving some assistance from USAID.

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<sup>19</sup> Further information and comments about these organizations in page 27 of the Report of the UNIDO/ILO Sector Review... op. cit.

<sup>20</sup> From industry's point of view tariffs on imported inputs (raw materials or equipment) are too high and those on competing finished products are too low. The GNCC apparently takes a more generally free-trade stance.

<sup>21</sup> The Secretary-General of the AGI specifically complained that UNIDO had failed to follow up a number of contacts made in Accra and in Vienna and had not gone beyond sending a long series of consultants' CVs. This particular question is not of direct concern to the mission but needs to be clarified at UNIDO headquarters. See also Chapter 4 on UNIDO assistance.



### Advisory Services and New Technology

41. The Council for Scientific and Industrial Research (CSIR)<sup>22</sup> supervises 13 institutes including the Industrial Research Institute (IRI). Their activities have been greatly restricted by shortage of resources. There is apparently little connection between the institutes and potential users but moves are afoot both to improve promulgation of results and, perhaps more significantly, to enable the institutes to accept commissions from industry or other paying clients.

42. The Ghana Regional Appropriate Technology Industrial Service (GRATIS) provides technical services, including training, through a network of Intermediate Technology Transfer Units (ITTUs) established, or to be established, in each of the country's ten regions. GRATIS has been assisted by the European Community, CIDA, GTZ and by the British and Dutch volunteer services. A similar scheme called Development and Application of Intermediate Technology (DAPIT), promoted by USAID, assists the transfer of appropriate technology to industry in rural areas. The Technology Consultancy Centre (TCC) of the University of Science and Technology (UST) at Kumasi provides advice to large numbers of small-scale mechanical and automotive workshops in the area, once again through an ITTU. Despite its name this is not a channel for the introduction of up-to-the-minute techniques or knowledge, and indeed its purpose is to encourage incremental improvements. None of the various technology services available in fact constitutes a source of information on the latest developments in production technology or organization.

43. Business consultancy services are also offered by the National Board for Small-Scale Industries (NBSSI) through its Business Advisory Centers, through a UNDP funded project called EMPRETEC (see also para. 125) and to lesser extent by the Ghana Institute of Management and Public Administration (GIMPA), the MDPI, and an apparently large number of private individual consultants. An Association of Consultants is being formed with the encouragement of government. There are understood to be a number of professional institutions such as the Ghana Institute of Management, the Ghana Institute of Personnel Management, the Institute of Chartered Accountants and the Institute of Engineers. According to the Milne/Dzakpasu report<sup>23</sup> these last two offer training and consultancy services. This is an area of activity which would deserve more detailed examination if UNIDO decided to offer support to this type of organization, or to route advisory or other services through them.

44. Training and consultancy services are provided to the informal sector by institutions, such as Integrated Community Centres for Employable Skills (ICCES), Council for Scientific and Industrial Research (CSIR), Ghana Regional Appropriate Technology Industrial Service/Intermediate Technology Transfer Unit GRATIS/ITTU. These institutions, as far as they have some bearing on industry, are considered further in chapter 3 in regard to their training services, and again in chapter 4 in regard to the international assistance which they all seem to receive from a variety of official and non-governmental donors. It will be realized that they constitute a different kind of "advisory service", having a strong promotional mission, to the regular consultancy or technology services available to formal enterprises.

### Industrial Finance

45. The banking system is in the process of reconstruction and a large amount of bad debt has been transferred to the Non-Performing Assets Recovery Trust (NPART), operated by the Bank of Ghana (the central bank) (BOG). The banks which have thus been relieved of these negative weights on their balance sheets remain nervous about making fresh loans for fear of finding

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<sup>22</sup> Further information and comments on page 22 of the Report of the UNIDO/ILO Industrial Sector Review... op.cit. The Director-General of the CSIR was absent for medical treatment when the mission called by appointment in the expectation of seeing him and the directors of two or three of the institutes. A brochure dated 1986 was however made available.

<sup>23</sup> ILO's Contribution... op. cit.

themselves building up another portfolio of bad debts. They thus impose terms, which reportedly are considered stiff by entrepreneurs, on the small and medium-sized entrepreneurs whom various projects such as EMPRETEC are trying to support, and are perhaps right to be wary about these entrepreneurs' market prospects. Even when a line of credit is made available by a donor, e.g. the Fund for Small- and Medium-sized Enterprise Development at the BOG provided by the World Bank, the funds are lent through the commercial or investment banks, who are fully responsible to the BOG for repayment, and therefore make the terms no easier.

46. The banks are however free to operate as they wish, and industrial borrowers may approach them for loans without restriction. As explained above they may need authorization from GIC for an investment project. A stock exchange has been set up within the last year and a modest number of companies are listed, but this is not yet a source of private equity capital.

47. Foreign exchange is available under an auction system. The main problem here is apparently the complicated procedure. The unstable exchange rate is an additional operating hazard.

48. The NBSSI administers loan funds provided under PAMSCAD and operates a bulk-purchase scheme for small enterprises funded by USAID. GRATIS/ITTU sells machinery to clients who complete their training programmes on a hire-purchase basis. Women's World Banking has investment funds for informal-sector (women) entrepreneurs. Otherwise investment finance for the informal sector may come from small self-administered savings groups known as tontines although these funds are only used for commercial purposes.

### **3. INDUSTRIAL MANPOWER DEVELOPMENT**

#### **The Education System**

49. The education system is undergoing a long process of reform which started in 1987 and will continue until the end of the century. The reforms are masterminded and largely financed by the World Bank, with additional contributions pledged in 1986 from NORAD, OPEC, Switzerland, British ODA and UNDP. Further assistance has become available for the current phases, which cover primary and secondary education, from CIDA and British ODA. The cost of the current phases is US\$125 million from the World Bank (IDA credits) and some US\$50 million from other donors, the total dwarfing other aid programmes, except direct financial support to the Structural Adjustment Programme, by a very long way. Reform of the tertiary sector is still in the planning stage, and technical and vocational education will become the subject of yet another World Bank project. Co-financing will be sought for these reforms as well<sup>24</sup>.

50. The reforms were made necessary by the decline in educational quality which accompanied the economic collapse of the 1970s, low enrollments caused by this poor quality, and by the inability of the government to reform structure and curriculum, which were detached from the needs of the people and the country. As one result adult functional literacy is thought to be to about 33%<sup>25</sup>.

51. The major issues listed by the World Bank were:

- ◆ Length of pre-university education and related structural problems;
- ◆ Limited access;
- ◆ Curricula and teaching constraints;
- ◆ Government's recurrent cost burden;
- ◆ Lack of effective planning and management;
- ◆ Inadequate skills training for school-leavers.

52. As shown in figure 1 pre-university education is being reduced from 17 years to 12 years<sup>26</sup>. Nine years of basic education is now theoretically mandatory. Primary school gross enrolment rose from 65% in 1987/88 to 72% in 1988/90, and the government's aim is to have universal primary education by the end of the decade. Gross enrolment in the 12-14 age group (Junior Secondary) was 59.6% in 1988/89. All these enrolment ratios conceal marked differences between the more prosperous south of the country and the relatively deprived northern regions. Under the new Senior Secondary System which started in 1991 35% of those leaving Junior Secondary School (JSS) in 1990 were admitted; in the longer run the government intends to limit Senior Secondary School (SSS) intake to 50% of JSS leavers. The proportion of girls enrolled at all levels has been increasing and in 1989/90 was 44.9% in primary schools, 41.3% in JSS and 33% in the (old) SSS.

53. The IDA credits and other assistance have enabled vastly increased resources to be allocated to school building and refurbishment, revision of curricula, provision of textbooks, and

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<sup>24</sup> The mission's major source for this section is the World Bank Staff Appraisal Report on the Community Secondary School Construction Project dated May 29, 1991, pp. 2-11. Supplementary information was obtained at the World Bank office in Accra. Figures 1 and 2 are taken from a MOE document prepared by a UNESCO consultant.

<sup>25</sup> This figure was given to the mission at the World Bank office. It is much lower than the figures in the Human Development Report quoted in paragraph 2.

<sup>26</sup> The "National Service" shown in figure 1 comprises one year of compulsory civilian government work for those who complete senior secondary school and another year for those who complete university. Most national service work comprises teaching in schools, especially in remote areas. The mission was however surprised to learn that VALCO (see para .. below) takes on some four or five national service engineers each year, and if they perform well they are offered permanent employment at the end of their service.

teacher training. In its attempts to contain unit costs government has also "retrenched", large numbers of non-teaching staff and frozen the total number of teaching posts.

54. As an adjunct to the school reforms the government launched a mass literacy campaign in January 1991. Learners numbered 272,000 in that year, of whom 56% were women.

55. Curriculum reform is one of the most significant aspects of the reform programme, especially as regards the future supply of manpower to industry as well as other kinds of employment. It is indeed being used as deliberate means of social engineering: in the words of the World Bank "one of [the] main objectives is to make the curriculum more relevant to Ghanaian concerns and less academic, so that the education gained cannot be used simply as a conduit out of the rural areas and eventually out of the country." To this end "Ghanaian languages and practical agriculture have been introduced as compulsory subjects at all levels ... In addition, in [the] JSS curriculum ... each school has to offer one "prevocational" subject, designed to give students familiarity with and practice in using simple hand tools.

56. In SSSs the common core consists of seven subjects: English, Ghanaian language, science, mathematics, agricultural and environmental science, life skills, and physical education. Five other programmes are being offered: agriculture, technical, vocational, business, and general arts and science. Most schools offer two or three of these. Within each programme a school may offer one or more options comprising three subjects, but a pupil may only choose one option. All schools will be offering at least one vocational option, but the mission has no information on the content of such options, or the difference in this context (SSS level) between "vocational" and "technical".

57. The intended structure of the education system is shown in figure 2, which is taken from a MOE paper. The polytechnics shown at the top left are at present at secondary level and await upgrading to tertiary. The secondary "tech/voc institutes" will henceforth be under the control of NACVET, a joint MOE and MMSW organization explained further under 'Coordination' below.

58. This whole reform programme is obviously of high significance for the social and economic development of Ghana. It cannot by itself create economic development or individual opportunities, but without the programme existing opportunities have much less chance of exploitation. It remains to be seen whether a much higher level of educational attainment in the population as a whole will be accompanied by a change in outlook and ambition.

#### Professional and management training

59. Engineers and scientists emerge from the University of Science and Technology at Kumasi with degrees said to be excessively theoretical for industrial purposes but that is a common complaint about such university education and will not be remediable until industry is in a position to provide practical "sandwich" elements. The growth of a good number of middle to large companies is a prerequisite. Meanwhile the large existing companies might be encouraged to contribute to training of engineers etc. in numbers beyond their own needs, for the benefit of small and new enterprises.

60. Degree-level accountancy training is offered at the University of Ghana at Legon (near Accra). An Institute of Chartered Accountants sets accountancy standards.

61. Management training is provided in three public-sector institutions: the School of Administration of the University of Ghana at Legon, GIMPA, MDPI. They work, if not hand-in-glove, at least with some tacit division of labour and it helps that the current director of the MDPI is on secondment from GIMPA.

62. The School of Administration offer a BA (Administration) and a BSc (Administration) course, the latter concentrating more on business administration. Accountancy is the most popular major subject, perceived as offering the best job prospects. Some 100-120 students, of whom 20%

are women, join the programme each year. The majority of graduates do not enter professions compatible with their qualifications and the university has no employment scheme to help them. Some go abroad for work or further studies; some try to set up their own businesses. Around 15% of graduates return for the two-year MBA course, sponsored by their employers, mainly banks. MBA students must have at least three years' working experience after their BA course. The school also offers short courses for working executives in all sectors during the long vacation. There is a two-week general management course, followed by specialized two-week modules in marketing, accounting, HRD, etc. Some 100 participants attend each session. These courses are fee-paying.

63. The school keeps its staff up-to-date by retraining and upgrading which is mostly financed by fellowships offered by international donors, and by its own modest programme. The school has various agreements with universities in the USA, Germany and Scotland, and these occasionally send their own staff to Ghana on attachment. The curriculum is reviewed roughly every five years. Industrialists and other employers are represented on the Board of Management Studies and are said to make well-informed contributions.

64. GIMPA offers management courses for public and private enterprises, but private-sector participation has grown slowly and is now only about 12%. All participants must be sent by their employers but only those in the private sector pay fees. The big multinationals do not take part. Some 23% of participants are women, although very few in the Chief Executives' course. About 18 regular courses are run each year, for various grades of managers (not all in industry or commerce). Subjects include Senior Management, Production Management, Marketing, Personnel Management, Project Planning, Strategic Management, Interpersonal Skills. The course in Computer Appreciation for Managers is said to be particularly popular. Courses in maintenance management and quality management are planned. Durations range from one to ten weeks. Of late, a two-week course 'Women in Management' is organized. This is intended for women participants but consideration is being given to inviting or encouraging men to attend. GIMPA also has a programme of specially commissioned courses, misleadingly known as "in-plant", although mostly run on GIMPA's own premises and without any particular practical content. This year about 24 such courses are planned, by no means all for industrial or commercial participants (e.g. clerks of assembly, midwives). Fees are on a full-cost basis.

65. All teaching staff have masters' degrees and some have or are studying for PhDs. Staff development is supported by CIDA, EC, British Council and USAID. Visiting advisers also assist in staff development. Institute staff are divided into seven units which are responsible for determining clients' training needs in particular fields. Further contact with the world of work is assured by the practice of inviting practising managers or specialists as visiting lecturers to every course.

66. The MDPI was started in 1964 and assisted by an ILO-executed project from 1967 to 1977. It aims mainly for a middle-level clientele, and offers a wide range of short courses, some 75 a year including 26 "in-plant" (= specially commissioned, as at GIMPA). During the period 1988-91 3,172 participants attended regular courses and 1,783 in-plant courses. Some participants are sent to MDPI courses by multinational companies. Some courses are run in Kumasi.

67. Course titles fall under the following headings: General Management; Financial Management and Management Information Systems; Marketing Management; Industrial Engineering and Productivity; Private Sector Development Management Public Systems Management. The General Management list includes among others The Practice of Supervision, Training the Trainer, and Introduction to Personnel Management. No special provision is made for women's training, although some project-related assistance was given to Women's World Banking. Durations vary from two to eight weeks, but 4 weeks is very common. Although some subjects are also offered at GIMPA the MDPI management is confident that demand is high enough that the issue of competition does not arise. Some of the "in-plant" courses are project-related, e.g. 'Improve Your Construction Business' (Government/ILO), 'Import Procedures'

(Switzerland/UNDP), and 'Transport Management' (World Bank). It is intended to bring some of these courses into the regular list. The MDPI has hitherto provided training services to the NBSSI, but this institution is now building up its own training capacity.

68. Fees are charged, although 80,000 cedis (c. US\$200) for a four-week courses does not cover its cost, and some participants are charged at half the published "full rate". Overall fees account for some 20% of income, the rest coming from the government. The MDPI does not do much to assess changing client needs, and relies on participant numbers to gauge demand for regular courses. Real demand is clearly distorted by the high rate of subsidy.

69. Faculty development is, as in the other institutions, by means of fellowships new staff must have masters' degrees. The director sees a growing need for improved terms of service if high-quality staff are to be attracted and retained. A pick-up in the economy would accentuate this need.

70. All three of these institutions belong to the West African Management Development Institutes Network (WAMDEVIN). This also has nine Nigerian members and one each from Sierra Leone, The Gambia, Cameroon and Liberia. According to its prospectus "WAMDEVIN's main mission is to improve the practice of management in the sub-region through training, research consultancy and publications".

#### Pre-employment and in-service skills training

71. The Milne/Dzakpasu report<sup>27</sup> states that there are "at least ten different systems of technical and vocational training", and proceeds to list eleven. Of these, the mission doubts that one, namely the CSIR/IRI system, is really a system at all, since it only offers very infrequent special programmes. The others can conveniently be grouped into eight systems, although the word "system" implies more systematic training than they all provide. Some of the numbers below have been obtained by the mission and are not the same as those in Milne/Dzakpasu.

72. ♦ NVTI with 22 centres under MMSW;
- ♦ ICCES with 66 centres (being added to under a UNICEF programme); low-level skills are involved;
- ♦ Ghana Education Service (MOE) with 22 technical institutes and six polytechnics;
- ♦ Many other registered and unregistered non-governmental training centres and schools, numbered at 750 by Milne and Dzakpasu; of these 250 registered, which corresponds exactly to the number in a list provided to the mission by NACVET;
- ♦ GRATIS/ITTU centres, so far six, training very small numbers each;
- ♦ Department of Pural Housing and Cottage Industries;
- ♦ In-company training;
- ♦ Informal apprenticeship, probably the largest system of all, but by definition uncounted, and a self-contained method of transmission of established working practices and low-grade skills and knowledge (but no doubt with some examples of high art and excellent craftsmanship).

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<sup>27</sup> ILO Contribution..., op.cit. page 29

To these should be added a number of centres under other ministries which feature in the NACVET list mentioned under d. above:

Department of Social Welfare (10 centres)  
 Ministry of Agriculture (4)  
 Ministry of Youth and Sports (7)  
 Ministry of Transport and Communications (1).

73. Although the NACVET list shows what subjects or skills are offered at each centre there is no indication of skill or knowledge levels or certification; nor any information as to numbers of trainees, demand for places or employment or self-employment prospects. This is a situation which NACVET aims to bring under some sort of control. (See "Coordination" below.)

74. As far as the mission is aware there is no specific provision for further training or retraining at any of these facilities, nor does the government finance it. It may be presumed that employers, especially the larger ones, have some system of further training, and this is certainly the case at the two companies visited by the mission, VALCO and Unilever.

#### Private sector training

75. The Volta Aluminum Company (VALCO) is a wholly-owned subsidiary of Kaiser Aluminum of Oakland, California. It has about 1,900 employees (including some 20 expatriates), down from 2,500 in 1985, and the trend is still downward. Recruits to the semi-skilled production staff must have completed JSS with O-levels, and will start with menial jobs (sweeper etc) before being gradually trained up, mostly on the job. Recruits as craftsmen must have City and Guilds craft-level certificates and are then given a two or three-year in-company courses of theoretical and practical training; these will become maintenance technicians. Graduates in engineering and science are taken on with a view to joining the group of about 250 supervisors. These receive basic management training, and some may progress to more senior grades. (Promotion is also open to the production and maintenance personnel with lower academic qualifications.) Top technical staff and managers are taken to the USA for further training. VALCO assesses individual training needs every one or two years and runs a continuous in-house programme of technical and non-technical further training.

76. The company regards Ghanaian education in public institutions as "mostly theoretical" and relies entirely on its own resources after recruitment. Few people are taken on from other companies, and few leave VALCO for other employment. The company in fact operates in an enclave as much in the training area as it does in its whole operation.

77. Unilever Ghana Ltd, very recently formed through the merger of United Africa Company (UAC) of Ghana Ltd and Lever Bros Ghana Ltd, is a subsidiary of the Anglo-Dutch conglomerate. It has 672 employees. There are three other Unilever companies in Ghana, with a total of about 800 employees between them. They are Kumasi Brewery Ltd, Guinness Ghana Ltd and Benso Oilpalm Plantation Ltd.

78. Unilever Ghana Ltd has its own training centre, still labelled UAC Training Centre. The 1992 course catalogue lists 30 short courses for management, management trainees and "staff" in such subjects as "Negotiation Skills", "Supervisory Skills", "Introduction to Lotus 1-2-3", "Preparing Effective Marketing Plan". The total duration of all the listed courses is 103 days, which does not indicate high productivity for the physical facilities, but it does not appear that there is much in the way of full-time training staff. The course catalogue indicates the "Faculty" for each course as usually composed of personnel from relevant departments, other group companies, external consultants - and sometimes, the MDPI and School of Administration. The list of subjects reflects the nature of UAC as primarily a trading company.

79. It appears that Lever Bros, which manufactures cleaning materials and pharmaceuticals, and the other production companies organize their own technical training. Lever Bros has its own training workshop. UAC provides operator training on the Caterpillar and other equipment which they import. Details of this technical training were not readily available, but it seems that in-company resources are the general rule. Unilever also sends its personnel for training at centres in Nigeria, India, Kenya and the United Kingdom. Occasional participants attend courses at the MDPI, GIMPA and the School of Administration in Ghana.

80. It thus appears that Unilever is not quite so isolated as VALCO from national training facilities, but the company's motivation is no doubt to make use of local facilities rather than to build them up or take up any kind of sponsorship of education or training. Other companies such as Ashanti Goldfields (partly owned by Lonrho) and Pioneer Tobacco (British American Tobacco) seem equally absent from any contribution to the national education and training system, although it was said that Pioneer Tobacco does contribute to community development in non-specified ways. It appears that these companies take no interest in Ghanaian education and training beyond their own immediate and limited needs.

#### Employment-oriented education and training provisions specifically for women

81. Retail trade is largely run by women, and some are engaged in informal-sector textile and food production. There is no special provision for training women in these activities. They are however encouraged to participate in the various entrepreneurship training schemes, and in this connection it may be noted that the NCWD is represented on the board of GRATIS. The NCWD in fact sees the need at this stage much more for increased awareness and ambition (rather than for occupational training), and is working on this from JSS upwards.

82. A number of women's groups exist, including some with a religious basis, and others in formal-sector workplaces. There is also a Ghana Business and Professional Women's Association. None of these have any particular training function, nor are they necessarily connected with industry; further investigation would be needed to determine whether contact with UNIDO would be useful.

#### Training coordination

83. It is clear from the section above on management training that the three state providers work quite closely together and are in a sense self-coordinated. In the mission's view it is not so much coordination that they need as a stronger reliance on market demand, to be achieved by a gradual reduction in government funding. It would be highly desirable if this resulted in closer working relations with the major companies which at present organize their own training.

84. When it comes to technical and vocational education and training coordination is certainly necessary and is already in hand through the NACVET, already mentioned earlier in this report. This committee is chaired by the PNDC Secretary (= Minister) of the MMSW and the PNDC Secretary of the MOE is deputy chairman; it thus has usefully senior support but it remains to be seen (1) whether it commands sufficient support within the PNDC to obtain adequate resources and (2) what will happen after the elections due in November 1992.

85. A policy document by the PNDC Secretaries of the MMSW and the MOE dated November 1990 sets out the need for coordination and proposes the creation of NACVET. It defines technical and vocational education and training in accordance with "relevant UNESCO and ILO Recommendations". It distinguishes education from training by stating that "the broad educational goals of technical and vocational education distinguish it from vocational training which is directed to developing the particular skills and related knowledge required by a specific occupation or group of occupations". It continues: "When used separately, each element of this composite term takes on a restricted meaning". Sub-sections follow describing technical education and vocational education, but not training. "Technical" entails higher-level education than does



"vocational". "Vocational education includes general education, practical training for the development of skills required by chosen occupation, and related theory. The proportions of these components may vary considerably but the emphasis is usually on practical training". It does not seem that a really clear distinction has been made between "education" and "training" or even between "technical" and "vocational". This lack of clarity can all too easily inhibit the success of NACVET's coordinating work. Later in the document the two ministries are, through NACVET, "to formulate policies necessary for the education and training of craftsmen, technicians, sub-professionals and professionals".

86. Meanwhile, NACVET - the committee itself - includes representatives from industry and commerce, the putative end-users of the system, and the National Coordinator has it in mind to strengthen this representation; but beneath this committee, at the operational level, it seems to be entirely a government affair. The secretariat comprises three directorates, under the National Coordinator (the senior full-time official). (See also figure 3)

◆ National Industrial Training Fund (NITF)

◆ National Technical and Vocational Examinations Board (NATVEB)

◆ National Institute of Technical and Vocational Education and Training (NITVET).

87. NITF is briefly discussed under 'Finance' below. NATVEB is to harmonize the proliferation of qualifications available in Ghana and in particular to replace the widely-taken City and Guilds of London Institute curricula with a locally devised system with collaboration of the West African Examinations Board. There is to be a National Trade Testing Commissioner. NATVEB is to be assisted by a US\$2 million UNDP-funded project executed by ILO; consultants are expected to start work very shortly.

88. NITVET is to take over control of 22 technical institutes belonging to the MOE, 22 vocational centres at present forming the NVTI under the MMSW, about 30 special vocational centres (agricultural and other), the ICCES centres (66 and increasing in number), six MOE polytechnics (still at secondary level but to be upgraded to tertiary); and will oversee some 500 private training centres (including NGO and mission-supported centres as well as in-company training centres.) There is already a law requiring registration and approval of apprenticeships (a term which seems to be used for any kind of basic traineeship), but the penalty for taking on a trainee without approval is at present only 200 cedis (less than US\$0.25), and NACVET recognizes that it will need rather more severe sanctions if it is to obtain control of non-governmental training.

89. NITVET will work through Regional and District Coordinators. Since there are 110 districts in 10 regions the central management question will obviously need close attention, and once again adequate resources. Experience in other countries shows that the cost of coordination is often assumed to be very low and easily financed from within the training system itself. This assumption is not correct, especially at the launch stage, even when there is no additional need to coordinate the coordination mechanism, as there is in Ghana.

90. The remit of NITVET is to focus on the employment needs of the two-thirds of JSS leavers who do not go on to SSS - expected to number 98,500 in 1992 alone. Heavy reliance will continue to have to be placed on non-governmental training, but in many cases centres are in even worse shape than government centres, especially as regards equipment. In order to remedy the situation British ODA has been asked for £10 million (c. US\$19 million) and OPEC may come up with US\$5 million. Further support is expected from the World Bank when the relevant phase of the education project comes on stream. This may provide US\$30-US\$40 million.

91. It is of interest that CIDA was at least partly responsible for spurring the government to take action on coordination. Unless such action has been taken they would have withdrawn aid from institutions they had supported for many years. Although only three of them, these institutions are apparently prominent enough for the Canadians to attract notice.<sup>28</sup>

92. It should be mentioned that the National Vocational Training Act, 1970, set up the National Vocational Training Institute with the following functions:

- ◆ To organize apprenticeship, in-plant training and training programmes for industrial and clerical workers, and to training the instructors and training officers required for that purpose;
- ◆ To provide for vocational guidance and career development in industry;
- ◆ To develop training standards and trade testing;
- ◆ To initiate a continuing study of the country's manpower requirements at the skilled worker level.

The Institute still exists and provides training, but its other functions do not seem to have survived.

#### Demand indicators

93. The scarcity of basic data in Ghana extends to the area of industrial manpower demand: in effect this demand is simply not known, not even in aggregate, let alone by occupation or level. In broad terms it is known, as far as anything of this sort is "known", that formal sector industrial employment is stagnant or declining. For example, major employers such as Ashanti Goldfields and Valco are engaged in gradual reductions of their workforces, although VALCO at least is continuing to recruit young entrants. (Even at the World Bank office, evidence in this area is only anecdotal.)

94. As stated in paragraph 16 in chapter 1 the MIST policy statement indicates certain skill shortages but it is not clear how these have been identified.

95. At NACVET the view is that each professional engineer (or equivalent) should be supported by five technicians and 25 craftsmen. The number of engineers etc. is roughly known and the number of technicians is less than five times as many. (This is not surprising as public provision for technician training is so weak.) The ostensible shortage is not corroborated by an expressed demand for technicians in general, although there are again anecdotal shortages in certain fields. As it happens a shortage of sub-professional accountants has been mentioned to the mission, but this is not apparently reflected in noticeably higher wages, increase in private training, or any other general indicator. Shortage of air-conditioning technicians has also been mentioned, however, this may reflect personally experienced difficulty in getting air-conditioners repaired.

96. An MOE paper, produced by a consultant, expresses the view that since in 1960 "professional manpower" represented 14.12% of the total of professional, sub-professional, skilled and semi-skilled workforce in Ghana (only 1.01% in 1984), "it is imperative that an accelerated output of professionally qualified manpower is needed" (sic). The 14.12% in 1960 numbered 7,631 and the 1.01% in 1984 numbered 47,121. There is no indication whatsoever that either number was sufficient or insufficient at the time; nor does there appear to be any basis for deducing a need for "accelerated" output.

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<sup>28</sup> As mentioned in the Sri Lanka report in this series the Dutch government has declined to contribute further to TVET in Sri Lanka until various coordinating mechanisms are in place, as well as greater market orientation.

97. The Milne/Dzakpasu paper<sup>29</sup> rather tentatively states that "as regards the extent of match and mismatch between the currently provided training in NITVET and the real needs of industry it seems to be generally agreed that it is much more of a mismatch." But they cannot come up with any expression of "the real needs of industry", and the only possible evidence of mismatch is that "it seems that the curriculum of NVTI ... is largely based on standards set up about 20 years ago."

#### Finance of training

98. Details on finance available to the mission are rather thin, not least because it is still very much regarded as a government responsibility to provide education and training without charge, and costs are not much discussed. The accepted fact that government funding has not been sufficient to maintain, let alone renovate, training facilities and teaching standards has not yet been transformed into general acceptance of the need for alternative, non-governmental, sources. Reliance is placed on external donors for such improvements as they choose to provide in their rather haphazard way.

99. Change is however on the way. NITF is due to be launched under NATVET's aegis, although the MIST will be responsible for collection from employers of the 1.5% payroll levy which will provide its income. Milne and Dzakpasu report the establishment of the fund in July or August 1991. NATVET expects it to begin operation by December 1992. However the MIST does not regard NITF as more than an "intention" which industry will not be able to afford. Since the fund will operate on a levy/grant basis the multinationals who do their own training will not have to make a great financial contribution, if any, and they are not expected (by the MIST) to take much interest in the scheme.

100. Technical and vocational education and training provided by the state are meanwhile to a great extent directly financed from the education budget or from the MMSW budget. According to Milne and Dzakpasu the percentage of the education budget going to VET in 1989 was 1.42%, down from 2.46% the year before, but the decrease was caused by the great increase of expenditure on basic education which came with the World Bank project. Cost per trainee is not given. As to management training, although the MDPI charges for some special courses earnings account for only 20% of income. GIMPA raises some 35% of its income from private-sector participation. The various informal-gector entrepreneurship training schemes make token charges to ensure participants' seriousness and/or to cover hospitality cost.

101. The forthcoming assistance to the system from the World Bank, UNDP/ILO, ODA, OPEC and any other assistance chipped in by other donors will bring about much-needed upgrading; but on a once-and-for-all basis. While it is certainly the case that the government's inability to maintain the TVET system in the 1970s was primarily due to the general economic collapse and that there is so much lost ground to be made up in so many areas that it has not been able to mobilize the resources necessary since the recovery began in 1983, it is surely optimistic to imagine that the future government will command the resources to allocate sufficient resources to maintaining the newly upgraded and even more expensive system.

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<sup>29</sup> ILO Contribution..., op.cit, page 30

#### **4. INTERNATIONAL ASSISTANCE TO HRD IN GHANA**

##### **Conceptual approach**

102. The previous country case studies carried out under the In-depth Programme Evaluation of UNIDO's IHRD Activities differentiated between input- and output HRD (Sri Lanka by Hurley/Manton) and immediate and extended HRD (Senegal by Manton/Théry), with some differences in definition. The author of this chapter (Heider) suggests to develop the concept further and distinguish between HRD interventions at four levels, namely (i) national policies concerning industrialization, training systems, financing of training, etc., (ii) national training systems established or strengthened through institution building projects (including methodology development, training of trainers, etc.), (iii) management of human resources in institutions, companies, etc. encompassing career development plans, training and retraining in relation to technology choice/acquisition, etc., and (iv) training of individuals at various professional levels through various training mechanism, i.e. group training, fellowships, study tours, etc., understanding the latter as the underlying factor require to attain changes in the other three categories. Classifications in earlier country case studies are included in (ii) output or extended HRD and (iv) input or immediate HRD. In paragraphs 111-114 of this report UNIDO's past and ongoing projects are analyzed in relation to these four levels of possible intervention to exemplify the concept further as well as to demonstrate possible and actual integration of industrial HRD activities into *regular* projects.

##### **Aid coordination**

103. The evaluation observed that considerable assistance is provided by various aid organizations, bilateral and multilateral, to institutions in Ghana without having a systematic and effective coordination mechanism in place. In fact, most institutions visited by the team received assistance from various sources, however, foreign agencies were often not aware, informed of or interested in other aid organizations' activities. On Ghanaian side, the International Economic Relations Department (IERD) of MFEP is charged with aid coordination, responsibilities resting with one individual who has to oversee and coordinate over 100 projects. While UNDP and the World Bank report that donor cooperation takes place, the mission noticed a lack of coordination and only few project specific cases of cooperation arrangements were reported, e.g. between USAID and IBRD, and between EC and Canada.

104. UNDP who attempts to play an aid coordinating role has seemingly not the leverage and capacities to carry out this function effectively. The UNDP Development Cooperation Report (DCR) is issued with two years delay and, according to at least one bilateral agency, information is incorrect, and certainly out of date once the report is issued. UNDP reported to have faced problems of non-compliance by bilateral and multilateral organizations in Ghana to respond to its information gathering efforts. Moreover, reporting formats differ substantially, therefore, data is not entirely comparable which is yet another problem to be overcome by UNDP when assembling the DCR. In parallel, the World Bank gathers some data from bilateral and other agencies' work in Ghana. Apart from attempts to establish a comprehensive report on development activities, monthly donor meetings are held which, however, seem not to result in exchanges of substantive information and actual harmonization agreements. The evaluation of the National Technical Cooperation Assessment and Programmes (NaTCAP)<sup>30</sup> indicates not only that actors concerned agree in principle to the concept of aid coordination, though effectively, implementation has been weak, but moreover states that projects have been mostly donor driven without government controlling or influencing programming and management of technical cooperation.

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<sup>30</sup> National Technical Cooperation Assessment and Programmes, NaTCAP, Evaluation reports for: Chad, Ghana, Guinea, Malawi and Zambia, by Maurice Williams, February 1991.

## Overview

105. In spite of the above criticism, the DCR seems to be the only consolidated source of information on cooperation activities in the country. Therefore it has been used for an overview of the magnitude of overall technical cooperation activities, HRD and industrial projects in particular, and UNIDO activities as reported therein. Overall, strong emphasis was placed on assistance in the area of economic management with 32.3% and 48.7% of annual disbursements in 1988 and 1989, respectively, with large contributions by the World Bank. That sector was followed by agriculture, forestry and fisheries (21.5% and 10.6%), energy (10.6% and 8.1%), and transport (11.0% and 7.5%) which all recorded declining disbursements over the two year period. HRD accounted for 4.5% and 4.3% of allotments, while industries ranged around 4.7% and as compared to the above 3.1% for the same period. The draft fifth Country Programme depicts some extreme changes in terms of distribution by sector, namely a drop in disbursements for economic management from 48.7% in 1989 to 6.1% in 1990, an expansion of expenditures in the transport sector up to 17.5%, an increase of payments for HRD activities from 4.3% to 21.0%, and a less dramatic augmentation for industries from 3.1% to 5.9%. These changes, however, do not indicate alterations in actual expenditures as total disbursements fell from US\$ 461,120,000 in 1989 to US\$ 143,500,000 in 1990 (see annex 1 for a detailed breakdown of figures).

**Table 5: Development Cooperation in Ghana 1989**

|  | Human Resources Development | Industrial Development |
|--|-----------------------------|------------------------|
| Total Commitment (approved as at 1989)<br>(loans and grants) | US\$ 78,657,000             | US\$ 86,221,000        |
| Total Disbursement 1989                                      | US\$ 19,740,000             | US\$ 14,060,000        |
| Technical Cooperation Disbursement 1989                      | US\$ 19,740,000             | US\$ 8,186,000         |
| Total Number of Projects                                     | 54                          | 20                     |
| Number of Projects w/o disbursement                          | 17                          | 2                      |
| Number of Loan-financed Projects                             | 1                           | 5                      |
| Number of Agencies/Donors involved                           | 28                          | 15                     |
| Number of UNIDO Projects                                     | 1                           | 1                      |
| which constitute   |                             |                        |
| % of total commitment  | not indicated               | 1.01%                  |
| % of total disbursement                                      | not indicated               | 1.18%                  |

Source: Compiled on the basis of the UNDP Development Cooperation Report Ghana 1989

106. Total commitments as at 1989 for HRD amounted to US\$ 78,657,000 with a disbursement of US\$ 19,740,000 for the same year which supported a total of 54 projects, however, 17 projects not showing any allotments for the year. A total of 28 agencies are listed as donors to these projects, UNIDO being recorded for one project (training programme) without indication of the allocation for this activity. Projects covered a variety of fields reaching from education, to vocational and technical training, science and technology, engineering, etc. For the industrial sector, commitments as at 1989 totalled US\$ 86,221,000 with disbursements for 1989 at US\$ 14,060,000. The report lists 14 donors for a total of 20 projects, one of them being executed by UNIDO which, however, is listed under UNDP as the funding agent (it might be that other executing agencies were also not listed which would enlarge the number of agencies involved). Five of the industry-related projects were implemented under loan agreements, whereas the remainder is financed on grant basis. UNIDO's involvement in these activities amounts to roughly one percent of total commitments and 1.1% of total disbursements in 1989.

### UNIDO'S contribution

107. The list of completed UNIDO projects in Ghana shows a spread of 41 projects over institutional infrastructure services (14 projects) with some emphasis on SMI (3 projects), the various industrial branches (17 projects) with concentration on chemical industries (in particular GIHOC Pharmaceutical Division with 7 projects), 7 training projects mostly financed from regular programme funds (RB), as well as promotion and technology (3 projects). From the given list of projects, no coherent assistance programme directed at the industrial sector can be derived and projects appear to be discrete activities with hardly any interrelation, except for assistance provided to GIHOC Pharmaceutical Division which encompassed projects funded by UNDP IPF, SIS and trust funds. Equally, HRD issues seem to have been addressed, if at all, under individual projects without overall framework. None of the projects addressed issues particular to the integration of women in industrial development, although one of the on-going projects (DP/GHA/87/026 see para. 112) adopted during implementation as one of its outputs the training of women. The distribution of projects over a period of time shows that 28 of the 41 projects have numbers from the 1970s, and only 13 projects originated in the 1980s which indicates a radical decline of the total programme in terms of number of distinct projects over the last two decades. Taking into account the presently ongoing three projects does not help counterbalancing this trend. However, the afore-mentioned number of projects does not reveal a similar trend in allocation and/or expenditure of financial resources as the size of projects is not indicated in the source of information.

108. During the desk study preceding this mission, an analysis of documentation pertaining to 21 projects and activities was conducted which consisted of eleven projects dating back to the 1970s and ten projects or initiatives taken during the 1980s and early 1990s. In addition, the review took into account two pipeline projects and a recent sector analysis cum programming mission. The field analysis of projects originating in the 1970s and early 1980s has been limited as it was difficult to trace national personnel who still may recollect activities carried out during that time. Moreover, in some instances recent events, such as the sector review carried out in 1991, were not remembered by some of the local authorities who had been associated with the exercise. The sample was established with an attempt to identify projects with actual and/or potential industrial HRD aspects at various levels. It contains a large number of projects with governmental or related institutions reflecting the traditional approach to development assistance, namely to work with and through governments. The mission was informed by various sides and gathered the impression that much of the assistance provided to Ghana ends up in government channels without reaching end users, such as industries.

109. Incoherence in project design was observed for a number of projects where objectives and outputs did not match and even if outputs were attained, they were not likely to result in achieving targeted objectives. Immediate/input HRD and extended/output HRD appear often amalgamated without clear differentiation between (direct) training of counterpart staff and/or other nationals as compared to establishing a training function. Moreover, planned outputs did not always materialize during project implementation which seemingly did not cause much concern to parties involved. The mission had the impression that formulation as well as communication problems existed, probably at national level (counterparts and UNDP/UNIDO) and in relation to UNIDO headquarters, as in a number of discussions of project documents authorities in Ghana had a perception of project objectives and outputs which differed from those expressed in relevant documents.

110. A number of projects seemed to have carried out analyses of training capacities in the country and recommended, sometimes vaguely, action to be taken in follow-up projects. Often these projects did not materialize with UNIDO involvement, although the mission learned about a number of bilateral/multilateral projects which meet project descriptions in UNIDO reports. It cannot, however, be established with certainty whether project ideas originated under UNIDO assistance or whether project ideas were originally pursued by national counterparts with several donors and aid organizations in parallel. Considering present operations in the country, the latter

seems rather the case. Moreover, it was noted that most of these analyses, surveys or reports remarked on the lack of middle level technical and managerial staff (already in 1977) which was still reported to be in shortage in 1992.

111. Still at the design stage, none of the project documents detailed training needs of counterpart staff or trainees. This does not seem to be anything particular to projects in Ghana, but is likely to apply to a major part of projects and programmes of UNIDO. Much of this may be due to limited time allowed for project formulation, and a lack of knowledge of counterpart staff profiles during the design phase of the project. While these reasons are perfectly understood, it seems unlikely that project activities and budget allocations to the different components, for that matter to training, could appropriately be determined on such basis. It seems that a changed approach to project formulation is required in this respect. In the implementation of counterpart training, a mismatch of delivered training as compared to training needs in the frame of the project seem not to be met by corrective measures and no rigorous system is in place to assess relevance, effectiveness and impact of training carried out.

112. In the case of institution building projects which assist in establishing and/or strengthening national capacities and capabilities to impart training (and services), of which there are only rather few cases in Ghana as compared to e.g. the Philippines, neither target groups (end users) nor their training needs are captured in detail in project documents and often remain vague even in later project documentation. Moreover, little analysis had seemingly been done to assess whether and how new training capacities and capabilities, as foreseen e.g. under DP/GHA/87/026 Feasibility Analysis Unit at the National Investment Bank (NIB), would fit into an overall training system and whether demand for training in the foreseen field was not or even saturated already. This presently on-going project stipulated as one of its objectives the improvement of the counterpart's capacities and capabilities to provide training. Interviews revealed that no regular training function was established (and seemingly not even planned), but that counterpart staff (trained under the project) served as facilitators in workshops organized under the project as well as was ready to conduct training in some unspecified areas whenever and if ever need should be identified. While the project seems to have been effective in strengthening the counterpart's capacities to conduct feasibility studies, as far as the mission may judge this without having base line data which indicates the pre-project status, the training related objective was not fulfilled and seemingly not truly intended. The sustainability of other institution building projects, such as DP/GHA/72/004 (ILO executed with UNIDO as cooperating agency), which resulted in establishing the MDPI (see chapter 3), seemed questionable in light of the necessity for continued support to that institution.

113. The series of seven projects implemented with the GIHOC Pharmaceutical Division could have potentially addressed issues related to human resources management as mentioned under (iii) in paragraph 102. These projects, however, date back to the 1970s and early 1980s, therefore the time span between project implementation and present evaluation is too long to make any reasonable assessment of past activities. Moreover, meanwhile the counterpart received assistance from at least one other donor which probably impedes a delineation of results attained by the individual projects. Documentation of DP/GHA/72/006 and DP/GHA/74/030 reveals that these projects intended to strengthen national staff's abilities to manage the division without external assistance and job descriptions for international consultants all contained the responsibility for training of Ghanaian counterparts. Unfortunately, available information does not reveal whether this goal was attained. The mentioned projects did not encompass activities related to strengthening the counterpart's abilities to manage industrial human resources required for its operations, possibly due to prevailing thinking at the time of project design and implementation, by introducing techniques such as performance appraisal, career development, training and retraining, etc.

114. Two projects (DP/GHA/82/030 and DP/GHA/86/001) were implemented with the MIST which, theoretically, could have encompassed policy issues related to industrial HRD as referred to in (i) of paragraph 102, while also entailing human resources management issues (related to the

management of the MIST) and input HRD aspects (training of MIST staff). Both projects hinged on the restructuring of the ministry and aimed at strengthening the same. Under the earlier project a draft restructuring plan was produced which detailed an organizational chart and job descriptions for each of the given posts which the MIST, at least today, found unacceptable. No reference was made in that proposal to staff already in place, if any, and their qualifications. The job description for the Assistant Director of Personnel Administration, Recruitment and Training, was defined as an administrative function rather than embracing personnel management responsibilities. Otherwise, job descriptions for senior/supervisory staff included the authority to "comment on personnel actions" required in the area of the supervisors' field of responsibility. This, at least theoretically, should encompass personnel management responsibilities including monitoring of performance, skill and retraining requirements, etc.

115. Neither of the two projects addressed the issue of interrelating industrial policies with those for HRD, such as (i) whether specialized industry training should be provided by industries, the government or both, (ii) introduction of an active dialogue between industries (demand side) and training institutions (supply side) to narrow down mismatch gaps, (iii) financing mechanism for training, (iv) harmonization of employment creation measures in certain subsectors with training provided in support of expanding exactly these, etc., seem rather neglected. Nor did the projects attempt to contribute to coordination between the MIST, other ministries and institutions which are in charge of producing industrial human resources. In any case, the projects did not result in strengthening the MIST as pre-requisite restructuring did not take place. The in-depth evaluation of DP/GHA/86/011 actually recommended immediate termination and no further follow-up unless national authorities implemented a restructuring plan. The MIST, however, expects UNIDO to produce a new proposal for restructuring and do not feel it their responsibility and possibility to take action at this stage<sup>31</sup>. The matter of policies and their formulation, taken up in the industrial policy statement which apparently was prepared under UNIDO assistance, though not under these projects, has been reviewed in chapter 1 of this report.

116. The Fisheries Industrial System (FIS) which was elaborated by UNIDO in collaboration with FAO and presented to the government consists of a proposed investment package amounting to US\$ 57 million and a package of 24 technical cooperation projects for the equivalent of around US\$ 4 million, including some four projects explicitly targeting training and HRD issues. The mission was informed that one of these technical cooperation projects, namely FIS/024 Manpower Planning and Development of a National Training Programme, ranked seventh on the list of priorities expressed recently by the government in regard to the FIS programme, with highest priority accorded to a feasibility study. FIS/024 foresees to survey all present training activities related to fisheries (institutional and within industry), to identify shortfalls in respect of manpower requirements, and make suggestions for requisite improvements of the existing structure. Moreover, "master training programmes" are to be developed (including guidance on their application) and facilities/equipment required for their conduct, taking into account relevant international codes and practices. Training of trainers, preparation of workshops, and the creation of databases on training information is included in the project proposal as well without, however, providing specific details on level and type of training considered or target group envisaged. Moreover, no consideration seems to have been given to the international market in which other West African countries are competing, e.g. Senegal, and the extent to which fish resources will support an expansion of fishery industries on a large scale.

117. One of the two pipeline projects considered by the mission is foreseeing to assist the AGI to upgrade its capabilities to identify, formulate and promote industrial investment projects. The UCD was of the opinion that this was not its objective, and the AGI claimed not to be aware of

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<sup>31</sup> The functions of MIST were not entirely clear, see also Chapter 2, and its representative meant that UNIDO's assistance in preparing a restructuring plan should include advice on what actual role the ministry should play in an open-market economy. To the knowledge of the mission, no study exists on location, functions and responsibilities of ministries of industries in different socio-economic settings which otherwise could help in guiding MIST and higher authorities in defining the ministry's role.



any such pipeline project. The other project included in the sample aims at establishing a national engineering service and training center under the NBSSI and the GAM (Ghana Association of Manufacturers now the AGI) without, however, having taken into account the ITTUs which are geared towards small and medium engineering industries (see chapter 3).

118. GIMPA is registered as a Center-of-Excellence at UNIDO, however, hardly recalled this fact and did not participate in or benefit from any activities under that programme.

#### Other international assistance

119. As stated in paragraph 103 and 104 above, a multitude of donors are operating in parallel in Ghana without much cooperation or coordination. In chapters 2 and 3 the existing institutional framework and the training system are discussed and since most of the national institutions have benefitted and still are receiving assistance references to donors have been made under those chapters already. Here, activities are grouped by individual donors and described only briefly.

120. Among the bilateral donors, Japan assigned in 1989 high priority to HRD by allocating 60% of its technical cooperation disbursements to activities under this heading, followed by the United Kingdom with 22% and Canada with 15.9%. In US\$ terms, however, Canada takes clearly a lead with expenditures in 1989 of US\$ 4,792,896, the United Kingdom ranking second with US\$ 3,366,186 and Japan third with US\$ 2,527,205 worth of expenditures. The DCR, which provided the cited data, did not contain figures on expenditure by e.g. the EC, implying the community was not supporting HRD activities, although EC and CIDA jointly support GRATIS with its training component, nor included assistance provided by the World Bank to the education system (see chapter 3).

**Table 6: Bilateral Assistance to HRD in 1989**

| Donor   | % of Total Allocated to HRD | Total Disbursement 1989 | Actual Disbursements for HRD |
|---------|-----------------------------|-------------------------|------------------------------|
| Canada  | 15.9%                       | US\$30,144,000          | US\$4,792,896                |
| France  | 15.1%                       | US\$10,460,000          | US\$1,579,460                |
| Germany | 14.1%                       | US\$11,549,000          | US\$1,628,409                |
| Japan   | 60.1%                       | US\$4,205,000           | US\$2,527,205                |
| UK      | 22.2%                       | US\$15,163,000          | US\$3,366,186                |

Source: UNDP Development Cooperation Report Ghana 1989

121. Canada reportedly does not undertake policy level work and has no overall conceptual policy framework for its HRD activities, while policy discussions are thought to fall in the sphere of the World Bank. The representative, however, was not aware of latest policies or staff appraisal reports of the IBRD either pertaining to Ghana or to HRD. Canada has a long history of supporting the Accra Technical Training Center (ATTC), the Kumasi Technical Institute (KTI), and the Tamale Polytechnic by providing Canadian expertise, training for Ghanaians (locally and abroad), and equipment. In addition, CIDA and the EC assist jointly the GRATIS project which aims to establish ten ITTUs throughout the country. Fellowships, which as a matter of policy are not anymore awarded for PhD studies, are administered by Canadian universities directly, therefore, CIDA is not involved in selection and screening processes of beneficiaries.

122. The German Development Service (GDS) provides assistance in form of 35 staff placed with the NVTI to provide training to NVTI staff as well as to assist in running and revising NVTI training programmes. The mission was informed that programmes are believed to be successful in building up national capacities since, otherwise, assistance would not continue to be provided. A range of German foundations assist also the NVTI and the Institute of Economic Affairs which

targets the private sector and provides management training. At the level of tertiary education, the UST, Kumasi has a cooperation agreement with the University of Dortmund by which Ghanaian students participate in courses in Germany. In addition, some 40 individual fellowships are awarded annually for studies in various fields.

123. USAID finances an HRD aid project of the magnitude of US\$ 5.4 million (approved in 1991, becoming operational now) which assists in providing training to private entrepreneurs in business management, marketing and orientation towards export markets. While the AGI is the implementing agency, a US consultancy firm will be brought in shortly to provide long-term support. Training is provided through national institutions, such as GIMPA, the MDPI and the School of Administration, and through fellowships in the USA. For the latter, senior entrepreneurs will be requested to define their own training requirements. After a screening and selection process a US company will be requested to find matching US enterprises which will accommodate trainees for a period of six weeks. The programme is expected to train 40 entrepreneurs over four years. Prior to this programme, some 25 entrepreneurs participated in a separate training programme for which USAID had set certain priority areas, however, leaving nomination of participants to private sector associations. Again, it was the entrepreneurs who were requested to declare their learning requirements, and the mission was informed that training needs and expectations in training programmes were well articulated and expressed participants' good understanding of their problems and needs. The second project supported by USAID (trade and investment promotion) is under negotiation with the expectation to sign the agreement around August/September and to start operations by December. The project aims to bring together associations, such as the AGI, the GNCC, the Ghana Employers' Association and the Association of Ghana Exporters, in a private sector foundation (see also chapter 2, para. 39) to strengthen them and provide a common services facility. It is believed that by enabling the associations to provide services to its constituency, members will become more appreciative of and supportive to the associations.

124. The World Bank has no active programme related to the industrial sector, however, supports the development of small- and medium-scale enterprises through a combined credit and technical assistance facility. While the credit line is extended through the national banking system and reaches mostly medium size enterprises, the technical assistance component of the project targets training of small-scale entrepreneurs and works through the NBSSI. This creates an admitted gap as the group of trained small entrepreneurs has only limited access to financial resources, mostly through the informal sector (World Women's Banking), while those supposedly having access to the credit facility are not trained under the same programme (see also paragraph 125 below). The NBSSI is supposed to survey industry's (training) needs and provide training, either with own resources or by involving training institutions, i.e. mostly the MDPI. The local IBRD office expressed interest in working through EMPRETEC (see below) and participate in the private sector foundation. In the education sector, the World Bank has been involved over the last six years in reform programmes which aim at improving quality of training and curricula, thereby increasing enrolment rates, and at redirecting tertiary training from producing graduates for non-existing industries (employment opportunities) towards training people for self-employment (see also chapter 3).

125. The UNTCMD (UNDP-financed) project mentioned in paragraph 11 resulted in establishing EMPRETEC which is a programme aimed at providing entrepreneur and management training to medium-sized private enterprises with growth potential. While the project was meant to be handled by the NBSSI, it was decided to establish a separate secretariat with private sector status and representation of private industries as well as NBSSI on its board. The project runs on average four workshops with about 35 participants a year and reported to have trained 185 entrepreneurs, of which around 40% were women. Entrepreneurs are supposedly taken through a package of training and services, entailing entrepreneurship development course, preparation of business plans, credit sources, management skills development training, extension support programme, and linkage with transnational companies. While project management emphasized that entrepreneurs participate in all six steps of the programme, figures on attainments under the

individual components indicate that not all entrepreneurs follow through the entire programme. Limited success has been reported in the credit sources scheme, which is surprising as the project is supported by Barclays Bank who, one would have assumed, could have been requested to administer a credit line under the project. The latter, however, does not exist in the frame of the EMPRETEC project, but the World Bank claimed that EMPRETEC entrepreneurs benefit from the Bank's SME credit line facilities, which is the case to a rather limited extent only. The last step in the programme, namely the linking of local medium-sized enterprises to transnational corporations (which must have been the reason for selecting TCDM as the executing agency) has not shown results yet: only one entrepreneur is negotiating a contract. While project management made a positive and dynamic impression and the project was, by and large, positively evaluated, the mission was not able to make contacts with participants in the scheme and noted that the in-depth project evaluation had contacts to at most four entrepreneurs.

126. ILO executes a project in support to NATVEB (under NACVET) which aims at strengthening and improving the national testing system, as explained in chapter 3. The project has just been approved, therefore, implementation has not started. Otherwise, the mission was informed that a number of surveys of training institutions in Ghana have been carried out, however, plans to strengthen them lack implementation.

## 5. UNIDO'S POTENTIAL CONTRIBUTION TO HRD IN GHANA

127. The situation in Ghana is similar to that described in the Country Case Study on Senegal: the industrial sector is rather small compared to other sectors of the economy, advice and assistance are being provided by a large number of donors and aid agencies, and the image of UNIDO is that it operates in a bureaucratic sphere without reaching industries. Recommendations of general nature made in the Senegal report apply equally to the case of Ghana.

### **Policy level**

128. The mission agrees with observations and recommendations made by the team in Senegal that UNIDO should have a studied opinion of policy issues pertaining to industrial HRD. The various approaches and policy statements by different actors should be reviewed. The organization should undertake a comparative analysis of the varying approaches in their operating environments as a basis for advising developing countries, governments and private sector, on pre-requisites and repercussions of various alternatives. This applies not only to financing mechanism for industrial training, as suggested in the cited report, but for conceptual and policy issues in general.

### **Data collection**

129. The MIST expressed its interest in and need for data collection and operation of a data bank on industrial enterprises including data on employment levels, manpower and skill requirements, etc. To some extent the MIST claims to possess such data already which it supposedly acquired through questionnaires. While information needs of the MIST should be defined in the frame of its actual functions, which the mission understood require redefinition along the lines of the expected restructuring, the mechanism of information collection needs to consider that (i) industrialists are reluctant to communicate details on their operations to the ministry, and (ii) the GSS is reported to be in a rather strong and independent position which results in its dominating data collection and compilation activities, however, without complying with information needs of sector ministries. The UNDP SDA project is directed at assisting the GSS to compile requisite data, therefore, additional assistance at government level may duplicate already ongoing activities.

### **Project level**

130. In chapter 4 paragraphs 111-114 some practical matters are discussed which lead automatically to recommendations for improvements in project design and implementation, such as better determination of training needs of counterpart staff and end user training, better differentiation between input/immediate HRD and output/extended HRD, increased relevance of training programmes to project objectives, feedback mechanism to assess relevance, effectiveness and impact of training as well as to allow corrective measures to be taken. These issues are likely to apply to projects in other countries as well.

131. Considering the present portfolio and pipeline the basis on which to build is rather weak and an integration of HRD issues in ongoing activities may be difficult to attain. Since the mission was informed that a new proposal for assistance to the MIST has been submitted, it is recommended, if the project is to be approved, to consider policy level HRD issues (as an function of the MIST), human resources management (as an internal management function of the MIST), and input/immediate HRD as a project component as outlined in paragraph 114 and 115 in chapter 4.

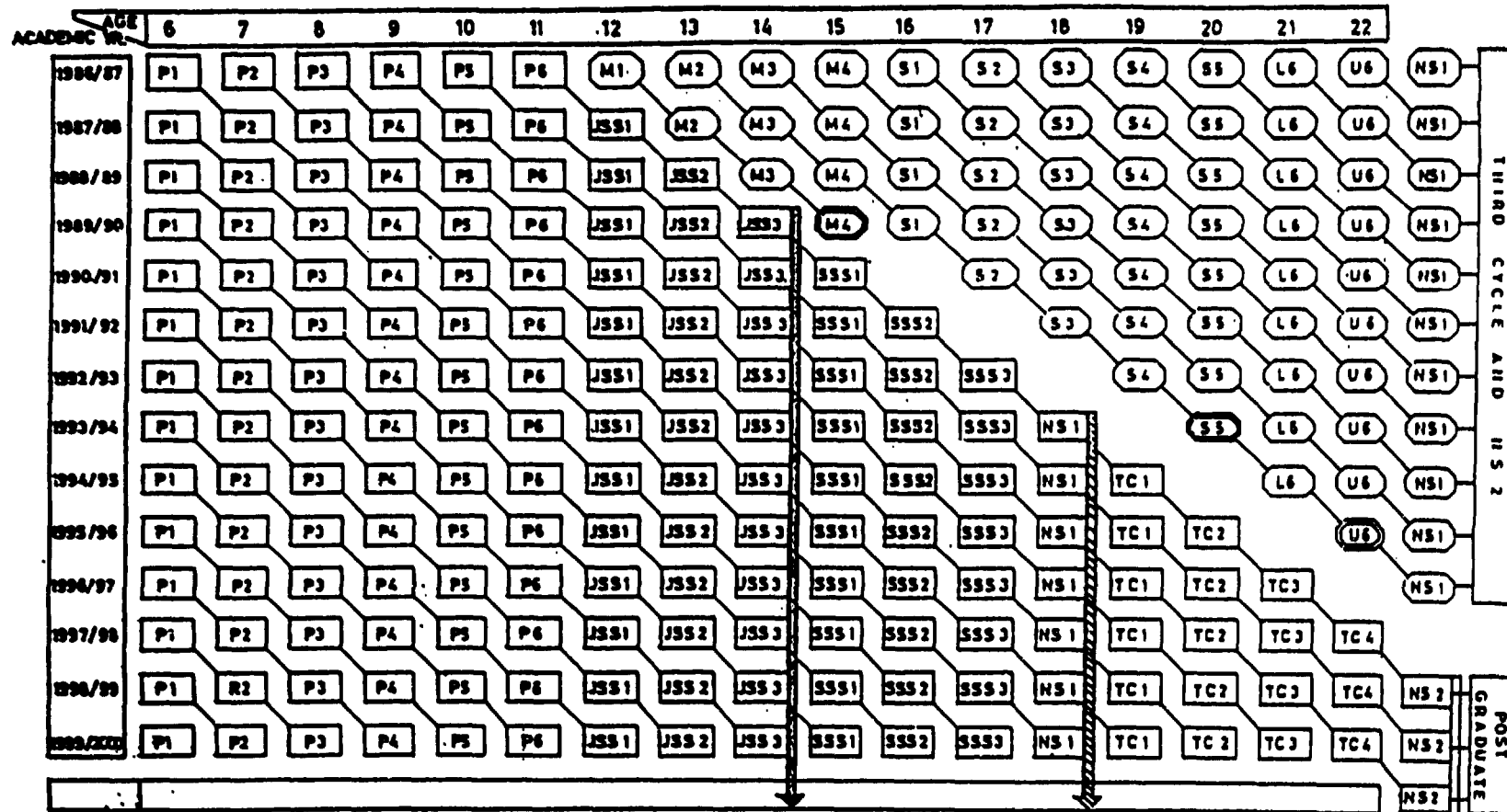
132. The pipeline project to establish a National Engineering Service and Training Center (NESTC) which, according to the future backstopping officer, has not become operational for a lack of funds, requires reconsideration to assess actual demand for training and services as well

as counterpart (NBSSI and AGI) abilities to sustain the center after project completion. The UNIDO/ILO sector review claims that the engineering sector developed only sporadically and is not fully established. Most activities, apart from machinery and automotive assembly, seems to occur in the informal sector with small-scale entrepreneurs being serviced and trained through the existing GRATIS/ITTU scheme under the NBSSI. The latter facilities were not taken into account by the drafter of the NESTC project document (institutions visited did not include GRATIS/ITTU and no reference was made to their existence), therefore it is recommended that the relation of the NESTC to existing training and service institutions be assessed in case the project is to be pursued. Moreover, government institutions operate under severe financial and personnel constraints so that sustainability of the NESTC without external assistance is questionable.

133. The pipeline project with the AGI should be reconsidered in light of the private sector foundation which is under negotiation with USAID and the World Bank (see chapter 2 and 4 above). While the proposal focusses on the AGI's capacities to identify, formulate and promote investment projects, it is necessary to consider the entire portfolio of AGI services (actual versus desired/potential) and define a project which will strengthen the association as a whole and, in particular, enable it to advise its members on issues related to industrial HRD. This evaluation did not assess strengths and weaknesses of the AGI, however, was informed (and had the impression) that associations are rather weak and require strengthening. The mission recommends in paragraph 129 not to engage in data collection at the government level, however, to enable the AGI to represent its members properly it will require to widen its information base, a need the association defined by itself.

134. Other institutions, such as the GNCC, GIMPA and the MDPI, as well as government offices (the MIST, NBSSI, etc.) might develop an interest in UNIDO assistance if the organization were to develop expertise as suggested in paragraph 128.

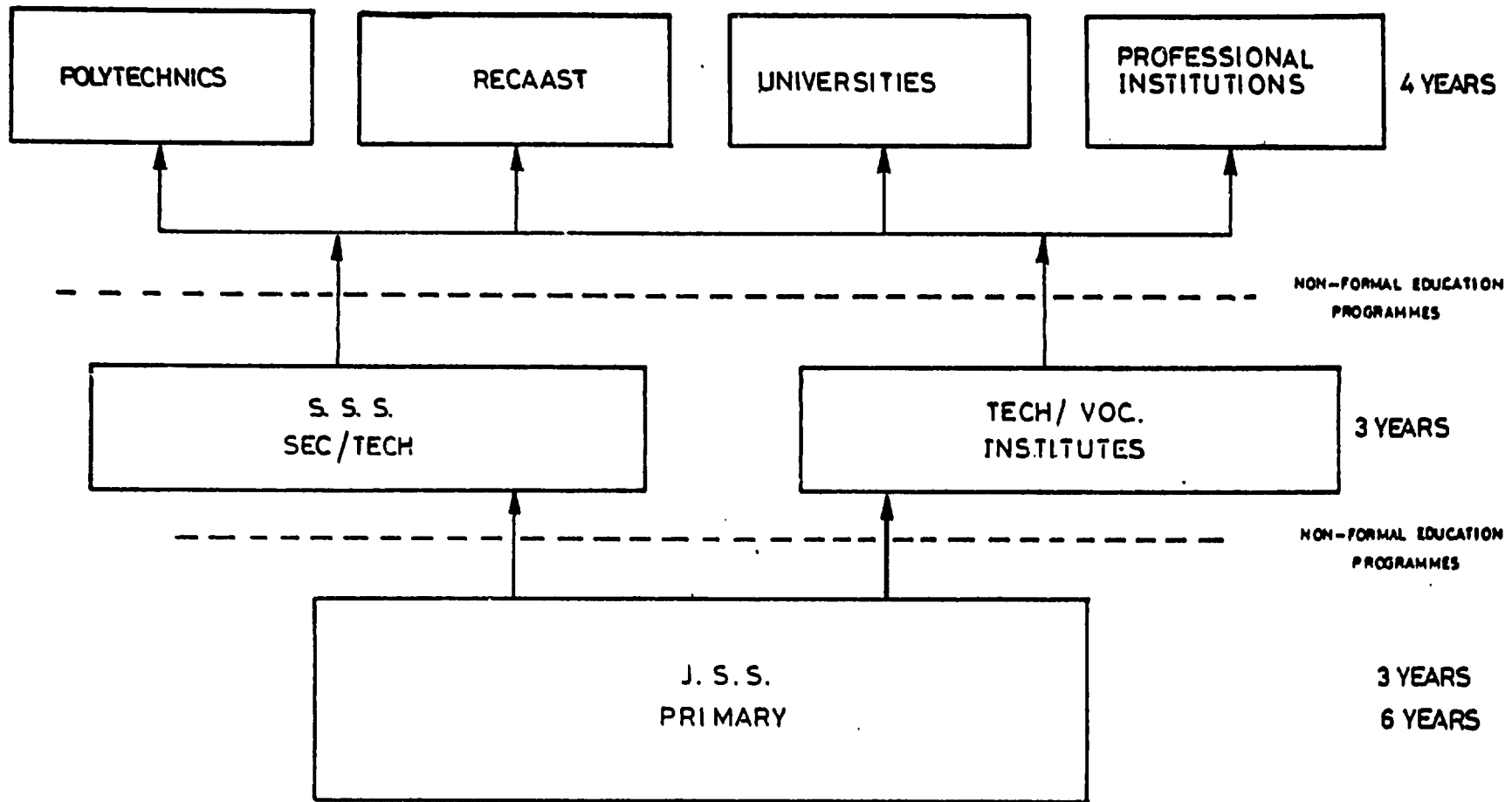
# PLAN FOR IMPLEMENTATION OF STRUCTURAL REFORM OF EDUCATION IN GHANA 1987 - 2000



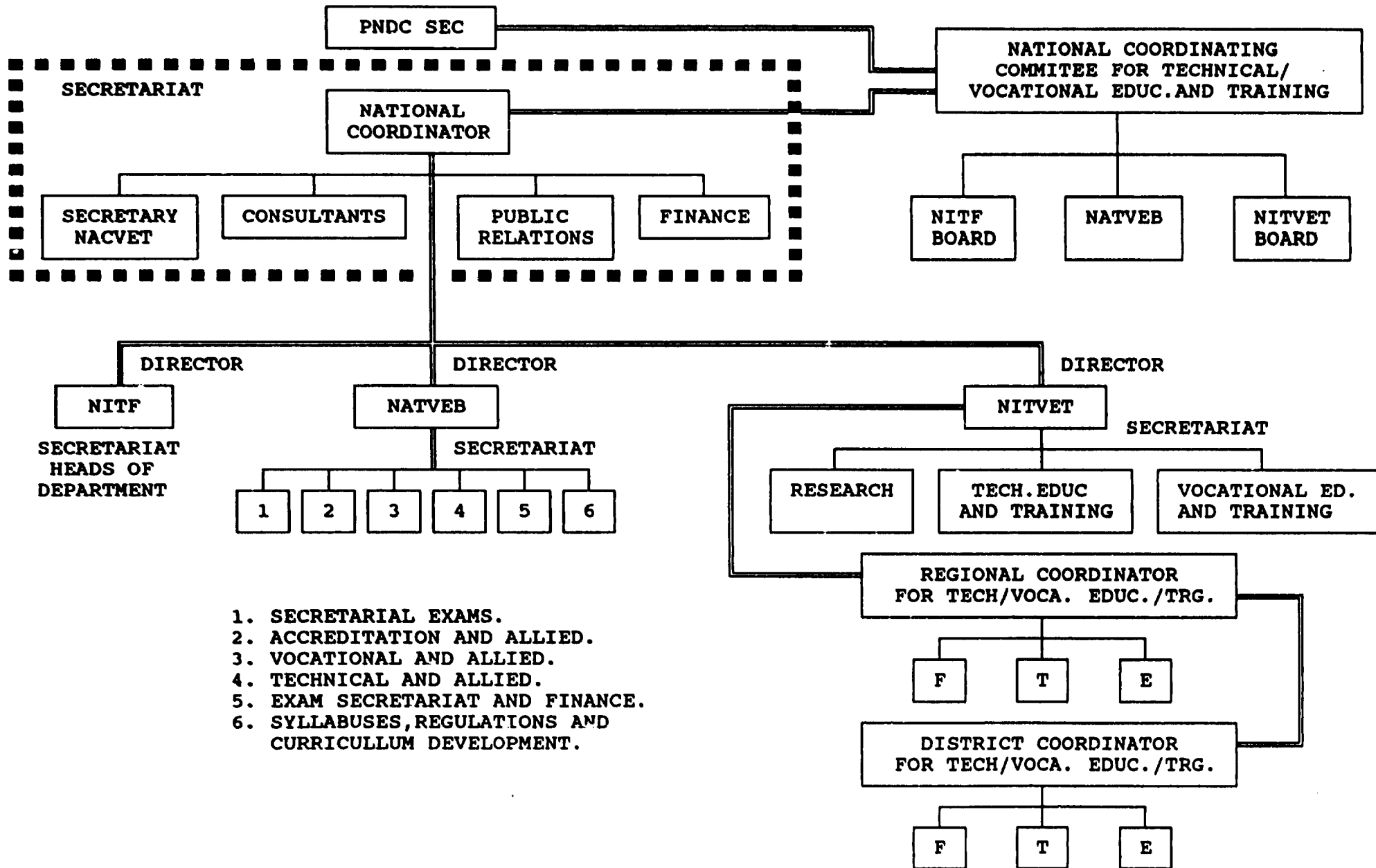
|             |  |   |                  |             |  |
|-------------|--|---|------------------|-------------|--|
| <b>KEY:</b> | OLD SYSTEM: (6-4-3-2)<br>P: PRIMARY<br>M: MIDDLE<br>S: SECONDARY<br>L6: LOWER 6<br>U6: UPPER 6 | 1. COMMON ENTRANCE ENDS MARCH, 1989<br>2. MIDDLE 4 ENDS AUGUST, 1990<br>3. 'O' LEVEL ENDS JUNE, 1994<br>4. 'A' LEVEL ENDS JUNE, 1996<br>5. J. S. S. TERMINAL (WORLD OF WORK)<br>6. S. S. S. TERMINAL (WORLD OF WORK)<br>7. T. C. TERMINAL (WORLD OF WORK) | ○<br>○<br>○<br>○ | <b>KEY:</b> | NEW SYSTEM: (6-3-3)<br>P: PRIMARY<br>J. S. S.: JUNIOR SECONDARY SCHOOL<br>S. S. S.: SENIOR SECONDARY SCHOOL<br>N. S.: NATIONAL SERVICE<br>T. C.: THIRD CYCLE |
|             |  |   |                  |             |  |

DIAGRAM

Figure 1



CONTENT OF MINISTRY OF EDUCATION PROGRAMMES





**Development Assistance by UNDP Sector**

(in thousand US\$)

| Sector                      | 1988             |        | 1989             |        |
|-----------------------------|------------------|--------|------------------|--------|
|                             |                  |        |                  |        |
| Economic Management         | \$74,363         | 32.25% | \$224,708        | 48.73% |
| Development Administration  | \$9,201          | 3.99%  | \$21,128         | 4.58%  |
| Natural Resources           | \$237            | 0.10%  | \$3,830          | 0.83%  |
| HRD                         | \$10,309         | 4.47%  | \$19,740         | 4.28%  |
| Agriculture, Forestry, etc. | \$49,691         | 21.55% | \$48,676         | 10.56% |
| Area Development            | \$8,833          | 3.83%  | \$12,931         | 2.80%  |
| Industry                    | \$10,757         | 4.66%  | \$14,059         | 3.05%  |
| Energy                      | \$24,470         | 10.61% | \$37,259         | 8.08%  |
| International Trade         | \$482            | 0.21%  | \$5,776          | 1.25%  |
| Domestic Trade              | \$1              | 0.00%  | \$18             | 0.00%  |
| Transport                   | \$25,359         | 11.00% | \$34,743         | 7.53%  |
| Communication               | \$3,644          | 1.58%  | \$2,480          | 0.54%  |
| Social Development          | \$4,521          | 1.96%  | \$9,555          | 2.07%  |
| Health                      | \$2,980          | 1.29%  | \$8,555          | 1.86%  |
| Disaster Preparedness       |                  | 0.00%  | \$113            | 0.02%  |
| Humanitarian Aid & Relief   | \$5,761          | 2.50%  | \$17,549         | 3.81%  |
| <b>Total</b>                | <b>\$230,609</b> |        | <b>\$461,120</b> |        |

Source: UNDP Development Cooperation Report Ghana 1989

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**Dates of the mission**

**20 July - 3 August 1992**

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